

Lessons from Implementing Selected UNDP Projects: Areas of Future Supports to Planning and Statistics for Poverty Reduction in Cambodia

Assessment of UNDP Projects:
Capacity Development of Poverty Monitoring and Assessment (0011821)
Capacity Development of National Statistical System (0011851)

Prepared by

Sajjad Zohir
sajjadzohir@yahoo.com

with assistance from

Lay Chhan
l.chan@hotmail.com

25 September 2007

Phnom Penh, Cambodia

Executive Summary

Objective and Methods: The evaluation/assessment study commissioned by the UNDP, Cambodia, was undertaken to take stocks of the experiences from implementing two UNDP projects with the Ministry of Planning, Royal Government of Cambodia, and to identify strategic areas of UNDP future support within the framework of draft Ministry of Planning Strategic Plan (July 2007). The two projects are, (i) PMA-Project: Capacity Development for Poverty Monitoring and Analysis (# 0011821); and (ii) NSS-Project: Capacity Development for National Statistical System (# 0011851). The study was undertaken during 16 August – 24 September 2007. The team comprised an international consultant and a national counterpart, who had undertaken desk review of reports and documents, consultations with various stakeholders in Phnom Penh and at province levels, and cross-checking with records maintained by the UNDP country office. Initial findings of the study were shared with four different groups; GDoP staffs, NIS staffs, EDPs associated with TWG-PPR, and with the senior management of the UNDP. The present report tries to put together the findings of the study upon incorporating the additional information and comments provided by the various stakeholders.

Brief description on implementation: The projects were perceived to be short-lived at the time of their designs, but for various reasons, the activities spanned over several years. In case of PMA, most activities were undertaken except for those related to MDG costing and establishment (and testing) of a poverty monitoring information system. While there were grounds for closing the project with the disbanding of PMATU in end 2004, supports to MOP through PMA was continued primarily to support the NSDP preparation. In case of NSS, some of the activities envisaged in the design were already being undertaken through other initiatives within NIS, particularly the activities around statistical governance. The project supports effectively started only since end 2006 (other than few months of engagement in 2005), when the activities were reconfigured around on-going initiatives from the long-term multi-sector adviser (Mr. Zia Abbasi) and Sida supported activities of Statistics Sweden. While PMA has largely been supporting operation costs during 2007 and will close in December, NSS has been extended till March 2008. Certain activities, including trainings, are planned in the areas of statistical governance and to establish connectivity with line ministries/ agencies for building an effective national statistical system. The latter is expected to provide supports to NSDP monitoring along with other services related to compilation of ‘designated official statistics’.

Inputs, Outputs and Outcomes: Deliverables in terms of survey, reports, analytical exercises and training were given by the PMATU and IDEA. While inputs were provided, and most activities undertaken and important parts of outcomes were achieved, two envisaged outputs - better functioning PMA system and strengthened capacity - did not materialize. One may however acknowledge that the design of PMAS was developed with PMA project inputs and much of it was later inducted into the NSS project design. The move from a poverty-centric to a poverty-inclusive NSS may have been the right move, as long as the poverty focus and supports to NSDP monitoring is sustained. The

PMA inputs in later years included services of long-term adviser, which is acknowledged to have supported the preparation of the NSDP. As for inputs into NSS-supported activities, trainings had often been mis-targeted, and the report with results on PPI from first quarter in 2007 had not been prepared. The SuperStar suite to provide a convenient software platform to connect line ministries and other users with NIS has been installed, few additional software are in the pipeline, and the training from Statistics Sweden commenced during the last week of the Mission. Since all the NSS activities are segments of a greater design, effectiveness of input delivery depend on complementary services to be provided by other agencies in the coming months, and any inference can only be speculative.

Assessment: A common problem that both the projects had faced is the lack of continuity in implementing activities stipulated in the project design. The problem arose partly due to failure to anticipate the odds during project design and to procure services of appropriate international consultants. There are also reasons to believe that some of the activities, particularly in case of NSS, could be undertaken when other targets/activities were fulfilled.

Creation of PMATU and paying its staffs about ten times the regular government salaries, in addition to the trainings, helped in developing individual-level capacity. However, the study team finds that creation of new structures and demands for multiple outputs (deliverables) from limited human resources, failed to develop in-house capacity. Rather, such moves had increased dependence on long term consultants and sustained the distortions around incentives and work allocations in the recipient government organizations. The study also suggests that the attempts towards capacity development (and capacity retention) within government organizations will fail if these do not directly address the distorted salary structure and the additional distortions created over time by resorting to alternative routes for timely completion of project outputs.

In retrospect, experiences from both the projects indicate the presence of great deal of uncertainty in carrying out a fixed set of menu over a long period. There is always a risk in making a newly formed organization, such as the CSD, a focal point for capacity development. PMA had perceived that local research capacity would be developed by including CDRI in the design, which did not however work since the latter engaged expatriate consultant when opportunities arose and had very low representation of local consultants. Backstopping services provided by IDEA could have contributed more if the local agencies, including CDRI and in-house GDoP staffs, had actively engaged. The study also finds that efficacy of training is compromised due to failure in addressing the low salary and its adverse implications. Where it had contributed, it did well when tagged to specific output requiring technical know-how and the local counterparts had participated actively with external consultants to produce those outputs.

The study also discusses the implications of coordination (or lack of it) – both amongst agencies within the RGC and amongst EDPs - on project design and implementation. An improved working relation between GDoP and NIS could have facilitated project implementation and increased the size of benefits. Unfortunately, this did not happen.

The donor coordination had however improved over time and had contributed positively. Questions have however been raised as to whether such coordination arose at headquarter level rather than at the country level. The study also expresses concerns with the level of current capacity in both RGC and with the EDPs, and with the high dependence by both parties on long term consultants.

Activities undertaken under reactivated NSS project appear to have been biased towards one segment of the EDPs which currently have dominant influence on the dynamics of NIS. Current activities fail to address the factors that are critical in instituting a win-win situation between line agencies and the NIS in spite of such intention being often expressed. Sustainability of the newly formed SAC and SCC will critically depend on how NIS is able to appreciate the difficulties that the line ministries/agencies face in collecting sector-specific data, what additional efforts are taken to enable the line ministries to consolidate data at sector levels, and on how the space for mutual gains is defined. The report also raises several questions on the legal initiatives of NIS supported by the NSS project. Amongst other things, these include, doubts on the beneficial use of the Law on Statistics as a stick, double-edged problems of defining ‘designated official statistics’ either too vaguely or too precisely, and the over-enthusiasm around making a statistical agency turn legalistic with regards to non-compliance.

NSS activities around installation of SuperStar and promoting connectivity between NIS and the line ministries (as well as other users) is yet to bear fruits. The study suggests that the existing software with MySQL is able to support all statistical functions to translate unit level data and make these available through internet or intranet. The net value addition of SuperStar lies in the user-friendly format it provides and the claimed speed of connectivity, both of which are expected to facilitate demand generation. Thus, the investment will be worth only if the latter is demonstrated to be true.

Lessons: The study draws several lessons from the experiences in implementing the two UNDP projects with the MOP. First, there is a high risk in making a newly formed organization (such as, CSD) the focal point for a project and capacity development. It is recommended that one adopts a ‘go slow’ approach when the focal agency is yet to set a permanent footing. Second, benefits from engagements with RGC cannot be ensured unless a fundamental distortion in the institutional space is addressed – absurdly low salary of the government officials and lack of correspondence between individual merits (or, potential functional contributions) and seniority (or, power within an organization). It is suggested that interventions to bypass the distortions very often introduce further distortions and weaken institution-building initiatives. Third, EDPs need to refrain from imposing new structures and from demand new output. It is expected that global agenda should be appropriately translated by country offices to fit well into the existing structure and output stream. Where there is a need for change, consensus building amongst EDPs as well as within RGC should precede. Fourth, capacity development as well as capacity retention through training has generally been hindered due to presence of institutional distortion, and the relations between the two need to be appreciated at the stage of project design. Fifth, there are many facets of EDP coordination: at global, country, organization or at sector levels where multiple EDPs extend their supports. It is observed that (i)

Increasing coordination among EDPs at the global level, translated into country-level cooperation, reduced wastage around multiple outputs. (ii) External consultants often happen to be the major conduits of EDP coordination at the country levels which may have positive or negative fallouts, and therefore requires monitoring. (iii) For activity spaces, such as, planning and statistics, there is a need for wider coordination amongst several TWGs, such as, between PPR and health or education TWGs. Finally, there is inadequate understanding among EDPs at the country level on the functional spaces covered under planning and statistics and their association with existing institutions within RGC. More importantly, current perspectives differ significantly across EDP segments, fuelling as well as being fuelled by segments within the RGC. These need to be confronted with more direct engagements towards consensus building.

Ways forward: Section 4 in the report elaborates further the last point mentioned above, and makes several observations on the likely future events and trends. It also highlights the current perspectives of GDoP and NIS, their differences and expressed strategic plans. Current assistance to planning and statistics through MOP and through a selected set of line ministries are mapped to set the background for the discussion on ways forward in the concluding section.

Suggestions for all EDPs: It is recommended that the EDPs attend to some differences in their perspectives as revealed through differences in their actions. These issues are mostly of conceptual nature, and include, (i) relative roles of GDoP and NIS, and how these agencies may engage in cooperation; (ii) implications of and possible internal dynamics leading to demand from NIS management to disassociate from MOP; (iii) implications of enforcing the law on statistics and the feasibility of its enforcement; (iv) type of institutional reform necessary for ‘incentives’ to be effective – for building ownership, make host agency accountable, and for capacity development and retention; (v) are there gains to be made by specialization amongst EDPs (agreeing to act in independent sectors where each has a comparative advantage, or, should the EDPs engage in healthy competition, (vi) can donor coordination be effective without facilitating coordination among RGC agencies, (vii) building consensus in approaches to capacity development/retention and agreeing not to undercut others’ efforts, etc.

The report suggests that sponsorship of NIS activities committed till 2012 do not reflect a good deal of coordination around NSDP and NSDP monitoring, nor for tracking MDG 2010. Moreover, current NIS engagements with project-based activities may not allow meaningful engagements under PBA. The limited avenue is in engaging NIS to support GDoP and other line agencies (MEF in particular) in producing a common output, such as the mid-term NSDP review, or specific analyses of the SES data. These hold potential to be developed as clearly identifiable activities that may be packaged under PBA with appropriate salary supports – be it through MBPI or any other mode. It has however been emphasized that certain institutional reforms are absolutely necessary in order to ensure receipt of enhanced salary (or, incentives) by the worthy ones. Two critical pre-requisites noted are: appropriate institutional environment (and set of rules) to ensure ease in new recruitment through competitive means; and access to incentives kept open and competitive.

Presence of consultants on the driving seat has been noted. In cases where long term consultants have strong influences on shaping the course of events around EDP engagements with an RGC agency, it is important to bring the respective consultants on board, get their perspectives; and either (i) rally behind actions proposed by them, or (ii) define the alternatives acknowledging the odds. Furthermore, given the need to involve sector ministries, particularly the department of planning & statistics, there is a need for coordination among the various TWGs on the EDP side.

Suggestion for UNDP: It is recommended that UNDP engages in supporting discourses with a view to build consensus around future perspectives as a long term activity that goes beyond 2008. It is important that these involve, beside EDPs, universities, local research institutes, line agencies and sub-national levels. Some of the issues have already been identified in the preceding sub-section. The physical entry points may be multiple, but the process of promoting the discourses and ensuring participation of relevant stakeholders are critical. As for substantive outputs, it is recommended that CMDG 2010 should be merged with NSDP completion report, but the design should be agreed upon ahead with other participating EDPs so that the line agency (GDoP) may easily extract a CMDG report for feeding the international audience. The same suggestion applies for a CMDG 2015. Other than ensuring sustained focus on CMDG target/monitoring variables in the APRs, no attempt should be made to burden the RGC with annual or mid-term MDG reports in between the two points in time. It is also recommended that long term involvement with NIS may be avoided, other than where joint initiatives between GDoP and NIS are undertaken focusing on analyses of data for policymaking and to be used as inputs to NSDP II and CMDG.

Till a program is put in place (anticipated in mid-2009), UNDP may collaborate with other UN agencies and engage in one or more of the following areas: (i) sector-level planning and statistics and their linkages with MOP and MEF; (ii) sub-national levels, linking with MOI managed commune data, and with MOP at the national levels, and (iii) support monitoring of and analytical works on social sectors within the umbrella of MDGs. It is also recommended that UNDP supports mid-term NSDP review in 2008, but with a changed modality of engagement; and it actively engages in the debate on the desired ways that the medium term engagements under DFID-WB Trust fund should take. A number of issues highlighted in this regard includes, (i) required institutional reforms before engaging in an incentive scheme (such as, MBPI), (ii) accountability of the fund manager and whether shared management is feasible and desirable, (iii) basic deliverables where social sector should get prominence, and (iv) exit clause. It is opined that the focus should be to build consensus on purposes and the minimum requirements (criteria) to ensure realization of the objectives, rather than getting caught in a branded package with black box.

The final set of recommendations relate to immediate future. Immediate closure of the PMA project is recommended. There is a need to support initiatives on mid-term review of NSDP due before CDFC meeting in December 2008, which will involve GDoP, MEF,

NIS and others. It is desirable that the supports be provided by involving relevant EDPs in TWG-PPR on having RGC agencies on board within a functionally defined modality of operations.

For meaningful completion of NSS, it is important to demonstrate the real time linkages facilitated by SuperStar and use of such linkages between line ministries/agencies and NIS. It is recommended that a clear MOU be reached with Sida/Statistics Sweden (so that IT support to activate SuperStar is provided) and NIS. UNDP supports, under NSS, should aim at ensuring demand for such services in few line ministries/agencies till the end of the project period. Since there is a need for a driver to pursue the above, it is recommended that contracts be negotiated with the out-going Statistical Adviser for limited engagements till the end of current project period. The terms of reference of the engagement should however be recast, putting emphasis on working on the demand side with the line ministries/agencies. The latter requires the consultant to operate outside NIS and engage simultaneously with NIS and other connecting agencies. More importantly, there is a need to go beyond the technology, and engage in addressing micro issues that may promote or hinder greater connectivity and sharing of information at both ends.

As for other NSS activities, it is recommended that no further support is provided (nor is it needed) to PPI surveys and the reports of the two quarters should be ensured before closing the project. It is also recommended that the planned trainings on legal matters be brought to an end soon, and these be confined to Phnom Penh area only. Moreover, it is recommended that the issue of prosecution need not be over-emphasized in such trainings.

The report concludes with few additional suggestions for UNDP management for enhancing its ability to manage projects and/or engagements with RGC agencies. These include, establishing linkages with appropriate segments within the RGC, introducing flexibility in project operation within the parameters set by UNDAF/Country Programme Action Plan (CPAP), and institutionalizing more effective learning process within UNDP.

Table of Content

Executive Summary	2
List of Acronyms	10
Section 1 Introduction.....	13
1.1 Background.....	13
1.2 Objective of the Exercise	13
1.3 A Note on Methods.....	14
1.4 Outline of the Report	15
Section 2 Brief Description of the Two Projects	16
2.1 Capacity Development of Poverty Monitoring and Assessment (# 0011821)	16
2.1.1 Background.....	16
2.1.2 Project History and Salient Features	17
2.2 Capacity Development of National Statistical System (0011851)	18
2.2.1 Background.....	18
Section 3 Assessment and Lessons.....	21
3.1 Poverty Monitoring and Analysis (PMA).....	21
3.1.1 Summary of the UNDP Evaluation in 2004.....	21
3.1.2 Underlying Premises in PMA Project Design	22
3.1.3 PMA Implementation and Achievements	22
3.1.4 Assessment of PMA	23
3.2 Capacity Development for NSS.....	26
3.2.1 NSS Implementation and Achievements	26
3.2.2 Assessment of NSS.....	27
3.3 Lessons from Implementing PMA and NSS projects.....	31
3.3.1 Choice of a Focal Point and Partnership	31
3.3.2 Inadequate salary and distorted institutional practices	32
3.3.3 Demand fewer output and avoid imposing new structure	33
3.3.4 Capacity Development and Capacity Retention	34
3.3.5 Coordination needed among EDPs – with reduced reliance on consultants ..	35
3.3.6 Contextualizing Planning and Statistics	35
Section 4 Planning & Statistics: Priorities and EDP Engagements	37
4.1 Planning and Statistics – assessing the canvass.....	37
4.2 RGC perspectives and the MOP Strategic Plan	39
4.2.1 Perspectives of GDoP	40
4.2.2 Perspectives of NIS	41
4.3 EDP engagements in Planning and Statistics.....	43
Section 5 Way Forward	45
5.1 Summary on Present Situation.....	45
5.2 Canvass on General Entry Points and the Modality	46
5.3 Suggestions on UNDP Engagement with MOP and TWG-PPR-EDP	48
List of References	51
Annex I Terms of Reference.....	57
Annex II List of Persons Met.....	59
Annex III PMA Activities	61
Table III.1: Sequence of Activities undertaken under PMA Project	61
Table III.2 Output and Activities under PMA, from Expenditure Records.....	63

Table III.3: List of Several Deliverables/Reports under PMA	65
Annex IV Perceived obligations under IMF-GDDS.....	66
Annex V Levels of Staff Activity in the Ministry of Planning	69
Annex VI External Supports/Projects to the Ministry of Planning	70
Annex VII External Supports/Projects to Planning and Statistics in Other Ministries	73
Table VII.1: List of Selected Project Implementing by Ministry of Education, Youth and Sport (MoEYS)	73
Table VII.2: List of Selected Project Implementing by Ministry of Agriculture, Forestry and Fishery (MAFF).....	74
Table VII.3 List of Selected Project Implementing by Ministry of Health (MOH)	77
Annex VIII: Examples on Sector Ministries.....	81
Figure VIII.1 Organization Structure, MAFF.....	81
Figure VIII.2 Horizontal Linkages between PD-MAFF and MOP	82
Figure VIII.3 Vertical Linkages between MOP/MAFF and the Provincial Departments	83
Figure VIII.4 Organization Structure, MORYS	84
Figure VIII.5 Horizontal Linkages between PD-MOEYS and MOP	85
Figure VIII.6 Vertical Linkages between MOP/MoEYS and the Provincial Departments	86
Figure VIII.7 Structure of Organization, MOH	87
Figure VIII.8 Horizontal Linkages between PD-MOH and MOP	88
Figure VIII.9 Vertical Linkages between MOP/MOH and the Provincial Departments	89
Annex IX: MPSP 2006-2010: Objectives, Targets and Activities	90
Annex X: Indicative Key Policy Steps, Censuses, Household Surveys and Other Activities, 2006-2015.....	94

List of Acronyms

ADB	Asian Development Bank
APR	Annual Progress Report
BDP	Bureau of Development Policy
CCF	Country Cooperation Framework
CDC	Council for Development of Cambodia
CDRI	Cambodian Development Research Institute
CIDA	Canada International Development Agency
CMDG	Cambodia Millennium Development Goal
CMDGR	Cambodia Millennium Development Goal Report
COM	Council of Ministers
CPAP	Country Programme Action Plan
CPI	Consumer Price Index
CPMAS	Cambodia Poverty Monitoring and Analysis System
CPMIS	Cambodia Poverty Monitoring Information System
CSD	Council for Social Development
CSES	Cambodia Socio-Economic Survey
CSO	Central Statistics Office
DFID	Department for International Development
DHS	Demographic and Health Survey
DOLA	Department of Local Administration
EC	European Commission
EDPs	External Development Partners
EIC	Economic Institute of Cambodia
EMIS	Educational Management Information System
FAO	Food for Agriculture Organization
GDDS	General Data Dissemination System
GDoP	General Directorate of Planning
GSCSD	General Secretariat of Council for Social Development
HAR	Harmonization-Alignment-Results
HE	His Excellency
HIMS	Health Information Management System
HQ	Head Quarter
HSES	Household Socio-Economic Survey
ID Poor	Identification Poor (a project name)
IDEA	Institute for Development in Economic and Administration
IDS	Institute of Development Studies
IMF	International Monetary Fund
IHP	International Health Partnership
PRSP	Poverty Reduction Strategy Paper
ISA	International Statistics Adviser
IT	Information Technology
LFS	Labor Force Survey
LIHS	Light Integrated Household Survey
LT	Long-term

MoAFF	Ministry of Agriculture, Forestry and Forestry
MBPI	Merit-Based Pays Incentive
MDG	Millennium Development Goal
MEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sport
MIME	Ministry of Industry, Mines and Energy
MOC	Ministry of Commerce
MOH	Ministry of Health
MOI	Ministry of Interior
MOP	Ministry of Planning
MOU	Memorandum of Understanding
MPSP	Ministry of Planning Strategic Plan
NCDD	National Committee on Decentralization and De-concentration
NGOs	Non-Government Organizations
NHDR	National Human Development Report
NIDA	National Information Technology Development Authority
NIS	National Institute of Statistics
NPF	National Poverty Forum
NPRS	National Poverty Reduction Strategy
NSDP	National Strategic Development Plan
NSS	National Statistical System
PBA	Programme-Based Approach
PFM	Public Financial Management
PIP	Public Investment Programme
PMA	Poverty Monitoring and Analysis
PMATU	Poverty Monitoring and Analysis Technical Unit
PMG	Priority Mission Group
PMIS	Poverty Management Information System
PMO	Prime Minister's Office
PPA	Participatory Poverty Assessment
PPI	Producer Price Index
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RGC	Royal Government of Cambodia
SAC	Statistics Advisory Council
SCC	Statistics Coordination Committee
SEDP II	Socio-Economic Development Plan (2001-2005)
SES	Socio-Economic Survey
SESC	Socio-Economic Survey of Cambodia
Sida	Swedish International Development Agency
SMP	Statistical Mater Plan
SNEC	Supreme National Economic Council
SOS	Secretary of State
SRF	Strategic Results Framework
SS	SuperStar
ST	Short-term

SUs	Statistical Units
SYB	Statistical Yearbook
TA	Technical Assistance
TPR	Tripartite Report
TWG-PPR	Technical Working Group-Planning and Poverty Reduction
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
UNSIAP	United Nations Statistical Institute for Asia and the Pacific
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme

Section 1 Introduction

1.1 Background

The United Nations Development Programme (UNDP), along with several other UN agencies in Cambodia had long association with the activities undertaken under the umbrella of the Ministry of Planning (MOP). Broadly, the activities included supports to data collection, processing and analyses undertaken by the National Institute of Statistics (NIS), and supports to the preparation of plans and other national documents spearheaded by the General Directorate of Planning (GDoP) – both the agencies belonging to MOP.¹

Building on earlier experiences, UNDP engaged in a major project, termed as PMA, to assist MOP in establishing a poverty monitoring assessment system. Its commencement coincided with the initiation of the IPRSP in many countries and the NPRS in Cambodia. At around the same time, millennium development goals came to the fore, and attempts were made to integrate the MDGs in the national planning process and documents. The PMA project essentially saw through this phase of transition, and possibly over-lived to experience the stagnations in thoughts on PRS and MDGs!

When PMA was half way through, the NSS ProDoc was signed. The purpose appeared to be to take cue from PMA and engage in establishing the NSS, which would also address the concerns of a PMAS. A reincarnated version of the project activities focused on interlinkage facilitated by software called the SuperStar. The extended lives of both the projects are coming to end soon – PMA in end 2007 and NSS in end March 2008. Some of the activities of NSS are on. Yet, UNDP felt the need for an evaluation of the two projects, and the Mission was fielded in August-September 2007, with one international consultant (Sajjad Zohir) and a national counterpart (Lay Chhan).

1.2 Objective of the Exercise

The main objectives of this evaluation/assessment are to take stocks of the experiences from implementing two UNDP projects at MOP and to identify strategic areas of UNDP's future support within the MPSP framework. The two projects are;

- Capacity Development of Poverty Monitoring and Assessment (PMA), which started in early 2002, had most activities completed by 2004, and will formally end in November 2007; and
- Capacity Development of National Statistical System (NSS), which was signed in 2003, but effectively got off the ground in late 2006, and is due to be completed in March 2008.

¹ At times, GDoP is referred to as the Department of Planning from which it has long been upgraded to a Directorate. In more recent times, such references may imply NIS's distance from the general planning exercises. We continue to refer to the two as NIS and GDoP, as two most active and visible directorates of the MOP. The possibilities of future institutional dynamics will be addressed towards the end of the report.

The study had three focuses: (i) assess the achievements and failures in implementation of the two projects with a view to draw lessons for future engagements; (ii) map current engagements of EDPs in the sector broadly identified as planning and statistics; and (iii) suggest on future UNDP engagement in the sectors and with MOP.

1.3 A Note on Methods

Assessment/Evaluation of a project is difficult especially if it is undertaken long after the active life of the project is over and if there had been other factors influencing the outcomes raising attribution problems. For the purpose of the assessment, reference is made to stated objectives in ProDocs, and the pathways linking inputs, activities, output, outcome and impact. Basic principle applied in the probing is, were the inputs and activities undertaken by the responsible stakeholders, were the outputs realized, and did the project contribute towards outcome and impact? Explanations were sought in each link.

On learning lessons, the obvious question is, for whom? A project involved several stakeholders and each had possibly learnt lessons from it. Given the spirit of the tasks expected to be performed by the Team, four stakeholders were identified: UNDP, GDoP, NIS, and other EDPs (particularly, the TWG-PPR-EDP). The study team had engaged in consultations with all four groups separately to discuss the lessons, parts of which have been reflected in this report. However, the central focus has been on lessons for the UNDP. The principles applied in assessing and drawing lessons: In case of positive results, attempt was made to identify factors that had contributed. Where the results were not satisfactory, attempts were made to assess if the results could be improved by doing something else rather than what was done.

In drawing **lessons for UNDP**, the following **assumptions** were made:

- UNDP would like to partner in the development initiatives of the RGC within the UNDAF mandates.
- UNDP would like to act as a change agent, and not be a passive provider of resources to any demands put forward by national agencies, and therefore, would like to choose areas of engagement within a sector or line agency where it perceives higher development potentials. Therefore, it would like to understand the dynamics in the sector and/or within a line agency so that it may design its engagements for the betterment of the society at large – improve human development and reduce poverty.
- UNDP would like to engage with RGC, where possible in collaboration with other UN agencies and with other EDPs, and avoid duplication of initiatives undertaken by others.

