

**TECHNICAL-COOPERATION LOAN
PROGRAM TO SUPPORT THE YEAR 2000 NATIONAL POPULATION AND
HOUSING CENSUS**

(BO-0189)

EXECUTIVE SUMMARY

Borrower and guarantor:	The Republic of Bolivia	
Executing agency:	Instituto Nacional de Estadística [National Statistics Institute] (INE)	
Amount and source:	IDB: (FSO)	US\$7.4 million
	Local:	US\$1.85 million
	Total:	US\$9.25million
Financial terms and conditions:	Amortization period:	40 years
	Grace period:	10 years
	Disbursement period:	3 years
	Interest rate:	1% for 10 years; 2% thereafter
	Inspection and supervision:	1%
	Credit fee:	.50%
Objectives:	<p>The general objective of the program is to support the Bolivian government, through the National Statistics Institute, in conducting the year 2000 national population and housing census (Census 2000).</p> <p>The specific objectives are:</p> <ol style="list-style-type: none"> a. To provide INE with the human, material and financial resources it needs to ensure that census activities are carried out on schedule with the necessary quality levels; and b. To update the country's statistical maps which will be fundamental for organizing national agricultural and business censuses and to establish the sampling frame for future household surveys. 	

Description:

Conducting a census is a complex operation that involves a large number of preparatory activities to ensure that on census day, all census personnel and documents are in the right place at the right time. In any country, a census is a large-scale operation that requires the mobilization of a host of people and materials (census forms) and logistical support. Therefore careful planning of all preparatory activities is necessary.

The proposed program is a technical-cooperation loan and consists of various components that cover the activities required to conduct a census and to obtain, analyze and disseminate census information. These components are divided into three stages: pre-census, census, and post-census.

The pre-census stage (US\$3.89 million) runs from the decision to conduct a census until it is carried out on the chosen date. It also includes management activities although, of course, they are present in all the stages of a census. The main components in this stage are: (a) planning and coordination; (b) design and testing of census instruments; (c) recruitment, training and selection of census takers; (d) publicity and public awareness campaigns; and (e) updating of statistical maps.

The census stage (US\$3.74 million) is the central activity in the process and should be carried out simultaneously in all parts of the country. It is the test of the quality of the planning carried out in the previous stage. The following components will be financed to ensure the success of the census: (a) preparation of the census plan to define the field work; (b) organization of synchronized mobilization of the human resources participating in the operation; (c) taking the census itself; and (d) delivery of the census forms to the distribution points.

The post-census stage (US\$1.5 million) includes data processing, analysis, dissemination and updating of the pre-census information and consists of the following components: (a) data processing; (b) census evaluation; (c) publication of the results; (d) geographic information system (GIS); and (e) preparation of a sampling frame.

Relationship of project to Bank country and sector strategy:

The Bank's strategy in Bolivia, which is consistent with the government priorities as established in the pillars of its 1997-2002 plan of action, has the key objective of poverty reduction, and includes three lines of action: (i) economic growth and the creation of opportunities (opportunity pillar); (ii) development of

human capital and access to basic social services (equity pillar); and (iii) support for governance and consolidation of reforms (institutional pillar). The year 2000 national population and housing census will serve as a basic tool to support these three lines of action, since it will provide indispensable information for policies to combat poverty and deliver social services, pinpoint investment opportunities and the potential for economic growth and furnish crucial information for good implementation of the Civic Participation Act.

**Environmental
and social
review:**

The program was examined by the Committee on Environment and Social Impact (CESI) and is not expected to have negative environmental or social impacts. On the contrary, the census information should make it possible to better identify pockets of poverty and areas with the greatest demand for or shortfalls in public services of all kinds (paragraph 4.4).

Benefits:

The program will entail a variety of benefits, since census information will be used for different purposes by public and private sector institutions and national and international agencies. It will also benefit Bolivians by facilitating the formulation and implementation of development policies, strategies, plans and programs. For smaller geographic units, such as the subdivisions of provinces (municipalities), cantons, municipal districts, etc., the census is virtually the only source of statistics, since surveys are not statistically representative on those levels and administrative records only report the supply of health, education and similar services.

Risks:

In the 1992 population and housing census, the main problem was the boycott of the census by some unions, although it was conducted successfully, with an estimated coverage failure of about 7%, which is similar to other countries in the region. For Census 2000 the situation is completely different, since changes in the country's political organization encourage participation in the census, the results of which will partly determine the allocation of resources to local governments (tax transfer payments) and the boundaries of electoral districts. Therefore steps must be taken to set up a well-controlled census organization, preventing alteration of the census forms or misrepresenting their numbers with the intent of boosting the population figures of a given geographic area.

Since the bulk of the human resources who will conduct the census (census takers and sector chiefs) are volunteers and work only in exchange for nonmonetary rewards (grades in the case of

students, leave from work or accumulation of seniority points in the case of teachers or public servants), it will be necessary to minimize the risk of shortfalls or absenteeism among census takers by recruiting and training 10% more than the number thought to be needed. With the same goal, the geographic reference for assigning census takers will be the zone in which they live and not the educational center where the volunteers study or work. This measure will reduce the risks of absenteeism and facilitate operational control and logistics.

Special contractual clauses:

Prior to the first disbursement, the executing agency will present evidence to the Bank's satisfaction that: (a) it has signed a subsidiary agreement with the Ministry of Finance establishing the terms and conditions for transferring the loan proceeds (paragraph 3.2); (b) it has signed contracts with the consultants who will form part of the census executing unit (paragraph 3.15); and (c) it has signed contracts with the consultants who will form part of the program administration unit (paragraph 3.16).

As a special contractual condition, the executing agency will present evidence to the Bank's satisfaction that it has contracted the Latin American and Caribbean Demographic Center (CELADE) to provide technical assistance, no later than 30 days after the census has been conducted (paragraph 3.8).

Poverty-targeting and social sector classification:

This operation does not qualify as a social equity enhancing project, as described in the indicative targets mandated by the Bank's Eighth Replenishment (document AB-1704).

Exceptions to Bank policy:

See the section on procurement below.

Procurement:

Preparation and execution of Census 2000 will depend on the uninterrupted presence of 28 expert consultants who were contracted by INE in 1998 to begin pre-census activities. The technical consultants were hired following procedures similar to those of the Bank and the management consultants were appointed in accordance with Bolivian regulations currently in effect. Given their expertise in this field and their experience in conducting the 1992 census, replacements for them could not easily be found on the local market in the short term. Accordingly, it is recommended that proceeds from the loan be used to finance the continuation of these consultants' services owing to manifest technical need, as stipulated in the general procurement policy on consulting services.

Procurements will be made in accordance with Bank procedures. All consulting contracts over US\$200,000 will require an international open call for offers. Procurements of goods worth more than US\$350,000 will also be made through international competitive bidding.

Given the large number of consulting services required for the program and to streamline its execution and facilitate supervision by the Country Office, it is recommended that the requirement of prior consultation with the Bank be enforced only in the case of the selection and hiring of consulting services and the purchase of goods costing more than US\$10,000. For lesser amounts, quotes will be required from at least three suppliers and a comparative table will be prepared. Based on similar considerations, it is also recommended that receipts be accepted to attest to the purchase of goods costing less than US\$2,000.

I. FRAME OF REFERENCE

A. The national statistics system in national development strategy

- 1.1 In the last five years, Bolivia has undergone significant changes as a result of reforms in areas such as civic participation, administrative decentralization, education and pensions, which have led to growing demand by government institutions, private organizations and international agencies for complete and timely data on the nature of the population and its housing on the national, departmental, provincial and municipal levels. As a consequence of administrative decentralization and the new stress on municipalities, cultural, ethnic and territorial identification processes have appeared that have led to the rise of new social players or the renaissance of groups that previously played only minor roles in the social structure, particularly rural indigenous communities.
- 1.2 The design, implementation and execution of new social and economic policies to combat poverty require up-to-date information on social and demographic indicators. The sweeping changes in the economy since 1985 led to large migratory flows from one region to another that were identified in the 1992 census and which are still taking place. This means that the municipal, departmental and central governments must reprogram their public assistance priorities in function of population numbers and, in particular, in function of education, health, employment levels, etc. The country must also boost its capacity to meet the demands of international markets in an increasingly globalized world.
- 1.3 Bolivia is making major efforts to improve the standard of living for the entire population. The executive branch is focussing on the fight against poverty and, in this context, there is a need for accurate, timely and continuous information on population and housing if good decisions are to be made. The administration has fostered a national dialogue on the thoughts and hopes of all Bolivians and laid the groundwork for State policy in the next century. It was a consensus-building effort used as the basis for the 1997-2002 plan of action (POA), which is an instrument that translates State policies into government policies. The best tool – information – is needed to monitor and evaluate the POA. The government needs to know who the poor are, how many families are in that situation, where they live, what their sources of subsistence are and to what extent their needs are met. Information is also needed to set objectives, design action programs, focus interventions, identify and prepare projects and, last, to monitor and evaluate results and impacts.

