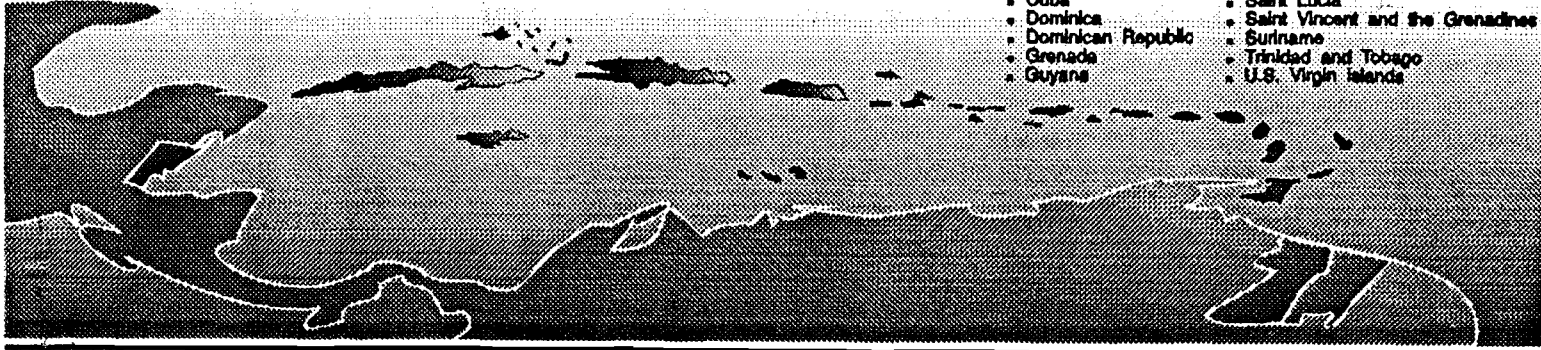


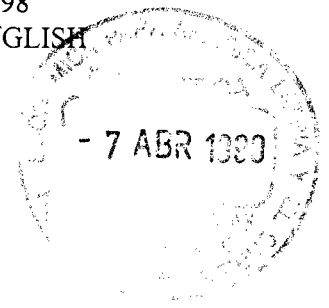


- Antigua and Barbuda
- Aruba
- Bahamas
- Barbados
- Belize
- Br. Virgin Islands
- Cuba
- Dominica
- Dominican Republic
- Grenada
- Guyana
- Haiti
- Jamaica
- Montserrat
- Netherlands Antilles
- Puerto Rico
- Saint Kitts and Nevis
- Saint Lucia
- Saint Vincent and the Grenadines
- Suriname
- Trinidad and Tobago
- U.S. Virgin Islands



Workshop on the Year 2000 Round of
Population and Housing Censuses
2-4 December 1998
Port-of-Spain, Trinidad and Tobago

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**REPORT ON THE WORKSHOP ON
THE YEAR 2000 ROUND OF POPULATION
AND HOUSING CENSUSES**



UNITED NATIONS
ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN
Subregional Headquarters for the Caribbean
CARIBBEAN DEVELOPMENT AND COOPERATION COMMITTEE



TABLE OF CONTENTS

Introduction	1
Agenda item 1: Welcome remarks	1
Summary of speech made by Ms. Len Ishmael, Director, ECLAC Subregional Headquarters for the Caribbean	1
Summary of speech made by Mr. Daniel Blanchard, Director, Latin America and Caribbean Demographic Centre (CELADE)	2
Statement by Mr. Ralph Hakkert, Country Support Team for Latin America and the Caribbean, on behalf of UNFPA	2
Statement by Mr. Osmond Gordon of the CARICOM Secretariat	3
Agenda item 2: The 1990/1991 Round of Censuses...Experiences; Lessons for the Year 2000 Round	3
Administration and organization	4
Planning of the census	4
Census preparation	4
Field activities	5
Post-field activities	5
Analysis of data	6
Administrative reports	6
Dissemination	6
Post-Enumeration Surveys (PES)	6
Summary of paper presented by Ms. Susana Scholnik of CELADE	7
Discussion on experiences	8
Discussion on future plans	9
Presentation by Dr. Neville Duncan, Reader in Caribbean Public Policy Issues, UWI, Barbados	11
Discussion	12
Presentation by Dr. Karl Theodore, Health Economics Unit, UWI, St. Augustine	13
Discussion	14
Agenda item 4: Importance of pre-field, field and post-field activities	15
Pre-field	15
Preparations	16
Post-field activities	18
Discussion	20
Agenda item 5: Strategies for the achievement of the goals of year 2000 Round of Censuses	21
Report from Group 1: "Issues for a Future Regional Organization and CARICOM"	21
Summary of report from Group 2: "New issues for the possible inclusion in the census questionnaire, and strategies for their inclusion"	22
Agenda item 6: Tools for managing implementation of the census project	25
Agenda item 7: Where do we go from here?	26
Annex 1: Proposed programme for the workshop	27
Annex 2: List of participants	28

REPORT ON THE WORKSHOP ON THE YEAR 2000 ROUND OF POPULATION AND HOUSING CENSUSES

Introduction

The meeting of the Workshop on the Year 2000 Round of Population and Housing Censuses was convened by the Subregional Headquarters for the Caribbean of the Economic Commission for Latin America and the Caribbean and Secretariat to the Caribbean Development and Cooperation Committee (ECLAC/CDCC), at the Kapok Hotel, Port-of-Spain, Trinidad and Tobago, from 2-4 December 1998.

The workshop was conducted under the chairmanship of Mr. Lancelot Busby of the ECLAC/CDCC secretariat. Mr. Busby introduced the members of the head table and invited them to deliver opening remarks.

The agenda, as adopted, is presented at Annex 1. A list of participants is included at Annex 2.

Agenda item 1: Welcome remarks

Summary of speech made by Ms. Len Ishmael, Director, ECLAC Subregional Headquarters for the Caribbean

Ms. Ishmael welcomed participants to this planning workshop for the Year 2000 Round of Censuses, an event which was seen as a critical first step in planning for the most crucial data-gathering exercise to be undertaken by the subregion at this time. She viewed the census as an important tool for public sector policy and social research, and notified the meeting that the Office was committed to supporting this process, with the financial aid given by ECLAC's Latin American and Caribbean Demographic Centre (CELADE) and the United Nations Population Fund (UNFPA).

