



**KINGDOM OF CAMBODIA**

# **2008 General Population Census Plan of Cambodia**

**Prepared by  
National Institute of Statistics  
Ministry of Planning**

**Developed with Financial and Technical Assistance from  
United Nations Population Fund**



**January, 2006**

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## FOREWORD

It is great pleasure to present this report containing the plan for conducting the 2008 Population Census of Cambodia. It is common knowledge that a population and housing census is one of the most important and massive statistical activities undertaken by a Government. Census information is very much needed by Governments for a wide variety of purposes such as planning for schools, roads and hospitals, and for implementing essential development programs and poverty alleviation measures. The census takes stock of human resources which constitute the most important asset of a country. Development planning and Government decisions on providing different welfare measures are based on population and housing census data.

After a lapse of more than three decades a population census which covered housing aspects also, was successfully conducted in Cambodia in 1998 with financial and technical assistance provided by the United Nations Population Fund (UNFPA). This marked the process of recovery of Cambodia to stable and normal conditions after a long period of instability and unrest, and placed the country back on the demographic map of the world. Those involved in planning, research and development, from policy makers and administrators, to businesspersons and investors, are benefited by the wealth of data produced by the census. The National Population Policy for Cambodia formulated in August 2003 was one of the significant outcomes of the census results

Following this success in the creation of a valuable population database, the Royal Government of Cambodia (RGC) is committed to further build and strengthen the population database through the next census. There has been an increase in the demand of governmental agencies' planners and researchers for reliable and updated demographic and social data in order to review their plans and programs.

Censuses are to be taken at regular intervals, so as to have comparable information in a fixed sequence. A series of censuses makes it possible to appraise the past, accurately describe the present and estimate the future. The United Nations recommends that a national census be taken every ten years. The recently enacted Statistics Law of Cambodia also lays down that population census should be conducted at least once every ten years. The proposed 2008 Census of Cambodia would help in updating and comparing the population and other development indicators with reference to the census in 1998.

The proposal for the next census contained in the present report is comprehensive enough and it takes into account all the important aspects concerning the gigantic national undertaking. The RGC is very keen to implement the census in 2008. However due to financial constraints, RGC has to rely heavily on the goodwill and support of international donors to carry out the census, process the data, analyze and disseminate the results. Technical assistance is also required in the process of developing national capacity further.

On behalf of the Ministry of Planning, I wish to thank the UNFPA for providing technical and financial assistance to the NIS in the preparation of the present census plan. It is hoped that the 2008 census of Cambodia will be implemented as planned which will greatly help Cambodia in the march towards progress and development.

A handwritten signature in black ink, appearing to read 'Chhay Than', with a long horizontal line extending to the right from the end of the signature.

Ministry of Planning,  
Phnom Penh, January 2006

**Chhay Than**  
**Senior Minister**  
**Minister of Planning**

## PREFACE

A series of censuses help assess the past, portray the present and estimate the future with regard to population, both number and characteristics. The 1998 Census, the first census taken in Cambodia in 36 years, together with the 2000 Cambodia Demographic and Health Survey (2000 CDHS) and the 2004 Cambodia Inter-censal Population Survey (2004 CIPS) have contributed in a large measure to benchmarking important aspects of socio economic conditions of the people of Cambodia. The set of population projections prepared on the basis of these sources facilitate informed decision-making.

The proposed 2008 Census represents the cornerstone of population statistics within the Statistical Master Plan of Cambodia. It would update and provide a continuous series of reliable and comprehensive set of data on population size, composition and characteristics, which are essential for economic and social development.

This report provides a plan for conducting a population census in Cambodia in March 2008, completing data processing by mid-2009 and disseminating the results by 2009-2010. It includes among others a justification for the census plan, census strategy, a work plan, and budget.

We sincerely thank the UNFPA Cambodia for providing advice, encouragement and financial support while preparing the census plan. We are grateful to JICA for their interest in the next census and generous support to statistical capacity building within NIS.

We also thank the international agencies, development partners and a cross section of data users in the line Ministries and other organizations for giving some valuable suggestions during the preparation of the census plan and later at a workshop when it was presented.



