

## Summary of Evaluation

<b>I. Outline of the Project</b>	
Country: Cambodia	Project title: The Project on Improving Official Statistics in Cambodia Phase 3
Issue/Sector: Economic Policy	Cooperation scheme: Technical Cooperation Project
Division in charge: Public Governance and Financial Management Division	Total cost (at the time of evaluation): Approx. 560 million yen
Period of Cooperation (R/D) June 2010 October 2010- March 2015 (4.5 years)	Partner Country's Implementing Organization: National Institute of Statistics, Ministry of Planning
	Supporting Organization in Japan: Statistics Bureau of the Ministry of Internal Affairs and Communications (MIC), Statistical Research and Training Institute of MIC, and National Statistics Center
<b>Related Cooperation:</b> The Project on Improving Official Statistics in Cambodia Phase 1 (August 2005 - March 2007) and Phase 2 (April 2007 - September 2010)	
<b>1. Background</b> The development of official statistics in Cambodia was significantly delayed due to the civil war. Since the 1990s, the official statistics have been gradually developed by the support of the United Nations and other international development partners. JICA has supported the improvement of the capacity of National Institute of Statistics (NIS) since 2005 through its two phases of technical cooperation projects which focused on the 2008 Population Census. As a result, statistical capacity of NIS has improved. However, the challenge was how to sustain skills and knowledge that were transferred by the previous projects until the forthcoming 2018 Population Census. Furthermore, the Royal Government of Cambodia (RGC) scheduled its first economic census in 2011. Acquisition of necessary skills and knowledge for conducting this census was one of NIS's pressing issues. On the other hand, the Government's decentralization policy required the provincial governments to improve their capacity for compiling statistics at provincial level so that they could make full use of the statistical information for their policy making and monitoring. Under these circumstances, RGC requested a technical cooperation project to further improve capacity of statistical staff in NIS and Provincial Departments of Planning (PDPs) and to assist smooth implementation of the 2011 Economic Census and other activities. JICA responded to the request and launched a technical cooperation project, "The Project on Improving Official Statistics in Cambodia Phase 3", for four and a half years from October 2010 to March 2015.	
<b>2. Project Overview</b> (1) Overall Goal Statistical results provided by NIS and provincial planning departments will be utilized for planning and implementation of policies, plans, and strategies of line ministries and provincial governments. (2) Project Purpose NIS and provincial planning departments will be able to implement the Economic Census, inter-censal population survey, economic statistics survey, and other statistical activities. (3) Outputs 1) NIS and provincial planning departments will be able to conduct planning and implementation of statistical surveys. 2) NIS will be able to conduct data processing.	

- 3) NIS will be able to conduct analysis.
- 4) NIS will be able to conduct dissemination.
- 5) NIS will be able to conduct small area statistics.
- 6) Provincial planning departments will be able to tabulate and scrutinize data.
- 7) NIS and provincial planning departments will be able to keep institutional memory.
- 8) NIS and provincial planning departments will be able to conduct coordination.

(4) Inputs

**Japanese side:**

Short-term Expert: 31 (152.75 M/M)	Equipment: 25.7 million yen
Trainee received: 12 trainees (in Japan), 15 trainees (in third countries)	Local cost: 96.2 million yen

**Cambodian side:**

Counterpart personnel (C/P): 24 for EC 2011, 57 for CIPS 2013, 27 for CIES 2014, and 12 for SAS (a cumulative total of 120)	Local cost: 927,029 US dollars for EC 2011, CIPS 2013, CIES 2014 implementation
Land and facilities: Office space and necessary facilities including utility cost	

**II. Evaluation Team**

Members of Evaluation Team	The Japanese side		
	Mr. Ryuichi Tomizawa	Leader	Deputy Director, Industrial Development and Public Policy Department, JICA
	Ms. Takako Kanamuro	Official statistics	Chief of Annual Service Statistics Section, Statistics Bureau, Ministry of Internal Affairs and Communications
	Mr. Sho Takatsuki	Evaluation planning	Associate Experts, Industrial Development and Public Policy Department, JICA
	Dr. Kumiko Shuto	Evaluation analysis	Senior Consultant, IMG Inc.