The objective of the workshop was to provide a forum for the review of the last regionally coordinated census, and to learn from past experiences, both good and bad. The workshop would provide an opportunity to identify and analyze major successes and challenges in the planning, design and execution of the upcoming Round. The Director stressed the importance of the subregion taking the necessary steps towards ensuring future self-sufficiency in the area of census planning and processing, given the decrease in funding over time that it has faced.

In closing, she stated that while the administrative responsibility for the Census continued to reside with the CARICOM Secretariat, the convening of this workshop by the ECLAC/CDCC secretariat was an attempt to assist the subregion to plan strategically for the work which lay ahead and was demonstrative of ECLAC's commitment to that process.

Summary of speech made by Mr. Daniel Blanchard, Director, Latin America and Caribbean Demographic Centre (CELADE)

Mr. Blanchard stated that the population of Caribbean countries was at the very centre of the development process and, as such, was worthy of particular attention and study by policy makers. In this regard, complete and reliable data on population was seen as a vital tool for promoting the economic and social development of the countries of the subregion, and it was for this reason that CELADE had given such priority to the censuses, including the preparation, processing and analysis of the data obtained. Mr. Blanchard thought that the census was the most ambitious statistical operation undertaken by Caribbean countries, and required very careful preparation and planning. He noted the need to ensure that the actual census-taking operations were conducted carefully, with reasonably full coverage and with results that would become available in a timely manner.

Mr. Blanchard noted that the Census offered the best source of complete and accurate data that could be used by both the public and private sectors to help them draw up development plans and projects. One of the main dilemmas with censuses was how to achieve a balance between past practice and the changes which were needed to deal with emerging social issues. Mr. Blanchard suggested that during the workshop the group should discuss how the Census could, while functioning as a basic tool, enable the subregion to improve the ways in which social and economic data were collected and to complement census data with other types of research.

In closing, the Director of CELADE expressed his view of the meeting as a concrete example of horizontal cooperation among experts from Caribbean countries in order to design the best possible Census for the Year 2000 Round. He pledged CELADE's continued support in providing the countries of the subregion with the technical expertise and the benefit of its long experience in both the organization and processing of the census.

Statement by Mr. Ralph Hakkert, Country Support Team for Latin America and the Caribbean, on behalf of UNFPA

Mr. Hakkert stated that his role as a member of the Country Support Team for Latin America and the Caribbean was to advise on technical matters related to the projects and programmes funded by the UNFPA, at the request of the country representatives and, ultimately, of the countries themselves. However, the role of the UNFPA in the upcoming census round for the Caribbean was to be more limited than in 1990, when a major proportion of the census operation was funded directly by UNFPA. The reduction in funds for this year 2000 Census Round in the subregion reflected a global change of priorities as a consequence of the decisions taken at the International Conference of Population and Development (ICPD) in Cairo, 1994. At that forum, it was decided that the largest category of UNFPA activities would be in the area of Reproductive Health, and the rather heterogeneous area of Population and Development Strategies, which included the collection of basic data, such as census data, was to receive less funding.

For the present census workshop, however, most of the funding came from UNFPA. It has also supported other technical activities in this area to raise public consciousness on the upcoming Census. Mr. Hakkert pledged specific technical support from UNFPA through the Country Support Teams and through its Census Specialist who operates out of New York.

Statement by Mr. Osmond Gordon of the CARICOM Secretariat

Mr. Gordon stated that the importance of the censuses and the need to carry them out could not be over-emphasized. The censuses are critical sources of sound and relevant statistical information that fed into policy formulation, planning, programme management, evaluation and the need to keep Caribbean people informed. In addition, the censuses provided the framework for in-depth studies which will need to be carried out in the intercensal years. While it was necessary to recognize the importance of the censuses, recognition should also be given to the critical requirements which needed to be met if the census were to yield sound and useful results. In this regard, Mr. Gordon highlighted some major challenges that faced the census process. These incorporated management and execution issues and included:

- (a) The urgent need to get the outputs of the censuses to users in a shorter time-frame than for past censuses.
- (b) The need to conduct cost-effective data collection exercises which can produce sound census results.

Mr. Gordon stressed the need for the National Statistical Offices and the Regional Secretariats working in collaboration with other organizations to be equipped to deal with those and any other challenges arising out of the censuses. He saw the workshop as an opportunity to examine the various challenges and to commence planning for a successful round of censuses. He pledged the Secretariat's continued participation in and support to the census exercise in the Year 2000.

**Agenda item 2:
The 1990/1991 Round of Censuses...
Experiences; Lessons for the Year 2000 Round**

Mr. Desmond Hunte, Consultant, hoped that experiences gained in the 1990/1991 census exercise could be fully utilized in the next round of censuses so as to make the process a more useful and successful one. While the census data were, for some countries, the main source of information for social and economic development planning, policy-making and administration, to government and non-government organizations (NGOs) and researchers, it was imperative to view the census as a continuing process. The population and housing censuses should be viewed as part of an integrated programme of data collection, and should provide benchmark data from other supplementary sources. Mr. Hunte stated that the census questionnaire tended to remain largely unchanged at every census exercise. This was in part due to the lateness in preparing and carrying

out the census, and to the census data not being put to the kind of use that one would have expected, given the amount of financial and human resources that were injected into the census exercise. In presenting his paper, Mr. Hunte outlined the major areas of the 1990/1991 round of censuses that were plagued with problems for one or more of the countries of the subregion at one time or another. Presented below is a summarized list of these areas and the main associated problems:

Administration and organization

Bureaucratic delays led to the late establishment of the Regional Census Office (RCO), which initially had no work space formally assigned to it as an office. Secondly, the delay in the release of funds for the RCO resulted in the late acquisition of computer equipment for the census activities.

In those cases where the Census Officer was not the Director of Statistics, the national advisory committee's role in the administration of the census was significantly stunted. Also, in this case, very often the Census Officer had little or no experience in the area of census administration.

Planning of the census

Many of those involved in the planning of the census failed to view the entire exercise as a continuous process that required various intercensal activities in order to make the project run smoothly and efficiently at the start of each subsequent decade.

The problem of the Director of Statistics not being the Census Officer also had ramifications for this planning stage of the census project, since it meant that the statistics department was not involved in the process and, therefore, could not transfer its knowledge for the benefit of future censuses. It also meant a negative impact on post-census activities, since the Census Officer (and sometimes the Deputy Census Officer) had no experience in census taking or survey work.

Political interference also made it very difficult at times to plan a census effectively.

