

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

BOLIVIA

**PROGRAM TO STRENGTHEN THE STATISTICS SYSTEM IN THE
PLURINATIONAL STATE OF BOLIVIA**

(BO-L1220)

LOAN PROPOSAL

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ABBREVIATIONS

AWP	Annual work plan
CEE	Censo de Establecimientos Económicos [Census of Business Establishments]
CPV	Censo de Población y Vivienda [Population and Housing Census]
EISM	Encuesta Integral sobre la Situación de las Mujeres [Comprehensive survey on the status of women]
EPF	Encuesta de Presupuestos Familiares [Household finance survey]
FONPLATA	Fondo Financiero para el Desarrollo de la Cuenca del Plata [Financial Fund for the Development of the River Plate Basin]
INE	National Statistics Bureau
MEP	Monitoring and evaluation plan
NDC	Nationally Determined Contribution
ODIN	Open Data Inventory
PEU	Program execution unit
POR	Program Operating Regulations
RTRA	Relevance, Timeliness, Reliability, and Accessibility
SDGs	Sustainable Development Goals
SPI	Statistical Performance Index, World Bank
UNFPA	United Nations Population Fund

PROJECT SUMMARY

BOLIVIA

PROGRAM TO STRENGTHEN THE STATISTICS SYSTEM IN THE PLURINATIONAL STATE OF BOLIVIA (BO-L1220)

Financial Terms and Conditions				
Borrower:			Flexible Financing Facility ^(c)	
Plurinational State of Bolivia			Amortization period:	25 years
Executing agency:			Disbursement period:	5 years
National Statistics Bureau (INE)			Grace period:	10.5 years ^(d)
Source	Amount (US\$)	%	Interest rate:	SOFR-based
IDB (Ordinary Capital): ^a	100 million	71	Credit fee:	^(e)
Local counterpart: ^(b)	40 million	29	Inspection and supervision fee:	^(e)
Total:	140 million	100	Weighted average life:	15.25 years
			Currency of approval:	U.S. dollar
Project at a Glance				
Objective/description: The general development objective of this operation is to increase the use of official statistical information in public and private decision-making, which will contribute to the following specific development objectives: (i) improve the quality of official statistical information in terms of relevance, timeliness, reliability, and accessibility (RTRA); and (ii) strengthen the institutional framework of the INE.				
Special contractual conditions precedent to the first disbursement of the loan: Disbursement of the loan proceeds will be subject to fulfillment, to the Bank’s satisfaction, of the following conditions: (i) approval and entry into effect of the program Operating Regulations agreed upon in advance with the Bank; (ii) appointment of the general coordinator of the program execution unit (PEU), the technical coordinator of Component 1, a procurement specialist, and a financial specialist knowledgeable about the Bank’s fiduciary policies, in accordance with terms agreed upon in advance with the Bank; and (iii) approval of local counterpart financing by the board of directors of the Fondo Financiero para el Desarrollo de la Cuenca del Plata (FONPLATA) [Financial Fund for the Development of the River Plate Basin] (paragraph 3.9).				
Exceptions to Bank policies: None.				
Strategic Alignment				
Challenges: ^(f)	SI <input checked="" type="checkbox"/>		PI <input checked="" type="checkbox"/>	EI <input type="checkbox"/>
Crosscutting themes: ^(g)	GE <input checked="" type="checkbox"/> and DI <input checked="" type="checkbox"/>		CC <input checked="" type="checkbox"/> and ES <input type="checkbox"/>	IC <input checked="" type="checkbox"/>

- (a) Pursuant to document AB-2990, disbursement of the loan proceeds will be subject to the following maximums: (i) up to 15% during the first 12 months; (ii) up to 30% during the first 24 months; and (iii) up to 50% during the first 36 months, in all cases as of the date of loan approval by the Bank's Board of Executive Directors (paragraph 2.2).
- (b) The local counterpart would represent parallel financing in the form of a loan to the country by the Financial Fund for the Development of the River Plate Basin (FONPLATA) for an amount equivalent to up to US\$40 million. That operation is expected to be considered for approval by FONPLATA's board of directors in March 2022, and the loan will be granted directly by FONPLATA to the Plurinational State of Bolivia.
- (c) Under the terms of the Flexible Financing Facility (document FN-655-1), the borrower has the option of requesting changes to the amortization schedule, as well as currency, interest rate, commodity, and catastrophe protection conversions. The Bank will take operational and risk management considerations into account when reviewing such requests.
- (d) Under the flexible repayment options of the Flexible Financing Facility, changes to the grace period are permitted provided they do not entail any extension of the original weighted average life of the loan or the last payment date as documented in the loan contract.
- (e) The credit fee and inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with applicable policies.
- (f) SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).
- (g) GE (Gender Equality) and DI (Diversity); CC (Climate Change) and ES (Socioenvironmental Sustainability); and IC (Institutional Capacity and Rule of Law).

I. PROJECT DESCRIPTION AND RESULTS MONITORING

A. Background, problem addressed, and rationale

- 1.1 **Macroeconomic context.** Recent economic performance and social policies have reduced poverty, transforming Bolivia into a predominantly middle-class country. Between 2000 and 2018, the percentage of people living in poverty fell from 59.1% to 25.8% and the middle class grew from 39.8% to 73.6%.¹ Moreover, between 2000 and 2018, inequality in income distribution, measured by the Gini coefficient, fell from 0.62 to 0.42. This progress was supported by an increase in the wages of the least-skilled workers and by social protection policies that included conditional and unconditional cash transfers. However, the impact of the pandemic and the drop in oil prices caused the economy to shrink by 8.8% in 2020. Extreme poverty rose by 0.7%, moderate poverty by 1.7%, and inequality by 0.03% in that period.²
- 1.2 Having a quality, up-to-date statistical database is a necessary condition for monitoring the impact of the pandemic and the country's economic recovery. It also helps to facilitate improvements in the efficiency of public spending[1],³ transparency, and accountability in government activities, increase the resilience and response capacity to external shocks or natural disasters, and establish mechanisms for incorporating the most marginalized groups. This update is imperative given the effect of the passage of time on the main studies of the national statistical database which are the responsibility of the National Statistics Bureau (INE) and include:
- a. The Censo de Población y Vivienda [Population and Housing Census], which is relevant because it provides a universal record of the size and distribution of the country's population and its main characteristics. By analyzing this information it will be easier to prepare strategies to combat poverty, target investments to priority sectors and areas, and establish mechanisms for the real inclusion of underserved or excluded population groups.
 - b. The Censo de Establecimientos Económicos [Census of Business Establishments] (CEE), which is the basis of the country's economic statistics, since it shows the structure of the activities of economic units (establishments and companies) that is indispensable for enabling the INE to adjust estimates for the national accounts, while shedding light on the main characteristics of businesses, and enabling economic indicators to be generated with a high level of geographic, sector, and thematic detail.
 - c. The Agricultural Census, which generates information to update calculations on productive capacity, area, and yield in the sector, since there are no other sources of information for recurrently estimating its behavior. To be effective, programs and policies to support agricultural producers and promote sector production require prior analysis, which is only possible if sufficient, up-to-date information with necessary granularity (on the farm level) and extensive coverage is available.

¹ [INE](#).

² [INE](#).

³ See [optional link 4 Bibliography](#).

- d. Specialized household surveys which are crucial for gaining an understanding of specific considerations at shorter intervals than census operations, shedding light on social characteristics and problems such as violence against women, household spending, citizen security, time use, etc.
- 1.3 In Bolivia, the statistical use of administrative records is limited. More intensive use of them brings dividends in terms of the timeliness of information and production costs, although producing them requires close cooperation among government agencies.
- 1.4 **Governance of statistical production in Bolivia** is based on Law 1,405, the Official Statistics Act of the Plurinational State of Bolivia, which confers the leading role in official statistical production on the INE,⁴ also authorizing it to establish the methodology and procedures for conducting national censuses and setting forth that it will undertake its activities in an impartial manner, with technical autonomy, free of any type of pressure or interference. The INE is an independent agency that reports to the Ministry of Planning and Development.
- 1.5 **Main problem.** The main challenge that the program is intended to address is the relatively low use of statistical information for decision-making on a more empirical basis by the public sector to formulate policies and programs, and by the private sector for its investment projects.
- 1.6 Between June and September 2021, the INE processed 3,315 requests for sociodemographic information,⁵ in other words, a total of 829 requests a month or 28 requests a day on average. Considering the potential universe of users, the figure is very low. Another snapshot of the extent to which INE data is used is the national ranking of its internet page. It is the 298th most-visited site.⁶
- 1.7 This relatively low use of official statistics is associated with problems of quality, in terms of relevance, timeliness, reliability, and accessibility (RTRA), given that there is a disconnect between the supply and demand for information in those four quality aspects as is shown below, compounded by the institutional capacity limitations of the INE as the agency responsible for official statistics.
- 1.8 **Relevance.** This aspect can be approached by examining how much of the information required to monitor the indicators of the Sustainable Development Goals (SDGs)⁷ and the 2021-2025 Economic and Social Development Plan is actually produced.⁸ In Bolivia's case, the country produces 14% (or 32 indicators) out of a total of 232. Of all the indicators produced by the country, 35 are potentially measurable using data from the CPV, but Bolivia currently produces just 13. Furthermore, the Framework Law on Autonomous Government and Decentralization⁹ calls for tax transfer payments to be distributed depending on the

⁴ Law 1,405 of 1 November 2021 establishes the INE as a decentralized, specialized technical public institution, with administrative, financial, legal, and technical autonomy (Art. 6).

