MANAGEMENT RESPONSE TO REQUEST FOR INSPECTION PANEL REVIEW OF THE ECUADOR: STRENGTHENING THE NATIONAL STATISTICAL SYSTEM IN ECUADOR PROJECT (P178564)

Management has reviewed the Request for Inspection of Ecuador: Strengthening the National Statistical System in Ecuador Project (P178564), received by the Inspection Panel on September 11, 2024, and registered on October 21, 2024 (RQ24/06). Management has prepared the following response.

November 20, 2024

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ABBREVIATIONS AND ACRONYMS

CEE-PIAM	*Comisión Especial de Estadísticas para Pueblos y Nacionalidades Indígenas, Afroecuatoriano y Montubio* (Special Statistics Commission for Indigenous, Afro-Ecuadorian, and Montubio Peoples and Nationalities)
CELADE	*Centro Latinoamericano y Caribeño de Demografía* (Latin American and Caribbean Demographic Center)
CNIPN	*Consejo Nacional para la Igualdad de Pueblos y Nacionalidades* (National Council for the Equality of Peoples and Nationalities)
CONAICE	*Confederación de Nacionalidades Indígenas de la Costa Ecuatoriana* (Confederation of Indigenous Nationalities of the Ecuadorian Coast)
CONAIE	*Confederación de Nacionalidades Indígenas del Ecuador* (Confederation of Indigenous Nationalities of Ecuador)
CONAMUNE	*Coordinadora Nacional de Mujeres Negras* (National Coordinator for Black Women)
CONEPIA	*Comisión Nacional de Estadísticas para Pueblos Indígenas y Afroecuatorianos* (National Statistics Commission for Indigenous Peoples and Afro-Ecuadorians)
CONFENIAE	*Confederación de Nacionalidades Indígenas de la Amazonía Ecuatoriana* (Confederation of Indigenous Nationalities of the Ecuadorian Amazon)
ECUARUNARI	*Confederación de Pueblos de la Nacionalidad Kichwa del Ecuador* (Confederation of the Peoples of Kichwa Nationality of Ecuador)
ESCP	Environmental and Social Commitment Plan
ESA	Environmental and Social Evaluation
ESF	Environmental and Social Framework
ESRS	Environmental and Social Review Summary
ESS	Environmental and Social Standard
FEI	*Federación Ecuatoriana de Indios* (Ecuadorian Federation of Indians)
FEINE	*Federación Ecuatoriana de Indígenas Evangélicos* (Ecuadorian Federation of Indigenous Evangelicals)
FENOCIN	*Confederación Nacional de Organizaciones Campesinas, Indígenas y Negras* (National Confederation of Peasants, Indigenous and Black Organizations)
FOA	*Federación de Organizaciones Indígenas y Campesinas del Azuay* (Federation of Indigenous and Peasant Organizations of Azuay)
FPIC	Free, Prior and Informed Consent
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
GRS	Grievance Redress Service (World Bank)
IBRD	International Bank for Reconstruction and Development
ICLS	International Conference of Labour Statisticians
ILO	International Labour Organization
INEC	National Institute of Statistics and Censuses
IPN	Inspection Panel
LAC	Latin American and Caribbean
LGBTI+	Lesbian, Gay, Bisexual, Transgender, Intersex plus
NSS	National Statistical System

PDO	Project Development Objective
PIAM	*Pueblos Indígenas, Afroecuatorianos y Montubios* (Indigenous Peoples, Afro-Ecuadorians and Montubios)
PPPI	*Plan de Participación de Partes Interesadas* (Stakeholder Engagement Plan)
SDG	Sustainable Development Goals
SEP	Stakeholder Engagement Plan
SGDPN	*Secretaría de Gestión y Desarrollo de Pueblos y Nacionalidades* (Secretariat for the Management and Development of Peoples and Nationalities))
UN	United Nations
UNECE	United Nations Economic Commission for Europe
UNFPA	United Nations Population Fund
UNSD	United Nations Statistics Division

EXECUTIVE SUMMARY

The Project

i. The ***Ecuador: Strengthening the National Statistical System Project*** (the "Project") is supported by the Bank with a US$80 million IBRD Loan, which was approved by the Bank's Board on June 30, 2022. The Objective of the Project is to improve the national statistical capacity of Ecuador in the production and dissemination of timely and high-quality economic and socio-demographic statistics for evidence-based policymaking. Component 1, which aims at 'enhancing demographic information with the new Housing and Population Census' (the "Census"), is subject of the Request for Inspection.

ii. The primary contribution of this Project is the provision of reliable and timely data to inform the design of public policy in Ecuador at the legislative and executive levels. By updating poverty lines and the consumer price index, monitoring labor market outcomes, and assessing gender disparities, the Project helps establish a robust foundation for evidence-based decision-making. The population census delivers an updated cartographic framework of dwellings and sampling frameworks for household surveys, offering valuable insights into the demographic, socioeconomic, and geographic characteristics of the population. When combined with surveys and administrative records, the census data improves disaster preparedness and response, supports the achievement of the Sustainable Development Goals (SDGs), guides resource allocation to address critical needs, and incorporates gender indicators for a more effective analysis of disparities.

The Request

iii. The Request for Inspection was submitted by seven leaders of six local organizations (the "Requesters") on behalf of their respective organizations. The Request alleges that the Census, supported by the Project, was poorly designed and implemented. It further claims that census enumerators lacked sufficient training and guidance, allegedly leading to biased questioning, particularly toward minority and vulnerable groups. The Request also claims inadequate information sharing and insufficient consultation with community leaders. It alleges the Census failed to properly consider Indigenous Peoples, Montubios, Afro-Ecuadorians, and the LGBTI+ population. It also alleges that some questions were discriminatory against women, and that there were inappropriate questions regarding female adolescents' fertility. As a result, the Requesters believe these groups may face political marginalization and potential loss of benefits due to alleged changes in policies and social programs, as well as negatively impacting their collective rights.

Management's Response

iv. ***Management has carefully reviewed the Request and concluded that the alleged potential harm is unlikely to result from the Project supporting the 2022 Ecuador Census.*** Management reviewed the operation and the implementation support it provided and has not identified any noncompliance with the applicable Bank policies. Every effort was made to ensure that the Project complied with the policies listed in the Request, specifically, Environmental and

Social Standards (ESS) 1, 7, and 10 of the Environmental and Social Framework (ESF). In Management's view, the Project supported relevant improvements to the Census design, following international good practice with regard to the self-identification of minorities and aligning with guidance from relevant UN agencies, such as the United Nations Statistics Division (UNSD) within the Department of Economic and Social Affairs, and the United Nations Population Fund (UNFPA). The Project also includes an independent evaluation of the Census coordinated by UNFPA, which was delivered in November 2024; an additional in-depth evaluation of data imputation and consistency will be shared in January 2025. While the Census has been contested in Ecuador, Management is not aware of systemic or widespread problems regarding the data collection.

v. ***Management has not found evidence that the design and implementation of Ecuador's 2022 population Census was flawed, resulting in Census data that allegedly failed to accurately represent the country's demographic composition, especially Indigenous Peoples, Afro-Ecuadorians, and Montubio (Pueblos Indígenas, Afroecuatorianos y Montubios, PIAM) communities.*** Management acknowledges that in a large-scale undertaking such as a census, which was meant to cover 18 million people and involved several thousand enumerators, it cannot rule out that some enumerators may not have fully adhered to the provided training and instructions. That said, the UNFPA evaluation recognized that the Census adhered to international best practice. Key census quality indicators, such as coverage and the Whipple Index,[1] demonstrate that the Ecuador Census achieved a good level of quality. It has found no evidence to suggest widespread or systemic problems regarding the data collection and potential enumerator underperformance. There have been no significant issues regarding ethnic self-identification captured through the feedback and complaints mechanisms under the Project. Management remains committed to following up with the Borrower on any specific technical shortcomings in the design and implementation of the Census once the UNFPA in-depth evaluation is concluded in January 2025.

vi. ***Management believes the Bank carried out its due diligence appropriate to the nature and significance of the environmental and social risks and impacts of the Project, as set out in the Environmental and Social Policy.*** When Project preparation began, Census planning and consultations were already advanced. The Bank carried out a careful review of the Census planning activities, including the participation and consultation activities with PIAM and other stakeholders and vulnerable groups such as women, persons with disabilities, and LGBTI+. Following this review, Management found that the activities were undertaken in a manner consistent with the applicable requirements of ESS1, ESS7, and ESS10. Management also screened the Project design and social risks, and incorporated mitigation measures in the Stakeholder Engagement Plan (SEP).

vii. ***Management is of the view that the alleged harm – depriving PIAM, women and LGBTI+ populations of their rights and excluding them from affirmative action – is unlikely to result from the Project itself.*** A population census is a crucial policy tool which provides comprehensive data on a country's population and its characteristics. Governments at all levels can use such data for planning purposes, and to inform legislative and policy deliberations that may lead to future legislative or policy actions. However, such future legislative or policy actions, while may be influenced by census data, are ultimately the outcome of a political process involving legislators, governments, policy-makers, and other political actors and stakeholders; in general,

[1] The *Whipple Index* is a measure to assess the accuracy and reliability of age data collected in surveys or censuses.

censuses would not automatically result in a certain policy outcome in and of themselves. In the case of Ecuador, based on its review, Management does not believe that the 2022 Census results in the alleged elimination of collective rights and exclusions referred to in the Request.

viii. ***Ecuador's constitutional and legal framework underpins the recognition of PIAM and their collective rights. Its Constitution also provides for the prohibition of discrimination based on sexual orientation and gender identity, and while several challenges remain, the country has made progress regarding LGBTI+ rights. The Request does not explain how or why the Census results directly impact Ecuador's legal framework.*** For example, the Request states that the Census would exclude PIAM from "access to communal rights such as water, labor quotas, bilingual and intercultural education systems, social benefits, the Indigenous justice system, the right to Free, Prior, and Informed Consent, and affirmative action policies." The Request also states that the alleged underreporting of the LGBTI+ population would lead to "their exclusion from public policies, affirmative actions, political representation, and access to targeted social programs." Management has not found provisions in the Ecuadorian legal framework according to which access to the above resources, benefits, or rights would depend on the specific outcome of the Census. Management also notes that the right to free, prior, and informed consultation in Ecuador has a constitutional and legal basis that is unrelated to the Census.

ix. ***Management believes that the Requesters' concerns about the accuracy of the Census are adequately addressed through the independent evaluation of the 2022 Census results.*** The Requesters have also asked the Bank to undertake a review of the population projections made by INEC. However, such a review falls outside the Bank's implementation support and monitoring mandate. The Bank recommended an independent evaluation by UNFPA because it is the agency within the UN system with a mandate and expertise to strengthen national censuses. In Management's view, there is no justification for the Bank to duplicate UNFPA's evaluation. It is relevant to note that population projections were conducted by INEC with the support of CELADE, the United Nations specialized agency for Latin America and the Caribbean.

x. ***Some of the concerns raised in the Request relate to how individuals respond to ethnic self-identification, and how the data collected is interpreted.*** The ethnic affiliation answers were recorded based on *self-identification*, meaning persons volunteered their answers based on their own perception of identity. This approach allows individuals to freely identify as Indigenous, Afro-Ecuadorian, Montubio, or a different ethnic identity. The shifts in the relative sizes of population groups may reflect changes in how individuals choose to self-identify over time, which may not be static. In Ecuador, ethnic self-identification data has shown variability over time. To interpret these trends, considerations must include factors such as human mobility, racial or ethnic consciousness, public policy, community identity perception, and community structure.

xi. ***The Ecuador Census included questions on gender identity and sexual orientation for the first time following consultations with LGBTI+ organizations.*** Management acknowledges the sensitive nature of the questions, which were marked as optional. Management also notes that while enumerators were trained on how to pose the questions, and to proceed with professionalism and respect for respondents' privacy, there may have been instances where answers were not provided when posed in a household setting. Management wishes to stress that INEC included these questions to provide visibility and characterize the LGBTI+ population, taking into account feedback from LGBTI+ organizations. The inclusion of variables of gender self-identification in

the 2022 Census was also an action in the national Diversity Action Plan for LGBTI+ individuals (2022-2025). Globally, the inclusion of gender identity and sexual orientation questions in censuses is an emerging and novel practice, and the accurate identification of the entire LGBTI+ population in censuses or surveys is a recognized challenge. Management has no indication that the Census results in and of themselves prevent the LGBTI+ population from exercising its rights or lead to its exclusion.

xii. ***Based on feedback from women's organizations, the Census design systematically integrated a gender perspective.*** This included incorporating gender neutral language throughout the questionnaire and Enumerators Manual and excluding potentially discriminatory terms. The Census also contains questions to capture female adolescent fertility. While fertility questions are a sensitive subject, they provide important insights needed to shape policies aimed at protecting girls and improving public health and social outcomes. This is particularly relevant for Ecuador, which has one of the highest adolescent birth rates in South America. Management notes that, in the questionnaire, these questions were framed for "women 12 years old or older," which may have led Requesters to consider that the Census treats girls as women. However, as explained before, that was not the intent.

xiii. ***Insufficient prior contact.*** Management acknowledges the complaint previously submitted through the Bank's Grievance Redress Service (GRS) to which the Request refers. Management notes, however, — and has communicated this to the Inspection Panel — that several allegations raised in the Request for Inspection (including concerns regarding LGBTI+, women, differentiation between issues for women and girls, misclassifying underage girls, and labeling care and subsistence work as voluntary) have not been previously raised with Bank Management, as required by the Board Resolution, and hence should not be considered eligible.

Conclusion

xiv. Management believes that the Bank has correctly applied its policies and procedures applicable to the Project and to the matters raised by the Request. As a result, Management believes that the Requesters' rights or interests have not been, nor will they be, directly or adversely affected by the alleged failure of the Bank to implement its policies and procedures.

I. INTRODUCTION

1. On October 21, 2024, the Inspection Panel registered a Request for Inspection, IPN Request RQ24/06 (hereafter referred to as "the Request"), concerning the Ecuador: Strengthening the National Statistical System in Ecuador Project (P178564) ("the Project"), financed by the International Bank for Reconstruction and Development ("the Bank").

2. ***Structure of the Text.*** The document contains the following sections: Annex 1 presents the Requesters' claims, together with Management's detailed responses, in table format. Annex 2 is a copy of the full 2022 Ecuador Census Questionnaire and Annex 3 is a detailed table on accuracy and coverage.

II. THE REQUEST

3. The Request for Inspection was submitted by seven leaders of six local organizations (hereafter referred to as the "Requesters"): the Federation of Indigenous and Peasant Organizations of Azuay (*Federación de Organizaciones Indígenas y Campesinas del Azuay,* FOA), the Water Board of Victoria del Portete and Tarqui, the Association of Afro-Descendants Cimarrón, the Black People's Social Organization, the Transgender Project – Different Bodies Equal Rights, and the organization La Colectiva. Ec., on behalf of their respective organizations and the community members and individuals the organizations represent.

4. The Request alleges that the national population and housing census (Census), supported by the Project, was poorly designed and implemented. It further claims that census enumerators lacked sufficient training and guidance, allegedly leading to biased questioning, particularly toward minority and vulnerable groups. The Request also claims inadequate information sharing and insufficient consultation with community leaders. It alleges the Census failed to properly consider Indigenous Peoples, Montubios, Afro-Ecuadorians, and LGBTI+ communities. It also alleges that some questions were discriminatory against women, and that there were inappropriate questions regarding female adolescents' fertility. As a result, the Requesters believe that these groups may face political marginalization and potential loss of benefits due to changes in policies and social programs, as well as negatively impacting their ethnic and collective rights.

5. Attached to the Request are five annexes:

- Annex 1 – Census categories and classification of ethnicity;
- Annex 2 – Example of denial of indigenous classification;
- Annex 3 – Complaints regarding lack of communication prior to the start of the Census;
- Annex 4 – INEC's justification for the disappearance of the afro population: due to their physical appearance; and
- Annex 5 – Links to information on the Census-takers' strike.

III. PROJECT BACKGROUND

The Project

6. The Ecuador: Strengthening the National Statistical System Project was approved by the Bank's Board on June 30, 2022. To date 63 percent of the loan has been disbursed. The Project's projected Closing Date is July 28, 2027. The total cost for this Project is US$86.79 million, of which US$80 million is financed by an IBRD loan and the remaining amount is financed by the Government of Ecuador.

Project Objectives

7. The Project Development Objective (PDO) is to improve the national statistical capacity of Ecuador in the production and dissemination of timely and high-quality economic and socio-demographic statistics for evidence-based policymaking.

8. The achievement of the PDO-level results will be measured by eight PDO indicators. The proposed indicators assess: (i) progress in overall statistical capacity to produce quality core statistics by the national statistical system (NSS, *sistema estadístico nacional* in Spanish); (ii) the dissemination and use of statistics; and (iii) the availability of sectoral administrative data for statistical purposes.

Project Components

9. The Project is structured in four components:

(i) ***Enhancing demographic information with the new Housing and Population Census.*** The VII Housing and VIII Population Census information will be collected through a multi-modal approach (tablets, online, and paper). Personal identification information will be gathered to link the Census information with other data sources, such as administrative records, among other innovations;

(ii) ***Strengthening the statistical production from surveys.*** This component aims to improve data production and dissemination covering the Income and Expenditure Survey, the Labor Force Survey, and the Agricultural Integrated Survey, and will update statistical products based on their results. This component will cover the main data gaps for proper design of social programs and policies;

(iii) ***Strengthening statistical production from Administrative Records and INEC's managerial capacity.*** This component will enhance the statistical production, accessibility, and dissemination of administrative records; and

(iv) ***Project management, monitoring, and evaluation.***

IV. MANAGEMENT'S RESPONSE

10. The Requesters' claims, accompanied by Management's detailed responses, are provided in Annex 1.

11. ***Management has carefully reviewed the Request and concluded that the alleged potential harm is unlikely to result from the Project supporting the 2022 Ecuador Census.*** Management reviewed the operation and the implementation support it provided and has not identified any noncompliance with the applicable Bank policies. Every effort was made to ensure that the Project complied with the policies listed in the Request, specifically, Environmental and Social Standards (ESS) 1, 7 and 10 of the Environmental and Social Framework (ESF). In Management's view, the Project supported relevant improvements to the Census design, following international good practice with regard to the self-identification of minorities and aligning with guidance from relevant UN agencies, such as the United Nations Statistics Division (UNSD) and the United Nations Population Fund (UNFPA). While the Census has been contested in Ecuador,[2] Management is not aware of systemic or widespread problems regarding the data collection.

12. ***Management has not found evidence that the design and implementation of Ecuador's 2022 population Census were flawed, resulting in Census data that allegedly failed to accurately represent the country's demographic composition, especially Indigenous Peoples, Afro-Ecuadorians, and Montubio[3] (Pueblos Indígenas, Afroecuatorianos y Montubios, PIAM) communities.*** Management acknowledges that in a large-scale undertaking such as a census, which was meant to cover 18 million people and involved several thousand enumerators, it cannot rule out that some enumerators may not have fully adhered to the provided training and instructions. Moreover, it notes that due to its scale and complexity, a census is a "best-effort" endeavor where it is not possible to guarantee a given outcome. That said, key census quality indicators, such as coverage and the Whipple and Myers' Indexes,[4] demonstrate that the Ecuador Census achieved a good level of quality. Furthermore, its design and implementation adhered to international standards. It has found no evidence to suggest widespread or systemic problems regarding the data collection and potential enumerator underperformance. The feedback and complaints mechanisms

[2] Three legal claims (*Acciones de Protección*) were submitted against the Census in 2022. Two of the claims sought an injunction to stop the Census because of data privacy concerns in relation to a question asking about national ID. The third claim was submitted by indigenous organizations to stop the Census due to the alleged violation of collective rights, including the right to prior consultation. All three claims were dismissed by Ecuadorean Courts. To the Bank's knowledge, no new claims have been filed since. Separately, after the Census was completed, the General Assembly, Ecuador's legislative body, has carried our hearings in the exercise of its control functions regarding the implementation of the 2022 Census.

[3] *Montubio* is the term used to describe an ethnic group of the countryside of coastal Ecuador which are recognized as a distinct ethnicity under the Ecuadorean Constitution. They do not meet the identifying criteria of ESS7 to be considered Indigenous Peoples but given their special recognition in Ecuador they are included in the ESF risk management measures at par with Indigenous Peoples

[4] The Whipple Index is a measure used to assess the accuracy and reliability of age data collected in surveys or censuses. Specifically, it checks for "age heaping," which is the tendency for people to round their ages to numbers ending in certain digits, like 0 or 5, rather than reporting their exact age. The Whipple Index helps identify if there is a pattern like this. If ages are evenly reported without bias, the Whipple Index would be low (close to 100, meaning good data quality). A higher index indicates a significant amount of age rounding or misreporting. The Myers' Blended Index, inversely, detects digit preference, where lower values suggest greater accuracy. The United Nations Age-Sex Accuracy Index evaluates the quality of census data by analyzing age heaping and sex ratio discrepancies, with lower scores indicating higher accuracy.

have not indicated any significant issues regarding ethnic self-identification. Management remains committed to following up with the Borrower on any specific indication of technical shortcomings in the design and implementation of the Census once the in-depth UNFPA evaluation has concluded.

13. ***Management believes the Bank carried out its due diligence appropriate to the nature and significance of the environmental and social risks and impacts of the Project, as set out under the ESF's Environmental and Social Policy.*** When Project preparation began, Census planning and consultations were already advanced. The Bank carried out a careful review of the Census planning, including the participation and consultation activities with PIAM and other stakeholders and vulnerable groups such as women, persons with disabilities, and LGBTI+, and found that they were consistent with the applicable requirements of ESS1, ESS7, and ESS10. The Bank also screened the Project design and social risks, and incorporated mitigation measures into Project design and the Stakeholder Engagement Plan (SEP). ESS2, ESS3 and ESS4 are also applicable to the Project, and relevant commitments were incorporated into the Project's Environmental and Social Commitment Plan (ESCP).

