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WORLD BANK INITIATIVES IN THE DESIGN OF PERMANENT INTEGRATED
HOUSEHOLD SURVEYS**

Report of the World Bank

SUMMARY

This paper up-dates the Bank's presentation to the twenty-fifth session of the Commission in 1989. The present paper is divided into five sections. The introductory section provides a brief overview of the circumstances which led the Bank to take initiatives in the area of household sample surveys, culminating in the launching of the Living Standards Measurement Study program and the Social Dimensions of Adjustment program. Section II provides information on the evolution of the LSMS program, its implementations at the country level and outlines plans for the immediate future. Section III contains information on the main features of the SDA program and sets out the modalities now in place for implementing integrated multi-topic surveys in countries of Sub-Saharan Africa. The demand driven nature of the program, with its emphasis on collection analysis and use of data, is stressed. Details of how the SDA program is being implemented and co-ordinated at both the international and national levels, are presented. Section IV reports on the wide support the two Bank initiatives enjoy and how these programs relate to the overall goals of strengthening statistical systems. Section V draws the attention of the Commission to specific aspects of the two programs and seeks the Commission's broad support for continued implementation.

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I INTRODUCTION

1. Raising living standards, especially those of the poor, has been a central goal of policies in support of economic growth and development. Reliable and timely data are a key requirement in the design of appropriate policies and in monitoring the impact of policies on poor and vulnerable groups. It is difficult to assemble the requisite information even in countries where the need for well-designed and appropriately targeted economic policies is most acute. The breadth and quality of statistical information is typically most limited.

2. There are a number of reasons for the gaps in data. First, the information requirements for policy design and monitoring are broad and encompass a number of specific topic areas conventionally dealt with in separate surveys by Statistical Offices. The measurement of living standards requires information drawn from a number of these topic areas. Integrating the results from single topic surveys is made difficult by differences in sample size and coverage, underlying concepts, and data reference periods. Second, what data are available can be years out of date due to data entry and data processing constraints. These outcomes are caused not only by technical constraints, but also often reflect the absence of a fully articulated conceptual or analytic framework for data and users, which is often the case in developing countries. Analysis is dictated by what data are available rather than by the needs of policy makers. In effect, analysis becomes data supply-driven rather than driven by the demands of national decision makers.

3. It was against this background that the World Bank initiated in 1980 an effort to establish data collection systems based on a set of integrated household surveys under its Living Standards Measurement Study (LSMS). The LSMS had three broad objectives:

(a) The collection of integrated household and community data that captures many different dimensions of living conditions and bears directly on current policy issues - that is, data designed to meet the demands of policy makers;

(b) The provision of these data in a timely fashion;

(c) The development of instruments and analytic tools to support the collection and use of these data in policy making.

4. At its inception, the LSMS had a strong experimental and research orientation. The program focussed on developing survey strategies and specific instruments that would serve as a cost effective means of generating the broad-based information base required for policy analysis, and in developing analytic tools designed to address the most urgent policy questions faced by government decision makers. The viability of undertaking such integrated, multi-topic sample surveys as well as the usefulness of the information for policy analysis was established in 1985/86 when the first LSMS survey was implemented, in Cote d'Ivoire. The Cote d'Ivoire LSMS survey also showed the notable success of LSMS PC-based data management systems that ensure that clean and internally consistent data can be available for processing in a matter of weeks after they are

obtained in the field. Much of this then innovative work has now become standard practice in a number of developing countries. The Cote d'Ivoire survey was soon followed by LSMS surveys in Peru, Ghana and Mauritania. These surveys established that high quality information could be produced rapidly - within weeks of the conclusion of field work as against several years in the case of traditional surveys - and that this information is tremendously useful in designing policies and in assessing and/or monitoring the impact of policies on poor and vulnerable groups in the population.

5. The 1980's saw a sharp deterioration in the economies of many Sub-Saharan African economies. The restoration of conditions for a resumption of self-sustained growth over the longer term called for the adoption of structural adjustment programs. The early structural adjustment programs largely focused on the objectives of restoring macro-economic equilibrium or reducing incentive distortions. As experience was gained with the workings of adjustment programs, the Bank, the international donor community and governments in the region grew concerned about the social implications of the structural adjustment process. A major concern was the transitional costs of adjustment on vulnerable groups, in particular the reduction in income, employment and access to social services which is experienced when the contractual impact of demand management policies outweighs the expansionary effect of policies directly stimulating economic activity. A second concern was that the structural adjustment process needed to foster the participation of the poor in the process of growth by increasing their access to employment opportunities and income generating assets and raising the productivity of their assets, both human and physical. Designing adjustment programs that address social concerns was hampered by the non-availability of relevant timely and comprehensive data sets. Both national authorities, the donor community and the Bank noted that data gaps were a serious constraint.

6. The statistical situation prevailing in countries of Sub-Saharan Africa has been well summarized by the Economic Commission for Africa in a report to the Joint Conference of African Planners, Statisticians and Demographers. The report noted: "Data gaps affect every sector and every aspect of the African situation. In the field of demography, even the size and growth rate of the population in some of the African countries cannot be unambiguously determined. In the field of social statistics, there are gaps relating to literacy, school enrollment ratios, the nutritional status of the child and poverty levels."