Activities undertaken by the study team included: reading reports and documents, cross-checking with official records, verifying in the net, engage with individuals and groups, and often make repeat visits, visit provincial departments, separate group consultations GDoP, NIS, PPR-EDP group and UNDP, with a view to get their views on current assessment and potential future needs.

1.4 Outline of the Report

The report has four more sections after this one. Section 2 describes the two projects, which includes stated objectives, perceived impact pathway and actual activities undertaken at different phases of a project. Section 3 assesses the two projects separately, but draws a common set of lessons from the experiences of implementing the two projects. Section 4 takes a step back to put planning and statistics in a broader context to argue why the sector level activities need equal importance for the national planning and statistical system to develop. It also captures the current perspectives of GDoP and NIS. The latter sets the ground for the discussion in Section 5 on the ways forward.

Section 2 Brief Description of the Two Projects

The two projects under study had commonality in several aspects. Both aim at developing capacity around a concept of poverty monitoring system, and both are located at the MOP even though agencies within MOP differ. Finally, their implementations had not been smooth. This section outlines the salient features of the two projects as these evolved over the earmarked project life and beyond. No attempt is yet made in this section to assess the projects critically even though the facts for such as assessment are laid out.

2.1 Capacity Development of Poverty Monitoring and Assessment (# 0011821)

2.1.1 Background

Following the success of an earlier project (CMB/96/019), UNDP and Sida joined hands in a UNDP-managed Trust Fund to sign the project titled, 'Capacity Development for Poverty Monitoring and Analysis' (CMB/00/002), in October 2001. We refer to this project by PMA, which went into implementation in February 2002. An assessment of PMA was done in 2003 by a Sida consultant, and another evaluation was undertaken in 2004 by a group of UNDP consultants.² General understandings arrived in those two reports will often be drawn upon in this for obvious historical continuity.

The **PMA objective** stated in the ProDoc may be read as follows: Strengthen the capacity of the Council for Social Development (CSD) through its General Secretariat (GS CSD) to establish a participatory, country-owned and result-oriented poverty monitoring and analysis system, capable to inform pro-poor policy decision-making and design of targeted programme for poverty reduction.³

The **impact pathway** implicit in the project design was generally based on the following logic: *inputs* from various agencies (sponsors and contractors) would enable undertaking of certain *activities* (and production of output), which would lead to *outputs* in the forms of better functioning of the PMA system, improved availability of poverty statistics and strengthened capacity for poverty analysis and impact assessment.⁴ The latter outputs were perceived to realize two *outcomes*: poverty-focused national development policy, and improved ability of national institutions to deliver services for the benefit of the poor; both of which were expected to lead to poverty reduction (considered as the *impact*). Finally, the project design had envisaged the PMAS to be demand-driven by involving policymaking body (CSD and GSCSD), and ensure quality supply by developing capacity for the professional staff of core and line ministries (including National Institute of Statistics, NIS) in data collection, collation, socio-economic analysis and policy review.

² See Edgren (2003) and Sopheak *et al* (2004).

³ The Government of Cambodia formed CSD in 2000 along with several other Councils (such as the Council for Administrative Reforms).

⁴ See the Figure in p. 4 of the UNDP Evaluation Report 2004.

2.1.2 Project History and Salient Features

The PMA implementation went through **four distinct phases**:

- # 1: till January 2004: Setup & recruitment of PMATU staffs, review to prepare action plan and proposal on PMIS submitted to 2nd NPF, CMDG 2003, inputs to SES 2003-04 and to CSD for the preparation of SEDP II and NPRS, review and document PVI.
- # 2: February – December 2004: Training of PMATU staffs, preparation of CMDG provincial reports and Poverty Profiles, proposal for campaign at provincial levels, technical supports to RGC counterparts.
- # 3: January 2005 – October 2006: CMDGR 2005, supports to NSDP preparation, facilitate printing of Poverty Profile 2004 and PIP 2006-08, discussion with key sectors on MDG NA
- # 4: November 2006 – till to date: Supported nominal operational costs of GDoP.

The project was envisaged to develop capacity on poverty analysis by creating a team called PMATU, a technical arm of the GSCSD which was expected to provide analytical support to CSD. IDEA (Canada) and CDRI were involved at different capacities. Multiple agencies were thus involved in the project implementation: CSD, GDoP-MOP, IDEA, CDRI, UNDP, Sida and NIS-MOP. CSD was non-functional by the end of 2003; UNDP had to take charge of hiring a LT adviser once CDRI withdrew; Sida negotiated separate project with NIS beside the supports to CSES 2003-04 through PMA; and the PMATU was discontinued at the end of 2004. For various reasons (discussed below) the nature of engagements changed substantially in 2005 with supports provided to the newly formed NSDP Secretariat within the GDoP-MOP; and the project tenure continued to be extended on an annual basis, due to be closed by the end of 2007.

There appears to have been several important events that implied or led to changes in specific project objectives and activities. These are:

- Substantive amendment of the work plan immediately following the signing of the contract - with a shift in focus away from ‘impact assessment’ and long-term capacity building to promotion and localization of MDGs⁵. Since the Millennium Declarations were signed in September 2000, and it took a while to get the country level strategies fine-tuned, one would suspect that change in the activities under PMA were linked with the global move to take the UN mandate on Millennium Declaration at the country levels.
- PMA involved multiple agencies with higher potentials for conflicts. Even as late as in January 2003, the 2nd TPR recognizes presence of problems with the functional divisions of labor and lines of commands, the conflicts were not or could not possibly be confronted and resolved amicably. Eventually, CDRI ended its term less than satisfactorily and with a bad feeling as well; and Sida found it to

⁵ See UNDP Evaluation Report 2004. While the CSD ceased to be effective by the end of 2003, it was yet to be evident when the UNDP evaluation team undertook their field study in March 2004. Thus the ‘Results Chain/Logic model of PMA’ and the ‘Institutional Framework for the Cambodian PMA System’ summarized in the Evaluation Report reflected the setting envisioned during the project formulation stage.

- their advantage to engage more directly with NIS and by involving Statistics Sweden since 2004⁶;
- Removal of HE Mr. Kim Soysamalen (erstwhile Under-Secretary of State, MOP and Secretary General, GSCSD) from the MOP by the end of 2003 and his reappointment as the Secretary of State in the Council of Ministers reduced CSD to a mere entity on papers. CSD's efficacy was further reduced due to the establishment of SNEC in 2003, whose mandates overlapped with those originally envisaged for the CSD.
 - Differences amongst EDPs reflected in their supports to formulation/drafting of different MOP documents such as, SEDP, NPRS and CMDGR were resolved substantially by mid-2004; and this coincided with the issuance of a sub-decree signed by the Prime Minister on the formation of NSDP Secretariat at the GDoP in the MOP.
 - Termination of contracts with the local resource persons engaged in PMATU at the end of 2004 with no mechanism put in place to accommodate them in the MOP.
 - Change in leadership in GDoP and appointment of a LT Adviser to continue with the PMA activities⁷, and with subsequent NDSP preparations.

The details on PMA activities undertaken and the various reports prepared under the project are provided in Annex III.

2.2 Capacity Development of National Statistical System (0011851)

2.2.1 Background

There had been several projects on statistical system development sponsored by the ADB during the 1990's. Since 2001 Cambodia agreed to provide necessary information to IMF's General Data Dissemination System Site (GDSS). The first set of metadata on Cambodia was posted in March 2002. In a meeting in July 2002, MOP and NIS management team endorsed the first long-term forward-looking work program⁸, which had included such components as, production and dissemination of economic indicators and statistics, collection of economic statistics from administrative data, statistical coordination & methods, and dissemination. All these initiatives from NIS had been possible due to active engagement of the then IMF Adviser, Mr. Zia Abbasi, who had also been instrumental in defining the NIS agenda to ensure fulfillment of RGC obligations to IMF's GDSS (see Annex IV). Even though no explicit mention is made, the choice of Mr. Zia Abbasi as the consultant to prepare the ProDoc for NSS project and

⁶ See the SIDA Evaluation Report 2003. SIDA continued with the SES 2003-04, apparently outside the scope of the original PMA design.

⁷ HE Hou Taing Eng was previously the DG, GDoP, who later became the Under-Secretary of State; and HE Dr. Toun Thavrak took the responsibility of the NSDP Secretariat. Dr. Mustafa K. Mujeri was the long term adviser from early 2004 till July 2006.

⁸ This was followed by a strategic plan for 2003-07, and reportedly a conference on issues related to statistics organized by NIS in collaboration with the IMF (2003).

the overlaps of its content with many of the activities that were spearheaded by him suggest that UNDP had broadly endorsed the on-going activities within the mandate defined by IMF engagement with statistics in Cambodia.⁹

The central **objective** of the NSS project was to strengthen RGC efforts towards strengthening its capacity to deliver reliable data for informed decision making on pro-poor policies and tracking progress towards achievement of MDGs. In order to realize the objective, **four strategies, which included three main components**, were identified:

- *Integrated national Statistical System (component # 1)*: develop an integrated system to collect and compile official statistics to track MDGs
- *Statistical Governance (component # 2)*: strengthen governance by establishing institutional framework through preparation and implementation of sub-decrees
- *National Statistics Dissemination Strategy (component # 3)*: develop and maintain an integrated dissemination strategy for officially designated statistics. NIS website was perceived to be the central website
- *Statistical Capacity Development Strategy*: strengthen capacity of NIS and SUs in line ministries by reviewing current training needs and developing a comprehensive training program

The **impact pathway** was unclear in the ProDoc, which had identified a single output: “national policy and planning frameworks incorporate a comprehensive approach to and specific targets for reduction of human and income poverty, taking account of MDGs”. The same was also stated under outcome. How the four strategies and the various activities planned under NSS would lead to such an output/outcome remains questionable. Much of the output narrated above had been achieved through PMA project, including consensus building around poverty and MDG figures, facilitated through CMDGR; NSDP formulation and exercises on SES 2003-04, where WB and others were also involved. The assessment of the project is therefore done with reference to the stated objective - a strengthened NSS.

2.2.2 Project History and Salient Features

NSS ProDoc was signed in 2003, but no action was taken till more than a year had passed. While the delay is alleged to have been due to difficulties in finding suitable Statistical Adviser (long term consultant), there is at least one other reason, stipulated in the ProDoc signed, which would not allow commencement of the study – that of having full assurance on enactment of the law on statistics, which was in a draft form, as a pre-requisite for UNDP supports to RGC.¹⁰ Since signing of the ProDoc, the NSS project passed through the following phases:

⁹ The draft statistics law and the PMA proposal on CPMIS provided the background inputs to the formulation of NSS project, with certain explicit departures. The NSS project was designed to support a set of activities that were underway with major initiatives from the IMF Adviser sitting at NIS. A draft Statistics Law is reported to have been approved by the COM when the ProDoc was signed. It was however not yet put into a law.

¹⁰ The same IMF consultant is credited for drafting the Law on Statistics, largely borrowing from similar exercises in Australia.

- # 1: Till February 2005: No activity.
- # 2: March – June 2005: Brief engagement by an Adviser, when several Bureaus were formed temporarily to satisfy project needs on records.
- # 3: July 2005 – July 2006: No project activity, and there was an attempt by UNDP to merge NSS and PMA with a new project, *Tracking 2010*, which did not materialize.
- # 4: August 2006 – September 2007: Statistical Adviser and activities around IT infrastructure, trainings and a repeat assessment of ministry level capacities.
- # 5: October 2007 – March 2008: activities planned.

While there had been a brief period of activities in 2005, and these had provided impetus to the broader initiatives towards improved statistical governance, effective engagements started only since end 2006. Current **activities under NSS** include the followings¹¹:

- Support PPI as an action research for improving procedures for data non-compliance & confidentiality breaches (Component # 2)
- Facilitate development of the sub-decree on designated official statistics through SAC & SCC (Component # 1)
- Create a win-win environment for the line ministries by providing the latter with hardware supports and connectivity, and access to NIS intranet facilitated by installation of SuperStar software suite. Undertake a survey of the Statistical Units and present results, and support a new NIS website (Components #1 & #3).
- Training (as a part of strategy # 4)

The project activities are yet to be completed and a number of activities mentioned above tie together with activities undertaken by others. The trainings around use of SuperStar is on-going and will be followed by a training of the users in October, to be provided by the consultants from Statistics Sweden (provided by Sida). Similarly, trainings by the legal consultant on compliance is due during last week of September. It may however be noted that SuperStar software is reportedly installed and a draft sub-decree on designated official statistics has already been placed before the (second) SCC meeting held in July 2007.

¹¹ See Annual Progress Reports by the NSS Statistical Adviser.

Section 3 Assessment and Lessons

A common problem that both the projects had faced is the lack of continuity in implementing activities stipulated in the project design. This is evident in the various phases of the projects described in the previous section. In the case of PMA, some of the activities had to be dropped, PMATU was disbanded, and donor coordination around NSDP called for UNDP supports through the extended PMA project. In case of the NSS project, the assessment considers the activities initiated only during the very last completed phase of its active life – those undertaken after the arrival of the new Statistical Adviser in August 2006. For each of the projects, achievements and assessments are separately done first, followed by the lessons one may draw from their implementations.¹²

3.1 Poverty Monitoring and Analysis (PMA)

3.1.1 Summary of the UNDP Evaluation in 2004

Previously, two evaluations were undertaken on PMA project – the first by a Sida consultant in 2003, and the second by a UNDP evaluation team in 2004. When the second evaluation was done in March 2004, the PMATU was still functioning with 60% of its original strength; Sida had decided to discontinue any further supports through PMA and chose to refrain from providing additional support to the trust fund¹³; and the increasing non-functionality of CSD was not yet clear. At such a transitional phase, the Evaluation Team did a good job in identifying some of the weaknesses and failures in realizing some of the earlier-set objectives. The report made specific recommendations, not all of which were however relevant given the changes in environment within which the project was located.

In their recommendation, the Evaluation Team chose to distinguish between long term capacity building associated with poverty data collection and management, from the short-term needs for gap-filling on policy advocacy and analysis. The former was associated with NSS project under the NIS and the latter with PMA under GDoP. The team had rightly pointed out the need to fully integrate MDG indicators in the national plan document instead of separate reporting on MDG. Of several suggestions on management, the team had recommended that the PMATU be fully managed (and contracted) by MOP rather than UNDP. It was however added that the staffs be recruited by a single local institution – be it an NGO or a research organization. The study (2004) appears to have remained vague on the last count, and may have over-emphasized the importance of NGOs in research and data generation.

¹² It appears that the minutes of various meetings where changes were agreed upon by various stakeholders have not always been recorded. This had happened primarily during transitional phases – January 2004 to June 2005, and the last two phases till April 2007. A move out of TPR to work on the basis of annual work plan is evident since 2005.

¹³ The fund committed initially by Sida continued to be channeled through the PMA project, with no additional supports. It is reported that additional funds had to be provided by UNDP to get the results of CSES 2003-04 on board.

3.1.2 Underlying Premises in PMA Project Design

There are several assumptions that underlie the PMA design linking inputs and activities with output and outcome. These are worth noting in order to assess why the project may have succeeded or failed in certain areas. These implicit assumptions are,

1. Poverty monitoring system can be better built around (or, inside) agencies focusing on social agendas;
2. CSD is a stable institution and would be the lead agency to deliver social development plans;
3. Instituting a new structure such as PMATU was perceived to be sustained on the hope that demand for their services would be generated within the government, donors and civil society.
4. Involvement of CDRI was perceived to facilitate building of local research capacity in the non-government/civil sectors.
5. Social sector statistics and their analyses may be addressed by focusing on the two key directorates (GDoP and NIS) of the MOP.

3.1.3 PMA Implementation and Achievements

The study team looked into various documents and consulted with different stakeholders (see Annex II) and reached following conclusions on the various types of project deliverables.

Inputs from agencies: (i) *IDEA* - as per design and activities agreed upon; (ii) *CDRI* - perceived inadequate in 2003; (iii) *MOP's professional engagement* - inadequate; (iv) *CSD's coordinating role* - effectively ended by early 2004 (3rd TPR was in December 2003 and the 4th in July 2005); *Statistics Sweden* - confined to SES 2003-04 that was concluded with delays; (v) *LT Adviser from UNDP* - supportive to gap-filling in MOP capacity and provided in-house training; and (vi) *UNDP* - Choice of LT Adviser appreciated. Inclusion of CMDG after signing of the ProDoc was not appreciated by some. Holding disbursements pending submission of output (one case for CDRI and another for Statistics Sweden) had reasons.

Reports/activities (see Table III.3 in Annex III): Most deliverables were completed. The following were not, (i) Link GSCSD program with leadership program;¹⁴ (ii) Activities related to MDG costing, which also relate to formulation of investment in millennium declaration. Under the costing, preparations of methodology, guidelines for consultation and finalization of a consolidated report were envisaged. Consultations on CMDGR were undertaken. (iii) Installation of PMIS and its testing.

¹⁴ Key GSCSD officials including Ou Orhat, Theng Pagnathun, Ms. Heang Siekly, Chea Chamtum among others participated in the leadership development programme Key GSCSD officials including Ou Orhat, Theng Pagnathun, Ms. Heang Siekly, Chea Chamtum among others participated in the leadership development programme.

Output (general)

- *better functioning of the PMA system*: PMATU no more exists and therefore, functioning of the system around it is a non-issue
- *improved availability of poverty statistics*: PMA project had substantially contributed towards improving availability of poverty statistics – by developing indicators, supporting SES and facilitating exchanges with line ministries
- *strengthened capacity for poverty analysis and impact assessment*: Impact assessment was dropped from the mandate of PMA, and PMA's contribution to capacity for poverty analysis was largely confined to PMATU staffs till end 2004

Outcome

- *poverty-focused national development policy*: some of the analyses undertaken, reports produced and consultations initiated during the two phases went as inputs to NSDP, which has more poverty focus
- improved ability of national institutions to deliver services for the benefit of the poor: PMA did not directly address delivery of services. Improved understanding of the indicators contributed towards improving monitoring. There is no nationwide evidence to verify if service delivery improved in the recent past. Even if it did, it is difficult to establish how much of it is attributable to PMA.
- PMAS failed to be demand-driven

Impact

- *Reduction in poverty*: hard to verify (since last such estimates are for 2003-04 and the Annual SES for 2006-07 is yet to be processed). Small-sample based surveys (such as, poverty assessment by the WB) indicate of decline in poverty, but it is not possible to attribute such changes to PMA.

3.1.4 Assessment of PMA

It is important to note that with some revisions in activities, all stakeholders of PMA were involved till end 2003. The mix changed during 2004 with eventual disbanding of PMATU, and a shift in focus in 2005 to NSDP. The project succeeded to define and fine tune poverty statistics, formulate a PMIS design which provided the basis of subsequent thoughts on NSS, supported exercises leading to CMDGR, enabled completion of CSES 2003-04 which provided improved data, and produced sub-national level analysis undertaken for the first time with mapping technique applied. There is a general consensus that PMA placed the MDGs on the agenda of debate, in both government and non-government forums, for national development policy planning and management. While PMATU was considered valuable complement to RGC's pool of skills for poverty analysis, it was recognized that these were individuals with no attachment to the RGC, and the process may have undermined capacities within the government.

As noted, two major activities, indicated in the PMA work plan but not undertaken, include CMDG costing and institutionalizing PMIS. The former was reportedly due to

inadequate supports from the RGC and some of the UN partners in the country¹⁵. The failure to implement the proposed PMIS design (see PMIS report noted in Table III.3) may be rooted in several undercurrents. First, general endorsement of CamInfo as the official UN data dissemination platform may have disassociated some of the UN agencies from supporting the idea of PMIS. Second, the problems of coordination in 2003 may have diverted attention from PMIS. Finally, UN endorsement of the NSS project design, which subsumed many of the elements of PMIS may have made a separate PMIS initiative redundant. The major failure of the PMA project however lies elsewhere: **While inputs were provided, and most activities undertaken and important parts of outcomes were achieved, yet perceived output (better functioning PMA system and strengthened capacity) did not materialize.** Thus objectives related to CSD-centric capacity development remained unrealized, even though PMA provided significant background materials and supported formulation of an NSDP that had greater poverty focus compared to past practices.

The limits to effective implementation of the PMA project and to subsequent realization of objectives were largely set by the project design. The earlier evaluation noted presence of ambiguity in the formulation of project aims, which were considered overly optimistic. More importantly, multiple layers of management and lack of adequate clarity in the assignment of responsibilities were some of the practical problems. In addition, the present evaluation team finds the following factors to have constrained the results from the PMA implementation:

- PMA attempted to introduce competitive induction of new people with potential under PMATU, but failed to integrate the structure with the more regular structure of MOP. One reason was the failure to involve the capable MOP staffs, reportedly due to non-cooperation of some departments driven by concerns of senior staffs to lose out. The other option of engaging competent MOP staffs directly within the existing (MOP) structure with adequate salary incentives was deemed to be outside the UN rules of engagements.
- PMA had perceived that local research capacity would be developed by including CDRI in the design, which did not however work since the latter engaged expatriate consultant when opportunities arose and had very low representation of local consultants.
- Backstopping services provided by IDEA could have contributed more if the local agencies, including CDRI and in-house GDoP staffs, had actively engaged.
- There is a general recognition that general subject matter trainings, not linked to tangible output, contributed little to capacity development. The PMATU staffs had learnt more effectively by engaging in output-targeted exercises (of technical nature), with supplementary classroom trainings to fill the knowledge gaps.

¹⁵ The study team was informed that UNFPA and UNICEF felt that they had already undertaken sufficient resource costing exercises in health and education respectively, and therefore, found an MDG costing unnecessary. Even if this be true, one would expect an exercise to recast those earlier works into a broader framework normally captured in MDG costing exercise. No such review came to the notice of the Evaluation Team.

- Both capacity development and effective capacity retention faltered of project failure to directly confront the problems arising from extremely low salary of government officials (see discussion later on % of staffs actively engaged in the service).
- It is important to recognize that the PMA design centered around CSD and the GSCSD. If CSD had emerged as a strong institution with political supports, PMA could have contributed more. That however did not happen. On the contrary, due to factors unrelated to PMA the CSD became non-functional by the end of 2003, jeopardizing the project life and achievements.
- When the project was designed, donor coordination was at its low and three different documents were expected out of the MOP by three different EDPs. Such competition had proved to be unhealthy, and had affected the design on deliverables. However, exercises, poverty indicators and reports undertaken by PMA helped in convergence of ideas; and subsequent improvement in donor coordination enabled PMA to contribute towards formulation of NSDP.
- Problems around GDoP-NIS collaboration did not surface prominently during the early years of PMA project. It is however understood that certain events around resource control had fuelled the relation between individuals that happen to correspond to these two agencies. It is the understanding of the evaluation team that the chances of establishing a PMAS under the PMA project would increase if there had been good working relation between GDoP and NIS, and if the idea was backed by an understanding by some UN agencies that PMAS would not substitute CamInfo.¹⁶ Failure to establish a PMAS with greater connectivity amongst RGC agencies led to the failure in acting on the demand side, which the project had considered at the design stage.
- It is generally recognized that shortfalls in capacity is no less prominent (vis-à-vis the RGC) at EDP ends, including that within UNDP. This has often led to reliance on external consultants, and the critical issue turned out to be appropriate choice of consultant rather than having the requisite technical capacity in-house. In the case of PMA implementation (as well as for NSS), the issue had been quite critical because often appropriate consultant could not be tied in – at times, allegedly, due to inadequate salary package¹⁷. In such scenarios, it was all the more important for the management to institutionalize in-house learning process. TPR was one important platform at the project level that did not sit for a year & half after December 2003, and was non-functional after the July 2005 meeting (4th TPR). Within the UNDP, changes in management had disrupted the process of engaging actively in a pro-active manner.¹⁸ One may however note that the management had responded positively to the RGC demand for a common document, and had compromised with the project activities to accommodate demands from other UN agencies.

¹⁶ Current initiative with SuperStar is envisaged to provide supports to CamInfo as well as a by-product.

¹⁷ This was noted by a consultant working in Cambodia for many years, but for other EDPs.

¹⁸ Interestingly, absence of regular learning process runs contrary to the notion of micro-management of a project. It is quite possible that such perceptions arose due to the procedures that were in place within the UNDP and the non-flexibility in the implementation of the procedures.

3.2 Capacity Development for NSS

3.2.1 NSS Implementation and Achievements

The NSS project is yet to complete a number of activities that tie together with activities undertaken by others, and therefore, it would be pre-matured to draw any firm conclusions on the project's success or failures.

Inputs from agencies: Early NIS inputs in the guise of several Bureaus (Legislative & Policy and Statistics Coordination) are found to have surfaced only temporarily in 2005 as outfits to satisfy project needs.¹⁹ More recently, NIS staffs have contributed to selection of sample for the PPI survey and had administered the questionnaires (SU capacity and PPI). NIS staffs had also organized the workshops on dissemination of Statistics Law.

The project implementation design foresees important roles to be played by the external consultants, particularly the *International Statistical Adviser*. Within the canvass defined by the erstwhile IMF Multi-Sectoral Adviser (who is currently supported by the Japanese Government), LT & ST Consultants from Statistics Sweden and Census related engagements by JICA and UNFPA consultants, the UNDP-appointed ISA tried to fill in the gaps. The idea of an IT infrastructure (both hardware & software) to support connectivity within NIS and between NIS and other line ministries owes its origin to the consultants from Statistics Sweden, which later got translated into an NIS IT plan. The NSS project effectively, under the sole guidance of the ISA, provided the finance to meet the shortfalls. Thus, SuperStar suite, a software with 3 years service license, has been procured under NSS, even though training on it is provided by Statistics Sweden under contract with Sida. The ISA has also engaged in limited training of NIS staffs on mapping (with ArcView) and using SuperStar, by analyzing commune data. It is however important to note that the progresses made in inputting various kinds of data into Microsoft SQL and then into SuperStar appeared to the evaluation team to be parts of on-going activities under the Statistics Sweden supports; and NSS project has only been able to assist the process with finance and the services of one ISA. The above applies in case of statistical governance as well. The actual work of drafting sub-decrees had been preformed by Mr. Zia Abbasi, NSS and its ISA have only supported the holding of meetings of SAC and SCC. Finally, the input to be provided by the legal consultants is

¹⁹ The agenda (laid out in the ProdDoc) was more in line with implementation of the draft Statistics Law, for which three new institutional setups (Bureaus) were mentioned in the ProDoc which did not exist in the regular NIS structure – Statistical Coordination Bureau (component # 1), Legislation and Policy Bureau (component # 2) and Database Management and Dissemination Service Bureau (component # 3). None of the three Bureaus are mentioned in the Law. Only recently, a proposal on organizational reform within NIS has been tabled to form three new departments: Analysis, IT and national accounts.

only marginal, training on preparing prosecution with a view to enforce non-compliance, and the inputs will be provided in sessions to commence in end September.