14. ***Management does not believe that the alleged harm – depriving PIAM, women and LGBTI+ populations of their rights and excluding them from affirmative action – is likely to result from the Project that supported the Census.*** A population census is a crucial policy tool as it provides comprehensive data on a country's population and its characteristics. Governments at all levels can use such data for planning purposes, and to inform legislative and policy deliberations that may lead to future legislative action or executive policy. However, such future legislative actions and policies, while influenced by census data, are ultimately the outcome of a political process involving legislators, governments, policymakers, and other political actors and stakeholders; in general, censuses would not automatically result in a certain policy outcome. In the case of Ecuador, based on its review, Management does not believe that the 2022 Census results in the alleged elimination of collective rights and exclusions referred to in the Request.

15. ***Ecuador's constitutional and legal framework underpins the recognition of PIAM and their collective rights. Its Constitution also provides for the prohibition of discrimination based on sexual orientation and gender identity, and while several challenges remain, the country has made progress regarding LGBTI+ rights. The Request does not explain how or why the Census results directly impact Ecuador's legal framework.*** For example, for PIAM, the Request claims that the Census would exclude them from *"access to communal rights such as water, labor quotas, bilingual and intercultural education systems, social benefits, the Indigenous justice system, the right to Free, Prior, and Informed Consent, and affirmative action policies."* In the same way, the Request claims that the alleged underreporting of the LGBTI+ population would lead to *"their exclusion from public policies, affirmative actions, political representation, and access to targeted social programs."* Management has not found provisions in the Ecuadorian legal framework according to which access to the above resources, benefits, or rights would depend on the specific outcome of the Census. Management also notes that the right to free, prior, and informed consultation in Ecuador has a constitutional and legal basis that is unrelated to the Census.

16. ***Management acknowledges that PIAM communities and the LGBTI+ population face challenges and may encounter difficulties in exercising their rights. However, Management is unaware of rights or affirmative action policies in Ecuador that are directly and negatively***

impacted by Census data. For example, the Organic Law of Public Service provides a basis for PIAM affirmative action practices in public employment irrespective of Census results. Regarding LGBTI+, in July 2022, the Government approved its Diversity Action Plan for LGBTI+ individuals (2022-2025), which was developed in a participatory manner. The Plan includes over 100 actions across multiple sectors and involves 28 public entities. One of the actions in this Plan proposed by the Ministry of Gender and Human Rights was the inclusion of variables of gender self-identification in the 2022 Census, and in other surveys and studies about life conditions of LGBTI+ populations.

17. ***Management believes that the Requesters' concerns about the accuracy of the Census are adequately addressed through an independent evaluation of the 2022 Census results.*** The Requesters have also asked the Bank to undertake a review of the population projections made by INEC. However, such a review falls outside the Bank's implementation support and monitoring under Investment Project Financing. The Bank recommended an evaluation coordinated by UNFPA because it is the agency within the UN system with a mandate and expertise to strengthen national censuses. In Management's view there is no justification for the Bank to duplicate UNFPA's evaluation.

18. ***Some of the concerns raised in the Request relate to how individuals respond to ethnic self-identification, and how the data collected is interpreted.*** The ethnic affiliation answers were recorded based on *self-identification*, meaning persons volunteered their answers based on their own perception of identity. This approach allows individuals to freely identify as Indigenous, Afro-Ecuadorian, Montubio, or a different ethnic identity. The shifts in the relative sizes of population groups may also reflect changes in how individuals choose to self-identify over time. In Ecuador, the estimation of the population by ethnicity is rooted in individuals' cultural self-identification, a practice in place since 2001 and reinforced through surveys and administrative records since 2010, including questions on spoken language. At the same time, ethnic self-identification data has shown variability over time: in 2001, 5.0 percent of the population self-identified as Afro-Ecuadorian, which rose to 7.2 percent in 2010 but then returned to 4.8 percent in the 2022 Census, rates aligned with the results in household surveys over the past two decades except in 2010. In the case of Indigenous Peoples, self-identification rates have remained relatively constant, with 6.8 percent in 2001, 7.0 percent in 2010, and 7.7 percent in 2022. To interpret these trends, considerations must include factors such as human mobility, racial or ethnic consciousness, public policy, community identity perception, and community structures.

19. ***The Ecuador Census included questions on gender identity and sexual orientation for the first time following consultations with LGBTI+ organizations.*** Management acknowledges the sensitivity of the questions, which were marked as optional. The reference population was only individuals 18 years old and older. Management also notes that while enumerators were trained and instructed on how to pose the questions, and to proceed with professionalism and respect for respondents' privacy, there may have been instances where answers were not provided in a household setting. INEC provided the Bank with the non-response rates for the gender identity and sexual orientation (6.3 percent and 7.7 percent respectively) questions, which are aligned with those in other countries, e.g., the United Kingdom 2021 census. Management wishes to stress that INEC included these questions to provide visibility and characterize the LGBTI+ population, considering feedback with LGBTI+ organizations. The inclusion of variables of gender self-identification in the 2022 Census was also an action in the Diversity Action Plan for LGBTI+

individuals (2022-2025). Globally, the inclusion of gender identity and sexual orientation questions in censuses is an emerging and novel practice, and the accurate identification of the entire LGBTI+ population in censuses or surveys is a recognized challenge. Management has no indication, however, that the Census results prevent the LGBTI+ population from exercising its rights or lead to its exclusion from policy.

Insufficient prior contact

20. Management acknowledges that some of the concerns raised in the Request for Inspection have been raised with Bank Management previously through a complaint submitted to the Bank's Grievance Redress Service (GRS) and to which the Request refers. Management notes however — and has raised this with the Inspection Panel — that several concerns alleged in the Request for Inspection (including allegations regarding LGBTI+, women, lack of differentiation between issues for women and girls, misclassifying underage girls as women, and labeling care and subsistence work as voluntary) have not been previously raised with Bank Management, as would be required by the Board Resolution, and hence should not be considered eligible.

Specific Issues Raised in the Request

Concerns about census accuracy

21. ***The evaluation coordinated by UNFPA of the Census methodology and results provides an independent evaluation of the Census***. The inclusion of an independent evaluation coordinated by UNFPA with the support of the Latin American and Caribbean Demographic Centre (CELADE), follows a recommendation by the World Bank, which was incorporated into the Project during its initial implementation phase. This independent evaluation is coordinated by UNFPA, which is the UN agency with the mandate and expertise to assess the quality of population Censuses. The evaluation includes Census production (cartography, training, data collection, and processing) and main results. A preliminary version of the report has been shared with INEC in November 2024. Additionally, an in-depth evaluation of data processing and data imputation,[5] also coordinated by UNFPA/CELADE, is expected to conclude by January 2025.

22. ***Other available Census data also allows estimates and statistical evaluation of the quality.*** The Census achieved a high level of quality, measured by two main attributes: coverage and accuracy. Coverage is assessed by estimating the omission rate.[6] Based on the omission rate achieved of 4.6 percent, the data meets international standards for good quality. Regarding

[5] Data imputation is a method used in statistics to approximate missing data, to make the data set complete.

[6] The census omission rate refers to the percentage of individuals or housing units that are not counted or missed during a population census. It is an important measure of the accuracy and completeness of census data. The omission rate helps indicate how effective the census was in capturing the total population.

accuracy, several indices were applied (as stated by UNSD), including ***Whipple*** (103.8), Myers' (2.2), and the UN gender ratio (14.3), indicating that the data accuracy is high.[7]

23. ***Ecuador's Census omission rate was reasonably comparable in quality to that of other censuses in Latin America and the Caribbean.*** For example, the omission rates were 5.1 percent in Argentina (2022), 7 percent in Mexico (2020), 4.7 percent in Panama (2023), and 6 percent in Paraguay (2022). Ecuador's rate was also lower than the United States (5 percent). Related to the Whipple Index, Ecuador's score (103.8, within the "very accurate" range) is close to the United States' (101.2). With a coverage rate of 95.4 percent, the Census is classified as relatively good according to UN benchmarks (UN, 2023). (See Annex 3 below for detailed classification.)

Concerns about PIAM inclusion and underrepresentation in Census results

24. ***In Management's view, preparation for the Census systematically included representatives of key national PIAM organizations to help design the Census, and to advise on the issues relevant for PIAM communities.*** These organizations included the Confederation of Indigenous Nationalities of Ecuador (*Confederación de Nacionalidades Indígenas del Ecuador,* CONAIE), the National Confederation of Peasants, Indigenous and Black Organizations (*Confederación Nacional de Organizaciones Campesinas, Indígenas y Negras*, FENOCIN), the Ecuadorian Federation of Indigenous Evangelicals (*Federación Ecuatoriana de Indígenas Evangélicos*, FEINE), and the Confederation of Indigenous Nationalities of the Ecuadorian Amazon (*Confederación de Nacionalidades Indígenas de la Amazonía Ecuatoriana,* CONFENIAE). PIAM organizations were involved in the discussions about the questions on self-identification and ethnic affiliation. In addition, local and regional PIAM organizations and representatives were actively approached and engaged by INEC, through meetings in their regions during the preparation of the Census. These consultations allowed PIAM representatives to discuss the proposed questionnaire, raise issues, and suggest adjustments. The process also helped recognize previously overlooked groups, such as the Cholo people, and allowed the self-identification of other groups that are currently not officially recognized, like the Quijos people.

25. ***Management has found no evidence that the Census was poorly designed and implemented in a way that led to inaccurate representation of PIAM communities.*** Although the Request repeatedly emphasizes this claim, Management has found no evidence to suggest widespread or systemic problems regarding the data collection. The same applies to the statement in the Request that challenges the validity of the Census result, indicating that 7.7 percent of Ecuador's population is indigenous. Although the Request claims that this figure *"does not align with birth rates and previous population records,"* it is consistent with other established data sources, including several household surveys, and is a relative increase from the proportions recorded in the 2001 (6.8 percent) and 2010 Census (7.0 percent). Moreover, the revised design of the 2022 questionnaire explicitly allows respondents to name ethnic groups beyond those officially recognized. Therefore, it is also not plausible for the Request to claim that Kichwa-Kañari

[7] After the data collection was completed, as done in every census, data curation was carried out, and population projections were estimated with support from the United Nations. Given the good quality of the data, no post-census activities are planned or recommended from a technical perspective. Moving forward, the census data will serve as a sampling frame for household and labor force surveys, and cartography of dwellings.

individuals would be *"forced to assimilate as Mestizos,"* when they have the option to specify that they are "Indigenous" under Question 11.

26. ***In Management's view, the Census followed international good practices in identifying individuals by their ethnic groups.*** The Census questionnaire built upon and enhanced the questionnaire from the previous 2010 Census regarding ethnic self-identification and was revised by INEC based on consultations held with PIAM organizations. The 2022 questionnaire included a more inclusive option to specify a person's self-identification under the "Other" category. For persons who self-identify as "Indigenous," Question 12 included an updated list of peoples and nationalities, but also allowed to name a non-listed group. These changes aimed to offer minority groups a more accurate way to reflect their identities. INEC also hired[8] and trained enumerators from PIAM communities to address potential language barriers and to ensure adequate cultural sensitivity. The Enumerator Manual included instructions concerning the questions on self-identification, and campaigns were undertaken to inform the public.

27. ***The Request also alleges that indigenous persons were not able to self-identify in an integral manner or were unable to self-identify because their Nationality or Peoples was not listed, leading to "forced assimilation" and underrepresentation.*** Management reiterates that ethnicity questions of the Census are based on self-identification. Question 11 enables a person to self-identify as "Indigenous" regardless of Peoples or Nationality, which means the number of people that self-identify as indigenous is not affected by the breakdown of Peoples and Nationalities presented in Question 12. Thus, Question 11 is not framed in a way that leads to underrepresentation or "forced assimilation" of indigenous persons into "*Mestizos*." Management acknowledges that individuals of the Kichwa Nationality may have wished to also identify as one of the 18 Peoples that compose that Nationality. Management notes that the same approach was taken in the 2010 Census, where individuals could name a non-listed group, as in the 2022 Census, and reiterates that Question 12 did not reflect the total number of people self-identifying as indigenous. Nevertheless, the Bank acknowledges there is an opportunity for improvement for future statistical endeavors that it will communicate to INEC. Finally, Management also notes that some persons may have wanted to identify with a Nationality or Peoples not listed in the Questionnaire, but it reiterates that Question 12 allowed respondents to name groups beyond those officially recognized, so a person was able to indicate belonging to the Quijo Nationality, for example.

28. The Request also makes note of a budget cut to the *"Secretaria de Pueblos Indigenas, Montubios y Afroecuatorianos."* Ecuador has been experiencing a tight fiscal situation, with budget cuts across the entire public sector. To the Bank's knowledge, the budget for the "*Secretaria de Gestion y Desarrollo de Pueblos y Nacionalidades*" is decided in accordance with the Public Sector Budget Law and is unrelated to the Census results.

[8] Enumerators were selected based on four main criteria: they had to reside in the territory where they would work, demonstrate experience in field survey operations, pass a technical test (with only the highest scorers added to the final list), and meet the selection quota determined by the INEC team assigned to each territory.

Concerns about LGBTI+ inclusion and underrepresentation in Census results

29. ***Management notes that the Request's claim that the Census should have excluded questions about gender identity and sexual orientation is not consistent with the feedback received from the LGBTI+ organizations which were consulted for the Census.*** The 2022 Census is the first that included questions on gender identity and sexual orientation in Ecuador. The decision to include these questions resulted from consultations with the gender thematic group of the Special Commission of Statistics for the Population and Housing Census established in 2019, which included representatives from the Ministry of Social Inclusion, the Secretary of Human Rights, and the National Secretary of Planning. The questions were also discussed with LGBTI+ groups, and a pilot Census was conducted in 2019. Between 2019 and 2020, 18 meetings were held with LGBTI+ organizations, UN agencies, and the public sector. In 2022 the Alliance for Gender Diversity (*Alianza por las Diversidades Sexo-Gen Alianza por las Diversidades Sexo-Genericas ricas*) was formed by 22 organizations,[9] the Secretary of Human Rights (now Ministry of Women and Human Rights) and INEC. This alliance has the objective of building and creating spaces to strengthen the participation of LGBTI+ groups in statistical operations and in the Census. The inclusion of variables of gender self-identification in the 2022 Census was also an action in the Diversity Action Plan for LGBTI+ individuals (2022-2025). The gender diversity results from the census were presented in May 2024 in a public event [link].

30. ***Due to their sensitivity, the Census questions on gender identity and sexual orientation were optional.*** This was also communicated in the training for enumerators and highlighted in the Enumerators Manual. The Manual also highlighted the importance of this information to help the Government implement public policies to promote, protect, guarantee, and respect the rights of LGBTI+ persons, and provided advice on how to proceed with the questions in a sensitive manner. In addition, the option to fill out the Census online enabled individuals to complete the Census in private, if desired. The reference population was only individuals 18 years old and older. INEC provided the Bank with the non-response rates: the non-response rate for the gender identity question was 6.3 percent (Question 36) and 7.7 percent for sexual orientation (Question 37). These rates align with those in other countries, e.g., the United Kingdom 2021 census.

31. ***Enumerators were trained on how to phrase and explain the questions contained in the Census, especially those related to sensitive topics such as gender identity and sexual orientation.*** Additionally, the Enumerators Manual and Supervisor Manual included instructions on these questions and how to ask them with professionalism and respect for respondents' privacy. Enumerators were trained to stop asking these questions if the respondent showed discomfort or declined. Additionally, 15 percent of the population filled the questionnaire online in a private setting. Nevertheless, there may have been instances where answers were not provided in a household setting, as explained in paragraph 19 above.

[9] The participant institutions are *Fundación Nueva Coccinelle* (2 delegates)*, Fundación Mujer & Mujer, Amazonia de Colores, Fundacioó Transgéneros Peninsulares, Organization Trans Rompiendo el Género, Horizontes Diversos, Asociación Lluvia de Arcoiris, Silueta X, Fundación Alianza Igualitaria, Asociación Asiris, Feikers (activist), Fundación Vision y Diversidad, Proyecto Transgénero, Circulo Transgénero Crisalys, Dialogo Diverso, Plan Diversidad, Fundación Ecuatoriana Equidad, Quito Diverso-Vivir Libre, Corporación Crisalys, Asociación ALFIL, Asociación Crisalys* (2 delegates)*, Centro Psico-Trans Quito, Intertulias.*

32. Management notes that good practice in this field is only emerging very slowly and there is an ongoing discourse in academia if and under which circumstances a census/household survey is the right methodology to accurately capture the LGBTI+ population of a country. However, these limitations could not have been addressed by the Project. Management notes the Government's decision – in consultation with LGBTI+ groups – to include this issue in the national census as part of its national LGBTI+ action plan.

Concerns about women's issues and female adolescent fertility questions

33. ***Women's organizations were systematically included in the consultations on the Census questionnaire.*** Consultations for Census preparation began in 2019 and were conducted within the framework of the thematic groups under the Special Statistical Commission. Each thematic group focused on a different topic and included representatives from various institutions and stakeholders, including LGBTI+ and women's groups. The Request seeks to support the claim that women's organizations were insufficiently involved by referencing a few groups that were not consulted.[10] However, while such groups may have been absent, Management considers women's organizations involvement was robust.

34. ***The Ministry of Women and Human Rights coordinated the involvement of various women's collectives, institutions, organizations, and movements for the 2022 Census.*** These included women's rights organizations and networks, such as the *Red Ecuatoriana de Mujeres Científicas, Consejo de Protección de Derechos Humanos, Huarichas e Insurrectas,* the *Instituto de Investigación de Igualdad de Género y Derechos* from the *Universidad Central de Ecuador, and Centro de Protección de Derechos Sukurna*. These organizations have a proven track record of working on women's rights and gender issues in Ecuador. During Census preparation they specifically advocated for gender-sensitive data collection to accurately represent women's socio-economic conditions and challenges.

35. ***Based on the feedback from women's organizations, the Census design systematically integrated a gender perspective.*** This included incorporating gender neutral language throughout the questionnaire and Enumerators Manual and excluding potentially discriminatory terms. Additionally, training and awareness-raising for gender issues was included for field staff, along with monitoring for potential incidents related to gender-based violence, for which a dedicated support hotline was available.

36. ***The Census also contains questions to capture female adolescent fertility.*** These questions pertained to girls aged 12 and older, which is in line with UNFPA guidelines and international practice. While fertility questions are a sensitive subject, they provide important insights needed to shape policies aimed at protecting girls, and improving public health and social outcomes. By tracking adolescent fertility trends, a census can help governments monitor and address the prevalence of early pregnancies, sexual violence or child marriage. This is particularly relevant for Ecuador, which has one of the highest adolescent birth rates in South America.

[10] These organizations are: *Women for Change, National Union of Educators, United Confederation of Retail Traders and Self- Employed Workers of Ecuador, Collective Las Tejedoras Manabitas.*

Management notes that, in the questionnaire, these questions were framed for "women 12 years old or older," which may have led Requesters to consider that the Census treats girls as women. However, as explained before, that was not the intent.

Application of Bank Policy

37. ***Management is of the view that the Bank complied with the Bank's Environmental and Social Policy. The Borrower, in turn, has complied with the ESSs relevant to the Project, that is, ESS 1, ESS 7 and ESS 10.***

38. During the Project preparation phase, the Bank team undertook the necessary due diligence on the actions carried out by the Borrower prior to the Bank's involvement, including the participation and consultation activities with PIAM and other stakeholders and vulnerable groups such as women, persons with disabilities and LGBTI+, and found that they were consistent with the ESF.

39. The Bank started preparing the Project in early 2022. At that time, the preparation of the Census and its questions, including the associated participatory activities, was nearly completed. The awareness raising and communication campaign had just begun. The collection of data for the Census was initiated online in October 2022. Field activities started in November 2022 and were planned to be completed by December 2022, but were extended to March 31, 2023, due to protests (unrelated to the Census) and an overall poor security situation in the country.

40. Early in 2022, the Bank team had screened the proposed Project design and identified the following social risks: health and safety for the community during Census execution, including in relation to Covid 19; risks associated with the use of security personnel for Census execution; risk of occupational health and safety for the Project's field team during data collection; risk of sexual harassment and discrimination in the workplace, including for enumerators; and risks associated with the cultural sensitivity of the population, especially in indigenous communities, during field visits and communication campaigns.

41. As part of the Bank's due diligence, the risks were reassessed regularly, including during Project implementation.[11] The Environmental and Social Review Summary (ESRS) also described the measures identified to address these risks, which were integrated into the Project design and the SEP. Management notes that through the design of the Project, including measures addressing the risk associated with cultural sensitivities, the Project aimed to achieve inclusion of PIAM and ensure their informed participation in the Census.

[11] Early in 2022, the Bank team had screened the proposed Project design and identified the following social risks: health and safety for the community during Census execution, including in relation to Covid 19; risks associated with the use of security personnel for Census execution; risk of occupational health and safety for the Project's field team during data collection; risk of sexual harassment and discrimination in the workplace, including for enumerators; and risks associated with the cultural sensitivity of the population, especially in indigenous communities, during field visits and communication campaigns. As part of the Bank's due diligence, the risks were reassessed regularly, including during Project implementation.

42. Measures integrated into Project design to ensure inclusion of PIAM and other vulnerable groups included: (a) communication and dissemination campaigns about the Census and how to participate, which also considered possible barriers to inclusion, such as language, remoteness and cultural sensitivity; (b) Census enumerators locally selected in/from PIAM communities (over 20.8 percent), and training for all enumerators in socio-cultural principles and rules of interaction with different social groups, including PIAM, persons with disabilities, elderly people and others; and (c) inclusion of the response category "other" for those people who do not self-identify as part of recognized groups among the response categories.