Phnom Penh, Cambodia  
January 2006

**San Sy Than**  
**Director General,**  
**National Institute of Statistics**

## List of Abbreviations

ADB	Asian Development Bank
CD-ROM	Computer Disc Read Only Memory
CENTS	Census Tabulation System
CSPro	Census and Survey Processing System
CST	Country Support Team
CONCOR	Consistency and Correction
CMDG	Cambodia Millennium Development Goals
CDHS	Cambodia Demographic and Health Survey
CIPS	Cambodia Inter-Censal Population Survey, 2004
CPI	Consumer Price Index
CTA	Chief Technical Adviser
CTC	Census Technical Committee
DG	Director General
DP	Data Processing
EA	Enumeration Area
GDDS	General Data Dissemination Standards
GIS	Geographic Information System
IMF	The International Monetary Fund
IMPS	Integrated Microcomputer Processing System
JICA	Japan International Cooperation Agency
MDG	Millennium Development Goals
MoP	Ministry of Planning
NCC	National Census Committee
NGO	Non-Governmental Organization
NSDP	National Strategic Development Plan
NPRS	National Poverty Reduction Strategy
NIS	National Institute of Statistics
NPAR	National Public Administration Reform
PDS	Population and Development Strategy
PCO	Province Census Officer
PES	Post Enumeration Survey
RGC	Royal Government of Cambodia
RS	The Rectangular Strategy
REDATAM	Retrieval of data for small areas by microcomputer
SEDP	Socio-Economic Development Plan
Sida	Swedish International Development Authority
SMP	Statistical Master Plan
TFR	Total Fertility Rate
UNFPA	United Nations Fund for Population Activities
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNESCO	United Nations Education, Scientific and Cultural Organization
UNTAC	United Nations Transitional Authority in Cambodia
WB	The World Bank
Win R+	REDATAM Plus for Windows

# Executive Summary

## 1. Introduction

This document provides a plan for conducting a population census in Cambodia in March 2008, completing most of the data processing by the middle of 2009, and analyzing and disseminating the main results in 2009-2010. The previous census, conducted in 1998, was the first in 36 years, as Cambodia did not have a census from 1962 until 1998 due to civil strife and instability.

The 1998 Census together with the 2000 Cambodia Demographic and Health Survey (2000 CDHS), the 2004 Cambodia Inter-censal Population Survey (2004 CIPS), and Cambodia Socio-Economic Surveys have contributed in a large measure to benchmarking important aspects of socio economic conditions of the people of Cambodia. The set of population projections prepared on the basis of these sources facilitate informed decision-making.

The Royal Government of Cambodia (RGC) is implementing a poverty oriented reform process. To guide the implementation of the policy agenda of the Government, the Rectangular Strategy (RS) for Growth, Employment, Equity and Efficiency was launched in July 2004. In order to implement the development vision set out in the RS, the Government and development partners have agreed to prepare a single planning document, the National Strategic Development Plan (NSDP), for the period 2006-2010. The NSDP builds on the Cambodia Millennium Development Goals (CMDG), the Socio-Economic Development Plan 2001-2005, the National Poverty Reduction Strategy 2003-2005 (NPRS) and the Governance Action Plan (including the National Public Administration reform).

A wide range of population and socio-economic statistics are needed for monitoring progress, making assessments, and guiding further policy formulation. A new Statistical Law came into force on May 9, 2005 that provides a clear demarcation of responsibilities and relationships, which is essential for the smooth and efficient working of a decentralized statistical system. It specifies that a population census should be conducted at least once every ten years. The proposed Statistics Master Plan (SMP) is expected to provide the long-term strategies and financing plan needed for organizing such necessary statistical activities.

The United Nations Population Fund (UNFPA) provided primary support for the 1996 Demographic Survey, the 1998 Census, the 2000 Cambodia Demographic and Health Survey (CDHS) and the 2004 CIPS. The Asian Development Bank (ADB) and the International Monetary Fund (IMF) have provided extensive support on capacity building and data collections for macro economic and industrial statistics. Training courses and on-the-job training was given on a variety of topics of economic statistics. The Cambodia Socio-Economic Surveys of Cambodia were conducted in 1993/1994 and 1996 with ADB assistance, and in 1997, 1999, and in 2003/04 with UNDP/Sida funding and World Bank execution. Establishment surveys were carried out in 1993, 1995 and 2000 with support received from ADB. USAID, UNFPA, UNICEF, and DFID/ADB financed rounds of the Cambodia Demographic and Health Survey in 2000 and 2005.