Reports/activities: There is very little tangible output that may be attributed to NSS project. Sub-decree involving formation and functioning of SAC and SCC done in January 2007, but cannot be attributed to NSS project. The software has been purchased and installed, but subsequent activities around it are not clearly linked with any of the NSS activities that were planned. Part of the reason is the uncertainty around the availability of the ISA beyond September, and partly because UNDP has been unknowingly supporting only bits & pieces of a broader agenda on which there is incomplete understanding.

Without putting it on record, NSS project had supported fine-tuning of the Statistical Yearbook (SYB), which got inputs from the UNDP-appointed ISA. The process of SYB compilation certainly helped in achieving greater ‘coordination & data collection from line ministries’, an activity reported in the work plan. The PPI survey for the first quarter of 2007 is reportedly complete with 70% of the sample responding²⁰, but no report has yet been prepared. The situation is rather bleak in the survey for second quarter - as of end August, only 20% of Phnom Penh respondents are reported to have returned the questionnaire. In a recent meeting of NIS management, Mr. Zia Abbasi suggested that the efforts to compile PPI should be confined to Phnom Penh enterprises only. As noted in the previous case, NSS project has only supported the activities with finance, and the UNDP-ISA was not responsible for its implementation. The same applies for the drafting of other sub-decrees, and for all the claims around NIS website management and entering new data into the system. The drafting of the sub-decrees on organisation and functioning of the national statistical system and on designated official statistics were carried out by NIS staff under the guidance of Mr. Abbasi while receiving incentives from the UNDP project.²¹

3.2.2 Assessment of NSS

Hints have been made that the NSS ProDoc and subsequent activities have been designed to fit into a broader agenda and therefore one may not be able to assess the achievements of the project in a partial manner. There are two sides to the problem: (i) any achievement observed in reality may not be attributed to NSS activities, which constitute a part of a bigger activity package; and (ii) it will be inappropriate to look at the NSS activities and project design in an isolated manner, and one needs to reflect on the broader agenda, which is rather difficult. Since all activities under NSS as well as under the broader

²⁰ It is understood that the questionnaires returned have inadequate information, and this is possibly one reason why meaningful estimates are difficult to be generated. One also hears of major omissions in earlier exercises on CPI, which got revealed only when others started to look into it. Thus, all claims by NIS and the consultants generating numerous statistics need to be taken with a grain of salt.

²¹ UNDP-ISA was however responsible for advocating diversion of funds from the statistical law dissemination into funding the PPI survey.

agenda have not been completed, it may be pre-mature to make any final assessment. Noting such limitation, the study team would like to record the following observations.

On NSS activities chosen: As noted before, the three broad sets of activities chosen since the activation of the project correspond to the various strategies/components in the ProDoc of 2003. Facilitating the sub-decree on designated official statistics is being pursued as a part of the general agenda, and UNDP consultant has very little to move the process ahead. This also happens to be one of the weak spots which may get increasingly exposed over time. While SAC and SCC have been formed and their meetings have been held – such meetings may turn into rituals with not much teeth and NIS may only be calling them when they have a need from the line ministries. Their sustainability however depend on defining the space for mutual gains, and part of it will depend on the sincerity NIS will have and the appreciation for the difficulties that the line ministries/agencies face in collecting sector-specific data. It will be wrong to assume that the line ministries behave any differently from the NIS. Two observations in this regard may be made:

- There seems to be a trend towards compromise between sharply defining the statistics required from the line ministries and the urge to quickly agree on a minimum set of – often vaguely defined – variables. Such terms as, ‘gender statistics’, ‘statistics on higher education’, or ‘land statistics’ will eventually compromise with the objectives. It is rather surprising that after all the achievements in sharpening the NSDP monitoring variables in the past, engagements with official statistics have rather been shallow. A second sort of compromise in quality and precision occurs when the events are taken over by an urge to get a law or a sub-decree in place, no matter what it finally achieves. An example is that of the literacy rate, reported to be demanded every three years in the draft. The study team was surprised to learn that the particular statistic was demanded from EMIS! And every three years! When the difficulty of getting it once every three years was raised, the consultant is suggests that having it in the law would enable EMIS to claim a share in the budget for undertaking the exercise! All these may sound to petty to engage in – yet, these are described here to suggest that it is important to intervene on these matters sooner rather than allowing the resource wastes to continue.
- Success of reaching to a meaningful sub-decree on designated official statistics and effectively connecting the sector ministries for a sustained NSS will depend, among other things, on who in the line ministry NIS is connecting with. In most instances, there are multiple players and the statistics at the sector level are segmented. Prior to consolidating these segments within each major sector, operating through a select group of members in SAC or SCC are more likely to be obsolete. The study team undertook several case studies – on MOH, MAFF, MOYES and MOI. Some of the information are summarized in Annexes VII and VIII. While health statistics are relatively more consolidated due to Health Metric Net, NIS will have ease in accessing and sharing data with MOH. In contrast, current member from MOI (in SCC), to our knowledge, is not representing DOLA; and NIS may be deprived of more formal links with the commune level data generated under NCDD. In summary, there is a need to question NIS’s

- ability to establish effective linkages with SUs in line ministries prior to initiating certain changes/reforms in the respective line ministries.
- Finally, drive towards interconnectedness appears to be driven by the ‘broader’ agenda – often at the cost of the quality and lacking any purpose.²² UNDP’s engagement in the NSS project derives rationale from their usefulness for poverty reduction and MDGs; and in the current setting, the latter initiatives center around NSDP and its monitoring. Quite unfortunately, NSS initiatives on connecting line ministries have failed to integrate GDoP and its engagement in the NSDP and APR.

The second area of NSS engagement is in the area of statistical governance drawing its strength from the enacted Law on Statistics. Driven by the ‘broader’ agenda, PPI was identified as the ground for action research on enforcing compliance to the Statistics law; and the NSS project therefore supported basic PPI surveys, dissemination of the Law on Statistics in all the provinces through NIS-organized training workshops, and the training of NIS staffs on prosecution matters to be provided by a legal consultant hired for the project. The study team recognizes that there are three segments of respondents (or, provider of statistics) that NIS has to engage with in collection of data: the line ministries, enterprises and households. Informal sharing across RGC agencies had been a common practice, even though this may run into difficulties in future. Thus, having a law is necessary. With regards to households, persuasion is the norm, prosecution is the most unlikely (and undesired) option. For enterprises, it is effective as long as it does not violate their rights on privacy, an essential ingredient for commercial success of these enterprises. In the latter case, appropriate line ministries (MIME, or MOC) are better positioned to collect enterprise-level data.²³ Without probing such options, and going ahead to deal with potential ‘non-compliance’ under an NIS-administered PPI survey is deemed unnecessary. Opening a legal bureau for the purpose, as was proposed in the NSS ProDoc is also considered an unwanted option for a professional statistical agency.²⁴ On the contrary, the initiatives around dealing with non-compliance may have been a costly detour – resources going into legal training and workshops are perceived to have diverted attentions of professional staffs to the wrong kind of activities (normally, associated with rent-seeking), and may have negatively affected the effort one normally makes to seek cooperation from the respondents. Progress with PPI surveys has generally been unsatisfactory; the report on 1st quarter of 2007 is yet to come on print, there are low

²² The team has been informed from reliable source that there are major errors with the past CPI data; and for the sake of continuity in the series, some of these errors may continue to be ignored!

²³ Articles 19 to 21 in the 2006 Law on Administration of Factory and Handicraft address the mandatory requirement of all factory owners to provide data and reports in accordance with the determination of the MIME, which will be considered as professional secrets of the factory and will not be publicly released unless there is permission from the factory owners. One may also note that the new law supersedes all other laws enacted prior to it! It is our guess that the Law on Statistics had possibly paved the way for sector level initiatives; and the success (if true) provides additional reason for taking Statistics Law into backstage.

²⁴ It is recognized that an agency may require legal advice and services in performing its job. Unless one anticipates a persistent engagement with litigations, an in-house bureau (which is more likely to turn into a liability with a set of permanent staffs without having the professional practice to remain competent) can hardly be rationalized.

responses from respondents, and the lead person in this exercise has suggested (to the NIS management team) to confine the future PPI surveys within Phnom Penh only. All these call for substantive rethinking on programs for training on prosecution.²⁵

The third major activity under the current NSS project, as reported in progress reports, revolve around the SuperStar, a software package that allows data warehousing, translating Microsoft SQL data to a database with user-friendly data query interface, and supports a platform that provides multiple users to access various kinds of data and generate a broad set of statistics through intranet as well as through internet. With supports from Statistics Sweden (Sida consultant), NIS already had a warehousing facility based on Microsoft SQL. Thus, at the technical level, the SuperStar Suite adds value in the area of speeding up the communication & processing, and because of the wide set of user-friendly options it provides. The investment on SuperStar may therefore be considered worth if one is able to demonstrate that the users (particularly, the important line ministries generating departmental data) engage to exchange through the network provided and supported by SuperStar.²⁶

The emphasis on ‘demand’ and on users of statistics (who also happen to be providers of departmental statistics) is important. This is in line with UNDP’s PMA design, and is acknowledged in the NSS design. However, projects at the behest of one set of providers are likely to be biased at implementation stage. Currently, the charm with a new package lies in the good feeling of being the very first to do a thing – such as, the first country in the region to try out SuperStar. While such feelings contribute positively towards bringing about changes, there is a need to go beyond perceiving line ministries as passive providers of data to the NIS and thereby use the IT setup to facilitate one-way data flow. The evaluation team shares the views expressed by the UNDP adviser that a win-win situation has to be created between the line ministries and NIS; and till the time of this evaluation, no clear road map had been drawn. One part of it is to ensure functioning of the IT infrastructure that connects server located at NIS with all users in real time. It is apprehended that even this target may fail if additional UNDP supports are not provided, which does raise concerns on the motives! The evaluation team feels that the apprehension is generally correct, particularly when connectivity is sought with line ministries and not confined to intra-NIS communication. The connectivity in itself (with supports through improved telephone line or broadband and a new website) is unlikely to create a win-win situation. In order to effectively arouse interest in sharing of departmental statistics, much more need to be done at the ministry levels, and there is room for new forms of engagements within the scope of NSS.

²⁵ Interestingly, both the senior management and the responsible long term adviser are quite convinced that the law has a role to play as a ‘stick’ to punish the non-complying ones. The same view is not however shared by senior officials in other line agencies of the RGC and the field staffs within the MOP. The latter are however keen on getting more trainings, no matter in what name these come!

²⁶ One ought to acknowledge that Microsoft SQL can also provide supports to exchanges of data through internet although that there are some specialist statistical procedures and protections not available through this route. Barring such limitations, NIS may have little urge to push forward the case of SuperStar beyond NIS unless adequate incentives are provided to reflect higher priority to involvements of the line ministries.

Finally, training has been an important activity under most components of NSS, and therefore, deserves some observations. Since the latter also relates to general incentives of government officials and their implications for the quality of statistics generated by NIS, few additional observations are in order. Within the scope of annual work plan of NSS, three sets of trainings/dissemination workshops were administered by NIS; provincial workshops on statistics law, workshop on non-compliance targeting the entrepreneurs (enterprises targeted under PPI survey), and in-house training on analysis. The experience shared by various people and information shared by departmental representatives suggest that trainings often failed to mobilize the right kind of people. For example, the Phnom Penh workshop on compliance could mobilize only 6 business representatives, who constituted less than 10 percent of all participants! The study team also came to know that heads of departments of some important sectors at provincial levels had not heard of the Law on Statistics prior to their meeting with the team members, and that they were not aware of the workshop organized by NIS. Thus, the purposes of holding the trainings seem to have not been served by the way these were organized. Ill-conceived purposes often provide leeway for wrong-doing with trainings, and this is considered to hold some ground in both instances.

3.3 Lessons from Implementing PMA and NSS projects²⁷

The canvass covered under the current evaluation/assessment study has been quite large – there are two projects whose activity spaces often extended beyond the perimeters defined in the ProDocs; and partly because the team wanted to address issues pertaining to future engagements within the emerging practices with program-based approach (PBA). Lessons drawn from the design and history of the projects and their implementations are therefore quite varied, not all of which can be discussed at length in this report. Separately issues had been raised with each of the four sets of stakeholders – GDoP, NIS, EDP-TWG-PPR, and the UNDP.²⁸ Only some of the critical ones are discussed below.

3.3.1 Choice of a Focal Point and Partnership

Choice of implementing agency, or organization through which project money will be disbursed, has always been a critical area of concern. Management's ability to deliver, relative proximity to power for reasons of effectiveness, and relevance of the organization's functional space are amongst the important considerations that often underlie choice of the focal organization. With changing political settings in Cambodia, relative standings of the organizations on these and other counts have often changed and

²⁷ It is always tricky to draw lessons when there are multiple stakeholders with different objectives. While the discussion is pitched at a general level and these apply to all partners, the lessons are meant for the sponsoring agency, UNDP. We assume that UNDP would like to partner in the development initiatives of the RGC within the UNDAF mandates; and would like to choose areas of engagement within a sector or line agency where it perceives higher development potentials – improve human development and reduce poverty.

²⁸ These are separately available in ppt files presented during the de-briefing/consultative meetings.

were difficult to anticipate. The experience with PMA suggests that there is high risk in making a newly formed organization (such as, CSD) the focal point for a project and capacity development. The risk needs to be weighed against perceived return at the stage of project formulation. On an *a priori* basis, one would recommend adopting a ‘go slow’ approach – that is, initially engage in smaller commitments and not in large amounts - when the focal agency is yet to set a permanent footing. In the current scenario, SNEC, CDC and new bureaus and departments in an agency are likely candidates for such scrutiny.

3.3.2 *Inadequate salary and distorted institutional practices*

Everyone recognizes that the salary is absurdly low in government offices and individual merits (or, potential functional contributions) are not always positively associated with seniority. Keeping a blind eye to this fundamental distortion in the institutional space have adversely influenced project designs and implementations, and the alternatives sought (through unwritten/implicit contracts) to ensure inputs, output delivery and for establishing the semblance of ‘ownership’, had too often led to further distortions in the system. Some such distortions are noted below:

- Training is often considered by management as a way of distributing benefits to a wider group of people. Thus, potential use of training for capacity development is jeopardized.
- Because of salary incentives and implicit benefits from a project are important, one finds activities to be organized around project groups, and participation in such groups (projects) cut across departments within an organization. This is alleged to adversely affect regular functioning of departments. Moreover, staffs are functionally active only when there are formal attachments with projects (or, such other incentives as PMG), and the distributions are generally biased towards the upper tiers of the hierarchy obstructing access to the younger staffs.²⁹
- Management is deemed ‘efficient’ when they are able to maintain internal harmony through project management and allocation of benefits across various segments within an organization, and is able to facilitate the functioning of consultants who take responsibility to deliver outputs. This leads to an alliance between the management and the long term consultants. Presence of LT consultants taking responsibility of output delivery marginalizes ownership and accountability of host institution, discourages intra-institution competition and provides ground for rent-seeking.³⁰
- Low salaries and lack of motivation amongst NIS staffs, along with rent seeking associated with project-based census or survey activities are deemed by many to

²⁹ This bias towards upper tiers of the NIS staff for engagement in projects and/or training creates a situation where a few middle-ranking staff gets overcommitted while often opportunities for younger staff are not fully utilized. This may also be related to the centralisation of decision-making on who may be attached to projects or nominated for training. In this situation younger and newer staffs are less likely to be known to senior NIS management, and therefore unlikely to be selected for such opportunities.

³⁰ The study team was told that new forms of salary increase (as under the MBPI) were not necessary for NIS, and the management was comfortable under the current arrangements with project-based supports and the PMG.

be the main cause of poor quality of data collected.³¹ Ignoring the cause often leads to errors in identification, and thereby, to wrong prescriptions. For example, non-responses, termed now as non-compliances, are identified and training and legal actions to ensure compliance are now pleaded for. Such interventions again strengthen rent-seeking practices.

3.3.3 Demand fewer output and avoid imposing new structure

Imposing new structures from outside, such as, PMATU in case of PMA and two bureaus in case of NSS, generally failed to develop in-house capacity. If in-house staffs could be mobilized under PMATU in competitive manner, some of the gains in individual-specific capacity development could have been retained in-house. In case of NSS, the structure involved in-house staffs, but the latter were temporary outfits put up to satisfy project needs with no added value. It is desirable not to introduce new structure and new designations around projects. Where a new structure is deemed essential, attempts need to be made to include in-house staffs in competitive manner. Moreover, it is desirable to enforce accountability through existing management structure instead of creating new ones.

While imposing new structure from outside is undesirable, supporting all forms of organizational proliferations may not also be desirable. Recent initiative to form IT, National Accounts and Analysis departments is an example of the latter. The first two are essential inclusions which central statistical agencies in many other countries have; and are necessary for an effective NSS. However, a more substantive philosophical and organizational policy debate has to be resolved at national political level before the EDPs choose to commit their supports to the idea of an Analysis department. Ideally, each department engaged in professional/statistical activities within NIS ought to have the capability to undertake statistical analyses; and no separate department to do the exercises is called for. If there is a severe lack of capacity, temporary arrangement may be sought by having an inter-departmental group with the right kind of people in it.

Often new agendas emerge at global (HQ) levels calling for new output and deadlines for their submission. In the past, such trends (around PRS, MDGs and SEDP) had created tensions amongst EDPs and burdened limited local capacity with excessive engagement of external consultants. While such engagements allowed sharpening of ideas around MDGs and poverty, subsequent donor coordination had helped in avoiding wastage. Given the experience, the country offices need to find ways to coordinate amongst themselves in translating and integrating individual HQ concerns on outputs within the proven stream of outputs from the national agencies, or else, agree to compete amongst themselves with differences.

It is possibly time to rethink the broader strategy on ways to push forward the poverty and MDG agendas. While there is a need to introduce and sustain greater poverty and MDG focus in planning (which has only partly been realized through NSDP), there is no

³¹ NIS recognizes that there are doubts amongst the user groups about the quality of the data.

need to replace a national plan by a poverty reduction strategy, or a separate annual MDGR. Similarly, poverty and MDG related statistics have largely been defined and included in the collection and compilation by the national statistical system, and the focus has to be sustained. A separate PMIS is therefore not necessary.

3.3.4 Capacity Development and Capacity Retention

Capacity development as well as capacity retention at the organizational level had largely failed, even though individual capacities benefited at the expense of the project.

- Training has generally failed to develop human capacity, except when these were linked to specific output deliveries (as in the case of PMATU, and possibly, if the SuperStar can be put into meaningful operation).
- That revealed demand is not always the appropriate criterion for project selection is explicit in the current NIS demand for more training on statistics law at national and provincial levels.
- Local capacity development may not always be ensured by engaging local research institution. Of the several pre-conditions, the critical one to ensure is exclusion of engaging external consultant by availing such route. The latter has often better substitutes.
- There are other routes, such as engaging with universities, for building individual capacity – which could be more effective than the supporting a PMATU with temporary staffs.
- Capacity development and retention cannot be addressed by-passing the issues raised while discussing above the implications of low salary and institutional distortions.

Discussion on capacity had largely confined to those in RGC and in the civil society in Cambodia, with no or little focus on the in-house capacity within UNDP and other EDPs. Persistent of dependence is generally reflective of not only lack of in-house capacity in RGC, but also a relative shortage of capacity (compared to the volume and nature of undertakings) within UNDP and other EDPs. While it is understandable that all resources cannot be maintained in-house, the PMA and NSS experiences suggest that there had to be more pro-active engagements from the UNDP side, particularly on the broad principles that justify one or the other action. The practice had moved between two extremes – sticking to a ProDoc (with occasional interventions & changes necessitated by demands from global agendas) and an annual work plan prepared by the consultant with inputs from host agency. It appears that there are potential areas of critical engagement to make aid more effective; and this may be done effectively, if a learning process is instituted within UNDP and amongst UN agencies, selected and pre-mediated engagements with other EDPs in appropriate platforms, and by regularly engaging with a select group of local academia, researchers and business.³²

³² In addition, there is a need for supports from regional centers and headquarters – not in replicating standard packages, but on general ways to promote critical thinking and engagements with other segments in the canvass.

3.3.5 Coordination needed among EDPs – with reduced reliance on consultants

At three broad levels, the issue of coordination among EDPs surfaced: global, country and at the level of organization or sector where multiple EDPs extend their supports. The experience with the PMA project implementation indicates that, (i) increasing coordination among EDPs at the global level reduced wastage around multiple outputs; and (ii) often, lack of direct cooperation between EDPs at the country level and reliance on consultants to communicate and coordinate may cause disruptions in country-level coordination. In case of NSS implementation, one finds high degree of coordination amongst consultants of various EDPs at the organization level, with lack of such coordination at the EDP level. What is perceived as a NIS agenda is largely designed by consultants pursuing IMF's GDSS about which other EDPs working in the area of planning and poverty reduction appear to be less familiar with. The case of NSS seems to be an extreme example where unwittingly donor coordination (with one agency having a dominant influence) took place since the same consultant worked at both ends – NIS as well as in designing the ProDoc for UNDP. It is gathered that presence of such individuals have apparently strengthened NIS's ability to articulate demands, and consultants hired by other EDPs (including that of UNDP for NSS), but may have distanced it from other EDPs.³³ Inadequate understanding of the agendas being pursued by these actors (consultants in NIS) may lead to wasteful engagements by other segments within the EDPs. The study team feels that the long term consultants have strong influences on shaping the course of events around EDP engagements with NIS, and they should be heard directly, and not via other consultants.³⁴ It is quite possible that perspectives on various issues are not commonly shared across all EDPs, and these need to be openly discussed in EDP forums in order to avoid divisive impact on limited RGC capacity.

3.3.6 Contextualizing Planning and Statistics

Design of projects/programs and their implementations depend significantly on the roles perceived of a sector or a line agency; and projects with MOP are prime examples. Planning had once been a powerful agency within the government before the 1990's, and the legacy possibly continued in spite of reduced capacity and it being marginalized in the power structure. PMA had recognized the absence of capacity, but had implicitly assumed prominence of planning, particularly social sector planning to be coordinated by the GSCSD. Within such perspective, statistics were meant to play supportive roles, which got partly reflected in the early PMA design. By the time a PMAS was proposed in 2003, producers of statistics (NIS with an envisaged network through the functioning of

³³ The team finds the Sida consultants to have important influence as well, but their work are not fully understood by other members of the TWG-PPR.

³⁴ The proposal is easily said than done. The fact remains that many resource persons engage as consultants, and gradually make their way into the ranks of EDP bureaucracy. In other instances, erstwhile staffs of EDPs may engage in the consultancy. The critical element is to engage in reaching broad-based consensus on important issues across all development practitioners – within EDPs, RGC and amongst those who regularly work for them.

SAC and SCC) and users of statistics (GSCSD linked to GDoP and coordinating separately with the social sector ministries) were given equal status with cooperation at different tiers. The design had rightly recognized the need to engage stakeholders on both sides – supply and demand, that corresponded to two important agencies within the MOP, NIS and GDoP. The NSS project and the broad agenda it fed into made a departure – putting NIS at the helm of all statistics (with the Law on Statistics) and finding a rationale in its separation/independence from the MOP on the ground that only a part of the statistics they collect relate to NSDP or a national plan! Over the years, the aforementioned trend, supported by the EDPs, had made NIS ‘financially more independent’ – implying less dependent on budgetary resources made available through MOP.³⁵ It has not however led to enhanced capacity of significance, nor is the NIS data more transparent because of this so called independence. The broad lesson one gets from the changing institutional perspective is an age-old saying: *independence cannot be bestowed from outside, it has to be earned.*

One would not quibble with the idea of having activities on statistical collections, compilations and analyses independent of any political biases, and of providing wider access to data and greater transparency in the statistics provided by NIS. While institutional independence (separate existence) backed by financial independence increase the likelihood of achieving these objectives, such ‘independence’ is neither necessary nor sufficient in ensuring independence and transparency in generation and analyses of data.

While, empowered by financial supports for census and several surveys in the coming years, NIS feels more strongly the need to make ‘statistics independent of planning’ (and ‘NIS independent of Planning’), PMA supports had facilitated engagements between GDoP, MEF, SNEC and CDC on APR and PIP. In spite of their technical weaknesses, the latter exercises indicate that improved policymaking within RGC will demand more concrete data/statistics – from NIS as well as from various departments and line ministries. In such a setting, NIS will need to engage in statistical activities to support policymaking in general, and NSDP (& NSDP monitoring) in particular.

A final observation/lesson relates to a significant prevalence of sector level planning and statistics. In ministries, such as MOH, where it is strong, planning and statistics are intertwined. Where the latter does not hold, there is generally weakness in both, leading to sustenance of segmented planning & statistics within the sector (such as MAFF). The positive synergies of the two are observed in sectors (such as, health) where the EDPs have been more aggressive with supports from global programs. Such synergies are yet to be harnessed in other sectors/line ministries, and more specifically, at the national level that involves NIS, GDoP, MEF and others.

³⁵ Some of the key NSS activities, such as those around SAC and SCC, countering non-compliance and NIS-centric connectivity with complete ambivalence towards GDoP, had clearly helped in upholding the latter trend.

Section 4 Planning & Statistics: Priorities and EDP Engagements

4.1 Planning and Statistics – assessing the canvass

Discussion on planning and statistics has often centered on the functions and deliverables of two agencies within the MOP, namely, GDoP and NIS. The reality however is quite different with each sector/line ministry having its own planning and statistics department, not necessarily at the right location in the hierarchy. With its role marginalized (compared to the 1980's and before), it now supports the people in operations in most instances. If one considers the number of statistics used for research and planning (and not the size of coverage of sampling units), line ministries and departments together have a larger share than NIS in total production of these statistics. The same applies to planning, where each of the sector ministries engage in annual and medium term planning, including resource needs/budgets. Moreover, MEF is an important player in it since a planning is effective only if it is tagged to resource allocation, and the latter is in the domain of MEF.