43. ***Management considers that the Project complied with ESS7.*** Meaningful consultations were conducted, and feedback from a wide group of PIAM represented at national, regional and local levels was appropriately considered and incorporated into the design and preparation of the Census. Culturally appropriate measures were integrated into the Project design. The awareness-raising campaign included targeted actions to engage and inform PIAM (as outlined in the SEP), and a significant number of enumerators from PIAM communities were hired.

44. ***Management notes that Free, Prior, and Informed Consent (FPIC), as required under paragraph 24 of ESS7, is not applicable to the activities financed by the Project.*** The reason is that these activities do not have adverse impacts on land or natural resources subject to traditional ownership or customary use, do not result in the relocation of Indigenous Peoples, and do not significantly affect Indigenous Peoples' cultural heritage that is essential to their identity or their cultural, ceremonial, or spiritual practices.

Conclusion

45. ***Management believes that the Bank has correctly applied its policies and procedures applicable to the Project and to the matters raised by the Request. As a result, Management believes that the Requesters' rights or interests have not been, nor will they be, directly or adversely affected by the alleged failure of the Bank to implement its policies and procedures.***

Annex 1
Claims and Responses

NO.	CLAIM	RESPONSE
	Census	
1	Component 1, "*strengthening of the demographic information through the implementation of the VII Housing Census and VIII Population Census*," was poorly designed and implemented, as INEC did not accurately account for Indigenous Peoples, Montubios, and Afro-Ecuadorians, nor for LGBTI+ communities, or nor for differentiated questions concerning women, thereby excluding them from the project's benefits. As a result, their ethnic and collective rights were affected. There are a variety of problems with the census process, including: **The enumerators hired by INEC asked questions to Indigenous Peoples, Montubios, and Afro-Ecuadorian communities regarding their self- identification in an inconsistent and arbitrary manner**. In many cases, the enumerators incorrectly marked Indigenous and Afro-Ecuadorian individuals as mestizos or white, distorting their collective identity. This practice violates the mitigation measures described in the ESRS, which state that the project would allow Indigenous Peoples, Montubios, and Afro-Ecuadorian communities to accurately self-identify in the census.[a] [a.] For details on how the census categories affected the classification of	***Management has not found evidence that the Census was poorly designed or implemented. Furthermore, Management has not encountered evidence that PIAM are inaccurately accounted for in the Census data. The Request also does not clarify how the Census would impact the ethnic or collective rights of minority groups.*** In Management's view, the Census followed international good practice in identifying individuals by their ethnic groups. The Census questionnaire built upon and enhanced the questionnaire from the previous Census regarding ethnic self-identification. INEC hired and trained enumerators from PIAM communities, maintained an optimal enumerator-supervisor ratio, and exercised daily monitoring quality control during the Census. ***The Census used a mixed method approach (i.e., online and face-to-face data collection) to collect information from the whole population, including regarding self-identification.*** This approach follows the principles recommended by UN STATS and aligns with UNECE recommendations. It is similar to the censuses conducted during the 2020 round (censuses run between 2017 and 2024) in many Latin American and Caribbean (LAC) countries, including Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Mexico, Panama, Paraguay, and Peru. The Census results also are consistent with findings from other data sources, such as household and labor surveys and administrative data collected by INEC since 2001. ***The Census questions related to self-identification were updated by INEC based on consultations held with PIAM. Question 11, which applied to everyone, added a more inclusive option for self-identification under the "Other" category. For persons self-identifying as "Indigenous," Question 12 included an updated list of peoples and nationalities. These changes aimed to offer minority groups a more accurate way to reflect their identities.*** The training process for the enumerators emphasized accurate data collection, particularly for PIAM. Enumerators were carefully selected from within local communities to support familiarity with the local environment, culture, and language, particularly in indigenous contexts. This was intended to achieve more accurate representation by

NO.	CLAIM	RESPONSE
	ethnic groups, see Annex 1 [attached to the Request].	enumerators and reduce potential enumerator bias in answers through more familiarity with PIAM communities. Also, INEC hired local guides to help enumerators find people living in more remote areas and help with translations if needed. INEC developed an **Enumerator Manual** (*Manual del Censista*) with specific guidelines on questions related to indigenous identity. For **Question 10**, enumerators are instructed to ask about the languages or dialects spoken by individuals aged one year or older. If a respondent speaks an indigenous language, the enumerator must specifically inquire, **"Which indigenous language do you speak?"** and record the answer in the appropriate fields. The Manual also stresses that **multiple responses** are allowed, ensuring that all languages spoken by the respondent are documented. This allows enumerators to gather detailed information about linguistic diversity within indigenous populations. **Question 11** focuses on self-identification. The Manual directs enumerators to ask how respondents identify according to their culture and customs, explicitly stating that the question is not related to race or physical characteristics. Enumerators must record responses as expressed by the respondents, without making any assumptions. If the respondent selects "Indigenous," the Manual instructs enumerators to continue with **Question 12**, which gathers more detailed information about the respondent's indigenous nationality or people. Importantly, the Manual emphasizes that even if the respondent names a group not listed in the Census options, it should still be recorded. This is meant to ensure that no indigenous identity is overlooked. For **Question 13**, enumerators are instructed to ask if the respondent's parents spoke any indigenous languages. The Manual highlights that this question helps track the transmission of indigenous languages across generations, providing valuable insight into the vitality of these languages. INEC conducted an 8-day enumerator training program for the selected candidates recruited from among 220,828 applicants. The best-performing candidates received additional training to be appointed as supervisors. There were two types of supervisors: coverage and enumerator. Coverage supervisors were responsible for overseeing the work of five enumerator supervisors, while enumerator supervisors were, in turn, in charge of three to five enumerators. Thus, INEC

NO.	CLAIM	RESPONSE
		maintained a field supervisor-to-enumerator ratio within the optimal range of 1:5.[1] The training program used a blended (in-person and virtual) approach based on the UNFPA Guidelines. Enumerators became familiar with the questionnaires, the Enumerator Manual, and approaches to engaging respondents. They practiced protocols for various situations, such as handling sensitive questions and managing rejections, among others. The enumerators were also educated on the importance of cultural sensitivity and confidentiality and overcoming language barriers. The Enumerator Manual establishes explicitly that "…*during the Census operation, special attention must be paid to avoid discriminatory behavior against individuals based on the people or nationality to which they belong*." It also describes behaviors that should be avoided, including showing discomfort or contemptuous attitudes towards individuals from PIAM backgrounds; expressing annoyance due to difficulties in understanding answers when the respondent speaks a language other than Spanish; making derogatory comments about the characteristics of housing, educational level, type of work, or social security of PIAM communities; and mocking the clothing of PIAM people. In total, 20.68% of the enumerators were selected from PIAM communities. The proportion of PIAM enumerators corresponded approximately to the distribution of the PIAM population across different Ecuadorean provinces. For example, in the Esmeraldas province, where 53.79% of the population self-identified as Afro-Ecuadorian, 60.67% of the enumerators were also Afro-Ecuadorian. Similarly, in Los Ríos and Manabí provinces, where Montubios made up 35.35% and 33.56% of the population, 32.3% and 36.46% of the enumerators, respectively, were Montubios. In provinces with a high percentage of indigenous populations, such as Morona Santiago (58.55%), Napo (64.95%), and Pastaza (50.83%), the share of indigenous enumerators was 57.02%, 56.20%, and 40.31%, respectively. The Census was carried out between October 1 and March 31, 2023, and included several quality control measures.[2] The

[1] Following international standards for fieldwork operation, INEC organized its personnel into three categories: coverage supervisors, enumerator supervisors, and enumerators. The coverage supervisor oversees five enumerator supervisors, while the enumerator supervisor manages three to five enumerators, depending on whether the area is urban or rural. Both ratios, coverage supervisor-enumerator supervisor and enumerator supervisor-enumerator, are within the optimal range (1:5). INEC developed a Coverage Supervisor Manual (*Manual Supervisor Cobertura*) and an Enumerator Supervisor Manual (*Manual Supervisor Censistas*).

[2] The online census was implemented during October 1-31, 2022, while the face-to-face interviews were held between November 7, 2022 and March 31, 2023.

NO.	CLAIM	RESPONSE
		data collection process included daily analysis of coverage and incidents by field supervisors and coverage supervisors, allowing for real-time adjustments. If there were concerns about under-coverage or inaccuracies, households were revisited to properly account for everyone, including PIAM. INEC also conducted cross-verification with other data sources, such as administrative data and surveys, as an additional control to check the consistency and accuracy of the information. According to information from INEC, the GRM registry did not receive any claims on mis-categorization and/or people not able to self-identify for any reason, and/or enumerators incorrectly identifying people when filling in the form. Management acknowledges that in a large-scale undertaking such as a census, which was meant to cover 18 million people and involved several thousand enumerators, it cannot rule out that some enumerators may not have fully adhered to the provided training and instructions. Moreover, it notes that due to its scale and complexity, a census is a "best-effort" endeavor where it is not possible to guarantee a given outcome. That said, key census quality indicators, such as coverage and the Whipple and Myers' Indexes, demonstrate that the Ecuador Census achieved a good level of quality. Furthermore, its design and implementation adhered to international standards according to the independent evaluation. While the Census has been contested in Ecuador (see footnote 1 above), it has found no evidence to suggest widespread or systemic problems regarding the data collection and potential enumerator underperformance.
2	**The communication and coordination mechanisms prior to the census failed. The government eliminated the National Statistics Commission for Indigenous Peoples, Afro-Ecuadorians, and Montubios (CONEPIA) from INEC, preventing the ethnic communities from designing and executing an appropriate self-identification campaign through INEC in preparation for this population census.** In addition, the census	***Although INEC had dissolved CONEPIA in 2014, it developed a communications strategy with PIAM participation for the 2022 Census and implemented a communication campaign specifically aimed at PIAM before and during field activities for the 2022 Census. INEC also established a communication task force for the campaign, which included 10 PIAM representatives from CONAIE (Confederación de Nacionalidades Indígenas del Ecuador), CONAMUNE (Coordinadora Nacional de Mujeres Negras), and the Pueblo Montubio del Ecuador (Montubio People of Ecuador).***[3] The Law of Statistics of 1976 vests INEC with the authority to establish special commissions as ancillary and advisory entities to INEC. INEC established CONEPIA on August 21,

[3] CONAMUNE, *Coordinadora Nacional de Mujeres Negras* is the National Coordinator of Black Women, and CONAIE, *Confederación de Nacionalidades de Indígenas del Ecuador* is the Confederation of Indigenous Nationalities of Ecuador.

NO.	CLAIM	RESPONSE
	communication contracts were initiated without adequate expectation. There were complaints to the Attorney General's Office regarding falsification of document in these contracts, highlighting serious administrative issues in a crucial area of the census. As a result, there was no communication campaign conducted with sufficient advance notice, which affected the recognition of many ethnic communities in the census.[b] [b.] To see an emblematic case of denial of Indigenous identification to an Indigenous leader, see Annex 2 [attached to the Request].	2007 (Resolution No. 097-DIRG-2007), to harmonize and consolidate quantitative and qualitative information on the Indigenous and Afro-Ecuadorian peoples of Ecuador, as well as to standardize the methodology for calculating indicators on their living conditions. CONEPIA included PIAM representatives as members.[4] This initiative facilitated dialogue with PIAM community representatives to develop questions for the 2010 Census. CONEPIA was instrumental in the inclusion of the "Montubio" category in the 2010 Census (Montubios were recognized as a distinct ethnic group in the 2008 Constitution) and in the introduction of a new question to identify the people or nationality of those who identified as indigenous. On May 9, 2014, well before planning for a new Census began, INEC issued its General Regulations for the Creation, Functioning and Closure of the Special Statistics Commissions (Resolution No. 002-INEC-DIJU-NT-2014). Through this act, INEC dissolved several commissions and sub-commissions that it had established earlier, including CONEPIA. On March 13, 2019, INEC established a Special Statistics Commission for the Population and Housing Census (Resolution No. 010-DIREJ-DIJU-NT-2019), which was tasked with strengthening the methodology, operations, and analysis of the Census. The Commission created seven thematic groups, one of which was a specific group on gender and vulnerable groups that included PIAM, persons with disabilities, and LGBTI+. This thematic group included government agencies, among them the Secretariat for the Management and Development of Indigenous Peoples and Nationalities (*Secretaría de Gestión y Desarrollo de Pueblos y Nacionalidades* – SGDPN) and the National Council for the Equality of Peoples and Nationalities (*Consejo Nacional para la Igualdad de Pueblos y Nacionalidades* – CNIPN), a government agency that includes representatives of PIAM.[5] Throughout 2019, INEC led the discussions of this thematic group on the Census questionnaire, which were focused on discussing and defining the questions related to self-

[4] PIAM members of CONEPIA included: *Federación Ecuatoriana de Indígenas Evangélicos* (FEINE); *Confederación Nacional de Organizaciones Campesinas, Indígenas y Negras* (FENOCIN); *Confederación de Nacionalidades Indígenas del Ecuador* (CONAIE); *Federación Ecuatoriana de Indios* (FEI); *Confederación de Pueblos de la Nacionalidad Kichwa del Ecuador* (ECUARUNARI); *Confederación de Nacionalidades Indígenas de la Costa Ecuatoriana* (CONAICE); *Confederación de Nacionalidades Indígenas de la Amazonía Ecuatoriana* (CONFENIAE).

[5] The CNIPN is an institution with administrative and financial autonomy established to promote and protect the rights of PIAM through inclusive public policies. The Council is composed of five representatives of the State and five from civil society, who have a four-year term and can be re-elected once. Civil society members are elected through a public merit-based competition, convened by the Council for Citizen Participation and Social Control.

NO.	CLAIM	RESPONSE
		identification, on the basis of the questions in the 2010 Census that had been discussed within CONEPIA. The CNIPN also provided the table of Indigenous Peoples and Nationalities and their respective languages as input for the discussion on July 1, 2019, through Official Letter No. CNIPN-CNIPN-2019-0308-OF. Between March 2019 and February 2020, the thematic group carried out 11 meetings/workshops on the census questions related to PIAM. Representatives of national PIAM organizations participated in five of them and presented their proposals, comments, and concerns. One of these meetings, held on August 1, 2019, included representatives of PIAM groups; four subsequent workshops were held individually with leaders of each group. In addition to those 11 meetings focused on Census questions related to PIAM, nine other workshops were held at local level in four cantons of the country to gather feedback on the proposed questions (Ibarra, Esmeraldas, Puyo, Ambato, Portoviejo, Cuenca, Babahoyo, Loja and Guayaquil) where local representatives of PIAM, including local authorities, participated. On September 15, 2021, through Resolution No. 001-DIREJ-DIJU-NT-2021, INEC created a Special Statistics Commission for Indigenous, Afro-Ecuadorian, and Montubio Peoples and Nationalities (CEE-PIAM) to carry out functions similar to those of CONEPIA. CEE-PIAM was tasked with supporting the inclusion of PIAM in developing and implementing the national Census.[6] INEC delegated the chairmanship of CEE-PIAM[7] to the CNIPN (see Item 5 below for more detail on the CNIPN). Between 2019 and 2022, nine test iterations and three pilot censuses were conducted to evaluate respondents' comprehension of census questions and refine survey methods. The first pilot, conducted in 2019, took place in the cantons of Pedro Vicente Maldonado, Cumandá, Celica, and Puerto López, where five PIAM representatives closely monitored and assessed the process. The second pilot, in November 2021, was conducted in Limón Indanza, and focused on refining the questionnaire and testing the logistics of field operations.

[6] According to the Resolution No. 001-DIREJ-DIJU-NT-2021, CEE-PIAM was created to promote and take advantage of mutual capacities and strengths to establish a synergy of inter-institutional coordination and strategic allies in the process of production, analysis and dissemination of statistical information, in order to ensure the visibility of the indigenous, Afro-Ecuadorian and Montubio peoples and nationalities; and other technical and cooperation activities, within the scope of the parties' competencies, of high priority for the VIII Population Census and VII Housing Census in favor of the peoples and nationalities of Ecuador.

[7] On January 6, 2022, through Resolution No. 001-DIREJ-DIJU-NT-2022.

NO.	CLAIM	RESPONSE
		Following this, between February and April 2022, CEE-PIAM held twelve meetings to finalize the questionnaire, and a dedicated workshop with PIAM representatives to address specific issues related to question formulation and fieldwork protocols. During that same period, with the support of CNIPN, 23 workshops with nearly 800 participants were organized to socialize the overall census questionnaire and the data collection process. In addition, other actions these consultations undertook over that period are the following: unanimous approval of the activities focused on identifying PIAM in the Census, the discussion and approval of the inclusion of categories for peoples and nationalities registered in the Census questionnaire, the approval of the communication campaign for self-identification of PIAM.[8] Based on insights from these consultations, tests, and pilots, the questions from the 2010 Census were retained, with an option for respondents to specify other ethnic groups under the "Other" category in Question 11. In July 2022, the third and last pilot census was carried out in the cantons of Mocha, Sozoranga, Pimampiro, and areas of Guayaquil, such as Mapasingue and Ceibos Norte. This operation was supervised by 39 experts from national and international organizations, including nine PIAM representatives, ensuring thorough oversight and cross-institutional evaluation. In 2022, INEC held a number of meetings with public institutions and PIAM representatives, including from CONAMUNE, CONAIE, and *Pueblo Montubio del Ecuador*, to develop a communications strategy for the census. The strategy relied on a communication campaign that encouraged participation and highlighted the cultural diversity of the population. INEC established a communication task force for the campaign, which included 10 PIAM representatives from CONAIE, CONAMUNE, and the Pueblo Montubio del Ecuador. For more detail on the campaign, see Item 3 below. The communication campaign for the Census was underway before the World Bank loan agreement took effect. Some of these activities are now being considered for retroactive financing, for which an environmental and social evaluation

[8] For further details on actions and primary outcomes from these consultations see: https://www.censoecuador.gob.ec/wp-content/uploads/2024/10/Informe-Resumen-de-la-participacion-de-los-pueblos-y-nacionalidades-en-el-VIII-Censo-de-Poblacion-y-VII-de-Vivienda.pdf
The cities are the following: Lago Agrio, Quinindé, Esmeraldas, Eloy Alfaro, Ibarra, Otavalo, Tulcán y Espejo; Center: Ambato, Riobamba, Guaranda, Tena y Puyo; Santo Domingo, Portoviejo, Manta, Paján, Jipijapa, Puerto López, Santa Elena, Guayaquil; and Saraguro.

NO.	CLAIM	RESPONSE
		(ESA) was prepared. The ESA includes detailed information on the communication campaign. INEC informed Management that during a bidding process for a communications contract in July 2022, a bidder submitted documentation that was subsequently identified as false. Although INEC had signed a contract with this bidder, the contract was never executed and was canceled without any funds being disbursed. This contractual issue occurred before the Census began and is not considered as part of the retroactive financing. The expenses for dissemination of the Census results were included in the Project's procurement plan, under World Bank fiduciary team supervision. No irregularities were detected in this process. Ecuador's State Comptroller General (*Contraloría General del Estado*) is the institution in charge of overseeing the proper use of public resources. It is currently carrying out several auditing processes for the 2022 Census, including the analysis of communication and dissemination contracts.[9]
3	**The Stakeholder Participation Plan (PPPI)** required INEC to promote the Census through media, but no effective campaign was conducted targeting the Indigenous Peoples, *Montubios*, and Afro-Ecuadorians. As a result, many communities were unaware of the Census or the importance of participating in it. Many Indigenous individuals were never interviewed, and a form was left at their homes to complete, while others had to do so online, facing accessibility and technical issues. The lack of information and awareness led many households not to complete or return the form, resulting in an underreporting of these populations.[c] [c.] For details on complaints to the National Assembly regarding the Census' lack of communication prior its implementation, see Annex 3 [attached to the Request].	***The Bank has monitored INEC's implementation of the Stakeholder Engagement Plan. Before and during field activities for the 2022 Census, information about the data collection methodology and the nature and intent of the questions was shared nationwide through the communication campaign, including efforts specifically focused on PIAM.*** **Communication Campaign.** The central message of the awareness raising and external communication campaign was '*Por un mejor país* (For a better country)' and the specific slogans, #Yosoy #YoMeAutoidentifico (#I am #I self-identify). The design and content of the campaign included: • Between May and December 2022, INEC carried out a comprehensive media strategy that included 32 local and regional television ads along with 8 national ones, 19 national radio programs complemented by 170 local community radio ones, and the active use of social media and digital platforms. Translations were made for 14 indigenous languages. • Also in this timeframe, the campaign distributed a significant number of flyers tailored for each community across the country, with 30,000 flyers for Afro-Ecuadorians, 2,000 for Montubios, and 70,000 for Indigenous Peoples.

[9] For further information: https://www.contraloria.gob.ec/SalaDePrensa/NoticiasPorSectores/24408

NO.	CLAIM	RESPONSE
		• *"Minkas por la Identidad,"*[10] was an initiative to raise awareness about the Census process and schedule, and to promote self-identification among PIAM populations. The strategy for the "*Minka por la Identidad*" was shared in meetings with representatives of CONAIE in September and November 2022. • "Identity fairs," part of the *Minkas por la Identidad* initiative, took place from November 26 to December 10, 2022. They served to promote self-identification among peoples and nationalities in the cities of Quito, Guayaquil, Cuenca, Santo Domingo, Riobamba, Latacunga, Ibarra, and Ambato. **Socialization and sensitization outreach activities.** INEC carried out activities to raise awareness about the Census, including the self-identification questions, and the online and in-person data collection methods. These activities included: • Between February and April 2022, INEC conducted 23 workshops[8] with organizations representing PIAM at the regional and local level, with over 780 participants. • Throughout 2022, INEC held 26 events in the 24 provinces, with 3,973 participants: 758 in the Northern Zone, 1,205 in the Central Zone, 883 in the Southern Zone, and 1,127 in the Coastal Zone. These events included PIAM participation. **Data collection.** The 2022 Census applied two primary approaches to data collection to ensure comprehensive coverage. The first method, known as the Online Census (*Censo en Línea*), was conducted October 1-31, 2022 with 2.3 million questionnaires filled out (15% of respondents).[11] This approach allowed respondents to self-enumerate using a website. The second method involved face-to-face interviews, which was planned for November and December 2022 but extended to March 31, 2023 due to protests (unrelated to the Census) and an overall poor security situation in the country. Trained enumerators visited homes to collect data through direct interviews.