The ADB, after a decade, discontinued its support in 2003. The collection of prices in five provinces for the CPI (Consumer Price Index) was started with assistance from ADB but NIS continued to collect these data. Training activities continued with IMF support. UNDP, the Sida and World Bank have funded the 2003/2004 Cambodia Household Socio-Economic Survey, which includes an income and expenditure diary. Several other donors have also supported the

development of demographic and social statistics. Bilateral donors have also helped build capacity for economic and social sector statistics.

The 1998 Census process and results were rated as a successful partnership in national capacity building and in the production of high quality population data sets for planning. To carry out the 1998 Census work, the NIS had to ensure the recruitment and training of thousands of data collectors in the field. The methodology for the census and the questionnaire itself required substantial input from the managerial staff of the NIS and technical advisers.

In sum the implementation of the census analysis and its dissemination resulted in strengthening the development planning process in Cambodia at various levels, and ensured that demographic concerns were taken into consideration within various sector plans and programmes.

There has been a continuous effort to build national capacity in the NIS. The different surveys carried out with donor assistance have always included promotion of national capacity. The NIS has well qualified and experienced staff to carry out the census. The technical assistance received by NIS in the last decade has contributed significantly to capacity building of national staff in undertaking census activities. The training program of the census and survey staff at different levels has resulted in creating a core of trained field staff. However it is necessary to expose the national staff to various latest developments in the fields of data processing, GIS and census analysis. The current UNDP project on capacity development of national statistical system with NIS as the implementing agency, and focuses on four components – integrated national statistical system, statistical governance, national statistics dissemination strategy and statistical capacity development strategy. The two projects, initiated by Sida and JICA respectively, will focus on training and capacity building.

Provisions have therefore been made in the present proposal for external training/study tours in these areas. As capacity for census taking and data processing has been developed in the NIS, a resident census adviser (CTA) on a long-term basis, as was done in the last census, does not appear necessary for the present census. A long-term data processing advisor may also not be required. Technical assistance by consultants would however be necessary at some important stages of the operation.

It is observed that there has been striking improvement in national capacity for demographic data collection, processing and dissemination. However, the level of capacity in respect to data analysis and interpretation is low. While JICA and SIDA will provide some support for developing data analysis and interpretation skills, additional training will be required for the in-depth analysis of census data.

## **2. Importance of the Census**

Following the success in the creation of a valuable population database as a result of the 1998 Census, the RGC is committed to further build and strengthen the population database through the next census. There has been an increase in demand from governmental planners and researchers for reliable and updated demographic and social data in order to accurately review their plans and programs.

The proposed 2008 Census represents the cornerstone of population statistics within the Statistical Master Plan of Cambodia. It would update and provide a continuous series of reliable and comprehensive data on population size, composition and characteristics, essential for economic and social development. Censuses are to be taken at regular intervals, so as to have

comparable information in a fixed sequence. A series of censuses makes it possible to appraise the past, accurately describe the present and estimate the future.

The 2008 census is critical for a number of reasons:

- The 2008 census would help contribute to updating and comparing population and other development indicators. It would also help to assess trends and patterns in fertility, mortality, migration and other demographic and socio-economic variables over the last decade.
- The NSDP for the period 2006-2010 will help implement the development vision set out in the RS. It draws together CMDG, the Socio-Economic Development Plan 2001-2005, the National Poverty Reduction Strategy 2003-2005 (NPRS) and the Governance Action Plan (including the National Public Administration Reform). Many of the indicators for monitoring and assessing the NSDP will be based on data obtained from the 2008 Census.
- The data obtained from the census are crucially needed by the ROG for integrating demographic factors into the overall development planning process. Line Ministries have expressed the need for data for sectoral planning as well.
- Small area statistics cannot be obtained from sample surveys. The census is the only source of such data and is critical for development planning at the village and commune level.
- It is proposed to adopt a new urban classification in the 2008 Census and to obtain fresh urban-rural population data for statistical purposes and urban planning.
- The RGC's commitment to the MDGs was firmly expressed with the adoption of the first country report CMDGR in 2003, and in the adoption of CMDGs as an overarching framework for the NSDP which is being currently formulated. With the commencement of NSDP implementation, there will be a need to put in place a monitoring system that will enable the tracking of achievements. In addition, such monitoring ought to include empirical and analytical exercises supporting policymaking towards the attainment of Plan objectives. Since the CMDGs largely define NSDP vision, and 45 out of 66 NSDP monitoring indicators are drawn from CMDGs, Census 2008 will contribute towards monitoring of NSDP implementation as well as CMDGs..
- Adequate gender-sensitive poverty assessments will be possible only with the sex-disaggregated information provided by the upcoming census.
- Due to security concerns, the 1998 Census could not cover some areas in the North West. The 2008 census will cover all areas in Cambodia and give a complete demographic picture of the entire country without any exceptions.
- The population projections for Cambodia based on the 1998 Census, 2000 CDHS and 2004 CIPS will be updated based on the 2008 census data.