⁵ Authors' calculations based on information from the INE.

⁶ [Alexa Rank](#). Comparatively, the National Statistics and Information Bureau of Peru is ranked 229th. Consulted on 20 November 2021.

⁷ [SDGs](#).

⁸ [Economic and Social Development Plan 2021-2025](#).

⁹ Law 031 of 19 July 2010.

population of the jurisdiction of the autonomous area, based on data from the most recent national census.

- 1.9 **Timeliness.** The most recent CPV was conducted in 2012 and, in line with international recommendations that the census should be conducted every 10 years, a supreme decree established that it would be conducted in November 2022.¹⁰ This gap of a decade means that the information available is not up to date and underscores the importance of conducting the census round as soon as possible. However, updating the information is not sufficient, since it must also be disseminated in a timely manner, which will depend on the techniques used to conduct the census and release the data. The most widely used indicator of the timeliness of CPV is the interval between the completion of census data collection and publication of the final national results. The interval in the 2012 census was 18 months, while the regional average is about 10 months.
- 1.10 The most recent CEE was conducted in 1992, and although there were plans to repeat it in 2015, it was postponed to 2017 but has still not been conducted. Given the dynamism characterizing the sector and its economic demography[2], the margins of error in the information available are likely to be high. The most recent Agricultural Census was in 2013 and, despite the relative importance of the sector in the Bolivian economy (16.5% of GDP in 2020),¹¹ it is the only source available with national coverage on the level of crops and farms. Furthermore, the timeliness with which information is made available to the public suffered, since 16 months elapsed before the preliminary results were published.
- 1.11 The country also encounters difficulties in the timeliness of information from the specialized household surveys, which means that updated information to measure and evaluate changes in the population's socioeconomic conditions and to scale certain demographic variables at the necessary intervals and with the necessary quality is unavailable. For example, the most recent Encuesta Integral sobre la Situación de las Mujeres [Comprehensive survey on the status of women] (EISM) dates from 2016, while the Encuesta de Presupuestos Familiares [household spending survey] (EPF) dates from 2015/16, which means that the information is not timely for constructing updated food and nonfood baskets or the Consumer Price Index. The only information available on time use by individuals takes the form of a pilot survey conducted in 2019.
- 1.12 **Reliability.** Population censuses[3] are directly associated with the coverage achieved in the enumeration stage in terms of territory and population; the coverage of businesses in economic censuses, and the coverage of farming operations in the agricultural censuses. Coverage will depend on the quality of the cartographic information available. In earlier population censuses the country did not have complete, up-to-date digital mapping, which meant that in the 2012 CPV, the omission rate was 3.2%,¹² compared to the United Nations recommendation of

¹⁰ Decree 4,546, which declares the CPV to be a national priority, puts the INE in charge of the entire process, and establishes that the census will be conducted on 16 November 2022, lasting for one day in urban areas and up to three days in rural ones.

¹¹ INE. Participación de las actividades económicas en el valor agregado bruto 1988-2020 [Economic activities share of gross aggregate value 1988-2020].

¹² The census omission rate is the estimated percentage of the population not covered by the census[4].

1.9%. In the case of the household surveys, the indicator used is the nonresponse rate, which was 10.7% in the 2015/2016 EPF.

- 1.13 **Accessibility.** The INE has the minimum technological resources needed to store statistical information and make the databases openly available. However, there is room for improvement, as demonstrated by the Open Data Inventory (ODIN), which ranked Bolivia 102nd out of 187 countries in 2020. With 47.5/100 points, it came in 7th out of 11 South American countries.¹³ This is a limitation on the capacity to use the information and its potential impact.
- 1.14 **Institutional capacity.** The INE faces a series of limitations linked to weaknesses stemming from the lack of trained human resources, the insufficiency of its information technology equipment, and outdated methods for the production, processing, and dissemination of information. Despite the fact that 63% of its employees are university graduates, they have not had recent access to training and updating in methods and technologies applicable to statistics. As for technological tools, the INE still lacks up-to-date digital mapping. All of this results in Bolivia scoring 62.7/100 points in the World Bank's Statistical Performance Indicator.¹⁴
- 1.15 **Innovation.** The IDB's participation is important from the technical standpoint, since it brings international good practices in the thematic areas covered by the project, which will enable innovations to be introduced in data collection. They include: (i) the use of high-resolution satellite images to construct digital maps; (ii) the use of administrative records for statistical purposes which will enable the information generated under the project to be kept up to date; and (iii) the use of mobile data capture devices (tablet computers) in field operations for the Agricultural Census and the CEE. It will also promote specialized household surveys on subjects such as violence against women, time use, and citizen security.
- 1.16 **The government's request and project rationale.** The Government of the Plurinational State of Bolivia asked the IDB for technical and financial assistance to strengthen the INE technically and institutionally and update the national statistical database by conducting the upcoming censuses and a series of household surveys. These goals are in line with the National Development Plan-Patriotic Agenda 2025, since they will provide information needed to comply with its four pillars¹⁵ and, in particular, with the decentralization process that needs knowledge of the main social, economic, and living conditions of Bolivians on the national and local levels if it is to be implemented. The Bank's participation is important given its solid experience in strengthening statistical systems in the region and its support for censuses, surveys, and registries. From the financial

¹³ [Open Data Watch](#).

¹⁴ Bolivia's score is slightly above average for Latin America and the Caribbean (62.2); however it is far removed from Mexico (87.6), Chile (82.4), Brazil (76.8), and Ecuador (73.0). [Statistical Performance Index \(SPI\)](#).

¹⁵ Bolivia Productiva, Digna, Soberana y Patriótica [Bolivia: Productive, Dignified, Sovereign, and Patriotic]. See [Plan Nacional de Desarrollo-Agenda Patriótica 2025](#) [National Development Plan-Patriotic Agenda 2025].

standpoint, the Bank will provide funds for the 2020 census round,¹⁶ as well as for the institutional strengthening of the INE.

- 1.17 **Bank experience in the region, country, and sector.** The Bank has provided technical and financial support for various projects to build statistical capacity, such as: (i) Argentina: Program to Strengthen the Statistical Capacity of Argentina's National Statistics and Census Institute (4243/OC-AR, US\$50 million, 2017); (ii) Bolivia: Program to Support the Year 2000 National Population and Housing Census (1046/SF-BO, US\$7.4 million, 1999); (iii) Colombia: 2005 General Census Program (1671/OC-CO, US\$48 million, 2005); (iv) El Salvador: Program for the Modernization of the Statistics System of El Salvador (5454/OC-ES, US\$44 million, 2021); (v) Honduras: Program to Support the 2012 Population and Housing Census and the Integrated System of Household Surveys of Honduras (2529/BL-HO, US\$25 million, 2011); and (vi) Paraguay: Program to Develop the National Statistical System through the 2012 Population and Housing Census (2542/BL-PR, US\$12.5 million, 2011) and Program to Strengthen Paraguay's National Statistics System (5224/OC-PR, US\$43 million, 2021), whose lessons learned have been relevant in preparing the proposed operation. These experiences are associated with the Strategy for Modernization of the State (document GN-2235-1) which supports the "establishment of strategic evaluation systems, including the development of data collection and analysis capacity for the elaboration and evaluation of policies" and "implementation of instruments to prioritize investments." Census information is crucial for both. The Bank has maintained an ongoing technical dialogue in Bolivia with the INE authorities in the context of the United Nations Statistical Conference of the Americas and the United Nations Statistical Commission.
- 1.18 **Lessons learned.** Based on experience with the above operations, the following lessons learned have been taken into account in designing the proposed project: (i) the relevance of dialogue between users and producers so that the data generated will meet the needs of public policy-makers and other users; (ii) efforts to build statistical capacity are more likely to succeed when they are based on support for a specific project, such as preparation of a census, rather than support for a broad strategy[5]; (iii) it is important to consider the proactive dissemination of statistical information to users (the population, companies, and the public sector); (iv) it is key to consider innovations in methodology and in the use of information technology for data collection; (v) prioritizing the institutional strengthening needed to ensure continuity of census exercises and the quality and ongoing dissemination of statistical information is key; and (vi) the census cycle, particularly the enumeration period, should not coincide with a country's elections calendar. On the basis of these lessons, the proposed operation specifically includes provisions to: (i) finance three census exercises (CPV, Agricultural Census, and CEE) as a means of structuring sector statistics in each of the country's thematic areas; (ii) make the statistical results transparent and the data usable; (iii) evaluate the best technical options for discharging statistical tasks in a more informed manner; (iv) include pilot tests to validate the census methodology and the instruments and technologies to be used to collect data; (v) consolidate

¹⁶ According to the United Nations, this corresponds to the population censuses conducted between 2015 and 2024.

administrative records as a timely, accessible, and less expensive source to be used increasingly as an important supplier of statistics; and (vi) pay special attention to the process of planning the census operation and ensure that the enumeration period does not overlap in any way with the country's national election timetable.