Even though the extent to which the national advisory committees were utilized in the planning stages is unclear, and although in some instances they played a significant role in the publicity programme, their role may have to be revisited.

Census preparation

The questionnaire

The late start in preparing the questionnaire meant that there was insufficient time to finalize and print a common questionnaire, and many countries reported using different versions.

Census management

Not enough staff were recruited to work on the census activities, which meant that the quality of the enumerators and field supervisors was seriously affected. As a result, the quality of the data collected was also negatively affected. The in-house supervision of editors/coders was poor in some countries.

Mapping

The low quality of the Enumeration District (ED) maps resulted in a high level of under-coverage.

Publicity

Very often publicity was not effectively planned.

Data processing

For various reasons, those persons trained in this area were unable to contribute to the census exercise as had been expected. This was seen as an unfortunate waste of monies from the census budget.

Training of field staff

This area was not without its problems, such as a lack of sufficient space to conduct training.

Field activities

One major problem faced was the dropping out of trained enumerators after the census exercise had begun. Not only did this mean a waste of funds, but more time had to be spent training additional enumerators during the course of the exercise.

The inadequate supervision of enumerators led to under-counting.

Post-field activities

The inadequate number of editors, coupled with the lack of proper accommodation for documents, equipment and staff, resulted in delays in completing the editing and coding of the questionnaires. This produced delays in moving the costly Optical Mark Readers (OMRs) from country to country.

The Opscan 10, more expensive than the Opscan 5 and thought to be more durable, turned out to be more problematic than its smaller sibling for many of the countries that used it. It was often easily affected by the environment and plagued with technical difficulties.

Financial constraints saw delays in the acquisition of new machines.

Analysis of data

For some countries, the lack of a professional editor placed an additional burden on the Regional Census Coordinator (RCC) and the Consultant in demographic analysis. This resulted in a delay in getting the project off the ground.

Administrative reports

Fewer than half of the countries produced their reports, and many of them lacked detail in describing the problems encountered and the solutions utilized.

Dissemination

The seminars that were planned for each country, in which findings of the census would be aired and discussed, never materialized.

Post-Enumeration Surveys (PES)

Because of the exhausting nature of this exercise and the financial constraints, the PES was not conducted in most of the countries.

In the light of the foregoing observations, Mr. Hunte offered the following suggestions:

(a) The advisory committees should be more involved in making a more valuable contribution to the census process than in the past.

(b) There is a need to restructure the way in which the software is taught. There should not be too many modules being taught at once.

(c) A regional approach to training should be adopted.

(d) Allocate sufficient space for the office, storage and training. Documents and shelves should be properly labelled.

(e) Ensure that enough persons are selected for the census process to cater for drop-outs.

(f) Place emphasis not only on field supervision, but on office supervision.

- (g) Place necessary importance on the PES.
- (h) The census process (data collection, analysis and dissemination) should be viewed as a continuous process so as to minimize the number of problems.
- (i) There is a need to improve communication between the national offices and the regional office so that the countries can benefit from the expertise of the latter.

Summary of paper presented by Ms. Suszna Scholnik of CELADE

Ms. Scholnik proposed that the end of the millennium be taken as the opportunity for the subregion to take stock of the progress made during the past 50 years or more of prolonged efforts to reconcile information collecting processes that aimed to benefit the population, especially the more disadvantaged sectors of society. Of all the data sources available, the census was seen as the only one that gathered information about the entire population of a country. However, the issues covered by censuses were not settled, nor were the subjects included and the questions that interpreted them immune to change. Nevertheless, the presenter considered it necessary for the census to be sensitive enough to capture new situations and flexible enough to adapt to social change, without sacrificing comparability with past census exercises.

Ms. Scholnik identified the vulnerable groups in society and sought to determine the extent to which the census could provide the relevant information and contribute to development with a focus on the new requirements in a cost-effective manner.

In closing, she recommended that efforts should be made to cope with new demands for information to serve the needs of development, with censuses now being expected to do more than just count the population. This required a complete reassessment of the role of censuses and a commitment to higher standards of quality, efficiency and cost-effectiveness for creating a new census strategy. This approach would involve at least five major requirements:

- (a) Viewing censuses as a major social investment;
- (b) Considering censuses as part of the national statistical system and not as something that was outside it;
- (c) Reconsidering all aspects of the role of the private sector in censuses;
- (d) Structuring new forms of relationships between users and producers of data;
- (e) Analyzing possible alternatives to conventional censuses.

Discussion on experiences

One of the main concerns coming out of the presentations was the use of the Opscans 5 and 10 to scan in census data. Participants requested information on the specific needs of the census questionnaire, the cost comparisons between the two models, their future use on other similar projects, and the cost-benefit analysis of buying the machine as opposed to renting it for the purposes of the census activities. The meeting was informed that while the cost of using the Opscan was quite high (including the increased cost of having to prepare the questionnaire abroad), the benefits derived from having data scanned in and cleaned in a relatively short period of time far outweighed the cost of the very time-consuming traditional process of manual data entry. In addition, many of the smaller countries often did not have the experienced human resources to clean the data as well. Nevertheless, many countries that used the Opscan in the last round of censuses reported relatively positive outcomes, and stated their intention to use it again in the upcoming round of censuses.

The question of training in the management of the census was another area identified by the participants as requiring special attention. The smaller islands stated that in the 1990/1991 censuses they were not very involved in this area, and called for assistance in becoming prepared for the Year 2000 Round. Also, there was need to pay attention to the potential damage that could be caused by natural disasters on the countries as they prepared for the census exercise. With a decrease in available funds, governments of the subregion had to decide carefully where to channel the scarce resources. The suggestion was made that the census questionnaires should be waterproofed.

With the census being just one of several projects underway in the offices of some countries, participants thought that not enough attention was given to the census process itself. It was suggested that in those cases, the Chief Statistician or the Director of Statistics should delegate responsibility among the staff. Participants were warned of the implications of political interference and the faulty data that could be produced as a result.

A notable problem that occurred during the census was the inaccuracy of responses to the questionnaire. Participants thought that the problem existed because the public viewed census-taking as a government exercise which did not benefit them. The participants therefore endorsed the need to publicize the national census, placing special emphasis on a coordinated approach to public education that would enlighten the public about the benefits which accrued to them by giving detailed and honest answers.