B. Description of the year 2000 national population and housing census and some lessons learned

- 1.4 Population and housing censuses are the largest statistical operation in any country. The population census is the primary source for basic statistics on the population which are used to prepare a country's social and economic plans. It consists of collecting, compiling, evaluating, analyzing and publishing demographic, economic

and social data for each of a country's inhabitants at a given point in time. The housing census includes a set of operations that consist of collecting, compiling, evaluating and publishing statistics on all of a country's housing units, their occupants, their nature and their service infrastructure at a given point in time.

- 1.5 Most countries, Bolivia included, conduct both censuses in a single operation, for operational and cost considerations, since both exercises require enumeration of all the housing units in the country as physical reference units to obtain data on the units themselves and the people who live in them. The simultaneous collection of information on both aspects makes it possible to associate variables on the material condition of dwellings and the public utilities serving them with the sociodemographic and economic features of the household and its members.
- 1.6 The main features of population and housing censuses are: (i) **universality**: they cover the entire country and all the population present at the time of the census in private and collective housing, also including people who do not live in houses and the nomadic population; (ii) **individual responses**: which provide information on each individual, making it possible to perform multiple-entry classifications such as age, literacy and occupation, while maintaining statistical confidentiality, in other words, information is collected on each individual but is processed without identifying them; (iii) **simultaneity**: with the census being taken on the same day throughout the country in as short a time as possible to avoid duplications or omissions, particularly of individuals whose activities require them to travel inside the country or abroad; and (iv) **regular intervals**: censuses should be held at regular intervals – every 10 years if possible – to update information and learn about population patterns and characteristics with a view to evaluating the impact of development programs and projecting future trends.

C. Censuses in the national statistics system of Bolivia

- 1.7 The national population and housing census, together with the censuses of economic and agricultural establishments and sample surveys (including household surveys) and administrative records, form the basis of the national statistics system. Censuses that focus on collecting basic information on the population, households and housing serve, in turn, as the sampling frame for surveys performed periodically in the inter-census period, which are used to update information and obtain detailed data on matters of interest for formulating development policies and programs. Owing to their universal nature, censuses are the main source of information on small geographic areas and local levels, where surveys are not representative. In Bolivia, in particular, censuses and surveys form the main base for statistical information owing shortcomings in the quality of administrative records, especially records on demographic data.
- 1.8 The country is keenly interested in strengthening its statistics system, as is mirrored in different programs supported by international agencies such as the IDB, the

World Bank, the United Nations Population Fund (UNFPA), the Economic Commission for Latin America and the Caribbean (ECLAC) and, in particular, the Latin American and Caribbean Demographic Center (CELADE). The main statistical activities from 1988 to the present consist of:

- The 1992 national population and housing census
- The 1988 national population and housing survey
- The 1989, 1994 and 1998 national demographic and health surveys
- The integrated household survey – eight rounds between 1989 and 1995
- The 1990 family spending survey
- The national employment survey – three rounds since 1996
- The 1993 indigenous census
- The national agricultural survey
- National and regional accounts
- The social indicators and policy analysis system (SISAPS)

- 1.9 The Bank is providing support for the following programs: (i) social indicators and policy analysis system (SISAPS, ATN/SF-5131-BO) whose main objective is to incorporate the social accounting matrix into the system of national accounts; (ii) the program to support social management (982/SF-BO) which involves administrative records and is being executed jointly by the Deputy Ministry of Civic Participation and Municipal Strengthening and the National Statistics Institute; (iii) sector projects with significant statistical components; and (iv) the program to improve surveys and standard of living measurements (MECOVI-Bolivia).
- 1.10 The MECOVI-Bolivia program, sponsored jointly by the IDB, the World Bank and ECLAC, is intended to improve the quality of information from household surveys and achieve a permanent flow of high-quality statistics on social and economic indicators for households and their members in order to monitor public policies and programs. Census 2000 will obtain up-to-date information on structural variables. The on-going household surveys will provide more detailed information on those variables in the inter-census period, and therefore the two studies complement each other and together will make for major progress in the field of statistics.

D. The National Statistics Institute and Bolivian censuses

- 1.11 The National Statistics Institute (INE), the executive and technical agency of the national statistics system, is a decentralized agency which is independently managed, coming under the Ministry of Finance. It is the only institution mandated by law to conduct population, housing, agriculture and business censuses. Bolivia's Constitution stipulates that information from population censuses is to be used to determine the distribution of seats in the legislature by department and that electoral districts are to be established in function of population. Under the Civic Participation Act, the parameter for distributing tax transfer payments is the size of the population in each municipality compared to the country's total population, obtained from the population census.
- 1.12 Bolivia is a country with a scant census tradition, since just nine population censuses have been held over the 161 years between the first census in 1831 and the last census in 1992. The first six events between 1831 and 1900 were simply population counts, i.e. the objective was to learn the number of people in the country broken down by sex and age and to find out about literacy rates. A true population census was held in 1950, which, in addition to obtaining information on the number of people in the country and their spatial distribution, collected data on demographic, social and economic variables. It included questions on housing for the first time. The 1976 and 1992 censuses, which were similar operations, were appropriate responses to the country's information requirements and have been widely used in development plans and programs. The national population and housing census to be held in 2001 is therefore considered to be **the tenth national population census** and the fourth national housing census and has been called 'Census 2000'.
- 1.13 Census 2000 is regulated under Supreme Decree 24932 of December 30, 1997. In the decree, the executive branch orders the Ministry of Finance, through the National Statistics Institute, to program and organize the national population and housing census, in conjunction with other public sector institutions. It also contains instructions for annual funds for the next census to be set aside in the national budgets from 1998 to 2002 and for the Deputy Ministry of Public Investment and External Financing (VIPFE) to seek additional financial support for Census 2000 from bilateral and multilateral cooperation institutions.
- 1.14 The areas to be studied in a census should meet the proven needs of users, keeping in mind considerations of efficiency in function of cost. To define the contents of the census, INE has been holding meetings since mid-1998 with public agencies, private institutions and researchers and other parties interested in the questions to be asked in the census. Some of the topics to be studied in Census 2000 will be: (i) housing: type of housing, construction materials, number of families living in the unit; (ii) households: services, number of rooms, kitchen, fuel used for cooking, equipment, language spoken, number of family members, adult mortality; and

(iii) population: sex, age, family composition, literacy, level of education, persons attending school, languages spoken, ethnic origin, health insurance coverage, occupation, economic activity, category and occupational group of working people, marital status, fertility and infant mortality.

E. Bank strategy in Bolivia

- 1.15 The Bank's strategy in Bolivia, which is consistent with the government priorities as established in the pillars of its 1997-2002 plan of action, has the key objective of poverty reduction, and includes three lines of action: (i) economic growth and the creation of opportunities (opportunity pillar); (ii) development of human capital and access to basic social services (equity pillar); and (iii) support for governance and consolidation of reforms (institutional pillar). The year 2000 national population and housing census will serve as a basic tool to support these three lines of action, since it will provide indispensable information for policies to combat poverty and deliver social services, pinpoint investment opportunities and the potential for economic growth and furnish crucial information for good implementation of the Civic Participation Act.
- 1.16 In light of this strategy and the performance of its portfolio in Bolivia, the Bank and the government have agreed upon a set of actions described in the country paper. They include establishing a civil service, strengthening national, departmental and municipal institutions, and consolidating the reform of the executive branch. Bolivia has made good progress in reforming the State. Its efforts need to be consolidated through programs to modernize the public sector, administrative decentralization and deconcentration, new regulatory frameworks and management systems to strengthen public agencies. This should be accompanied by modernization of the judicial system and interaction with civil society, which are key elements for better governance.
- 1.17 The POA stresses the importance of statistical information in guiding efforts to combat poverty and defines three major activities: the year 2000 national population and housing census, the third national agricultural census in 1999 and "an annual household survey to monitor poverty reduction and the evolution of social inequities". Census 2000 will be one of the chief sources of information, since it will shed light on the main requirements of Bolivians in the fields of housing, education, jobs, culture, ethnicity and health and will make it possible to take steps to improve the standard of living.
- 1.18 As a sign of the importance that the government attaches to Census 2000, the Ministry of Finance has been allocating parallel funds for preparatory activities since 1998, chiefly to update statistical maps and to define and design the census instruments. Under an interagency agreement with INE, the Ministry of Finance transferred discretionary funds from the structural adjustment program financed by the IDB (953/SF-BO) and the World Bank, in the amount of US\$1,377,081.