- 1.19 **Coordination with other multilateral agencies.** For the local counterpart, the program will use parallel financing from FONPLATA. All aspects of program design and execution have been coordinated with it (paragraphs 2.1, 3.5, and 3.9). The Bank has also been working with the United Nations Population Fund (UNFPA) to design a joint strategy to support the INE, which includes all the elements and phases necessary to conduct the CPV.
- 1.20 **Strategic alignment.** The program is consistent with the second Update to the Institutional Strategy (document AB-3190-2) and is aligned with the development challenges of: (i) Social Inclusion and Equality, since it generates information for formulating more inclusive policies and delivering services more efficiently; and (ii) Productivity and Innovation, since it includes leading-edge technological innovations that will have a positive impact on the productivity of census operations (such as satellite images, mapping, and computer tablets to capture information, etc.) and uses statistical information from administrative records which is an innovation that will keep the information generated up to date. It is also aligned with the crosscutting themes of: (i) Gender Equity, since it will provide updated statistical information and produce data in new dimensions that are fundamental for formulating, monitoring, and evaluating public policies aimed at closing gender gaps (paragraph 1.22); (ii) Diversity, since it will improve data on indigenous and Afro-Bolivian groups and persons with disabilities through their inclusion in the CPV and in household surveys (in the inter-census period), which will enable the characterization of the inequalities faced by these groups; (iii) Institutional Capacity and Rule of Law, since it will enhance the government's capacity to deliver public services that are planned and scaled territorially and in accordance with local socioeconomic conditions, and promote transparency and accountability to increase access to information; and (iv) Climate Change, since it will generate information on the agricultural sector through the Agricultural Census and on population distribution and its exposure to natural disasters for greater resilience to climate change in the country and for the platform to monitor, report, and verify the country's Nationally Determined Contribution (NDC). In all, 0.1% of the operation's resources will be invested in activities for mitigation of and adaptation to climate change, in accordance with the [Joint Multilateral Development Bank Methodology](#) for estimating climate finance. These funds will contribute to the IDB's climate financing goal of 30% of the volume of its annual approvals.
- 1.21 The program will also contribute to the level 2 indicators in the Corporate Results Framework 2020-2023 (document GN-2727-12) related to institutions with strengthened managerial and digital technology capacity, since it will help to increase the number of "government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery." It is also aligned with the Sector Strategy on Institutions for Growth and Social Welfare (document GN-2587-2) with regard to building institutional capacity for policy formulation, and the Update of the Strategy for Strengthening and Use of Country Systems (document GN-2538-31) in the area of strengthening

nonfiduciary systems for “development effectiveness through strategic planning, monitoring and evaluation (M&E), and statistical systems.” The operation is also consistent with: (i) the Transparency and Integrity Sector Framework Document (document GN-2981-2), since it facilitates and promotes access to information; (ii) the Gender and Diversity Sector Framework Document (document GN-2800-8), since the “lack of access to disaggregated statistical information for indigenous and Afro-descendant populations complicates the targeting of economic empowerment programs for these populations;” and (iii) the Agriculture Sector Framework (document GN-2709-10), since it will allow access to knowledge and timely market information. The project is also consistent with the Update to the Gender Action Plan for Operations 2020-2021 (document GN-2531-19) through the line of action to “Promote actions to ensure that Center of Government priorities on gender equality are reflected in public programs and budgeting (gender-responsive policy making and budgeting) as well as to ensure their monitoring systems collect and analyze sex-disaggregated data.” Moreover, the program is consistent with the objective of the IDB Group’s country strategy with Bolivia 2016-2020¹⁷ (document GN-2843): to improve the effectiveness of public governance.

- 1.22 **Gender and diversity considerations.** Censuses and surveys are key sources for measuring gender gaps and inequalities stemming from ethnic/racial origin or disability, among other reasons, since a basic requirement is the disaggregation of data on each of these considerations. Having data that enable the situation of these groups to be understood is essential for making policies focused on their welfare. The most recent CPV, Agricultural Census, and different household surveys have included indicators for disaggregating most of the areas they cover by gender. However, opportunities exist for improving statistics from a gender perspective, particularly through specialized surveys. The 2012 CPV included questions on ethnic-racial self-identification and on the prevalence of disabilities. The questions on ethnic-racial self-identification can also be included in the Agricultural Census and the CEE.

B. Objectives, components, and cost

- 1.23 **Objective.** The general development objective of this operation is to increase the use of official statistical information in public and private decision-making, which will contribute to the following specific development objectives: (i) improve the quality of official statistical information in terms of relevance, timeliness, reliability, and accessibility (RTRA); and (ii) strengthen the institutional framework of the INE.
- 1.24 **Component 1. Support for the generation of quality census statistics (IDB: US\$77 million; local counterpart: US\$40 million; total: US\$117 million).** This component is intended to provide technical and financial support for the main activities in this census round—the CPV, the Agricultural Census, and the CEE—ensuring their quality by following international standards¹⁸ and good practices and generating technical capacity inside the INE. Innovation will be promoted through the use of leading-edge technologies in all census stages, such as satellite images,

¹⁷ In effect and in transition. See document GN-2843, CII/GN-312 (10 February 2016) and document GN-2843-3, CII/GN-312-3 (13 October 2021).

¹⁸ For the [CPV](#), the [CEE](#), and the [Agricultural Census](#).

- digital mapping, digital tools for data capture, and modern and secure technology tools for data processing and dissemination.¹⁹ In addition, the content of the questionnaires will give consideration to the contributions of the most significant groups of users in the different sectors of society. All the training and data collection activities will observe the health protocols in effect in the country.
- 1.25 **Population and Housing Census (CPV) (IDB: US\$28 million; local counterpart: US\$40 million; total: US\$68 million).** This will finance the following pre-census activities: (i) design of the census form; (ii) map updating and sectorization; (iii) trial census; (iv) data capture technology; and (v) public awareness. The questionnaires will be designed to include variables to characterize gaps relating to ethnicity and disability,²⁰ which will provide greater visibility to minority and/or vulnerable groups.
- 1.26 The enumeration stage of the CPV (central census activity) requires a massive number of duly trained, equipped, and organized human resources. The program will finance: (i) contracting of the staff responsible for supporting and ensuring the quality of the data collected in the field; (ii) recruitment of volunteers to collect information at residences; (iii) training for the various levels of personnel; (iv) deployment and organization of the human resources participating in the census; and (v) distribution and collection of census material in each and every one of the defined census units.
- 1.27 In the post-census stage of the CPV, the program will finance activities to consolidate, systematize, and prepare the data collected for its dissemination and use. The elements included are: (i) data processing; (ii) preparation of the master sampling framework; (iii) dissemination of census information; (iv) census documentation; and (v) evaluation of the coverage and quality of census information through a coverage survey.
- 1.28 **Agricultural Census (IDB: US\$39 million; local counterpart: US\$0; total: US\$39 million).** In the pre-census stage of the Agricultural Census, the same preparatory activities as described for the CPV will be financed and, when feasible, using the same technological tools. In the enumeration stage, all properties (rural and urban) that engage in crop or livestock farming or forestry will be enumerated and questions will be included in the questionnaire to characterize gender gaps in the sector²¹ and the ethnic-racial group to which producers belong. This phase is more complex, since farms are distributed irregularly throughout the country and because the types of tenure (titled and untitled) and land use in the country are very diverse. These distinctive features will be considered in the activities to be financed in this stage. The post-census phase of the Agricultural Census will consist of the same activities as described for the CPV. To increase the reliability and timeliness of the exercise, Agricultural Census data will be complemented with data from satellite images, and data collection will be supported with the use of devices that permit georeferencing of all the properties enumerated.

¹⁹ All the necessary cybersecurity measures will be taken to protect the integrity of the information collected and protect the right to privacy.

²⁰ Will be aligned with the recommendations of the [Washington Group on Disability Statistics](#).

²¹ Questions will be included to enable land tenure and formal property rights and farm decision-making responsibilities to be disaggregated by gender.

- 1.29 **Census of Business Establishments (CEE) (IDB: US\$10 million; local counterpart: US\$0; total: US\$10 million).** Save for the differences in the observation units, in this case economic units (establishments), the same activities as planned for the three stages of the CPV will be financed. The distinguishing feature of the CEE is that it will make it possible to construct a business directory. The questionnaire will include variables to characterize gender²² and ethnic-racial gaps. The data from the CEE will be complemented and validated with information from administrative records generated by the INE and other institutions that are representative of the private sector, which will increase the reliability of the information and reduce the times required to publish the results.
- 1.30 **Component 2. Support for implementation of an integrated system of household surveys (IDB: US\$16 million; local counterpart: US\$0; total: US\$16 million).** This component aims to implement an integrated system of household surveys in the country that includes a series of surveys such as: the comprehensive survey on the status of women (EISM),²³ the time use survey, household spending survey (EPF), and surveys on victimization and citizen security. Implementation of each survey includes three stages: design, field work, and dissemination, which will be financed as part of this program.
- 1.31 The capture tools and the manuals for their application in the CPV, the Agricultural Census, the CEE, and the household surveys will be revised in coordination with the Gender Division of the Office of the Deputy Minister for Equality of Opportunity to ensure that all the variables that can be disaggregated by sex are broken down and that variables that consider the gender perspective are included. These tools, mapping information, and platforms for data dissemination will also be revised in coordination with the Ministry of Environment and Water to promote their alignment and linkage to the Nationally Defined Contribution.
- 1.32 **Component 3. Technical and institutional strengthening of the INE (IDB: US\$4 million; local counterpart: US\$0; total: US\$4 million).** This component has the objective of strengthening the INE so that the information it produces through surveys, censuses, and administrative records has RTRA quality. This will be done by introducing innovations into all stages of the production process, particularly in data collection and interaction with respondents. The statistical use of administrative records is an innovation that will allow the information generated under the project to be kept up to date. The program will finance training, technical assistance, systems, equipment, including their maintenance and updating to improve the collection, processing, and dissemination of statistical data. These activities will take place in the context of a new legal framework for the INE,²⁴ which will allow it to be strengthened technically and institutionally. To that end, the component will support actions in the following areas:
- a. **Methodological and technological development:** (i) standardization of statistical methods for the capture, processing, and operational control of data;

²² Questions will be included to enable ownership and decision-making responsibilities in businesses to be disaggregated by gender.