Case studies undertaken for the present exercise reveal wide variations across the line ministries. MOH appears to be most organized in planning and information compilations and one can hardly complain about the location of the respective department in the organization structure (see Annex VIII). Of the four looked into, MOEYS is the next, largely due to the interest on education statistics by EDPs. Interestingly, however, the importance of planning and statistics within the total setting of the ministry remains marginalized (see Annex VIII).³⁶ Compared to the others, MAFF appears to be the weakest, where much of the data collected remain at project levels, and compilations from district sources lack credibility.

Beside the national and sector levels, there is a third level where planning & statistics are addressed in present day Cambodia – at sub-national levels. One may consider the province to be the apex of the planning on investments as well as on programs coordinated through monthly meeting of the inter-departmental coordination committee. Current linkages between the three tiers are described in case of education statistics (Annex Figures VIII.5 & VIII.6) and health statistics (Annex Figures VIII.8 & VIII.9).

Statistics at sub-national levels, including some of the departmental statistics, depend quite heavily on the commune data, whose compilations started with the Seila project, and was later taken over by NCDD project under DOLA-MOI.³⁷ Many provincial departments draw upon the commune data for reporting to the respective ministries as

³⁶ We were told of a proposal to elevate the standing of the Department of Planning & Statistics, which may not be forthcoming given the politics around 'numbers' arising from MOEYS involvement in resource transfers through schools.

³⁷ We were surprised to learn that DOLA is not represented in SCC. It is reported that a new planning & information department has been established in the Police Department, which may be representing the MOI in the SCC.

well as for provincial level engagements. Moreover, the provincial investment plans depend significantly on the commune level data.³⁸

While most people recognize the importance of sector/line ministries and sub-national agencies in the fields of both statistics and planning, there are two distinct trends one observes in how the consolidation and/or coordination should be pursued. At one extreme, is a pluralist approach of independent strengthening of sector and sub-national level planning & statistics, with national agencies, such as, NIS and GDoP, playing the role of engaging at national level exercises and guiding the sector and sub-national agencies on professional matters. Thus, interconnectedness between these agencies and the line ministries (and the provincial administration) are perceived to be both-way traffics of mutual dependence, and not one of hierarchical and dominance. In such an arrangement, for example, sector ministries are responsible for collection and compilation of departmental data as well as for preparing sector-specific plans and budgets. However their coverage of issues and statistics ought to address demands placed by GDoP, MEF and others; and the quality of statistics (including definitions) may need to be ensured with professional guidance from NIS. In such a scenario, NIS engages in census and surveys at national levels³⁹

At the other extreme is a belief that statistics should ideally be de-linked from planning in order to reduce potential biases and ensuring greater transparency. The proponents of this view are not quite clear on the nature of such de-linkage at sector and sub-national levels. There is however a NIS-centric approach that is lot more legalistic with regards to all spheres in statistics – definition, collection, compilation and dissemination. This trend in thought has been active at NIS level and has been instrumental in the enactment of the Law on Statistics, as well as the sub-decrees that go with it. While sub-decrees on formation of SAC and SCC are viewed important by the first group as well, there is a tendency to use these agencies as instruments for extending NIS control over departmental statistics, which may bear little fruit, and the opportunity to build partnership may be lost once the financial supports to census and surveys run out in future.

One may only be speculative about the future. Based on consultations and deeper probing, the following observations are made which remain tentative:

1. Till next general election (July 2008), *status quo* will be maintained, even though preparations for separating NIS may continue. It is also quite possible that a Minister of Planning, with a strong voice in power, will disapprove of NIS's moving out of the control of MOP. The ideal scenario of self-earned independence is highly unlikely. A more likely scenario is one that takes NIS out of MOP to a more powerful setup within the RGC, say, under the PMO.

³⁸ One may note that information compilation using the communes has been the traditional route, which may have biases because of using such information for resource allocation. In stead of addressing these problems and finding ways to rectify the biases, there has been a trend towards increased reliance on costly census and surveys, whose reliabilities are often questioned as well.

³⁹ Often questions are raised as to whether a line ministry should have the authority to engage in surveys and if NIS should be the sole authority to undertake all surveys of a minimum size.

2. The alternative scenario of close cooperation between planning and statistics has some space to be tried out till the election, and depending on the supports it gets and the success of these co-operations, a fruitful marriage between planning and statistics is a possibility. Current configurations do not lend much hope on this scenario, even though active engagements on the issues within EDPs, RGC and the relevant segments in the civil society may influence the future course.
3. MOH will possibly further consolidate departmental statistics and align these with the requirements of the global programs, wherefrom large financial supports are anticipated in the coming years. All these are expected to set in motion two contrary trends – (i) higher demand of statistics from NIS (whether collected or compiled by NIS) and an enhanced in-house ability to engage with NIS meaningfully; and (ii) greater resistance to any attempt to undermine the sector-level independence in planning and information generation.
4. Increased supports to developing sector-level strategies will call for greater linkages between planning and statistics at sector levels – but this will possibly happen in a limited number of sectors. A greater cooperation between GDoP and NIS would possibly strengthen their ability to engage with the sectors meaningfully, especially, in supporting the weaker line ministries to design and compile departmental and other sector-level data.⁴⁰
5. It is anticipated that unless there is a major shift (and change of heart), empowered by the Law on Statistics, NIS will prefer to go alone to engage with the line ministries, and use the platforms of SAC and SCC to connect. Unless the other side is proactive, which partly depends on resource flows into those sectors and the demand placed on statistics for sector level planning/formulation of strategies, fulfillment of one-way demand is unlikely to be sustained. Moves with sub-decrees on designated official statistics is likely to face one of the following fates: (i) a fast enactment without resolving many of the issues and vagueness around variables/statistics and requirements on delivery, where commitments will be made to be violated;⁴¹ and (ii) engaging in fine-tuning those issues will fizzle out the initiatives in the absence of a driver.

4.2 RGC perspectives and the MOP Strategic Plan

Quite recently, the MOP strategic plan has been tabled. It was preceded by retreats, separately undertaken by GDoP and NIS, during December 2006. Priorities set by RGC and the planned activities of the MOP (NIS & GDoP) are therefore expected to be

⁴⁰ It needs mentioning that often we wrongly identify certain data as ‘departmental’ data just because these are provided by the line ministries, not because these are compilations of intra-departmental reporting on operations. For example, school enrolment figures obtained from reports of schools to departments are departmental data. But, the guesstimates on allocation of land to individual crops reported by the district officers under the MAFF cannot be considered departmental data.

⁴¹ The team came to know of a requirement on providing literacy rates once every three years, and from the EMIS! Since departmental data does not provide the inputs to generate literacy rates, it was pointed out that surveys will have to be administered and therefore a commitment of delivering it once every three years is too much to expect. The issue had been skipped by proposing (from NIS/consultants) that having it in the law would allow EMIS to argue for a survey and additional budget to support such surveys!

included in the MPSP. It however is an open secret that drafting of MPSP was initiated by GDoP, and NIS's agenda was later appended to it. The latter still considers the Law on Statistics and SMP as the key documents that will guide their actions in the coming years.⁴² Noting this institutional complicity, rest of this sub-section discusses the activities planned/proposed by each of the two key agencies within MOP, and highlights on some of the key developments at sector levels.

4.2.1 Perspectives of GDoP

The GDoP mandates, described in Sub-decree # 55, may be described in terms of the following three activities:

- Guide and manage socioeconomic development planning in coordination with relevant ministries and institutions and sub-national authorities;
- Work with NIS and others to analyze NSDP-related socioeconomic, macroeconomic and policy issues; and
- Monitor and evaluate NSDP implementation and outcomes in order to make policy recommendations.

The GDoP has been responsible for the NSDP preparation and its monitoring. The initiatives around APR and PIP before the CDCF 2007 put them on board and in league with other active players within the RGC, notably MEF, SNEC and CDRP-CDC. GDoP had been the lead agency in preparing the MPSP, and with lot more ownership than observed in the past. All the five objectives listed in the MPSP (under GDoP) related to NSDP, with the first four having exclusive focus on it (see Annex IX). In spite of the claim on ownership, identifying all objectives as NSDP-centric runs the risk of being tarnished as either donor-driven or tactically motivated to attract donor-supports. In either case, GDoP has now a clear plan on board, which however requires to be put into operational terms with more precise time lines for the various activities and the size and potential sources of resources required to undertake the activities.

One would also expect the MPSP to reflect on the various concerns that the GDoP retreat in December 2006 had raised while drawing up work plan for 2007 set some of the priorities of the GDoP-MOP. With regards to implementation of NSDP/CMDGs (second component), the Group explicitly recognized that⁴³,

- delivery of sub-national data and production of survey results were slow;
- there is limited capacity for data reporting and analysis in most line ministries;
- high turnover amongst staffs in planning and statistics departments in line ministries;

⁴² In writing this report, we have often encountered the problem with consistent referencing. Strictly speaking, MOP encompasses GDoP and NIS. In recent documents, from segments within the government as well as within EDPs, one finds GDoP being associated with MOP or 'Planning', while NIS is mentioned as almost an independent entity with no association with MOP!

⁴³ The Retreat addressed three components. The first dealt with increased awareness of NSDP/CMDG, the purpose of which is unclear. The last dealt with Cambodia's graduation to a middle-income status by 2020 and the Brussels Programme of Action, which is not discussed here. Highlights under the second component leave out the discussion around PIP.

- Sub-national representations are made through line ministries, and there is no direct contact with the MOP;
- Unsatisfactory coordination with various line agencies.

If one takes these to be real concerns, there is a need to address these in future undertakings, and make provisions so that these sorts of issues do not come in the way of effective engagements with NSDP or any other undertaking in the coming years.

Current supports received by GDoP are in three areas: (i) limited engagements in ID Poor project of GTZ; (ii) PIP-centered activities with salary supports coming through PMG, and (iii) capacity building in population & demographic statistics, as well as in local governance. With the PMA closed, UNFPA happens to be the major source of supports to GDoP, and has been supporting the third activity (see Annex VII). GDoP has an obligation to undertake the mid-term NSDP review which may substitute next year's APR; and as yet, no firm commitment to support the review has been revealed. Of the intentions revealed by GDoP in the MPSP, some of the other notable ones include, PIP-NSDP-MTEF linkage, nutrition investment plan, develop social transfer programs, collaborate with other agencies to undertake analytical works, and preparation of NSDP II as well as other reports that RGC is committed to. Other than on-going supports from UNFPA, the DFID-WB supports for NSDP II preparation and (yet to be confirmed) limited UNDP supports under Tracking 2010, there is not much supports to GDoP in the pipeline. The TWG PPR EDPs Meeting on 7 August 2007 had discussed the "Next steps towards Joint Support to a Programme Based Approach (PBA) for PPR", where one of the first steps perceived is to support drafting of MPSP operational plan (2 year rolling implementation plan). In this context, one may note that with general supports from one LT Adviser (CIM/Germany), and partly because of the emerging fund constraint, GDoP management is more open to changes and new ideas, including that of introducing merit-based competitive environment – a proposal is reportedly under preparation for possible MBPI/PFM supports.

4.2.2 Perspectives of NIS

NIS no more considers Sub-Decree 55 (Articles 11 to 15) as the legal basis in defining its mandates.⁴⁴ Instead, the Statistics Law enacted in 2005 (esp. Article 11 and Chapters IV to VI), which supersedes all previous decrees, is considered the key document defining the NIS mandates and functions⁴⁵. In addition, the Statistical Master Plan (SMP) is the strategic document setting out the vision and goals for the National Statistical System for 2008-2015. The latest revision of SMP in May 2007 outlines the activities that NIS intends to undertake in the coming years. Even though NIS is represented in the MPSP

⁴⁴ Sub-decree 55 defined the mandates, organization structure and functions/responsibilities of the various organs in MOP, including the NIS.

⁴⁵ Article 1 in the Law on Statistics states: "NIS, under the MOP, shall be responsible for making official statistical policies in establishing an integrated NSS, encompassing all designated official statistics and statistical organizational units within ministries and institutions." The law also authorizes NIS to establish coordination in activities of statistical development, and national statistical standards.

(July 2007), NIS management hardly owns the document and the association with GDoP. The MPSP notes the following:

“The mission of the NIS is to coordinate, collect, compile, analyze and disseminate high quality and objective official statistics to assist informed decision-making, debate and discussion within the Royal Government, provincial and commune governments, business and the media, as well as the wider Cambodian and international community.”

The NIS management has proved to be capable of negotiating contracts with EDPs and creating an environment to meet the latter’s current demand for data generation. There are quite a few projects on capacity development, Sida-supported annual SES till 2008-09, Population Census 2008 whose compilations & processing may continue till 2010-11, and an establishment survey (with JICA supports) in around 2011-12, all of which will keep many in NIS busy till 2012-13. If financial supports for LFS and an agriculture census can be negotiated, NIS will find itself in a comfortable position, and there will be little demand for other activities over next five years.

In undertaking all the above-mentioned activities, NIS continues to depend on long term external consultants.⁴⁶ Capacity retention, development and capacity utilization are not found to be commensurate with the inflow of resources (see Annex V). NIS management however is quite comfortable with the current arrangements of project-based salary incentives and PMG; and there is no urge for moving towards an MBPI regime. That NSS is much more than poverty or NSDP related statistics is often emphasized; and, even though less keen, participation in mid-term NSDP review is perceived on publicity ground. Current emphasis is more on getting endorsement on organizational reforms, involving proliferation of departments (with three new ones), which does not touch upon institutional reforms to put in place merit-based remunerations and retention & development of capacity.

The last retreat of NIS staffs in December 2006 made following observations with regards to current state:

- There is unmet demand and analyses of the data remain incomplete;
- Others (such as, NGOs) doubt quality of NIS data;
- line ministries are not fully sharing data;
- International consultants do the analyses and their knowledge is not transferred;
- Weak sub-national NIS; and
- Unsatisfactory coordination among relevant agencies.

With regards to demand, there are mixed assessments. What are currently produced and made available to the public, there is rather limited demand, mostly confined to outside universities, consultants working on Cambodia and a negligible number of local academia. There is however a contention that this will increase with improved analysis, narrowly defined in terms of statistical analyses and their appropriate presentations. Interestingly, there is a clear recognition regarding sharing of data from line ministries.

⁴⁶ In a meeting of the NIS management in September 2007, it was observed that the external consultants dominated all discussions of substance, and there was very little participation other than brief reporting of descriptive nature.

As noted before, there are two positions on the subject: using the law as a stick to make agencies cooperate, and create a win-win situation so that others cooperate willingly. It appears that the management needs to think through on the matter more objectively without being blinded by temporary financial empowerment. Finally, there is not yet a clear road map as to how current dependence on international consultants may be reduced and how the ‘institutional reform’ with appropriate incentive structure (and not, proliferation of departments) may be rightly formulated to facilitate the transition.⁴⁷

4.3 EDP engagements in Planning and Statistics

Annex VI lists all EDP supports to the MOP, separately for NIS and GDoP; and the key features were discussed in the previous sub-section. The Evaluation Team chose three line ministries for case studies: MOH, MOEYS and MOAFF. Current supports to three of these ministries in the areas of planning and statistics are summarized in Annex VII, and some of the highlights are outlined below.

MOH is most advanced amongst all line ministries in consolidating health related statistics under HIMS. The global network, such as the health metric net, has moved towards more standardized definition of health statistics and the methods of their collection/compilation. The sector will get a further boost once the International Health Partnership (IHP), with supports from the Gates Foundation, get into operation. Cambodia is amongst the first set of countries to benefit from the IHP program, and having a comprehensive vital registration system in place is mandatory. MOH is independently considering installation of its own data warehousing and networking. While in one of the Health sector TWG, they invite representatives from MOI and NIS, MOH remains a unique case of moving ahead on its own with donor supports. And all these have been possible due to massive EDP supports to the sector (see Table VII.3 in Annex VII). The descriptions of projects clearly indicate significant inclusion of both planning and statistics in many of these projects/programs. The dynamics in sector-level EDP engagements call for greater coordination between TWGs on the EDP side, as well as on the RGC side, which unfortunately, is yet to be forthcoming.

To a large extent, sector-level coordination amongst EDPs is also observed in education. However, the trend in education seems to be increasingly towards segmentation in the areas of planning and statistics. EMIS had long been considered as the primary source of education related data. We understand that this is changing and the sources of education statistics are increasingly getting segmented. First, with the introduction of a new program to support (resource transfer) schools in accordance with enrollments, the school authorities in liaison with the Directorate prefer to report enrollment figures which vary from those of EMIS. Second, EMIS is only an office under the Department of Planning & Statistics, which again is under the Directorate of Education; and non-cooperation is on increase to share statistics, particularly from the Directorate of Higher Education and the

⁴⁷ MOP has a Planning & Statistics Training Center, administratively under the Director of Personnel, and mandated to develop in-house capacity. We understand that NIS management is not keen on reactivating it. Instead, there is a demand for a separate training center within NIS.

Directorate of Non-Formal Education. To our knowledge, only EMIS is represented in the SCC. One may associate this trend with increasing move towards using resource transfers as instruments for promoting education. It is understood that UNCIEF and others who have invested for so long in developing an information system in education will be facing increasing pressure from the emerging tensions, on which there is need for greater coordination among the EDPs.

MOAFF is at the other end of MOH. Statistics collected or compiled by the Department of Planning & Statistics of this ministry is rather scanty. While acreage and production estimates based on crop cut method was introduced in an earlier project, they face financial difficulties. The statistics compiled from reports of district offices are less reliable. Micro level data are however collected under on-going projects in the project areas and these are not always available with the Department.

Section 5 Way Forward

5.1 Summary on Present Situation

The experiences in planning and statistics suggest that EDPs are the most active players on both supply and demand sides of services called statistics and planning. Therefore, much of the anomalies observed in the delivery of these services are rooted in segmented/different perspectives that different segments of EDPs have; and the solution is primarily in their hands. On the planning side, experiences during the preparation of last APR suggest that more active engagements between several key RGC agencies, including GDoP and MEF, will lead to more effective formulation of national plan and induce its ownership. Improved inter-connectedness between these agencies will enhance the quality of output, enhance RGC capacity to develop and coordinate multi-sectoral plans, and enable GDoP to demand right kind of statistics from the line ministries and NIS. Such cooperation will also lead to increase demand for statistics and contribute positively towards improving the quality of statistics generated by NIS and the line ministries/agencies. As for statistics, in spite of the apparent NIS success in attracting projects, there is no sign of moving out of dependence on long term consultants. Moreover, the agendas of the latter have been driven at the ground level by one perspective, which has not been discussed openly among all EDPs in appropriate platforms (such as, the TWG-PPR-EDP).

Sector-level planning and statistics experience different sets of dynamics and may not necessarily be appreciated in an NIS-dominated statistical system, or in a GDoP-controlled planning process. It is important to recognize the need to find mutually gainful arrangements so that sector-level planning and statistics may develop and get consolidated independently, and eventually contribute towards a more comprehensive national planning and statistical systems. There are however lead-roles to be played by the national agencies, particularly where the sector agencies are lagging behind. The assessment made here is however not upheld by all ground level actors, causing tensions and often distortions.

Coverage in statistics as well as national plan has expanded, and so has the quality of compilation and processing. Departments within the line ministries are however expected to generate statistics for respective sectors with increasing prominence, which reduce the demand for roles of central agencies and allow the latter to concentrate on fewer activities with professionalism. While the positive changes are visible in the health sector, there are many others who need to be supported in order to bring in qualitative changes in the national statistical and planning systems. High demand for health & demographic statistics by the EDPs (primarily linked with global initiatives) partly explain the changes. One also needs to be aware that departmental statistics often fail to attain credible status because operational engagements in resource transfers tend to bias such statistics. This is likely to have affected the education statistics, and the initiatives there is likely to get more segmented in the coming years.

There exist certain flaws in the institutional setup, accentuated by extremely low salaries paid to government officials and mechanisms of benefit distributions, all of which make the system less responsive to project-based incentives; and yet, nothing would move without some form of incentives. Staffs are active when there are projects or some salary supplements, and the activities center around projects undermining the internal organizational structure. At the current level of engagements, less than 50% of all staffs are reported to be active, less in case of GDoP compared to NIS. As one would expect, percentage of active staffs declines as one moves down the hierarchy. A segment of the capacity is no more retained, either floating in the consultancy market, or actively engaged in a second job for survival wherefrom it is difficult to withdraw. Another segment remains under-utilized because of an alleged barrier that the ones in higher-ups create for controlling project-based incentives. For running projects in such settings, EDPs allegedly often engage in informal negotiations with management in line agencies to get certain works done and ensure smooth disbursements. Whether formal or informal, all such negotiations for timely delivery of inputs (since output often is the responsibility of a consultant) lead to further distortions in the system. As a result, ownerships and accountability remain elusive.

Over the years, coordination among EDPs with greater sharing of information has increased. This was possible due to consensus reached between different donors at the global level, as well as for greater initiatives to lead the coordination process at the country level. Thus, demands placed on local agency is now coordinated, and there is less duplications than before. In spite of the increased coordination among EDPs, the competitive environment to negotiate projects had not diminished, and the competition was not always healthy partly because of inadequate understanding of the issues by many of the players – often following blindly suggestions of one or the other consultant without trying to bridge the gaps between country-level counterparts in the EDP community. One good trend emerging is the general recognition of the institutional problems and the need to coordinate individual initiatives within a program-based approach targeting a sector, line agency, or, a set of agencies providing similar or interlinked services. DFID-WB Trust Fund aiming to cover 2008-12 period is one example to take note of. The possibilities of aligning behind one or few strong ones, and each following independent path to avoid domination by few, are equally likely at this stage. Any attempt to impose a contract instead of building willing partnership may have adverse implications for both the EDP community and the recipient country.

5.2 Canvass on General Entry Points and the Modality

Prior to any further engagements of substantive nature, it is important that the EDPs attend to some differences in their perspectives as revealed through differences in their actions. These issues are mostly of conceptual nature, and include, (i) relative roles of GDoP and NIS, and how these agencies may engage in cooperation; (ii) implications of and possible internal dynamics leading to demand from NIS management to disassociate from MOP; (iii) implications of enforcing the law on statistics and the feasibility of its enforcement; (iv) type of institutional reform necessary for ‘incentives’ to be effective – for building ownership, make host agency accountable, and for capacity development and

retention; (v) are there gains to be made by specialization amongst EDPs (agreeing to act in independent sectors where each has a comparative advantage, or, should the EDPs engage in healthy competition, (vi) can donor coordination be effective without facilitating coordination among RGC agencies, (vii) building consensus in approaches to capacity development/retention and agreeing not to undercut others' efforts, etc.

The activities around which engagements may take place are well-specified in the MPSP, which includes the SMP as well. These may however be fine tuned and more narrowly defined with time lines; and that has been rightly considered by the TWG-PPR-EDP to be among the first steps. In this context, it is important to recognize that sponsorship of NIS activities committed till 2012 do not suggest of good deal of coordination around NSDP and NSDP monitoring, nor for tracking MDG 2010. The reasons are as follows: (i) Annual SES will provide inputs for NSDP monitoring and some background materials for the preparation of NSDP II, but the last survey is due in 2008-09. While the results from the latter should be available by early 2010, one would feel more comfortable with a full-fledged CSES 2009-10 for tracking CMDG 2010⁴⁸. (ii) Summary results from the Census 2008 will not be available before the mid-term NSDP review. More importantly, the complete data may not be cleaned to provide the new sampling frame to undertake a meaningful SES, which could be used for the formulation of NSDP II and for tracking CMDG 2010. (iii) There is no common understanding about the future with NSDP II/CMDG 2015.

Current NIS engagements with project-based activities may not allow meaningful engagements under PBA. The same is not who-ever true. This differential pace, if not addressed, may lead to further de-linking of the two agencies, planning and statistics, and thereby undermining each in the long term. It is recommended that some steps should be taken to engage both agencies in producing a common output, such as the mid-term NSDP review, or specific analyses of the SES data. These hold potential to be developed as clearly identifiable activities that may be packaged under PBA with appropriate salary supports – be it through MBPI or any other mode. A word of caution however; while increase in salary (or, other forms of incentives) is necessary, certain institutional reforms are absolutely necessary in order to ensure its receipt by the worthy ones. Two are noted: competitive environment to ensure ease in new recruitment through competitive means; and access to incentives kept open and competitive.

Presence of consultants on the driving seat has been noted. In cases where long term consultants have strong influences on shaping the course of events around EDP engagements with an RGC agency, it is important to bring the respective consultants on board, get their perspectives; and either (i) rally behind actions proposed by them, or (ii) define the alternatives acknowledging the odds. Furthermore, given the need to involve sector ministries, particularly the department of planning & statistics, there is a need for coordination among the various TWGs on the EDP side.

⁴⁸ If flexibilities exist, one may consider postponing the SES 2008-09 to 2009-10, and not lose much in terms of new knowledge. Ideally, one would like to have a new set of sampling weights drawn from the findings of the census so that the last survey is able to generate two sets of statistics – one to compare with the past, and the other to set the benchmark for assessing future trends.

Differences in approaches adopted and output demanded in EDP engagements with the RGC had often been rooted in differences in global agendas across EDPs. While ties with headquarter is likely to have stronger strings, there is a need to translate the global concerns into country level activities (with minimum disturbances to organization structure and output stream). More importantly, recognition of country-level specificities also requires building partnerships among country level EDPs to push back irrational demands from the headquarters, if such demands are ever posted.

5.3 Suggestions on UNDP Engagement with MOP and TWG-PPR-EDP

Possible areas of UNDP engagements are highlighted in this concluding section, and these are grouped into three – long term where actions will occur beyond 2008-09, medium term where activities and outputs are targeted for 2008 and possibly into 2009, and finally the very short term or immediate tasks. The discussion presumes that UNDP will play a relatively smaller role in the coming years in the fields of planning and statistics, and that the WB-DFID Trust Fund initiative around a PBA will eventually be put in place by mid-2009.

For the **long term**, the canvass is wide and involves universities, local research institutes, line agencies and sub-national levels. It is recommended that UNDP engages in supporting discourses with a view to build consensus around future perspectives. Some of the issues have already been identified in the preceding sub-section. The physical entry points may be multiple, but the process of promoting the discourses and ensuring participation of relevant stakeholders are critical.

There are two substantive outputs that UNDP may need to decide on – CMDG 2010 and CMDG 2015. It is recommended that exercises on CMDG 2010 be aligned with the preparation of NSDP completion report, but the design should be agreed upon ahead with RGC, UN agencies and other participating EDPs so that the line agency (GDoP) may easily extract a separate CMDG report for satisfying the needs of international audience. The same suggestion applies for a CMDG 2015. Other than ensuring sustained focus on CMDG target/monitoring variables in the APRs, no attempt should be made to burden the RGC with annual or mid-term MDG reports in between the two years. Long term involvement with NIS may be avoided, other than where joint initiatives between GDoP and NIS are undertaken focusing on analyses of data for policymaking and to be used as inputs to NSDP II and CMDG. Such undertakings may include the exercises around the in-depth Cambodia Socio-Economic Survey.