The Cambodian side

H.E. Ms. Hang Lina	Director General, National Institute of Statistics, Ministry of Planning
Mr. Heang Kanol	Deputy Director General, National Institute of Statistics, Ministry of Planning
Mr. Meng Kimhor	Deputy Director General, National Institute of Statistics, Ministry of Planning
Mr. Khin Sovorlak	Deputy Director General, National Institute of Statistics, Ministry of Planning
Mr. Kim Net	Deputy Director of Social Statistics Department, National Institute of Statistics, Ministry of Planning

Period of Evaluation	August 31 – September 12, 2014	Type of Evaluation: Terminal Evaluation
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**III. Results of Evaluation**

**1. Project Performance**

1-1. Inputs

Inputs both from the Cambodian and Japanese sides were provided sufficiently as planned. The

assignment of Regional Officers (ROs) and Assistant Regional Officers (AROs) required more human resources on the Cambodian side than originally planned because the implementation of the Small Area Statistics (SAS) subproject was very much demanding in terms of support from NIS. NIS was able to dispatch required workforce (ROs and AROs) to Provincial Departments of Planning (PDPs) for smooth execution of planned activities.

#### 1-2. Outputs

##### (1) Output 1 [Planning and implementation of statistical surveys]

Output 1 is achieved. NIS and PDPs are now able to conduct both population and economic censuses/surveys building on their experience of successfully completing EC 2011, CIPS 2013 and CIES 2014. In particular, considering the fact that EC 2011 was the first census of this kind ever undertaken in Cambodia, smooth planning and implementation of this census as well as other inter-censal surveys should be regarded as a significant achievement.

##### (2) Output 2 [Data processing]

Output 2 is achieved. NIS processed data and produced statistical tables for EC 2011, CIPS 2013 and CIES 2014. In the process, NIS staff has learned how to use statistical software including SCS and CSPro. They are now able to operate these programs without much help from the Experts. Data cleaning for the economic census and survey, however, took much longer time than anticipated due to the heterogeneous characteristics of establishments, the inapplicability of computer error imputation, the C/P's unfamiliarity with economic data.

##### (3) Output 3 [Analysis]

Output 3 is achieved to some degree and further assistance is necessary. NIS' analytical capacity has been improved by going through the process of analyzing data and writing reports for EC 2011 and CIPS 2013. NIS is now able to analyze data and produce reports on its own for population censuses and surveys. On the other hand, analyzing data and producing reports for economic censuses and surveys still need much help from the Experts since EC 2011 was the first economic census ever conducted in Cambodia and NIS still needs practice and assistance to conduct analytical work on economic data.

##### (4) Output 4 [Dissemination]

Output 4 is achieved with some minor issues regarding the use of the Websites. NIS has established procedures to disseminate statistical results through means such as ceremonies and seminars. It also successfully published a large number of reports on EC 2011 and CIPS 2013. Posting publications on the Websites, however, needs to be conducted more actively since only one report on EC 2011 is currently posted on NIS' Websites.

##### (5) Output 5 [Small Area Statistics (SAS)]

Output 5 is achieved. Regional Officers (ROs) and Assistant Regional Officers (AROs) of NIS were trained and successfully learned SAS. They are now able to teach SAS to PDPs.

##### (6) Output 6 [Trainings of provincial planning departments (PDPs)]

Output 6 is achieved to some degree. Although necessary equipment/ machines and all the planned training programs were given to PDPs throughout the country, PDPs' capacity to work on SAS is still limited since they had very little training prior to the Project's SAS training. NIS's newly-established Sub-national Statistics Department has an important role to play in strengthening PDPs' capacity from next year, building on the Project's experience on SAS.

##### (7) Output 7 [Institutional Memory]

Output 7 is achieved with some minor issues regarding document management. Important operating procedures were recorded and a variety of manuals and instructions were produced particularly during EC 2011. Technical/knowledge transfer among staff members are now easier than before. However, softcopies of the important documents are not so well managed since file sharing systems and procedures are not fully established among the staff. There is also NIS' overreliance on development partners for managing softcopies.

(8) Output 8 [Coordination]

Output 8 is achieved. Various coordination mechanisms both at the central and provincial levels are functioning well without major issues.

1-3. Achievement of Project Purpose

The Project Purpose will be achieved to a relatively high degree since NIS and PDPs have built their capacity to conduct population and economic censuses and surveys as well as SAS. The challenges lie on the achievements of Output 3 (analysis) and 6 (PDPs' capacity on SAS).

1-4. Implementation process

(1) Efficient dispatch of the Experts

The Experts were dispatched on a short term basis so that human resources are used flexibly and efficiently.

(2) Effective composition of the Expert Team

The Expert Team is composed of those recruited both from the Japanese government and non-government organizations. This approach enabled the Project to secure a variety of human resources who have expertise in the areas NIS needed most support, thereby increasing effectiveness of the Project.