²³ Following [international standards](#), 100% of the field staff (enumerators and supervisors) for this survey will be women.

²⁴ Law 1,405 of 1 November 2021.

(ii) development of methods for the statistical use of administrative records; (iii) development and implementation of a technology platform that includes upgrades to internal communication networks, procurement of statistical software packages, upgrading of the information technology infrastructure, and its maintenance and updating; (iv) development and implementation of a cybersecurity strategy for the protection of data and communications; and (v) use of alternative data collection tools (i.e. mobile devices, internet, satellite images, etc.).

- b. **Dissemination of statistical information:** (i) creation of an easily-accessible dynamic website (including a dashboard with gender indicators and ethnicity and disability intersections, and information on the environment and climate change); (ii) facilitation of access to databases containing information on censuses and surveys produced by the INE; and (iii) interactive information and training workshops targeted to users of statistical information on the results of the round of censuses and household surveys. These activities will facilitate access to the information produced by the INE, with full respect for the confidentiality established in Law 1,405 relating to statistical secrecy.
- c. **Training and technical assistance:** The training strategy will be open to all INE staff, but will vary depending on their responsibilities. It includes: (i) design and implementation of a plan to manage change and comprehensive training plans²⁵ with periodic updates of the curriculum; (ii) analysis of the census results; and (iii) scaling of needs for modernization of the statistical information system through the use of technological innovations.

1.33 **Program administration.** Administration, evaluation, and auditing costs have been estimated as US\$3 million, equivalent to 2.1% of program funds (see Table 1).

C. Key results indicators

1.34 **Expected results.** Achieving the general development objective will lead to an increase in the use of statistical information generated by the INE for decision-making by the public and private sectors²⁶ through an increase in the number of information requests that receive responses. With regard to the specific development objectives, the following results are expected: (i) Relevance: production of a larger number of indicators to monitor the SDGs and the existence of census instruments that reflect the gender perspective, ethnic-racial group, and the status of persons with disabilities; (ii) Timeliness: reduction in the interval between the end of the enumeration stage of the CPV, Agricultural Census, and CEE and publication of their results; (iii) Reliability: reduction in rate of the omission in the CPV and the rate of nonresponse to the household spending survey (EPF); (iv) Accessibility: improvement in the ranking in the Open Data Inventory; and (v) strengthening the INE's institutional capacity to effectively manage the production and dissemination of statistical data, measured by the improvement in

²⁵ If necessary, training will be provided for working with groups in vulnerable contexts.

²⁶ The increase will be associated with better quality information and dissemination, and workshops to promote the use of official statistics.

the Statistical Performance Index and better delivery of public services as a result of having better technological and managerial instruments.

- 1.35 **Beneficiaries.** The central government and its decentralized agencies will benefit from primary information that is strategic, reliable, timely, and relevant for their work of formulating public policies, plans, and socioeconomic projects, and measuring the progress made in actions to achieve these objectives, and also from having advanced data analysis tools. The INE will be benefit in particular, since it will have: (i) an updated database on the entire population, standards of living, and housing, and on the country's business and agricultural sectors; and (ii) modern tools for data capture, processing, and dissemination, including personnel trained in work areas specific to statistical activities.
- 1.36 Civil society as a whole and the productive sector in particular will benefit from having up-to-date census information, disaggregated demographically and territorially, which will enable citizens to formulate plans, make forecasts for investments and the supply of goods and services on the sector and local levels, and have information for scientific and academic studies.
- 1.37 **Economic evaluation.** The cost-effectiveness analysis is based on a comparative analysis of alternatives over the results indicator for the census omission rate. This indicator was selected due to its homogeneity, which will allow it to be compared between countries and over time in a single country. A reduction in this rate will increase the quality, reliability, and use of statistics. It's calculation was based on data on costs and census omission rates in comparable countries in the census rounds of 2000 and 2010, and the result was a ratio of US\$5.2 million. This means that the program will spend an average of US\$5.2 million for each tenth of a percentage point of reduction in census omissions and that ex ante, the result will be a cost-effective alternative that comes close to the alternatives used. The sensitivity analysis of 50% and 75% fulfillment of the target establishes ratios of US\$6.9 million and US\$10.4 million, respectively ([optional link 1](#)).

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing instruments

- 2.1 The program will cost a total of US\$140 million, with US\$100 million financed by the Bank through a specific investment loan, since it is a specific project which already has an established design, activities, and outputs, from the Ordinary Capital, and US\$40 million as the local counterpart, which will be covered with funds from parallel financing from FONPLATA²⁷ to finance the CPV under Component 1. The disbursement period will be five years (see Table 2). The Bank and FONPLATA have worked with the INE in the project preparation stage, agreeing on the objectives, components, and structure of the financing (paragraph 3.5).

²⁷ As established in paragraphs 4.7 and 4.8 of the Guidelines to Register and Report Co-Financing (document GN-2911).

Table 1. Estimated program costs (US\$ thousands) (1)

Components	IDB	Local (2)	Total	%
Component 1. Support for the generation of quality census statistics	77,000	40,000	117,000	83.6
CPV	28,000	40,000	68,000	48.6
Agricultural Census	39,000	0	39,000	27.9
CEE	10,000	0	10,000	7.1
Component 2. Support for implementation of an integrated system of household surveys	16,000	0	16,000	11.4
Comprehensive survey on the status of women	1,435	0	1,435	1.0
Time use survey	4,121	0	4,121	2.9
Household spending survey	7,674	0	7,674	5.5
Victimization and citizen security surveys	2,770	0	2,770	2.0
Component 3. Technical and institutional strengthening of the INE	4,000	0	4,000	2.9
Program administration	3,000	0	3,000	2.1
Management teams and operating costs	2,600	0	2,600	1.9
Audits	150	0	150	0.1
Evaluations (surveys, midterm, final, and ex post cost-effectiveness analysis)	250	0	250	0.2
Total	100,000	40,000	140,000	100

Notes: (1) The amounts per activity are indicative; (2) The local counterpart will be covered by funds from the FONPLATA parallel financing.

- 2.2 **Restriction on disbursement speed.** Pursuant to the document Enhancing Macroeconomic Safeguards at the Inter-American Development Bank (document AB-2990), IDB disbursements will be subject to the following limits: (i) up to 15% during the first 12 months; (ii) up to 30% during the first 24 months; and (iii) up to 50% during the first 36 months, all of which run from the date the loan is approved by the Bank's Board of Executive Directors. These restrictions may not be applicable to the extent that the requirements established in Bank policy have been met, provided the borrower has been notified in writing.

Table 2. Tentative disbursement program (US\$ thousands)

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
IDB	15,000	15,000	20,000	39,110	10,890	100,000
% per year IDB	15	15	20	39.1	10.9	100
Local	40,000	0	0	0	0	40,000
% per year Local	100	0	0	0	0	100

B. Environmental and social risks

- 2.3 Under the new Environmental and Social Policy Framework, the program was classified as a Category "C" operation since it is expected to have minimum or no negative social environmental or social impacts. However, given that certain pre-census and enumeration activities require in-person field work, it will be performed under strict biosafety protocols so that neither the census takers nor the community is at risk. For certain vulnerable groups, such as indigenous peoples and people with disabilities, the CPV is one of the few opportunities for them to be represented in the country's demographic structure and be visible for public policy. Accordingly, failure to include them would make them invisible. In the case of indigenous groups, interviewers will be recruited from the community, including bilingual people.

C. Fiduciary risks

- 2.4 A medium-high human resources risk would exist if the executing agency fails to designate and contract personnel knowledgeable about the Bank's fiduciary policies and project management in the first three months of execution, since that could complicate or delay fulfillment of the operation's planned timetable. To mitigate this risk, the support of a procurement specialist and a financial specialist with knowledge of the Bank's fiduciary policies will be contracted at the start of the project using program funds. Moreover, the executing agency will receive training and support from the Bank's fiduciary team, which will also study mechanisms to allow for streamlined processes.