Additional donated funds equivalent to US\$878,305 from agreements between the Japanese and Bolivian governments were used to finance census preparations in 1999. Last, a memorandum of understanding was signed with the United Nations Population Fund (UNFPA) for US\$110,000 for 1999 and 2000.

F. Bank experience

- 1.19 The Bank has recent experience with population and housing censuses in other countries of the region. Nicaragua conducted a national population and housing census in 1995 which was financed under a nonreimbursable technical-cooperation program (ATN/TF-4736). The Bank has also been providing technical support for data processing, the creation of micro-databases, digital mapping and a geographic information system through an IDB/CELADE regional technical-cooperation program (ATN/TF-4098-RG and ATN/TF-5827-RG).¹ The IDB/CELADE program has also provided cooperation in processing and analyzing the 1992 Paraguayan census, the 1993 Peruvian census, and the 1993 Guatemalan census. It has provided initial cooperation for INE in Bolivia in preparing Census 2000 and the present program. The experience has been very positive, particularly the timeliness and relevance of the information and studies based on the censuses and the cooperation provided for countries and programs to which the Bank attaches high priority.
- 1.20 The proposed program will be the first loan granted by the Bank for a census (apart from the nonreimbursable technical-cooperation project in Nicaragua). There are indications of growing interest in the countries in obtaining Bank support in this field. The experience in Nicaragua, which concluded in June 1997, confirms what the countries of the region, and countries elsewhere in the world, have learned in preparing and conducting their censuses: (a) the countries need complete information on social and demographic indicators that is reliable and periodically updated to guide government decisions in policy formulation and programming on the central, departmental and municipal levels and to determine the distribution of seats in the legislature and the boundaries of electoral districts; (b) almost all countries conduct censuses today, which points to their usefulness; (c) according to CELADE, the average per capita cost of a census in Latin America at present is about US\$2, although the costs of recent censuses in two large countries have been

¹ The Latin American and Caribbean Demographic Center (CELADE) arose from a United Nations decision at the start of the 1950s to establish centers in different parts of the world to study population problems and train specialists in demographic analysis. This initiative led in 1957 to signature of an agreement between the United Nations and Chile on establishing a Latin American Demographic Center. As a result, a small group of demographers with international experience met to start up CELADE's activities. In March 1975, the process of defining CELADE's institutional framework culminated in a decision to integrate it into ECLAC as a permanent institution with a separate identity. The objectives of its regional population program are to "assist the countries of Latin America and the Caribbean with a view to increasing their self-sufficiency and contributing to horizontal cooperation in the field of population, simultaneously providing support, technical cooperation, information and other services that can be provided more efficiently on the regional level".

US\$4 and US\$5; in Bolivia the per capita cost will be about US\$1.50, which suggests that the cost of Census 2000 will be very reasonable in comparison with other countries; (d) in cases where census methods were not appropriate or well-designed, significant distortions have been found in the results, leading at times to the underestimation or omission of vulnerable groups and, as a consequence, to their exclusion when it comes to allocating public resources; and (e) conducting a census, regardless of the country, always involves the mobilization of massive financial and human resources which requires very well planned support and the presence of competent personnel at crucial times.

- 1.21 At the seminar on "Censuses in the year 2000: Conceptual design and subjects for study in Latin America" held in Chile in October 1998 and well attended by the countries of the region, there was consensus on the importance and usefulness of censuses and on the fact that census processes entail conceptual aspects in their design and definition of the subjects to be investigated; operational aspects of census management in all stages; and technological aspects generally linked to information systems (digital mapping, automatic data capture, processing and dissemination by electronic means).² Some of the new census contents mentioned during the seminar included environmental issues linked to housing, the coverage of health care and social security systems, new types of jobs and population mobility, informal and preschool education, disabilities, and the impact of new technologies (mainly information systems) on census activities.
- 1.22 These lessons learned from the literature and experience in similar cases have been taken into account in the extent possible in the conceptualization and design of Census 2000 in Bolivia and in preparing and defining the program proposed here.

² Introductory note to the seminar, entitled "Introduction and synthesis" prepared by Juan Chackiel, Chief, Demographic Area, CELADE.

II. PROGRAM DESCRIPTION

A. Objectives

- 2.1 The general objective of the program is to support the Bolivian government, through the National Statistics Institute (INE), in conducting the year 2000 national population and housing census.
- 2.2 The specific objectives are:
 - a. To provide INE with the human, material and financial resources needed to ensure that census activities are carried out on schedule, with the required levels of quality; and
 - b. To update the country's statistical mapping, which is fundamental for organizing the national agricultural and business censuses and for establishing the sampling frame for future household surveys.
- 2.3 The above actions are expected to strengthen INE's management and operating capacity to carry out activities related to national censuses, while also contributing in the extent possible to the implementation and evaluation of sustainable human development policies and programs on the national, sector, regional and municipal levels, based on relevant census information.
- 2.4 The logical framework and program goals are given in Annex II-1.

B. Program description

- 2.5 Conducting a census is a complex operation that includes a large number of preparatory activities whose purpose is to ensure that on census day all the census personnel and documents are in the right place at the right time. In any country, a census is a large-scale operation that requires the mobilization of a host of people and materials (census forms) and logistical support. Therefore careful planning of all preparatory activities is necessary.
- 2.6 *Once the data have been collected for each person and housing unit, they are processed to obtain information on the current situation and on demographic, social, education, economic and other trends.*
- 2.7 The proposed program is a technical-cooperation loan and consists of various components that cover the activities that are necessary to carry out a census and to obtain, analyze and disseminate census information. These components cover three stages: pre-census, census, and post-census.

1. Pre-census stage (US\$3.89 million)

2.8 The pre-census stage runs from the decision to conduct a census until it is carried out on the chosen date. It also includes management activities although, of course, they are present in all the stages of a census. The main components in this stage are:

- a. **Planning and coordination (US\$920,000).** This component includes the set of activities required to lay the legal, technical and organizational groundwork for a successful census program, thus ensuring its coordination and general supervision. It includes: (i) preparation of the census plan; (ii) approval of the corresponding legal framework; (iii) establishment of committees to promote census activities on the different levels; (iv) administrative and financial programming; and (v) supervision and general coordination of census operations in each stage. Financing under this component will include the services of two experts (the director and advisor) of the census executing unit (CEU) to directly support the preparation and execution of Census 2000, four consultants for the program administration unit (PAU), nine experts to directly support pre-census activities on the departmental or regional level (departmental or regional census chiefs) and an expert in programming and budgeting (see paragraphs 3.7 and 3.9 to 3.13), rehabilitation of the installations of the CEU and PAU, general support and services, materials and supplies, and equipment for all the units mentioned.
- b. **Design and testing of census instruments (US\$60,000).** This forms the first set of preparations for the census and is intended to define and test procedures and documents for collecting the census information. The two main activities in this component are: (i) a pilot censuses and pilot tests, tests at the departmental level, and other types of subject-focused and data-collection tests; and (ii) final design of the census form, editing and printing of the manuals and instructions for census takers and for sector, zone, district, city, municipal section and departmental chiefs. General census planning and the procedures and instructions for collecting and processing the information will be evaluated in two pilot tests, the first of which was held in November 1998 in the department of Santa Cruz, Germán Busch province, town of Puerto Quijarro and the second is planned for September 1999 to be held in the department of La Paz, Omasuyos province, Chua canton. A pilot census is planned for May and June 2000 in a locality with about 5,000 inhabitants, still to be chosen. Financing under this component will include the services of three experts during the first year of the program (a chief of the content/logistics unit and two experts in contents/logistics) and other consultants (see paragraph 3.3), stipends for the urban and rural census takers, printing of forms and manuals, and materials and supplies.

