

Summary of Terminal Evaluation Results

1. Outline of the project		
Country: The Kingdom of Cambodia	Project title: The Project on Improving Official Statistics in Cambodia (Phase 2)	
Issue/Sector: Statistics	Cooperation Scheme: Technical Cooperation Project	
Division in Charge: Section of Administrative Function, Governance Group, Public Policy		Total Cost (at evaluation): 430 million yen
Period of Cooperation:	(R/D): 23 April 2007 – 30 September 2010	Partner Country's Implementing Agency: Statistics Bureau, Ministry of Planning
	(Extension): N/A	Support Organizations in Japan: Statistics Bureau, Ministry of Internal Affairs and Communications; National Statistics Center; Japan Statistical Association
	(F/U): N/A	Related Cooperation: The Project on Improving Official Statistics in Cambodia (Phase 1)
<p>1-1 Background of the project</p> <p>The improvement of official statistics in the Kingdom of Cambodia (hereinafter referred to as Cambodia) has been extremely delayed due to the impact of a lengthy civil war. Since the 1990s, with support from the United Nations and other organizations, official statistics in Cambodia have gradually improved. In 1998, with support from the United Nations Fund for Population Activities (UNFPA), a national population census was conducted for the first time in 36 years. This was the first important step toward improving official statistics. However, Cambodia's official statistics still lag behind in terms of establishing a system. Thus, donor nations and international organizations often question the accuracy of such statistics.</p> <p>Under the circumstances, in 2004 the Cambodian government requested a five-year technical cooperation project for the "2008 Technical Training for Population Census, Human Development, and Improvement in Economic Statistics." Since the UNFPA fund could not be procured back then, planning did not include taking a population census. Thus, the Project on Improving Official Statistics in Cambodia (Phase 1) focusing on statistical training was launched, but did not include a population census. However, shortly thereafter, a decision was made on procurement of the UNFPA fund. The population census order (issued on January 30, 2006) announced the decision to conduct a population census in March 2008. The Cambodian government submitted a request to Japan, mainly for technical cooperation regarding the population census. In response to the request, this project was launched in April 2007 as one lasting three-and-a-half years. The goals of the project were to enhance human resources of the National Institute of Statistics (NIS), Ministry of Planning, regional statistics departments/bureaus, and the statistics departments/bureaus of ministries and agencies, and to improve official statistics by conducting the 2008 population census and a partial economic statistics survey.</p> <p>1-2 Overview of the project</p> <p>(1) Overall goal</p> <p>Fundamental and effective statistic resources are available for use in national and regional policymaking, planning, and strategies for Cambodia.</p> <p>(2) Purpose</p> <p>The purpose of the project is to ensure that planning, summary processing, analysis, the provision and use of a population census, and other statistical surveys can be conducted in principle by NIS, the statistics departments/bureaus of provincial planning agencies, and the statistics departments/bureaus of relevant ministries and agencies.</p>		

(3) Outputs

- 1) The census enumeration districts have been allocated. The results will be used for taking a population census and collecting other statistics.
- 2) A summary of the population census, the examination results, and individual data are prepared. Statistics tables are also prepared and published.
- 3) Based on the population census, the results are statistically analyzed, and then the analysis results are published.
- 4) A database is created based on the population census results.
- 5) A report on population census results is prepared, and provided in the form of books (including statistical maps and census atlas), CDs, and on a website.
- 6) Statistics on small regions covered by the population census results are prepared and then published.
- 7) A list of business establishments is prepared and utilized as a sampling frame in an economic statistics survey.
- 8) A common understanding is shared among those concerned with the population census (e.g., census enumeration districts, related census results).
- 9) Detailed procedures (e.g., important process, important cases, and manuals) for activities related to the population census are prepared and collected.
- 10) Appropriate coordination among donors is ensured regarding the population census.