To assist in this area, several participants recommended that the Caribbean Media and Communication School (CARIMAC) and the Mass Communication Department of the University of the West Indies (UWI) be enlisted in the public education drive for the census. Mr. Hunte, former Head of the Regional Census Office, informed that for the last census, publicity professionals had been approached and a public education video was developed. This, however, was not completed because of lack of funds.

Mr. Hakkert advised that while the UNFPA was unable to provide funding to the subregion for the 2000/2001 Census, technical assistance in the area of advocacy and Information, Education and Communication (IEC) for the census would be available.

Because of the inability of the UNFPA to fund the next round of censuses, delegates echoed the sentiments that the issue of partnership with the private sector had become especially important at this time. The meeting advised that the Council of Human and Social Development (COHSOD) Ministers should approach their respective Ministers of Finance on the issue of funding since it was anticipated that the funding of the census faced serious competition from the recent occurrence of natural disasters in the subregion.

Mr. Gordon announced that the COHSOD would meet early in January and that this issue would be discussed. Discussion at national level would follow. He also commented on the dilemma of scarce financial resources which faced the region, as occurred in 1991, and noted that while sources for external funding were being sought, governments had to meet their funding responsibilities of the census. This necessitated heavy promotional impetus at the national level to get the message across to governments that the census was important and that they had an obligation to fund it. He suggested that for the subregion to benefit from future censuses, thought should be given to the possibility of initiating discussions on the census beyond 2000/2001 in the very near future. He warned that the private sector would not take part in the census unless they were shown the benefits to be gained from the rich information base it offered.

Several delegates spoke to the success with which partnerships with the private sector resulted in the sensitization of the population through advertisements in various media. In view of the benefits to be derived from the rich information based which emanated from the last census exercise, participants thought that governments should be more receptive of the census if it were seen as a regional exercise rather than a national one.

The Chairman informed the meeting that members of the private sector had been invited to the workshop but had not indicated any interest in attending.

The meeting recognized that Census Officers possessed technical skills and the lack of management skills was a debilitating factor in the management of the census operations. It was, therefore, suggested that Census Officers and Managers be trained in the wider area of managerial skills to ensure successful operations of the census.

Discussion on future plans

Post-Enumeration Survey

Participants were divided in their opinions on the issue of the usefulness of the Post Enumeration Survey (PES). Some viewed the survey as a necessary tool to check coverage and the quality of the census data. Others adopted the view that with the use of continuous sample surveys, election registers,

demographic and statistical, analytical tools, a questionnaire of high quality and a properly conducted census, the need for the PES would be obviated.

Arguments in favour of the conduct of the PES stated that it was necessary, since in addition to checking coverage and quality, the PES also allowed for data evaluation and comparability of response, the identification of missing data as well as checks on the successfulness of the census exercise. Views counter to this position stated that the PES was a very costly exercise and that there were other surveys and tools which could do the same work of the PES. Some participants thought that proper training of census enumerators, proper supervision by census supervisors of the work of the enumerators, and quality built in at the start of the process would eliminate the need for the PES. Advocates for the use of the PES observed that not all countries were at the same level of development and, therefore, the issues which might make the use of the PES inapplicable in one country would not hold true for another. Participants agreed that the PES was a confidence tool and that all methods available to check the accuracy of the census data should be used.

Data access

Participants endorsed the view voiced by Dr. Neville Duncan that currently, no value was placed on the census exercise or the data collected, and agreed that legislation should be instituted to regulate access and payment for the use of the census data. Dr. Duncan advanced the view that the private sector needed to understand that the documents derived from the census were authentic and legal and their benefits considerable. He believed that the private sector should pay for the information contained in the census and suggested that the information could be made free of charge to other institutions, such as Universities. In supporting those views, other participants noted, however, the need for restrictions on the availability of census data, citing confidential information therein and called for the availability of portions which will suffice the analyses of the various users. Participants were informed that in the United States legislation existed to regulate user access to census data and payment of fees by different classes of users.

The issue of the safety of enumerators in the field for the upcoming census was highlighted and endorsed by participants, who further asked that consideration be given to the possible involvement of the army and police for the 2000/2001 census in light of the increase in crime, especially drug-related, across the Caribbean

The Chairman assured participants that those issues would be filtered into the design and approach to the census.

Mr. Gordon informed the meeting of CARICOM's approach to the Year 2000 round of censuses. The Council for Human and Social Development (COHSOD) agreed to the following:

- (a) A regionally coordinated approach to the census exercise;

- (b) The establishment of the Regional Census Coordinating Committee (RCCC) for the period of a year before the census, during the census year and a year after the census;
- (c) The hiring of the Regional Census Coordinator for a period of six months initially;
- (d) The approval of US\$453,800 for regionally coordinated activities, a budget member States would contribute towards;
- (e) That participating countries appoint their National Census Officer as soon as possible.

Another goal mandated by COHSOD was to have by the year 2005 at least 15 per cent of those leaving post-secondary school being registered in tertiary education. Finally, Mr. Gordon stated that prior to going to Council, it was proposed that efforts be made to move the census exercise from a technician activity to one involving more of a policy aspect. There is a heavy national responsibility and a window of opportunity to involve the national policy personnel.

The meeting was informed that COHSOD was expected to be the champion and sponsor of the census. It was hoped that they would engender a hierarchy of reporting levels to feed back up to the sponsors, and elicit a broad level of support for the process.

The Chairman introduced two speakers, Drs. Neville Duncan and Karl Theodore, prominent in the social field, to share their ideas on urgent data requirements that might be satisfied by a renovated census questionnaire.

Presentation by Dr. Neville Duncan, Reader in Caribbean Public Policy Issues, UWI, Barbados

In his presentation entitled "Public data needed from a new census", Dr. Duncan noted there was need for the Caribbean to envision its future and to do the things in the present which would ensure the accomplishment of the set goals, and that this was the approach the census needed. He cited the occasion of a census as a propitious moment to ascertain whether successful strides were being made in a country as envisioned by its leaders. He observed that while the census could not comprehend all that was important to a country, it offered the opportunity to set benchmarks to plan for that envisioned future and, therefore, it should be informed by public policy needs while simultaneously taking great care to prioritize those needs.

Among the various priority areas, he made a special case for basic social services, which he considered very important because, among other things, these services reduced the worst aspects of absolute poverty and directly contributed to breaking the transmission of poverty from one generation to the next in a way no other priority area could.

