

3. Methodology of the Review

3-1. Steps of the Review

The Team reviewed related documents and information collected through questionnaires and interviewed with Japanese experts, Cambodian C/Ps and relevant stakeholders by applying the JICA Project Evaluation Guidelines (June 2010). The Review was conducted in the following process;

- 1) To review the inputs and activities;
- 2) To verify the accomplishment of the Outputs, the Project Purpose and the Overall Goal of the project compared to those planned, referred as Project Design Matrix (PDM) and Plan of Operations (PO);
- 3) To verify the project implementation process and administration;
- 4) To analyze the project's achievement in accordance with the five evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability);
- 5) To identify the promoting factors and impeding factors of achievements of the project;
- 6) To draw lessons learned from the project;
- 7) To discuss and set the objectively verifiable indicators as specific numerical number targets and/or qualitative ones on the PDM;
- 8) To present the results of the Review in form of a joint mid-term review report; and
- 9) To make recommendations on the project regarding the measures to be taken for the remaining period.

The general description of the Five Evaluation Criteria applied for the Review is presented in Table 1.

Table 1 : General Description of Five Evaluation Criteria

Five Evaluation Criteria	General Description of Five Evaluation Criteria
Relevance	Degree of compatibility between the development assistance and priority of policy of the target group, the recipient, and the donor.
Effectiveness	A measure of the extent to which an aid activity attains its objectives.
Efficiency	Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term which is used to assess the extent to which aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.
Impact	The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators.
Sustainability	Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

Source: New JICA Guideline for Project Evaluation First edition (June, 2010) P.23

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JICA applies the Five Evaluation Criteria for value judgment of a project review and evaluation as standard measurement which was proposed in the Development Assistance Committee (DAC) at the Organization for Economic Cooperation and Development (OECD) in 1991.

3-2. Evaluation Questions and Indicators

Based on the five evaluation criteria described in the previous section, evaluation questions are summarized in the evaluation grid. It also indicates information required for evaluation, methods and sources of data collection, and criteria to analyze the indicators defined in PDM.

The major evaluation questions are as follows:

- Are the project objectives consistent with the needs of the beneficiaries, development policy of the recipient country and Japanese assistance policy?
- Is the Project Purpose expected to be achieved?
- Is the project implemented efficiently?
- Does the project have positive/negative impact?
- Is the policy, organizational and technical environment for sustainable project effects in place?

3-3. Data Collections Method and Analysis

Both quantitative and qualitative data were collected and analyzed. Data collection methods used for the Review were:

- Literature/document review;
- Key informant interviews (NIS Headquarters officials, Provincial planning department officials, Japanese experts and other stakeholders);
- Group interviews
- Direct observations of NIS officials and Provincial planning department officials.

3-4. Constraints of the Method

The following is the constraints of the Review:

- Due to time constraints, information collection from Provincial Department of Planning (PDPs) was limited to a minimal.

4. Project Performance and Implementation Process

4-1. Inputs

Inputs from both sides since the inception of the project up to the Mid-term Review have been provided as planned. The details of the inputs are shown below and in Annexes.

4-1-1. Inputs from the Japanese Side

(1) Dispatch of Japanese Experts

A total of 27 experts including a Chief Advisor and other experts in the areas of census/survey planning, programming, data processing/scrutiny, small areas statistics, mapping, data analysis, and project coordination have been assigned since the start of the project. The total amount of

work of the experts is estimated at 83.76 man-months for the period up to the end of March 2013. The details of the assignments of Japanese experts are shown in Annex 5.

(2) Counterpart Training in Japan and Technical Exchange in Third Countries

The following training and technical exchange programmes are conducted overseas and a total of 15 officials from NIS participated. A list of the participants is provided in Annex 6.