7. Out of this recognition, in 1987, the Social Dimensions of Adjustment Project (SDA) was launched by the Bank with the support and participation of the UNDP Regional Program for Africa, the African Development Bank and a number of bilateral donors. Its central objective is to help governments in Sub-Saharan Africa integrate social dimensions in their structural adjustment programs and development plans. To this end, the Project provides support to participating governments to: (i) strengthen their capacity to design, implement and follow-up, as an integral part of their structural adjustment programs, comprehensive social policies and programs aimed at reducing poverty by encouraging participatory growth and protecting vulnerable groups; (ii) strengthen the analytical capacity to carry out socio-economic policy studies that assess the evolution of socio-economic conditions of different population groups and provide the basis for designing

specific poverty reduction programs and projects; (iii) strengthen their capacity to develop and maintain adequate information systems to provide the basis for assessing the evolution of living conditions of households through the process of adjustment and development. Thirty governments in Sub-Saharan Africa have requested to participate in the Project, for which the World Bank is the Executing Agency.

8. The SDA Project, described more fully in a subsequent section of this paper, builds upon some of the survey methods tested under the LSMS program and has introduced a number of new and rather different approaches to addressing data gaps.

II LSMS PROGRAM

Progress

9. The Commission will recall that in an earlier paper, presented at the Twenty-Fifth Session, the LSMS program was fully described. This paper briefly reviews recent developments and provides a description of how the program has evolved. It goes on to indicate what modifications have been introduced in the light of experience to date. Plans for the future are also presented. Given the interest shown by the Commission on issues of co-ordination with other on-going programs, the paper describes the arrangements now in place to ensure fuller co-ordination.

10. The LSMS experience thus far has been very favorable. The data collected have proven to be of high quality and have become available within months of the completion of field operations. LSMS has also proven to be well suited to generating data for both operational and research purposes on a wide variety of topics such as: the willingness of households to pay for medical care and the distributional impact of user fees; determination of school enrollment ratios and the quality of education; determinants of malnutrition, household savings behavior as well as more general work on poverty levels, inequality and characteristics of the poor. The extensive methodological work undertaken, along with the analysis of the data, have been reported in the LSMS Working Papers. LSMS is recognized, both within and outside the Bank, as an effective instrument for policy analysis and program design. The survey and data processing strategies embodied in the LSMS program have proven to be cost effective and appropriate to the conditions in countries in the different regions of the world. This is reflected in the demand for LSMS-related surveys by an increasing number of developing countries.

11. As seen in Table 1, six LSMS Surveys have been put in the field, and there are plans to begin three more in the next few months. The Cote d'Ivoire Living Standards Survey (Enquete Permanente Aupres Des Menages) began in February, 1985, and by 1989 four years of data had been collected. The Peru Living Standards Survey (Encuesta Nacional de Hogares Sobre Medicio de Niveles de Vida) went into the field in July, 1985 and collected one year of data. A follow-up survey limited to households in Lima has just been completed. Further surveys in Peru are now under consideration. Field work for the Ghana Living Standards Survey began in September, 1987, and so far two years of data have been collected. The Mauritanian

TABLE 1: LSMS Surveys

I. Data Now Available	<u>Country</u>	<u>Years of Data Collection</u>		
	Cote d'Ivoire <u>1/</u>	1985, 1986, 1987, 1988		
	Peru	1985-86, 1990		
	Ghana <u>1/</u>	1987-88, 1988-89		
	Mauritania <u>1/</u>	1987-88		
	Bolivia	1988, 1989, ongoing		
	Jamaica	1988, 1989, ongoing		
II. Soon to be Implemented	<u>Country</u>	<u>Expected Date in Field</u>		
	Morocco	Fall, 1990		
	Pakistan	Fall, 1990		
	Laos	Winter, 1991		
III. Discussions Underway:	<u>Latin America/Caribbean</u>	<u>Africa/Middle East</u>	<u>Asia</u>	
	Brazil	Algeria	Vietnam	
	Peru	Jordan		
	El Salvador	Poland		
	Guatemala			
	Trinidad and Tobago			
	Venezuela			

1/ After the implementation of the initial LSMS survey, this country joined the SDA program.

Living Standards Survey (Enquete Permanente sur les Conditions de Vie des Menages) became operational in December, 1987. The Bolivian survey (Encuesta Integrada de Hogares) began in May, 1988. Finally, the Jamaican Survey of Living Conditions began operations in August 1988. With the introduction, in 1987 of the SDA program in Africa, the LSMS activities in Cote d'Ivoire, Ghana, and Mauritania was absorbed into the national SDA programs in these countries to be used as inputs into measuring the social impact of their adjustment programs.

12. LSMS surveys have been developed for a much wider range of applications and with more flexible administrative structures in recent years. LSMS projects in Pakistan and in Jamaica provide good examples of these developments.

13. The Pakistan Integrated Household Survey (PIHS), which will be implemented by the Federal Bureau of Statistics, and the Statistics Division, covers 4800 households with half the sample covering urban areas, and the other half rural. The survey has a fully independent administrative structure, and is designed to complement rather than replace ongoing income/expenditure and labor force surveys, which are executed annually by the Federal Bureau of Statistics. Including initial analyses, and setting up costs, the survey will cost approximately US \$1 million, and is funded jointly by UNDP and USAID. It has been coordinated closely with the NHSCP program in Pakistan (shortly to be completed), which focussed on improving the coverage and organization of the existing system of household surveys. The PIHS household questionnaire includes the core demographic, expenditure, and income modules, as well as the full complement of additional sectoral modules - i.e. employment, health, child nutrition, education, family planning, housing and infrastructure, migration, and savings and credit. A new feature of the survey is that - for the first time in a nationwide survey in Pakistan - both a male and a female interviewer will visit the household, each with their own part of the questionnaire. It is anticipated that this approach will provide a much better picture of the status of women in Pakistan than was available before. The survey is designed to address a full range of policy questions of immediate relevance in Pakistan, including but not limited to determinates of school enrollments and returns to education, labor participation and levels of unemployment, willingness to pay for health care and education, poverty incidence and characteristics of the poor, determinates of child malnutrition, women's contribution to the economy, and determinates of household savings behavior.