He stated that Caribbean governments had been in the past and continued to be committed to a Human Development Agenda and, therefore, needed to deal with the issue of basic social services which included the following five areas: basic education; basic health; environmental health; reproductive

health and population planning; and nutrition. Beyond the delivery of the social services, attention ought to be paid to their quality and performance, and focus should be placed on primary and preventative programmes in all component areas.

Dr. Duncan made a clear case for the need to benchmark where the Caribbean was with respect to poverty, and to categorize the poor in order plan for the subregion and to design appropriate policies and actual interventions. This, he said, would also assist non-State institutions in their activities in poverty eradication and, in this respect, the collection of data on the poor in the census was of utmost importance.

In closing, Dr. Duncan stated that a national census, replicated subregionally to facilitate subregional planning and comparisons was necessary and should map basic data about a country's population beyond age, gender, income, occupation, and urban/rural distribution. The benchmarking of the Caribbean situation and the mapping of poverty in this census would also satisfy the information needs of social policies, basic social needs identification, health status and measuring the impact of economic development on the various income groups over time. The new census should have an input in measuring economic development and should, therefore, involve a process of explanation and marketing which would enhance its ability to be sold to the private sector and other international institutions. He concluded that only the census could offer fair and equitable information to serve as input into policies.

Discussion

Participants identified problems encountered with a census sample frame which did not allow for the identification of the pockets of poor persons in rich enumeration districts, often merely separated by streets. Also recognized was the lack of a proper classification or definition of urban/rural poor, which could impact on the possibility of funding by international agencies.

Several participants thought that the opportunity existed in the 2000/2001 census exercise to explore the possibility to: define areas for benchmarking; agree on definitions; collect data on vulnerable groups; explain concepts and terms used within the census; annex the questionnaire to the census report to enhance interpretation and understanding; and institute, re-think and define certain problematic classifications.

Some participants sounded a warning regarding the confidentiality of census data and population data recorded in the population register in the identification of the poor. In this regard, the Geographical Information System (GIS), complemented by land information and street addresses, had the ability to pinpoint and list all poor households on a map.

The point that the census report should take account of current policies was endorsed by participants who emphasized that the utility of the report should be at the forefront of the questionnaire design. It was noted that this was the CELADE approach to the census, as was seen in its presentation, which was geared to inform programme goals and funding for critical areas.

Participants suggested that time should be spent on the following:

- (a) Involve stakeholders in the formulation of the census questionnaire to enhance its utility and to indicate the type of analyses required;
- (b) The manner in which analyses and surveys were to be produced;
- (c) The tabulation and cross tabulation programmes that provided the type of data needed.
- (d) A tabulation plan which tailored information for the user was seen as being of key importance.

Dr. Duncan remarked that some countries had already embarked upon planning of their censuses which left little flexibility to take account of the meeting's recommendations. He advised that courage was needed to go back to the drawing board to factor in the issues discussed at the meeting or else lose the opportunity to influence a shift in paradigm.

Presentation by Dr. Karl Theodore, Health Economics Unit, UWI, St. Augustine

Dr. Theodore sought to guide the participants in the tedious, but important, task of enhancing the relevance of the next census. He stated that while it was important to ensure that one could usefully build on what had been done in the past, it was equally important to continuously ask whether what had been done in the past continued to speak to the needs of the society today. It was necessary to look for a balance between the imperatives of change and the wisdom of census traditions. Clearly there were some areas where the census was doing very good work, and with slight adjustments could do even better. However, it should also be agreed that one major role of the census was to provide the planners and policy makers with the knowledge of what might be the most effective areas of intervention. In other words, a survey that collected information directly from the population should inform the users of that information about where the population might be hurting most. Dr. Theodore argued that this latter need was of great importance as a determinant of the approach and design of the year 2000 round of censuses.

The meeting was informed that social policy rested on two main pillars - **information** about the problems which attracted the policymakers' attention, and the **value system** which informed the design and the content of policy. He lamented that it was the norm for millions of dollars to be spent on collecting information from the population, and coming away knowing nothing about how people felt about anything. This idea of needing to know just how people felt about their situations was viewed by Dr. Theodore as an area of great significance because he believed that in the world today globalization threatened to leave out individual communities. While spot-check type surveys might have given similar information, the census remained the best vehicle to capture these changes over the medium term. He, therefore, made the case for a census module which attempted to monitor how people felt about the society in which they lived and how they saw themselves and others in this society. Only when policy makers have information about the perceptions and the value system of the population could the use of scarce resources be better prioritized.

In concluding, Dr. Theodore called for the next census to be turned into a potent instrument for human and social development. This should be the goal for the next millennium. The census was only as valuable as its problem-solving potential.

Dr. Godfrey St. Bernard of the Institute of Social and Economic Research (ISER) of the University of the West Indies presented a paper in which he argued that while the impact of technology on patterns of human behaviour was a broad topic, there was no choice but to reflect upon the growing importance of information and knowledge as the principal media that would enhance the quality and level of production in the Caribbean. This was spawned by the concept of the world as a global village gaining precedence in shaping our futures. The meeting was informed that, to date, there were no known regional efforts embracing systematic processes governed by research designs that relied upon the appropriate methodological inputs and the analytical treatment deemed necessary to spawn meaningful conclusions. In his presentation, Dr. St. Bernard sought to address this topic in the context of the Commonwealth Caribbean.

In the case of Trinidad and Tobago, there was no known systematic research that could provide a basis for assessing the impact of information technology on human behaviour. It was thought that in keeping with national goals promoting the attainment of sustainable socio-economic growth and development, the empowerment of a nation's human resources should be a primary objective. While there was no doubt that information technologies could impact positively upon human beings, considerable attention ought to be placed upon research that pointed towards the negative effects as well. This was especially important to the extent that a host of other factors linked to the family were also likely to have profound effects upon human behaviour over and above information technology. As such, a primary focus of prospective research should be to explore the nature of such associations.

Discussion

The meeting identified two main challenges faced: (a) the need for a distribution plan for the census data regarding the timely manner in which the data are analyzed and made available to as many users as possible; (b) to decide on the salient issues to the region that needed to be included in the census questionnaire. Several participants thought that Dr. Theodore was overly optimistic in thinking that data on the public's feelings and attitudes about society could be that easily captured in a census of population. There was no dispute about the relevance of the issues themselves, but since the census seemed not to be the most effective way of collecting these data, the problem was to find acceptable alternative methods of collecting the required data.