D. Other key issues and risks

- 2.5 **Risks.** A high planning risk exists that if the executing agency does not obtain a budget reinforcement before the end of March 2022 to enable it to carry out the activities and procurement needed to start up the census operation, it is very likely that the enumeration timetable established for November 2022 will not be met, which will affect the entire program. To mitigate this, arrangements should be made with the Ministry of Economic Affairs and Public Finance, based on the high probability of obtaining external financing (which includes retroactive recognition of expenditures) to cover the cost of the CPV and adjust the timetable. Another two medium-high risks have also been identified: first a planning risk which, unless the personnel required to strengthen the executing agency is contracted in due time and form, will affect the technical and planning processes, with the result that the activities planned for the census cycle cannot be performed on time, affecting the entire program. To mitigate this, personnel will be hired with broad experience in census and survey operations and public calls will be issued to promote the openings available and find suitable candidates. The program will also have permanent monitoring by the Bank's team supported by UNFPA personnel. The second risk is the governance system because, unless sufficient support is forthcoming from local and national authorities, planning of local operations could be affected, which would cause delays in executing the census in due time and form on the planned day. To mitigate this, an extensive social communications campaign is planned to raise awareness among the public and the authorities regarding the need for active participation in the census enumeration. Logistical support will be provided by local authorities and national institutions, such as the Ministry of Health and Sports, the Ministry of Education, and others, to ensure their cooperation in those operations.²⁸
- 2.6 **Program sustainability.** The Bolivian government has given high priority to the census, formalizing its request to the Bank for technical and financial assistance

²⁸ In addition, Supreme Decree 4,546 of 21 July 2021, signed by the country's president, instructs all central government agencies, the armed forces and the police to provide the INE with full support for activities related to the planning, organization, execution, and dissemination of the 2022 Population and Housing Census ... and when the INE so requires, it can apply to the autonomous territorial entities for information, physical space, and logistical resources for the installation of census offices, and vehicles, in accordance with existing legislation, and for support staff (Art.7).

for its execution, and also promulgating a Supreme Decree²⁹ which establishes its importance for the country. This political and institutional backing and the alignment of program activities with the National Development Plan also favor the sustainability of the investments to be made. On the capacity level, the technical and methodological advances and technological innovations under this project will be reflected in the quality of all the INE's statistical operations, particularly on account of the strong investment in upgrading its staff and in technology required for the execution of censuses and household surveys. This will have an impact on one of the main pillars of sustainability of statistical capacity, which is the existence of a permanent demand for information by civil society and the public and private sectors, which is precisely the main objective of the proposed operation. Apart from the institutional strengthening of the INE based on the experience gained by undertaking large statistical operations[5], the program also provides for a component intended exclusively to consolidate, maintain, and upgrade the technology infrastructure and the capacity of INE's entire professional team to generate high-quality information, which reinforces the higher quality, higher demand, higher sustainability cycle. The sustainability of updating the national statistical database in the wake of this operation will be strengthened by the work to include specialized household surveys as part of the INE's regular production. Furthermore, the use of administrative records for statistical purposes will permit data to be produced more quickly and at lower cost.

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of implementation arrangements

- 3.1 **Borrower and executing agency.** The borrower is the Plurinational State of Bolivia, and the executing agency and program counterpart will be the INE. For purposes of program execution, the INE will establish a program execution unit (PEU) reporting to the Office of the Executive Director, which will be responsible for all planning, financial administration, procurement, and monitoring processes in the operation. The PEU will have a team consisting of at least: (i) a general coordinator; (ii) a technical coordinator for each of the components; (iii) a financial-accounting specialist; and (iv) a procurement specialist. The contracting and/or designation of key personnel will require the Bank's prior no objection (paragraph 3.9).
- 3.2 The Bank performed an institutional capacity assessment of the INE and found that its capacity to manage program resources, including financial and accounting management, procurement and contracting, activities planning, and execution monitoring needs to be strengthened. Moreover, given the complexity of the operation's fiduciary considerations, it is essential that it be provided with additional support to assure adequate implementation of all planned activities. To that end, the loan will finance the contracting of technical support personnel and a team of

²⁹ In Articles 1 and 2, the aforementioned decree establishes that the 2022 National Population and Housing Census is a priority in all its stages, and public and private authorities, institutions, organizations, and the general public are required to provide support and participate in it, under the framework for exclusive jurisdiction over official censuses established in Article 298 (paragraph 1, point 16) of the [Constitution](#).

- administrative-financial consultants to complement the PEU's capacity and support INE's management.
- 3.3 In executing the program, in addition to the PEU, the INE will use its organizational structure and fiduciary management systems. The PEU will receive fiduciary support in crosscutting or support areas (administration, procurement, finance, legal advisory, human resources, planning, information technology, mapping, communication, etc.) and technical or mission support (social and demographic statistics, etc.).
- 3.4 All the activities related to the CPV will be implemented with substantial technical support from international specialists³⁰ intended to complement the INE's capacity. Work is also being done in the country in close cooperation with UNFPA (paragraph 3.13) with which a joint strategy has been established to support the CPV. This technical support will also include the drafting of terms of reference and specifications for the more complex procurement items, and support for the INE in selecting the bids that are the best matches for the contractual objectives, seeking greater integrity and transparency in these decisions.
- 3.5 **Coordination with FONPLATA.** The counterpart funds for this operation will be covered by parallel financing from FONPLATA to be used exclusively to support development of the CPV. A working group will be established with representatives of the INE, FONPLATA, and the IDB whose objective will be to review the documentation to be prepared by the PEU related to: (i) semiannual status reports on the operation; (ii) adjustments in the multiyear execution plan; (iii) annual work plans; (iv) procurement plans and adjustments as required; and (v) midterm and final evaluations and an ex post economic analysis. The reviews will prevent overlapping between the activities to be financed by each source and ensure their complementarity in the case of the CPV. To that end, the aforementioned documents will be submitted using a common form that will clearly separate the distribution of credit by source. In turn, the program will have a single set of Operating Regulations for execution that will describe the functions of the working group. The group will meet at least twice a year on dates close to production of the different reports by the PEU (first and third quarters of each year).
- 3.6 **Institutional coordination.** Since the census process requires the participation of different institutions and levels of government, coordination agreements will be reached with agencies of the central and subnational governments, in particular, the Ministry of Education for the enumeration stage of the CPV in which teachers and students will participate actively; the Ministry of Health and Sports, which will define and monitor protocols to be observed in all in-person activities as part of the COVID-19 health emergency; and the subnational governments to facilitate logistical support in the field work.
- 3.7 The PEU's responsibilities include: coordinating, preparing, and consolidating all administrative information to be submitted to the Bank, as described in the monitoring and evaluation plan ([MEP](#)). The semiannual status reports to be sent to the Bank not more than 60 days after the end of each six-month period will describe the level of compliance and physical and financial progress in the project,

³⁰ Particularly in the areas of: map updating and sectorization; data capture technology; preparation of the master sampling framework; and evaluation of the coverage and quality of census information.

using the indicators established in the results matrix, and the activities programmed in the [multiyear execution plan](#), the [AWP](#), and the [procurement plan](#), analyzing any problems encountered and presenting corrective measures. All of these reports require approval by the general program coordinator before their submission to the Bank. The reports for the second six-month period will also include the multiyear execution plan/AWP for the following calendar year, a disbursement forecast, the updated [procurement plan](#), possible changes in the budgets of each component, and monitoring of the project's risk matrixes.

- 3.8 **Program Operating Regulations.** The [program Operating Regulations](#) will provide a detailed description of the execution strategy and will include: (i) the project's organizational structure; (ii) the specific responsibilities of the members of the PEU and how the PEU will interact with the Bank; (iii) the technical and operating arrangements for execution; (iv) the programming, monitoring, and results evaluation plan; (v) guidelines for the financial, audit, and procurement processes; and (vi) interagency coordination mechanisms. The annexes will include a minimum of: (i) the results matrix; (ii) the fiduciary agreements and requirements for execution; (iii) the [MEP](#); (iv) the itemized budget; and (v) integrity risk and reputational impact.
- 3.9 **Special contractual conditions precedent to the first disbursement of the loan.** Disbursement of the loan proceeds will be subject to fulfillment, to the Bank's satisfaction, of the following conditions: (i) approval and entry into effect of the [program Operating Regulations](#) agreed upon in advance with the Bank; (ii) appointment of the general coordinator of the PEU, the technical coordinator of Component 1, a procurement specialist, and a financial specialist knowledgeable about the Bank's fiduciary policies, in accordance with terms agreed upon in advance with the Bank; and (iii) approval of local counterpart financing by FONPLATA's board of directors. These measures are necessary since the Bank's experience in the region shows that approval of the [program Operating Regulations](#) prior to the first disbursement contributes to the internal organization of the executing agency for successful implementation of the operation. It is also necessary to ensure that the program has full-time personnel working exclusively for it if the development objectives are to be attained. The third condition is necessary to mitigate the risk that funds will not be available to carry out all the activities planned in the CPV.
- 3.10 **Retroactive financing.** The Bank may retroactively finance eligible expenditures from the loan proceeds for up to a maximum of US\$15 million (15% of the proposed Bank loan, disbursed in accordance with the restrictions on disbursement speed described in paragraph 2.2) relating to Component 1 activities (paragraph 1.24), provided they were incurred in accordance with conditions substantially similar to those established in the loan contract and the procurement/contracting procedures conform to basic procurement principles. The expenditures will have been incurred after 2 December 2021 (approval date of the project profile), and in no event will expenditures incurred more than 18 months before the loan approval date be recognized (see the Policy on Recognition of Expenditures, Retroactive Financing, and Advance Procurement (document GN-2259-1)).