14. The Jamaica Survey of Living Conditions, implemented by the Statistical Institute of Jamaica has been set up entirely differently to take advantage of the existing statistical infrastructure in Jamaica. The LSMS modules have been combined with quarterly rounds of the annual Labor Force Survey and typically cover a sub-sample of 2000 households. There is no independent administrative structure and no separate teams of interviewers. Only selected modules are included in the survey - core demographic and expenditure modules, health, education, child nutrition, housing and infrastructure, and family planning. The health and family planning modules have been expanded significantly to address specific concerns. Because of the modest size of the questionnaire and coordination with ongoing surveys, the overall cost of the two-year project is only US \$50,000. The survey was financed out of the monitoring component of a World Bank structural adjustment loan, and data has primarily been used to evaluate and monitor components of the

Governments Human Resource Development Program, which includes such elements as the national food stamp program, food subsidies, a school feeding program, and text book programs.

15. Additional surveys are due to go into the field during 1990-1991. The first, the Moroccan Living Standards Survey (Enquete sur le Niveau de Vie des Menages au Maroc) began preliminary field work in the spring of 1990. The Pakistan Integrated Household Survey is scheduled for the fall, 1990. The third is the Laos Living Standards Survey, scheduled to begin field work in late 1991.

16. During the last two years, several more countries have indicated interest in undertaking LSMS surveys. Discussions are now underway in numerous countries (Algeria, Brazil, El Salvador, Guatemala, Jordan, Peru, Trinidad and Tobago, Venezuela, and Vietnam). In addition, preliminary discussions have been held with the national statistical offices of a number of East and Central European countries on the issue of adaption of the LSMS-based analytic approach in the Bank's project and sector work in these countries. Initial reviews and assessments of the survey capabilities in Poland have been completed. Further discussions are scheduled with government officials regarding the use of the LSMS analytic approach for research and policy work.

17. The applicability of the LSMS approach - use of integrated multi-topic questionnaires, PC-based field data entry systems, the use of data in an analytic and policy oriented manner - in a variety of country situations with differing statistical capacities has demonstrated the flexibility of the program in meeting national needs.

LSMS Modification in Light of Past Experience

18. Drawing upon the experience gained to-date, the LSMS program is now oriented towards meeting several goals: (i) promoting the LSMS approach in additional countries; (ii) use of the data generated in Bank and country sector work and lending operations, particularly poverty focused programs; (iii) capacity and institution building in member countries for conducting surveys and in undertaking analysis.

19. LSMS is increasingly working within existing national survey structures and focusing on modification of the overall national survey programs to suit the particular needs of the country. For instance, in Morocco, in the light of the priority given by the government to improving adult literacy, LSMS, in collaboration with local educational experts, has added and expanded the literacy and educational modules. In addition, the community questionnaire has been expanded to capture information on health and education providers. At the request of the government, the survey will include a full-fledged household consumption module, instead of the standard simplified household expenditure section contained in the basic LSMS questionnaire. In Pakistan, the questionnaire has been reformulated to collect additional data on the role of women. In addition, the energy module was expanded to collect additional data to support an ongoing USAID-funded research project on the energy sector in Pakistan.

20. The LSMS approach has also been used as a tool for program evaluation and monitoring. In Bolivia, LSMS-generated data have been used to evaluate the impact of the Emergency Social Fund (ESF). The evaluation results were taken into account in the design of follow-up projects funded under the ESF program. The Government of Jamaica in collaboration with the Bank used the results from the survey to prepare a report analyzing Jamaica's food stamp program and the assessment of the Human Resources Development Program. LSMS data will also be used to underpin the Jamaican Safe Motherhood Initiative. LSMS has added an expanded education module to the standard questionnaire. The additional data will help address issues related to the quality of education issues. The expanded module includes sections to be answered by school principals and teachers, as well as testing of student achievement. Similarly, an expanded health module has been added with separate components for primary and secondary facilities and private providers. In Trinidad and Tobago, at the request of the government, LSMS is working on the monitoring and evaluation component of the Youth Training and Partnership Programme. The potential for LSMS involvement in Guatemala and El Salvador stems from the need to include monitoring mechanisms in the design of programs to be funded under the proposed social development funds in these countries.

Future Directions

21. In the next two years, LSMS work will focus on: (1) refinements and diversification of the LSMS survey system, and (2) expanded research activities. These activities will pave the way for LSMS to ultimately move away from the mechanical aspects of data collection. Increasingly, LSMS surveys will be further strengthened by the addition of modules which address special policy concerns.