Table 2 Training/Technical Exchange Programmes conducted overseas

Programme	Country	Duration /Period	No. of Participants
Survey planning for the Inter-Censal Population Survey	Japan	3 weeks (January 2011)	3
Data processing for the Inter-Censal Population Survey	Japan	3 weeks (January 2012)	3
Technical exchange with Sri Lanka Dept. of Census and Statistics on small area statistics, population census and industry census	Sri Lanka	5 days (May 2011)	3
Technical exchange with the Statistics Indonesia on small area statistics	Indonesia	5 days (September 2011)	3
Technical exchange with Lao Statistics Bureau on population census, economic census and small area statistics	Lao PDR	5 days (November 2012)	3

(3) Provision of Equipment

Office and training equipment was provided in order to carry out the project activities. The total expenditure for the equipment is 119,262US dollar. The provided equipment is listed in Annex 4.

4-1-2. Inputs from the Cambodian Side

(1) Appointment of C/P

The Director General (DG) of NIS has served as Project Director whilst a Deputy Director General (DDG) has been appointed as Project Manager to oversee the overall implementation of the project. One of DDGs has been assigned to take the lead in the entire implementation process of each of the census/surveys supported by the project: the EC 2011 Economic Census (EC); the 2013 Cambodia Inter-censal Population Survey (CIPS); and the 2014 Cambodia Inter-censal Economic Survey (CIES). In addition, a project coordinator from NIS has been assigned on a full-time basis to facilitate project activities.

(2) Sharing of Operational Expenses

The Cambodian side has contributed some funds to the EC 2011. The amount of contribution estimated by NIS prior to the census implementation was USD 670 thousands, equivalent to 20% of the total estimated cost. The RGC has also borne utility expenses for the project offices and Priority Operating Cost (POC) for the project staff of NIS.

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(3) Offices and facilities

The MoP provided office space and furniture for JICA experts as well as rooms for meetings and training activities in its premises.

4-2. Achievement of Outputs

The team confirmed that the project is on the right track to produce the planned Outputs indicated in the PDM. The level of achievement of each Output is shown below.

Output 1: NIS and provincial planning departments will be able to conduct planning and implementation of statistical surveys	
Objectively Verifiable Indicators (OVI)	Achievement
1.1 Number of village maps and enumeration area (EA) maps	[EC 2011] <ul style="list-style-type: none">• 14,104 village maps• 1,550 EA maps [CIPS 2013] <ul style="list-style-type: none">• 955 village maps• 955 EA maps
1.2 Number of statistical surveys in which village maps, EA maps and updated village frame are used.	4 surveys: EC 2011 and 3 related surveys (a pre-test, a pilot survey and a post enumeration survey)

Both NIS and PDPs have improved the capacity to plan and implement statistical surveys in the first half of the project period by working on major statistical surveys supported by the project such as the EC 2011, a post enumeration survey for the census, the CIPS 2013 and the CIES 2014. Although the EC 2011 was the first economic census NIS ever conducted, the census itself as well as the post enumeration survey following it were carried out without delay. PDPs have developed knowhow on the preparation of village maps through training, guidance and actual implementation under the project. On the part of NIS, they had little problem in delineation of EAs for the EC though it was their first experience in an economic census/survey. The village and EA maps prepared under the project were used not only in the EC itself, but also in other related surveys. Both core project members of NIS and Japanese experts are confident that NIS and PDPs will further enhance the knowledge and skills through the implementation of the CIPS 2013 and the CIES 2014 and will develop sufficient capacity to plan and implement statistical surveys by themselves.

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Output 2: NIS will be able to conduct data processing	
OVI	Achievement
2.1 Number of statistical tables tabulated by NIS and PDPs	[EC 2011] <ul style="list-style-type: none"> • 202 tables presented in National Report • 421 tables presented in National and Provincial Profiles • 57 tables of provincial data and 55 tables by district, presented in Provincial Reports • (For the number of tables tabulated by PDPs, see Output 6 below)
2.2 Number of microdata processed by NIS	[EC 2011] <ul style="list-style-type: none"> • Microdata on 505,134 establishments [Post enumeration survey for EC 2011] • Microdata on 4,600 establishments

NIS staff has greatly increased their knowledge and skills in such areas as scrutiny and coding of questionnaire data, data-entry, data-checking, scrutiny of error data and data correction by going through the processing of economic census data for the first time. Though it required a greater deal of efforts and time than they had expected particularly in data cleaning processes, NIS managed, with considerable technical advice from Japanese experts, to complete data processing without significant delay. In the CIES 2014 in which they will engage in the same process in a much smaller scale, they are expected to build on their experience in the Economic Census. They will reach the level that they can complete the whole process without JICA experts' technical support.