While what Dr. Theodore wanted the participants to achieve as social scientists lay at the heart of the dilemma, a distinction had to be made between data and information. He thought that statisticians had failed to turn data into information so that decision makers could make meaningful use of the figures. With respect to the primary objective of the census, it was felt that the census was the vehicle for the collection of factual data on its population. Since there was a money cost attached to the inclusion of every single question on the questionnaire, the inclusion of each question had to be justified in terms of

its usefulness and relevance in the long run. The question of content became important even though the census might in fact be the only way to merge demographic facts with opinions.

Another main point raised was the need to use the available technology, such as the Internet and modern GIS systems, to gather information that was needed, in the light of restrictions placed on the entire census process.

It was suggested that a meeting be convened at which all users of census data would have an opportunity to voice their opinions on the structure and content of the questionnaire, and then at the national level another meeting should be convened to attend to the concerns raised. Another approach could be to use two or more separate surveys in conjunction with the census in order to collect all the data needed.

**Agenda item 4:
Importance of pre-field, field and post-field activities**

In his presentation, Mr. Desmond Hunte identified the activities related to pre-field, field and post-field activities while highlighting the importance of each activity in the census process.

Pre-field

Mr. Hunte commenced his presentation by stating that there were two important facets to planning a census. They were the time-frame and the budget. The former was essential since the planning process required adequate time. With respect to the budget, he stated that there was a tendency to focus budget outlays on field activities, however, he identified three other areas that needed attention. These were:

- (a) The issue of accommodation;
- (b) Travelling; and
- (c) Publicity and dissemination. Even after completion of the census there is a need to continue the process through dissemination.

Mr. Hunte recommended that in preparing the budget the first priority of the census officer was to firstly identify all the issues in the process and allocate funds to them.

Mr. Hunte stated that countries should include members of the private sector, media and non-governmental organizations in the planning stage and in this regard, each country should utilize its National Advisory Committee to make inputs. He advocated that the advisory committees could also assist in determining the topics of focus for the process.

Preparations

1. Development of questionnaire and structure

Mr. Hunte advised that in designing and developing the questionnaire, census officers should note the following:

- (a) To be mindful of the desired output and develop the census questions around this information. Often this was done in reverse and data were produced that were not quite useful to users;
- (b) To formulate a tabulation plan to facilitate the development of the questionnaire; and
- (c) To be cognizant of the medium through which the data are to be entered, and as such include the data processing person at this stage.

2. Pilot

The pilot of the questionnaire gave a useful indication as to the likely problems that could arise on the field at the time of the actual census and, therefore, one would know what to do if unforeseen situations arose in the actual census exercise. In this context, Mr. Hunte stressed that countries should carry out a full pilot test to include all aspects of the census taking exercise.

3. Quality control

The speaker suggested that before the finalization of the questionnaire a different team should conduct a quality control check to ensure that there were no mistakes, that all the instructions were clear and that nothing was omitted in error.

4. Mapping

Mr. Hunte stated that any census was supposed to cover every individual and every piece of land area in the country. He recommended that in good time before the census, countries should ensure that maps were clear and precise. He recommended that an actual validation exercise be carried out, and that it involved going out on the field to verify the accuracy of the maps.

Training was also identified as an important component of mapping. In order to minimize the number of undercounts there was need for greater attention to be paid to mapping. The need for subdivisions of some EDs was also identified. Mr. Hunte cautioned that where these were done the EDs needed to be renumbered. To this extent, countries needed to develop numbering systems that would facilitate subdivision of the EDs.

5. Selection and training of staff

The following criteria were recommended when choosing staff for the census exercise:

(a) At the outset, countries must determine the type of staff that was required and the amount of workload that they could carry. The former was important also for budgetary purposes, since planning and budget formulation could not be executed if the number of staff that was needed was not clearly determined.

(b) Train in excess, that is, countries should take into account the fact that there might be dropouts from among field staff in particular. In addition, when recruiting staff, census officers should be mindful that not everyone was suited for interviewing and therefore the pilot test should be one way of selecting interviewers for the census. People who were dedicated to the exercise should be chosen as interviewers or supervisors.

(c) Countries must decide whether they wanted supervisors and/or field editors and further if these two categories of staff were needed then they should be trained appropriately. The role of the field editor versus that of the supervisor should be made very clear. This was important to avoid the latter leaving everything in the hands of the field editor and not doing his/her job.

(d) Interviewers, coders, field editors and supervisors should be trained at the same time to ensure that they were all familiar with their duties and the duties of their colleagues. It was also suggested that office staff should be included in the initial exercise since they required training and supervision.

(e) There may be need for a deputy census officer to attend to the day-to-day running of the census exercise, however, the census officer should still take the responsibility of overseeing the work and not delegate his duties to the deputy.

(f) The importance of the internal staff structure, both financially and administratively, was also emphasized.

6. Housing/Space

Mr. Hunte emphasized that space was critical to the process. The census officer needed space for office staff, training and for storing documents.

7. Quality control

Census officers needed to emphasize to supervisors the importance of checking their staff's work in the first days of the exercise, especially data coders and data entry clerks since it was likely that any serious mistakes would be made at this time. This would also allow the supervisor to discern weak

staff members from the strong. It was also a good practice to share experiences so that people might learn from each other and so assist in solving problems that others might encounter in the future.

The process might also include an Area Supervisor. In this case, it was useful to have weekly meetings to track progress.

8. Publicity

Publicity was identified as a key factor in the success of any census or survey. Mr. Hunte stated that countries could spend a lot of money on selection and training of staff, but if the public was not informed, then problems in collecting data would be encountered.

Mr. Hunte summarized the pre-field activities by stating that in terms of planning, countries needed to look at all of the activities and the number of persons required for the exercise. It was also recommended that the budget should be prepared at least one year in advance.

Post-field activities

Data processing

Editing and coding

With respect to post-field activities in the area of data processing, Mr. Hunte identified the following activities in the areas of editing and coding.

(a) The first step in the data processing exercise was the training of data editors. He stated that although the questionnaires would be pre-coded to a certain extent, there were other areas where codes would have to be installed afterwards.

(b) There had to be a clear distinction between the workloads of the editors and coders. In this context, Mr. Hunte highlighted the usefulness and importance of logs since they were an accurate indicator of work done.

(c) Coding was a very technical and important phase in data processing. Coders should therefore be trained to know precisely how to code a response so that the editor could interpret his coding with maximum accuracy.

A problematic area in this process was the coding of illegal activities, for example, the cultivation of marijuana which was widely considered as an agricultural exercise in some countries and as an illegal activity in others.