- 3.11 **Procurement of works, goods, and services.** Procurement of works and goods and contracting of consulting services will be carried out in accordance with the Policies for the Procurement of Goods and Works Financed by the IDB (document GN-2349-15) and the Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15). The Bank's Board of Executive Directors approved (document GN-2438-11) the use of the subsystem for National Support for Production and Employment for goods, works, and individual consultants which is part of the National Public Procurement System and can be used as established in the agreement between the IDB and the Bolivian government once the details on its use have been agreed upon. The [procurement plan](#) will itemize the procurement to be undertaken during execution.
- 3.12 **Disbursements.** Bank disbursements will take the form of advances of funds and/or reimbursements under the loan contract. The monetary value of each advance will be calculated based on cash flow programming for activities and procurement under each of the program's components for a period of up to 180 days. This period may be revised depending on the program's liquidity requirements and execution risks. The INE will ask the Ministry of Economic Affairs and Finance to open accounts in the Central Bank of Bolivia (BCB) to be used exclusively to receive Bank disbursements and make payments to program suppliers.
- 3.13 **Direct contracting.** The UNFPA, the United Nations agency responsible for population matters,³¹ may be contracted as a specialized agency to support the INE in conducting the CPV. This specialized agency will: (i) provide personnel, equipment, and services to develop the censuses; (ii) prepare and facilitate logistics to cover all parts of the country; (iii) support the analysis, dissemination, and interpretation of the data obtained; and (iv) report periodically on progress in census execution. The UNFPA provides a unique mix of capacity and experience³² for the preparation, execution, analysis, and dissemination of population and housing censuses in developing countries [6].
- 3.14 **Audits.** During execution, the executing agency will submit the program's audited financial statements annually to the Bank in accordance with the Financial Management Guidelines for IDB-financed Projects (document OP-273-12) (or those in effect), within 120 days after the end of the fiscal year.³³ The final audited financial statements will be submitted within 120 days after the last disbursement. The project will use a firm of independent auditors acceptable to the Bank, in accordance with the agreed terms of reference.

B. Summary of arrangements for monitoring results

- 3.15 **Monitoring.** A system will be established to monitor and evaluate program execution, which will focus on: (i) performance of program activities; and (ii) achievement of the output and results indicators established in the results matrix. Program monitoring will consist of the following tools: (i) the results matrix;

³¹ [UNFPA](#).

³² Pursuant to the policies established in documents GN-2349-15, paragraph 3.10, GN-2350-15, paragraph 3.16 (Selection of Specialized Agencies as Consultants), and paragraphs 3.10 and 3.11 (d) "When only one firm is qualified or has experience of exceptional worth for the assignment."

³³ The audited financial statements will also include the counterpart funds.

- (ii) the [multiyear execution plan](#); (iii) the [AWP](#); (iv) the [MEP](#); (v) the [procurement plan](#); (vi) risk analysis; (vii) progress monitoring reports; (viii) semiannual status reports; (ix) audited financial statements; (x) terms of reference for consulting services; and (xi) management or supervision missions. At least two joint meetings will be held each year between the executing agency and the Bank to discuss matters including: (i) progress in the activities identified in the [AWP](#); (ii) the level of compliance with the indicators established for each component; (iii) the [AWP](#) for the following year; and (iv) the [procurement plan](#) for the next 18 months, and possible changes in the budgets for each component ([MEP](#)).
- 3.16 **Evaluation.** The results matrix and the [MEP](#), among other tools, will be used for program evaluation. The program provides for a midterm and a final evaluation and an ex post economic evaluation covering technical, administrative, and financial considerations. The midterm evaluation will be performed when at least 50% of the funds have been disbursed or three years have elapsed since the loan contract has taken effect (whichever occurs first). This evaluation will have the main objectives of reviewing all the activities programed up to that time and possible deviations and their causes, and will propose corrective measures. It will also verify the midterm outputs, existence of the risks foreseen in the corresponding matrix, and the application of measures to mitigate them. The final evaluation will be performed at the end of the original disbursement period, or any extensions thereof, or when 90% of the loan has been committed, whichever occurs first, and its objectives will be to verify progress in achieving the targets for each of the expected results and the outputs generated by each component. This report will serve as an input for the project completion report.
- 3.17 The economic evaluation will be performed by means of an ex post cost-effectiveness analysis as part of the final evaluation and will replicate the exercise carried out for the ex ante economic analysis of the program using information obtained during execution and updating the data on the comparators. The effectiveness of the specific objectives will be evaluated through a before-and-after methodology applied to all the results indicators, combined with the conclusions reached by the evaluation of census coverage.

Development Effectiveness Matrix		
Summary		BO-L1220
I. Corporate and Country Priorities		
Section 1. IDB Group Strategic Priorities and CRF Indicators		
Development Challenges & Cross-cutting Issues	-Social Inclusion and Equality -Productivity and Innovation -Gender Equality and Diversity -Climate Change -Institutional Capacity and the Rule of Law	
CRF Level 2 Indicators: IDB Group Contributions to Development Results	-Agencies with strengthened digital technology and managerial capacity (#)	
2. Country Development Objectives		
Country Strategy Results Matrix	GN-2843	Improve the effectiveness of public governance.
Country Program Results Matrix		The intervention will be included in the 2022 Operational Program.
Relevance of this project to country development challenges (If not aligned to country strategy or country program)		
II. Development Outcomes - Evaluability		Evaluable
3. Evidence-based Assessment & Solution		9.4
3.1 Program Diagnosis		1.9
3.2 Proposed Interventions or Solutions		3.5
3.3 Results Matrix Quality		4.0
4. Ex ante Economic Analysis		8.0
4.1 Program has an ERR/NPV, or key outcomes identified for CEA		2.0
4.2 Identified and Quantified Benefits and Costs		3.0
4.3 Reasonable Assumptions		0.0
4.4 Sensitivity Analysis		2.0
4.5 Consistency with results matrix		1.0
5. Monitoring and Evaluation		8.4
5.1 Monitoring Mechanisms		2.8
5.2 Evaluation Plan		5.5
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood		Medium High
Environmental & social risk classification		C
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)	Yes	Financial Management: Budget, Treasury, Accounting and Reporting. Procurement: Information System.
Non-Fiduciary	Yes	Statistics National System.
The IDB's involvement promotes additional improvements of the intended beneficiaries and/or public sector entity in the following dimensions:		
Additional (to project preparation) technical assistance was provided to the public sector entity prior to approval to increase the likelihood of success of the project		

The general objective of the program is to increase the use of official statistical information in public and private decision-making. The program has two specific objectives: i) to improve the quality of official statistical information in terms of relevance, timeliness, reliability, and accessibility, and ii) to strengthen the institutional framework of the INE.

The program presents a complete diagnosis, with a precise description of the current state of national statistics and a detailed explanation of previous experiences in previous census rounds. The indicators associated with the general objective and the specific objectives included in the results matrix are SMART, have baselines, established goals, and means of verification.

The economic analysis of the project includes 49,6% of the total investment's costs of the project corresponding only toward the Population and Housing Census. This analysis was carried out through a cost-effectiveness analysis (CEA). The unit of analysis was the census omission rate since it allows comparability between countries and over time within the same country. The expected decrease in the census omission rate turns out to be cost-effective. Sensitivity analysis with more conservative assumptions yields results that do not exceed the cost-effectiveness ratio of the other alternatives. The remaining 50.4% investment costs of the project includes the following activities: the Agricultural Census, the Economic Census, the Time Use Survey, the EISM (Comprehensive Survey on the Women's Situation), the Family Budget Survey, and surveys related to Victimization and Citizen Security. For those activities, no CEA, least cost analysis, or comparable benchmark was provided. The DEM score for this section reflects only the quality of the economic analysis prepared for the Population and Housing Census.

The project includes a monitoring and evaluation plan according to Bank standards. The effectiveness of the proposed intervention will be measured through an evaluation using the before and after methodology. Additionally, the ex-post efficiency of the project will be evaluated using a cost-effectiveness analysis, which will replicate the exercise carried out for the ex-ante economic analysis of the program.