- The Master sample frame provided by the 1998 Census will be updated by the 2008 census. This sample frame forms the basis of all national household surveys, including the CDHS, socio-economic household survey, and the inter-censal population survey.
- One of the aims of the census is to establish comprehensive population databases, which greatly expand the usability and dissemination of census data.

### **3. Objectives**

#### **3.1 Immediate Objectives**

- a. By the end of November 2007 to have completed all essential preparatory activities for the 2008 Census, including the provision of external and on-the-job training for professional staff of NIS. This will include training in usage of state of-the-art data processing technology to establish a dynamic integrated population information system.
- b. By the end of March 2008 to have conducted a national census of population.
- c. By the end of August 2008 to have released the preliminary census results.
- d. By the end of August 2009 to have completed the production of census tables.
- e. By the end of August 2010 to have analyzed, evaluated and disseminated the main census results, to promote wider utilization of census findings and contribute to integration of population data in the planning activities at various levels.

#### **3.2 Long-term Objectives**

1. To further develop capability in NIS in producing a continuous series of reliable and timely demographic data through population censuses and surveys as well as in the processing, analysis, evaluation and dissemination of population data sets required for policy formulation, development planning and administration.
2. To create awareness between the public at large and senior level officials about the importance of high quality data for development planning.
3. To develop and maintain a comprehensive national population database as part of an integrated population information system.

### **4. Census Strategy and Activities**

From 1995 onwards, a census office has been functioning within the NIS. After 1998 census fieldwork was completed, data processing, analysis and dissemination of data were undertaken by the census office. The availability, accessibility and utilization of population data in Cambodia was promoted through the production of census tables, analytical reports and four CD-ROMs containing 1998 census data. The census office also produced the revised urban classification for Cambodia in 2004, was involved in the Cambodia Inter-Censal Population Survey in 2004 (2004 CIPS), and produced the Administrative and Health Facility Mapping project.

The census office has a core staff of approximately 27 members. For the 2008 Census, the following divisions will have to be re-established using available staff and supplemented with qualified staff from other departments of the NIS: administration and finance; planning and monitoring; cartography; analysis and research; and data processing. All the divisions will function under the overall charge of Director General of Census (DG). He will be assisted in his task by the planning and monitoring division, Deputy Directors General of the NIS, Director of Census and Bureau Chiefs. Provincial planning directorates will function as field offices.

The enumeration is proposed to be undertaken during two weeks in March 2008, as this is considered to be a period of stability and low level of international and internal mobility, which would allow accurate estimates of population size and distribution. It will also exactly mark a ten-year interval after the first census in 1998. In planning the overall activities of the census, the following approaches will be adopted:

1. It is proposed to continue the canvassing method utilized in 1998. House-to-house visits will be made by enumerators for accounting of each individual in every household. For this purpose each household will be identified in all buildings and structures within each Enumeration Area (EA). The households counted will include normal, institutional and homeless households.

The reference time for the census will be the census night (March 3, 2008). The number of usual members present, usual members absent, and visitors present in the household on the census night will be collected. Detailed information on social, economic, cultural and demographic characteristics of usual members present and visitors will be recorded in the questionnaire.

Building and household numbering and listing will precede the enumeration. This operation will take place for four days. For this, a separate form will be used. Apart from serving as an inventory for buildings and households in the EA, this form will also furnish useful information on housing characteristics.