Output 3: NIS will be able to conduct analysis	
OVI	Achievement
3.1 Number of reports on analysis prepared by NIS	<ul style="list-style-type: none"> • 11 analytical reports prepared by NIS • 24 Provincial Reports prepared by NIS

NIS has already prepared some analytical reports and is currently preparing more reports. The process is a little behind schedule as some mistakes were found in prepared tables and also because the analysis of economic census data requires certain expertise such as analytical methods, tabulation techniques and basic knowledge of financial analysis of establishments, with which some NIS staff involved are not familiar. A busy schedule of some staff engaging both in the EC and in the Agricultural Census scheduled for the next year also has made it difficult for them to focus on report writing. Despite such circumstances, their skills in data analysis and report writing are improving with technical guidance from JICA experts. It is expected that their capacity will reach the level that similar analyses could be carried out by themselves by the end of the project period, though their skills need to be further strengthened in the remaining period of the project.

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Output 4: NIS will be able to conduct dissemination	
OVI	Achievement
4-1 Number of publications, CDs, web pages, statistical maps and census atlases	[EC 2011] <ul style="list-style-type: none"> • 1 report on the pilot survey results • 3 reports on the census results (preliminary and final) • 53 statistical maps • 54 index maps • 4 revised boundary maps • 1 census atlas [2009 Establishment Listing] <ul style="list-style-type: none"> • 1 statistics atlas
4-2 Number of trainees in dissemination-related training courses	[EC 2011] Approximately 250 participated in the training for releasing the final report (March 2012)
4-3 Level of understanding of the trainees of the above courses	Not measured
4-4 Number of workshops and seminars conducted	[EC 2011-related] A total of 3 seminars on: 1) pilot survey results, 2) preliminary results and 3) the final results

NIS has added to its past experience in dissemination of census/survey results by engaging in the dissemination activities on their first ever economic census. They presented the preliminary or the final results of the EC 2011 in the forms of reports, statistical maps and census atlases, and through the media. They also organized large-scale seminars to report the results, including the one attended by approximately 650 people where the final results were released by a Deputy Prime Minister. Concerned NIS staff is confident that, with their experiences, they have sufficient capacity to disseminate statistical results through a number of tools such as seminars, publications, CDs, statistical maps, atlases and websites.

Output 5: NIS will be able to conduct small area statistics	
OVI	Achievement
5-1 Number of small area statistics tables by district, commune, village and EA	[EC 2011] <ul style="list-style-type: none"> • 1 table presented in the preliminary results report • 1 table presented in the final results report
5-2 Number of trainees in training courses on small area statistics	[EC 2011] <ul style="list-style-type: none"> • 11 trainees in GIS training • 72 trainees in training for provincial report preparation
5-3 Level of understanding of the trainees on the use of small area statistics	Not measured

NIS presented the results of the EC 2011 by district as well as by province and are currently working on the Provincial Reports where more detailed information by district will be

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provided. They have received training under the project regarding tabulation, analysis and description of census results by district. The effectiveness of the training can be verified by the quality of the upcoming Provincial Reports.

Output 6: PDPs will be able to tabulate and scrutinize data (SAS sub-project)	
OVI	Achievement
6-1 Number of training conducted for provincial planning departments	<ul style="list-style-type: none"> • 1 training for SCOs • 2 training for ROs/AROs • 3 training for SASPOs in 15 PDPs • 6 training for SASPOs in 15 PDPs
6-2 Number of provincial trainees in the training course	<ul style="list-style-type: none"> • A total of 180 trainees from 15 PDPs participated in training on SAS
6-3 Level of understanding of the trainees on tabulation and scrutiny of data, and dissemination of the results of statistical surveys	Not measured
6.4 Number of statistical tables tabulated by PDPs	78 tables (13 tables/province) presented in SAS Provincial Report.