22. Based on the LSMS experience gained in the 1980's, new questionnaires are being developed. LSMS will continue to integrate its work with other ongoing surveys in the countries; there is a move toward developing an appropriate master sample frame for use in future surveys. Further increasing flexibility in LSMS survey design, to allow for greater adaption to particular country needs in terms of the country's socio-economic characteristics and the policy questions it faces, is a major priority. Concurrently, refinements in computer software and hardware systems, to allow for easier and faster implementation of surveys will also be a high priority activity.

23. Emphasis is being placed on developing analytic research capability at the national level through: (1) training and joint research undertakings with local counterparts in the countries in which LSMS surveys are done; and (2) undertaking new and innovative research at the World Bank in Washington, D.C.

Coordination With Other Agencies and Donors

24. LSMS continues to work within the existing survey structure and in close cooperation with the national statistical offices as well as the planning and sector ministries which are the eventual users of the survey data. During the initial stage of its involvement in a country, LSMS routinely establishes links with the local UNDP offices and representatives of other major donors. In countries where the National Household Survey Capability Program (NHSCP) is

operational, LSMS collaborates with NHSCP representatives. In the Latin America and the Caribbean Region (LAC), LSMS maintains contact with the Economic Commission for Latin America and the Caribbean. Joint LSMS-NHSCP missions have been carried out in Jamaica and Bolivia. In the case of Laos, LSMS is collaborating with the Economic Commission for Asia and the Pacific. UNDP funding support for the Laos and Pakistan surveys represents an example of further collaboration. In Morocco, UNDP provided funding to the National Statistics Office for finalizing the survey questionnaire. USAID is involved in the LSMS work in Bolivia and Pakistan. Every effort is being made to avoid duplication between NHSCP and LSMS programs. To the extent possible, the two programs are operated at the country level as complementary programs.

Dissemination

25. The LSMS dissemination effort has resulted in the sharing of the LSMS experience with a widening set of interested parties. It has also assisted in strengthening collaboration internally with other parts of the World Bank and externally with the LSMS countries, researchers, the U.N. and specialized agencies that work with the LSMS. The dissemination program is largely mounted through the LSMS Working Paper Series, seminars for Bank staff, LSMS presentations to technical and senior staff in LSMS countries, presentations at international conferences, and the publication of LSMS NOTES - a newsletter highlighting the policy relevance of LSMS-related findings. LSMS Working Papers are routinely mailed to all agencies and national statistical offices working with LSMS.

III SOCIAL DIMENSIONS OF ADJUSTMENT

Framework

26. As noted earlier, the Social Dimensions of Adjustment (SDA) program covers the countries of Sub-Saharan Africa. This Bank initiative was launched with the support of the UNDP Regional Program for Africa, the African Development Bank and a number of bilateral donors. The statistical component of the SDA program has been developed as a demand driven program designed to meet user needs, and builds upon the Bank's earlier experience with integrated, multi-topic household surveys.

27. The SDA Project, launched in 1987, operates at two levels, regional and country. The regional unit of the SDA program at Bank headquarters has the task of developing guidelines on the measurement and analysis of the socio-economic effects of structural adjustment policies, and in particular how such policies affect living standards at the household level. In this process, it has developed a set of technical instruments that will help national policy-makers and planners gain a better understanding of the consequences of macro-economic policies on the welfare of different household groups in their respective countries. These instruments cover both policy analysis, as well as outputs relating to the design of surveys which will collect the necessary data to drive the analysis. They have been designed to serve as flexible prototypes which can be easily adapted and modified to meet specific national requirements and capabilities.

28. The underlying framework on which the SDA project is based is described in a Bank document entitled Making Adjustment Work for the Poor: A framework for Policy Reform in Africa, World Bank (1989). The conceptual framework provides the necessary economic rationale for empirical work to be both consistent across countries and helpful for policy design. It goes on to outline an empirical framework for data collection and analysis. Finally, it explores the major policy issues that must be faced by governments in integrating social dimensions in the design of their structural adjustment programs and development plans.

Hierarchical Information Systems

29. The monitoring and evaluation of the socio-economic effects of adjustment programs on different sub-groups of a country's population is, by any measure, a difficult undertaking. This task requires a firm conceptual foundation and a well delineated methodology. This has been developed and reflects the need to take into account the effects of adjustment and other macro-economic changes as they impact on households. The changes are transmitted through markets, and the social and economic infrastructure - the meso economy - to the micro or household level. A combination of changes in both markets and infrastructure determine how the individual household or enterprise reacts to the new economic conditions. The overriding objective is to establish how the macro-economic processes initiated under adjustment programs ultimately affect households. The conceptual framework recognizes that in order to do this, data need to be analyzed at the same three levels of socio-economic activity. Knowledge about each level is necessary if policy makers are to know what changes are occurring, to which groups over time, as well as, providing the ingredients necessary to explore how these changes have resulted.

30. As a first step, the SDA reviews the current national statistical information system in each country to identify existing gaps and deficiencies. From the perspective of the SDA project, this information is viewed as critical to identifying components of a hierarchical information system corresponding to the macro-, meso-, and micro-levels of analysis. These reviews indicate that some data on some of the macro- and meso-variables are already collected for policy formulation in the countries of Sub-Saharan Africa. But data on the operation of micro-level units which emphasize households are often scarce. The reviews have examined how these data fit within the overall framework of a national information system.