The census enumeration will be conducted for two weeks. The homeless population who will be identified during the house listing, and will be enumerated on the census night itself. Special arrangements will also be made to enumerate the following groups of persons: persons in military barracks, inmates of penal institutions, patients in hospitals or other such institutions, those staying in hotels and boarding houses, living in boats, and nomads.

2. Intensified information and communication activities are needed throughout various phases of the census to create awareness, and ensure public cooperation.

3. Systems to reduce the level of non-response will be created by adopting well-defined procedures for callbacks.

4. Quality control measures will be adopted at various stages of the census, especially at the data collection stage, to ensure accuracy.

5. Data processing will be completed using state-of the-art technology (micro-computer hardware and software) to carry out data entry and analysis.

6. Apart from evaluation of various stages of the process, the outcome of the census will be evaluated with regard to contents and coverage. This will include a post enumeration survey and in-depth evaluation of the findings.

In the 1998 census, sketch maps of villages and EAs were prepared. For the 2008 census, it would be useful if village locations and other places/features were plotted at their actual locations using GPS. This will also bring in a degree of precision and accuracy in the base maps needed for computerized mapping and GIS applications.

A detailed work plan and budget for this census has been prepared and is presented as Annex 1 and 2.

## **5. Institutional Framework and executive agency**

The NIS will be responsible for the execution of the census activities. This will capitalize on NIS's increased capacity developed during the last decade. On the whole, the current structure of the NIS and its substantive activities confirm its ability to establish an up-to-date, efficient and reliable national statistical system, based on sound scientific methodologies. It also enjoys a high-level of credibility.

The overall responsibility for overseeing the implementation of census activities is to be shouldered by the DG. Consultants on census, data processing, cartography and census analysis may provide technical back stopping to the NIS at appropriate stages of the census operations as indicated in the work plan. The consultants may be supported from development partner agencies.

## **6. Related Activities**

The 2008 census activities will be closely coordinated with other on-going projects of NIS. Large surveys like CSES provide the basis for most of the economic social and demographic information available. The training components of these activities have developed the skills and capacity of NIS.

Social data are collected in all villages annually for Commune development plans by the Ministry of Planning supported by SEILA and UNICEF. The Ministry of planning is the principal agency responsible for coordinating efforts in monitoring the National Poverty Reduction Strategy.

Close collaboration will be maintained by the census office with these and other projects for the successful conduct of the 2008 census. There is a need for improved consultation and agreement with other stakeholders on census tabulation and analysis and in the production of socio-demographic indicators.

## **7. Constraints and Risks**

A major constraint in implementing the census is the relatively low allocation of funds in the government budget. NIS has therefore to rely heavily on international donors for support. This issue is also linked to the low level of salary for civil servants. It is expected that civil servants will need to be provided honorarium or incentive payments for the census work to supplement their limited government salaries. Necessary provision has therefore been made in the budget proposal for the 2008 Census for payment of honorarium to the census staff.

One anticipated risk is in the probable change of the census date due to national elections in 2008. This can be faced or solved through transparent planning and periodic coordination meetings with the Ministry of Interior.

## 8. Budget Summary

<b>By component</b>	<b>Total budget US\$</b>
Census planning & preparation phase	1,068,216
Census cartography & EA delineation	297,000
Training of census enumerators & supervisors	1,126,498
Census enumeration phase	1,741,816
Data processing	567,150
Analysis and dissemination of census results	96,600
Meetings/workshops	14,400
Study tours	50,000
Equipment	207,500
Census vehicles	486,000
Operation and maintenance	141,000
Miscellaneous	60,300
Contingency	100,000
<b>Total:</b>	<b>5,956,480</b>

# 2008 General Population Census Plan of Cambodia

## 1. Background

### 1.1 Population Statistics in Cambodia

The availability of population data in Cambodia has considerably improved since 1996 when the National Institute of Statistics (NIS) conducted a major Demographic Survey of the post-civil strife era. Organized as a prelude to the 1998 Census which was the first census since 1962, this survey yielded not only the much needed demographic data at that time, but also provided an opportunity for training the NIS staff in undertaking the mammoth task of population counting. This demographic survey was based on a national sample of about 20,000 households. Earlier in 1994, a Socio-Economic Survey of Cambodia covering about 5,600 sample households provided data on population size and limited population characteristics. The village population database provided by UNTAC, which had, its own limitations, served as a baseline for these surveys.