[10] The *minga (minka)* is an ancestral tradition of Kichwa origin in Ecuador that involves voluntary community work for collective benefits, such as building infrastructure, cleaning public spaces, or performing agricultural tasks. This practice is based on solidarity and the principle of reciprocity, strengthening social bonds by promoting cooperation and mutual support among community members. For the purpose of promoting self-identification of PIAM, INEC used this term derived from the Kichwa language.

[11] INEC created a dedicated micro-site for the online Census at https://censoenlinea.censoecuador.gob.ec. (no longer active) This site included tutorials, clear instructions for completing the Census, and a dedicated phone line. The only requirement for respondents was to have an ID. Additionally, video tutorials (e.g., https://www.youtube.com/watch?v=TAqhzHmcts4) were available to guide users through the process.

NO.	CLAIM	RESPONSE
		While respondents had the choice of which method to use, enumerators were instructed to visit all households to ensure complete coverage and verify the basic information. Specifically, enumerators would verify the existence of the dwelling, confirm the number of households that completed the questionnaire and the number of people living in the dwelling (Section I questions 12 and 13 of the census questionnaire and the Enumerators Manual). It should also be noted that the Census information was gathered by enumerators using tablets. Paper questionnaires were used only on an exceptional basis, such as in areas deemed unsafe, where enumerators were at risk of being assaulted or robbed. For information on coverage rates, see Item 6 below.
4	**The Census was supposed to include a component called 'Community Census' to Census the Indigenous communities of Ecuador**. The World Bank project included funds specifically allocated for this component, referring the Census to 'VIII Population Census, VII Housing Census, and FIRST CENSUS OF COMMUNITIES.' INEC did not implement this component of the project. The funds were disbursed, contracts executed, and contractors benefited, but this component of the Census was never carried out nor did it produce results.	***INEC initially considered including a "Community Census,"[12] but did not proceed due to lack of consensus with PIAM representatives on the approach and methodology. This proposed Community Census was not part of the Bank-supported Project.*** The proposed "Community Census" was not within the scope of the Loan Agreement between the Bank and the Republic of Ecuador; hence, no funds were allocated for it under the Loan Agreement, and it was not part of the Bank-supported Project. Although INEC's initial plan included conducting a Community Census, discussions within CEE-PIAM led to a decision not to proceed, due to a lack of consensus with the PIAM.
5	**In Ecuador, each of the 24 provinces has a Board of Indigenous Peoples ['junta directiva de PIs']. However, INEC, which is in charge of the Census, did not consult with subregional or regional Indigenous leaders from the Boards**. Instead, it met with a few	***Management could not confirm the existence of an entity called "Juntas de Pueblos Indígenas" ("Board of Indigenous Peoples") at the provincial level. Management understands that the allegation refers to the types of local organizations that are covered by representation in national PIAM organizations. INEC engaged with these recognized organizations representing PIAM to consult on the design of the Census.[13]***

[12] The proposed scope of the Community Census was focused on gathering detailed demographic and socio-economic data from Indigenous Peoples and Nationalities, Afro-Ecuadorians, Montubios and rural communities, emphasizing their unique cultural identities and self-identification.

[13] In Ecuador, the *Secretaría de Gestión y Desarrollo de Pueblos y Nacionalidades* (SGDPN) is the official authority responsible for the formal identification and recognition of indigenous populations and nationalities. The SGDPN ensures that these groups are legally recognized, allowing them to access specific rights and resources while participating in national decision-making.

NO.	CLAIM	RESPONSE
	national Indigenous authorities solely to inform them, not to consult, about the categories and processes of the Census. These meetings were limited to certain leaders from a few associations and confederations, and were unilateral, lacking any effort to seek consensus. According to INEC's minutes, there was no discussion or agreement in these meetings, which provoked the rejection of indigenous leaders and Afro-delegates, who had to take their complaints to the National Assembly publicly.[d] [d.] For details on complaints regarding the lack of coordination at the provincial level, see Annex 3 [attached to the Request].	***Management has carefully reviewed the consultation framework for the Census and the participatory activities with PIAM carried out by INEC prior to the Bank's involvement and found them adequate. These activities were summarized in the Stakeholder Engagement Plan.*** In Ecuador, PIAM communities are hierarchically organized to ensure effective representation. At the highest level, national organizations (confederations) represent these groups before the Government, advocating for their collective rights. They are followed by provincial or regional organizations (federations), which support shared interests at their respective levels. At intermediate and local levels, grassroots associations and community organizations manage local affairs. INEC carried out specialized consultations by engaging with national confederations to ensure effective representation of these communities in matters of common interest and collective rights at a national level. Management believes that the consultation process was adequate and reflected the technical complexity and national scope involved in developing the Census questionnaire; this is consistent with international guidance on conducting a Census and communication campaigns.[14] (The consultation process was led by INEC, which is the national authority governing statistical policy and production. The consultation process was initially organized through topic-specific specialized thematic groups (see Item 2 above for details) and from 2021 was carried out though a specific commission within the Special Statistical Commission for Housing and Population, namely CEE-PIAM. The thematic group that carried out the consultation until the creation of CEE-PIAM included the CNIPN as a key member. The mission of the CNIPN is to ensure the full exercise of rights to equality and non-discrimination through the formulation, monitoring, and evaluation of intercultural policies (policies that aim to recognize and promote cultural diversity, strengthening the rights of PIAM). CNIPN includes five members that are selected to represent PIAM; some of the other CNIPN members representing government agencies are also PIAM.[15] It maintains ongoing coordination with PIAM organizations ensuring that their perspectives are effectively incorporated into public policies; this coordination includes Consultative Councils, where

[14] https://unece.org/sites/default/files/2023-08/DOC%2012_2314806E.pdf; https://unstats.un.org/UNSDWebsite/.
[15] The CNINP integrates the former National Council for Children and Adolescents (CNNA), and key organizations such as the Council for the Development of Ecuador's Nationalities and Peoples (CODEMPE), and the Corporation for the Development of the Afro-Ecuadorian People (CODAE), both part of the former CONEPIA during Census 2010.

NO.	CLAIM	RESPONSE
		representatives of indigenous peoples and nationalities participate. The SGDPN is a government agency that is chaired by a PIAM member and is also a member of CEE-PIAM. To build the Census questionnaire, representatives of key national PIAM organizations participated in five meetings between July 2019 and February 2020. Organizations included the National Confederation of Peasants, Indigenous and Black Organizations (*Confederación Nacional de Organizaciones Campesinas, Indígenas y Negras*, FENOCIN), the Ecuadorian Federation of Indigenous Evangelicals (*Federación Ecuatoriana de Indígenas Evangélicos*, FEINE), the Confederation of Indigenous Nationalities of Ecuador (*Confederación de Nacionalidades Indígenas del Ecuador,* CONAIE), and the Confederation of Indigenous Nationalities of the Ecuadorian Amazon (*Confederación de Nacionalidades Indígenas de la Amazonía Ecuatoriana,* CONFENIAE). In addition, local and regional PIAM members and organizations, as well as local government representatives, were engaged in several meetings held in the North, South, Center and Coastal zones during the preparation of the census up until it began. PIAM organizations also participated actively in the pilot censuses conducted in 2019, 2021, and 2022 and filled an evaluation form (*ficha*) with their observations. These consultations allowed PIAM representatives to discuss the proposed questionnaire, raise issues and suggest adjustments such as the addition of the "Other" category. This helped recognize previously overlooked groups, such as the Cholo people, and allowed self-identification of other unofficially recognized groups, like the Quijos people. The discussions are recorded in minutes and Aide Memoires prepared by INEC, which the Bank has reviewed. While INEC had ultimate authority to approve the final questionnaire and methodology of the Census, the consultation process shows genuine efforts to make its preparation a broad participatory process with multiple stakeholders.
	Harms to Specific Communities	
6	The fact that the World Bank has not prioritized the prevention of harm for Indigenous Peoples, Montubios, and Afro-descendants, women, or members of the LGBTI+ community has meant	***The Census achieved a high level of quality, measured by two main attributes: coverage and accuracy. Coverage is assessed by estimating the omission rate. Based on the omission rate achieved of 4.6%, the data meets international standards for good quality. Regarding***

<table>
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<tr><td></td><td>that the project is causing a series of harms to these populations. These harms include, but are not limited to:

Underreporting of Indigenous Peoples and Afro-Ecuadorians. The census underestimated their population, affecting their collective rights, especially the right to consultation and consent. INEC stated that Indigenous Peoples represent 7.7% of Ecuador’s total population, a figure that does not align with birth rates and previous population records. Indigenous Peoples were excluded from the benefits of the project, which caused both individual and collective harm. For example, many individuals were unable to identify themselves as Quijos or Kichwa-Kañari, being forced to assimilate as mestizos. This underreporting excludes them from access to communal rights such as water, labor quotas, bilingual and intercultural education systems, social benefits, the Indigenous justice system, the right to Free, Prior, and Informed Consent, and affirmative action policies.</td><td>accuracy, several indices were applied (as stated by UNSD [link]), including Whipple (103.8), Myers’ (2.2), and the United Nations gender ratio (14.3), indicating that the data is very accurate. Below are the thresholds used for coverage and accuracy in the Project Development Objective (PDO). Management does not consider the results to be flawed or biased.

Table 3: Thresholds for coverage
<table><tr><th colspan="2">Pop Census Coverage thresholds</th></tr><tr><td>thresholds</td><td>Quality of data</td></tr><tr><td><=98%</td><td>Data are very good</td></tr><tr><td>98<=I<=95</td><td>Data are relatively good</td></tr><tr><td>95<=I<=90</td><td>Data are OK</td></tr><tr><td>90<=I<=80</td><td>Data are bad</td></tr><tr><td>I>80</td><td>Data are very bad</td></tr></table>
Table 4: Whipple Index thresholds
<table><tr><th colspan="2">Whipple thresholds</th></tr><tr><td>thresholds</td><td>Quality of data</td></tr><tr><td>100<=I<=105</td><td>Data are very accurate</td></tr><tr><td>106<=I<=110</td><td>Data are relatively accurate (good)</td></tr><tr><td>111<=I<=125</td><td>Data are OK</td></tr><tr><td>126<=I<=176</td><td>Data are bad</td></tr></table>
Ecuador’s Census omission rate was reasonably comparable in quality to that of other censuses in Latin America and the Caribbean. For example, the omission rates were 5.1% in Argentina, 7% in Mexico, 4.7% in Panama, and 6% in Paraguay. Ecuador’s rate was also lower than the United States (5%). Related to the Whipple Index, Ecuador’s score (103.8, within the “very accurate” range) is better than Mexico’s 117.1 and close to the United States’ (101.2). Notably, the two Census quality indicators in the Project Appraisal Document (census coverage and accuracy per the Whipple Index) exceeded the initial expectations set during the preparatory phase. With a coverage rate of 95.4%, the Census is classified as relatively good according to UN benchmarks (UN, 2023) [link]. (See Annex 3 for details.)

As outlined earlier, the 2022 Census adhered to international good practice for identifying individuals by their ethnic affiliation, including improvements to the questionnaire, hiring and training of enumerators from PIAM communities, and optimizing the enumerator-supervisor ratio, supported by real-time monitoring mechanisms.

The addition of the more inclusive option under the “Other” category for self-identification in Question 11 was an important update in the 2022 Census. This change was meant to offer persons who did not self-identify in any of the existing categories in Question 11 to specify the group with which they self-identified when selecting “Other.” Question 12 contained an updated list of Peoples and Nationalities, and respondents who selected “Indigenous” could still specify a different name of a people or nationality not listed in the</td></tr>
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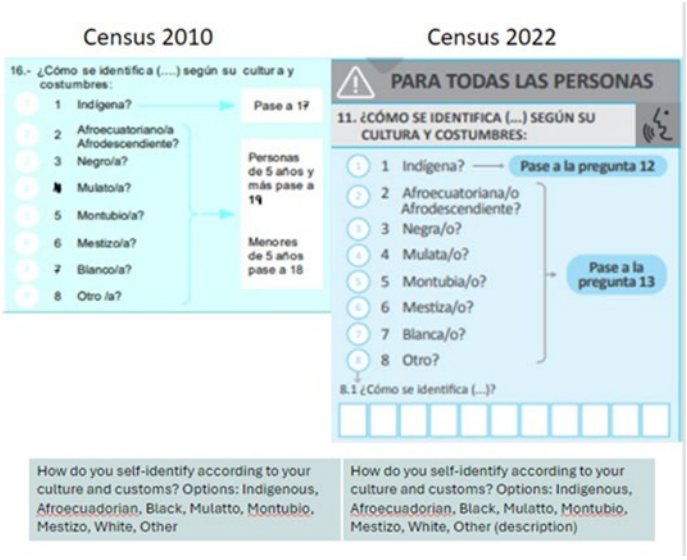
NO.	CLAIM	RESPONSE
		options. Enumerators were instructed to record such name if not listed. The non-response rate for Question 11 was only 1.97%, and 2.91% for Question 12.  (See full questionnaires in Annex 2.) The 2022 Census results show that 7.7% of the population identifies as Indigenous, which is similar to the results of the 2010 Census (7.0%) as well as results from other statistical operations over the past twelve years. It is important to highlight that between the two Censuses, INEC's household surveys used the 2010 Census as their sampling framework, with question banks similar to those in the population Census. One of the advantages of household surveys is that, through a technically designed and nationally distributed sample, it is possible to infer any changes in key social indicators. These include access to basic services like water and sanitation, social indicators such as poverty and education access, and population ethnicity, among others. The household surveys use the same type of respondents and consider habitual residents,[16] as in the 2022 Census, which allows the data to be compared. ***Regarding the alleged impact to PIAM recognition and collective rights, Management notes that the Ecuadorean Constitution establishes that Ecuador is a plurinational and intercultural State, which recognizes PIAM and their collective rights. While the Census is an important tool to inform national development plans and public policy, Management considers the 2022 Census does not have a***

[16] The term "habitual resident" is used in the context of statistics to refer to a person who resides or lives in a specific place on a regular or long-term basis. The concept is crucial for accurately collecting and interpreting data related to demographics, migration, social services, and economic conditions.

NO.	CLAIM	RESPONSE
		direct or immediate impact on the constitutional and legal framework that recognizes PIAM and does not exclude them from exercising their collective rights. **Water**: The Organic Law on Water Resources, Uses, and Development (Law No. 305, 2014) recognizes the collective and traditional forms of water management specific to communities, peoples, and nationalities, as well as their right to be consulted on matters concerning water management. The Law was challenged in the Constitutional Court, which declared it to be unconstitutional but indicated it would remain valid until a new law is approved by the National Assembly. It provided a 12-month period to the President of the Republic to present a proposal for the New Water Law to the National Assembly for its analysis and approval. Said proposal was submitted on May 5, 2023, and is still under review in the National Assembly. This process is unrelated to the Census. **Labor quotas**: Article 329 of the Constitution indicates that the State shall adopt specific measures to eliminate discrimination against PIAM in the labor context, acknowledge and support forms of labor organization, and guarantee access to employment under equal conditions. The Organic Law of Public Service recognizes the principle of interculturality, and mandates public institutions subject to said law to promote affirmative policies of inclusion regarding interculturality in the selection process for public service. This Law also provides that selection for public employment for communities, peoples, and nationalities should consider affirmative action. The Organic Law for the Integral Planning for Special Territorial Circumscription of the Amazon provides that certain public and private entities should progressively include a minimum of 10% of Indigenous Peoples if they have more than twenty-five employees. To the Bank's knowledge, the census does not have a direct impact on the aforementioned provisions. **Bilingual and intercultural education systems**: Article 45 of the Ecuadorean Constitution recognizes the rights of children and adolescents to receive education in a priority manner in their language, and in the cultural context specific to the peoples and nationalities. The Organic Law of Intercultural Education (Law No. 417, enacted in 2011 and amended in 2021, 2023, and 2024) mandates that the Intercultural Bilingual Education System incorporate public policies that engage peoples and nationalities. While there are programs that provide preferred access to education for PIAM, to the Bank's knowledge these programs would not be directly impacted by the Census results.

NO.	CLAIM	RESPONSE
		Social benefits: To the Bank's knowledge, national social transfer programs do not use Census data or consider race or ethnicity when allocating resources. The primary criterion for these programs is poverty, meaning that Census data does not affect social program coverage. **Indigenous justice system***:* The legal basis for indigenous justice is the Constitution of Ecuador (Article 171), which recognizes jurisdictional functions of the authorities of communes, communities, peoples and nationalities in accordance with their ancestral customs and own law, within their territories, with guarantee of women's participation and decision-making. **Right to consultation and consent:** Article 57, No. 7, of the Constitution provides the right of peoples and nationalities to free, prior, and informed consultation. Ecuador ratified ILO 169, the Indigenous and Tribal Peoples Convention, which also provides for this right in its Article 6. The Organic Law of Public Participation also recognizes a right of free, prior, and informed consultation, explicitly broadening it to PIAM in its Article 81. While Management understands the exercise of free, prior, and informed consultations is a contested and challenging issue in Ecuador, it also notes that the right to free, prior, and informed consultation in Ecuador has a constitutional and legal basis that is unrelated to the Census. **Affirmative action policies**. It is beyond the scope of this response to address all existing and potential future policies that relate to PIAM. While Management acknowledges that PIAM in Ecuador face several challenges, it considers that the Ecuadorean constitutional and legal framework acknowledges PIAM, and their collective rights, as illustrated by the provisions above. Management does not believe that there is a plausible link between the allegedly flawed Census and the alleged exclusion of PIAM in the exercise of their collective rights.
7	**Biased results for Indigenous and Afro-Ecuadorian Peoples due to the inadequate design of the census questions.** During the census, Indigenous Peoples were asked `questions that are not appropriate to ask in a census such as, "*Do you go to marches in defense of water?" and "Are there mining concessions in your territory?*". These questions represent a risk for environmental defenders and led many people to	***The 2022 Census did not include questions about participation in protest marches or the proximity of mining concessions.*** (See Annex X with the full questionnaire, also publicly available at this [link]). INEC informed the Bank that these questions were never discussed or proposed for the 2022 Housing and Population Census. They were proposed within CEE-PIAM for a planned Community Census, mentioned above in Item 4, that was not part of the Bank-financed Project. In 2022, a legal claim (*Acción de Protección*) was submitted in an Ecuadorean Court by *Federación de Organizaciones Indígenas y Campesinas de Azuay* (FOA) seeking, among other things, to stop the "Community Census," due to the

NO.	CLAIM	RESPONSE
	hide their ethnic identity in order to protect their safety when answering the census. Although INEC eliminated these questions in the last months of the census, the damage was already done, both individually and statistically, contributing to the census omission.	lack of prior consultations, including regarding the questions that it considered. On December 14, 2022, the Court dismissed the claim given that the Community Census was still under development, and that some of the questions referred to in the claim were no longer in the forms that were under discussion at the time. The Court concluded that no rights had been violated. As indicated in Item 4 above, INEC eventually decided not to move forward with the Community Census due to the lack of consensus with PIAM representatives.
8	**Differentiated impact on women**. The lack of pre-census consultation and consensual questions with women's and feminist collectives and movements generated questions that threaten the rights of girls and women. Organizations and social movements[e] identified the following shortcomings: [e.] These organizations are: a) Women for Change (present in 11 provinces), b) National Union of Educators (present in all provinces with the majority of teachers being women, approximately 70%), c) United Confederation of Retail Traders and Self- Employed Workers of Ecuador 'CUCOMITAE' (approximately 80% are women), d) Collective Las Tejedoras Manabitas (an association of women workers from Manabí who produce Panama hats).	***Management does not agree with the assertion that the Census questions threatened the rights of girls and women, as alleged in the Request. Moreover, women's organizations were included in the consultations on the Census questionnaire.*** ***Consultations for Census preparation began in 2019 and were conducted within the framework of the special thematic groups under the Special Statistical Commission.*** Each thematic group focused on a different topic and included representatives from various institutions and stakeholders, including LGBTI+ and women's groups. The Ministry of Women and Human Rights coordinated the involvement of various women's collectives, institutions, organizations, and movements for the 2022 Census. These included the Ecuadorian Network of Women Scientists, Human Rights Protection Council, *Guarichas e Insurrectas*, Institute for Gender Equality and Rights Research at the Central University of Ecuador, and the Sukurna Rights Protection Center.[17] Working with international organizations like UN Women and UNFPA, these groups advocated for gender-sensitive data collection to accurately represent women's socio-economic conditions and challenges. Moreover, the Census design systematically integrated a gender perspective into various Census processes and content, such as incorporating gender neutral language throughout the questionnaire and Enumerators Manual, changing the order prioritizing female gender and excluding potentially discriminatory terms. This is reflected in the response categories as well. Additionally, there were training and awareness-raising processes on gender for field staff, along with monitoring for potential incidents related to

[17] Names in Spanish: *Red Ecuatoriana de Mujeres Científicas, Consejo de Protección de Derechos Humanos, Guarichas e Insurrectas,* the *Instituto de Investigación de Igualdad de Género y Derechos* from the *Universidad Central de Ecuador, and Centro de Protección de Derechos Sukurna.*

NO.	CLAIM	RESPONSE
		gender-based violence, for which a dedicated support hotline was available.
9	**The category of 'Heads of Household' in the Census was designed in such a way that favored discriminatory practices by primarily associating head of households with men.** This resulted in the invisibility of women who earn more than their partners and the underestimation of the number of female heads of household. This limits the design of public policies for them, such as childcare services, access to credit, and housing. Furthermore, it underestimates unpaid work, since the methodology for calculating it is based on the proportion of women who are heads of household.	***The Census assigned a "Head of Household" primarily as a reference person. Management considers such information does not impact the information collected. It is unclear why this designation would lead to limits in the design of public policy, as alleged in the Request.*** Censuses use the household head's identification primarily as a reference person. The relationships of other household members are then categorized based on their connection to this reference person. According to the principles and recommendations for population and housing censuses from the UN [link, section 3.1), countries can choose the most appropriate term to identify the household head if this individual is solely used to establish the relationships among household members. **In Ecuador, to avoid a potential bias in the identification of the household head, INEC adopted the gender-neutral term "House Representative" (*representante de hogar* in Spanish).** This decision was made after discussions with UN Women, who recommended replacing the previous term "Head of Household" (*jefe/jefa de hogar* in Spanish). This was a change from the approach in the 2010 Census. Furthermore, this term was tested in the nine Census pilots, yielding positive results in identifying women. Since censuses typically do not collect information on household or work incomes, and the 2022 Census did not either, it is not possible to evaluate the claim regarding the "invisibility of women who earn more than their partners." Finally, Management notes that the proportion of women identified as "House Representative" increased compared to the 2010 Census, rising to 38.5% from 28,7% in 2010 (10 percentage points increase), resulting in a greater representation of female household heads than earlier Censuses.
10	**The census did not include the category of care work, defining it as 'voluntary work.'** This makes invisible the burdens and contributions of domestic and care work, particularly affecting Indigenous women, who manage agricultural production and animals, playing a key role in family and community economy. The omission of their role as	***The 2022 Census used the ILO definitions, and no form of work was excluded. Activities not involving remuneration were equally recognized and accounted for.*** The Census adhered to the guidelines set by the "19th International Conference of Labour Statisticians (ICLS) of the ILO" [link, link], which broadened the scope of labor statistics by emphasizing the importance of collecting data on various paid and unpaid forms of work. As a result, the ILO definition considers employment more narrowly defined as work performed for pay or profit, while activities not involving remuneration (such as own-use production,

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<tr><td></td><td>heads of household in the census underestimates their economic autonomy.</td><td>volunteer work, and unpaid trainee work) are categorized as other forms of work [link]. ILO reviewed and provided comments to the employment section of the questionnaire. The changes made to the questionnaire enabled comparisons with data from the previous Census.