- c. **Recruitment, training and selection of census takers (US\$870,000).** One of the key stages in the census process is recruitment and training of personnel, since the coverage and quality of the information to be collected depend largely on them. The sequence of activities in this component is: (i) curricular training for about 110,000 students in the third and fourth years of high school and university students in the country's main cities and most densely populated areas, which will consist of imparting the concepts and definitions used in the census and basic instructions on how to use the census form and interpret plans or maps of census areas; (ii) identification of potential census takers who have been trained in the classroom, based on their area of residence and their performance in the course; (iii) recruitment of potential census takers for urban areas (trained students) and rural areas with the necessary basic profiles; (iv) census training in the enumeration areas, with training brigades offering courses to potential census takers on the contents of the census form, identification of the census area and logistical instructions to ensure smooth census operations; and last (v) selection of census takers in function of the performance of the candidates during training, looking also at their familiarity with the area and, for rural areas, the backing they receive from their community, which is a very important factor in creating a climate of cooperation during the interviews. Financing under this component will include the services of three experts for part of year one (a chief of the training unit and two experts in census education and training) and other consultants (see paragraph 3.3), travel and per diems, printing of forms and manuals, equipment, and materials and supplies for all training activities.
- d. **Publicity and public awareness campaigns (US\$1,030,000).** Effective publicity on the census, its objectives and the importance of citizen participation is fundamental for motivating the public and obtaining its cooperation in the census. The following activities have been planned: (i) preparation of an awareness campaign that takes account of the differences between the urban and rural populations and regional, cultural and ethnic diversity; (ii) execution, monitoring and feedback from the awareness campaign; and (iii) institutional coordination and coordination with different civil society organizations (municipal governments, civic entities, unions, public institutions, NGOs and others) to foster good public participation on the different levels. Financing under this component will include the services of two experts during the first year of the program (the chief of the public awareness and publicity unit and an expert in production) and other consultants (see paragraph 3.3), and the awareness campaign, which will consist of design, production and testing, public relations, television and radio broadcasts and publications in the press, equipment, and materials and supplies.

- e. **Updating the statistical maps (US\$1 million).** This component, which has been in progress since 1998, is intended to update the country's statistical maps to prepare and conduct the national population and housing census and the agricultural and business censuses, and will form the frame for future household surveys. Digital mapping is a fundamental component of the GIS that the project plans to develop in the post-census stage. The following activities have been planned: (i) review of census categories, including urban and rural divisions, planning and incorporation of rural, indigenous and settlers' organizations as permanent geographic units and basic cells for the census; (ii) analysis and redesign of the statistical operating areas for the purposes of taking the census and establishing political-administrative boundaries; and (iii) updating the pre-census map which consists of including updated, geo-referenced information on the population, the physical elements of the territory and the health and education infrastructure, in order to organize the census. Financing under this component will include the services of four experts during the first year of the program (a chief of the operations unit and three operations experts for the regions) and other consultants (see paragraph 3.3), travel and per diems, materials and supplies, and printing of forms and manuals.

2. Census stage (US\$3.74 million)

- 2.9 Taking the census is the central activity of the process, and it must be performed simultaneously throughout the country so as to be able to count on trained human resources as well as materials and financial resources on the days of the census that will make it possible to gather census information from the country's inhabitants. It will be the test of the quality of all the planning done in the preceding stage. To ensure that the census is a success, the following components will be financed: (i) **preparation of a census plan** to define the field work, differentiating between urban and rural areas, and providing special treatment for sparsely populated areas and different ethnic groups; the plan should ensure that operations can be carried out on schedule; (ii) **organization of the synchronized mobilization of the human resources participating in the census** in a structured fashion, for the different census units and delivery of the necessary materials; (iii) **conducting the actual census**, which will take place on a single day in urban centers and last for three days in rural towns and in the countryside; and (iv) **delivery of the census forms to the distribution points**, which will minimize the risk of loss and disorganization. A strict procedure will be followed to control the flow of census materials in order to allay the risk that the information reported could be altered. Financing under this component will include the services of seven experts in the second year of the program (the chief of the operations unit, the chief of the census content/logistics unit, and three operations experts for the regions and the two contents/logistics experts) and other consultants (see paragraphs 2.8b and 3.3). Most of the loan proceeds will be earmarked for this component to finance the costs and stipends of the census takers (see paragraph 3.7), general support and services

(including a portion of the fuel for vehicles), printing the census forms, equipment, vehicles (to be used in the census), and supplies and materials.

3. Post-census stage (US\$1.5 million)

2.10 The post-census stage includes data processing, analysis, publication and updating of the pre-census information and consists of the following components:

- a. **Data processing (US\$730,000).** After the information has been collected the forms will be sent to the place where they will be processed. This involves three main groups of activities: (i) establishment of a census archive (where the forms will be deposited), including verification of the records on identification and handling of the census documents (forms and control forms); (ii) electronic data processing (mass input of information, coding, validation and correction on magnetic means); and (iii) loading the information into databanks with different levels of aggregation. Important technological innovations will be introduced under this component, such as the use of REDATAM+ software for data management and distribution on smaller administrative and geographic levels, which was developed by CELADE. CELADE will provide technical assistance in training INE personnel in managing this tool (see paragraph 3.9). Another innovation will be the use of scanners, combining two methods – optical mark recognition and intelligent character recognition. This will reduce processing time, avoid the loss of information and significantly reduce the number of human resources needed to perform these tasks. Financing under this component will include the services of five experts (the chief of the data processing unit, an expert in systems development and three systems analysts) and other consultants, computer equipment, including computers, scanners and software, general support and services, and materials and supplies.
- b. **Census evaluation (US\$120,000).** The main goal is to determine the extent of census omissions, make an adjusted population estimate based on the percentage of omissions detected and examine the quality of the information collected by subject category. The program will carry out the following activities: (i) a survey of coverage and an evaluation based on sampling, using a form that includes selected variables to measure the quality of the responses; (ii) processing and analysis of the results of the survey; (iii) an analysis of the consistency of the census results and their coherence with other statistical sources, such as previous censuses and demographic surveys; and (iv) a report on the results of the survey and the consistency analyses. CELADE, as the United Nations agency mandated to oversee the quality of censuses, will provide technical assistance for these census evaluation tasks (see paragraph 3.9). Financing under this component will

include consulting services, travel and per diems, general support and services, printing of the survey census form, CELADE's contract (from the local counterpart), and materials and supplies.

- c. **Publication of the results (US\$200,000).** Publication of the census results will be strongly conditioned by the new political-administrative organization that assigns a key role to local governments. On the regional level, the census information will form part of an information system that is shared by the MERCOSUR countries. The activities are: (i) preparation of a publications plan, which should include the production of documents, compact disks, foldouts, etc., on the national, departmental and municipal levels, but will not contain a content analysis, which is an activity to be performed by other specialized agencies; (ii) dissemination of the information, chiefly through the Internet on INE's web page, through CD-ROMS and printed publications; and (iii) transfer of information to the municipal, departmental and central governments on magnetic supports, based on the REDATAM+ system, which permits data to be handled on smaller administrative and geographic levels (community organizations, municipal districts, neighborhoods, etc.). Financing under this component will include the services of three experts during the second year of the program (the chief of the public awareness and publicity unit, a journalist and an expert in dissemination and control) and other consultants (see paragraph 3.3), general support and services, materials and supplies, CELADE's contract for the transfer of REDATAM+ know-how (from the local counterpart), and publicity campaigns on television, radio and in the press.
- d. **Geographic information system (GIS) (US\$400,000).** Using the GIS already developed by INE, all the new statistical maps will be digitized, geo-referenced points will be included (assigning their latitude and longitude) for community organizations, towns and other references that can be used to link the information in the databank, census information and other data of interest to the geographical attributes contained in the digitized statistical map. The system will constitute another form of disseminating census information. Financing under this component will include consulting services, materials and supplies, and computer equipment, including computers, scanners and software.
- e. **Preparation of a sampling frame (US\$50,000).** A sampling frame will be prepared for specialized household and business surveys. This is an immediate and very useful byproduct of the census which will make it possible to develop survey programs to study various aspects of interest for the government's social policy (MECOVI for example). Consulting services and materials and supplies will be financed under this component.

C. Cost and financing

- 2.11 The program to support the year 2000 national population and housing census will cost a total of US\$9.25 million, with the Bank financing up to US\$7.4 million equivalent from the Fund for Special Operations. The local contribution of US\$1.85 million will be provided by the National Treasury. This cost structure does not include INE's contribution in terms of human resources and infrastructure for the census at its central office and its eight departmental and regional offices.
- 2.12 The following table shows the general program budget (in US\$) and the table on the following pages gives the consolidate budgets per component.