In the **medium term**, till a program is put in place (anticipated in mid-2009), UNDP may, given its comparative advantage, collaborate with other UN agencies and engage in the following areas: (i) sector-level planning and statistics and their linkages with MOP and MEF; (ii) sub-national levels, linking with MOI managed commune data, and with MOP at the national levels, and (iii) support monitoring of and analytical works on social sectors within the umbrella of MDGs. There are two other sets of activities that UNDP is urged to engage in. These are,

- Support mid-term NSDP review in 2008, but with a changed modality of engagement; and
- Actively engage in the debate on the desired ways that the medium term engagements under DFID-WB Trust fund should take: (i) required institutional

reforms before engaging in an incentive scheme (such as, MBPI), (ii) accountability of the fund manager and whether shared management is feasible and desirable, (iii) basic deliverables where social sector should get prominence, and (iv) exit clause. It is opined that the focus should be to build consensus on purposes and the minimum requirements (criteria) to ensure realization of the objectives, rather than getting caught in a branded package with black box!

As for the **immediate future**, there is a need to immediately close the PMA, and not extending it beyond the agreed upon date of end 2007. However, there is a need to support during 2008 an initiative to undertake mid-term review of NSDP, which should involve GDoP, MEF, NIS, SNEC and CDC. NIS is reluctantly agreeable to cooperate with GDoP – for publicity purpose. However, the initiative should be taken to put all parties on board within a functionally defined modality of operations.

- Taking the NSS to a meaningful completion has some uncertainties, partly because of non-commitment from the out-going Statistical Adviser (Andrew Pinney) and partly because other EDP/consultants are involved in the chain with whom no formal arrangement exists. Investments under NSS will be worth only if there is clear demonstration of real time linkages and use of such linkages between line ministries/agencies and NIS. A clear MOU ought to be concluded between Sida/Statistics Sweden (so that IT support to activate SuperStar is provided) and NIS. UNDP supports, under NSS, should aim at ensuring demand for such services in few line ministries/agencies till the end of the project period.⁴⁹ It is suggested that the following line ministries/agencies be included during the first trial in 2007-08:
 - Health (UNFPA),
 - Education (JICA/UNICEF),
 - MAFF (JICA, EC, CIDA, FAO),
 - MEF and SNEC (WB)
 - GDoP (UNFPA)

It is understood that for all undertakings around SuperStar and establishing linkages with the line agencies, it may not be wise to rely on the initiatives of NIS and the consultants from Statistics Sweden. Given the situation prevailing in NIS, it appears that there is a need for a driver to pursue the above – the obvious candidate being the out-going Statistical Adviser returning for limited period. It is however strongly urged that the terms of reference, in case of such engagements, should be newly designed, putting emphasis on working on the demand side with the line ministries/agencies. The latter requires the consultant to operate outside NIS and engage simultaneously with NIS and other connecting agencies. More importantly, there is a need to go beyond the

⁴⁹ In spite of expressing an interest, it was not possible for the author of this report to attend a training on SuperStar and uncertainty exists as to how much of knowledge on SuperStar has been transferred to the NIS participants. It is urged that before committing additional resources to the venture, UNDP country office assesses the ground reality by organizing a workshop at UNDP office where the trainees demonstrate their knowledge to a selected group of technically sound persons. It will be worth to formally procure the time of these resource persons for half a day to ensure that things are on track.

technology, and engage in addressing micro issues that may promote or hinder greater connectivity and sharing of information at both ends. The period of such engagement should ideally start off with or immediately precede the next training of the user groups, and it is recommended that technically competent representatives of the EDPs should also attend the training session.

The results from PPI support under the NSS project has been less than satisfactory, and may be discontinued. It is reported that the RGC has already committed 100 million Riel for the purpose, thus, withdrawal of support will have no negative impact on IMF-initiated activities. It is however recommended that the report of the two quarters should be ensured before closing the project.

The work with the legal consultant is already on, and very little may possibly be done to change the course of actions at this stage. Since PPI will, as suggested by Mr. Zia Abbasi, be confined to Phnom Penh in future, all trainings on legal matters may be confined to Phnom Penh as well. Moreover, the issue of prosecution need not be over-emphasized in such trainings.

Few **additional suggestions** are in order for UNDP to consider.

- In order to change the system, it is desirable to establish good working relations with the relevant individuals, often beyond office norms. It is important to connect with the officials in line agencies where projects and programs are to be located, and this requires extra effort from UNDP staffs, often going beyond the formal routes. It appears that UNDP may have faltered in this regard. It is suggested that potentially active individuals within an agency should be identified and ways should be sought to involve them, if necessary, by negotiating with the higher management.
- It is important to get back to the UNDAF and not get tied by the parameters of a ProDoc. However, it is equally important to ensure disciplines in maintaining records and engage with counterparts in professional ways. The latter may be better achieved by institutionalizing professional exchanges and engagement-specific lesson learning to guide the process.
- E-library with appropriate search engine within UNDP is essential to ensure storage of all output/reports from various projects and to facilitate continuity in knowledge. UNDP may like to engage such agencies as EIC or IDS-RUPP to act as depositories, who may also install the search engine using open source software at minimal cost.

List of References

- Arild, O.H, Sopheak, K.C., Digby, P.W., and Vutheary, K. (2004), Evaluation Report on Capacity Building for Poverty Monitoring and Analysis, 01 June 2004, commissioned by UNDP. Phnom Penh.
- CDC/CRDB (2007), ODA Disbursements Report. <http://www.cdc-crdb.gov.kh/>.
- Dekker, Arij (2006), Training Needs Assessment and Plan for National Institute of Statistics of Cambodia. Report Prepared at the Request of the NIS and UNFPA Cambodia, December 2006.
- EC (Undated), Administration Agreement between the European Community Represented by the Commission of EC and the International Bank for Reconstruction and Development and the International Development Association for the Multi Donor Trust Fund for the Public Financial Management Reform Program in Cambodia.
- Edgren, Gus (2003), Final Report on Assessment of the Capacity Development for Poverty Monitoring and Analysis Project, October 2003. Sida. Phnom Penh
- Henke, Roger (2002), Mapping Research Expertise and Activities: Questions for Brainstorm at the Research Forum, October 4, 2004. Centre for Development Study.
- Lingnau, Hildegard (2007), Joint Learning Event (JLE) on Program-Based Approaches (PBA)- Supporting a PBA for Planning and Poverty Reduction (PPR): Summary and Mediate Actions, 16 August 2007.
- MAFF (2005), Work Plan 2006-2010: Strengthening of Agricultural Production Information, Department of Planning, Statistics and International Cooperation, Ministry of Agriculture, Forestry and Fishery. Phnom Penh.
- MIME (2007), Residential Energy Demand in Rural Areas, Part I: Residential Energy Use and Forecasting (Draft), May 2007. Energy Development Department, General Directorate of Energy, Phnom Penh.
- MIME (2007), Residential Energy Use in Rural Areas, Part II: Social Classes, Income and Energy Use (Draft), May 2007. Energy Development Department, General Directorate of Energy. Phnom Penh.
- MoEYS (2006), Education Statistics and Indicators, 2005/2006. EMIS Center, Department of Planning, Phnom Penh.
- MOH (2002), *Health Sector Strategic Plan 2003-2007*. Phnom Penh.
- MOH (2007), National Health Information System Strategic Plan: Development Goals and Objectives (First Draft).
- MOP (2002), Minute of Tripartite Review of Poverty Monitoring and analysis Project, 16 July 2002.
- MOP (2003), Minute of Tripartite Review of Poverty Monitoring and analysis Project, 23 January 2003.

MOP (2006), *A Poverty Profile of Cambodia 2004*. Ministry of Planning. Phnom Penh.

MOP (2007), Minute of Meeting with Evaluation Team of the Project PMA, 22 August 2007.

MOP (2007), Ministry of Planning Strategic Plan, 2006-2010. 7th Draft, July, 2007, Phnom Penh.

MOP (2007). Project Work Plan-Capacity Development for Poverty Monitoring and analysis, 1st Quarter, signed 18 January 2007. Phnom Penh.

MOP (2007). Project Work Plan-Capacity Development for Poverty Monitoring and analysis, 2nd Quarter, signed 12 April 2007. Phnom Penh.

MOP GDoP Work Plan 2nd Retreat Day-4th, January 2007 Results. No name.

MOP GDoP Work Plan Retreat Day 1-28 December 2006 Results. No name.

MOP GDoP Work Plan Workshop, 28 December 2006 and 04 January 2007. No name.

MOP/UNDP (2005), Annual Project Report on Capacity Development for Poverty Monitoring and Analysis, June 2005. Phnom Penh

MOP/UNDP (2005), Annual Project Report on Capacity Development for Poverty Monitoring and Analysis, May 2007. Phnom Penh

MOP/UNDP (2005), Annual Project Report: Capacity development for Poverty Monitoring and analysis Project, 12 July 2005.

NBC (2007), *Cambodia Balance of Payments Statistics Bulletin. March Quarter 2007*. Phnom Penh.

NBC (2007), *Economic and Monetary Statistics, No. 163, 15th Year, May 2007*. Phnom Penh.

NBC (2007), *National Bank of Cambodia Review, 2nd Quarter 2007*. Phnom Penh.

NIS (2002), Forward Work Program of the National Institute of Statistics 2003-2007, July 2002. Phnom Penh.

NIS (2002), National Institute of Statistics Strategic Plan, July 2002. Phnom Penh.

NIS (2004), Background Paper on Statistical System of Cambodia: Country Paper for the Subcommittee on Statistics, Bangkok, 18-20 February 2004.

NIS (2005), Cambodia Producer Price index (Experimental): March Quarter 2000 to September Quarter 2003, 5 April 2005. Phnom Penh.

NIS (2005), *Cambodia Socio-Economic Survey 2004: Summary Subject Matter Report*. National Institute of Statistics, Ministry of Planning. Phnom Penh.

NIS (2005), Minute of Meeting to Discuss Activities of the Statistical Coordination Bureau and Legislative and Policy Bureau, 29 March 2005.

NIS (2005), Minute of Meeting with Directors of Planning and Statistics of Various Ministries of the Royal Government of Cambodia, 28 April 2005.

NIS (2006), NIS Work Plan Retreat-Day One-Tricky, 02 December 2006. National Institute of Statistics of Ministry of Planning. Phnom Penh.

- NIS (2006), *Statistical Year Book 2006*. National Institute of Statistics, Ministry of Planning, Phnom Penh.
- NIS (2007), 2006-2007 Annual Project Review Report for National Institute of Statistics-Integrated National Statistical System (Draft), 09 May 2007. Phnom Penh.
- NIS (2007), Annual Project Review Report for NIS Interrelated National Statistical System, 2006-2007. Draft Report, 23 May 2007.
- NIS (2007), Meeting Note NiDA (Van Khema-Network Working Group Leader) and NIS-5, July 2007.
- NIS (2007), Priorities and Recommendations from 2006-2007 UNDP-NIS Annual Project Review Report, 10 May 2007. Phnom Penh.
- NIS (2007), Report on Activities of Producer Price Survey for 1st Quarter and 2nd Quarter 2007, 28 August 2007.
- NIS (2007), Statistical Master Plan for Cambodia, May 2007. National Institute of Statistics, Ministry of Planning. Phnom Penh.
- NIS (2007). Project Work Plan-Capacity Development National Statistical System, 1st Quarter, Signed on 27 February 2007.
- NIS (2007). Project Work Plan-Capacity Development National Statistical System, 2nd Quarter, Signed on 12 April 2007.
- NIS (Undated), ICT-Plan for National Institute of Statistics, Cambodia: A Vision of How a sustainable ICT-Environment can Support the NIS in Fulfilling Its Role, National Institute of Statistics of Ministry of Planning. Phnom Penh.
- NIS (Undated), SuperSTAR OLAP and Scannable Data Capture System for More Accurate Rapid Data Capture and Improved Data Access.
- RGC (2003), *Cambodia Millennium Development Goals Report*. Ministry of Planning. Phnom Penh.
- RGC (2004), *Rectangular Strategy*. Council of Minister. Phnom Penh.
- RGC (2005), *National Strategic Development Plan 2006-2010*. Ministry of Planning. Phnom Penh.
- RGC (2005), *Public Investment Program 2006-2008*. General Directorate of Planning, Ministry of Planning. Phnom Penh.
- RGC (2005), *Statistics Law, November 2005*. National Institute of Statistics, Ministry of Planning. Phnom Penh.
- RGC (2006), *Declaration by the Royal Government of Cambodia and Development Partners on Enhancing Aid Effectiveness*. Cambodian Rehabilitation and Development Board, CDC. Phnom Penh.
- RGC (2006), *Law on Administration of Factory and Handicraft, July 2006*. Ministry of Industry, Mines and Energy. Phnom Penh.

- RGC (2006), Project Information Document Appraisal Stage: Cambodia Public Financial Management and Accountability, dated 3 April 2006. Ministry of Economics and Finance.
- RGC (2006), Project Information Document Appraisal Stage: First Development Policy Grant, dated 15 February 2007.
- RGC (2006), *Public Investment Program 2007-2009*. General Directorate of Planning, Ministry of Planning, 21 December 2006. Phnom Penh.
- RGC (2007), *Annual Progress Report on National Strategic Development Plan, 2006-2010: For Growth, Employment, Equity and Efficiency to Reach Cambodia Millennium Development Goals*, 25 May 2007. Phnom Penh.
- RGC (2007), Draft of Sub-Decree on Designed Official Statistics, 27 July 2007. Phnom Penh.
- RGC (2007), *Public Investment Program 2008-2010*. General Directorate of Planning, Ministry of Planning. Phnom Penh.
- RGC (2007), Sub-Decree on the Organization and Functioning of National Statistical System, signed by Prime Minister on 26 January 2007. Phnom Penh.
- RGC (2007), *The Cambodia Aid Effectiveness Report 2007*. Cambodian Rehabilitation and Development Board, CDC. Phnom Penh.
- RGC/IDA (2007), Multi-Donor Trust Fund Grant Agreement: Restatement (Public Financial Management Reform Project) between Kingdom of Cambodia and International Development Association, restated 27 June 2007.
- RGC/UNDP (2001). Project Document: CMB/00/002/D/01/99-Capacity Development for Poverty Monitoring and Analysis, signed 02 October 2001. Phnom Penh
- RGC/UNDP (2001). Project Document: CMB/03/008/01/99-Capacity Development National Statistical System, signed 20 October 2003. Phnom Penh.
- SAC (2007), Minute of Meeting of Statistical Advisory Council, April 30, 2007. Phnom Penh.
- SCC (2007), Minute of the First Meeting of Statistical Coordination Committee, 15 February 2007. Phnom Penh.
- SCC (2007), Minute of the Second Meeting of Statistical Coordination Committee, 27 July 2007. Phnom Penh.
- Soderberg, Lars (2006), Plan for an Upgrade of NIS ICT Infrastructure, 30 July 2006. National Institute of Statistics of Ministry Planning. Phnom Penh.
- Soeurn, Seng (2006), Strategic Statistical Planning in Cambodia, 29 June 2006. National Institute of Statistics, Ministry of Planning. Phnom Penh.
- Space-Time Research (2007), SuperSTAR for National Statistical Agencies, January 2007. A White Paper: Space Time Research Solution.
- Sy Than, San (2002), Background Paper on the Current Status of Statistical System of Cambodia: Country Paper presented at ADB/PARIS 21 Joint High Level Forum

- on Statistical Capacity Building for ASEAN countries, 7-9 November 2002. Manila.
- Sy Than, San (2004), Background Paper on Statistical System of Cambodia: Country Paper for the Subcommittee on Statistics, February 2004. Bangkok.
- Sy Than, San (2005), Action Plan for the Improvement of Capacity of National Statistical System in Cambodia. National Institute of Statistics, Ministry of Planning, Phnom Penh.
- Sy Than, San (2007), Building of the Cambodian Statistical System since the Downfall of the Khmer Rouge: A Case Study in Lost History from Cambodia, August 2007. National Institute of Statistics, Ministry of Planning. Phnom Penh.
- Sy Than, San (2007), Evolution of National Statistical System of Cambodia: Country Paper for the Seminar Commemorating the 60th Anniversary of United Nations Statistical Commission, 23 February 2007. New York.
- Sy Than, San and Ramarao N. (2007), Background Paper on 2008 General Population Census of Cambodia. National Institute of statistics, Ministry of Planning. Phnom Penh.
- TrainDev.net (2007), Report on the Joint Learning Event on Sector Wide Approaches in the Poverty and Planning Sector, Cambodia, August/July 2007.
- TWG-PPR (2007), Mapping of EDP Support to the PPR Sector (Draft), 9 March 2007.
- TWG-PPR (2007), Next Steps Towards Joint Support to a Programme-Based Approaches (PBA) for PPR. A TWG PPR EDPs Meeting Report, 7 August 2007.
- UNCT (Undated), *United Nations Alignment with Cambodia National Strategic Development Plan (NSDP) 2006-2010*. The United Nations Country Team in Cambodia.
- UNCT (Undated), *United Nations Framework for Support to NSDP Monitoring in Cambodia*. The United Nations Country Team in Cambodia.
- UNDP (2007), Annual Work Plan-Capacity Development for Poverty Monitoring and analysis Project, 2004-2007.
- UNDP (2007), Annual Work Plan-Capacity Development National Statistical System Project, 2004-2007, signed 28 February 2007.
- UNDP (2007), Minute of MOP/UNDP Steering Committee Meeting on Capacity Development for Poverty Monitoring and Assessment Project, signed 07 June 2007. Phnom Penh.
- UNDP (2007), Summary of survey of statistical units within the line ministries, internal note from Andrew Pinney, 7 August 2007. Phnom Penh.
- UNDP (2007), Minute of NIS/UNDP Steering Committee Meeting on Capacity Development National Statistical System Project, signed 03 July 2007. Phnom Penh
- UNFPA (2006), Country Programme Action Plan, 2006-2010: the Programme of Cooperation between the RGC and the UNFPA, 24 March 2006. Phnom Penh.

UNFPA (2007), Annual Work Plan-UNFPA Support to NSDP Secretariat and the National Institute of Statistics, Ministry of Planning, signed 08 January 2006. Phnom Penh.

WHO (2007), HMN Cambodia Briefing Note: Role of Health Metrics Network in Health System Strengthening in Cambodia; <http://www.who.int/healthmetrics/library/countries/khm/en/index.html>.

Annex I Terms of Reference

Projects for which Evaluation/Assessment undertaken:

Capacity Development of National Statistical System (0011851)

Capacity Development of Poverty Monitoring and Assessment (0011821)

I. Projects' Background

UNDP has been supporting the Ministry of Planning (MOP) to enhance the national capacity to monitor the progress of the Millennium Development Goals (MDGs) and National Strategic Development Plan (NSDP). Currently, there are two UNDP-funded projects implemented by the National Institute of Statistic (NIS) and the General Directorate of Planning (GDoP) within the Ministry of Planning. The ultimate objective of the projects is to support the Royal Government of Cambodia (RGC) efforts to deliver reliable data for informed decision making on pro-poor policies and tracking progress towards achievement of MDGs.

The first project entitles “PMA Project: Capacity Development for Poverty Monitoring and Assessment”, was signed in October 2001. Technical components of the PMA system are:

1. A poverty monitoring component which focuses on poverty evolution and outcome indicators.
2. A Poverty Reduction Strategy (PRS) monitoring component which concentrate on budgetary (input) indicators and PRS objectives achievement levels (output) indicators.
3. An impact assessment component which, focuses on impact indicators.

The later, so-called “NIS Project: Capacity Development for National Statistic System” was approved in September 2003 and consists of four components:

1. Integrated National Statistical System – Developing an integrated system to collect, compile official statistics for Cambodia as essential means to tracking the MDGs.
2. Statistical Governance – Establishing an appropriate institutional framework for effective statistic coordination.
3. National Statistics Dissemination Strategy – Developing and maintaining an integrated dissemination strategy for officially designated statistics.
4. Statistical Capacity Development Strategy – Reviewing the current training needs and developing a comprehensive statistical training programme for the NIS and the RGC statistics units' staff.

The two projects were evaluated in October 2003 and June 2004, which led to changes in some projects' activities. Given recent development such as the development of MOP Strategic Plan (MPSP), it is necessary to retarget UNDP's support to be fully aligned with this new development. It is recommended during the Projects' Steering Committee Meetings that an evaluation/assessment of both projects shall be done as soon as possible.

II. Objectives of the Evaluation

The main objectives of this evaluation/assessment are to take stocks of the experiences of the projects implementation and to identify strategic areas of UNDP future support within the MPSP framework.

III. Scope of the Assessment

The assessment should cover current UNDP's supports to NIS and GDoP of the Ministry of Planning with view of identifying possible areas for future support. More specifically, the assessment is to be carried out for the following Projects:

- NIS-Project: Capacity Development for National Statistical System (0011851) for the period 2003-2007.
- PMA-Project: Capacity Development for Poverty Monitoring and Assessment (0011821) for the period 2005-2007.

IV. Expected Outputs

At the end of the assessment, it is expected that a final evaluation/assessment report is submitted to UNDP. The report should outline lessons learned from the current projects' implementations and propose potential areas for UNDP future support to the Ministry of Planning, taking into account the MOP Strategic Plan (MPSP). It can be used as an input into any further donors' mapping or assessment for a Joint Programme Support to the Ministry of Planning.

V. Specific Tasks and Responsibilities

- Review and assess the progress of the project implementation.
- Review the existing Capacity Building Supports under PMA and NIS projects, taking stocks of the achievements, identifying gaps and suggesting the way forwards.
- Review and draw lessons-learned from the projects implementation and suggest best mechanism for the Ministry of Planning to manage project/programme implementation, planning, and monitoring of the on-going projects.
- Assess the existing co-ordination mechanism, coordination capacity, and propose optimal options for NIS/GDoP in monitoring of the Cambodia MDGs/NSDP.
- Analyse roles and responsibilities on part of the NIS/GDoP, EDPs, line ministries and other involved stakeholders.
- Identify gaps to address leadership capacity, ownership of the government, and propose appropriate supports to fill the gaps.
- Identify gaps in projects implementation, looking from gender perspective.
- Within the MPSP framework, identify areas that could be addressed by UNDP.
- Provide recommendations on possible areas for UNDP future support to the Ministry of Planning (NIS/GDoP).

Annex II List of Persons Met

Government Agencies

Mr. Vy Heang, Director of General Statistics Department, NIS
Mr. Heang Kanol, Deputy Director of General Statistics Department/Project Manager, NIS
Mr. Khin Song, Deputy Director of General Department (In charge of CPI/PPI), NIS
Mr. Kim Chatharith, Bureau Chief of Statistical Coordination Bureau, NIS
Mrs. Hang Lina, Deputy Director General of National Institute of Statistics, MOP
Mr. Has Bunton, Deputy Director General of National Institute of Statistics, MOP
H.E. Mr. San Sy Than, Director General of National Institute of Statistics, MOP
H.E. Mr. Hang Choun Naron, Secretary of State, MEF
H.E. Mr. Toun Thavrak, Director General of General Directorate of Planning, MOP
Ms. Heang Siekly, Deputy Director General of General Directorate of Planning, MOP
Mr. Theng Pagnathun, Director of Department of Public Investment Programme, MOP
Mr. Sao Sovanrotanak, Deputy Director of Planning and Health Information Department, MOH
Mrs. Khol Khemary, Bureau Chief of HMIS, Planning and Health Information Department, MOH
Mr. Chek Nann, Deputy Director of Department of Planning and Statistics, MAFF
Mrs. Kuy Phala, Deputy Director of Planning Department, MoEYS
Mr. Tann Sokhann, Deputy Director of Statistics and Economics Research Department, NBC
Mr. Keo Sovath, Director of Industrial Affairs Department, MIME
Mr. Suy Sarith, Deputy Director of Department of Local Administrative, MOI
Ms. Sok Chan Chhorvy, Deputy Director General, MoWA
Mr. Phalla Phan, Researcher, MTEF, SNEC
Mr. Um Deth, Deputy Director of Planning Department, Kampong Speu Province
Mr. Sam Sarouen, Deputy Director of Planning Department, Kampong Speu Province
Mr. Bin Sareth, Director of Department of Agriculture, Forestry and Fisheries, Kampong Speu Province
Mrs. Tim Savath, Deputy Chief of Provincial Cabinet, Kampong Speu Province
Dr. Mean Sovuthy, Deputy Director of Health Department, Kampong Speu Province
Dr. Lay Saravoung, Deputy Director of Health Department, Kampong Speu Province
Dr. Som Leakhan, Bureau Chief of Planning and Finance, Health Department, Kampong Speu Province

UN Agencies and External Development Partners

Mr. Douglas Gardner, Country Resident Representative, UNDP
Mr. Jo Scheuer, Incumbent Country Director, UNDP
Ms. Ann Lund, Resident coordinator, UNDP
Mr. Hong Sokheang, Poverty Cluster Team Leader, UNDP
Mr. Chan Vuthy, Poverty Analyst, UNDP
Mr. Lay Khim, Environmental Team Leader/Assistant Resident Representative, UNDP

Mr. Sok Vanna, Programme Manager, UNFPA
Ms. Thazin Oo, Head of Child Survival Program, UNICEF
Mr. Tim Conway, Senior Poverty Specialist, WB
Ms. Mia Hyun, Poverty Specialist, WB
Mr. Neak Samsen, Poverty Specialist, WB
Mr. Bun Veasna, Infrastructure Operations Officer, WB
Mr. Hayashi Eiichiro, Aid Coordination Advisor, JICA
Mr. Nhean Tola, Program Officer, Planning Section, JICA
Ms. Helen Appleton, Social Development Adviser/1st Secretary, DFID

Dr. Andrew Pinney, Statistics Adviser to NIS, UNDP
Ms. Om Chorvann Channy, Admin/Accountant, PMA and NIS projects, UNDP
Mr. Chap Rathana, Officer Manager (permanently works with NIS), UNFPA
Mr. Philip Courtnadge, Multi-donor Adviser to CDC, UNDP
Dr. Peter Paulweelen, Health Development Adviser to MOH, WHO
Mr. Zia Abbasi, Multisector Statistics Adviser to NIS, IMF
Mr. Shibanuma Akira, JICA Expert/Coordinator to NIS, JICA
Mr. Daisuke Kanazawa, Education Planning Adviser/JICA Expert to MoEYS, JICA
Mr. Julian Hansen, Project Manager to MOP, GTZ
Dr. Hildegard Lingnau, Adviser to MOP, GTZ
Mr. Lars Soderberg, ICT Adviser to NIS, Statistics Sweden, Sida

Research Institutes, NGOs and Private Sector

Mr. Chan Sophal, Senior Research Manager, CDRI
Mr. Sok Hach, Founding President and Research Director, EIC
Mr. Ek Siden, Development Issues Program Coordinator, NGO Forum
Mr. Neou Kassie, Legal Consultant
Mr. Long Chen, Administrative Manager, Crace Sun Cambodia Garment Factory, Phnom Penh
Mr. Man Vuthy, Administrative Manager, Goldtex Garment Manufacturing Ltd., Phnom Penh
Management, Ocean Garments, Phnom Penh

Annex III PMA Activities

Table III.1: Sequence of Activities undertaken under PMA Project

Period	PMA Activities	Other events with implications/Remarks
2001:2	PMA Proposal	IDEA Mission
2001:4	ProDoc signed	
2002:1	Work Plan revised & commencement of PMA activities	'Impact assessment' studies dropped and inclusion of CMDG reports. IDEA Mission; UN mandate on MDGs and choice of UNDP as the focal point at country level
	Senior Economist and PMATU staffs recruited	
2002:2	NFP and 1 st TPR	
2003:1	Preparation of CMDG technical report and proposal for PMIS 2 nd TPR	Project extended upto 31 December 2003. Recognizes that the technical advisory people have gradually started to focus on technical aspects – there is a plea for reducing the management role. The minutes clearly indicate of lack of communication and coordination between the major players. However, the agenda on roles, responsibilities and lines of reporting among national and international agencies and PMATU professionals was kept pending. With SCER in charge of economic policies, no one seemed to know how the poverty and economic policies would be reconciled. One gets the impression, reading the minutes, that PMATU was emerging as a unit expressing views independent of other involved parties.
2003:2	PMATU contributed in preparation of CSES 2003/04 and NPRS	NSS ProDoc preparation.
2003:3	CMDGR preparation, Proposal PVI indicators and review of PMIS	Sida evaluation noted failure in capacity development within line ministries, including MOP. Weakness of the design that emphasized on PMATU-centric capacity development was noted. Thus more training to line ministries was recommended. Recognized that working through strong ministries is a pre-requisite to influence policies and was skeptical on the prospect of PMA project's influence on policies.
2003:4	3 rd TPR	GSCSD replaced CSD in the minutes. No mention of CDRI's departure was noted in the TPR.
2003:4 to 2004:1	Launching of CMDGR and proposed study of CMDG at provincial level	Establishment of SNEC. Removal of HE Kim Saysamalen from the MOP and his reappointment as the SOS in the COM
2003:3 to 2004:3	Conducted series of national consultations and NFP on process of CMDGR and review of PVI indicators	National Election and political uncertainty under an interim government. Conflicts centering engagements of multiple players, such as, CDRI, IDEA, SIDA and the UNDP country office. End of contract with CDRI in 2003 not happily remembered afterward, and shift in Sida supports to NIS only since early 2004
2003:4	Proposal on CMDG	Was prepared but not approved.