31. Table 2 presents a simple outline of a hierarchical information system. It has five columns and three rows. Column 1 simply represents the three levels of economic and social activity at the macro-, meso-, and micro-levels. Correspondingly, column 2 indicates the decision-making focus and, in particular, it shows how macro-economic policy is transmitted through effects at the meso level via markets and infrastructure before having an impact on individual and household welfare. Columns 3, 4, and 5, set out a distinction between analytical methods on the one hand and the data collection tools on the other. The columns refer to "analysis" (column 3), "constructs" (column 4), and "data" (column 5).

Table 2: A Hierarchical Information System for the SDA

(1)	(2) SDA Focus	(3) Analysis	(4) Constructs	(5) Data
Macro	Policy *Monetary, fiscal and exchange rate policy	*Macroeconomic models: -Aggregate (RMSM) -Multisectoral (CGE)	*National accounts *SAMs *CPI *BOP *Macro-indicators	*Economic, trade, financial statistics *Social and demographic statistics
Meso	Effects *Markets *Economic and social infrastructure	*Sectoral and institutional studies *CGE *Multimarket models	*SAMs *Food balance sheets *Sectoral quantity and price indices	*Community survey *Price statistics *Production statistics
Micro	Impact *Individual and household	*Household models and analysis	*Poverty profiles *Social indicators	*Household surveys: -economic -social -anthropometric -demographic

Source: Structural Adjustment and Poverty: A Conceptual Empirical and Policy Framework, SDA Unit, Africa Region, Report No. 8393-AFR, World Bank, 1990; p. 86.

32. Taken all together, the complete information system outlined in the table is extensive, but two points should be emphasized. The first point is that while in some African countries, elements of this hierarchical system are already in place and are being partially used, many countries lack an adequate system. The second point to note is that identified gaps need to be filled. Filling all of the voids is not always within the mandate of the SDA, but by helping establish the hierarchical system SDA can help ensure effective liaison and coordination among relevant agencies and departments of a government so that the gaps are filled by the most competent authority.

The SDA Household and Community Survey Program

33. The main thrust of the SDA project's statistical development program has been the development of a set of interlinked survey instruments which may be applied, in suitably modified form, in any of the participating SDA countries. These are:

/...

- the SDA Priority Household Survey
- the SDA Integrated Household Survey, and
- the SDA Community level surveys.

34. The SDA Priority Survey (PS) is used as a means of rapid collection of priority information to identify target groups during the process of adjustment. The PS is a survey designed to provide information on what is occurring without necessarily concerning itself with why. Diagnosis is the role of the integrated survey. When repeated in subsequent years, the PS takes on a monitoring role and is used to measure changes in key variables over time. A relatively large sample is recommended to countries to enable presentation of these results at a relatively disaggregated level.

35. As a rapid identification device, the PS contains certain key features. First, given that the principal aim is to provide rapid results, the questionnaire is limited in length. Essentially, the survey is concerned with the collection of information to construct key socio-economic indicators. These indicators are then used to identify changes in the circumstances faced by household groups and to provide "early warning" signals and to flag potential social problems promptly, so that remedial action can be taken. In order to keep the questionnaire short, the survey aims to establish generally no more than four to five indicators per subject area. The topics covered are: health, education, housing, access to amenities, migration, agricultural production, non-farm activities, household expenditure and incomes, household assets, nutrition and employment. By linking the details canvassed, it is possible to ensure more rapid processing and simplify analysis, all of which helps to reduce the lag between data collection and the production of survey results.

36. Secondly, the use of shorter questionnaires allows for an expansion of the sample size. Not only can the PS sample be made larger in absolute terms, but the design can also be made more efficient by reducing the adverse effects of clustering through an increase in the number of clusters. A consequence of this is that there is an opportunity to identify much more precisely those household groups most affected by adjustment and hence to strengthen the quality of cross-sectional analysis.

37. Thirdly, for the PS to act as an effective monitoring device it must not only be concerned with cross-sectional analysis but also with the detection of trends. Hence, it is a survey that will be administered regularly, in most instances annually.

38. The SDA Integrated Survey (IS) aims at providing a complete coverage of the full range of topics needed to better understand the mechanisms of the adjustment process at the household level. The topics include: the size and composition of each household; health; education; employment status of each household member; access to amenities and services; valuations of durable, productive and financial assets; productive activities, both agricultural and non-agricultural; income, transfers and savings; and food and non-food consumption and other expenditures.

Because the survey is concerned with establishing causal relationships between macroeconomic policies and their impact at the household level, the questionnaire is necessarily more complex than that of the PS.

39. The survey design takes into account the lessons learned from the LSMS experience in Cote d'Ivoire, Ghana and Mauritania. Building upon that experience, the IS is focused on institutional strengthening which includes the objective of ensuring that the data generated through the IS are processed and analyzed in the countries themselves. Regarding the survey design, the survey questionnaire will normally be administered in two rounds - a repeat visit to each household - with an interval of two weeks between visits. It is possible that in certain countries, a larger number of visits to the household may be proposed so as to reduce the length of the recall period for expenditure and consumption data. The different sections of the questionnaires are evenly apportioned between all the visits.

40. The SDA Community Surveys are intended to provide information on activities at the meso level. As already mentioned, one of the distinguishing features of the hierarchical information systems advocated by the SDA program is that it will provide data that will allow for the analysis of the linkages existing between the macro, meso and micro levels. The household surveys will be among the main sources of information on activities at the micro level, but these have to be coupled to data generated at the meso level. This is the function of the Community Surveys.

