

PD-ABI-925
89056

PROJECT ASSISTANCE COMPLETION REPORT

National Rural Household Survey Project

511-0612

April, 1994

Project Status

Project Rationale and Components.

The project was designed as a data collection system to generate objective information on the basic socioeconomic characteristics of the country's rural households and population. The project did not fully accomplish these objectives, although a very successful "pilot" project was carried out in the Department of Cochabamba in collaboration with the U. S. Bureau of the Census (BUCEN), the Bolivian National Institute of Statistics (INE), and the PL-480 Executive Secretariat (ES).

Technical and administrative problems on the part of the implementing entity (INE) prevented timely mobilization to meet the original planned window (end of the agricultural growing season) needed for reliable survey results for the country as a whole, but the survey was fully implemented in the Department of Cochabamba where the Mission's critical alternative development projects are being carried out. In addition, the considerable amount of work done developing exhaustive maps and *croquis* for household identification at the national level was put to good use in the sample design for the 1992 Census, even though this was not a purpose of the original project design.

The survey results were tabulated and made available to INE and other GOB offices, USAID offices, interested NGOs and private consulting firms on disk and published hard copy. The results of the Cochabamba survey have been praised as highly positive technically and have been used to generate important analyses by GOB offices on labor organization in rural households, food security concerns, and preliminary planning for possible rural development projects. Survey results were used by Cochabamba Regional Development Project personnel to design a complementary agricultural area survey in the transitional Chapare area of the country where alternative crops are being introduced as eventual substitutes for coca.

Based on the positive results of the Cochabamba survey, the GOB presented a comprehensive, well thought-out proposal for going forward with a national survey at the end of the 1994 agricultural growing season. However, after careful consideration of the Mission's current priorities and expected resources, the inadequate administrative organization and technical commitment to the original survey on the part of INE, coupled with a clear need to reduce the number of the Mission's management units, it was determined that any USAID assistance or participation in a national rural household survey should not be through this project. This decision was made notwithstanding the perception that the recently completed Census results and the lessons learned from the Cochabamba survey would provide the basis for a successful, cost effective national survey. It was accordingly decided that all project activities would be terminated as of 9/30/93, consistent with the PACD, and the project would be closed out.

Financial Status

A total of \$1,717,291 was authorized for the project, of which \$1,706,864 was obligated or set aside for use in the project. USAID obligated \$1,000,000: \$684,348 for a PASA with BUCEN and \$315,652 with the GOB. Disbursements to BUCEN totaled \$673,467 over the IOP (96.7% of the obligated amount), leaving a balance of \$10,881. Of the \$315,652 grant amount obligated with the GOB, only \$159 (less than one percent) was disbursed, resulting in a balance of \$315,493. Total unexpended amounts obligated by USAID and not disbursed amount to \$326,374. This amount is available for de-obligation prior to 9/30/94. The GOB set aside from PL-480 and DIFEM local currencies a total of \$706,864, of which \$657,018 (92.9 percent) was disbursed. Over-all disbursements amounted to 77.5 percent of the amounts originally authorized or planned.

The following financial status table summarizes financial flows over the life of the project.

FINANCIAL STATUS PROJECT 511-0612 (12/31/93)			
Planned USAID Contribution: \$1,000,000			
Reference	Obligated	Disbursed	Balance
PIO/T 00074	350,000	350,000	0
PIO/T 20032	334,348	323,467	10,881
LSGA	315,652	159	315,493
Sub-total	1,000,000	673,626	326,374
Planned GOB Contribution: \$717,291			
PL 480	558,114	508,268	49,846
DIFEM	148,750	148,750	0
Sub-total	706,864	657,018	49,846
TOTAL	1,706,864	1,330,644	376,220

Project Accomplishments

Project Goal and Purpose

The goal of the project was to contribute to the transformation of the Bolivian economy through increased income, investment and productivity in non-coca activities by providing a means for improving rural sector policy planning, project design and evaluation. This goal supported the Mission's Alternative Development Strategic Objective by making available to a wide range of users basic data needed for program and project design and implementation in rural areas of the Department of Cochabamba.

The purpose of the project was to develop an objective data base on the socioeconomic characteristics of the rural population for use in the development of policies and programs by the GOB, USAID and others, and to provide essential inputs for tracking progress on programs and projects supporting alternative development objectives.

Since fieldwork was carried out only in the Department of Cochabamba, and not nation-wide as planned, only one of eight planned sampling frames was actually sampled, accounting for 1,344 interviews, compared to a planned 6,048. Accordingly, either 13 percent or 22 percent of planned fieldwork was carried out, depending on whether accomplishment is based on the number of planned sampling frames or the number of planned interviews.

A variety of analyses were carried out, including analyses of all basic tabulations and a key multivariate analysis that defined a typology of rural households for assessing expected impacts from alternative programmatic interventions, including the impacts of different policy instruments on the objective of raising household incomes from sources other than coca. Planned analyses of labor use by gender, an in-depth analysis of non-farm activities, and an evaluation of market access and farm incomes were not completed under the project, but GOB agencies have done analyses of labor use and the Mission's Agricultural and Rural Development office has contracted for analyses in these areas. It is estimated that roughly 80 percent of planned analyses was concluded, referred only to the Department of Cochabamba.

Although there is general agreement among users of the survey's results in terms of the high quality of the data and its usefulness, there is also considerable disappointment with respect to the continued paucity of rural household data for the country as a whole. Except for the Department of Cochabamba, the data problems that motivated original development of the project have not been resolved, and are a serious problem in designing sustainable development activities in rural areas, since lack of data impedes even simple formulations of the problems that need to be solved. Data provided by the 1992 Census complement, but do not

substitute for, the kinds of data intended to be assembled by the Rural Household Survey.