ROs and AROs trained by Senior Commanding Officers (SCO) and JICA experts provided training for PDPs in 15 provinces on small area statistics (SAS) in which PDP statistics staff learnt about statistical tabulation, preparation of statistical maps, data analysis by district, commune and village, and report writing, using data from the 2008 Population Census and the 2009 Establishment Listing. Though the mid-term review team was not able to check on all the 15 PDPs due to time constraints, information collected from NIS, JICA experts and 3 PDPs the team visited indicate that they still need much support from ROs/AROs for tabulation and scrutiny of statistical data, given the fact that the techniques they learnt in the training are very new to them. In view of the present capability of PDPs, both NIS C/P and JICA experts consider that efforts on the side of NIS will be required to achieve Output 6.

Output 7: NIS and PDPs will be able to keep institutional memory	
OVI	Achievement
7-1 Number of detailed records of procedures prepared	[EC 2011-related] <ul style="list-style-type: none"> • 15 manuals on enumeration, mapping, data processing, data analysis, post-enumeration survey, etc. [Other] <ul style="list-style-type: none"> • 2 manuals on SAS

The preparation of reference documents is one of the focuses of the project particularly with regard to economic censuses, which require more difficult skills than population censuses. During the course of the EC 2011, a number of manuals and other reference documents have been developed under the project (See Annex 10 for a list of manuals and documents). NIS staff

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involved in the project finds them very useful and has been referring to them often in their work on the economic census. Those documents will also be useful in other economic surveys including the CIES 2014. Reference documents for SAS have also been developed and given to PDP staff in training on SAS.

However, it should be noted that manuals and other reference materials are not managed in a systematic manner. Though each of the staff that participated in the project activities has copies of relevant documents, they are not shared with others either in soft copy or hard copy.

Output 8: NIS and PDPs will be able to conduct coordination	
OVI	Achievement
8-1 Record of meetings with related organizations	Minutes of all the meetings have been kept
8-2 Number of meetings with related organizations	[Joint Coordination Committee (JCC)] <ul style="list-style-type: none"> • 3 meetings [EC 2011-related] <ul style="list-style-type: none"> • 1 meeting of National Steering Committee (NSC) • 2 meetings of National Census Committee (NCC)* • 3 meetings of Census Technical Committee (CTC)* • Meetings of Provincial Census Committees** [CIPS 2013-related] <ul style="list-style-type: none"> • 6 meetings of Technical Committee (CIPS-TC) [CIES 2014-related] <ul style="list-style-type: none"> • 1 meeting of Technical Committee (CIES-TC)

* A preliminary meeting was held prior to each NCC and CTC meeting.

**The number of PCC meetings varies from province to province and no record is kept by the project.

NIS has successfully coordinated concerned organizations for each census/survey. There are effective coordination mechanisms in place. On a permanent basis, the Statistics Coordination Committee (SCC) chaired by DG of NIS serves as a platform to coordinate official statistical activities whilst the Technical Working Group on SMP also chaired by DG of NIS facilitates coordination between NIS and development partners as well as among the latter themselves. Ad-hoc committees such as the NCC and the CTC are also formed for each census. The NCC is a high-level committee among line ministries to facilitate smooth implementation of the census whilst working level coordination and progress sharing is made in CTC meetings among concerned ministries, development partners and NIS. Through those committees, NIS secured cooperation from concerned ministries, for example, in facilitating cooperation of those surveyed (establishments) and in rolling out an effective campaign for the EC 2011. CTC also served as a platform to discuss financial matters for the census. For each of the CIPS 2013 and the CIES 2014, a technical committee has been formed and coordination is going smoothly so far.