RESULTS MATRIX

Project objective:	The specific development objectives of this operation are to: (i) improve the quality of official statistical information in terms of relevance, timeliness, reliability, and accessibility (RTRA); and (ii) strengthen the institutional framework of the National Statistics Bureau (INE). Achieving these objectives will contribute to the general development objective of increasing the use of official statistical information in public and private decision-making.
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GENERAL DEVELOPMENT OBJECTIVE

Indicator	Unit of measure	Baseline value	Baseline year	Expected year achieved	Target	Means of verification	Comments
General development objective: To increase the use of official statistical information in public and private decision-making							
Indicator 1. Average number of monthly requests for sociodemographic information processed by the INE	Number	843	2021	2026	1,096	Project preparation report produced by the INE for the baseline Final report on the target produced by the executing agency and approved by the Bank	See MEP
Indicator 2. Ranking of the INE Internet page among the most visited pages in the country	Ranking	298	2021	2026	229	Country Alexa Rank	See MEP

SPECIFIC DEVELOPMENT OBJECTIVES

Indicator	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	Year 5	End of project	Means of verification	Comments
Specific development objective 1: Improve the quality of official statistical information in terms of RTRA											
Indicator 1. Percentage of indicators produced by the INE that can be estimated using information from the CPV to monitor the SDG indicators	Percentage	37	2021	0	0	0	0	51	51	Final report on the program prepared by the executing agency and approved by the Bank	See MEP
Indicator 2. Censuses that include new questions on the gender perspective	Census	0	2021	0	0	0	0	2	2	Report reviewing the questionnaires used in the Agricultural Census and the CEE	Pro-gender indicator See MEP
Indicator 3. Censuses that include new questions on the status of persons with disabilities	Census	0	2020	0	0	0	0	1	1	Report reviewing the questionnaire used in the CPV	See MEP
Indicator 4. Time elapsed between the end of enumeration in the CPV and the date of publication of the final national and departmental results (by age group and sex)	Month	18	2012	0	0	0	0	12	12	Publication of data on the web site	

Indicator	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	Year 5	End of project	Means of verification	Comments
Indicator 5. Time elapsed between the end of enumeration in the Agricultural Census and the date of publication of the preliminary results	Month	16	2013	0	0	0	0	9	9	Final report on the Agricultural Census	
Indicator 6. Time elapsed between the end of enumeration in the CEE and the date of publication of the preliminary results	Month	ND	ND	0	0	0	0	9	9	Final report on the CEE	
Indicator 7. Rate of omission in the CPV	Percentage	3.2	2012	0	0	0	0	1.9	1.9	Final report on the CPV Results of the post-census survey	See MEP
Indicator 8. General rate of nonresponse in the household finance survey	Percentage	10.7	2016	0	0	0	0	8	8	Final report on the household finance survey	
Indicator 9. ODIN index	Score	47.5	2020	0	0	0	0	52.5	52.5	Open Data Watch Report Measuring the Statistical Capacity of Nations	See MEP

Indicator	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	Year 5	End of project	Means of verification	Comments
Indicator 10. Surveys on gender-sensitive considerations	Survey	0	2020	0	0	0	0	2	2	Report with a review of the questionnaires used in the surveys on violence against women and time use	Pro-gender indicator
Specific development objective 2: Strengthen the institutional framework of the INE											
Indicator 1. World Bank's Statistical Performance Index (SPI)	Index	62.7	2020	0	0	0	0	80	80	SPI 2026	See MEP
Indicator 2. Government agencies benefited by projects to strengthen technological and managerial tools to improve public service delivery	Number	0	2020	0	0	0	0	1	1	Semiannual status reports and final report approved by the Bank	

OUTPUTS

Indicator	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	Year 5	Fin del Proyecto	Means of verification	Comments
Component 1: Support for the generation of good-quality census statistics											
1.1. Documents on census planning and organization approved: (i) CPV; (ii) Agricultural Census; and (iii) CEE	Document	0	2021	1	1	1	0	0	3	Program status reports approved by the Bank Documents approved by the INE	
1.2. Updated map database, digitalized for census operations	Map database	0	2021	1	0	0	0	0	1	Semiannual program status reports (2022) approved by the Bank	
1.3. Trial censuses carried out	Trial census	0	2021	1	0	1	1	0	3	Trial census reports sent to the Bank Program status reports approved by the Bank	
1.4. Census publicity and awareness campaigns designed and implemented	Campaign	0	2021	1	0	1	1	0	3	Program status reports approved by the Bank	
1.5. Field operations for the CPV implemented	Operations	0	2021	1	0	0	0	0	1		
1.6. CPV database processed	Database	0	2021	0	1	0	0	0	1	CPV database 100% processed and available for use on Redatam on INE's website	
1.7. Field operations for the Agricultural Census implemented	Operations	0	2021	0	0	1	0	0	1	Program status reports approved by the Bank	

Indicator	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	Year 5	Fin del Proyecto	Means of verification	Comments
1.8. Field operations for the CEE implemented	Operations	0	2021	0	0	0	1	0	1		
1.9. Business directory completed	Directory	0	2021	0	0	0	0	1	1	Directory available on the website, fulfilling the applicable legal requirements	See MEP
1.10. Master sampling frameworks for housing, agricultural areas, and business establishments updated	Sampling framework	0	2021	0	0	1	1	1	3	Program status reports approved by the Bank	
1.11. Statistical information from the CPV, the Agricultural Census, and the CEE disseminated	Document	0	2021	0	1	0	1	1	3	Information available on the INE's website	See MEP
1.12. Methodological documentation on census processes produced and published	Document	0	2021	0	1	0	1	1	3	Program status reports approved by the Bank Inclusion of the documentation in the Central Data and Microdata Catalogue	See MEP
1.13. Evaluation of the coverage and quality of census information completed	Document	0	2021	0	1	0	0	0	1	Evaluation report sent to the Bank	

Indicator	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	Year 5	Fin del Proyecto	Means of verification	Comments
Component 2: Support for implementation of an integrated system of household surveys											
2.1. Documents on planning and organization of the integrated system of surveys prepared	Document	0	2021	0	1	1	1	1	4	Program status reports approved by the Bank	
2.2. Field operations for the household finances survey implemented	Operations	0	2021	0	0	1	0	0	1		
2.3. Household finances survey database implemented	Database	0	2021	0	0	0	1	0	1	Database available on the INE's website	See MEP
2.4. Field operations for the comprehensive survey on the status of women implemented	Operations	0	2021	0	0	0	0	1	1	Program status reports approved by the Bank	Pro-gender indicator
2.5. Status of women survey database disseminated	Database	0	2021	0	0	0	0	1	1	Database available on the INE's website	See MEP
2.6. Field operations for the time-use survey implemented	Operations	0	2021	0	0	0	1	0	1	Program status reports approved by the Bank	Pro-gender indicator
2.7. Time-use survey database disseminated	Database	0	2021	0	0	0	0	1	1	Database available on the INE's website	See MEP
2.8. Field operations for the survey on victimization and citizen security implemented	Operations	0	2021	0	0	1	0	1	2	Program status reports approved by the Bank	
2.9. Victimization and citizen security survey databases disseminated	Database	0	2021	0	0	1	0	1	2	Database available on the INE's website	See MEP

Indicator	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	Year 5	Fin del Proyecto	Means of verification	Comments
Component 3: Technical and institutional strengthening of the INE											
3.1. Methodologies standardized for statistical use of administrative records	Methodology	0	2021	0	0	1	1	1	3	Program status reports approved by the Bank	
3.2. Geoportal available	Geoportal	0	2021	0	0	1	0	0	1		
3.3. INE website upgraded	Website	0	2021	0	0	0	1	0	1	INE's website including the planned upgrades	See MEP
3.4. Training and change management courses implemented	Course	0	2021	1	2	2	3	1	9	Report on the courses and lists of participants	See MEP
3.5. Thematic monographs based on census information produced	Document	0	2021	0	0	0	2	2	4	Program status reports approved by the Bank	Pro-gender indicator See MEP
3.6. Cybersecurity strategy designed and implemented	Document	0	2021	0	0	1	0	0	1		

Country: Bolivia

Division: IFD/ICS

Operation: BO-L1220

Year: 2022

FIDUCIARY AGREEMENTS AND REQUIREMENTS

Executing agency: National Statistics Bureau (INE)

Name of the operation: Program to Strengthen the Statistics System in the Plurinational State of Bolivia

I. FIDUCIARY CONTEXT OF THE EXECUTING AGENCY

1. Use of country systems in the operation

<input checked="" type="checkbox"/> Budget	<input type="checkbox"/> Reports	<input checked="" type="checkbox"/> Information system	<input type="checkbox"/> National competitive bidding (NCB)
<input checked="" type="checkbox"/> Treasury	<input type="checkbox"/> Internal audit	<input type="checkbox"/> Shopping	<input type="checkbox"/> Other
<input checked="" type="checkbox"/> Accounting	<input type="checkbox"/> External control	<input type="checkbox"/> Individual consultants	

2. Fiduciary execution mechanism

<input checked="" type="checkbox"/>	Special features of fiduciary execution	The borrower will be the Plurinational State of Bolivia and the INE will be the executing agency, through the PEU, which will carry out the program's technical, administrative, legal, fiduciary, environmental, and social activities. The IDB's funding will be granted in accordance with the Operating Regulations for this operation.
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3. Fiduciary capacity

Fiduciary capacity of the executing agency	The executing agency's fiduciary capacity has been determined to be medium-high. The results of the institutional capacity assessment indicated that the executing agency's fiduciary capacity needs to be strengthened with the establishment of a PEU to take charge of managing program resources, including financial and accounting administration, procurement, and contracting. The INE will be responsible for contracting key personnel through its Administrative Services Unit, which will establish the PEU. Some interventions were also identified to strengthen the PEU's technical and administrative operating capacity, as well as the preparation of flowcharts for processes and procedures associated with program execution.
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4. Fiduciary risks and risk response

Risk classification	Risk	Risk level	Risk response
Human resources	If the executing agency fails to designate and contract personnel knowledgeable about the Bank's fiduciary policies and project management in the first three months of execution, this could complicate or delay compliance with the operation's timetable.	Medium-high	To mitigate this risk, the support of a specialist in procurement and a financial specialist with knowledge of the Bank's fiduciary policies will be contracted at the start of the project using program funds. The executing agency will also receive training and support from the Bank's fiduciary team, which will also study mechanisms to allow for shortened processes.