Another activity was the determination of how much space an individual, i.e., a field interviewer could cover adequately. Therefore it was recommended that an adequate workload should be determined,

not only in terms of number of households but also in considering the terrain that the field officer had to cover.

Data entry

Mr. Hunte stated that the census officer should be aware of the time-frame within which the data should be entered. In this context, he reiterated that if competent personnel were hired this would facilitate the task. He reminded that allowances should be made in the event of errors on the questionnaires, loss of staff and suggested that contingency plans be arranged to deal with this.

In terms of hardware and software used, Mr. Hunte advised census officers to ensure that these were applicable and could be used. For example, he stated that if it was decided to use REDATAM or IMPS software, census officers should consider persons with these skills already or train staff accordingly. He also suggested that training at the national level could be more practical than at the subregional level in the event of staff loss, since more people could be trained in any given country and provide "backup" in the event of the loss of personnel in the census exercise.

Output

Mr. Hunte stated that the output of the data would depend on the desired report out of the exercise. Tabulation plans would assist in determining whether the target could be achieved.

He warned that there would be limitations as far as the questionnaire was concerned, and as such there should be the development of at least a minimal analytical skills to produce output that could represent the data to explain and, therefore, be more useful to users.

Mr. Hunte recommended quality control checks on output and suggested that printouts should be checked and re-checked for relevance to users' needs. One of the main outputs of the census would be the collection of printed ED maps with correct boundary definitions.

Dissemination/communication of data

The past Regional Census Coordinator stated that it was incumbent on the Census Office to have a seminar on the dissemination of information, informing where the information could be obtained and what it was about. Also he stated that the public should be informed by radio, television etc., about the output. There was also a need to translate data into information and that the census office was the best set to do this since they were involved in the process.

Post Enumeration Survey

The decision on whether or not to conduct a post-enumeration survey should be taken in advance of the census and should be influenced by the national census budget.

Administrative reports

The Administrative Report took into account everything that had been done. It highlighted the problems encountered and the solutions taken.

Mr. Hunte summarized that it was essential to plan the census process entirely from the beginning to the end, that is, from pre-field to post-field. Within a year of the census the production of preliminary tables and initial reports should be available to the public. He stated that with careful planning that target was achievable. At least information on the population count should be available. However, he warned that quality control checks should be put in place and stated that initial raw information that was not close to the desired output should not be released.

Discussion

In the ensuing discussion the issue of pilot surveys was raised and the representative from Aruba informed that a pilot census had been carried out by supervisors and that the result was an improvement in the census count.

Representatives suggested that consideration be given to developing training videos that could be shared among units and would allow for a measure of continuity and, therefore, enhance the preparation process of the census.

Documents that were helpful to the census process were identified by representatives, as follows:

(a) The Netherlands Demographic Institute had produced a document on pre-field, field and post-field activities, including information on a range of issues dealing with the census.

(b) A document on data collection methods and research for the census by Claudia Chambers was well suited to the Caribbean subregion.

(c) The Australian Census Bureau produced a useful document which was disseminated through the United Nations.

(d) Microsoft Project was suggested as a good software package that would assist in preparation for the census.

On the issue of mapping, participants observed that in the past not much attention had been paid to mapping until very shortly before census day. It was recommended that the Town and Country Office

or the Lands and Surveys Department should have base maps illustrating the location of the EDs. These maps should be easy to use in finding any errors that might exist on the census office maps. It was further suggested that supervisors should go on the field with their census staff to show them the Eds and point out the boundaries. The participants stated that the mapping problem was exacerbated by the presence of squatters. The meeting was informed that at present there were workers checking and gridding every ED to ensure that the problems of double counting and undercounting in the 1990/91 census did not recur.

The meeting agreed that effective supervision was the key to the success of the Census. Supervisors should ensure that good, clean quality-checked reports were produced. To ensure the latter, it was recommended that supervisors be well paid

**Agenda item 5:
Strategies for the achievement of the goals of year 2000 Round of Censuses**

The reports of the two subcommittees that had met on the previous evening to discuss aspects that required particular attention in the census exercise were presented to the meeting.

Report from Group 1: "Issues for a Future Regional Organization and CARICOM"

The table below identifies the topics discussed in the subcommittee and the recommended areas for assistance to be delivered to countries.

Topic	Area of assistance
Data processing	Technical expertise; machinery; computer training (IMPS, REDATAM, Editing programmes, Microsoft Project)
Mapping	Technical expertise; assistance in generating maps; training in map orientation; producing base maps
Census management workshop	Quality control; operational control; managing stress; project management (identifying critical path); legislation (drafting and reviewing); importance of feedback from supervisors (e.g. Netherlands Antilles conducts bi-weekly meetings with census team); planning and follow-up
Training of trainers	--
Administrative report	Guidelines for writing and modelling format
Data evaluation	--
Questionnaire design	--
Attachment to other Census Offices	--

Summary of report from Group 2: “New issues for the possible inclusion in the census questionnaire, and strategies for their inclusion”

The Group presented the following list of issues in accordance with its mandate.

Issues to be included when designing the new census questionnaire

Housing

- The extent to which houses were meeting the building code to withstand natural disasters;
- Housing insurance.

General characteristics

- Relationships within households;
- Family analysis.

Migration

- Measurement of emigrants and their characteristics;
- Remittances from abroad;
- Expand the codes to identify origin and destination of immigrants and emigrants, respectively.

Education

- Literacy/illiteracy levels.

Fertility and union status

- Reproductive health;
- Teenage pregnancy (age at birth of first child).

Economic activity

- Define clearly what constitutes economic activities;
- Levels of unemployment.

Morbidity

- Diagnosis of chronic illness;
- Access to health facilities;
- Health insurance.

Mortality

- General;
- Infant.

Information technology

- Availability to households.

Crime

- Time-frame of alleged victimization.

Poverty

- Income from all persons whether working or not;
- Remittances, pensions.

Environment

- Garbage disposal.

Participants recommended that census analysis should be sensitive to special groups, including children, women, girls, boys, the elderly, the disabled, indigenous populations.

Evaluation of the questionnaire used in 1990/1991

Economic activity: The concept should be refined. The current set of questions yielded levels of unemployment that were unrealistic. The need for more thorough screening of questions was observed.

Training: Current questionnaire underestimated levels/types of educational training. It did not identify persons of multiple training status.