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At the provincial level, the Provincial Census Committee (PCC) consisting of members from the Provincial Government and line departments of the central government serves as a coordination mechanism for census implementation in each province. It has been formed in each province but the Team did not confirm the effectiveness during the review study due to time constraints.

4-3. Achievement of the Project Purpose

The performance of the project described in the above section suggests that the project is on the right track. Although the level of achievement has not been measured against set OVIs, it can be described as below:

Project Purpose: NIS and PDPs will be able to implement the EC, the CIPS and economic statistics survey and other statistical activities.	
OVI	Achievement
Number of capable staff in NIS trained to conduct planning, data processing, analysis, dissemination and use of the results of the EC	NIS staff has successfully completed planning, implementation and data processing stages of the EC 2011 with technical support from JICA experts. They have already produced some national and provincial reports on the EC results and are currently working on more focused analytical reports.
Number of ROs and AROs trained to conduct tabulation and scrutiny of data, dissemination, and the use of the results of the Economic Census and the 2008 Population Census (SAS)	60 ROs/AROs were trained to provide training and support for PDPs in tabulation, preparation of statistical maps and data analysis. Their capacity is being developed through actual training provision for PDPs and follow-up on it. They have already trained PDP staff in 15 provinces.

NIS staff has completed planned project activities without significant delay so far despite the fact that the EC 2011 was the first economic census they had ever carried out. Through the process, it can be said that NIS is equipped with basic capacity necessary for conducting EC, which includes the capacity of planning, implementation, data processing, analysis, dissemination, NIS-led small area statistics and inter-ministerial coordination. However, it should be noted that the smooth implementation of the project is, not to a small extent, owing to considerable amount of technical supports from JICA experts in sorting out problems that NIS C/P encountered in the process of data processing and data analysis, for example. Therefore, NIS is strongly expected to further establish those capacity foundations by repeating similar exercises, more specifically the CIPS and the CIES and other statistical activities in a more NIS-led manner. Output 8 of keeping the institutional memories is expected to sustain NIS's efforts of taking the lead of the process.

At the provincial level, PDPs had had sufficient experience to implement the field operations of censuses/surveys and even in the first ever economic census in the country, they performed expected responsibilities without serious problems. However, their capacity development in SAS, which they had never engaged in, is advancing in a slow pace requiring more support than

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initially anticipated from ROs and AROs.

4-4. Achievement of the Overall Goal

Though it is premature to determine the level of achievement of the overall goal, the Team identified some evidences as follows:

Overall Goal: Statistical results provided by NIS and PDPs will be utilized for planning and implementation of policies, plans and strategies of line ministries and provincial governments.	
OVI	Achievement
Number of policies, plans and strategies which utilize the results of statistical data provided by NIS and PDPs	Statistical data provided by NIS has been used by many ministries. NIS data has been used to monitor the following major policies: <ul style="list-style-type: none">• National Strategic Development Plan (NSDP)• MDGs monitoring• The ASEAN Framework
Number of statistical surveys conducted by NIS and PDPs	NIS and PDPs has conducted since the start of the project period: <ul style="list-style-type: none">• EC (2011)• Socio-Economic Survey (2011, 2012)• CIPS (ongoing)• Agriculture Census (ongoing)• Cambodia Standard Industrial Classification (CSIS)• Other small surveys such as Consumer Price Index (CPI) surveys
Number of statistical results provided by NIS and PDPs	NIS has released results of a number of statistical surveys since the start of the project period including: <ul style="list-style-type: none">• Establishment Listing (2009)• EC (2011)• Annual Socio-Economic Survey• Cambodia Standard Industrial Classification (CSIS)• Monthly CPI

NIS carries out a census approximately every three year and also conducts a variety of surveys. The results of those surveys have been used mainly by government bodies. NIS stated that the results have been used in the national decentralization processes.

A positive signal is observed in this mid-term review mission. DG of NIS repeatedly emphasized on the significance of synergy between planning and statistic activities. The same message was confirmed in the meeting with Director General of Planning of the MoP. In this sense, the project has potential of achieving the overall goal.