5. Policies and guidelines applicable to the operation: Procurement will be defined in the [procurement plan](#) approved by the Bank and will be carried out in accordance with the Policies for the Procurement of Goods and Works Financed by the IDB (document GN-2349-15) and the Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15), or those in effect at the time.

6. Exceptions to policies and guidelines: None.

II. CONSIDERATIONS FOR THE SPECIAL PROVISIONS OF THE LOAN CONTRACT

Exchange rate:	For purposes of Article 4.10 of the General Conditions, the parties agree that the exchange rate to be used will be the rate stipulated in Article 4.10(b)(i). For purposes of determining the equivalency of expenditures incurred in local currency chargeable against the local contribution or for reimbursement of expenditures from the loan, the exchange rate will be the rate in effect on the date that the borrower, executing agency, or other person or legal entity with delegated authority to incur expenditures make such payments to a contractor, supplier, or beneficiary.
Type of audit:	Audited program financial statements. The executing agency will submit the program's audited financial statements within 120 days after the close of each of its fiscal years during the original disbursement period or any extensions thereof and within 120 days following the date of the last disbursement of the loan, duly audited by an independent firm of auditors acceptable to the Bank, in accordance with terms of reference agreed upon by the Bank and the INE.

III. AGREEMENTS AND REQUIREMENTS FOR PROCUREMENT EXECUTION

<input checked="" type="checkbox"/>	Bidding documents	For the procurement of works, goods, and nonconsulting services carried out in accordance with Bank policies (document GN-2349-15) and subject to international competitive bidding, the Bank's standard bidding documents or other documents agreed upon by the executing agency and the Bank for the specific procurement item will be used. Likewise, the selection and contracting of consulting services will be carried out according to the Policies for the Selection of Consultants (document GN-2350-15) using the standard request for proposals issued by the Bank or agreed upon by the executing agency and the Bank for the specific selection process. The project's sector specialist will be responsible for reviewing the technical specifications and terms of reference for procurement during preparation of the selection processes. This technical review may be conducted ex ante and is independent of the procurement review method.
<input checked="" type="checkbox"/>	Direct selection and contracting	The UNFPA, which is the United Nations agency responsible for population matters, may be contracted as a specialized agency to support the INE in conducting the CPV, based on the provisions of the Policies for the Selection of Consultants (document GN-2350-15) governing the selection of specialized agencies (paragraphs 3.10 and 3.16). This specialized agency will: (i) provide personnel, equipment, and services to conduct the censuses; (ii) prepare and facilitate logistics to cover all parts of the country; (iii) support the analysis, dissemination, and interpretation of the data obtained; and (iv) report periodically on progress in census execution.
<input checked="" type="checkbox"/>	Recurring expenses	Recurring expenses to start up the project approved by the Project Team Leader will be financed in accordance with the executing agency's administrative procedures. Those procedures will be reviewed and accepted by the Bank, provided they do not contravene the principles of economy, efficiency, and competition.
<input checked="" type="checkbox"/>	Advance procurement and	The Bank may retroactively finance eligible expenditures from the loan proceeds for up to a maximum of US\$15 million (15% of the proposed Bank loan, disbursed in accordance with the restrictions on the speed of disbursements) for activities in

	retroactive financing	Component 1, provided that requirements substantially similar to those established in the loan contract have been met and the procurement/contracting procedures conform to basic procurement principles. The expenditures will have been incurred after 2 December 2021 (approval date of the project profile), and in no event will expenditures incurred more than 18 months before the loan approval date be recognized (see the Policy on Recognition of Expenditures, Retroactive Financing, and Advance Procurement (document GN-2259-1)).						
<input checked="" type="checkbox"/>	Procurement supervision	<p>Supervision will be conducted on an ex post basis, except where ex ante supervision is justified. When procurement processes are executed through the country system, they will be overseen by the country supervision system. The supervision method (i) ex ante, (ii) ex post, or (iii) country system will be determined for each selection process. Ex post reviews will be conducted every 12 months as per the project supervision plan, which is subject to change during execution. The ex post review reports will include at least one physical inspection visit (the inspection will verify the existence of the procurement, leaving verification of their quality and compliance with the specifications to the sector specialist) selected from among the procurement processes subject to ex post review (not less than 10%). The thresholds for ex post review are:</p> <table border="1"> <thead> <tr> <th>Works</th><th>Goods/services</th><th>Consulting services</th></tr> </thead> <tbody> <tr> <td>US\$3,000,000</td><td>US\$200,000</td><td>US\$200,000 firms US\$30,000 individuals</td></tr> </tbody> </table>	Works	Goods/services	Consulting services	US\$3,000,000	US\$200,000	US\$200,000 firms US\$30,000 individuals
Works	Goods/services	Consulting services						
US\$3,000,000	US\$200,000	US\$200,000 firms US\$30,000 individuals						
<input checked="" type="checkbox"/>	Records and files	The INE will be responsible for establishing the controls needed to safeguard and protect the integrity of program documentation generated ex post or ex ante. The Bank may at any time verify the standards governing the organization, control and security of the files.						

Main procurement items

Description	Selection method	Estimated date	Estimated amount (US\$)
Goods			
Voice and data equipment, teleconferencing services, increase in bandwidth, dedicated data link, software for INE's data processing	NCB	Mar. 2023	300,000
Paper products, utilities, and inputs	Shopping (Minimum of three quotes)	Mar. 2023	50,000
Nonconsulting services			
Printing, photocopying, Internet, cleaning, and vehicle maintenance services	NCB	Mar. 2023	1,000,000
Firms			
Service provided by UNFPA to support the INE in conducting the CPV	SSS	June 2022	500,000
Training in the use of administrative records for statistical purposes	QCBS	Jan. 2025	200,000
Training in sampling techniques and estimation processes for economic and social surveys	ICB	Jan. 2025	120,000
Standardization of methodologies for the statistical use of records	ICB	May 2025	100,000

Description	Selection method	Estimated date	Estimated amount (US\$)
Individuals			
Contracting of individual line consultants	3 CVs	Jan. 2023	14,000,000

To consult the procurement plan see [link](#).

IV. FINANCIAL MANAGEMENT AGREEMENTS AND REQUIREMENTS

<input checked="" type="checkbox"/>	Programming and budget	Since the borrower is the Plurinational State of Bolivia, the operation's funds will be included in the national budget and subsequently transferred to the INE, which is administratively and financially autonomous, and which must also include them in its budget. No delays are expected that could affect budget execution.
<input checked="" type="checkbox"/>	Treasury and disbursement management	<p>The exchange rate for accounting purposes will be the rate in effect on the date that the borrower, executing agency, or other person or legal entity to whom spending authority has been delegated makes payments or transfers, as per Article 4.01(b)(i) of the General Conditions.</p> <p>The disbursement method will be advances of funds and/or reimbursements.</p> <p>The disbursement mechanism will be through the submission of requests physically and/or online using the Online Disbursements platform.</p> <p>Bank account: The borrower/executing agency will keep the funds advanced in a bank account used exclusively for the program in U.S. dollars in the Central Bank of Bolivia (BCB) to receive disbursements, which will be controlled/reconciled through the Treasury Single Account (CUT) passbook (designated account).</p> <p>Financial plan: Advances will be for periods of up to six months (180 days), depending on liquidity requirements for adequate project execution based on commitments.</p> <p>The justification percentage will be 80% of advances pending justification.</p> <p>Cash flow: The funds will be disbursed to the executing agency into the account in the BCB, from where they will be transferred as payments for goods and services to contractors/suppliers.</p>
<input checked="" type="checkbox"/>	Accounting, information systems, and reporting	<p>The specific accounting standards for project execution will be the Regulatory Framework of the Plurinational State of Bolivia.</p> <p>The accounting reports will be the statement of cash receipts and disbursements and the statement of cumulative investments, with their respective notes, prepared based on the accounts generated by the public financial information system.</p> <p>Accounting method and currency will be on an accrual basis, but the financial reports to be submitted to the Bank will be prepared on a cash basis, in U.S. dollars.</p>
<input checked="" type="checkbox"/>	Financial supervision of the operation	Financial supervision will take the form of on-site visits to the INE, working meetings, and desk reviews of reports and audited financial statements, etc. It will be performed by the Bank's financial management team, support consultants, and the firm to be hired to audit the program's annual financial statements. Supervision may be adjusted based on experience in executing the program. ¹

¹ Opinions on the annual audited financial statements and internal control comments/findings, should they exist.

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-___/22

Bolivia. Loan ____/OC-BO to the Plurinational State of Bolivia
Program to Strengthen the Statistics System
in the Plurinational State of Bolivia

The Board of Executive Directors

RESOLVES:

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 contract or contracts as may be necessary with the Plurinational State of Bolivia, as borrower, for the purpose of granting it a financing to cooperate in the execution of the Program to Strengthen the Statistics System in the Plurinational State of Bolivia. Such financing will be for the amount of up to US\$100,000,000 from the resources of the Bank's Ordinary Capital, and will be subject to the Financial Terms and Conditions and the Special Contractual Conditions of the Project Summary of the Loan Proposal.

(Adopted on ____ 2022)