2004:1	costing	CSD was no more functional.
2004:1	Appointment of LT Adviser	
2004:2 2004:3	Preparation of CMDGs at provincial level and on-the-job training	Greater coordination among donors and formation of NSDP Secretariat at the DGP-MOP (sub decree #)
End 2004	Termination of contract with resource persons at PMATU	
		Initiative to design Tracking 2010
2005:2		
2005:3	4 th TPR	

Table III.2 Output and Activities under PMA, from Expenditure Records

Output	Activities	Remarks
1. PMATU and GSCSD trained	1. Capacity development plan for PMATU	2004:1
	2. Select PMATU TD	
	3. Engage ST Trainer	
	4. Conduct external training program	
	5. Capacity development plan for GSCSD	None could be identified
	6. Link GSCSD program with leadership program	Senior Government Officials participated in LDP trainings for a cycle of three sessions in 2003.
	7. Monitoring and evaluation	2004:4, 2005:1, 2005:2
2. MDG costing exercise	8. Preparation of costing methodology	Preliminary visits were made by RCC and BDP staffs.
	9. Preparation of costing guidelines for line ministries	Not done due to non-endorsement
	10. Preparation of consolidated costing report and consultations	Not done due to non-endorsement
3. Installed PMIS	11. Finalization of PMIS indicators	
	12. Train PMIS users/PMATU/NIS	
	13. Install and test PMIS	CamInfo
4. Advocacy and communication strategy formulated and implemented	14. Formulate and publish Investment in Development Millennium Declaration	
	15. Implement advocacy and dissemination	
5. Establish NPRS Matrix and Monitoring indicators	16. Establish methodology and conduct consultations with line ministries	
	17. cost effective indicator framework and metadata	
	18. Reconcile policy & strategy recommendations in NPRS and the action plan/indicator framework	
6. One poverty impact assessment study completed in 2004	19. Identify priority study area and establish methodology	
	20. Prepare study outline	
	21. Conduct study and recoding	
	22. Disseminate findings	
	23. Printing	

	24. Miscellaneous	
7. CSES 2003-04	25. Supports to NIS core group	
	26. Train NIS and PMATU	
	27. Design macro editing system	2004:2, not done
	28. Decide on a set of output tables	
	29. Output database design for timely reporting	
	30. Strategy for disseminating CSES data	
	31. Field work and supervision	2004:3
8. Supports to the preparation of NSDP	32. Support NSDP formulation	
	33. Supports to core CMDGs targets and SMP	
9. Poverty Profile published	34. Technical reports on HSES 2004 and poverty profiles	
	35. Disseminate findings and consultations	
	36. Running cost	2004:2, 2005:3, 2005:4, 2006:1, 2006:2, 2007:3
	37. Support NIS and PMA core groups	
10. Policy Impact Assessment and Nation Capacity for Development	38. CMDGs/NSDP Monitoring and Policy Impact Assessments	2006:3, 2006:4, 2007:1
	39. Support to mandatory reports	
	40. National capacity building for CMDGs/NSDP monitoring and policy impact assessment	2007:2
	41. Evaluation project	

Notes:

(1) Output # 10 was possibly added at a later stage.

(2) Year:Quarter figures shown in the last column mention of the quarters where expenses are shown against the respective activities.

Table III.3: List of Several Deliverables/Reports under PMA

Description of Report/Document	Current Status
<i>Literature Review of National Statistical Surveys in Cambodia (2002).</i>	Concept and Measurement of poverty - Current practices and suggestions for Cambodia (Annex 1)
<i>PMA Needs Assessment (2002).</i>	Summary of findings from PMA/PMIS Needs Assessment, Annex 3
<i>Poverty, Vulnerability and Inequality Outcome Indicators (2002).</i>	Poverty, Vulnerability and Inequality indicators, Annex 4
<i>NGO Mapping (2002).</i>	Role of NGOs in Poverty Reduction
<No mention in the UNDP record>	Analytical Framework of Macroeconomic Policy Tools with respect to their Impact on Poverty, Annex 5
<i>Towards Developing a Cambodia Poverty Monitoring and Analysis System (2003).</i>	See below - revised
<i>Initial Assessment on MDGs (2002).</i>	January 2003 in soft copy
<i>MDG Technical Reports (2003).</i>	Soft copy, #1 to #7
<i>Cambodia Millennium Development Goals Report 2003.</i>	Yes
<i>Cambodia Poverty Management Information System (2003).</i>	September 2003
<i>Cambodia Poverty and Development Monitoring Indicators (CPDMI 2004): Definitions and Data Sources. (Draft)</i>	Soft - yes
<i>Reports on Analysis of CMDGs at the Provincial Level (Draft) 2004</i>	Yes, soft
<i>Training Materials.</i>	Presumed to exist in soft copies.
<i>Cambodia Socio-Economic Survey 2004</i>	Yes
<The following are post-PMATU contributions>	
<i>MDG Gap Analysis and Updates (1st Draft- June 2005)</i>	Yes
<i>Core MDG Indicators for NSDP Monitoring: Poverty/CMDGs Monitoring Indicators (Draft) has been integrated into the NSDP 2006-2010</i>	Yes
<i>Demographic Estimates and Revised Demographic Population Projections</i>	PMA's involvement in printing only
<i>Statistical Yearbook 2004</i>	PMA's involvement in printing only
<i>Statistics Law</i>	PMA's involvement in printing only
<i>Achieving the Cambodia Millennium Development Goals 2005 Khmer and English</i>	Yes, done by external consultant.
<i>A Poverty Profile of Cambodia 2004 in Khmer and English</i>	PMA's involvement in printing only
<i>NSDP 2006-2010 in Brief in Khmer version</i>	Yes, supports through TA.

Annex IV Perceived obligations under IMF-GDDS
NIS Activity Plan posted in IMF website

Description	Timeframe	Technical Assistance, Financing Needs, Other Prerequisites
General Plans for Improvement		
Expand the scope of statistical activities in the area of economic statistics.	Short-term	Training, technical and financial assistance required.
Continue strengthening data uses service center.	Short-term	
Continue to expand and improve the NIS Website, publications and electronic dissemination.	Short-term	
Prepare leaflets on main economic indicators for Cambodia for release prior to the issue of comprehensive publications.	Short-term	Training, technical and financial assistance required.
Introduce advance calendars for NIS releases.	Short-term	
Ensure passage of the latest Sub-decree by the RGC.	Short-term	
Strengthen the legislative environment.	Medium-term	Training, technical and financial assistance required.
Expand the overall scope of statistical activities.	Medium-term	Training, technical and financial assistance required.
Improve analytical capability.	Medium-term	Training and technical assistance required.
National Accounts		
Continue incorporating the results of the continuous household survey and the 2006 SIE.	Short-term	Technical assistance and staff training required.
Incorporate prices data from the new PPI in order to improve national accounts price deflators and constant price estimates.	Short-term	Technical assistance and staff training required.
Continue improving access to and quality of other source data.	Short-term	Technical assistance and staff training required.
Continue improving compilation methods, especially for services sector estimates.	Short-term	Technical and financial assistance, staff training required.
Complete the compilation of detailed industry and product supply-use tables for 2004 and 2005, in order to discontinue using fixed gross value added to output ratios.	Short-term	Technical assistance and staff training required.
Implement the double deflation approach in order to derive independent constant price measures of	Short-term	Technical assistance and staff training required.

output, intermediate consumption and gross value added.		
Continue to expand dissemination of national accounts data.	Short-term	
Continue to improve consistency with SNA 1993 standards.	Short-term	Technical and financial assistance, staff training required.
Provide software as well as intranet and internet connections to the staff of provincial offices to enable regular data reporting.	Short-term	Financial assistance and staff training required.
Address a number of conceptual national accounts issues (e.g. depreciation of government assets, allocation of livestock values between capital and inventories).	Short-term	Technical assistance and staff training required.
Continue improving compilation and use of source data for the Quarterly National Accounts (QNA).	Short-term	Staff training, financial and technical assistance required.
Improve constant price estimates of GDoP.	Medium-term	Technical and financial assistance, staff training required.
Commence production of monthly industrial and agricultural production indexes and other timely indicators of economic activity.	Medium-term	Technical and financial assistance, staff training required.
Develop a single integrated business register and conduct annual establishment surveys.	Medium-term	Technical and financial assistance, staff training required.
Develop and conduct the Agriculture Census and Establishment Census.	Medium-term	Technical and financial assistance, staff training required.
Strengthen provincial statistics offices in 24 provinces to enhance capacity for conducting nationwide surveys.	Medium-term	
Implement the new SNA standards in relation to compilation and dissemination.	Medium-term	Technical assistance and staff training required.
Continue training of NIS central and provincial office staff on national accounts concepts, sources and methods.	Medium-term	Technical assistance and staff training required.
Update the National Accounts Manual to incorporate changes in compilation methods and source data for the annual national accounts and the sources and methods used to compile the quarterly national accounts.	Medium-term	Technical assistance and staff training required.
National Accounts Aggregates		
See National Accounts above.		
Price Indices		

Review current practices in relation to quality change adjustments and implement improved practices.	Short-term	Technical assistance and staff training required.
Expand consumer prices collection to include the 18 other provincial cities.	Short-term	Technical and financial assistance and staff training required.
Commence dissemination of the new CPI series from September 2007.	Short-term	Technical assistance and staff training required.
Implement an ongoing quarterly producer price survey, and compilation and dissemination of a quarterly PPI.	Short-term	Technical assistance and financing required.
Improve the methodology in the treatment of seasonal food items in the CPI.	Medium-term	Technical assistance and financing required.
Review MAFF agriculture wholesale and retail price data collection and compilation, and implement improvements.	Medium-term	Technical assistance and financing required.
Review the availability and quality of Customs export and import prices data and, if feasible, develop and disseminate exports and imports price indexes and trade weighted indexes.	Medium-term	Technical assistance and financing required.
Expand the coverage of the producer prices survey to include construction services.	Medium-term	Technical assistance and financing required.
Labour Market Indicators		
Conduct annual LFS for Cambodia.	Short-term	Technical and financial assistance, training required.
Analyse and disseminate the results of the nationwide LFS.	Short-term	Technical and financial assistance, training required.
Conduct quarterly LFS of Cambodia and disseminate the results.	Medium-term	Technical and financial assistance, training required.
Population		
Conduct training for field enumerators nation wide.	Short-term	Technical assistance is required.
Promote via media the census data collection phase.	Short-term	Technical and financial assistance is required.

Conduct of the 2008 GPCC.	Short-term	Technical and financial assistance is required.
Carry out data entry and release primary results for the 2008 GPCC.	Medium-term	Technical and financial assistance is required.
Poverty		
Conduct the pilot ID Poor in three provinces and expand to all provinces in Cambodia.	Short-term	Technical and financial assistance required.
Strengthen coordination of data sharing arrangements and improve use of consistent international concepts, definitions and standards for poverty statistics.	Medium-term	Technical and financial assistance and training required
Develop provincial statistical offices to improve coordination of future data collection activities.	Medium-term	Technical and financial assistance and training being provided by UNDP and others.

Annex V Levels of Staff Activity in the Ministry of Planning

Designations	% Current MOP Officials Active	
	GDoP	NIS
Director General (DG)	100.00	100.00
Deputy Director General (DDG)	66.67	75.00
Director of Department (DD)	100.00	100.00
Deputy Director of Department (DDD)	39.29	52.38
Bureau Chief (BC)	30.77	40.00
Vice Bureau Chief (VBC)	26.92	33.33
Staff	20.49	33.83
Total	28.20	37.60

Source: Compiled base on consulting with key informants in each line department of GDoP and NIS.

Annex VI External Supports/Projects to the Ministry of Planning

Project Title	Project Objectives/Activities	Project Length		Project Cost	Donors
		Started Date	Ending Date		
Projects Implemented by National Institute of Statistics (NIS)					
Improving Official Statistics in Cambodia (Mr. Shibanuma Akira, Expert/Coordinator)	The project started in October 2005 and grouped into two phases. The first phase is scheduled to expire in March 2007. The main objective of the project is to improve capacity of statistical staff at all levels, including NIS, statistical staff within line ministries and provincial statistical staff through training on basic statistics, statistical survey design, data processing and statistical analysis. Also, on-the-job training activities for population census related field enumeration and census data processing, GIS technology and establishment listing. The second phase of the project will be straightforward supporting General Population Census 2008 and still focus on training activities in the scope of census as a whole. This second phase will be expanded to 2010.	1-01-2007	30-06-2010	JPY 300,000,000.00	JICA
Support to National Institute of Statistics	This support project is funded by UNFPA. Its core objectives to strengthen national and local capacity in data collecting, analyzing, interpreting, disseminating and utilizing disaggregated population and poverty data for decentralized planning, monitoring and policy-maker.	1-04-2006	31-12-2010	USD 2,340,000.00	UNFPA
Institutional Capacity Building of NIS (Lars Soderberg, ICT Advisor)	Swedish International Development Agency through Statistics Sweden has been supporting the NIS in strengthening statistical data collection and in formulation of policies and strategies to combat poverty and to monitor the development, by providing relevant and easily accessible data analysis, particularly trend-data. The key objective of the project is to assist the NIS to conduct a continuous CSES. The project also has focus on ICT with coordination and clearing house functions.	1-02-2006	31-12-2008	SEK 21,500,000.00	Sida
Building Capacity in National Surveys, Poverty Analysis and Monitoring	The grant project particularly deal with training activities on data management, especially with CSPro, data entry programs and quality checking programs and all aspects of household socio-economic survey design using statistical analysis with Stata, SAS or SPSS, report writing and on-the-job training.	19-05-2005	18-05-2008	USD 310,000.00	WB/IBRD

Cambodia Statistical Development (Statistical Capacity Building)	The project activity mainly associated with training on survey methods, data dissemination, data analysis using statistical software, training of trainers-survey fieldwork and data processing and on-the-job training.	14-09-2005	31-12-2007	USD 168,500.00	WB/IRDB
Capacity Development of National Statistical System (Andrew Pinney, Statistics Advisor)	The project aims at strengthening of capacity in providing of reliable data and timeliness in order to meet the need of users and policy makers as well. Four key objectives stated in the project: integrated national statistical system, statistical governance, strengthening dissemination of statistics and capacity development.	1-10-2003	30-09-2006	USD 1, 388, 463	UNDP
2008 Population Census of Cambodia	The project aims at strengthening capacities for the process of the 2008 general population census in the area of data collection and data Processing.	1-01-2007	31-12-2008	EUR 1,300,000.00	Germany
Improving Data in National Institute of Statistics	This project aims to assist NIS in improving data, building capacity, dissemination of data and collection of data through population census, inter-censal population survey and demographic survey and analysis of data.	1-04-2001	31-03-2006	USD 1,449,941.00	UNFPA
Cambodian Accidents and Injuries Survey	This support project core activity is to provide on-the-job training for training of trainers and field workers to NIS staff in the area of data collection on accidents and injuries in Cambodia.	08-2005	03-2007	Not available	UNICEF
Development of CAMInfo Database	The project particularly supported training activities on latest versions of CAMInfo. This project likely to be extended by UNICEF. Main target group are NIS, line ministries and Technical Working Group. There is a nominal commitment from GTZ, \$ 20,000 per year.	2002	2005	USD 1,400,000.00	UNICEF/GTZ
Multi-sectors Statistics Adviser Support to NIS (Mr. Zia Abbasi)	Several activities has been supporting from IMF Multi-sector Statistics Adviser are provide on-the job training to staff of National Accounts bureau, assist in compilation of national account statistics, CPI and development of PPI survey. In addition, on the area of statistical redevelopment documents: draft of Statistics Law and other related sub-decrees; NIS Strategic Plan; SMP; review on structure, roles and functions of the NIS and so on.	2001	31-12-2007	Not available	IMF
Projects Implemented by General Directorate of Planning (GDoP)					
Support to NSDP, D&D and Population Advocacy	Its core objective is to improve national and decentralized capacity to integrate and implement population, poverty and development issues within national, sectoral and decetralized plans.	1-04-2006	31-12-2010	USD 1,660,000.00	UNFPA
Identification of	The project aims to develop an improving, standardized procedure for identifying	04-2006	03-2009	EUR 1,000,00.00	GTZ

Poor Households (Mr. Julian Hansen, Project Manager)	poor households to reach an official consensus at national level with regard to common use of a standardized procedure and put into place in selected provinces. This project basically targeted to support NSDP relating to national poverty-oriented development strategy.				
Capacity Development for Poverty Monitoring and Analysis	The project objective was established dealing with core component activities on capacity development for national professional staff, develop a demand-driven system of poverty monitoring and analysis, conduct several policy impact assessment studies based on existing data set and evaluate the effectiveness of specific targeted poverty reduction policies and programs, focusing on processes, intermediate outputs and final impact.	1-06-2000	31-03-2007	USD 1,800,000.00	UNDP
Poverty Monitoring & Analysis-PMA SIDA	The project focuses on poverty monitoring and analysis towards capacity development in support of the inter-ministerial Council for Social Development. The project specifically aiming at strengthening the capability of the CSD in poverty monitoring and analysis through conducting HSES, identification of priority PMA needs and comprehensive capacity development of GSCSD/PMATU and MOP staff.	1-06-2001	30-09-2006	USD 1,008,952.00	UNDP/Sida
Support Project for Population and Development Policy	Overall objective is to strengthen the analytical skills of government staff in population and demography for development planning and programming. In addition, the project aims at strengthening of population studies and demographic research.	1-04-2001	31-03-2006	USD 1,525,136.00	UNFPA/ UNOPS/ ANU
Future Support Projects/activities with NIS					
Expand CSES	Sida through Statistics Sweden will be continued to support regular nation-wide survey on HSE.	2008/2009			Sida
Labor Force Survey	ADB had supported earlier Cambodia Labor Force Survey	2009			ADB/ILO
Agricultural Census	FAO-supported Agricultural Census	2009			FAO
Demographic and Health Survey	Regular Survey of Demographic and Health of Cambodia	2010			UNICEF/ UNFPA/ USAID
Establishment Census/Survey	JICA—supported Census of Establishment of Cambodia	2011/2012			JICA
Inter-censal Population Survey	UNFPA—continued to support Inter-censal Population Survey	2013			UNFPA

Source: National Institute of Statistics, General Directorate of Planning and Cambodian Rehabilitation and Development Board (http://cdc.khmer.biz/Reports/reports_by_updated.asp?status=0).

Annex VII External Supports/Projects to Planning and Statistics in Other Ministries

Table VII.1: List of Selected Project Implementing by Ministry of Education, Youth and Sport (MoEYS)

Donors	Project Name	Project Objectives/activities	Started Date	Expected Date of Completion	Project Cost
UNICEF	Country Programme Action Plan 2006-2010, Expanded Basic Education Programme	Three main objectives: (1) to enhance national capacities to manage education sector reforms accompanied by a gradual decrease of external technical assistance in order to improve in access, completion, quality and achievement level of basic education. (2) to contribute to substantial progress towards the achievement of universal primary education in six priority provinces in terms of access, completion, quality and achievement level; and (3) to contribute to expanded early learning opportunities for disadvantaged young children and youth.	1-Jan-2006	31-Dec-2010	25,700,000.00 USD
IBRD/WB	Education Sector Support Project	The project is to assist the Borrower to implement the Education Sector Support Project goals to expand access to educational services by addressing supply, demand, quality and efficiency constraints, with special focus on the poor and underserved communities.	17-Aug-2005	31-Dec-2010	10,090,000.00 USD
Sweden	Expanded Basic Education Programme, Phase II 2006-2010	Three main objective: (1) Enhance national and local capacities to manage, coordinate, and communicate education sector reform; (2) Contribute to improving quality and achieving universal primary education in six provinces; (3) Contribute to expanded early learning opportunities for disadvantaged children and youth.	1-Jan-2006	30-Jun-2011	188,700,000.00 SEK
WFP	Assisting People in Crisis	To improve food security through food aid intervention to increase enrolment and retention in basic education, decreasing repetition and reduce short-term hunger, particularly among girls.	1-Jan-2005	31-Dec-2007	47,838,664.00 USD
ADB	Dormitories and Learning Centers for Secondary School Girls (TA)	The TA is expected to improve the equity and reduce access barriers to secondary education for poor girls.	9-May-2006	31-Dec-2007	800,000.00 USD
ADB	Second Education Sector Development	The project aim at increase level of educational attainment among new entrants to the workforce and increase average household income of skills training beneficiaries.	31-Aug-2005	31-Dec-2009	33,580,000.00 USD

Note: JICA also has long term adviser working with EMIS.

Source: Cambodian Rehabilitation for Development Board, CDC and MoEYS.

Table VII.2: List of Selected Project Implementing by Ministry of Agriculture, Forestry and Fishery (MAFF)

Donors	Project Name	Project Objectives/activities	Started Date	Expected Date of Completion	Project Cost
FAO	Strengthening Regional Data Exchange System on Food and Agricultural Statistics in Asia and Pacific Countries	The project aims at providing the member countries of the Asia and Pacific Commission on Agricultural Statistics with a sound statistical system capable of (1) providing data and information for planning and policy making in the food and agriculture sector with aim of raising living standard and nutritional status of people, especially the rural poor; and (2) exchanging these data with other countries to support national, regional and global food security programmes and policies.	10-Dec-2001	31-Dec-2007	78,601.00 USD
FAO	Development of a Vulnerability Information Base, Mapping and Dissemination System for Asia in Support of the Food Insecurity and Vulnerability Information and Mapping System (FIVIMS) - Phase II	Based on the previous work undertaken and lessons learned during the first phase of the project, Phase II is aiming primarily at assisting selected countries in Asia with: (a) Methodology development and institutional capacity building; (b) Vulnerability analysis and map development; and (c) Information system establishment and enhancement. The ultimate goal of the project is to identify the most food insecure and vulnerable populations so that the countries can take appropriate actions and formulate targeted policies and programmes to improve the food security and nutritional status of the affected population/livelihood groups.	14-Oct-1997	31-May-2008	500,882.00 USD
FAO	Strengthening Capacity in Fisheries Information-Gathering for Management	Conflict reduction and sustainable management of fisheries resources through effective decision-making, based upon appropriate information and facilitation of stakeholder dialogue. Immediate objective: The generation, communication and use of quality information that enables the development of appropriate policies and management interventions relevant to the respective needs of small-scale artisanal fisheries and larger commercial-based fisheries in four countries (Cambodia, Thailand, Timor-Leste and Viet Nam).	14-Sep-1997	1-Oct-2007	150,000.00 USD
Canada	Cambodia Agriculture Marketing Information Project (CAMIP)	The project supports the establishment of a sustainable Agricultural Marketing Information System to be run by the	28-Nov-2006	28-Nov-2010	4,500,000.00 CAD

		Agriculture Marketing Office (AMO) of the Ministry of Agriculture, Forestry and Fisheries (MAFF). The project aims to improve farmer's knowledge on the use of market information and establish greater links between farmers and final buyers. At the same time it supports increased coordination between government departments also responsible for collecting and using agriculture market information. Finally, the project supports capacity development in both the use of the system and the information, while ensuring that this capacity is sustainable for the long-term and institutionalized within Cambodian government bodies.			
Canada	Community Forestry Development in Northwestern Cambodia	The objective of the project is to expand responsible, productive, and sustainable management of forest resources by local communities to meet their needs and to stimulate development within the provinces of Siem Reap, Orddar Meanchey and Banteay Meanchey	28-Feb-2007	30-Nov-2008	366,000.00 USD
ADB	Tonle Sap Environmental Management	The Project will enhance systems and develop the capacity for natural resource management coordination and planning, community-based management of natural resources, and conservation of biodiversity in the Tonle Sap Biosphere Reserve	2002	2007	10,910,000.00 USD
ADB	Agriculture Sector Development Program Loan	There were three objectives: (i) provide better access to productive land, water, improved seeds, and other quality agricultural inputs; (ii) improve efficiency of rubber production, and ensure no direct state intervention in the agricultural input and output markets; and (iii) facilitate agricultural commercialization by rationalizing agricultural institutions and improving access to effective research and extension services at the local level.	2-Dec-2004	30-Jun-2009	25,000,000.00 USD
JICA	Capacity building of forestry sector II	To enhance capacity of the identified target groups in the selected priority areas of planning, implementation, and M&E of laws, legislation, policy, plans and projects in the forestry sector	1-Dec-2004	31-Dec-2010	3,200,000.00 USD
Australia	Agriculture Quality Improvement	The goal of the project is to support economic growth in Cambodia by providing high quality services in rice seed production, post harvest technology and fruit and vegetable	1-Jan-2000	31-Mar-2008	20,748,540.60 AUD

		marketing.			
France	Support to agricultural sectoral policies	To contribute to the implementation of sectoral agricultural policies; to support training of executives responsible for planning	1-Jan-2002	31-Dec-2010	1,372,400.00 EUR

Source: Cambodia Rehabilitation for Development Board (CRDB) and TWG-FA, UNDP.