Table II-1

Investment category	Bank	Local contribution	Total	%
Consulting services	2,566,296	1,292,424	3,858,720	41.7
General support and services	182,370	218,143	400,513	4.3
Materials and supplies	383,932	46,223	430,155	4.7
Equipment	1,429,148	43,950	1,473,098	15.9
Program administration unit	35,600	0	35,600	0.4
Printing of manuals and forms	116,783	1,800	118,583	1.2
Printing and others	1,637,500	90,875	1,728,375	18.7
Awareness campaign	829,871	65,540	895,411	9.7
Consulting services and printing of census forms	0	36,350	36,350	0.4
Publicity campaign	118,500	44,195	162,695	1.7
External auditing	26,000	0	26,000	0.2
Financial costs (S&I and credit fee)	74,000	10,500	84,500	0.9
Total	7,400,000	1,850,000	9,250,000	100.0

Table II-2: Consolidated budget by component (US\$)

Component	UNHCR	Local Contributions	Total	%
Pre-census stage				
Planning and coordination	679,901	238,449	918,350	9.9
1. Consulting services	425,368	164,466	589,834	
2. General support and services	150,000	50,600	200,600	
3. Materials and supplies	16,183	2,083	18,266	
4. Equipment	52,750	21,300	74,050	
5. Program administration unit	35,600	0	35,600	
Design and testing of census instruments	54,603	10,984	65,587	0.7
1. Consulting services	49,605	10,855	60,460	
2. General support and services	870	75	945	
3. Printing of manuals and forms	3,050	0	3,050	
4. Materials and supplies	1,078	54	1,132	
Recruitment, training and selection	685,059	188,795	873,854	9.4
1. Consulting services	280,930	141,020	421,950	
2. General support and services	0	39,400	39,400	
3. Printing and other	215,000	2,175	217,175	
4. Materials and supplies	59,829	6,200	66,029	
5. Equipment	129,300	0	129,300	
Publicity and public awareness	959,309	74,340	1,033,649	11.2
1. Consulting services	75,900	8,800	84,700	
2. Awareness campaign	829,871	65,540	895,411	
3. Materials and supplies	3,538	0	3,538	
4. Equipment	50,000	0	50,000	
Updated statistical maps	673,992	329,940	1,003,932	10.9
1. Consulting services	551,010	266,790	817,800	
2. General support and services	0	50,090	50,090	
3. Printing of manuals and forms	113,733	1,800	115,533	
4. Materials and supplies	9,249	11,260	20,509	
Census stage				
Conducting the census	3,330,990	411,804	3,742,794	40.5
1. Consulting services	962,383	231,544	1,193,927	
2. General support and services	31,500	69,600	101,100	
3. Printing and other	1,422,500	88,700	1,511,200	
4. Materials and supplies	214,657	20,460	235,117	
5. Equipment	699,950	1,500	701,450	
Post-census stage				
Data processing	534,080	199,474	733,554	7.9
1. Consulting services	150,200	168,100	318,300	
2. General support and services	0	5,100	5,100	

Budget category	INR	Local Contribution	Total	%
3. Materials and supplies	20,780	5,124	25,904	
4. Equipment	363,100	21,150	384,250	
Census evaluation	51,592	69,972	121,564	1.3
1. Consulting services	51,200	30,638	81,838	
2. General support and services	0	2,824	2,824	
3. Consulting services and printing of the forms	0	36,350	36,350	
4. Materials and supplies	392	160	552	
Publication of the results	139,554	56,887	196,441	2.1
1. Consulting services	19,700	11,000	30,700	
2. General support and services	0	810	810	
3. Dissemination campaign	118,500	44,195	162,695	
4. Materials and supplies	1,354	882	2,236	
GIS	178,743	224,700	403,443	4.4
1. Consulting services	0	224,700	224,700	
2. Materials and supplies	44,693	0	44,693	
3. Equipment	134,050	0	134,050	
Preparation of the sampling frame	12,179	34,155	46,334	0.5
1. Consulting services	0	34,155	34,155	
2. Materials	12,179	0	12,179	
Subtotal	7,300,000	1,839,500	9,139,500	98.8
Administration and auditing costs	100,000	10,500	110,500	1.2
a. Credit fee		10,500	10,500	
b. S&I	74,000	0	74,000	
c. External auditing	26,000	0	26,000	
TOTAL US\$	7,400,000	1,850,000	9,250,000	100.0

III. PROGRAM EXECUTION

A. Borrower and executing agency

- 3.1 The borrower will be the Republic of Bolivia, which will also be responsible for timely provision of the local counterpart. The government will be represented by the Ministry of Finance, which is the lead institution in the sector to which the National Statistics Institute (INE) belongs.
- 3.2 The program will be executed by INE which will be responsible for continuous coordination with the Bank and for the program's accounting and financial administration. INE is a decentralized agency which is independently managed, coming under the Ministry of Finance, and was created under Decree Law 14100 of November 5, 1976. It is the executive and technical agency of the national statistics system and is mandated by law to conduct population, housing, agriculture and business censuses. The executive branch, through Supreme Decree 24932 of December 30, 1997, has ordered the Ministry of Finance to program and organize Census 2000 through INE, in cooperation with other public agencies. **As a condition precedent to the first disbursement, the executing agency will present evidence to the Bank that it has signed a subsidiary agreement with the borrower establishing the terms and conditions for the transfer of loan proceeds and the local counterpart.**
- 3.3 INE has established the Census 2000 project team, which reports directly to the institute's director. On the central level, the team is composed of the director of the national population and housing census, the directors of administration and services, departmental coordination, information systems and mapping, and dissemination and public relations, and the chiefs or heads of the census content/logistics, operations, and training units. On the departmental level, the departmental directors, supported by the departmental census teams, are responsible for census activities. The directors on the central level form part of INE's permanent structure, while the units have been created especially to prepare and conduct Census 2000 (see the organization chart below).

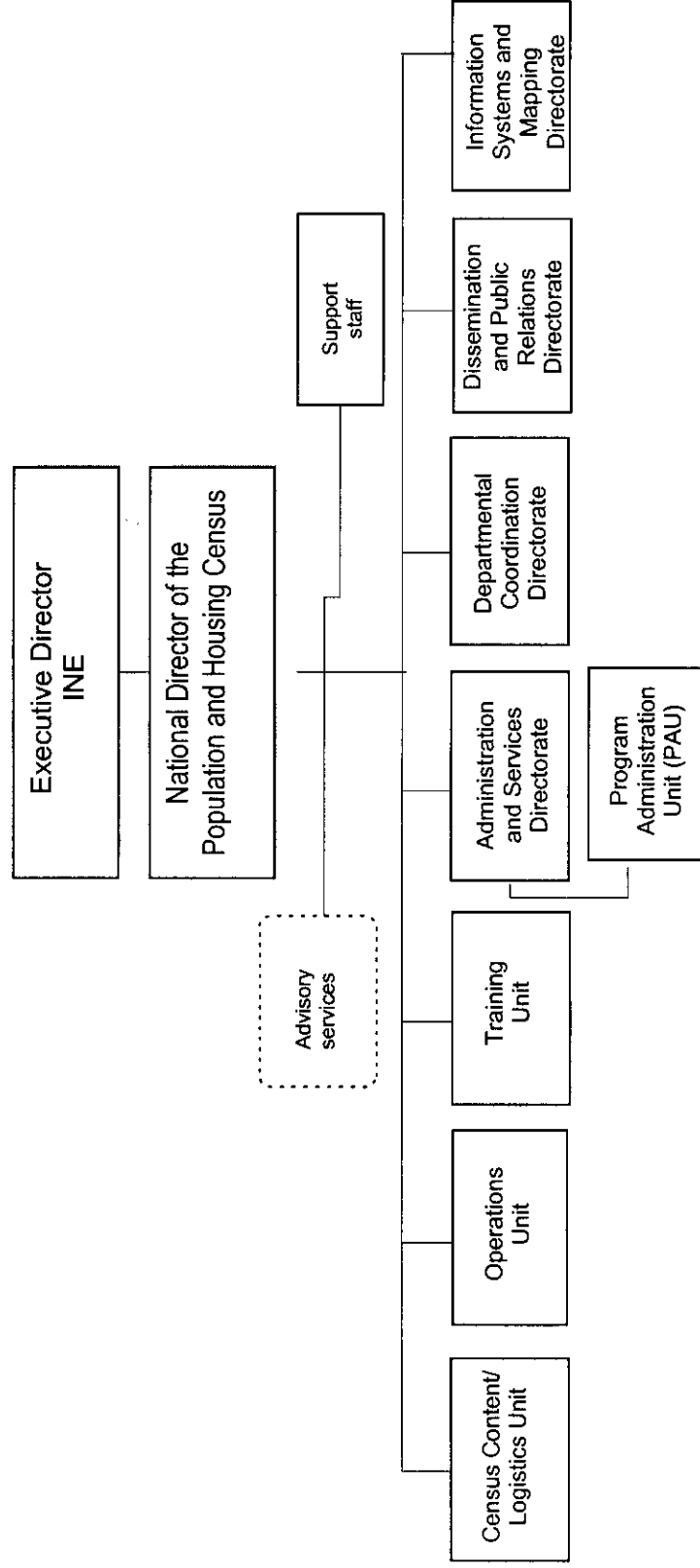
B. Census implementation and organization strategy