(3) Influence of the Agricultural Census in 2013

The C/P officials were not able to spend sufficient amount of time for the Project due to their engagement in the Agricultural Census, which was suddenly implemented in April 2013. This caused C/P staff's delay in data analysis and report-writing for EC 2011.

**2. Summary of Evaluation Results**

(1) Relevance

Relevance is high. The project is well aligned with Cambodia's development priority as well as with Japan's ODA policy towards Cambodia. The project is also appropriately responding to the needs of the target group, i.e. the statistical staff at NIS and PDPs, by mobilizing Japan's comparative advantage of expertise in official statistics. The implementation approach is also appropriate in that the consistency and continuity from Phase 1 and 2 of technical cooperation is maintained in this Phase 3 to maximize effects of continuous Japan's cooperation.

(2) Effectiveness

Effectiveness is relatively high. Although NIS's capacity in analyzing economic data and PDPs' capacity in SAS need to be further strengthened, their capacity in conducting statistical activities in general improved in a steadily manner and coordination among the stakeholders was enhanced. The Project Purpose is expected to be achieved to a relatively high degree by the end of the project period.

(3) Efficiency

Efficiency is relatively high. Inputs both from Japanese and Cambodian sides were provided in an

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appropriate manner, effectively leveraging on human resources they possess. Outputs were also produced sufficiently in accordance with the amount of inputs, as evidenced by successful implementation of a range of statistical censuses/surveys. On the other hand, excessive work volume caused by the Agricultural Census in 2013 and longer time required for cleaning economic data for EC 2011 and CIES 2014 hindered efficiency of the Project.

**(4) Impact**

Impact is relatively high. The attainment of the Overall Goal is realistic since NIS and PDPs have acquired skills and knowledge to conduct official statistics. The greatest remaining challenge is resource mobilization to carry out official statistical censuses/surveys planned in the Statistical Master Plan. Strengthening of NIS' capacity to analyze economic data and PDPs' capacity in SAS will also influence the level of attainment of the Overall Goal. Some positive impacts are being observed already: the statistical results disseminated by the Project are widely referred to and utilized for policy making and various research activities in and outside Cambodia.

**(5) Sustainability**

Sustainability is fair to relatively high. While policy and institutional sustainability is high, financial sustainability needs to be improved so that all the statistical activities listed in the Statistical Master Plan will be appropriately undertaken. Technical sustainability will be further enhanced if NIS' analytical capacity of economic data and PDPs' skills to conduct SAS are improved.

**3. Factors that promoted realization of effects**

**(1) Factors concerning the planning**

The dispatch of the short-term Experts, rather than long-term Experts, and the recruitment of the Experts from both the Japanese government and non-government entities raised the Project's effectiveness.

**(2) Factors concerning the implementation process**

None.

**4. Factors that impeded realization of effects**

**(1) Factors concerning the planning**

None.

**(2) Factors concerning the implementation process**

None.

**5. Conclusion**

Since Phase 1 of the Project, JICA's continuous support to NIS has been contributing to the improved capacity of NIS staff and line ministries. In this 3rd phase, the Project is actively engaged in developing capacity of not only NIS but also PDPs. It is surmised that the Project will achieve its Project Purpose to a relatively high degree by the end of the planned project period. The level of achievement of the Project Purpose will be higher if more efforts to produce Output 3 (NIS' analytical capacity) and 6 (PDPs' capacity on SAS) are made.

**6. Recommendations**

**Recommendation to the Project**

**(1) Improving NIS' analytical capacity on economic data**

It has been revealed that although NIS' capacity to plan and implement official statistical activities has been improved satisfactorily, its analytical capacity, especially the capacity to conduct economic

analysis, is still insufficient. It is recommended that NIS officers work closely with the Experts to produce analytical reports on CIES 2014 for the purpose of improving their analytical capacity in the remaining project period. An option of extending the project period to achieve that goal needs to be sought and discussed with JICA.

**(2) Disseminating statistical information widely on the Websites**

Posting statistical reports on NIS' Websites is rather limited. Posting the statistical reports produced by the Project on the Websites will facilitate wider and more efficient dissemination of the statistical information. It is recommended that the Project and NIS' relevant departments work together to post as many reports, including the SAS reports written in Khmer, as possible on NIS' Websites during the remaining project period. Where uploading of publications are difficult, alternative means of providing data such as offering data on a CD-ROM and actively introducing Data User Service Center of NIS to potential users need to be promoted so that their easy access to statistical results is facilitated. The work procedure to post statistical information on the Websites should also be established by clarifying the roles and responsibilities of concerned departments within NIS.