Table VII.3 List of Selected Project Implementing by Ministry of Health (MOH)

Donors	Project Name	Project Objectives/Activities	Started date	Expected date of Completion	Project Cost
Germany	Reproductive Health II	The overall objective of the program concerns the contraceptive supply and distribution for the public and NGO sector and for social marketing (PSI). The purpose is the improved utilization of family planning methods by the target group and an increased contribution of high quality and affordable reproductive health methods and services through private service providers. This is to contribute to CMDG4 and 5 (reduce child mortality and improve maternal health).	3-Apr-2006	31-Dec-2009	7,000,000.00 EUR
Global Fund	Strengthening Cambodia's Health System in the Fight Against HIV/AIDS, Tuberculosis and Malaria	To increase the efficiency and effectiveness of TB, Malaria and HIV/AIDS interventions by improving identification and strengthening of complementarities and potential efficiency gains between them and across the health sector.	1-Nov-2006	31-Oct-2011	5,015,741.00 USD
Global Fund	Strengthening of the National Malaria Control Program by Broadening Partnerships and Taking to Scale Proven BCC Interventions and Ushering in a "People's Movement for Malaria Control"	To significantly increase community awareness and care-taking practices on malaria prevention and control with the promotion of proper health seeking behavior in malaria endemic area in Cambodia; to improve access to preventive measures that protect the population at risk, with a focus on complete coverage for bed net distribution and re-impregnation in targeted malaria endemic areas, employing an effective community based approach.	1-Sep-2005	31-Aug-2010	9,870,565.00 USD

Global Fund	Partnership for Going to Scale with Proven Interventions for Malaria	The project aims to significantly increase community awareness and improve care taking practices on malaria prevention and control with promotion of proper seeking behavior in endemic areas; to improve access to preventive measures through community based approach; to increase access to three pronged approach and to strengthening capacity of NMPC at all levels.	1-Jan-2004	31-Dec-2008	9,730,345.00 USD
Japan	National Tuberculosis Control (Phase II)	The main objective of this project is to support the anti-tuberculosis program initiated by the Royal Government of Cambodia in the national TB Control Plan to achieve and maintain high cure rate of more than 85% and the rate of at least 70% of the case detection for new smear positive cases.	1-Aug-2004	31-Jul-2009	520,405,000.00 JPY
UK	Health Sector Support (HSSP)	This health sector support project main objectives are: (i) increase institutional capacity to plan, manage and finance the health sector, (ii) develop accessible, affordable, quality, basic curative and preventive health services for the population, especially for women and the poor, (iii) increase utilization of health services, especially by women and the poor, and (iv) control and mitigate the effects of infections disease epidemics and of malnutrition, with emphasis on the poor.	1-Jan-2003	1-Aug-2009	15,400,000.00 GBP
UNICEF	Country Program Action Plan 2006-2010, Child Survival	The program aims to achieve the following three objectives: (i) to support and strengthen national capacities to deliver basic health and nutrition services to women and children	1-Jan-2006	31-Dec-2010	18,120,000.00 USD

		through human resource development, policy and technical support and advocacy, to achieve the objectives and targets of the Health Sector Strategic Plan 2007-2010 and the NSDP 2006-2010; (ii) to enhance survival, health and nutritional status of children and women through universal access to key life-saving interventions that are low-cost and have proven effectiveness with special emphasis on six priority provinces; and (iii) to strengthen the capacities of families, communities and local governments to take coordinated action for better utilization of the basic health services and adoption of healthy behaviours.			
UNICEF	Country Program Action Plan 2006-2010, HIV/AIDS Prevention and Care	The program has three main objectives: (a) to help reduce the HIV incidence among children and people in their reproductive age (15 to 49 years) with special emphasis on women and young people; (b) to help reduce the percentage of babies who are born to HIV-infected women and test HIV-positive at 18 months; and (c) To help mitigate the impact of HIV/AIDS on children and their families. The program will contribute to the achievements of the goals and targets of relevant government plans, i.e. the National Strategic Plan for a Comprehensive and Multi-sectoral Response to HIV/AIDS 2006-2010, the Strategic Plan for HIV/AIDS and Sexually Transmitted Illnesses (STIs) Prevention and Care 2004-2007, the NSDP 2006-2010 and the CMDG, particularly Goal	1-Jan-2006	31-Dec-2010	9,400,000.00 USD

		No. 6 “Combat HIV/AIDS, Malaria and Other Diseases”.			
WHO	Expanded Program on Immunization	The program’s objectives are: (1) improved support activity in country, (2) polio Surveillance maintains, (3) measles transmission reduced, (4) improved routine immunization and service delivery.	1-Jan-2006	31-Dec-2007	1,372,000.00 USD
WHO	Health system policies and service delivery	A health system that maximizes the potential to promote health, reduce excess mortality, morbidity and disability, and responds to the population's needs in an equitable way.	1-Jan-2006	31-Dec-2007	1,792,000.00 USD

Source: Cambodia Rehabilitation for Development Board (CRDB), CDC (<http://cdc.khmer.biz>) and Ministry of Health.