Fertility and union status: The questionnaire should be re-examined and pre-tested once again. Some countries found that the response rate of the question on age at birth of first child was strangely low. As a result the question could not be depended on to yield estimates of teenage pregnancy.

Education: There was a need to know what other types of training/education or types of basic education a person had other than just 'highest level'.

Security: Participants advocated a revision of procedures for census activities in the night with respect to vagrants and street people.

Mr. Gordon briefed the meeting on the strategies to be implemented by the CARICOM Secretariat in order to achieve the goals that were planned for the year 2000 round of censuses.

The urgent need to appoint the Regional Census Coordinator had already been recognized, and that the RCCC must meet as soon as possible, as early as January 1999. This RCCC would establish a census plan and the time-frame for the key activities. The question of funding was of great importance.

While the Secretariat was unable to say that the source of funding was secured, there was a strong possibility for funding from some other sources.

Member States were also urged to make their contributions to the RCCC promptly.

Work had already begun on a project document that sought to elicit funds from various sources for the year 2000.

Because of the need of the representatives to brief those in positions of authority in their country as soon as possible for political and bureaucratic reasons, Mr. Gordon promised to convey the urgency of the matter of funding to the Secretary-General.

The setting of census dates by the RCC was to be determined by the level of preparedness of each country to carry out the exercise.

By way of a quick review of the workshop, a meeting was planned with Mr. Hunte, CARICOM and the ECLAC/CDCC secretariat as an immediate follow up. Communication between the CARICOM

and ECLAC/CDCC secretariats would be continued in order to get census activities started and accommodate the suggestions made at this workshop.

Since the census involved a number of sectors (such as health, education, women's affairs), those respective programmes had to be made aware of the census process and its attempt to assist these areas, especially when considering proposals for new data cutting across other sectors.

A special session of the Heads of Governments had been planned for February/March 1999, at which the Secretary-General of CARICOM would ensure that issues raised at the RCCC meeting in January of 1999 were brought to the forefront. This would be seen as an attempt to sensitize the Heads on the census.

Mr. Hunte made a number of recommendations on issues that needed to be addressed early and diligently:

(a) The establishment of the Advisory Committee, which was to provide assistance and support to the exercise at national level.

(b) The appointment of National Census Officers as soon as possible since they had to familiarize themselves with the various activities they would become involved with.

(c) With respect to budgeting, it was imperative that one tried to access funds from the government as well as donor agencies with whom there might be bilateral agreements. The participants were asked to think ahead of possible sources of funding, and to remember that each agency required specific reporting procedures before the funds were released, either in total or in part.

(d) It was not too early to start thinking of persons who could be used in various positions, both inside the office and outside. This strategy afforded the opportunity to select the best people for the job. The possibility of re-hiring some persons who had worked well in the last census was suggested.

(e) Because regional training accommodated only one or two people, it was critical to identify at an early stage those persons who would be best suited for the training

(f) The meeting was asked to decide on the most practical year in which to conduct the census. It was suggested that rather than conducting the census in 2000, being ill-prepared, it might be preferable to do it in 2001 and have a greater probability of success.

Agenda item 6:

Tools for managing implementation of the census project

The representative from Saint Lucia, Ms. Ethel Jn. Baptiste, made a presentation on "*Census Budget: The Saint Lucia Experience*" in which she stated that the purpose of the census budget was to allow for the smooth running of the census operation. In that regard, those responsible for implementing

the census needed to take action on: (a) notifying the respective Ministers of Finance of the impending census about three years prior to the event; (b) asking for a capital budget; and (c) getting familiar with the present budget system. Ms. Jn. Baptiste stressed the importance of drawing up a calendar of census events that would serve as a guideline to determine needs. She then demonstrated a broad outline of a proposed census budget with the categories of recurrent expenditure, personal emoluments, wages, travel and subsistence. The meeting appreciated the presentation as being important in helping them not only to manage the census budget, but also in reminding them of the sundries that needed to be accounted for in order to ensure a smooth census project.

**Agenda item 7:
Where do we go from here?**

The participants were informed that their reporting obligations did in fact contribute to the possibility of accessing funds from donor agencies which always looked closely at the reports before authorizing funding. In this regard it should be remembered that the extent to which countries implemented plans determined the ease with which they received more or continued financial support. The workshop noted that a project as important as the census deserved the support of the public, and that support had to be reinforced. Activity and responsibility charts should be developed in which every activity was assigned to someone. That would ensure that nothing would be omitted. Progress reports could be used to inform COHSOD of progress in each country. Progress would be mapped with what was decided at meetings. Another set of reports that proved to be useful was expenditure reports to financiers.

The representative from the CARICOM Secretariat observed that there was no doubt that the various user groups of census data were looking forward to what they could benefit from the census. He pledged the Secretariat's commitment and support to the success of this exciting and challenging venture at the start of the new millennium.

In closing the workshop, the Chairman, Mr. Lancelot Busby, thanked the participants for their generous and valuable contributions over the three-day period, and expressed particular gratitude to CELADE and UNFPA for their financial and other support to the success of the meeting.

Annex 1**PROPOSED PROGRAMME FOR THE WORKSHOP****Day 1 Experiences from the 1990/1991 Round of Censuses - Experiences and lessons for the year 2000 Round.**

- The administration and organization of the Census
- Planning the Census
- Census preparation
- Field activities
- Post field activities
 - Data processing
 - Analysis of data
 - Administrative reports
 - Dissemination

Day 2 Preparation for the year 2000 Round of Censuses

- Context of the year 2000 Round of Censuses - its relevance, problems and purpose, reduced financing from a major source, culture of the people, social context, information demand and the information age.
- Importance of pre-field, field and post-field activities in the context of the special requirements envisaged for achieving a successful year 2000 Round of Censuses.

Day 3 Strategies for the achievement of the goals of the year 2000 Round of Censuses

- Aspects requiring particular attention:
 - Administration
 - Planning, including financing
 - Execution of the Census
 - Other matters
- Tools for managing implementation of the Census Project:
 - Allocating of resources to Census activities
 - Activity chart
 - Responsibility chart
 - Progress chart
 - Intra-term monitoring and evaluation

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STATE OF TEXAS

County of _____

Know all men that _____

of the County of _____

State of Texas, do hereby certify that _____

is the true and correct _____

of the _____

of the County of _____

State of Texas.

Witness my hand and seal of office

this _____ day of _____

19____.

County Clerk

NOTICE