The June-July, 1994 window would be ideal for extending the Survey nationwide, but will not be utilized. The 1992 Census is finished, the 1993 national elections have been concluded and INE's professional staff have the time and ability (but not the budget, even though with the work that has already been done and using the Census results as a basis, would be modest) to proceed without substantive USAID or BUCEN involvement. However, based upon past difficulties in implementing the original project, USAID/B continues to hold little confidence in the administrative and technical capabilities of INE.

The project has been criticized for its high apparent cost based on the number of interviews actually completed. Considering that total expenditures amounted to \$1,330,644 and interviews were done in only 1,344 households, the resulting average cost of \$990 per household does in fact seem excessive. Planned project expenditures, however, amounted to \$1,717,291, spread over an anticipated nationwide sample of 6,048 households, which would have resulted in an average cost per interviewed household of \$284.

Of the total amount disbursed, some \$500,000 was related to expenditures for a comprehensive cartographic survey from which *croquis* for identification of households to be surveyed were developed. The population covered by this survey was on the order of 823,000 households. This survey simplified and facilitated the 1992 Census undertaking. Just over \$673,626 was disbursed to the PASA with BUCEN, and included the purchase of computers, furniture, training and analysis of survey results. Practically all of the foregoing expenses were independent of the size of sample actually implemented, and were useful for more purposes than the project as such. Actual field expenditures for obtaining interviews in 1,344 households were less than \$150,000, or some \$110 per household.

Indicators of Implementation Benchmarks

Documentation of sampling methodology and complete survey procedural manuals were developed and published as planned. Four of five local professionals were trained by BUCEN, two data user seminars were conducted, and four sets of survey results were published or distributed. Planned publicity campaigns were not done, because of the great political sensitivity of questions regarding coca cultivation. Although only the Department of Cochabamba was surveyed, all of the steps needed for a nationwide survey were required for the smaller survey.

The following table summarizes planned vs. actual results in terms of implementation benchmarks.

INDICATORS OF PROJECT ACCOMPLISHMENT			
Indicator	Planned for LOP	Achieved during LOP actual % planned	
Purpose Level Indicators: End of Project Status			
Complete fieldwork (%)	100	13	13
Complete analyses (%)	100	80	80
Principal Output Indicators of Critical Milestones of Project Implementation			
Sampling methodology docs	2	2	100
Sampling frames	8	1	13
Procedural manuals	6	6	100
Household interviews compl	6,048	1,344	22
Publicity campaigns	3	0	0
Data user seminars	1	2	200
Survey results published	4	4	100
Professional training	5	4	80
M	4	2	50
F	1	2	200

Lessons Learned

The institutional assessment of INE capabilities during the project design phase appears to have been *ad hoc*. The result was an over-estimation of INE capabilities, which in the end required substantial USG management of the project because of INE's technical and management problems and inadequate commitment to the survey (eg., at the last minute, USAID was required to ask the IBRD to lend vehicles to INE to carry out the Cochabamba survey).

A full-time USAID project coordinator/manager expert in statistical and survey methods and analyses should have been contracted before actual planning of the survey was initiated to collaborate with INE personnel and look after USAID interests throughout the LOP. This person would have provided technical advice during the planning of the survey and during fieldwork and guided or performed the *ex post* analyses. Temporary PASA experts undoubtedly shared valuable expertise, but a single full time coordinator/manager would have been a superior choice, and would

have resulted in avoidance of the problems of long distance coordination that was not an implementation asset.

The Mission considered and rejected the option of pursuing a lower quality nation-wide survey. This could have been an error. A nationwide survey of lower quality than that obtained in the Department of Cochabamba may have produced a larger quantity of useful data for a wider range of users and applications than the restricted survey actually carried out. However, the Mission adopted a strict approach regarding data quality, which was based on over-confidence in INE's administrative and technical capabilities. When faced with delays at the national level, a decision was made to concentrate all resources on the Department of Cochabamba, and to proceed with the national survey at a later date. No later date was ever found. Although the survey conducted in the Department of Cochabamba is considered to be of very high quality, with high statistical reliability and usefulness, the option of sacrificing some reliability due to non-response by interviewing past the specified window of opportunity (one to two months after harvest), but adhering to the nationwide game plan, was not adequately considered, resulting in not being able to meet the project's goals and objectives.

Recent Closeout Actions

The PIL to the GOB advising that project activities would not be continued after the 9/30/93 PACD was delivered in September, 1993. BUCEN was similarly advised that billings for activities or services performed after 9/30/93 would not be approved. All billings for services performed under the PASA are believed to have been received, and have been paid.

A Grant-in-Aid of all expendable and non-expendable project property was made to INE, as called for in the project agreements. Final transfers of this property, including filled original questionnaires and data disks, were concluded in April, 1994.

The only action yet to be taken is de-obligation of remaining project funding.

Clearances:

ECON:KBeasely	<u>[Signature]</u>	Date	<u>5/12/94</u>
A/ARD:CHash	<u>[Signature]</u>	Date	<u>5/18/94</u>
PD&I:LLucke	<u>[Signature]</u>	Date	<u>5/27/94</u>
DP:ESzepezy	<u>[Signature]</u>	Date	<u>6/1/94</u>
RCO:MKidd	<u>[Signature]</u>	Date	<u>6/1/94</u>
CONT:RGoughnour	<u>[Signature]</u>	Date	<u>6/14</u>
RLA:SAllen	<u>[Signature]</u>	Date	<u>6/17</u>

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