The holding of a census in 1998 marked the process of recovery of Cambodia to increasing stability and normalization and placed the country back on the demographic map of the world. All of those involved in planning, research and development, from policy makers and administrators to businesspersons and investors, benefited by the wealth of data produced by the census. Most of the results of the 1998 Census were released within about a year through printed reports and electronic media. The other notable achievements of the census were:

- Incorporation of population dynamics and demographic variables in all aspects of development planning.
- Release of population projections at National and Provincial levels
- Formulation of a National Population Policy for Cambodia
- Production of priority tables and socio-economic indicators used in policy and research
- Publication of analytical reports useful for sector planning
- National capacity building on large scale data collection, processing, analysis and dissemination.
- Creation of village databases
- Development of computerized geographical database for population data.
- Population database with WinR+
- Reclassification of urban areas in Cambodia based on a consistent set of criteria
- Development of Master Sample
- Administrative and Health Facility Mapping

The 1998 Census together with the 2000 Cambodia Demographic and Health Survey (2000 CDHS), the 2004 Cambodia Inter-censal Population Survey (2004 CIPS), and Cambodia Socio-Economic Surveys have contributed in a large measure to benchmarking important aspects of socio-economic conditions of the people of Cambodia. In the absence of a satisfactory civil registration system these sources provide fairly reliable data on levels, patterns and trends of fertility and mortality in the country. The set of population projections prepared on the basis of these sources facilitate informed decision-making.

The available population data provide a picture of population size, structure and growth rates, along with estimates of fertility and mortality. The population characteristics of Cambodia, while being similar to those of some of the comparable developing countries, reflect distinctively the consequences of war and political instability in the recent past. The effects of high mortality and

large scale out migration from the country during the Khmer Rouge period (1975-79) are revealed by very low sex ratios in the age groups 40-44 onwards. The largest cohort reported by the census is that those of ages 5 –9 closely followed the cohort of ages 10-14. This may be attributed to a baby boom reported in the early 1980s after the Khmer Rouge era ended and an estimated high fertility in the following years.

The 1998 Census counted a population of 11.4 million. The enumeration covered the entire inhabited geographical area with the exception of a few areas, inaccessible during the census due to security reasons. The refugee population who immigrated to Thailand at the time of the census was not included in the census as it was conducted on a *de facto* basis. The 2000 CDHS estimated the Total fertility Rate (TFR) for 1998 as 4 children per woman. This marked a substantial decline from 6 children and more per woman estimated for the 1980s. The direct estimate of TFR from the 2004 CIPS has revealed a further decline of TFR to 3.3. Infant and child mortality have shown declining trends after a period of erratic variation within a high level.

According to the projections made, population of Cambodia will continue to grow rapidly in spite of the fertility decline. The rate of population growth during the second half of the present decade would be high with an average annual rate of 1.9 per cent. This is due to what is called population momentum that occurs when large cohorts of women born during a period of high fertility rates (1980-1995) reach reproductive age. By the end of the decade the country's population are estimated to be in the region of 15 million.

## **1.2 Role of Statistics in Development Plans of Cambodia**

Cambodia is among the poorest countries of the world in large part due to a long period of unrest and social dislocation, which destroyed the existing economic and social structure. Approximately 36 per cent of Cambodia's population is living below the poverty line according to 1997 Socio-Economic Survey data.

The Royal Government of Cambodia (RGC) is implementing overall reform programmes that are poverty oriented. Apart from a series of governance reforms that have been initiated, major programmes on economic and social infrastructure development are in progress. To guide the implementation of the economic policy agenda of the Government, the Rectangular Strategy (RS) for Growth, Employment, Equity and Efficiency was launched July 2004.

In order to implement the development vision set out in the RS, Government and development partners have agreed to develop a single planning document, the National Strategic Development Plan (NSDP), for the period 2006-2010. The NSDP builds on the Cambodia Millennium Development Goals (CMDG), Socio-Economic Development Plan 2001-2005, National Poverty Reduction Strategy 2003-2005 (NPRS) and the Governance Action Plan (including the National Public Administration reform).