According to ILO definitions in the ICLS guidelines, care work is categorized as an activity without remuneration (own-use production) across the world and was categorized as such in the Census questionnaire. The labor section of the questionnaire was discussed in a thematic group and was tested in the pilots to ensure its applicability.

It is also important to highlight that the main source for employment statistics and labor market trends in Ecuador is the Employment, Underemployment, and Unemployment Survey (Encuesta Nacional de Empleo, Desempleo y Subempleo, https://www.ecuadorencifras.gob.ec/enemdu-anual/) due to its comprehensiveness and depth.</td></tr>
<tr><td>11</td><td>The census included questions that treat 12-year-old girls as women of reproductive age, normalizing sexual violence and child pregnancy, stripping girls of their status as minors. In Section 4, questions 33-34 on ‘marital status and social security,’ and questions 35- 39 on ‘fertility and mortality,’ include 12-year-old girls as ‘married, in a union, or single’ and as ‘fertile women,’ respectively. Question 11.b on mortality asks if ‘anyone living in the household died in the last 3 years,’ including ‘women aged 10 to 50’ who ‘died while pregnant or within 42 days after giving birth,’ treating 10-year-old girls as adult women. This also results in the underestimation of mortality among girls, affecting the accuracy of the data, and negatively impacting public policies in health and education.</td><td>The 2022 Census did not classify girls aged 12 and older as women. The Census contained fertility questions addressed to girls aged 12 and older. While fertility questions are sensitive for young girls, they provide important insights needed to shape policies aimed at protecting girls, improving public health and social outcomes. By tracking adolescent fertility trends, Censuses can help governments monitor and address the prevalence of early pregnancies and/or child marriage.

Fertility questions were included to capture female adolescent fertility, which is in line with UNFPA guidelines and international practice. The questions were the same as those used in the 2001 and 2010 Censuses as can be seen in the questionnaires (see Annex for the full questionnaires):

<table>
<tr><th>2010</th><th>2022</th></tr>
<tr><td>Women 12 years and older
Section E: Fertility and Mortality
36. How many live-born children has (...) had through her entire life?
37. How many are currently alive?
38. At which age did (...) have her first live-born children?
39. In which date (...) had her latest live-born children?
40. Is her latest live-born child alive?</td><td>Women 12 years and older
Section E: Fertility and Mortality
32. How many live-born children has (...) had through her entire life?
33. How many are currently alive?
34. At which age did (...) have her first live-born children?
35. In which date (...) had her latest live-born children?</td></tr>
</table>
</td></tr>
</table>

NO.	CLAIM	RESPONSE
		Moreover, this approach has also been implemented in other countries in the region, including Argentina, Bolivia, Brazil, the Dominican Republic, and Paraguay. One of the objectives of this section is to provide information on the adolescent birth rate for policy-making and SDG indicators (SDG 3.7.2). This indicator in Ecuador is one of the highest in South America (2.37 per 1,000 women), surpassed only by Colombia (2.65). INEC utilized a cutoff of 12 years given that Article 4 of the Code of Children and Adolescence (*Código de Niñez y Adolescencia*) defines an "adolescent" as a person who is between 12 and 18 years of age. Management notes that, in the questionnaire, these questions were framed for "women 12 years old or older," which may have led Requesters to consider the Census treats girls as women. However, as explained before, that was not the intent. The age range for the question on deaths of women between the ages of 10 and 50 years old is used so that the number of women who died while pregnant or within 42 days after giving birth would not be underestimated. This is the standard cutoff for mortality indicators in SDG 3.1.1 [link] and is aligned with Ecuador's statistical system [link].
12	**INEC did not adequately train the enumerators to address these questions**. Questions about reproductive health and abortions,[f] which include girls aged 10 and 12, are being asked in a group setting and through the head of the household, typically a man. This prevents obtaining honest answers due to the stigma surrounding abortion or because, in many cases of child pregnancy, which are the products of rape, the perpetrators are family members. As a consequence, there is a bias in the responses, and the reality experienced by the girls is omitted. [f] For example, question 32: 'How many live-born children have you had in your life?	***There were no questions on reproductive health or abortions addressed to girls under 12 years old. Enumerators were trained to ask reproductive health questions only of females aged 12 and older, and no complaints were received via INEC's grievance mechanism that reproductive questions were being asked of females under 12.*** As explained in Item 11, questions on pregnancy were asked of the female population of 12 and older and do not relate to abortions but rather live-born children to measure fertility. The question on mortality refers to the female population between 10-50 who died and were not present in the household and was responded to by the household head.

NO.	CLAIM	RESPONSE
13	• **Bias in the reporting of the LGBTI+ population due to the lack of consultation and socialization of the census with LGBTI+ organizations and collectives.** The questions about gender identity and sexual orientation were not agreed upon in their content or method. The identified issues are as follows: **The questions about gender identity and sexual preference should not have been included in the census, but rather in specialized surveys**. These questions were asked in front of the entire family, which prevented honest responses due to the stigma and direct and indirect pressure on the LGBTI+ population.	***The 2022 Census included questions on gender identity and sexual orientation for the first time. The questions were consulted upon extensively with LGBTI+ organizations.*** The Enumerators Manual does not instruct enumerators to ask questions about sexual orientation in a private setting. However, it is important to note that these questions (37 and 38) were asked only of individuals aged 18 or older, were optional due to their sensitivity, and were placed at the end of the questionnaire to minimize potential issues during the interview. Additionally, 15 percent of respondents completed these questions online, ensuring full privacy, and enhancing response honesty on sensitive topics. The Manual also instructs enumerators to stop questioning immediately if any discomfort is expressed by respondents. See the questions below: **PEOPLE AGED 18 OR OLDER** **36.** The census seeks to make visible and recognize the diversity of each inhabitant of Ecuador. Therefore, we have questions about gender identity and sexual orientation. I remind you that your answers are confidential and are for statistical purposes. May I proceed with these questions? 1. Yes **2.** No → Go to the next person **37. How do you identify in terms of gender?** 1. Male 2. Female 3. Trans? 4. Other? **5.** Don't know / No response **38. Do you feel sexual or romantic attraction towards:** 1. Men? 2. Women? 3. Both men and women? 4. Other? **5.** Don't know / No response → Go to the next person The Enumerators Manual also highlighted the importance of this information to help the State implement public policies to promote, protect, guarantee, and respect the rights of LGBTI+ persons, and provided advice on how to proceed with the questions in a sensitive manner. Management also notes that while enumerators were trained and instructed on how to pose the questions, and to proceed with professionalism and respect for respondents' privacy, there may have been instances where answers were not provided in a household setting.

NO.	CLAIM	RESPONSE
		The reference population was only individuals 18 years old and above. The non-response rate for gender identity was 6.3% (Question 36) and 7.7% for sexual orientation (Question 37). These rates are close to those of the United Kingdom's 2021 census, where non-response rates were 5.9% and 7.4%, respectively [link]. The decision to include these questions resulted from consultations with the gender thematic group of the Special Statistics Commission established in 2019, which included representatives from the Ministry of Social Inclusion, the Secretary of Human Rights (now Ministry), and the National Secretary of Planning. The questions were also discussed with LGBTI+ collectives and were part of the pilots and tests conducted around the country between 2019 and 2022. In 2022, the inclusion of diversity groups was further strengthened through the signature of the Alliance for Gender Diversity (*Alianza por las Diversidades Sexo-Genéricas*) with 22 organizations,[18] the Secretary of Human Rights (now Ministry) and INEC. This alliance had the objective of building and creating spaces to strengthen the participation of LGBTI+ groups in statistical operations and in the Census. The gender diversity results from the Census were presented in May 2024 in a public event [link]. Currently, INEC is collaborating with the Alliance for Gender Diversity to develop a dedicated Quality of Life Survey (*Encuesta de Calidad de Vida*) on LGBTI+ populations, to be undertaken in future, contingent on available funding. The Census data on gender identity and sexual orientation will provide a sampling framework for this survey, helping address data gaps on these groups in Ecuador. Finally, Management wishes to stress that INEC included these questions to provide visibility and characterize the LGBTI+ population. The inclusion of variables of gender self-identification in the 2022 Census was also an action in the Diversity Action Plan for LGBTI+ individuals (2022-2025). Management notes that the inclusion of gender identity and sexual orientation questions in censuses is an emerging and novel practice globally, and the accurate identification of the entire LGBTI+ population in censuses or surveys is a recognized challenge. Across Latin America,

[18] The participant institutions are *Fundación Nueva Coccinelle* (2 delegates)*, Fundación Mujer & Mujer, Amazonia de Colores, Fundación Transgéneros Peninsulares, Organization Trans Rompiendo el Género, Horizontes Diversos, Asociación Lluvia de Arcoiris, Silueta X, Fundación Alianza Igualitaria, Asociación Asiris, Feikers, Fundación Vision y Diversidad, Proyecto Transgénero, Circulo Transgénero Crisalys, Dialogo Diverso, Plan Diversidad, Fundación Ecuatoriana Equidad, Quito Diverso-Vivir Libre, Corporación Crisalys, Asociación ALFIL, Asociación Crisalys* (2 delegates)*, Centro Psico-Trans Quito, Intertulias*.

NO.	CLAIM	RESPONSE
		only Argentina and Uruguay have similarly included these questions in their national Censuses. Internationally, Ecuador's approach aligns with practices observed in Canada, New Zealand, and the United Kingdom.
14	**The enumerators were not prepared to handle sensitive topics such as those related to the LGBTI+ population.** A significant proportion of the enumerators received only a few hours of training, often virtual, and these training sessions were not systematically evaluated.	***Enumerators were trained on how to phrase and explain the questions contained in the Census, especially those related to sensitive topics such as gender identity and sexual orientation.*** Additionally, the Enumerators Manual and Supervisor Manuals include the instructions on these questions and how to ask them with professionalism and respect for respondents' privacy. Enumerators were trained to stop asking these questions if the respondent showed discomfort. Additionally, 15% of the population answered the question online in a private setting. Finally, the non-response rates for these questions were low, as discussed in Item 13 above. Training materials for enumerators and supervisors underwent both technical and instructional reviews. The materials were also reviewed by the Ministry of Women and Human Rights to address topics such as self-care and emergency handling by enumerators and supervisors, with specific protocols developed and included in the manuals. Additionally, protocols were tested during training through role-playing exercises. **Key Instructions:** 1. **Neutrality and Confidentiality:** Enumerators must ask questions exactly as written, without assumptions or personal input, ensuring privacy and compliance with the National Statistics Law. 2. **Handling Sensitive Reactions:** If respondents are uncomfortable, enumerators should explain that the data helps shape public policies supporting LGBTI+ rights. However, if a respondent chooses not to answer, a *"No sabe/No responde"* code can be recorded without further insistence. 3. **Definitions and Clarity:** The Manual provides clear definitions of sexual orientation terms to ensure enumerators understand the questions and can clarify them for respondents when necessary. 4. **Cultural Sensitivity:** The instructions emphasize respect for diverse cultural contexts, ensuring inclusivity when discussing sensitive topics. **Pre-tested Questions:** The Census questions were designed and tested for clarity and relevance, ensuring reliable data collection.

NO.	CLAIM	RESPONSE
15	**According to the Census results, the LGBTI+ populations represent only 2%.** However, INEC does not provide public information regarding the percentage of people who did not answer this question (non-response rate) nor about the percentage of imputed data. This raises doubts about the accuracy of the 2%, which could reflect a high non-response rate and a lack of transparency in the imputation process. This rate should be communicated in a transparent manner. It is standard practice for statistical institutes to report the non-response rate for each question.	***The inclusion of gender identity and sexual orientation questions in Censuses is still evolving, with current practices emphasizing optional participation and culturally sensitive design. It is at the individual's discretion whether and how to respond.*** Making public the non-response rate of questions related to LGTBI+ or sexual orientation in Censuses has not been identified as international good practice. Before Ecuador, none of the statistical offices in the Latin American region had implemented these gender-identification questions (Argentina and Uruguay implemented similar modules later). Moreover, no statistical office in the region has published non-response rates by question for this population. The US Census Bureau only made available the non-response rates of the 2022 Population Census by population count, age, race (as a group), and Hispanic origin; Statistics Canada published aggregated non-response rates by territories, while the United Kingdom presents non-response rates at the national level for gender identification but not by item or geographic area. In Ecuador Censuses have not reported non-response rates by question. Nevertheless, INEC facilitated access to the information for the gender diversity and sexual orientation questions, and which shows they received acceptable levels of non-response as noted above in Item 13.
16	**The 2022 Census mixed methods of information collection. Some parts were collected in person, while others were collected online and by phone.** This generated incomparable results, especially for sensitive questions such as sexual preference and gender identity. Responding about gender identity varies significantly depending on whether it is done in person, in front of family, or individually online.	***INEC followed international good practice for data collection using mixed methods (online forms and face-to-face interviews) when conducting the 2022 Census.*** As noted in Items 1 and 3, the 2022 Census was conducted using two methods: an online census and in-person interviews, carried out with electronic tablets or paper forms. Data collection by phone or multiple visits was not considered; the process consisted of a single instance of information gathering using one of the two methods described. The census followed guidelines from the UNECE that support multi-modal approaches to enhance Census operations. These mixed methods have been successfully applied in countries like Argentina, Canada, Chile, Italy, Uruguay, the United Kingdom, the United States, and other countries. Mixed data collection methods, such as combining online and face-to-face interviews, offer significant advantages when handling sensitive questions like those on gender identity. Online methods provide respondents with greater privacy and anonymity, which can encourage more open and honest responses, especially for sensitive topics where

NO.	CLAIM	RESPONSE
		individuals might fear judgment or discrimination.[19] Face-to-face interactions, meanwhile, allow for clarifications and nuanced understanding of complex questions, helping ensure data accuracy.[20] Together, these approaches enable researchers to reach a broader demographic, accommodating individuals who may lack internet access while also respecting diverse comfort levels with disclosure.[21] For training of enumerators for the face-to-face method to handle sensitivities in the gender identity and sexual orientation questions, see Item 14 above.
17	**Underreporting has serious consequences for LGBTI+ populations**. By presenting a number for this population that does not align with reality, it implies that they are not a representative group. This leads to their exclusion from public policies, affirmative actions, political representation, and access to targeted social programs.	***Neither political representation nor access to targeted social programs for the LGBTI+ population in Ecuador is contingent on the Census results. Several provisions within the Constitution safeguard LGBTI+ rights, including the prohibition of discrimination based on sexual orientation or gender identity. The Constitution requires all citizens to respect and acknowledge differences regarding gender and sexual orientation and identity.*** While the LGBTI+ population in Ecuador face several challenges, the country has made progress regarding the rights of LGBTI+ persons in recent years. For example, same-sex marriage has been permitted in Ecuador since July 8, 2019, following a ruling by the Constitutional Court on June 12, 2019, which declared that the prohibition of same-sex marriage was unconstitutional. The Government's Diversity Action Plan for LGBTI+ individuals (2022-2025), serves as a framework for developing specific public policies to support the LGBTI+ community. The Plan includes over 100 actions across multiple sectors and involves 28 public entities. One of the actions in this Plan proposed by the Ministry of Gender and Human Rights was the inclusion of variables of gender self-identification in the 2022 Census, and in other surveys and studies about life conditions of the LGBTI+ population.

[19] Stern, M. J., Bilgen, I., & Dillman, D. A. (2017). "The state of survey methodology: Challenges, dilemmas, and new frontiers in the era of the tailored design." Field Methods, 29(1), 7-23. https://doi.org/10.1177/1525822X16646515 and Tourangeau, R., & Yan, T. (2007). "Sensitive questions in surveys." Psychological Bulletin, 133(5), 859–883. https://doi.org/10.1037/0033-2909.133.5.859

[20] Jäckle, A., Roberts, C., & Lynn, P. (2010). "Assessing the effect of data collection mode on measurement." International Statistical Review, 78(1), 3-20. https://doi.org/10.1111/j.1751-5823.2010.00102.x De Leeuw, E. D. (2005). "To mix or not to mix data collection modes in surveys." Journal of Official Statistics, 21(2), 233–255. https://doi.org/10.1002/0470011815.b2a05131

[21] Couper, M. P. (2017). "New developments in survey data collection." Annual Review of Sociology, 43, 121-145. https://doi.org/10.1146/annurev-soc-060116-053613 and Bauermeister, J. A., Pingel, E., Zimmerman, M., Couper, M., Carballo-Diéguez, A., & Strecher, V. J. (2010). "Data quality in HIV/AIDS web-based surveys: Handling invalid and suspicious data." Journal of Health Communication, 15(4), 285-302. https://doi.org/10.1080/10810730.2010.499592

NO.	CLAIM	RESPONSE
		Additionally, the Action Plan acknowledges the challenge of accurately identifying the entire LGBTI+ population in a census or survey, as many individuals within this community may remain "hidden" or invisible due to ongoing discrimination. INEC and LGBTI+ organizations have recognized the importance of conducting a specific LGBTI+ survey, which is contingent on securing resources from the central government. Such a survey would extend beyond counting to provide additional information that could inform public policies for the LGBTI+ community in the future. In sum, Management notes that INEC included these questions to provide visibility and characterize the LGBTI+ population. Management has no indication however that the Census results prevent the LGBTI+ population from exercising its rights or lead to its exclusion from policy. Management notes that good practice in this field is only emerging very slowly and there is an ongoing discourse in academia if and under which circumstances a census/household survey is the right methodology to accurately capture the LGBTI+ population of a country. However, these limitations could not have been addressed by the Project. Management notes the Government's decision – in consultation with LGBTI+ groups – to include this issue in the national census as part of its national LGBTI+ action plan.
	Non-compliance with World Bank Policy	
18	According to the PPPI prepared by the borrower and the ESRS, the borrower carried out the following consultation actions: Meetings with leaders of communes, communities, peoples, and nationalities to promote the census (census form) at the territorial level; socialization of the census plan with relevant stakeholders; dissemination of census information through the media to improve public awareness, particularly among Indigenous Peoples; and capacity building and training for the enumerators to ensure effective data collection. However, the aforementioned actions did not	***Management is of the view that stakeholder consultations were carried out as provided for in the Project's Stakeholder Engagement Plan (SEP) (El Plan de Participación de Partes Interesadas (PPPI)).*** The SEP (and not the ESRS) is the binding instrument that both outlined the consultation actions that were carried out as part of Census design before the Bank-supported Project, and specified the consultations that needed to be carried out in the months leading up to, and during, the implementation of the Census. The Bank's due diligence determined that the consultation process that was implemented as part of the preparation of the Census was in accordance with good practice and in line with the requirements of ESS7 and ESS10. Section 2 of the SEP summarized the stakeholder engagement activities carried out prior to the Bank's involvement (2019-2021). Section 4 of the SEP set out a multi-pronged and multi-level Stakeholder Engagement Program that incorporated an

NO.	CLAIM	RESPONSE
	occur as outlined in the PPPI and the ESRS. This led to poor design and implementation of the census. The census team did not ensure effective data collection, misreporting the identity of many of the peoples and communities mentioned earlier.	information and dissemination campaign for the Census – see Item 3 for more detail. As mentioned in detail under Item 1 above, capacity building activities were carried out for those involved in data collection (i.e., the enumerators), which included training on culturally appropriate procedures to collect information from different groups, including the most vulnerable.
19	The project is subject to the World Bank's 2016 Environmental and Social Framework (ESF), including its Environmental and Social Standards (ESSs). Neither the World Bank nor the borrower has met the requirements of ESS 1, ESS 7, or ESS 10. **ESS 1, Assessment and Management of Environmental and Social Risks and Impacts.** Although the ESRS describes how the project poses '*risks associated with the cultural sensitivity of the population, especially in Indigenous communities, during field visits and communication campaigns*,' the ESRS did not incorporate the risk of harm if Indigenous and Afro-Ecuadorian Peoples were excluded from the final census, nor did it implement adequate mitigation measures. **The consequences are severe for their political representation and access to benefits. For example, budget cuts have already been made to the Secretariat for Indigenous, Montubio, and Afro-Ecuadorian Peoples, as well as to entities responsible for bilingual education. There are also negative impacts on spaces for affirmative action, quotas in public positions, higher and**	***Management is of the view that the Bank complied with the Bank's Environmental and Social Policy. The Borrower, in turn, has complied with the environmental and social standards (ESS) relevant for the Project, including ESS1, ESS7 and ESS10.***[22] During the Project preparation phase, the Bank team undertook the necessary due diligence on the actions carried out by the Borrower prior to the Bank's involvement, including the participation and consultation activities with PIAM and other stakeholders and vulnerable groups such as women, persons with disabilities and LGBTI+, and found that they were consistent with the ESF. The Bank started preparing the Project in early 2022. At that time, the preparation of the Census and the Census questions, including the associated participatory activities, were nearly completed. The awareness raising and communication campaign had just begun. The collection of data for the Census was initiated online in October 2022. Field activities started in November 2022 and were planned to be completed by December 2022, but were extended to March 31, 2023, due to protests (unrelated to the Census) and a poor security situation in the country. Early in 2022, the Bank team had screened the proposed Project design and identified the following social risks: health and safety for the community during Census execution, including in relation to Covid 19; risks associated with the use of security personnel for Census execution; risk of occupational health and safety for the Project's field team during data collection; risk of sexual harassment and discrimination in the workplace, including for enumerators; and risks associated with the cultural sensitivity of the population, especially in indigenous communities, during field visits and communication campaigns. As part of the Bank's due diligence, the risks were reassessed regularly, including during Project implementation.