41. There is relatively little experience on the use of community surveys as a tool for gathering data. Although community surveys have been carried out under a number of programs, the results have in many cases been disappointing. This may be due to the fact that there has been, as yet relatively little methodological development. It has also been the case that, when coupled with a household survey program, the bulk of the resources and time have tended to go to the household survey at the cost of the community survey. One of the more important programs in the 1970s and early 1980s to use community level data was the World Fertility Survey. This work has been continued by the Demographic and Health Survey (DHS) program. Community data have also been collected under the LSMS program and useful lessons can be learned from these experiences in both Africa and, more recently, in the Caribbean. The SDA program, while drawing upon past experience, will test alternative designs and approaches.

42. Under the SDA program, the collection of community data assumes a more important role. The first objective of the community survey is to provide community level data on prices and infrastructure which can be easily and readily integrated with the data collected through the household surveys. This will make it possible to study the effects of changes at the meso level on household behavior and welfare, i.e. the micro-meso linkages. Community data will therefore be collected at the same time as the household data and from the same communities through a Community Module of the IS. The second objective of the community survey program is to collect information on changes over time and to link these to macro-level policies, and thus throw light on the macro-meso linkages. This objective will be achieved by using stand - alone Community Surveys. Data collection for IS, PS and CS will be a parallel and a consolidated field activity, with this integration continuing through processing and analysis to provide an integrated system of individual, household, and community level data.

Integration of the SDA Survey Program Into Ongoing Survey Activities

43. In suggesting the above hierarchical information system, the SDA is drawing on a number of concepts on statistical priorities and strategies originally proposed in the World Bank's Sub-Saharan Africa: From Crisis to Sustainable Growth. These include supporting statistical systems that are demand-driven, making use of light, easy-to-implement methodologies, and advocating programs that are not excessively demanding on national statistical resources. Most importantly, results must be fed directly to national policy makers with the objective, in this case, of providing ready information to gauge the effects of macro-economic policies on different segments of the population. In presenting the SDA survey program, three essential concepts are stressed: flexibility, coordination and institutional support.

Flexibility:

44. The survey program is intended to serve as a model which, if implemented in its entirety, would satisfy the majority of information needs expressed in the SDA Analysis Plans. But the model is one that can be freely adapted or modified to meet an individual country's needs and to fit in with its available resources. Thus, for instance, if a country has an interest in updating weights used in the compilation of consumer price indices, it may wish to undertake the IS in the first year and expand the expenditure section to take this objective into account. Similarly on the methodological side, if a country already has an established permanent cadre of field enumerators and supervisors, it would not be expected to replace these with mobile teams ^{1/} unless it specifically wanted to. It must be further stressed that the SDA survey program is not intended to be an imposed program which is to supersede or replace existing surveys, but one which will be tailored to fit in and merge with other survey activities.

Coordination:

45. An important consideration is how such a full data collection program can be integrated into existing survey operations of a national statistical office. The SDA program recognizes that statistical resources are limited in most African countries and there are multiple and potentially conflicting demands for these scarce resources. It is important therefore that there is close coordination at the country level to ensure that resources are effectively and efficiently used to carry out programs that are set up in response to clearly identified national needs. It is for this reason that the SDA program insists on the creation of national User Committees, representing the institutions drawn from various ministries and other parts of the public sector which will be influential in defining data collection priorities for statistical offices. These User Committees are not just window dressing but are meant to play an active role in formulating statistical programs that are indeed responsive to national demands and priorities.

^{1/} The SDA emphasizes the use of highly trained, well supervised field enumerators who are mobile. This is in contrast to the more traditional use of enumerators who are at fixed points.

46. The SDA program also recognizes the importance of coordination at the international level between technical agencies and donors that are supporting statistical programs in Africa. The SDA program has taken a number of steps to enhance coordination. Joint technical missions have been undertaken to countries with the UN National Household Survey Capability Program (NHSCP), the Economic Commission for Africa (ECA), the United Nations Development Programme (UNDP) as well as with other bilateral and multilateral technical and donor agencies. Liaison also extends to the area of technical assistance and support. In the data processing field in particular, it is important that countries are not being pressed to take on inappropriate or conflicting data processing systems. The SDA has established close links therefore with such agencies as the International Statistical Programs Center (ISPC) of the US Bureau of the Census which provides African Countries with considerable assistance in the field of census data processing, to see whether these same systems can be adapted and applied to household surveys of the type proposed under the SDA survey program.

47. The following example illustrates how the SDA's concerns with flexibility and coordination have been made to work in practice. In Ghana, a four year survey program has been elaborated by the Ghana Statistical Service (GSS) with the active support and advice of the SDA, NHSCP and ECA. The program is, to a considerable degree, modelled on the SDA survey program described above, yet at the same time it displays an important national identity of its own. Under this program, an IS (combined with community level data collection) is to be carried out in the first year. However, because of a national concern to revise the weights used for the computation of the consumer price indices, special attention is being paid to the expenditure and consumption sections which are being expanded accordingly. In year two, the GSS intends to implement a PS - but with a slightly expanded section on labor and employment which will take the place of a dedicated labor force survey. In year three, a PS will similarly be undertaken but with a special focus on informal sector activities of the household. This will be followed by a full evaluation of the program at which point the survey program for the next two years (which will include a population census) will be determined.