A wide range of population and socio-economic statistics is very much needed for monitoring the development, making assessments, and guiding further policy formulation in respect of these reforms as well as CMDG, development partnership agreements, General Data Dissemination Standards (GDSS) of the IMF, and other international statistical agreements

## **1.3 Development of Statistical System in Cambodia**

The development of the statistical system in Cambodia has its roots in 1950 when the Statistics Department was established. There were several changes in its mandate and organization since

then. However, a revision of the statistical system in 1995 gave rise to a decentralized system of statistics produced by line Ministries that have their own statistical units, with greater planning and statistical analysis at the provincial level. The responsibility for collecting official statistics lies with the NIS, the statistical units and sections within planning bureaus in other departments and line ministries, and the statistical cells in the planning and statistical services in the provincial and district committees.

A new Statistical Law came into force on March 14, 2005 that provides clear demarcation of responsibilities and relationships, essential for the smooth and efficient working of a decentralized statistical system. The Statistical law and the planned Sub-decrees will provide the necessary framework and encourage the integration of activities into a national statistical system. The Statistical Law provides the NIS, part of the Ministry of Planning, with a broader and in some cases more specific legal basis for its activities. In particular the NIS is vested with clear coordinating powers. In addition, a Statistics Advisory Council is being established to facilitate the Ministry of Planning in the development of the National Statistical System.

One of the major weaknesses of the Cambodian official statistics however, is the paucity of necessary resources. Most of the data collection exercises like surveys and the population census continue to rely on external, donor funding. The proposed Statistics Master Plan (SMP) is expected to provide the long-term strategies and financing plan needed for organizing statistical activities.

The United Nations Population Fund (UNFPA) provided primary support for the 1996 Demographic Survey, the 1998 Census, and the 2004 CIPS. The Asian Development Bank (ADB) and the International Monetary Fund (IMF) have provided extensive support on capacity building and data collections for macro economic and industrial statistics. Training courses were conducted, and on-the job training given, on a variety of topics in economic statistics. The Cambodia Socio Economic Surveys of Cambodia were conducted in 1993/1994 and 1996 with ADB assistance, and in 1997, 1999, and in 2003/04 with UNDP and Sida funding and World Bank execution. Establishment surveys were carried out in 1993, 1995 and 2000 with support received from ADB. USAID, UNFPA, UNICEF, and DFID/ADB have financed rounds of the Cambodia Demographic and Health Survey in 2000 and 2005.

The ADB, after a decade, discontinued its support in 2003. The collection of prices in five provinces for the CPI (Consumer Price Index) was started with assistance from ADB but NIS continued to collect these data. Training activities continued with IMF support. UNDP, the World Bank and SIDA have funded the 2003/2004 Cambodia Household Socio-Economic Survey, which includes an income and expenditure component. Several other donors have also supported the development of demographic and social statistics. Bilateral donors have also helped build capacity for economic and social sector statistics.

UNFPA's support to the census emerges from the direct link of the census with Population and Development Strategy (PDS) Output of the new country program: "To have enhanced national capacity to generate and utilize disaggregated data" through direct support to the census activities.

The NIS implemented, with support from UNFPA, the 1998 Census. The census process and results were rated as a successful partnership in national capacity building and in producing high quality population data sets for planning. For the 1998 Census work, the NIS had to ensure the recruitment and training of thousands of data collectors in the field. The methodology for the

census and the questionnaire itself required substantial input from the managerial staff of the NIS and technical support.

The ability to conduct such a complex task was an achievement in itself by the NIS. For example, no residence was previously numbered. Every building and household had to be carefully mapped out and covered by the field staff. Training, supervision of data collection, data validation, analysis and production of the report meant much invested time for the NIS team.

The preliminary results of the census held in March 1998 were released with a brief analysis in the form of a report (September 1998). The report was based mainly on the field population totals by province, disaggregated by sex. The final results of the census, at the national and provincial level, were released in September 1999. It included an analysis of salient demographic and social aspects as revealed by the census. This was followed by the production of several analytical census reports and data sets in CD-ROMs based on more than 50 statistical tables covering all priority areas recommended by the international statistical guidelines for census tabulation. The findings of the Post-Enumeration Survey (PES) confirmed the high quality of the fieldwork and the level of cooperation and response from the public at large in the census operations.