- 3.4 The importance of census information for other specific surveys conducted at shorter intervals and, in general, for many aspects of the economy, policy, social development, research and academic activities means that INE attempts to detect the demands of all these sectors and reflect them in the strategy and design of census activities. To that end, INE has undertaken many activities with other government institutions and civil society to ensure the census will be as information-intensive as possible, that the census form is properly designed and that the information collected will be useful to them. Consideration has also been given

to the need for the census data to be consistent with the 1992 census so that series can be generated. The data will also be consistent with the censuses of the countries of the region in order to facilitate the comparison of information and of demographic, social and economic trends.

- 3.5 In addition to promoting the participation of interested sectors and institutions in the pre-census stages, INE will work to obtain a commitment from departmental governments and municipalities to actively support the taking of the census in their respective jurisdictions, through departmental and municipal councils that will act as census promotion committees.
- 3.6 Within INE, the functions relating to the coming census have been distributed on two levels: (a) the central level will design the census form, determine the rules and procedures to regulate census activities, plan, program and budget those activities, provide supervision and general coordination, process the census information, furnish it to the national government, and establish guidelines for its distribution to other levels of government; and (b) the decentralized offices will carry out the field work, recruit and train human resources, disseminate census information and furnish it to the departmental and municipal governments and other local entities, and provide training in computer applications (REDATAM+) and in the optimum use of information.
- 3.7 The main census activity (taking the census) will be carried out under an operating structure that will recruit and train some 150,000 people to be distributed as follows: city chiefs (4), provincial and sectional or municipal chiefs (314), district chiefs (1,400) for organizational and coordination purposes, zone chiefs (2,000) and census sector chiefs (19,500) who will direct the census operation, and census takers (117,000) and replacements or reserves (11,700).
- 3.8 In the post-census stage, the executing agency has asked CELADE for technical assistance to build the databases needed to process the information and to train INE staff in managing the tool that was designed and developed by CELADE. It has also requested that CELADE be contracted to evaluate the census, since it is the United Nations agency responsible for overseeing the quality of censuses in the region. **The executing agency undertakes to contract CELADE to perform these activities no later than 30 days after the census.**

Census executing unit (CEU) National directorate



C. Program execution

- 3.9 The census executing unit (CEU) is in charge of preparing and conducting Census 2000 and will also be responsible for executing the Bank program. In that capacity, it will present the reports mentioned in the following section to the Bank, select the consultants and manage their contracts, and procure the goods that INE requires for the program.
- 3.10 Given the temporary and cyclical nature of the census and its myriad of technical requisites, the CEU was strengthened during 1998 by hiring consultants who specialize in censuses in order to launch the activities specifically linked to the pre-census stage (paragraph 1.18). With funds obtained from different sources and its own budget, INE contracted 28 consultants to perform technical and management functions for the unit's main census positions. The technical consultants were hired following procedures similar to those of the Bank and the management consultants were appointed in accordance with Bolivian regulations currently in effect. All the consultants have technical expertise and are highly experienced since they participated in earlier censuses, particularly the 1992 census. Their contracts will expire around the end of December 1999, and the government requested Bank financing in the middle of this year to provide continuity for the census activities already begun and to continue financing the contracts for Bolivian experts already working on the project.
- 3.11 Since the preparation and execution of Census 2000 depend on the uninterrupted presence of the 28 census experts, for whom replacements could not easily be found on the local market in the short term, **it is recommended that the loan finance the continuation of these consultant's services in the CEU owing to manifest technical need, as provided for in the Bank's general procurement policy on consulting services** (see paragraph 3.15).
- 3.12 In order not to distract the CEU from its technical and management functions, a program administration unit (PAU) will be established to assist the CEU in all the administrative and accounting tasks necessary for program execution and physical monitoring. The PAU will be established especially for this purpose as a complement to the CEU and its staff will have experience in the preparation of reports, accounting and financial statements, and secretarial support activities. It will form part of the Administration and Services Directorate, which will ensure compliance with Bolivian government rules in addition to the Bank's own requirements. The Country Office will provide staff with training in those requirements.
- 3.13 The PAU will have the following functions: (a) to prepare the budget, based on the annual operating program, in coordination with the Census 2000 unit, in order to achieve management objectives; (b) to provide financial information as required by the Bank; (c) to present periodic financial statements on program execution; (d) to monitor budgetary and physical execution of the program, gathering information

from program management and units; (e) to execute and supervise the supply, use and maintenance of program goods, equipment and materials; (f) to present budget amendments to the Administration and Services Directorate for its approval, with copies to the Ministry of Finance; (g) to process disbursement requests as established in the Bank's disbursement procedures; and (h) other technical functions, depending on the terms of reference of each consultant.

- 3.14 The PAU will also maintain a suitable system for accounting and administrative control of program funds. The accounting system should be organized to provide the documentation needed to verify financial transactions and facilitate timely preparation of financial statements and reports. The program's files should be kept in such a way as to: (a) make it possible to identify the sums received from the different sources; (b) report all program expenditures made from loan proceeds and the other sources of funds, using a chart of accounts approved in advance by the Bank; (c) include the details needed to identify the goods acquired and services contracted and the use of said goods and services; and (d) demonstrate the cost of activities under each budget category.
- 3.15 **As a condition precedent to the first disbursement, the executing agency must have signed contracts with the consultants who will form part of the census executing unit.** The agreed terms of reference for the expert's tasks can be consulted in the division's technical files.
- 3.16 **As a further condition precedent to the first disbursement, the executing agency must have signed contracts with the four consultants who will form part of the program administration unit.** The agreed terms of reference can be consulted in the division's technical files.

D. Monitoring and evaluation

1. Reports and evaluation

- 3.17 At the start of the program, the CEU will present the Bank with INE's annual plan of operations (POA) for the year 2000, describing the main activities and specific goals, in accordance with the logical framework (Annex II-1).
- 3.18 The CEU will present semiannual reports to the Bank on program implementation within 60 days after the end of each six-month period. Each report will discuss the indicators and targets established in the logical framework for the period under consideration. In the second half of each year, the CEU will present to the Bank the POA that has been approved for the following year.
- 3.19 The Bank will monitor program execution on the basis of those reports. It will be necessary to perform one or more evaluations of certain activities that are crucial for the success of the census, such as the pilot census and the departmental tests. The Bank and INE will agree on the time and form of these evaluations, and if shortcomings are found, corrective actions will be taken immediately.

2. Inspection and supervision

- 3.20 The Bank's Country Office in Bolivia will supervise the program. The joint reviews mentioned earlier will also be used for that purpose.

3. Auditing and control

- 3.21 During the program and until the final report is approved, the borrower will present the audited financial statements for the program within 120 days after the close of the accounting year. The financial statements will be audited by independent firms of public accountants acceptable to the Bank. The costs of the audits will be financed from the loan proceeds.

4. Ex post evaluation

- 3.22 INE has opted not to perform an ex post evaluation of the program. Instead it will perform an evaluation of the census with CELADE's support (paragraph 2.10 b) to examine the quality and results of Census 2000 and other aspects of the program. The data and indicators compiled during the program will contain the information necessary for an ex post evaluation in the event it is decided to perform one after the program is over.

E. Procurement

1. CELADE contract

- 3.23 It is recommended that the Latin American and Caribbean Demographic Center (CELADE) be contracted to support INE in certain technical aspects of the census, as the United Nations agency responsible for overseeing the quality of censuses in the region. This contract complies with the provisions of section GS-403 of the Goods and Services Procurement Manual. The cost of the contract, which will be approximately US\$60,000, will be paid from the local counterpart.