48. Overall coordination has been further enhanced by the creation of the SDA Statistical Subcommittee which reports to the interagency SDA Working Group. The Statistical Subcommittee, which includes representatives of the key specialized international agencies and donors, meets regularly to review issues of methodology and coordination. In 1990 two meetings were held, one at the UNDP headquarters in New York and the other hosted by the Statistical Office of the European Community in Luxembourg. The subcommittee provides a useful forum for regular technical exchanges between agencies. In November 1989, the SDA also organized a three day technical inter-agency meeting at which the full SDA data collection and analysis program was presented and reviewed. Also the SDA project staff have held periodic technical meetings with all the major agencies promoting statistical development programs including meetings organized by the ECA, FAO, UNESCO, EEC, and the UN Statistical Office. It should also be noted that national statisticians and analysts have participated in a number of meetings at which the various aspects of the SDA program have been discussed.

49. Institutional Support: The long-term objective of the SDA program is to help countries establish viable and sustainable programs that are cost effective and that can be implemented with their own resources in the longer term. To this end, the SDA project also includes a regional training program designed for nationals who will be responsible for the implementation of the various components of the SDA national projects and executed, wherever possible, through regional African training institutions. On the statistical side, the training program is aimed at strengthening national capabilities to carry out the SDA survey program, and training modules have been prepared based on the methodological work that has been developed by the SDA. The SDA training courses are essentially short-term, very practical in content, and are built around the implementation or analysis of an actual SDA survey. In developing this training program, the SDA project has been working closely with such agencies as Statistics Canada and the Munich Center for Advanced Training in Applied Statistics. In this, as in other areas, it is important not to be duplicating efforts. Therefore, the training program is being developed in close liaison with the ECA's Statistical Training Programme for Africa.

Implementation of the SDA Survey Program at the Country Level

50. At the country level, the SDA Project supports, in close collaboration with the World Bank country teams, the development and implementation of a Country Operational Agenda. The starting point is the preparation of a country assessment paper containing an initial poverty profile of the population and identification of key policy issues, based on existing information. The objective of a national SDA Project is then to promote macro-economic and sectoral policy planning and management in the country, the implementation of social action programs, and the strengthening of institutions responsible for social policy and program design and follow up. While striving to promote these three components in each country, the SDA Project Unit takes a flexible and pragmatic approach based on the status of the policy dialogue between the government and the Bank on the scope of the country poverty reduction strategy. The three components will consist of various elements:

- i. The policy planning and management component will include the design and follow-up of macro-economic and sectoral strategies aimed at growth with poverty reduction; the design and follow-up of core public expenditure programs to benefit the poorer segments of the population, and to be protected in the framework of public expenditure restructuring programs; the promotion of processes aimed at fostering the participation of community groups and Non-Governmental Organizations in the design and follow-up of socio-economic policies and programs;
- ii. The social action programs component will include the design and follow-up of specific priority interventions aimed at protecting vulnerable groups in the course of adjustment; the design and follow-up of specific programs and projects to foster the participation of the poor in socio-economic activity, in particular through the promotion of community-level initiatives in the areas of small-scale income-generating activities and small-scale social infrastructure;

- iii. The institutional development component will include the strengthening of institutions responsible for socio-economic policy formulation, in particular for the integration of distributional and employment impacts in macro-economic models; the strengthening of government capacity in the areas of social policy planning and programming, policy analysis of social dimensions of adjustment, and development of statistical data bases for assessing the evolution of living conditions of different population groups during adjustment.

51. Apart from the development of the conceptual and analytical frameworks, the SDA's activities at the country level have been directed at the appraising of projects. To date, projects have been appraised in 17 countries and the focus is now switching to consolidation and implementation. At present, SDA initiatives, which are mounted either as free standing operations or together with other related operations, are underway in Cameroon, Central African Republic, Chad, Cote d'Ivoire, The Gambia, Ghana, Guinea, Guinea-Bissau, Madagascar, Malawi, Mauritania, Mozambique, Somalia, Senegal, Sao Tome-Principe, Tanzania, and Uganda. Survey activities have continued in Ghana, Mauritania, and Cote d'Ivoire. Data gathered through these surveys have been analyzed, published and are extensively used at the national level.

52. In the course of the next year SDA initiatives will be appraised in Benin, Burkina Faso, Burundi, Congo, Egypt, Gabon, Kenya, Niger, Sudan, Togo, and Zambia. Other countries will be added to the program if the dialogue now in progress with the governments of Angola, Ethiopia and Rwanda result in these countries becoming formal participants in the SDA program.

53. As far as the SDA survey schedule is concerned, there are now 10 countries which have made firm commitments to start implementing surveys in the Bank's current fiscal year. The survey program for these countries is presented in the following table.

Table 3: SDA Survey Program

Country	Survey Type	Field Work		Report
		Start	Finish	
Chad	Priority Survey	Dec. 90	Feb. 91	Apr. 91
Cote d'Ivoire	Priority Survey	Nov. 90	Feb. 91	Apr. 91
The Gambia	Priority Survey	Dec. 90	Feb. 91	Apr. 91
Ghana	Integrated Survey	Jan. 91	Dec. 91	Jul. 91
Guinea	Priority Survey	Nov. 90	Feb. 91	Apr. 91
Guinea-Bissau	Priority Survey	Oct. 90	Jan. 91	Mar. 91
Madagascar	Integrated Survey	Jan. 91	Dec. 91	Mar. 91
Malawi	Income/Expenditure	Jul. 90	Jun. 91	Oct. 91
Mauritania	Priority Survey	Jan. 91	Apr. 91	Jun. 91
Senegal	Income/Expenditure	Nov. 90	Oct. 91	May 91