(4) Inputs (at evaluation)

1) Japanese side

Total Cost: 430 million yen

- Long-term Dispatch of Experts: 0 experts
- Short-term Dispatch of Experts: 31 experts
- Trainees received: 9 persons
- Cost for enhancing external project (including provision of equipment): 20 million yen
- Local cost shouldered by Japan: 0 yen

2) Cambodian side

- Counterparts (C/Ps): 24 persons (number of chief C/Ps)
- Land and facilities provided by Cambodia
- Collateral Fund for Non Project Grant Aid: approx. 200 million yen

2. Outline of Evaluation Team

Evaluation team	(Field in charge; name; position) Kazuto TSUJI (Team leader), Executive Technical Advisor, Public Policy Department, JICA Masakazu, KIMURA (Official statistics), Inspector, Consumption Statistics Section, Statistics Survey Department, Statistics Bureau, Ministry of Internal Affairs and Communications Mitsutaka HOSHI (Evaluation planning), staff, Administrative Function Section, Public Policy Department, JICA
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Period of evaluation: 14 February – 24 February 2010

Type of evaluation: Terminal evaluation

3. Outline of Evaluation Results

3-1 Confirmation of achievement level

(1) Prospect of achieving the project's purpose

Regarding the official statistics capacities of NIS, the statistics departments/bureaus of provincial planning agencies, and those of relevant ministries and agencies, a five-level evaluation was conducted in the following manner. First, the degree of improvement in the capacity of major staff since the start of the project was measured. (Japanese specialists and NIS executive officials conducted an evaluation regarding NIS, NIS executive officials and the heads of provincial planning

agencies conducted an evaluation regarding said agencies, and executive officials at the respective statistics departments/bureaus of relevant ministries and agencies conducted an evaluation regarding said ministries and agencies.) The mean value of the evaluation at the launch was compared with that in the survey upon completion of the project. Comparisons were made regarding NIS, the provincial planning agencies, and relevant ministries and agencies in order to confirm improvements. As a result, we can safely expect to achieve the overall goal of the project.

(2) Prospect of achieving outputs

All the outputs are either already achieved or will be achieved during the period of cooperation. Outputs 1 through 7 are related to the transfer of technical skills and knowledge necessary for conducting a population census and making a listing of business establishments. For the population census, maps of all the census enumeration districts were prepared, with instructors being cultivated mainly from among the staff of NIS and provincial planning agencies, and a survey was conducted without delay on all households in the nation. Regarding tabulation, NIS staff acquired the data processing techniques necessary for tabulating statistical information, steadily conducted the operation, and then published flash reports and the results of authentic information without delay. Tables of the results were prepared at the national, provincial, district, and even commune levels—something that had not been done for the 1998 population census. Based on the information, four kinds of statistical maps at the commune level were prepared, along with the visualization of data. This greatly contributed to promoting the use of statistical information. The listing of business operators was the first project in Cambodia. The survey period was occasionally extended in Phnom Penh and other areas where many business establishments were located. The results were then tabulated, analyzed, and published according to schedule, with steady progress being made without delays from the original plan. As stated above, the capacity of NIS staff to conduct such surveys in a self-sustainable manner is improving from a technical standpoint. Activities in Output 8, where government officials were targeted to raise awareness about using the results of official statistics, are also showing steady progress. This survey confirmed that the use of statistical information is being promoted in central ministries and agencies. Regarding the accumulation of technology and knowledge in Output 9, related records and manuals on conducting a population census have already been prepared. Regarding Output 10, in addition to JCC being established as part of the project, both the National Census Committee (NCC) and the Census Technology Committee (CTC) established by a Cambodian initiative convene periodically, and performed their coordination function. Thus, these outputs can be considered achieved.

3-2 Summary of evaluation results

(1) Appropriateness

The promotion of good governance is positioned at the center of the “Quadrangle strategy” (Cambodia’s national strategy). The Cambodian government is focusing on improving official statistics—the basis of policymaking and monitoring to promote good governance. In Japan’s aid policy for Cambodia, promoting good governance is set as a priority ODA area for Cambodia. The “Program to enhance official statistics functions” is also positioned as a priority program. Thus, the project can be considered to have a high degree of relevance.