2. Procurement

- 3.24 Procurements will be made in accordance with Bank procedures. All consulting contracts over US\$200,000 will require an international open call for offers. Procurements of goods worth more than US\$350,000 will also be made through international competitive bidding. The program will finance the rehabilitation of census installations for US\$150,000 but does not involve the construction of new works. Annex III-1 presents the procurement table for the program.
- 3.25 Given the large number of consulting services required for the program and to streamline its execution and facilitate supervision by the Country Office, it is recommended that the requirement of prior consultation with the Bank be enforced only in the case of the selection and hiring of consulting services and the purchase of goods costing more than US\$10,000. In the event that ex post reviews indicate

that the procurements were not made in a form acceptable to the Bank, the Bank reserves the right not to finance them from loan proceeds. For lesser amounts, quotes will be required from at least three suppliers and a comparative table will be prepared. Based on similar considerations it is also recommended that receipts be accepted to attest to the purchase of goods costing less than US\$2,000.

F. Disbursements and revolving fund

- 3.26 A special bank account will be opened to establish a revolving fund. Given the number of procurements to be made under a schedule of tight deadlines, the government has requested that 10% of the loan proceeds be placed in the fund to ensure ready availability for the program, particularly in the second year when the census will be taken. The funds will be managed in a separate bank account in the name of the program and semiannual reports will be presented by the executing agency on the status of the fund, within 60 days after the end of June and December each year.

G. Execution period and disbursement schedule

- 3.27 The program will be executed in 30 months and the disbursement period will be 36 months, in accordance with the following disbursement schedule:

Table III-1
(US\$000)

Source	Total	2000	2001	2002
IDB	7,400	4,040	2,790	570
Local contribution	1,850	1,146	542	162
Total	9,250	5,186	3,332	732

IV. PROGRAM FEASIBILITY, BENEFITS AND RISKS

A. Institutional and financial feasibility

- 4.1 The government attaches high priority to Census 2000 and is providing the legal and organizational foundations and resources to carry it out. As the program executing agency, INE has the legal authority to conduct censuses as well as the technical and operational capacity necessary to successfully carry out Census 2000. This capacity is based on its experience in on-going statistical activities, including the 1992 national population and housing census which provided important information for reform of the State, and on its low staff turnover.³ Furthermore, it will be strengthened with technical support from CELADE and the other consultants in the areas described.
- 4.2 As a consequence of the development and promotion of scientific and technical activities and the need to preserve a degree of international comparability, the statistics offices of the different countries have made efforts to homogenize their statistical methods and systems, including those used in census operations. Bolivia has played an active role in international meetings and conferences, chiefly with the MERCOSUR countries, as well as Chile. Workshops to make methods compatible and exchange ideas are held under this framework and the results are mirrored in important joint agreements that will facilitate the exchange of census information.
- 4.3 From the financial standpoint, sufficient funding has been provided to date for Census 2000 to carry out activities without interruption. The funds to be provided by the Bank under the proposed loan and the funds committed by the Bolivian government through the Treasury Department will enable the program to comply with its execution schedule as planned.

B. Environmental and social impact

- 4.4 The program was examined by CESI at its meeting on July 12, 1999, and is not expected to have negative environmental or social impacts. On the contrary, the census information should make it possible to better identify pockets of poverty and areas with the greatest demand for or shortfalls in public services of all kinds.

C. Benefits

- 4.5 The program will entail a variety of benefits, since census information will be used for different purposes by public and private sector institutions and national and international agencies. It will also benefit Bolivians by facilitating the formulation

³ According to the *Censo de Recursos Humanos en la Administración Central y Descentralizada de la Ciudad de La Paz* conducted in 1997, INE ranks second among the public institutions with the greatest employee stability, after the Ministry of Defense which operates the military.

and implementation of development policies, strategies, plans and programs. For smaller geographic units, such as the subdivisions of provinces (municipalities), cantons, municipal districts, etc., the census is virtually the only source of statistics, since surveys are not statistically representative on those levels and administrative records only report the supply of health, education and similar services.

- 4.6 Population censuses were originally designed to count a country's population. Today they are an important source of information to guide economic and social development, employment, migration, housing, education, public health, social welfare and many other matters dealt with by decision makers in the public and private sectors. The information generated will contribute to social and demographic analysis and studies of inequities between geographic areas and social groups linked to poverty and unequal opportunities, gender and the development of indigenous peoples in aspects relating to their organization, territory, culture, production, etc.
- 4.7 In the specific case of Bolivia, data on the geographic distribution of the population and its structure by sex and age will allow forecasts to be made of the population with the right to vote in general and municipal elections. The 1992 national population and housing census was used by the National Electoral Tribunal to determine the number of seats for municipal government elections in December 1994 and 1996 and Congress used it to determine the distribution of seats in the legislature for the 1997 general elections. Data from the population and housing census are useful for preparing projections on population, school enrolment, future housing requirements, growth in the economically active population and health services requirements.
- 4.8 There are some census data whose importance extends beyond the strictly academic field, since they shed light on practical problems for local, industrial and business development and management. They include changes in population distribution by urban and rural area, growth in urban areas, geographic distribution of the population by occupation or education, changes in age structure, mortality, fertility and migration.
- 4.9 Census 2000, apart from generating statistical information, will produce statistical maps which, together with the list of households and housing units to be prepared, will form the framework for future sample surveys, in addition to providing data for a GIS. Apart from being a tool for planning national population and housing censuses, census mapping, with its identification of households and housing units, will also report information on outside and home-based businesses which can be used to build the framework for the third census of businesses and for planning and conducting the third national agricultural census in future, as well as agricultural surveys using multiple sampling frames by area and list. Updating the mapping will also make it possible to geo-reference communities and urban centers and to obtain an inventory of health, education and sports facilities and learn about the main features of communities with regard to accessibility, authorities, availability of services, and historical, archeological and natural sites.

D. Risks

- 4.10 In the 1992 population and housing census, the main problem was the boycott of the census by some unions, although it was conducted successfully, with an estimated coverage failure of about 7%, which is similar to other countries in the region. For Census 2000 the situation is completely different, since changes in the country's political organization encourage participation in the census, the results of which will partly determine the allocation of resources to local governments (tax transfer payments) and the boundaries of electoral districts. Therefore steps must be taken to set up a well-controlled census organization, preventing alteration of the census forms or misrepresenting their numbers with the intent of boosting the population figures of a given geographic area.
- 4.11 Since the bulk of the human resources who will conduct the census (census takers and sector chiefs) are volunteers and work only in exchange for nonmonetary rewards (grades in the case of students, leave from work or accumulation of seniority points in the case of teachers or public servants), it will be necessary to minimize the risk of shortfalls or absenteeism among census takers by recruiting and training more than the estimated number needed. With the same goal, the geographic reference for assigning census takers will be the zone in which they live and not the educational center where the volunteers study or work. This measure will reduce the risks of absenteeism and facilitate operational control and logistics.

LOGICAL FRAMEWORKS FOR THE NATIONAL POPULATION AND HOUSING CENSUS

PROGRAM STRUCTURE AND OBJECTIVES

National population and housing census	Generation of census information	Statistical mapping
the design, implementation and evaluation of programs for sustainable human development on national, regional and municipal levels, through the generation of relevant information.	PURPOSE <ul style="list-style-type: none"> To provide the National Statistics Institute with the human, material and financial resources it requires to carry out census activities on schedule and with the necessary level of quality. 	PURPOSE <p>To update the country's statistical maps, which will be fundamental for organizing national population, agricultural censuses and establishing the sampling frame for future household surveys.</p>
	COMPONENTS <ul style="list-style-type: none"> Planning and coordination Design and testing of census instruments Recruitment, training and selection of census takers Publicity and public awareness Taking the census Data processing Census evaluation Publication of results 	COMPONENTS <ul style="list-style-type: none"> Updated statistical maps Geographic information system Preparation of the sampling frame for surveys