[22] ESS2, ESS3 and ESS4 are also applicable to the Project, and relevant commitments were incorporated into the Project's Environmental and Social Commitment Plan (ESCP).

NO.	CLAIM	RESPONSE
	basic education, academic scholarships, and access to law enforcement jobs.	The ESRS also described the measures identified to address these risks, which were integrated in the Project design and the SEP. ***Management notes that through the design of the Project, including measures addressing the risk associated with cultural sensitivities, the Project aimed to achieve inclusion of PIAM and ensure their informed participation in the Census***. Measures integrated into Project design to ensure inclusion of PIAM and other vulnerable groups included: (a) communication and dissemination campaigns about the Census and how to participate, which also considered possible barriers to inclusion, such as language, remoteness and cultural sensitivity; (b) Census enumerators selected in/from PIAM communities (over 20.8%) who spoke local languages, and training for all enumerators in socio-cultural principles and rules of interaction with different social groups, including PIAM, persons with disabilities, elderly people and others; and (c) inclusion of the response category "other" for those people who do not self-identify as part of recognized groups among the response categories. The Bank has found no evidence that the Census has severe consequences for political representation and access to benefits for PIAM. ***As noted earlier, while the Census is an important tool to inform national development plans and public policy, Management considers that the 2022 Census does not have a direct or immediate impact on the constitutional and legal framework that recognizes PIAM and does not exclude them from exercising their collective rights.*** For example, the General Assembly – Ecuador's main legislative body – does not have a designated quota for PIAM representatives. The Constitution provides that the Assembly's composition includes two Assembly persons elected for each Province, with additional Assembly persons elected per Province based on overall population increase based on the last census.[23] On that basis, in 2024, the National Electoral Council approved a revised number of representatives for the General Assembly, which will be

[23] Article 118 of the Constitution provides that the Assembly's composition includes two Assembly persons elected for each Province and one additional for each 200,000 inhabitants or fraction that surpasses 150.000, in accordance with the latest Census.

NO.	CLAIM	RESPONSE
		expanded from 137 to 151 Assembly persons in the elections scheduled for February 2025.[24] The Constitution also provides for the Council for Public Participation and Social Control, which has important functions, such as designating several public authorities and positions. Article 71 of said law provides for affirmative action measures for the selection of public authorities and positions, including at least one PIAM applicant. Ecuador's Constitution also provides the basis for the establishment of the National Councils for Equality, which amongst other functions, work to formulate, oversee, and evaluate public policy on gender, ethnicity, and interculturality. These Councils include the CNIPN, which includes representatives of PIAM, as indicated under Items 2 and 5 above. Regarding social benefits, to the Bank's knowledge, national social transfer programs do not use Census data or consider race or ethnicity when allocating resources. The primary criterion for these programs is poverty, meaning that Census data does not affect social program coverage. Regarding budget cuts, Ecuador has been experiencing a tight fiscal situation, with budget cuts across the entire public sector. To the Bank's knowledge, the budget for the "*Secretaria de Gestion y Desarrollo de Pueblos y Nacionalidades*" is decided in accordance with the Public Sector Budget Law and is unrelated to the Census results. For bilingual education, and additional information on affirmative actions in the public sector, see Item 6 above.
20	**ESS 7, Indigenous Peoples/Traditionally Underserved Local Communities in Sub-Saharan Africa.** The Bank describes how since the 2010 census, *several improvements have been identified and adopted to promote the inclusion of these peoples and ensure that their responses can be recorded based on self-identification according to their own cultural criteria, overcoming the old enumerator practice of*	***Management considers that the Project complied with ESS7.*** Meaningful consultations were carried out, and feedback from PIAM was adequately considered and taken into account in the design and preparation of the Census (mainly completed before Project approval). Culturally appropriate measures were integrated in Project design. The awareness raising campaign included specific measures to engage with, and inform, PIAM (as described in the SEP) and a large number of enumerators from PIAM communities were hired (see Item 3). There were no changes to the methodology adopted for the 2022 Census compared to that of 2010, in terms of how enumerators conducted the Census. The 2022 Census was based on self-identification similar to that of 2010. The ESRS

[24] The Azuay, Esmeraldas, Manabí, Morona Santiago, Orellana, Santa Elena, and Tungurahua Provinces will each increase their elected assemblypersons by one each. The Pichincha Province will see an increase of three assembly persons. The Guayas Province will see an increase of four assembly persons.

NO.	CLAIM	RESPONSE
	assigning an ethnicity to people based on their subjective assessment of their physical traits or living conditions.' This is neither accurate nor correct, as the ethnic self-identification method has been implemented by INEC since 1990. The censuses of 2001 and 2010 did not present problems or rejections in the application of ethnic self-identification, demonstrating that in those censuses there were no practices where enumerators unilaterally assigned an ethnicity. In contrast, in the 2022 census, due to the poor training of enumerators, communication failures, lack of resources for mobilization, insecurity, and lack of coordination by INEC, enumerators chose to omit the question or unilaterally assign an ethnicity.	refers to improvements made in the 2010 Census that were carried over into the 2022 Census. Finally, while not explicitly addressed in the Request, Management wishes to clarify that Free, Prior and Informed Consent, as required under paragraph 24 of ESS7, is not applicable to the activities financed by the Project as they do not have adverse impacts on land and natural resources subject to traditional ownership or under customary use or occupation, do not cause relocation of Indigenous Peoples and do not have significant impacts on the Indigenous Peoples' cultural heritage that is material to their identity and/or cultural, ceremonial, or spiritual aspects.
21	**ESS 10, Stakeholder Engagement and Information Disclosure**. Although the borrower developed a PPPI in accordance with ESS 10, it did not implement it or consult with relevant stakeholders, including subregional Indigenous leaders. Additionally, the PPPI identified *'potential obstacles to the participation [of Indigenous Peoples] and the enabling conditions for their full inclusion in the census*.' However, the lack of an accurate count of all Indigenous Peoples demonstrates that effective measures were not taken to ensure their full participation in the census. The weakness of these consultations is evidenced by the explicit reaction of the representatives, who rejected the execution of the census due to poor coordination of prior meetings, unilateral	***Management notes that the SEP was consulted upon in 2022 and is currently being implemented by INEC in accordance with ESS10.*** ***Management believes that effective measures were taken to enable full participation and inclusion of PIAM in the Census. Barriers to participation identified in the SEP, such as language and living in remote locations, were adequately addressed with measures integrated in the Project design and the SEP.*** ***Management notes that there has been opposition to the Census process and to the results of the Census by some PIAM representatives. However, Management is of the view that the participation and consultation process was adequate, and consistent with Bank policy.*** As noted in Item 18, the SEP was prepared after the preparatory efforts to define the Census questions, and the associated participatory activities with stakeholder groups, were nearly concluded. The SEP summarized the activities that occurred prior to the Bank's involvement and presented an engagement strategy for the awareness raising and dissemination campaign, implementation of the Census and dissemination of its results during implementation of the Project activities financed by the Bank.

NO.	CLAIM	RESPONSE
	decisions regarding the content of the questions, and the cancellation of sections of the project (see above Census of Indigenous Communities). This is also reflected in the strikes by enumerators and census employees at the national level, driven by inadequate training, lack of uniforms, and poor logistical coordination.[g] [g] For details on the strike that paralyzed the census during its operation, see Annex 5 [attached to the Request].	The SEP was consulted upon in April 2022 over a four-day period, with seven workshops conducted virtually, each focused on a different thematic group. Two of the meetings covered, respectively, PIAM and gender and priority groups, which included representatives of people with disabilities, issues of LGBTI+ and children. As noted above, in 2022 INEC implemented a communication campaign specifically aimed at PIAM communities to raise awareness of the Census process and timeline, and to publicize the option for self-identification among PIAM populations. The SEP also provided for the establishment and operation of a grievance redress mechanism (GRM) available throughout Project implementation, which included the data collection phase, for any issue, request for information or concerns that Census participants wished to raise. An Integrated Citizen Support System (*Sistema Integrado de Asistencia Ciudadana*) managed a significant volume of requests for information, complaints, and operational incidents related to the Census. Multiple channels were available to citizens to present a request for information or complaint, including a Call Center, which handled a total of 17,134 calls, with an automated system logging details like call duration and resolution status, resulting in 99.82% of requests being resolved and only 0.18% remaining unresolved due to logistical issues. Additionally, a WhatsApp virtual assistant ChatBot was used to address frequent queries and direct users to appropriate resources. In-person support was also provided in Quito, where 8 operators assisted 684 citizens. According to INEC's analysis of the GRM data, the types of submissions received were related to: (i) the schedule (47.19%), focusing on questions about the timing of Census visits; (ii) general Census information (25.28%), addressing obligations, requirements, and potential penalties; (iii) non-Census registration requests (7.14%), involving cases of uncounted individuals needing online activation or scheduling a visit with the enumerators; and (iv) payment and recruitment concerns of enumerators (4.66%). Given the volume of submissions received, the Bank has reviewed a sample of them as part of Project supervision. INEC has informed the Bank that the GRM has received no complaints related to discrimination against PIAM. Enumerators were trained to respectfully collect accurate data on indigenous identity, considering cultural differences, language barriers, and confidentiality. Enumerators also received infographic and video materials on different census

NO.	CLAIM	RESPONSE
		topics, including the meaning of self-identification. See also Item 1. Regarding the Community Census, as explained under Item 4 above, this was not part of the Bank-supported Project. INEC decided not to move forward with the Community Census due to the lack of consensus with PIAM representatives. Management is aware that enumerators protested the late payment of their first salary in December 2022. INEC informed the Bank that payment was delayed by no more than three days, and that there are no outstanding payments to enumerators.

NO.	CLAIM	RESPONSE
	Prior Contact	
22	We have had discussions with the World Bank management on multiple occasions, including: • We submitted a request to the World Bank's Grievance Redress Service on May 29, 2023, and received a response on November 20, 2023, that repeated the same answers given by INEC at the national level, without verifying the information, auditing the data, or acknowledging the statistical omission of a significant portion of Indigenous and Afro-Ecuadorian peoples. In its response, the Bank reproduced INEC's answers, many of which are not accurate. For example, the Bank stated that INEC held meetings with Indigenous authorities at the national level and with evangelical groups, ignoring the complaint regarding the lack of workshops in all provinces. It also mentioned the holding of informational workshops, without addressing the absence of a genuine consultation and consensus process. Furthermore, it indicated that the census ethnic categories were defined in 2010 with the CONEPIA, without responding to the fact that there were no consultations during the 2022/23 census, nor with the CONEPIA, which no longer exists. • In January 2024, the World Bank's Complaints Handling Service sent another email. However, the response from the Grievance Redress Service to the complaint was insufficient because it did not address several key points:	***Management acknowledges the complaints submitted through the Grievance Redress Service (GRS) to which the Request refers.*** ***It is important to clarify that the specific action the Requesters are seeking—a Bank-led review of the national Census results—falls outside the Bank's implementation support and monitoring role under Investment Project Financing. The Bank advised INEC to carry out a post-evaluation of the Census during the Project's initial implementation phase, which was included in the Project under Subcomponent 1.4, and coordinated by the UNFPA, a UN specialized agency that has the expertise to assess the quality of population censuses.*** ***Additionally, Management notes—and has communicated this to the Inspection Panel—that several issues raised in the Request for Inspection have not been previously discussed with Bank Management, and hence cannot be eligible for review. These include the following allegations regarding the Census: (i) failing to properly account for the LGBTI+ population; (ii) insufficiently differentiating issues affecting women and girls were not sufficiently differentiated; (iii) classifying under-age girls as women, and iv) inappropriately classifying care and subsistence livelihood as voluntary work.***

NO.	CLAIM	RESPONSE
	- The lack of awareness-raising and census consultation processes with Indigenous, Montubio, and Afro-Ecuadorian groups present in all provinces; The absence of a genuine consultation process, beyond mere information; The non-existence of an adequate consultation process with Indigenous, Montubio, and Afro-Ecuadorian peoples in the 2022/23 census following the dissolution of the National Statistics Commission for Indigenous, Afro-Ecuadorian, and Montubio Peoples (CONEPIA);	
23	- The lack of an independent evaluation, as the role of the World Bank should go beyond simply consulting INEC for its position.	***The Census includes an independent evaluation coordinated by the UNFPA, a UN specialized agency that has the expertise to assess the quality of population censuses. The evaluation was recommended by the Bank during the initial stage of Project implementation.*** This independent evaluation is coordinated by UNFPA, which is responsible for supporting national censuses and a UN agency with the expertise to assess the quality of population Censuses. The independent evaluation, also supported by the Latin American Demographic Center (CELADE) includes Census production (cartography, training, data collection, and processing) and main results. A preliminary version of the report has been shared with INEC in November 2024. Additionally, an in-depth evaluation on data processing and data imputation coordinated by UNFPA/CELADE, is expected to conclude by January 2025.
24	In August 2024, the World Bank's Grievance Redress Service sent another email. However, the response explicitly evades several reported points and limits itself to repeating (in some cases verbatim) what INEC responds to complaints at the national level. This indicates that the Bank is not conducting external evaluations but is limited to transmitting INEC's position.[h]	See Item 22 above.

NO.	CLAIM	RESPONSE
	[h.] For example, the World Bank's Grievance Redress Service argues that there was consultation regarding the ethnic categories for the census but does not provide documentation demonstrating that the meetings were merely informational, nor does it address why so many social organizations complained about not being included. This is similar to INEC's response, lacking publicly available and transparent documentation or empirical evidence. Regarding the elimination of the CONEPIA, the Service claims that another commission was created but does not reflect what the members themselves think about this supposed new commission (see the interventions in the National Assembly in 2024 detailing why that commission simply did not work, particularly Silverio Chigsaguano's intervention on July 17, 2024, in the National Assembly). Finally, the Grievance Service states that the categories from 2010 were reused, but does not address the unjustified changes that occurred, nor mention the shortcomings in training or the explicit absence of post-census surveys. In summary, the responses from the World Bank's Grievance Redress Service are limited to repeating INEC's arguments without transparently providing empirical data to support their defense and overlook many other complaint arguments without even mentioning a response.	
	Resolution Sought	
25	As complainants in this complaint, we seek the following outcomes: That the World Bank and the borrower provide adequate remedies to Indigenous, Montubio, and Afro-Ecuadorian peoples, women, and the LGBTI+ population who have been negatively impacted by these failures and omissions.	***Management has carefully reviewed the Request and concluded that the alleged potential harm is unlikely to result from the Project supporting the 2022 Ecuador Census.*** ***Management also notes that the Requesters have not specified the alleged harm that they see stemming from the Project, nor the type of remedy they are seeking.***
26	In terms of coverage, that the World Bank independently review the population projections made by INEC, as it is argued that the census omission was 4%. What INEC does not report and	***As noted above, UNFPA coordinated an independent evaluation of the population Census. In Management's view, this represents the most reliable assurance regarding the Census's accuracy. Reviewing a national Census falls outside the Bank's implementation support and monitoring duties under Investment Project Financing.***

NO.	CLAIM	RESPONSE
	explicitly omits is that those projections were managed by the same individuals in charge of the census. In other words, the producers of population projections, which are used to assess census coverage, are the same individuals who executed the census. For this reason, that 4% cannot be trusted.	***INEC is the public agency in Ecuador mandated to estimate the population Census omission rate, as well as population projections, based on the statistical legal framework***. INEC estimated the omission rates in accordance with international principles. The United Nations Demographic Center for LAC countries (CELADE) supported INEC in estimating the omission rate and demographic projections.
	Complaints included in Annexes to the Request	
27	**Annex 1 of the Request -** The census categorizes the Kichwa nationality as if it were one People, resulting in the erasure of many distinct Peoples who are part of the Kichwa nationality. The Kichwa nationality consists of 18 Peoples; a Kichwa person is not just Kichwa, but also belongs to one of the 18 Kichwa Peoples. This means, a person is Kichwa-Otavalo, Kichwa-Chibuleo, Kichwa-Kañari, or Kichwa-Saraguro, etc. The census questionnaire creates an artificial fragmentation of the Kichwa nationality by treating it as if it were a single People, preventing individuals from identifying both with their nationality and their specific People, such as Kichwa-Otavalo. This forces individuals to identify either with their nationality or their People, preventing a comprehensive and complete self-identification of the Kichwa Peoples. This seemingly administrative categorization has political implications, as fragmenting People and nationality requires individuals to choose between their People or their nationality,	***Management reiterates that the ethnicity questions of the Census are based on self-identification.*** Question 11 enables a person to self-identify as "Indigenous" regardless of Peoples or Nationality, which means the number of people that self-identify as indigenous is not affected by the breakdown of Peoples and Nationalities presented in Question 12. Thus, Question 11 is not framed in a way that leads to underrepresentation or "forced assimilation" of indigenous persons into "*Mestizos*." Management acknowledges that individuals of the Kichwa Nationality may have wished to also identify as one of the 18 Peoples that compose that Nationality. Management notes that the same approach was taken in the 2010 Census, where individuals could name a non-listed group, as in the 2022 Census, and reiterates that Question 12 did not reflect the total number of people self-identifying as indigenous. Nevertheless, the Bank acknowledges that there is an opportunity for improvement for future statistical endeavors that it will communicate to INEC. Finally, Management also notes that some persons may have wanted to identify with a Nationality or Peoples not listed in the Questionnaire, but it reiterates that Question 12 allowed respondents to name groups beyond those officially recognized, so a person was able to indicate belonging to the Quijo Nationality, for example. Separately, the United Nations recommends the post-enumeration survey as the primary approach for assessing census coverage. However, in situations where such surveys are financially or logistically prohibitive, indirect methods—such as demographic analysis and comparisons with administrative data—are strongly encouraged, especially in countries with robust administrative records, as seen in Ecuador. These indirect methods offer a practical and affordable alternative to ensure data reliability when direct surveys are less feasible. Additionally, the Latin American and Caribbean Demographic Center (CELADE) supported

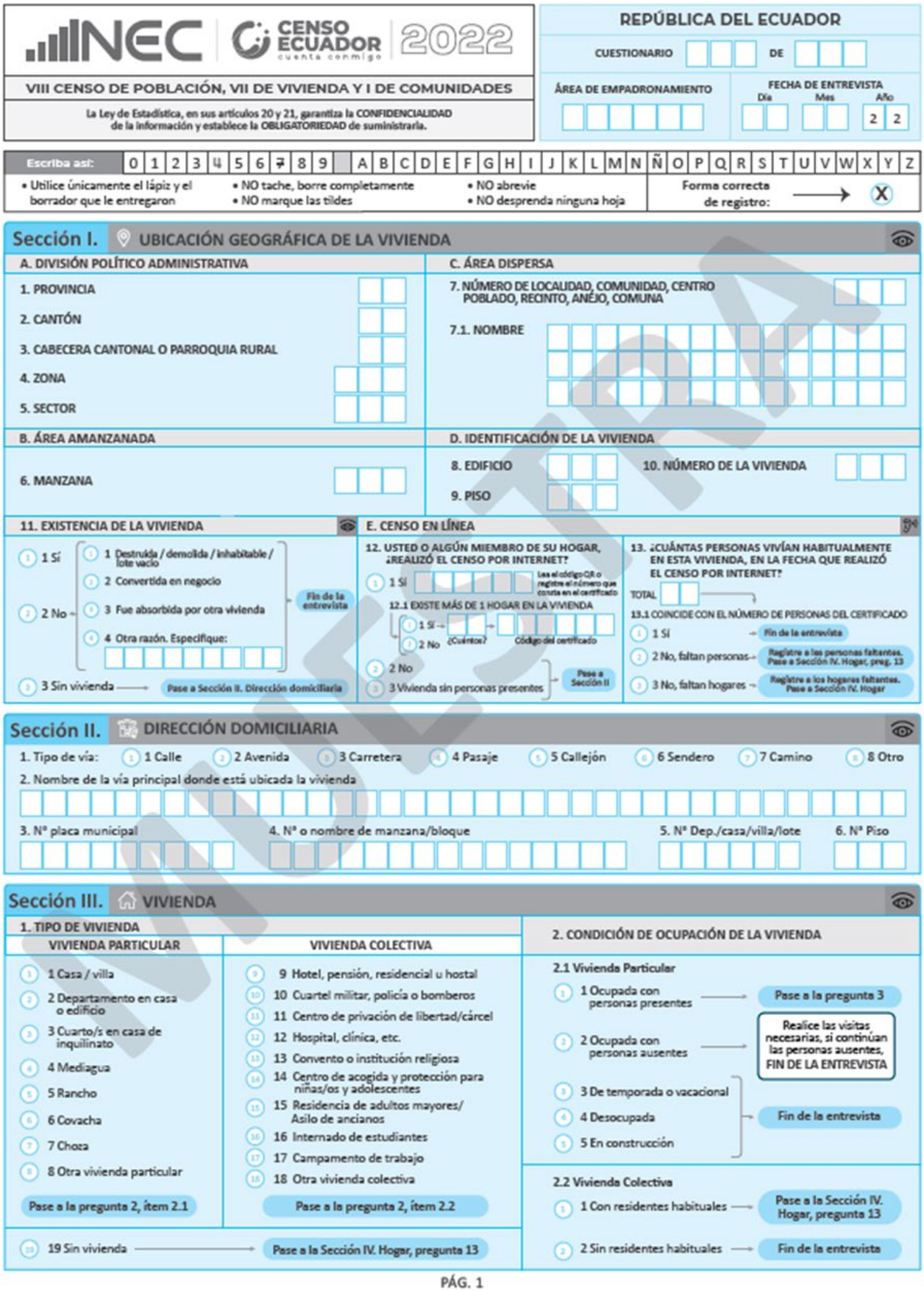
NO.	CLAIM	RESPONSE
	rendering invisible the sociopolitical power and diversity of the Kichwa nationality and its demographic significance. It is worth noting that the Kichwa nationality is the most significant in Ecuador, representing around 75% of all Indigenous Peoples according to ECUARUNARI. In addition to numerically reducing the Kichwa population, the importance of the Kichwa language and history in Ecuador is also rendered invisible. Beyond being a forced assimilation, this elimination of Kichwa denies that today's Ecuador is the result of a blend of pre-Kichwa Peoples, languages, and cultures. Some Indigenous individuals identify as belonging to a nationality, but different Indigenous peoples, and the census did not capture these distinctions, rendering the strong Kichwa presence at the national level invisible. It is worth mentioning that several of these categories were also used in the 2010 census; therefore, it is neither an excuse nor a sufficient explanation to say that what was executed in the past was simply repeated. INEC's responsibility was to update these categories in a responsible, transparent, and horizontal manner (without imposing). On the other hand, there are Peoples that do not appear in the census, such as the Quijos nationality from the Amazon region. It is worth mentioning that INEC's response to this complaint is that the categories were indeed agreed, and the World Bank simply limits itself to repeating INEC's	this evaluation method, and has been guiding its implementation for two consecutive years.

