

**PROGRAM OF SUPPORT FOR THE 2002 NATIONAL POPULATION
AND HOUSING CENSUS**

(PR-0130)

EXECUTIVE SUMMARY

Borrower:	Republic of Paraguay	
Executing agency:	Statistics, Surveys, and Census Directorate (DGEEC) of the Technical Planning Secretariat, Office of the President of Paraguay	
Amount and source:	IDB (Ordinary Capital):	US\$ 9.2 million
	Local:	<u>US\$ 2.6 million</u>
	Total:	US\$11.8 million
Financial terms and conditions:	Amortization period:	20 years
	Implementation period:	3 years
	Grace period:	3-1/2 years
	Disbursement period:	3-1/2 years
	Interest rate:	variable
	Inspection and supervision:	1%
	Credit fee:	0.75%
	Currency:	Ordinary Capital currency pool
Objectives:	The program's objective is to assist the DGEEC in conducting the 2002 National Population and Housing Census (Census 2002), by financing human and physical resources and supplying funding to ensure that census work is conducted efficiently, to a high standard of quality, and on schedule. DGEEC's management and operational capacity also will be strengthened to equip it to perform its functions generally, and those pertaining to Census 2002 specifically.	
Description:	The program would pursue the above-listed objectives by way of activities grouped into four components. The first three cover the successive stages of the census operation; the fourth involves institutional strengthening of the executing agency on the technical side.	
	1. Preparatory (pre-enumeration) stage (US\$5.5 million). This work to organize the national count takes in: (i) census planning and organization; (ii) passage of enabling legislation; (iii) setup of the National Census Commission; (iv) pre-enumeration work and updating of national census maps;	

- (v) trial census and definition of instruments; (vi) training; and (vii) publicity and public awareness-raising.
2. **Enumeration** (US\$3 million). This is the nationwide enumeration phase, consisting of the following activities: (i) developing an enumeration plan; (ii) synchronized mobilization of human resources and materials; and (iii) the field enumeration itself and handover of census forms.
 3. **Post-enumeration stage** (processing, evaluation, release of results) (US\$765,000). The goal is to obtain basic statistical data that are current as of August 2002. Activities at this stage are: (i) editing and coding of questionnaires; (ii) processing of returns and creation of a database; (iii) census evaluation, to gauge data quality and coherence; (iv) population estimating and forecasting; and (v) release of census results. For the latter step, a plan will be devised for the delivery of data to government agencies, under agreements, along with special arrangements for private organizations, underpinned by a cost-recovery policy with differential pricing.
 4. **DGEEC institution-strengthening** (US\$102,000). The aim is to better equip DGEEC technical staff for census-return analysis, by preparing studies on: (i) national, urban/rural, departmental, district, and labor force population forecasts; (ii) the indigenous population; (iii) women; (iv) electoral demographics; (v) fertility; (vi) mortality; (vii) business demographics; (viii) housing shortage; and (ix) feasibility of business censuses. Complementing these activities will be advisory support for the census's preparation and execution and for reviews of DGEEC's legal and institutional foundations

**The Bank's
country and
sector strategy:**

Priorities in the Bank's strategy for its activities with Paraguay are: (i) **development and modernization of the structure of production**, to make the economy more competitive and the nation a full partner in regional integration moves; (ii) **modernization of the State**, to heighten the State's role in spurring and regulating growth, develop institutional capacity, help it deliver essential services more efficiently, and enhance governance; (iii) **rural development**, to bring lasting improvements in the standard of living of rural dwellers; and (iv) **social sector reform**, to further human capital development. The proposed program is concordant with this strategy. Specifically, it will help equip the government with reliable, up-to-date statistical data on social, economic, and population indicators, to guide the decisions of government policy-makers and public-spending programmers and thereby help improve governance.

Data yielded by the program also will be of use in assessing economic and social development policies and programs, providing valuable input for strategies to combat poverty and improve social-service delivery and helping to pinpoint target areas for investment and those with growth prospects.

Environmental and social review:

The program was reviewed by the Committee on Environment and Social Impact, which concluded that the program will have no adverse environmental effects and will yield benefits on the social side. Pursuant to the committee's recommendations, the following elements have been built into the first component (preparatory/pre-enumeration work): (i) use of appropriate media to make certain that indigenous communities learn of the census and to elicit their participation (paragraph 2.13); (ii) arrangements to ensure that gender and ethnic issues are duly addressed (paragraphs 1.13 and 2.7); and (iii) questions addressed to the indigenous population as part of the census form design (paragraph 1.13).

Benefits:

The program would yield an array of benefits. Census data will be used for a variety of purposes by government and private-sector agencies both in Paraguay and internationally. The information will be valuable to those who shape and implement development policies, strategies, plans, and programs, to the ultimate benefit of all Paraguayans. The census is virtually the only source of statistical inquiry for smaller geographic areas such as departments and municipalities, since surveys are not statistically representative for those levels and administrative records refer only to services like health and education. A special benefit of Census 2002 for Paraguay's indigenous population will be a separate questionnaire to capture information on indigenous groups.

Risks:

To be successful, a census must be conducted simultaneously throughout the country at a selected moment in time. This requires strict adherence to a timetable: since each step is a prerequisite for the following one, any variance in the schedule can jeopardize the operation. Accordingly, the proposed Bank and government resources would have to be available when scheduled and, for management of the program's finances, decisions have to be made in advance on special procedures for the sometimes-urgent massive procurement and services contracting that will be called for (paragraphs 3.30, 3.31, 4.12).

Special contractual conditions:

- a. Conditions precedent to the first disbursement of Bank funds: (i) entry into force of the resolution establishing the Census Executing Unit (paragraph 3.8); (ii) setup of the Program Executing Unit (PEU) within the Census Directorate, including hiring and assignment of PEU personnel (paragraph 3.8); (iii) submittal of the annual work plan for year 1 of the operation (paragraph 3.22); and (iv) entry into force of the law fixing the date and rules and requirements for Census 2002 (paragraph 4.2).
- b. Special implementation condition: submittal, in the 60 days preceding the end of one implementation year, of the annual work plan for the following year (paragraph 3.22).

Poverty-targeting and social sector classification:

This operation does not qualify as a poverty targeted initiative as described in the indicative targets for Bank activities mandated in the Eighth Replenishment (document AB-1704). However, by virtue of the census data gathered and processed, the program will: (i) help pinpoint poverty zones and places with the heaviest demand or most acute shortfalls in public services of all kinds, including studies of indigenous populations; (ii) provide input for studies of ecologically fragile zones, in the form of data on existing residential units and their occupants; and (iii) provide data on the population's predominant economic activity and living conditions

Exceptions to Bank policy:

See the following section on procurement.

Procurement:

Goods will be purchased and consultants hired following Bank procedures. International publicity will be required in calls for bids for goods costing the equivalent of US\$250,000 and up and for consulting contracts over US\$200,000 equivalent. No financing for construction work is envisaged in the program (paragraph 3.29).

Given the nature of the operation, which will require mass contracting of non-specialized support services of all kinds that do not qualify as consulting services, with modest unit costs, a more expeditious selection and contracting system is being proposed to take these needs into account and at the same time ensure that basic principles of competition and transparency in Bank-funded contracting are observed (paragraph 3.30).

To expedite the program's execution and facilitate Country Office supervision work, a change in the procedure for reviewing the selection and hiring of census support workers is being recommended, to permit ex post reviews of contracts under US\$20,000 (paragraph 3.31).