LOGICAL FRAMEWORK FOR GENERATING CENSUS INFORMATION

Objectives	Goals	Indicators	Means of verification	Assumptions
<p>National Statistics</p> <p>Human, material resources it requires to activities on</p> <p>with the necessary level</p>	<p>SITUATION AT THE END OF THE PROJECT</p> <p>Information on:</p> <ul style="list-style-type: none"> The demographic features of the population, geographic distribution and migratory flows. The situation in education and basic sanitation. Employment conditions. Quantification and classification of the housing stock and the services provided. Information necessary to construct poverty indicators. 	<p>Database containing the final results on the national and departmental levels, by municipality.</p>	<p>Reports on progress, analysis, evaluation and dissemination of the results.</p>	<p>Civil society is ready and cooperate in conducting</p>
<p>S</p> <p>and coordination</p>	<p>Legal, technical, organizational and financial foundations established and/or structured for execution (January 2000 to April 2002).</p>	<ul style="list-style-type: none"> Supreme decrees on organization and execution of the census by INE Supreme decree on the date of the census Organization chart Timetable Initial budget Terms of reference Nine departmental committees Municipal committees in 50% of municipalities Final census form Final manual and instructions for all levels of the census structure Final design of the control forms 	<p>Legal provisions authorizing the census, preliminary timetable of activities, preliminary budget for each census activity, working guidelines.</p> <p>Evaluation reports</p>	<p>Compliance with the time legal provisions by the government and civil society.</p> <p>Technical capacity of the</p>
<p>testing of census</p>	<p>Activities and instruments for Census 2000 adjusted and tested (January to December 2000).</p>			

Objectives	Goals	Indicators	Means of verification	Assumptions
Recruitment, training and deployment of census takers	Census takers available based on the census structure (January to May 2001).	<ul style="list-style-type: none"> Pilot census Departmental tests 		
Building public awareness	To foster public cooperation and motivation regarding the census, and willingness to answer the census questions (January to June 2001).	<p>Approximately 152,000 people to act as city chiefs (4), provincial and sectional (municipal) chiefs (314), district chiefs (1,400) for organization and coordination, zone chiefs (2,000), sector chiefs (19,000) to direct census operations, and census takers (117,000) and reserves (11,700).</p> <p>1 census logo 1 jingle 4 TV documentaries 20 TV spots 4 sociodramas 20 radio spots 60 spots in native languages 12 sociodramas in native languages 10 art layouts for the press 15 brochures or foldouts 4 information booklets 10 posters 2 megaposters 6 press cartoons 90 parades 50 flags 50 placards 1 census song 12 disguises 25 trophies</p>	<p>Lists of names based on the recruitment plan and list of persons previously trained by region. List of census takers</p> <p>Follow-up and evaluation reports</p>	<p>Technical capacity, integrity, reliability and adequate resources for the census takers.</p> <p>Access to the media and support by civil society organizations and the public.</p>
Completion of census	Have collected all the information called for in the census form throughout the entire country (May 30, 2001).	<ul style="list-style-type: none"> About 145,000 census kits prepared and 2,100,000 forms filled out. About 2000 sector chiefs provided with the necessary 	The completed census forms	Supervisory capacity of chiefs and motivation by census takers.

Objectives	Goals	Indicators	Means of verification	Assumptions
		financial, material and human resources. <ul style="list-style-type: none"> About 145,000 stipends for operating personnel. 		
Using	Census forms arranged by political-administrative jurisdiction, data processed and database built (June 2001 to March 2002).	<ul style="list-style-type: none"> 2,100,000 forms processed. Data captured. Four systems developed. Creation of three databases: (a) images, (b) original, (c) final. Tabulations, output tables. 	Evaluation reports	Equipment installed and technical capacity of the involved.
Evaluation	Extent of census omissions, quality of responses and coherence of the data (July to December 2001).	Approximately 7,000 households selected for the evaluation and coverage survey.	Evaluation reports	Technical capacity of CELADE support.
Dissemination of results	Production of documents, compact disks, foldouts, etc, on the results of the census and development of a GIS system (February to April 2002).	1 book on final components 1 compact disc on final components 2 radio spots 5 videos 20 press releases Databases in REDATAM and ZON Plan format. 4 workshops offering training in the database. 120 national technical experts trained.	Materials produced	Equipment installed and technical team installed.

LOGICAL FRAMEWORK FOR STATISTICAL MAPPING

Objectives	Goals	Indicators	Means of verification	Assumptions
Country's statistical maps will be fundamental for national population, agricultural and business censuses and the sampling frame for household surveys.	SITUATION AT THE END OF THE PROJECT Updated statistical maps available to organize Census 2000, the agricultural and business censuses and a framework for future household and business surveys.	Updated maps for isolated and consolidated areas belonging to the 312 municipalities.	Magnetic files, maps and plans	Equipment installed and technical personnel with necessary capacity.
Statistical maps	Localities classified as urban or rural and geographic units for the survey established based on the classification of localities (January to November 2000). Localities coded and classified and linked to a database (June 2001 to April 2002).	About 117,000 geographic census units established in 36 cities, 2,000 zones, 19,000 sector chiefs in the 314 municipalities in the 113 provinces and nine departments. Database linked to digital mapping.	Maps and plans based on a list of localities Evaluation reports	Prior components executed on schedule with the expected results.
of the sampling surveys	Maps and plans linked to a database (June 2001 to April 2002).	Database arranged by clearly-defined geographic study units.	Evaluation reports	

PROCUREMENT TABLE

Main project procurements	Financing %		Method	Prequalification Yes/no	Publication			
	IDB	LOCAL			Prior GPN Yes/no	SPN		
						Quarter/Year	Press	
							Int.	Loc.
<u>Printing of census forms</u>								
1 lot of: 2,500,000	100		ICB	No	No	3/2000	Y	Y
Total cost: 1,012,500								
<u>Light delivery vans, double cab</u>								
Unit cost: 30,000	100		ICB	No	No	1/2000	Y	Y
1 lot of: 18								
Total cost: 540,000								
<u>Light delivery vans, single cab</u>								
Unit cost: 27,000	100		ICB	No	No	1/2000	Y	Y
1 lot of: 1								
Total cost: 27,000								
<u>Minibuses</u>								
Unit cost: 22,000	100		ICB	No	No	1/2000	Y	Y
1 lot of: 4								
Total cost: 88,000								
<u>Motorcycles</u>								
Unit cost: 3,000	1000		ICB	No	No	1/2000	Y	Y
1 lot of: 6								
Total cost: 18,000								
<u>Speedboats</u>								
Unit cost: 5,000	1000		LCB	No	No	1/2000	N	Y
1 lot of: 5								
Total cost: 25,000								
<u>Computers</u>								
Unit cost: 2,000	100		LCB	No	No	1/2000	N	Y
1 lot of: 41								
Total costs: 82,000								
<u>Computers</u>								
Unit cost: 2,000	100		LCB	No	No	1/2001	N	Y
1 lot of: 13								
Total cost: 26,000								
<u>Sets of pencils, erasers and separators</u>								
Cost lot pencils: 250	100		LCB	No	No	3/2000	N	Y
Cost lot erasers: 130								
Cost lot separators: 30								
No. of lots (1,000 units): 130								
Total cost: 53,300								
<u>Scanners</u>								
Unit cost: 30,000	100		LCB	No	No	2/2001	N	Y
1 lot of: 3								
Total cost: 90,000								

<u>Plastic bags</u>									
Cost of lot:	250	100		LCB	No	No	3/2000	N	Y
No. of lots (1,000 units):	130								
Total cost:	32,500								
<u>Folders</u>									
Unit cost:	430	100		LCB	No	No	3/2000	N	Y
No. of lots (1,000 units):	130								
Total cost:	55,900								
<u>Stipends for urban census takers</u>									
Cost per person:	1	100		LCB	No	No	3/2001	N	Y
Service: No. of persons	86,000								
Total cost:	86,000								

ICB – international competitive bidding

LCB – local competitive bidding

PROPOSED RESOLUTION

BOLIVIA. TECHNICAL COOPERATION LOAN /SF-BO FOR THE PROGRAM TO SUPPORT THE NATIONAL CENSUS FOR POPULATION AND HOUSING - 2000

The Board of Executive Directors

RESOLVES:

1. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank to enter into such agreements with the República de Bolivia and to adopt such others measures as may be necessary for the execution of the proposal referred to in Document ____ with respect to a technical cooperation loan for the execution of a Program to Support the National Census for Population and Housing – 2000.
2. That up to the equivalent of US\$7,400,000, is authorized for the purposes of this Resolution, chargeable to the resources of the Fund for Special Operations of the Bank.
3. That the above-mentioned amount is to be provided on a reimbursable basis, in accordance with the respective conditions set forth in the agreement to be executed in connection with this operation.