NO.	CLAIM	RESPONSE
	response, claiming that there were participatory workshops. However, the content of those who were not invited to the workshops is not explicitly revealed, nor is there an explanation for the explicit complaints from Indigenous groups regarding this element. INEC's response, copied and reproduced by the World Bank, assumes that the evidence of meetings with certain actors legitimized the questionnaire, when it does not explicitly argue why there are complaints from those who were not invited to the process or why independent quantitative evaluations of how the questions were conducted are not revealed. This last fact is compounded by revealing that INEC itself avoided evaluating the census through post-census surveys precisely to prevent the severity of this complaint from being disclosed.	
28	**Annex 2 of the Request -** The denial of enumerators with regards to Indigenous self-identification is evident in the case of REDACTED reports that the enumerator refused to report him as Indigenous in the census, despite him being in his ancestral territory, wearing his ancestral clothing, speaking his Indigenous Kichwa language, and being the highest Indigenous authority of the Kichwa nationality at the national level. This example demonstrates that the lack of training, communication, and coordination regarding protocols for applying ethnic self-identification questions fictitiously erased the Peoples and nationalities, both by omission and discrimination among those	As noted in Item 21, the GRM system did not receive any complaints about the self-identification question.

NO.	CLAIM	RESPONSE
	who were censused and the enumerators.	
29	**Annex 3 of the Request** – (a) A set of interventions from representatives of Indigenous, Afro-Ecuadorian, and Montubio communities in Ecuador complaining BEFORE the census took place. All interventions emphasize how the fieldwork for the census was about to begin; however, the population was not informed about the census and, especially, was not aware of the new methodology; (b) Interventions AFTER the census took place with complaints from women's groups, LGBTI+ activists, Indigenous Peoples, Afro-Ecuadorians and academics.	The issues raised in Annex 3 are addressed above, particularly in Items 3, 5, 18 and 20. Between November 16, 2022, and July 10, 2024, the National Assembly organized several sessions under the framework of the *Comision de Garantias Constitucionales, Derechos Humanos, Derechos Colectivos y la Interculturalidad* to address questions related to the 2022 population Census. Management understands that multiple stakeholders have attended the sessions expressing a variety of views. The Director of INEC also attended, presented and responded to inquiries on behalf of INEC. The meetings at the National Assembly have discussed various aspects of the Census process, its methodologies and implications. While the Census remains a contested topic in Ecuador, Management is not aware of systemic or widespread problems regarding the data collection.
30	**Annex 4 of the Request-** INEC justifies the reduction of the Afro-Ecuadorian population from 7.2% in the 2010 census to 4.8% in the 2022 census (a sharp decrease of 33%) by using results from household surveys. According to the Institute, the results of the 2022 census are similar to the results from surveys on unemployment, income, and living conditions. This justification is incorrect since: 1) it is not valid to compare census results with survey results, this comparison is absurd from a statistical point of view; 2) INEC does not present the margins of error for the indicators calculated in the survey; 3) INEC does not reveal the problems that household surveys face due to changes in expansion factors modified in the last five years by the current administration; and 4) the surveys used are not designed to calculate population; they are designed for other purposes, so	Ecuador's approach to ethnic data collection is built on three key pillars: first, a longstanding practice of cultural self-identification in census data, enabling individuals to express their ethnic identity within established categories that reflect diverse cultural perspectives. Second, the 2022 Census emphasized accuracy through active collaboration with ethnic organizations, specialized training, and inclusive recruitment, ensuring representation across all Census operations. Lastly, variations in ethnic self-identification across Census years underscore the fluid nature of cultural identity, shaped by individual choices and social influences over time, rather than fixed demographic factors alone. **1. Estimating Population Size Based on Customary and Cultural Self-identification** In Ecuador, the estimation of the population by ethnicity is rooted in individuals' cultural self-identification, a practice in place since 2001 and reinforced through surveys and administrative records since 2010, including questions on spoken language. The question and the response categories are designed to reflect the perspectives of Indigenous, Afro-Ecuadorian, and Montubio organizations. This approach allows individuals to freely identify as Indigenous, Afro-Ecuadorian, Montubio, or another ethnic identity. The changes observed across the 2001, 2010, and 2020 Censuses reveal that ethnic identification is not static but instead reflects personal choices and cultural shifts over time. These variations underscore the fluid nature of cultural

NO.	CLAIM	RESPONSE
	their sampling design is not intended for census purposes. Even in the extreme case where household surveys are used to compare with census results, they should be conducted with margins of error. In that case, it would be shown that the 2022 results are inconsistent with household surveys, and rather the 2010 census is consistent with household survey results. Additionally, INEC has sent official responses to Afro-Ecuadorian organizations arguing that the reduction in the Afro population is due to issues of "association and phenotype"; in other words, INEC accuses Afro-Ecuadorians of being unable to organize for the census due to their different physical appearance. This statement, in addition to revealing racist attitudes, attempts to absolve INEC of responsibility regarding the organization of the census and its communication campaign.	identity and the individual's role in adapting and expressing it through self-identification. **2. Ensuring Census Accuracy in Counting Ethnic Populations** The 2022 Census process in Ecuador integrated numerous measures to ensure accuracy in counting diverse ethnic populations. This effort included active participation from organizations representing Indigenous, Afro-Ecuadorian, and Montubio populations in specialized statistical committees (CEE-PIAM in 2022 and previously CONEPIA in 2010), extensive field staff training. Specifically, for the Afro-Ecuadorian population, 1,583 Afro-Ecuadorian enumerators participated in the enumeration phase, with 390 of them also involved in quality control and verification. Moreover, the dedicated communication campaign emphasized ethnic diversity, reinforcing inclusive representation at every level and position within the Census process. Establishment of CEE-PIAM and the continuous dialogue with PIAM representatives exemplify the collaborative efforts to design a culturally respectful questionnaire and promote active involvement in the Census process. **3. Consistency of Ethnic Self-identification Data** Ethnic self-identification data has shown variability over the Census years. In 2001, 5.0% of the population self-identified as Afro-Ecuadorian, which rose to 7.2% in 2010 but then returned to 4.8% in the 2022 Census. In the case of Indigenous Peoples, self-identification rates have remained relatively constant, with 6.8 percent in 2001, 7.0 percent in 2010, and 7.7 percent in 2022 aligned with the results in household surveys over the past two decades (except for 2010). To interpret these trends, considerations must include factors such as human mobility, racial or ethnic consciousness, public policy, community identity perception, and community structures.

Annex 2
Census 2022 Questionnaire



INEC | CENSO ECUADOR cuenta conmigo 2022

VIII CENSO DE POBLACIÓN, VII DE VIVIENDA Y I DE COMUNIDADES

La Ley de Estadística, en sus artículos 20 y 21, garantiza la CONFIDENCIALIDAD de la información y establece la OBLIGATORIEDAD de suministrarla.

REPÚBLICA DEL ECUADOR

CUESTIONARIO ___ DE ___

ÁREA DE EMPADRONAMIENTO

FECHA DE ENTREVISTA Día Mes Año 2 2

Escriba así: 0 1 2 3 4 5 6 7 8 9 A B C D E F G H I J K L M N Ñ O P Q R S T U V W X Y Z

- Utilice únicamente el lápiz y el borrador que le entregaron
- NO tache, borre completamente
- NO marque las tildes
- NO abrevie
- NO desprenda ninguna hoja

Forma correcta de registro: X

Sección I. UBICACIÓN GEOGRÁFICA DE LA VIVIENDA

A. DIVISIÓN POLÍTICO ADMINISTRATIVA

1. PROVINCIA
2. CANTÓN
3. CABECERA CANTONAL O PARROQUIA RURAL
4. ZONA
5. SECTOR

C. ÁREA DISPERSA

7. NÚMERO DE LOCALIDAD, COMUNIDAD, CENTRO POBLADO, RECINTO, ANEJO, COMUNA
7.1. NOMBRE

B. ÁREA AMANZANADA

6. MANZANA

D. IDENTIFICACIÓN DE LA VIVIENDA

8. EDIFICIO
9. PISO
10. NÚMERO DE LA VIVIENDA

11. EXISTENCIA DE LA VIVIENDA

1 Sí
- 1 Destruida / demolida / inhabitable / lote vacío
- 2 Convertida en negocio
- 3 Fue absorbida por otra vivienda
- 4 Otra razón. Especifique:

→ Fin de la entrevista

2 No

3 Sin vivienda → Pase a Sección II. Dirección domiciliaria

E. CENSO EN LÍNEA

12. USTED O ALGÚN MIEMBRO DE SU HOGAR, ¿REALIZÓ EL CENSO POR INTERNET?

1 Sí — Lea el código QR o registre el número que consta en el certificado

12.1 EXISTE MÁS DE 1 HOGAR EN LA VIVIENDA
- 1 Sí → ¿Cuántos? → Código del certificado
- 2 No

2 No

3 Vivienda sin personas presentes → Pase a Sección II

13. ¿CUÁNTAS PERSONAS VIVÍAN HABITUALMENTE EN ESTA VIVIENDA, EN LA FECHA QUE REALIZÓ EL CENSO POR INTERNET?

TOTAL →

13.1 COINCIDE CON EL NÚMERO DE PERSONAS DEL CERTIFICADO
- 1 Sí → Fin de la entrevista
- 2 No, faltan personas → Registre a las personas faltantes. Pase a Sección IV. Hogar, preg. 13
- 3 No, faltan hogares → Registre a los hogares faltantes. Pase a Sección IV. Hogar

Sección II. DIRECCIÓN DOMICILIARIA

1. Tipo de vía: 1 Calle 2 Avenida 3 Carretera 4 Pasaje 5 Callejón 6 Sendero 7 Camino 8 Otro
2. Nombre de la vía principal donde está ubicada la vivienda
3. N° placa municipal
4. N° o nombre de manzana/bloque
5. N° Dep./casa/villa/lote
6. N° Piso

Sección III. VIVIENDA

1. TIPO DE VIVIENDA

VIVIENDA PARTICULAR	VIVIENDA COLECTIVA
1 Casa / villa	9 Hotel, pensión, residencial u hostal
2 Departamento en casa o edificio	10 Cuartel militar, policía o bomberos
3 Cuarto/s en casa de inquilinato	11 Centro de privación de libertad/cárcel
4 Mediagua	12 Hospital, clínica, etc.
5 Rancho	13 Convento o institución religiosa
6 Covacha	14 Centro de acogida y protección para niñas/os y adolescentes
7 Choza	15 Residencia de adultos mayores/ Asilo de ancianos
8 Otra vivienda particular	16 Internado de estudiantes
→ Pase a la pregunta 2, ítem 2.1	17 Campamento de trabajo
	18 Otra vivienda colectiva
	→ Pase a la pregunta 2, ítem 2.2

19 Sin vivienda → Pase a la Sección IV. Hogar, pregunta 13

2. CONDICIÓN DE OCUPACIÓN DE LA VIVIENDA

2.1 Vivienda Particular
- 1 Ocupada con personas presentes → Pase a la pregunta 3
- 2 Ocupada con personas ausentes → Realice las visitas necesarias, si continúan las personas ausentes, FIN DE LA ENTREVISTA
- 3 De temporada o vacacional
- 4 Desocupada
- 5 En construcción

→ Fin de la entrevista

2.2 Vivienda Colectiva
- 1 Con residentes habituales → Pase a la Sección IV. Hogar, pregunta 13
- 2 Sin residentes habituales → Fin de la entrevista

Sección III. CONTINUACIÓN · VIVIENDA

3. ¿EL MATERIAL PREDOMINANTE DEL TECHO O CUBIERTA DE LA VIVIENDA ES DE:

1 Hormigón (losa, cemento)?
2 Fibrocemento, asbesto (eternit, eurolit)?
3 Zinc, aluminio (lámina o plancha metálica)?
4 Teja?
5 Palma, paja u hoja?
6 Otro material?

4. ¿EL ESTADO DEL TECHO O CUBIERTA DE LA VIVIENDA ES:

1 Bueno?
2 Regular?
3 Malo?

5. ¿EL MATERIAL PREDOMINANTE DE LAS PAREDES EXTERIORES DE LA VIVIENDA ES DE:

1 Hormigón?
2 Ladrillo o bloque?
3 Panel prefabricado (yeso, fibrocemento, etc.)?
4 Adobe o tapia?
5 Madera?
6 Caña revestida o bahareque?
7 Caña no revestida?
8 Otro material?

6. ¿EL ESTADO DE LAS PAREDES EXTERIORES DE LA VIVIENDA ES:

1 Bueno?
2 Regular?
3 Malo?

7. ¿EL MATERIAL PREDOMINANTE DEL PISO DE LA VIVIENDA ES DE:

1 Duela, parquet, tablón o piso flotante?
2 Cerámica, baldosa, vinil o porcelanato?
3 Mármol o marmetón?
4 Ladrillo o cemento?
5 Tabla sin tratar?
6 Caña sin tratar?
7 Tierra?
8 Otro material?

8. ¿EL ESTADO DEL PISO DE LA VIVIENDA ES:

1 Bueno?
2 Regular?
3 Malo?

9. ¿EL AGUA QUE RECIBE LA VIVIENDA ES:

1 Por tubería, dentro de la vivienda?
2 Por tubería, fuera de la vivienda pero dentro del edificio, lote o terreno?
3 Por tubería, fuera del edificio, lote o terreno?
4 No recibe agua por tubería, sino por otros medios?

10. PRINCIPALMENTE, ¿EL AGUA QUE RECIBE LA VIVIENDA PROVIENE O ES SUMINISTRADA POR:

1 Empresa pública/Municipio?
2 Juntas de Agua/Organizaciones comunitarias/GAD parroquial?
3 Pozo?
4 Carro o tanquero repartidor?
5 Otras fuentes (río, vertiente, acequia, canal, grieta o agua lluvia)?

11. ¿EL SERVICIO HIGIÉNICO DE LA VIVIENDA ES:

1 Inodoro o escusado, conectado a red pública de alcantarillado?
2 Inodoro o escusado, conectado a pozo séptico?
3 Inodoro o escusado, conectado a biodigestor?
4 Inodoro o escusado, conectado a pozo ciego?
5 Inodoro o escusado, con descarga directa al mar, río, lago o quebrada?
6 Letrina?
7 No tiene

12. ¿DISPONE LA VIVIENDA DE LUZ (ENERGÍA ELÉCTRICA) PROVENIENTE DE LA RED PÚBLICA?

1 Sí
2 No

13. ¿DISPONE LA VIVIENDA DE OTRA FUENTE DE ENERGÍA ELÉCTRICA DISTINTA A LA RED PÚBLICA, CÓMO:

1 Planta eléctrica (generador de luz)?
2 Energía solar (panel fotovoltaico)?
3 Energía eólica (a partir del viento)?
4 Otra fuente (desechos vegetales y animales)?
5 No dispone

14. PRINCIPALMENTE, ¿CÓMO ELIMINA LA BASURA DE LA VIVIENDA:

1 Por carro recolector?
2 Por contenedor municipal?
3 La arroja en terreno baldío?
4 La quema?
5 La entierra?
6 La arroja al río, acequia, canal o quebrada?
7 De otra forma?

15. SIN CONTAR LA COCINA, BAÑOS(S) Y CUARTOS DE NEGOCIO, ¿CUÁNTOS CUARTOS TIENE LA VIVIENDA, INCLUYENDO SALA Y COMEDOR?

Número de cuartos: ☐☐

16. TODAS LAS PERSONAS QUE VIVEN HABITUALMENTE EN ESTA VIVIENDA, ¿COMPARTEN UN MISMO GASTO PARA LA ALIMENTACIÓN? (OLLA COMÚN)

1 Sí → Pase a Sección IV. Hogar
2 No

17. INCLUYENDO SU HOGAR, ¿CUÁNTOS GRUPOS DE PERSONAS (HOGARES) MANTIENEN GASTOS SEPARADOS PARA LA ALIMENTACIÓN? (COCINAN LOS ALIMENTOS POR SEPARADO)

Número de hogares: ☐☐

RECUERDE

Si la vivienda tiene 2 hogares o más, utilice un cuestionario por hogar, y a partir del segundo hogar:

- Repita: Sección I. Ubicación geográfica de la vivienda
- Deje en blanco Sección II. Dirección Domiciliaria y Sección III. Vivienda
- Continúe llenando desde la Sección IV. Hogar

Escriba así: 0 1 2 3 4 5 6 7 8 9 A B C D E F G H I J K L M N Ñ O P Q R S T U V W X Y Z

Sección IV. HOGAR

NÚMERO DEL HOGAR ENTREVISTADO: ☐☐ ⚠ **NO OLVIDE REGISTRAR EL NÚMERO DEL HOGAR**

A. CARACTERÍSTICAS GENERALES

1. DEL TOTAL DE CUARTOS DE ESTE HOGAR, ¿CUÁNTOS SON EXCLUSIVOS PARA DORMIR?

Número de dormitorios: ☐☐

2. ¿ESTE HOGAR TIENE CUARTO O ESPACIO EXCLUSIVO PARA COCINAR?

1 Sí 2 No

3. ¿EL SERVICIO HIGIÉNICO, INODORO O ESCUSADO QUE DISPONE EL HOGAR ES:

1 De uso exclusivo del hogar?
2 Compartido con varios hogares?
3 No tiene

4. ¿DISPONE ESTE HOGAR DE ESPACIO CON INSTALACIONES Y/O DUCHA PARA BAÑARSE:

1 De uso exclusivo del hogar?
2 Compartido con varios hogares?
3 No tiene

5. ¿CUÁL ES EL PRINCIPAL COMBUSTIBLE O ENERGÍA QUE UTILIZA ESTE HOGAR PARA COCINAR:

1 Gas de tanque o cilindro?
2 Gas centralizado (por tubería)?
3 Electricidad?
4 Leña o carbón?
5 Biogás (residuos vegetales y/o animales, etc.)?
6 Otro (Ej: gasolina, kerex, diésel, etc.)?
7 Ninguno (no cocina)

MUESTRA

Escriba así: 0 1 2 3 4 5 6 7 8 9 A B C D E F G H I J K L M N Ñ O P Q R S T U V W X Y Z

Sección IV. CONTINUACIÓN · HOGAR

6. PRINCIPALMENTE, ¿EL AGUA QUE BEBEN LOS MIEMBROS DEL HOGAR:

1 La beben, tal como llega al hogar?
2 La compran (agua envasada en bidón, botella o funda)?
3 La hierven?
4 Le ponen cloro?
5 La filtran (colocan filtros en el grifo o usan purificadores)?
6 Realizan otro tratamiento?