(2) Effectiveness

Regarding the 2008 Population Census, all operations including the allocation of census enumeration districts, conducting a survey, and tabulating and examining the data were completed as scheduled at the beginning. Related reports will also be analyzed and published as scheduled. The series of procedures for conducting a population census are recorded and accumulated in the form of manuals and reports, thereby ensuring the proper retention of techniques and knowledge until the next survey. This project has improved the fundamental capacity to execute operations regarding a population census, and therefore has a significantly high degree of effectiveness.

This project cultivated as many as 7,104 instructors for the 2008 Population Census. This recent

population census covered all households in the nation, and the survey was efficiently completed with fewer instructors than those utilized for the 1998 Population Census (8,354 instructors), which Cambodia conducted the last time (but did not cover all households) thanks to the improved capacity of individual instructors. This evaluation survey evaluated the capacity of staff in charge of statistics at NIS, provincial planning agencies, and the departments/bureaus of relevant ministries and agencies. In the evaluation, the average capacity level of NIS staff was rated as being higher than that upon launch of the project in all relevant departments and bureaus. Thus, the average capacity level regarding the use of statistical information was also confirmed as being improved in provincial planning agencies and the statistics departments/bureaus of relevant ministries and agencies. This confirmed that implementing this project resulted in improving the capacity of C/Ps.

(3) Efficiency

A survey entails the involvement of many experts, as experts possessing different techniques and knowledge are needed for different stages of the survey, such as planning, implementation, calculation, analysis, and the results. In this project, however, experts in relevant fields are dispatched as needed in line with a short-period shuttle schedule. This was a cost-wise effective input. The Japanese Collateral Fund for Non Project Grant Aid was utilized to pay allowances for the population census researchers, with whom collaboration on this project was effectively achieved. Collaboration and coordination with UNFPA and other relevant organizations were also smoothly conducted. The project cost increased relative to the cost estimated before the start of cooperation, due to a greater number of analysis reports on the population census and the expanded training to develop human resources. Such increased cost was reflected in the improved capacity of C/Ps, as well as in better statistics provided by NIS. Hence, it can be concluded that expenses were effectively used to achieve the project's purpose and overall goal.

(4) Impact

At the level of the central ministries and agencies, the population census results and listing of business establishments prepared by NIS through the project have already been used for policymaking and monitoring by the Ministry of Women's Affairs and the Ministry of Labor and Vocational Training, as well as for formulating the 2009-2013 Cambodia National Strategy Development Plan (NSDP) and monitoring Cambodia's Millennium Development Goals (MDGs). Policymakers are beginning to recognize the usefulness of statistical information. Thus, the overall goal should be achieved. The impact at the provincial government level and below is still limited. However, when the results obtained in provincial or lower administrative units are fully analyzed and provided in the future, a much greater impact is expected.

(5) Sustainable development

The NIS budget showed a tendency to increase when implementing the project. After the project is completed, a more highly prioritized budget for NIS can be expected. Moreover, in 2009 NIS newly established Dept. of National Accounts, Dept. of Statistics Standards & Analysis, and Dept. of Information & Communication Technology (ICT), through which NIS has been strengthened institutionally. It can be said that NIS has been steadily strengthened as an institution for sustainable development in view of the following facts: low personnel turnover at NIS; the creation of various manuals in this project; and a stronger system to maintain and control the materials and equipment owned by NIS.

3-3 Factors contributing to an expression of effect

(1) Regarding the content of the plan

Timely input was properly conducted as the project was scheduled in line with the progress made by the 2008 Population Census scheduled by Cambodia, thereby contributing to the project's high degree of effectiveness.

(2) Regarding implementation processes

Collaboration with other donors (e.g., NFPA, the government of Germany) and another scheme (i.e., Collateral Fund for Non Project Grant Aid) contributed to the project's high degree of effectiveness as seen in the coordination of activities among donors and in ensuring the funding needed to conduct a population census. Cambodia took the initiative in providing an occasion for NCC, CTC, other Cambodian governmental organizations, and relevant donors to meet regularly for sharing information and pursuing coordination, thereby ensuring smooth communication among those involved from various fields. This also contributed to smooth activities for the project.

This project adopted a short-term shuttle dispatch of specialists from relevant organizations of the Ministry of Internal Affairs and Communications due to the tight personnel arrangement schedule. A local implementation/monitoring system was separately established based on contracted operation mainly provided by consultants to compensate for project activities through mutual communication and coordination. This also contributed to smooth project operations.