Annex VIII: Examples on Sector Ministries

Figure VIII.1 Organization Structure, MAFF

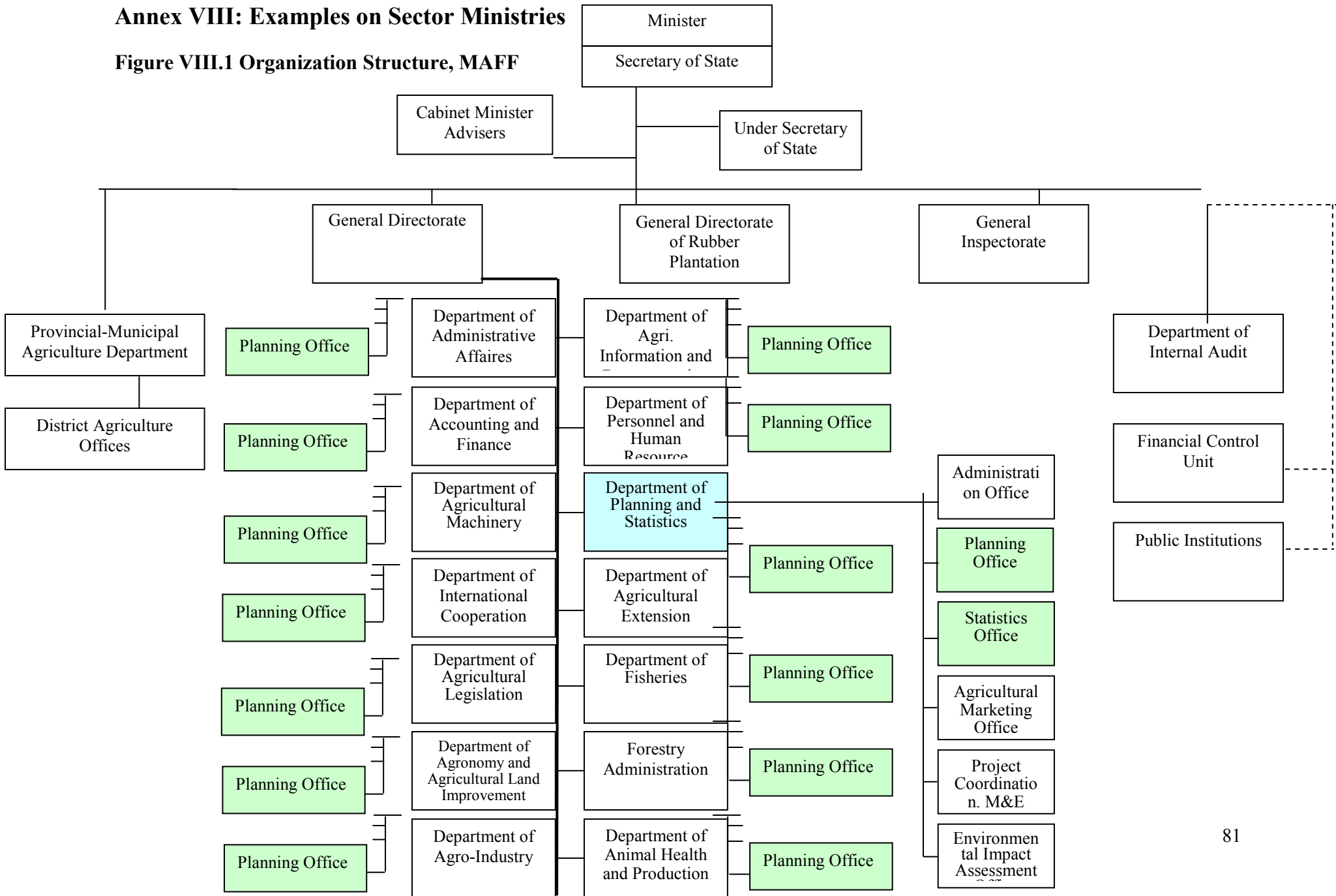


Figure VIII.2 Horizontal Linkages between PD-MAFF and MOP

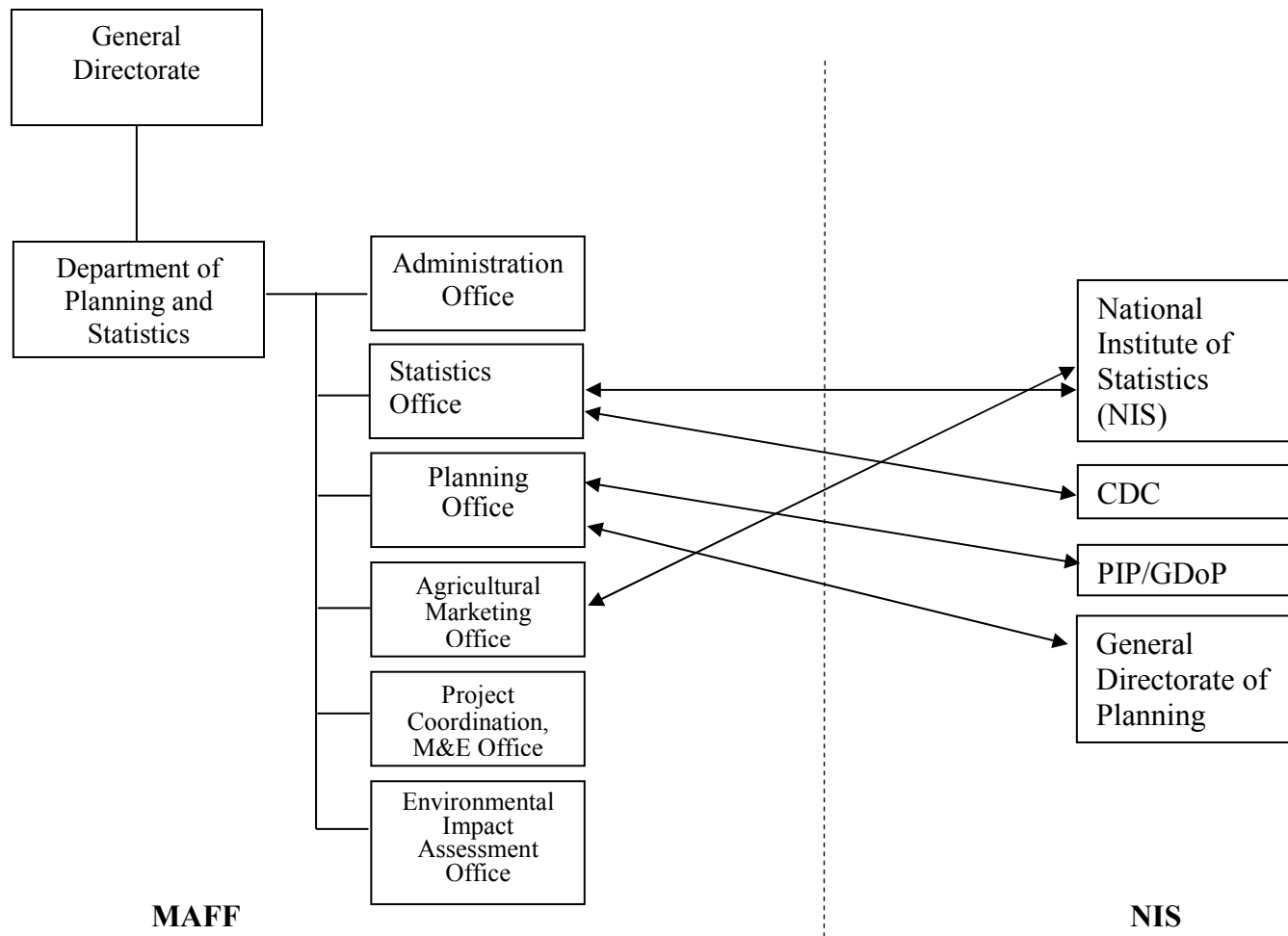


Figure VIII.3 Vertical Linkages between MOP/MAFF and the Provincial Departments

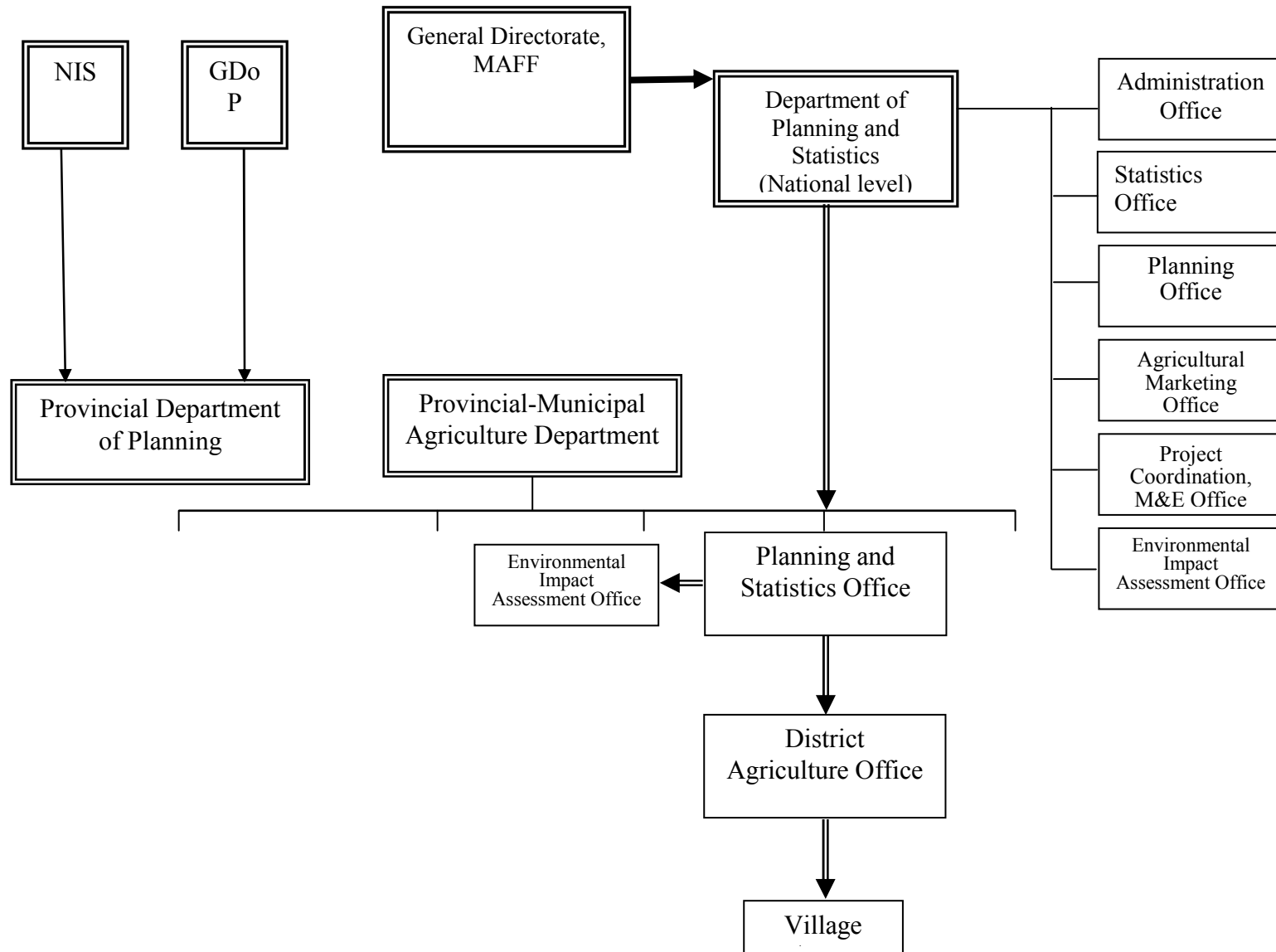


Figure VIII.4 Organization Structure, MORYS

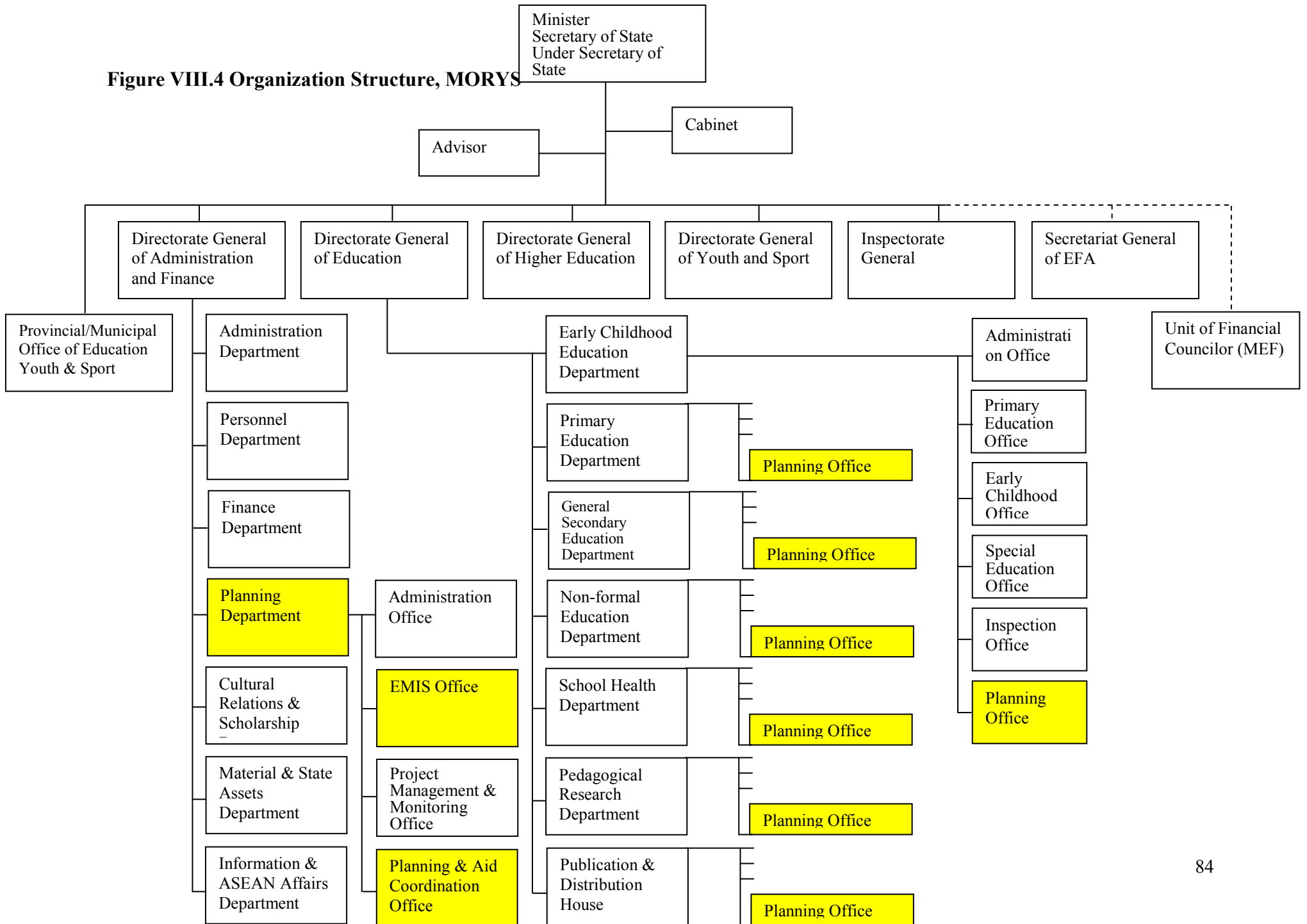


Figure VIII.5 Horizontal Linkages between PD-MOEYS and MOP

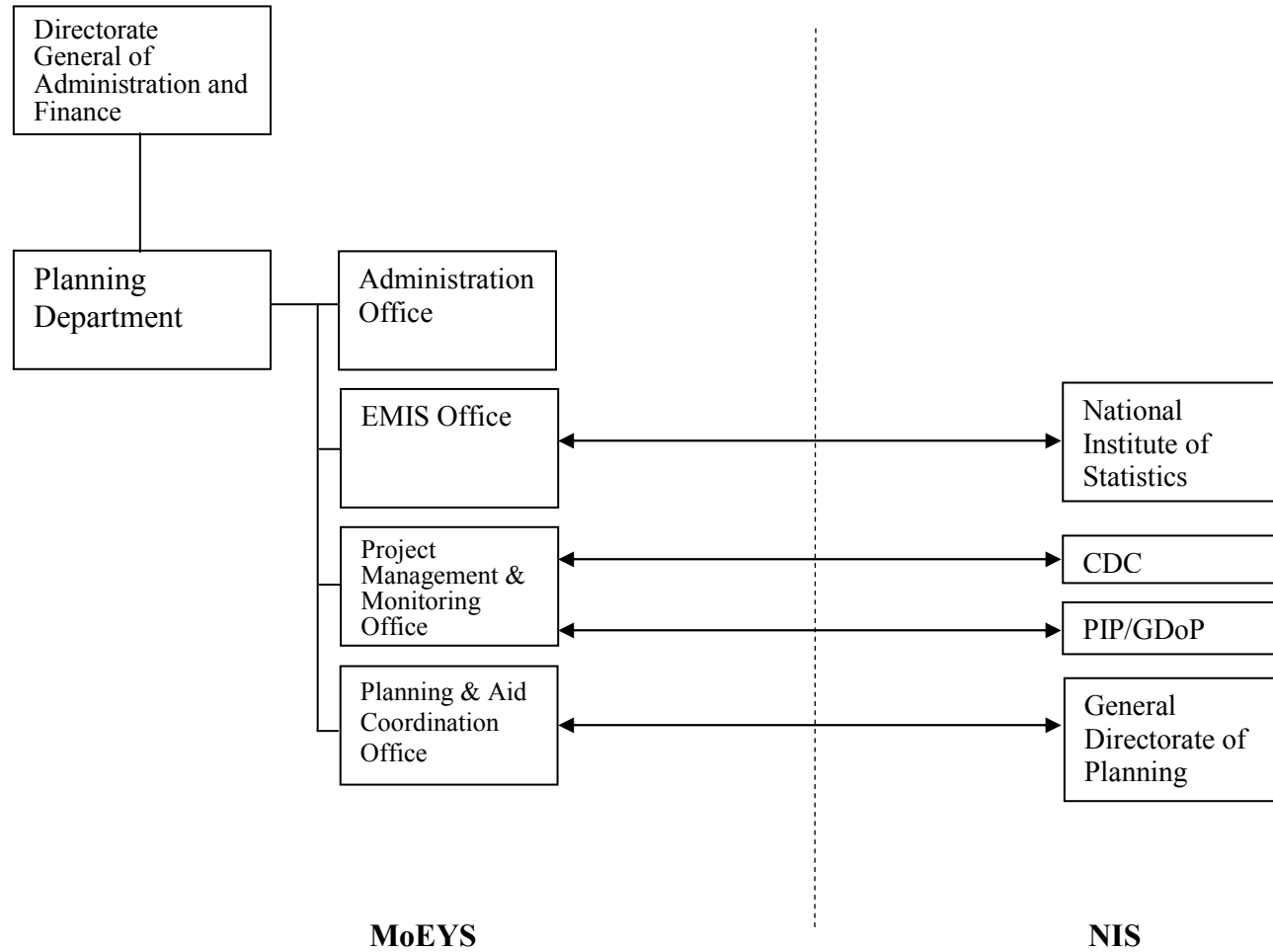


Figure VIII.6 Vertical Linkages between MOP/MoEYS and the Provincial Departments

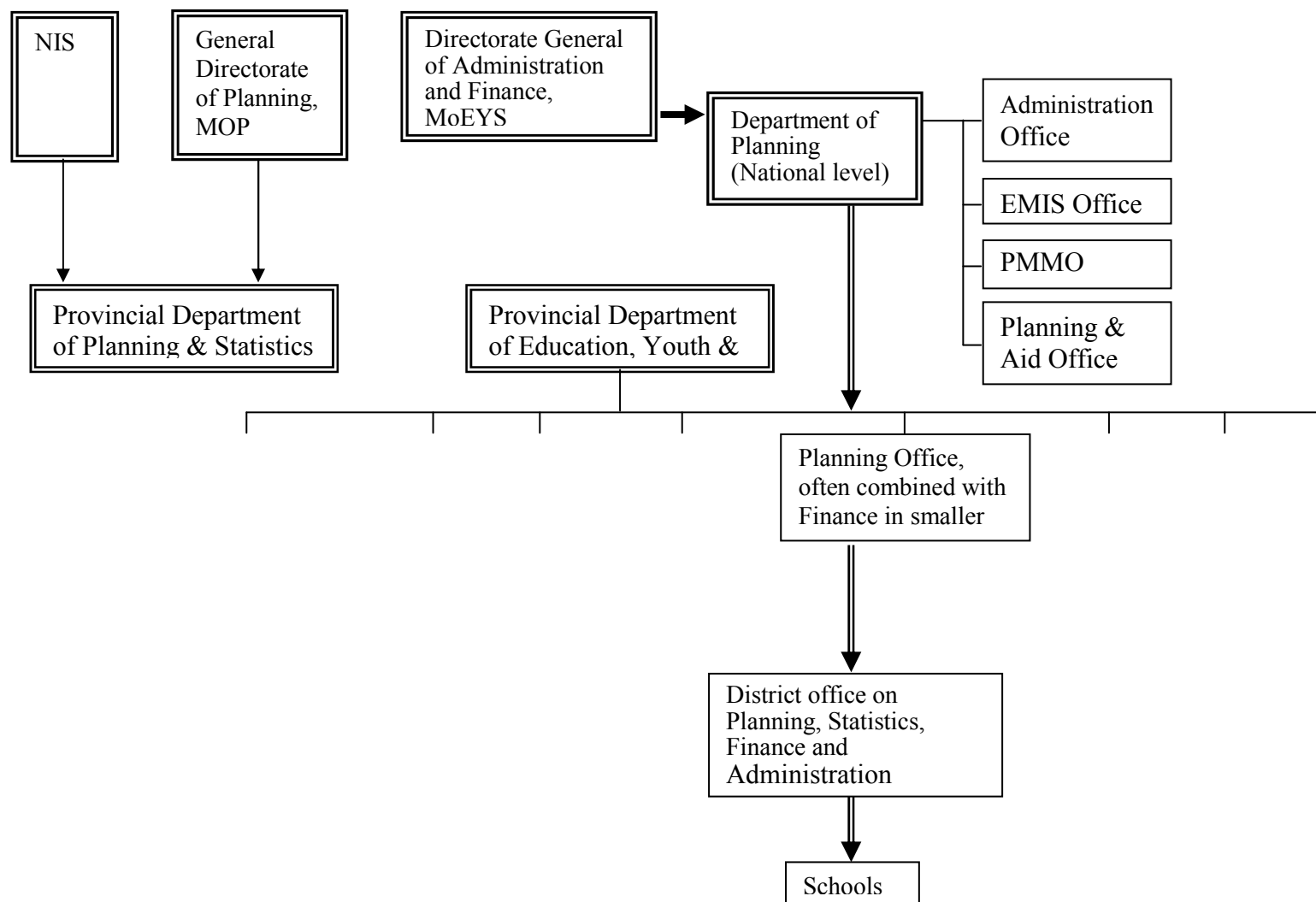


Figure VIII.7 Structure of Organization, MOH

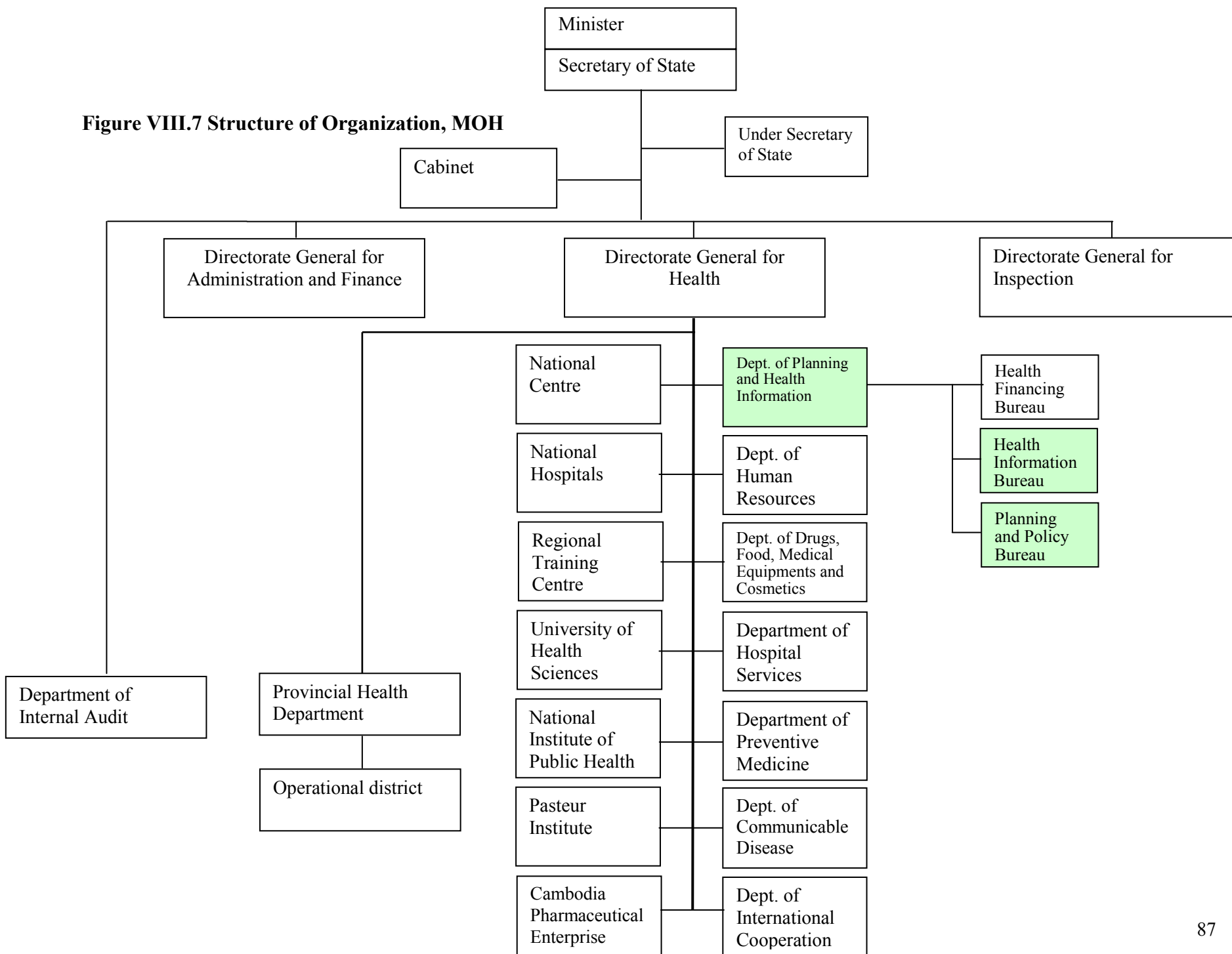


Figure VIII.8 Horizontal Linkages between PD-MOH and MOP

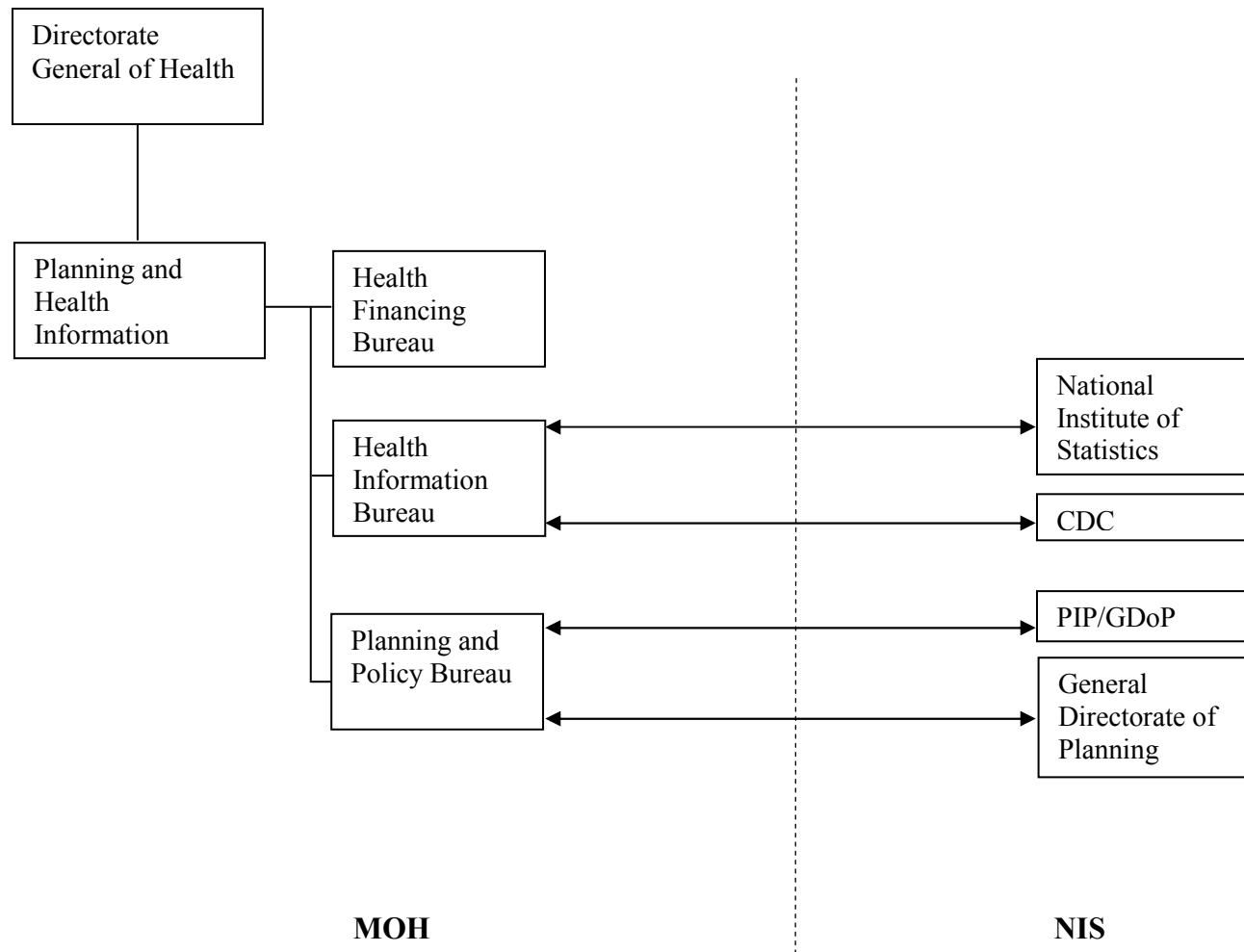
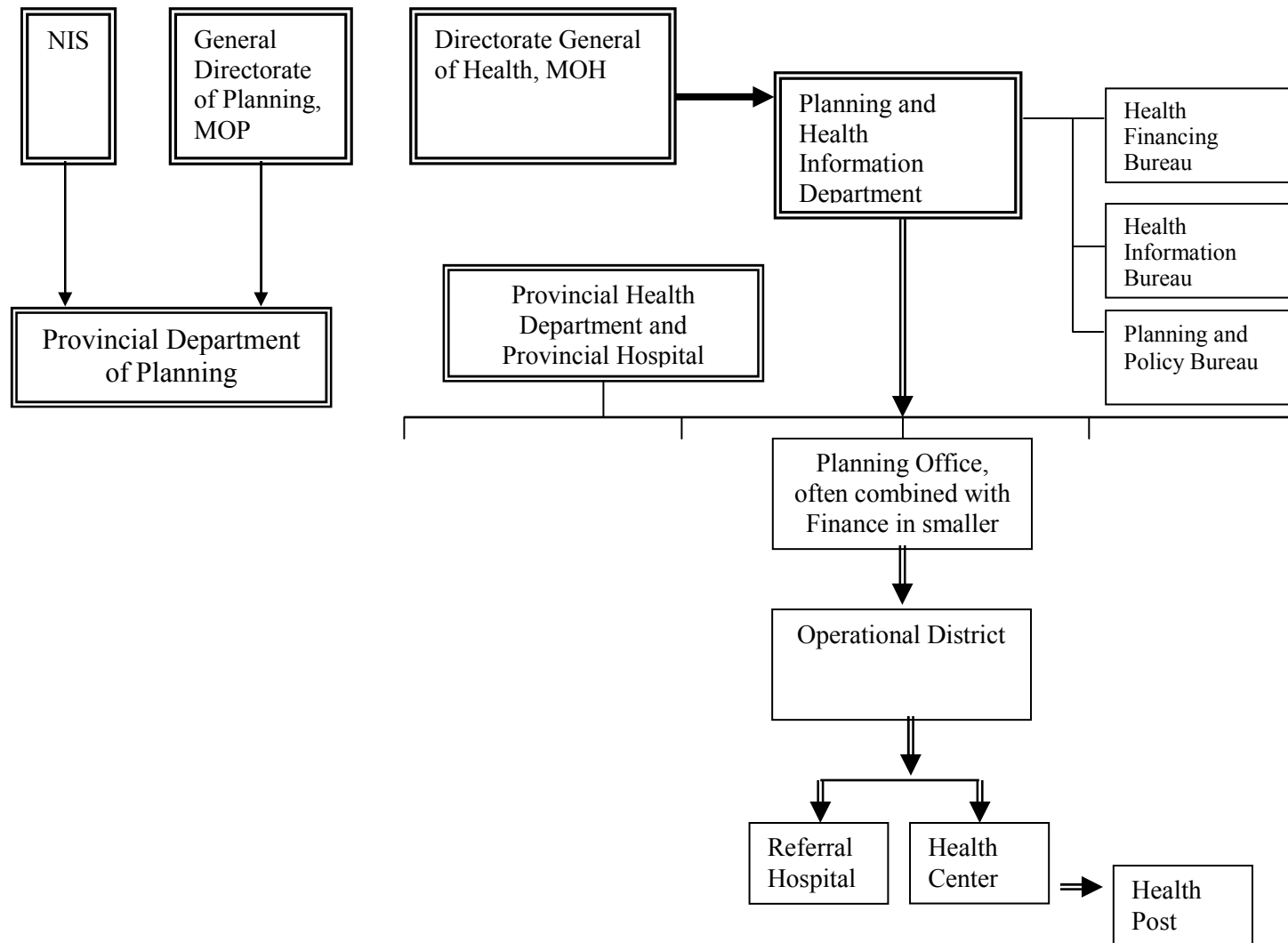


Figure VIII.9 Vertical Linkages between MOP/MOH and the Provincial Departments



Annex IX: MPSP 2006-2010: Objectives, Targets and Activities

Objectives	Targets	Activities
Objective 1: To ensure implementation of the NSDP and progress towards the CMDGs	Target 1: Disseminate NSDP and develop MOP information and communication resources	1.1 Develop and implement NSDP dissemination and communication strategy
		1.2 Develop and manage MOP/NSDP website
	Target 2: Strengthen alignment of sector strategies, sub-national plans and cross-sectoral policies and plans with NSDP priorities	2.1 Cooperate with line ministries, agencies and sub national level to draft new sector strategies or align existing sector strategies with NSDP priorities
		2.2 Work with sub-national authorities to align plans (goals, targets, priorities, actions, resources) with CMDGs and NSDP through provincial situation analysis, priority setting, costing, supplying appropriate monitoring data etc.
		2.3 Strengthen MOP leadership and partnerships with stakeholders to implement the Cambodia Nutrition Investment Plan (CNIP)
		2.4 Establish role and responsibility to prepare CNIP-2 (2008-2012)
	Target 3: Ensure consistency of resource allocation processes (annual budget, medium-term budget frameworks, PIP and ODA harmonization and alignment) with NSDP priorities	3.1 Build closer working relations with PFM-Reform Programme
		3.2 Offer to make presentation to National Assembly (Committees) on proposals for NSDP-PFM links
		3.3 Prepare PIP to align Ministries' and NSDP's priorities
		3.4 Work with MEF on how to start harmonizing timeframes for budget submissions and PIP/MTEF
		3.5 With improved PIP process, ensure NSDP-PIP commitments are reflected in budget allocations from 2008 budget
	Target 4: Target poor areas and poor households to ensure resources used for maximum effectiveness and efficiency	4.1 Establish standardized procedures and criteria for identification of poor households in pilot provinces
		4.2 Expand the coverage of the program for poor household identification
		4.3 Promote the development of social transfer programs targeted towards poor households
		4.4 Develop institutions and processes for geographic targeting
	Target 5: Develop MOP capacities to prioritize and mainstream gender issues in	5.1 Promote gender mainstreaming in planning systems

	planning and gender equity in NSDP implementation	5.2 Develop capacity to mainstream gender in planning systems by conducting cascade training from national to decentralized levels 5.3 Prepare and implement a gender mainstreaming action plan
Objective 2: To monitor and evaluate progress towards NSDP implementation and NSDP / CMDG outcomes	Target 6: Information on NSDP Implementation and NSDP / CMDG outcomes is collected, analyzed and reported in a full and timely fashion	6.1 Refine and implement NSDP monitoring framework in collaboration with NIS and line ministries / agencies / TWGs
		6.2 Conduct CMDG / NSDP evaluations and policy analysis
		6.3 Combine core monitoring (6.1) and selected annual evaluation / analysis (6.2) in NSDP Annual Progress Report
	Target 7: Generate mandatory reports required for international monitoring process, based on NSDP monitoring data and reporting formats	7.1 Ensure NSDP APR can be submitted as LDC report (RGC commitment under Brussels agreement) and MDG report
		7.2 Engage in major national analytical exercises conducted by other stakeholders
	Target 8: Develop capacities of MOP staff (NSDP Secretariat and GDP staff to ensure effective implementation and monitoring of NSDP, NIS staff through workshops and on-the-job-training)	8.1 Improve capacity of MOP staff in poverty and macroeconomic analysis and related subjects
8.2 Conduct TOT on identification of poor households and training on the computerized system for management of data on poor households		
8.3 Develop capacities of MOP, line ministries and provincial staff (through training etc.) to align sector strategies with NSDP (see 2.1)		
Objective 3: Ensure MOP and its partners implement actions required under the Harmonization, Alignment and Results (HAR)-agenda	Target 9: Ensure allocation of Government and donor resources to MOP align with NSDP priorities	9.1 Fulfill commitments under TWG-PPR and MOP functions assigned under RGC's Harmonization and Alignment Declaration and Action Plan
Objective 4: Develop high-quality NSDP 2011-2015 in a comprehensive and timely manner	Target 10: Streamline MOP activities towards NSDP functions during implementation of Ministry of Planning Strategic Plan (MPSP)	10.1 Progressively re-align MOP activities clearly with NSDP functions
		10.2 Strengthen international cooperation within MOP
10.3. Perform an annual review of the MPSP		
	Target 11: NSDP (2011-2015) signed by King by end December 2010	11.1 Establish roles, responsibilities, schedule of processes, resources (HR, other MOP capacity development, TA inputs) needed for preparation of next NSDP
Objective 5:	Target 12: Improve the capacity of provincial	12.1 Provide guidance on provincial/municipality strategic development plan

Strengthening Local Development Planning Process	planning officers	process (PSDP)
		12.2 Manage the commune/Sangkath database (CDB)
		12.3 Prepare and analyze the commune/Sangkath profile; district/Khan profile and provincial profile
		12.4 Support the formulation of commune/Sangkath strategic development program
		12.5 Manage the commune/Sangkath development planning database (CDPD)
		12.6 Support the preparation of the district integration workshop (DIW) process
		12.7 Monitor and assess the implementation of provincial planning process and commune/Sangkath planning process
	Target 13: Improve the capacity of district planning officers	13.1 Provide guidance on district/Khan development plan
		13.2 Analyze the district/Khan profile
		13.3 Participate and support the commune/Sangkath planning process
	Target 14: Strengthening the capacity of national working group on local planning process	14.1 Enhance the capacity of national working group on relevant concept of best practices in local planning process
		14.2 Improve and support the formulation and implementation of local planning process
		14.3 Cooperate with relevant stockholders to support the provincial/municipal and district/Khan policy with the decentralization and de-concentration context
NIS PART		
Objective 6: Coordinated and improved national statistical system	Target 15: Improve statistical governance	15.1 Statistical legislation fully elaborated and enacted
	Target 16: Improved coordination throughout the national statistical system	16.1 Statistical Advisory Council and Statistical Coordination committee meet six and three months respectively and coordinated standards and procedures
Objective 7: National statistical system is timely, relevant and responsive	Target 17: Improve NIS statistical service statistical coverage and data definitions to meet national reporting requirements	17.1 2008 Census data & results will be released widely through website and CDROM & yearbook
		17.2 Continuous household survey producing coefficient estimates on private consumption for national accounts and annual estimates of the poverty line headcount rate
		17.3 Quarterly national accounts published

		17.4 Annual estimates of poverty headcount rates published
		17.5 Producer and agricultural commodity price indices
		17.6 Socio-economic 5 yearly survey
		17.7 Establishment survey conducted
		17.8 Demographic & health survey conducted 2010
		17.9 Agricultural census conducted
Objective 8: Improved and informed and increased use of official statistics	Target 18: Improved access to national official statistics	18.1 Creation of national statistical data warehouse
		18.2 Access to the statistical data warehouse available through online micro-analytical processing software, (SuperStar) or offline through CAMInfo and through microdata dissemination is upon is request or through the data users centre
		18.3 Improved metadata and report dissemination through the revamped NIS website
	Target 19: Improved understanding of statistical data and its use and manipulation for policy development, targeting and prioritisation	19.1 Extension of NIS virtual private network to line ministry statistical units to provide Internet access to national statistical data warehouse
		19.2 Training out-reach to line ministries and NGO development actors on utilisation of offline data resources (CamInfo Verion 3) and online data resources (SuperSTAR)
		19.3 Establishment staffing and training of statistical analysis department within NIS

Annex X: Indicative Key Policy Steps, Censuses, Household Surveys and Other Activities, 2006-2015

Year/ Quarter	Policy Steps	Censuses	Surveys	Others	Availability of Results
2006:1 2006:2 2006:3 2006:4	↑ NSDP 2006-2010 (1 st Start) ↓		Annual SES ↑ ↓	↑ CPI, and NA CPI, and NA CPI, and NA ↓ Statistical Yearbook	Quarterly CPI Quarterly CPI Quarterly CPI and NA, and Statistical Yearbook
2007:1 2007:2 2007:3 2007:4	↑ APR ↓ CDCF		Annual SES ↑ ↓	↑ CPI, PPI and NA CPI, PPI and NA CPI, PPI and NA ↓ Statistical Yearbook	Quarterly CPI and NA Quarterly CPI, NA and Annual National Accounts Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI Statistical Yearbook and al SES final report
2008:1 2008:2	↑ APR ↓ CDCF	↑ Population Census ↓	Annual SES ↑ ↓	↑ CPI, PPI and NA CPI, PPI and NA ↓ CPI, PPI and NA Statistical Yearbook	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI and annual National Accounts Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI Statistical Yearbook and SES final report
2008:3 2008:4					
2009:1 2009:2 2009:3 2009:4	↑ APR ↓ CDCF	↑ Agriculture Census ↓	Expanded SES ↑ ↓	↑ CPI, PPI and NA CPI, PPI and NA CPI, PPI and NA ↓ Statistical Yearbook	Quarterly CPI and NA and Population Census primary results Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI and Annual National Accounts Quarterly CPI, NA and PPI Statistical Yearbook, SES final report and final results of Population Census
2010:1 2010:2 2010:3	↑ APR/CMDGR ↓ CDCF/NSDP II		DH Survey Annual SES ? ↑ ↓	↑ CPI, PPI and NA CPI, PPI and NA CPI, PPI and NA	Quarterly CPI, NA and PPI and Agriculture Census primary results Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI

2010:4				Statistical Yearbook	Quarterly CPI, NA and PPI Statistical Yearbook, SES final report and Population Census primary results
2011:1 2011:2	↑ APR/CDCF NSDPH 2011-2015	↑ Census of Business Establishments	Annual SES ?	↑ CPI, PPI and NA CPI, PPI and NA	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI, Annual National Accounts and DHS final report
2011:3 2011:4	↓	↓	↕	↓ CPI, PPI and NA Statistical Yearbook	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI Statistical Yearbook and SES final report
2012:1 2012:2	↑ APR ↓ CDCF		Annual SES ?	↑ CPI, PPI and NA CPI, PPI and NA	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI, Annual National Accounts and business establishment primary report
2012:3 2012:4			↕	↓ CPI, PPI and NA Statistical Yearbook	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI Statistical Yearbook and SES final report
2013:1 2013:2	↑ APR ↓ CDCF		ICP Survey Annual SES ?	↑ CPI, PPI and NA CPI, PPI and NA	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI and Annual National Accounts
2013:3 2013:4			↕	↓ CPI, PPI and NA Statistical Yearbook	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI Statistical Yearbook and SES final report
2014:1 2014:2 2014:3 2014:4	↑ APR ↓ CDCF		Expanded SES ?	↑ CPI, PPI and NA CPI, PPI and NA CPI, PPI and NA	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI and ICPS final report
2014:4			↕	↓ Statistical Yearbook	Quarterly CPI, NA and PPI Statistical Yearbook and SES final report
2015:1 2015:2	↑ APR/CMDGR CDCF/NSDPH		DH Survey ?	↑ CPI, PPI and NA CPI, PPI and NA	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI, Annual National Accounts and business establishment primary report
2015:3 2015:4	↓		↕	↓ CPI, PPI and NA Statistical Yearbook	Quarterly CPI, NA and PPI Quarterly CPI, NA and PPI Statistical Yearbook and SES final report

2016:1					Quarterly CPI, NA and PPI
2016:2					Quarterly CPI, NA and PPI, annual National Accounts and DHS final report
2016:3					Quarterly CPI, NA and PPI
2016:4					Quarterly CPI, NA and PPI
					Statistical Yearbook and SES final report