7. ¿ESTE HOGAR ACOSTUMBRA:

	Sí	No
1 Separar la basura en orgánica (restos de comida, vegetales, etc.) e inorgánica (papel, cartón, plástico, vidrio, etc.)?	1	2
2 Separar desperdicios para dar a los animales o para las plantas?	1	2
3 Separar papel, cartón, plástico o vidrio para vender, regalar o reutilizar?	1	2

8. ¿TIENE ESTE HOGAR:

1 Perros? 1 Sí 2 No → 8.1 ¿Cuántos? ☐☐
2 Gatos? 1 Sí 2 No → 8.2 ¿Cuántos? ☐☐

9. ¿LA VIVIENDA QUE OCUPA ESTE HOGAR ES:

1 Propia y totalmente pagada?
2 Propia y la está pagando?
3 Propia (regalada, donada, heredada o por posesión)?
4 Arrendada /anticresis?
5 Prestada o cedida (no paga)?
6 Por servicios?

10. ¿ESTE HOGAR DISPONE DE:

	Sí	No
1 Servicio de teléfono convencional?	1	2
2 Servicio de teléfono celular?	1	2
3 Servicio de televisión pagada (cable/satelital, otra)?	1	2
4 Servicio de internet fijo?	1	2
5 Computadora (de escritorio o laptop)?	1	2
6 Refrigeradora?	1	2
7 Máquina lavadora de ropa?	1	2
8 Máquina secadora de ropa?	1	2
9 Horno microondas?	1	2
10 Máquina extractora de olores?	1	2
11 Automóvil o camioneta, para uso exclusivo del hogar?	1	2
12 Motocicleta, para uso exclusivo del hogar?	1	2

B. MORTALIDAD

11. INCLUYENDO A RECIÉN NACIDOS Y ADULTOS MAYORES, ¿ALGUNA PERSONA QUE VIVÍA EN ESTE HOGAR FALLECIÓ EN LOS ÚLTIMOS TRES AÑOS? (A PARTIR DE ENERO DE 2020)

1 Sí → 1.1 ¿Cuántas? ☐☐
2 No → Pase a C. Emigración, pregunta 12

DE LAS PERSONAS QUE FALLECIERON:

Num. Persona	1. ¿Cuál fue el nombre y apellido?	2. ¿En qué mes y año murió? Mes	Año	3. ¿Qué edad tenía? (Anote "0" para menores de 1 año)	4. ¿Cuál era su sexo? Hombre	Mujer	Mujeres de 10 a 50 años: 5. ¿Murió estando embarazada, en el parto o dentro de los 42 días posteriores al parto? Sí	No	6. ¿Murió a causa de: Accidente, suicidio o asesinato?	COVID-19?	Otros? (E): enfermedad causa natural)
1					1	2	1	2	1	2	3
2					1	2	1	2	1	2	3
3					1	2	1	2	1	2	3
4					1	2	1	2	1	2	3

C. EMIGRACIÓN

12. A PARTIR DEL ÚLTIMO CENSO DE POBLACIÓN Y VIVIENDA (NOVIEMBRE 2010), ¿UNA O MÁS PERSONAS QUE VIVÍAN EN ESTE HOGAR VIAJARON A OTRO PAÍS Y TODAVÍA NO REGRESAN PARA QUEDARSE DEFINITIVAMENTE?

1 Sí → 1.1 ¿Cuántas? ☐☐
2 No → Pase a D. Identificación de las personas, pregunta 13

DE LAS PERSONAS QUE SALIERON:

Num. Persona	1. ¿En qué año salió del país? Año de salida	2. ¿Cuál es el sexo? Hombre	Mujer	3. ¿Qué edad tenía al salir del país? (Anote "0" para menores de 1 año)	4. ¿Cuál es el país actual de residencia? País actual de residencia
1		1	2		
2		1	2		
3		1	2		
4		1	2		

MUESTRA

Sección IV. CONTINUACIÓN · HOGAR

D. IDENTIFICACIÓN DE LAS PERSONAS RESIDENTES EN EL HOGAR

13. ¿CUÁNTAS PERSONAS VIVEN HABITUALMENTE EN ESTE HOGAR, ESTÉN O NO PRESENTES AL MOMENTO DE LA ENTREVISTA?

No olvide registrar a las/os recién nacidas/os, niñas/os, ancianas/os y aquellas personas que al momento del censo se encuentren temporalmente ausentes por motivo de: trabajo, vacaciones, enfermedad, etc. Registre también a quienes tienen la intención de quedarse a vivir en este hogar.

Hombres [ ][ ][ ][ ] + Mujeres [ ][ ][ ][ ] = Total [ ][ ][ ][ ]

14. ¿CUÁLES SON LOS NOMBRES Y APELLIDOS DE CADA UNA DE LAS PERSONAS QUE VIVEN HABITUALMENTE EN ESTE HOGAR?

CENSISTA

Empiece por la/el representante del hogar y después continúe con el resto de personas de acuerdo al orden del recuadro.

ORDEN DE REGISTRO

		Cód. Relación de Parentesco
PRIMERO →	Representante del hogar	1
	Cónyuge o conviviente	2
	Hija/o de mayor a menor	3
	Hijastra o hijastro	4
	Nuera o yerno	5
	Nieta o nieto	6
	Madre o padre	7
	Suegra o suegro	8
	Otro pariente	9
	Otro no pariente	10
	Empleada/o doméstica/o	11

PARA VIVIENDAS COLECTIVAS Y SIN VIVIENDA

	Cód. Relación de Parentesco
Miembro de hogar colectivo	12
Persona sin vivienda	13

Núm. Persona	Nombres y Apellidos (Primer nombre, Segundo nombre, Primer apellido, Segundo apellido)	1. ¿Qué parentesco o relación tiene (...) con la/el representante del hogar?	2. ¿Cuál fue el sexo de (...) al nacer: Hombre?	2. Mujer?	3. ¿Cuántos años cumplidos tiene (...)? Niñas/os menores de 1 año, registre 0
01		[ ][ ]	1	2	[ ][ ][ ]
02		[ ][ ]	1	2	[ ][ ][ ]
03		[ ][ ]	1	2	[ ][ ][ ]
04		[ ][ ]	1	2	[ ][ ][ ]
05		[ ][ ]	1	2	[ ][ ][ ]
06		[ ][ ]	1	2	[ ][ ][ ]

15. ¿HAY ALGUNA PERSONA QUE NO HAYA SIDO MENCIONADA PORQUE SE ENCUENTRA EN ESTE MOMENTO DE: VACACIONES, TRABAJO, ENFERMEDAD U OTRO MOTIVO Y QUE VIVA HABITUALMENTE EN ESTE HOGAR?

1 Sí → Registre a la(s) persona(s) | 2 No → Pase a Sección V. Población

SI HAY MÁS DE 6 PERSONAS, UTILICE LOS CUESTIONARIOS QUE SEAN NECESARIOS Y A PARTIR DEL SEGUNDO, SIGA LAS SIGUIENTES INSTRUCCIONES:

A. Copie la Sección I. Ubicación Geográfica de la vivienda.

B. Deje en blanco la Sección II. Dirección Domiciliaria; Sección III. Vivienda y Sección IV. Hogar (hasta C. Emigración).

C. Continúe desde la Sección IV. Hogar, D. Identificación de las personas residentes en el hogar, pregunta 14, registrando secuencialmente a la persona que sigue.

IMPORTANTE

- No olvide registrar en la pregunta 14 a TODAS las personas residentes en el hogar (utilizando los cuestionarios necesarios); y
- Luego, continúe con la Sección V. Población, inicie registrando los nombres y apellidos completos al entrevistar a cada una de las personas que anotó en la pregunta 14.

Escriba así: 0 1 2 3 4 5 6 7 8 9 A B C D E F G H I J K L M N Ñ O P Q R S T U V W X Y Z

MUESTRA

Escriba así: 0 1 2 3 4 5 6 7 8 9 A B C D E F G H I J K L M N Ñ O P Q R S T U V W X Y Z

Sección V. POBLACIÓN

PARA TODAS LAS PERSONAS

RECUERDE Escriba los nombres y apellidos COMPLETOS (según el documento de identidad de cada una de las personas registradas en la Sección anterior, pregunta 14 y mantenga el orden).

Núm. de Persona	PRIMER NOMBRE	SEGUNDO NOMBRE	PRIMER APELLIDO	SEGUNDO APELLIDO
0 1	1.	2.	1.	2.

A. CARACTERÍSTICAS GENERALES

1. ¿QUÉ PARENTESCO O RELACIÓN TIENE (...) CON LA/EL REPRESENTANTE DEL HOGAR?

1 Representante del hogar
2 Cónyuge o conviviente
3 Hija o hijo
4 Hijastra o hijastro
5 Nuera o yerno
6 Nieta o nieto
7 Madre o padre
8 Suegra o suegro
9 Otro pariente
10 Otro no pariente
11 Empleada/o doméstica/o
12 Miembro de hogar colectivo
13 Persona sin vivienda

2. ¿CUÁL FUE EL SEXO DE (...) AL NACER:

1 Hombre?
2 Mujer?

3. ¿CUÁNTOS AÑOS CUMPLIDOS TIENE (...)?

Años cumplidos [ ][ ][ ] Niñas/os menores de 1 año registre 0

4. ¿CUÁL ES LA FECHA DE NACIMIENTO DE (...)?

Día [ ][ ] Mes [ ][ ] Año [ ][ ][ ][ ]

5. ¿(...) ESTÁ INSCRITA/O EN EL REGISTRO CIVIL ECUATORIANO?

1 Sí 2 No

6. ¿(...) TIENE NÚMERO DE CÉDULA DE CIUDADANÍA O DE IDENTIDAD ECUATORIANA?

1 Sí → 1.1. ¿Cuál es el número?

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

Cédula de ciudadanía o de identidad ecuatoriana

Pase a la pregunta 7

2 No

2.1. ¿Tiene: 1 Pasaporte u otro documento de identidad de su país de origen?
2 No tiene documento alguno?

7. ¿TIENE (...) DIFICULTAD PERMANENTE PARA:

(Lea todas las opciones)	No tiene dificultad	Alguna dificultad	Mucha dificultad	Total dificultad
1. Caminar, o subir o bajar gradas/escaleras?	1	2	3	4
2. Bañarse, vestirse o alimentarse por sí mismo?	1	2	3	4
3. Hablar, comunicarse o conversar?	1	2	3	4
4. Oír, aun usando aparato auditivo?	1	2	3	4
5. Ver, aun usando lentes?	1	2	3	4
6. Recordar, entender o concentrarse?	1	2	3	4

8. ¿EN DÓNDE NACIÓ (...):

1 En esta ciudad o parroquia rural?
2 En otro lugar del país?

Provincia [ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

Cantón [ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

Ciudad o parroquia rural [ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

3 En otro país?

3.1 ¿En qué país nació?

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

3.2 ¿En qué año llegó al Ecuador?

[ ][ ][ ][ ]

9. HACE 5 AÑOS (NOVIEMBRE DE 2017) ¿EN QUÉ LUGAR VIVÍA HABITUALMENTE (...):

1 En esta ciudad o parroquia rural?
2 En otro lugar del país?

Provincia [ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

Cantón [ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

Ciudad o parroquia rural [ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

3 En otro país?

3.1 ¿Cuál es el nombre del país?

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

4 No había nacido?

PERSONAS DE 1 AÑO O MÁS

10. ¿EN QUÉ IDIOMAS O LENGUAS HABLA O SE COMUNICA (...):

ADMITE MÁS DE UNA RESPUESTA

1 Indígena?

1.1. ¿Cuál es el idioma o lengua indígena que habla (...)?

IDIOMAS: A'ingae, Achuar Chicham, Andwa Pukuwaro, Awapit, Bai Coca, Chaa'palaa, Kichwa, Paaikoka, Sapara, Shiwiar Chicham, Shuar Chicham, Siapedee, Tsa'fiki, Wao tededo.

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]
[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

2 Castellano/Español?
3 Idioma extranjero?
4 Lengua de señas ecuatoriana?
5 No habla/No se comunica?

PARA TODAS LAS PERSONAS

11. ¿CÓMO SE IDENTIFICA (...) SEGÚN SU CULTURA Y COSTUMBRES:

1 Indígena? → Pase a la pregunta 12
2 Afroecuatoriana/o Afrodescendiente?
3 Negra/o?
4 Mulata/o?
5 Montubia/o?
6 Mestiza/o?
7 Blanca/o?
8 Otro?

→ Pase a la pregunta 13

8.1 ¿Cómo se identifica (...)?

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

12. ¿CUÁL ES LA NACIONALIDAD O PUEBLO INDÍGENA AL QUE PERTENECE (...)?

NACIONALIDADES: Afi Cofan, Achuar, Andwa, Awa, Chachi, Epera Siapidaara, Kichwa, Sapara, Shiwiar, Shuar, Siekopai, Siona, Tsa'fiki, Waodani.

PUEBLOS: Chibuleo, Huancavilca, Kañari, Karanki, Kayambi, Kisapincha, Kitu Kara, Manta, Natabuela, Otavalo, Paltas, Panzaleo, Pastos, Puruhá, Salasaka, Sanguro, Tomabela, Waranka.

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

13. ¿LA MAMÁ O EL PAPÁ DE (...) HABLA O HABLABA ALGÚN IDIOMA INDÍGENA?

1 Sí 2 No

B. EDUCACIÓN

14. ¿ASISTE (...) ACTUALMENTE A UN ESTABLECIMIENTO DE EDUCACIÓN ESPECIAL PARA PERSONAS CON DISCAPACIDAD?

1 Sí 2 No

15. ¿ASISTE (...) ACTUALMENTE A LA EDUCACIÓN REGULAR O FORMAL?

(De forma presencial o virtual a un Centro de Desarrollo Infantil, CNH, Guardería, Alfabetización, Educación Inicial, Escuela, Colegio, Educación Superior Técnica, Universidad, Escuela Politécnica)

1 Sí
2 No → Pase a la pregunta 17

Sección V. CONTINUACIÓN · POBLACIÓN

16. ¿EL ESTABLECIMIENTO DE ENSEÑANZA AL QUE ASISTE (...) ES:

1 Fiscal (del Estado)?
2 Particular (privado)?
3 Fiscomisional?
4 Municipal?

17. ¿CUÁL ES EL NIVEL DE INSTRUCCIÓN MÁS ALTO AL QUE ASISTE O ASISTIÓ (...)?

1 Ninguno
2 Centro de Desarrollo Infantil/ Creciendo con nuestros hijos/ Guardería
→ Personas de 5 años o más, pase a pregunta 19
Menores de 5 años, continúe con la siguiente persona
3 Educación inicial/ Preescolar/ SAFPI
4 Alfabetización/Post Alfabetización
5 Primaria
6 Educación General Básica (EGB)
7 Secundaria
8 Bachillerato
9 Ciclo Postbachillerato (No superior)
10 Educación Técnica o Tecnológica Superior (institutos superiores técnicos y tecnológicos)
11 Educación Superior (universidades, escuelas politécnicas)
12 Maestría/ Especialización
13 PHD/ Doctorado

18. EN EL NIVEL QUE INDICA, ¿CUÁL ES EL GRADO, CURSO O AÑO MÁS ALTO QUE APROBÓ (...)?

0 1 2 3 4 5 6 7 8 9 10

Menores de 5 años, continúe con la siguiente persona

Si en la pregunta 17 responde:

Alternativas de 3 a 6, pase a pregunta 19
Alternativas de 7 a 8, pase a pregunta 21
Alternativas de 9 a 13, pase a pregunta 20

PERSONAS DE 5 AÑOS O MÁS

19. ¿SABE (...) LEER Y ESCRIBIR?

1 Sí
2 No → Pase a la pregunta 21

20. ¿(...) OBTUVO ALGÚN TÍTULO EN EL NIVEL QUE INDICA?

1 Sí 2 No

21. ¿EN LOS ÚLTIMOS 3 MESES (...) HA UTILIZADO:

	Sí	No
1 Teléfono celular?	1	2
2 Internet?	1	2
3 Computadora o laptop?	1	2
4 Tablet?	1	2

C. TRABAJO

22. ¿LA SEMANA PASADA (...):

1 Trabajó al menos una hora para generar un ingreso? → Pase a la pregunta 27
2 Realizó algún trabajo ocasional (cachuelo o chaucha) por un pago?
3 Atendió un negocio propio?
4 Ayudó en algún negocio o empleo de algún miembro de su hogar?
5 No trabajó, pero SI tiene un trabajo al que seguro va a volver? (por vacaciones, enfermedad, etc.)
6 Hizo o ayudó en labores agrícolas, cría de animales o pesca? → Pase a la pregunta 24
7 NO TRABAJÓ → Pase a la pregunta 25

23. ¿EL TRABAJO QUE REALIZÓ (...) FUE EN LABORES AGRÍCOLAS, CRÍA DE ANIMALES O PESCA?

1 Sí
2 No → Pase a la pregunta 27

24. ¿LOS PRODUCTOS AGRÍCOLAS O LA CRÍA DE ANIMALES EN LOS QUE TRABAJÓ (...), FUERON:

1 Todo para la venta?
2 La mayor parte para la venta? → Pase a la pregunta 27
3 La mayor parte para consumo del hogar?
4 Todo para consumo del hogar?

25. EN LAS ÚLTIMAS CUATRO SEMANAS, ¿HIZO (...) ALGUNA GESTIÓN PARA BUSCAR TRABAJO Y ESTÁ DISPONIBLE PARA TRABAJAR?

1 Sí → Pase a la pregunta 30
2 No

26. ¿SI NO TRABAJÓ NI HA BUSCADO TRABAJO (...):

1 Es rentista?
2 Es jubilada/o o pensionista?
3 Es estudiante?
4 Realiza quehaceres del hogar?
5 Le impide trabajar su discapacidad?
6 Otro?
→ Pase a la pregunta 30

27. EN SU TRABAJO PRINCIPAL, ¿CUÁL ES LA OCUPACIÓN O TAREA QUE REALIZA (...)?

(EJEMPLOS: Agricultor de maíz, Vendedor de ropa en almacén, Albañil construye casas, Conductor de bus, Profesor de secundaria, Vendedor ambulante de bombas, Contadora realiza balances, etc.)

28. ¿A QUÉ SE DEDICA O QUÉ PRODUCE PRINCIPALMENTE EL NEGOCIO, EMPRESA O LUGAR DONDE TRABAJA (...)?

(EJEMPLOS: Cultivo de cacao, Venta de carne en el mercado, Construcción de vías, Transporte de carga en camión, Enseñanza universitaria, Venta ambulante de CDs, Servicio de salud en hospital, etc.)

29. ¿EN EL TRABAJO O NEGOCIO QUE INDICA (...), ES:

1 Empleada/o u obrera/o privado?
2 Empleada/o u obrera/o del Estado, Gobierno, Municipio, Consejo Provincial, Junta Parroquial?
3 Jornalera/o o peón?
4 Empleada/o doméstica/o?
5 Patrona/o?
6 Cuenta propia?
7 Socia/o?
8 Trabajadora/or familiar no remunerada/o?

PERSONAS DE 12 AÑOS O MÁS

D. SEGURIDAD SOCIAL Y ESTADO CONYUGAL

30. ¿(...) APORTA ACTUALMENTE AL:

1 IESS Seguro General?
2 IESS Seguro Voluntario?
3 IESS Seguro Campesino?
4 Seguro ISSFA?
5 Seguro ISSPOL?
6 No aporta, es Jubilada/o del IESS/ISSFA/ISSPOL?
7 No aporta?

31. ¿ACTUALMENTE EL ESTADO CONYUGAL DE (...) ES:

1 Unida/o?
2 Separada/o?
3 Divorciada/o?
4 Viuda/o?
5 Casada/o?
6 Soltera/o?
→ Mujeres de 12 años o más, pase a pregunta 32
Hombres de 18 años o más, pase a pregunta 36
Hombres menores de 18 años o mujeres menores de 12 años, continúe con la siguiente persona

MUJERES DE 12 AÑOS O MÁS

E. FECUNDIDAD Y MORTALIDAD

32. ¿CUÁNTAS HIJAS E HIJOS NACIDOS VIVOS HA TENIDO (...) DURANTE TODA SU VIDA?

Mujeres + Hombres = Total

0 Ninguno → Pase a la pregunta 36
99 No sabe

33. ¿CUÁNTOS ESTÁN VIVOS ACTUALMENTE?

Mujeres + Hombres = Total

0 Ninguno 99 No sabe

34. ¿A QUÉ EDAD TUVO (...) SU PRIMERA HIJA O HIJO NACIDO VIVO?

Edad 99 No sabe

35. ¿EN QUÉ FECHA TUVO (...) SU ÚLTIMA/O HIJA O HIJO NACIDO VIVO?

Día Mes Año

Mujeres de 12 a 17 años, continúe con la siguiente persona

PERSONAS DE 18 AÑOS O MÁS

F. IDENTIDAD DE GÉNERO Y ORIENTACIÓN SEXUAL

Si el informante prefiere no responder, registre categoría 9 No sabe/ No responde (OPCIONAL)

36. DE ACUERDO A SU GÉNERO, ¿CÓMO SE IDENTIFICA(...):

1 Masculino?
2 Femenino?
3 Trans masculino?
4 Trans femenina?
5 No binario?
9 No sabe/No responde

37. ¿(...) SIENTE ATRACCIÓN AFECTIVA, FÍSICA O SEXUAL POR:

1 Hombres?
2 Mujeres?
3 Por hombres y mujeres?
4 Otro?
9 No sabe/No responde
→ Pase a siguiente persona

Escriba así:
0 1 2 3 4 5 6 7 8 9
A B C D E F G H I J K L M N Ñ O P Q R S T U V W X Y Z

Annex 3
Coverage and Accuracy Table

Coverage Table:	Accuracy (Whipple Index):
<=98% Data are very good;	100<=I<=105 Data are very accurate;
98<=I<=95 Data are relatively good;	106<=I<=110 Data are relatively accurate (good);
95<=I<=90 Data are good;	;111<=I<=125 Data are correct;
90<=I<=80 Data are bad; and	126<=I<=176 Data are bad.
I<80 Data are very bad.	

Source: https://unstats.un.org/unsd//demographic/products/dyb/DYBcensus/V1_Notes1c.pdf