3-4 Problems and factors causing problems

(1) Regarding the content of the plan

At the stage of project planning, detailed plans for each work process were formulated in order to conduct the 2008 Population Census and 2009 Listing of Business Establishments. When the activities actually began, however, the entire plan needed readjustment in the middle of the project period as some work processes needed more time than expected at the beginning. This was partly due to the fact that such surveys as a population census covering all households and a listing of business establishments had never been conducted before in Cambodia. The project was temporarily delayed in terms of tabulation and other activities due to the readjustment. Finally, the project achieved its original purpose and outputs in the scheduled period thanks to proper readjustment of the plan. Through coordination between Cambodia and the donors, the Project Design Matrix (PDM) was revised based on an interim review, thereby increasing the number of researchers and reconsidering the method of operation used by tabulation workers.

(2) Regarding implementation processes

The Cambodian government had a tough time coordinating the budget for the listing of business establishments, thus causing a delay in securing the budget to be shouldered by the Cambodian government, and affecting preparations for the project. Thanks to a conference held with the Minister of Planning at the interim review, the Minister coordinated with the Ministry of Economy and Finance and other relevant organizations. As a result, a listing of business establishments was implemented as scheduled.

3-5 Conclusion

Intended to enhance the capacity of official statistics that can provide the basic information necessary for formulating developmental plans and monitoring various sectors in Cambodia, this project had appropriate content from the standpoints of necessity, significance, and impact. Given its previous experience with a population census, NIS (the C/P organization) had conducted a survey for the first time that covered all households in the nation, with the support of this project. Through the efficient collaboration involving Cambodia, donors, and relevant organizations, NIS improved its capacity to formulate detailed plans, acquired specialized skills in various areas including the design, tabulation, and analysis of survey slips to a certain level, and has become able to provide statistical information with higher accuracy. Thus, the project contributed to establishing infrastructure for Cambodia to formulate development plans based on objective data in the future. At the same time, having gained more experience is important to maintain and improve the techniques acquired. For continuous, sustainable development, it is important to regularly implement the means of acquiring appropriate official statistics, such as conducting an interim population survey after this project ends, and stabilize the techniques and knowledge nurtured through the project.

3-6 Recommendations (specific measures, suggestions, and advice regarding this project)

- (1) In order to disseminate the usefulness of the population census results and listing of business establishments created through this project among other ministries, agencies, and relevant organizations, it is necessary to promote the publication and promulgation of detailed analytic reports. For that purpose, it is necessary for NIS to establish a system through which comprehensive, exhaustive data are made available.
- (2) The provincial governments and their subordinate organizations apparently do not fully utilize the survey results. In the future, the capacity to analyze and provide results should be improved by targeting the provincial, district and commune levels, so that provincial governments and their subordinate organizations will effectively utilize the results of surveys conducted by NIS.
- (3) A population census is conducted once every decade. During the ten years until the next census, the knowledge accumulated in this project may become obsolete. In order to maintain the knowledge, such measures as conducting an “interim population census (sample)” are necessary. The same holds true for an economic census.

3-7 Lessons learned (for reference in the exploration, formation, implementation, and operation/management of similar projects derived from this project)

- (1) Rather than performing operations on behalf of the C/P, it is important for JICA experts to stand by the C/P, respect the hopes and intentions of the C/P, and “jointly” promote the project. As this project was conducted this way, the C/P was able to sustainably perform operations without the presence of Japanese experts.
- (2) In addition to the experience possessed by the Japanese government, “Lessons learned in the statistics field in Indonesia” (for which JICA has cooperated for a long time) were considered in every detail of the project. This also contributed to the project’s success.
- (3) When ministries and agencies are asked beforehand about their requests regarding survey items and details, more cooperation can be expected from them. This allows relevant ministries and agencies to utilize the survey results more proactively in policymaking and implementation.

3-8 Follow-up

Recommendations made from the evaluation survey are to be reflected in forming a new venture in 2010—the “Project for Improving Official Statistics (Phase 3).”