IV CONCLUDING REMARKS

54. The LSMS and SDA programs have further evolved over the past few years. The conceptual and analytical frameworks have been refined to reflect country needs. The survey strategies and instruments have been tested in a wide variety of country circumstances in the different regions of the world. The feasibility of implementing multi-topic integrated household surveys which are cost effective has been tested and has proven to be viable. The ability to generate survey results rapidly, using micro-computing technologies has been an important feature of the strategies pursued. These have been successful. There now exists a broad consensus that the two Bank initiatives represent a significant step forward in addressing statistical concerns. That consensus exists at various levels. At the national level many governments, by embarking on integrated surveys, have endorsed the initiatives. Regional support has been forthcoming as well as evidenced by the strong endorsement expressed by the Organisation of African Unity and by national representatives at other international conferences. The global level support given by funding agencies, both multi-lateral and bilateral, is also indicative of the support the two programs enjoy. The technical and methodological inputs that the Bank has received from the UN specialised agencies constitute another major element of support for what is emerging as a significant set of international initiatives which in the longer term will result in strengthening national statistical capabilities. The demand driven nature of these programs will influence the overall determination of statistical priorities and better reflect user needs thus making statistical outputs more relevant. In the longer term these developments are likely to enhance the role of information systems in policy formulation and additionally lead to the channelling of adequate resources for statistical programs. It should be further noted that the Bank's initiatives are consistent with and supportive of the statistical agenda outlined in the Bank's recent report: Sub-Saharan Africa: From Crisis to Sustainable Growth.

55. The Bank is of the view that implementation of the SDA and LSMS programs will call for strong co-operative endeavours at all levels. The Bank proposes to continue its interactions with national governments, donors and the specialised agencies. Additionally, the Bank will promote the methodologies it has developed in a flexible manner in the different regions of the world. To this end, it will attempt to disseminate as widely as possible the technical documentation now in place for use by member governments. In addition the Bank will continue to refine and modify the instruments in the light of the experience gained through implementation of the two programs. At the same time it will continue to seek inputs from other entities, including the Statistical Commission.

V. POINTS FOR DISCUSSION

56. The Commission is invited to take note of:

(a) The progress achieved by the Bank in promoting the Living Standards Measurement Survey in a growing number of countries that have recognized the value of multi-topic integrated household surveys as a powerful tool for gathering socio-economic data.

(b) The LSMS survey instruments have undergone further refinement and adaptation in a variety of country situations, and offer the means for generating relevant data on a timely basis through the use of innovative data processing techniques.

(c) Active co-ordination between LSMS and other international survey programs, notably the NHSCP, has resulted in enhancing work at the country level and has contributed to a reduction in duplicative efforts.

(d) The SDA program has finalized a comprehensive conceptual framework and analysis plan. The program has further evolved the strategy for gathering data through a program of three surveys - the Priority Survey, the Integrated Survey and the Community Level Survey. Thirty-two (32) Sub-Saharan countries have joined the program. Three countries have conducted surveys to date. In the coming year additional countries will commence survey operations. The programs in each country have had strong user involvement reflecting the demand driven nature of the program. The emphasis placed on capacity building through a sizable training effort and commitments by national governments, will contribute in making the program sustainable beyond its initial phase.

(e) The extensive consultations with national users, international and specialized agencies, multi-lateral and bilateral donors, have resulted in vastly enhanced co-ordination. Joint missions, the technical deliberations in the Statistical Sub-Committee (made up of the specialized agencies and donor government statistical offices) has resulted in building a consensus on the goals, and implementation strategies, which characterize the SDA.

(f) The SDA now enjoys the financial and technical support of a large number of the main multi-lateral and bilateral donor agencies and has the active collaboration of a number of specialized UN agencies.

(g) The Bank's two initiatives have received enthusiastic support from member governments through adoption of the methodologies developed under the two programs.

57. The Commission is invited to comment and endorse:

(a) The methodological and design aspects of the household survey programs which the Bank has evolved, with the strong emphasis on the collection of integrated data, the use of micro-computers to improve both the quality and timeliness of data, provide countries with a cost effective approach for addressing their needs for data. The Commission may wish to indicate how countries can be encouraged to take advantage of the opportunity offered by the Bank.

(b) Considerable progress has been achieved in co-ordination of the Bank's programs with those of other agencies including the UN's NHSCP. The Commission may wish to endorse these efforts and indicate how such co-ordination can be further enhanced.

(c) The Bank's initiatives directed at promoting the development of sustainable statistical capabilities for gathering data and its use now enjoy wide support. These initiatives are important and significant contributions to overall development of statistical services in member countries, especially in Sub-Saharan Africa. The Commission may wish to offer suggestions on what further steps would be appropriate in furtherance of these goals.

(d) The Bank's leadership role in marshalling donor support for the goals of the SDA program have resulted in increased flows of assistance. The Commission may wish to comment on how these efforts can be further strengthened.

(e) The Bank will disseminate as widely as possible the manuals, technical documentation, and software that have been developed to all interested countries to further promote the adoption of cost effective survey practices that meet country needs. The Commission may wish to endorse this effort and encourage other agencies to adopt several features of the Bank's programs in their respective survey initiatives.

58. The Commission may wish to invite the Bank to report further on its survey initiatives at the twenty seventh session.