**Recommendation to NIS**

**(3) Securing adequate financial resources for future statistical activities**

In coming years, there are official statistical activities such as CIES 2017 and the 2018 Population Census scheduled and planned in the Statistical Master Plan and relevant government decrees. NIS should formulate a budget plan to secure adequate financial resources to conduct these activities. NIS should avidly advocate the importance of official statistics in policy-making and monitoring to concerned ministries such as Ministry of Planning and Ministry of Economy and Finance as well as to development partners.

**(4) Strengthening support to PDPs by the Ministry of Planning/ NIS**

Although the Project embarked upon capacity building of PDPs through SAS training, NIS' effort to strengthen PDPs is still in its infancy. The Sub-national Statistics Department should formulate its action plan to technically support PDPs, building on the Project's SAS experiences.

The Ministry of Planning/ NIS should also assist PDPs in securing funds for operation and maintenance of machines and equipment provided by the Project.

**(5) Information management for sustaining transferred skills and knowledge**

Although various operation manuals were produced and important activities/data was recorded in a written form during the project period, sharing information tends to be done on a personal basis. There is also NIS' reliance on development partners for managing softcopies of some important documents. NIS, as an institution, should therefore effectively manage documents, particularly electronic copies of manuals and instructions, and share them widely within NIS by improving the current data sharing system and procedure. Sharing information and subsequent transfer of technical skills and knowledge to those, for example, who are new to statistical activities should be efficiently undertaken by using documents produced by the Project.

**(6) Scheduling of major censuses**

The Agricultural Census was implemented in 2013 which was a year earlier than scheduled. This schedule change influenced negatively on smooth implementation of other statistical activities. It is recommended that a census be implemented at an appropriate interval in order to avoid such a challenging situation. For example, the next Agricultural Census, therefore, should be conducted three years after the next Economic Census.

**7. Lessons learned**

(1) Challenges of economic censuses and surveys

It has become apparent that, unlike population censuses/surveys, data cleaning for economic censuses/surveys requires a substantial amount of time due to reasons such as heterogeneous characteristics of establishments and industries, staff's unfamiliarity of dealing with economic data, and inapplicability of computer error imputation. The Project faced this problem when conducting EC 2011 and CIBS 2014 and some planned activities were delayed as a consequence. Moreover, due to time constraints caused by this problem, not enough time was secured for building C/P's capacity in data analysis.

Therefore, when a project includes a component of economic surveys/censuses which the implementing institutions have little experience of, a sufficient amount of time should be allocated for data cleaning. It is also advisable that the project offer a sufficient amount of training on accounting and business activities so that C/P's basic knowledge on economics will increase. When formulating a new project which assists economic surveys and censuses, it is recommended that a preparatory study to assess basic knowledge on accounting and business activities of C/P and other census/survey implementers be conducted beforehand.

(2) Importance of coordination with other major censuses

The sudden implementation of the Agricultural Census in 2013 gave negative impact on the project activities in that it prevented the C/P from spending sufficient amount of time for the project activities, particularly, the analysis of EC 2011 data. It has become clear that scheduling and coordination with other major statistical censuses the C/P institutions are responsible for is an important factor for smooth implementation of planned statistical activities under the Project.

(3) Importance of continuous and long-term support to official statistical activities

When providing technical assistance to long-term government activities such as censuses which tend to have an interval of ten years or so between activities, continuous guidance through on-the-job (OJT) training, rather than one-off technical support, is necessary for the skills and knowledge to take root. This Project is a continuous support from Phase 1 and 2, which aimed at developing skills and techniques of the C/P through assisting key statistical activities. Therefore, the design of the Project is considered to be appropriate for this type of assistance.

(4) Securing funds for census implementation

For the government of developing countries, financing large-scale statistical activities such as population censuses and economic censuses on their own is often very difficult. Coordinating with development partners and collaborating with various types of international assistance is critical. In this respect, this Project appropriately collaborated with UNFPA and utilized Japan's Counterpart Fund for mobilizing resources for survey implementation.

Although the share of the cost borne by the Government of Cambodia has increased in recent years, the shared amount is still not enough to cover all the necessary cost. It is reaffirmed that when providing assistance in the field of official statistics, measures to secure sufficient funds for statistical activities after the project period need to be investigated carefully and proactively.