The population projections made were extensively used by the Council of Ministers, Ministry of Planning and other line Ministries. The census reports were translated into Khmer for easy understanding by civil service officers and the public. Several dissemination workshops were held in Phnom Penh and in provincial townships with participants drawn from the user departments at central, provincial, and district and commune levels. NGOs and researchers also participated in some of these workshops. Apart from familiarizing the participants with the census results these dissemination workshops trained the participants in the utilization of census data available in census publications and CD-ROMs. The fact that the data from the census were adopted as official national statistics by all Ministries and departments of the ROG, NGOs, international agencies and researchers has given further credibility to it.

In sum, the implementation of the census analysis and its dissemination resulted in strengthening the development planning process in Cambodia at various levels, and ensured that demographic concerns were taken into consideration within various sector plans and programmes. UNFPA support to the analysis and dissemination of census data initially, and to the 2000 CDHS and 2004 CIPS data subsequently, is continuing.

#### **1.4. Civil Registration**

A civil registration system records the occurrence of the events of birth, death and marriage in accordance with the legal requirements of a country. Data on births and deaths obtained through the civil registration system can be used with population census data to prepare population estimates and projections for different areas of a country.

In Cambodia there is no satisfactory system of civil registration to obtain data on fertility and mortality. The information now available on these aspects is based only on indirect estimates from the census and sample surveys like the CDHS.

Recognizing the importance of accurate statistics for planning purposes, the Cambodia Government has, during the last few years made a commitment to birth registration and a functioning civil registration system. Civil registration is one of the four components of the Commune Council Development Project being implemented by the Government of Cambodia

with the support of the ADB. The project is aimed at building capacity of the elected local bodies – Commune and Sangkat Councils.

RGC in the Ministry of Interior introduced a uniform civil registration system in 2002. A deadline was set by the Government that by the end of August 2005 all persons should be registered under the new registration system. The responsibility for registering births, deaths and marriages was assigned to the Commune Councils. However the target was not achieved due to lack of awareness among the population and other reasons. Only five percent was registered. Plan International Cambodia, an international NGO, is therefore supporting the Ministry of Interior in launching a mobile campaign to register 13 million people. As of now about 62 percent of the population has been registered. The campaign will be continuing until December 2005. UNICEF is also assisting the Ministry of Interior in the matter of child registrations.

### **1.5 National Capacity**

There has been a continuous effort in national capacity building in the NIS. The technical assistance provided by UNFPA for the last census in 1998 contributed significantly to capacity building of national staff in undertaking census activities. The NIS has well qualified and experienced staff to carry out the census data collection. However, it is necessary to expose the national staff to latest developments in the fields of data processing, GIS and census analysis. Provision has therefore been made in the present proposal for external training/study tours in these areas. As capacity for census taking and data processing has been developed in the NIS, a resident census (CTA) on a long-term basis, as was done in the last census, does not appear necessary for the present census. A long-term data processing adviser may also not be required. Technical assistance by short-term consultants would however be necessary at some important stages of the operation as indicated separately.

The planning, conducting and managing a major statistical exercise like the census will enhance the capabilities of professionals at the NIS in data collection, evaluation, data processing, tabulation, analysis and its dissemination. This accumulated experience will go a long way in further strengthening their capacity in conducting other statistical and demographic activities and will ensure wide dissemination and increased utilization of data.

Out of a total staff of about 600 (including provincial level staff) at the NIS, approximately 50-60 are statisticians. About half of these are economic statisticians, the other half socio-demographic statisticians. During the period 1993-2005 about 76 persons have been trained within overseas institutions and 156 staff members have attended workshops/meetings or undertaken study tours. In addition to this overseas training, the Training Unit within NIS has delivered a substantial amount of formal basic training. For instance, as part of the Second In-house Training Programme, 15 courses were delivered, on subjects such as the national statistical system, Excel, or English, The length of these courses varied from 15 hours up to 96 hours. The number of participants also ranged from 11 to 56. In August 2005 JICA started a project within the NIS called "Improving Official Statistics in Cambodia". The purpose of this project is to improve the statistical capacity of the NIS staff, provincial statistical staff, and the statistical units of main line ministries.

In the census office alone about 15 persons have been trained in subjects such as sampling, statistics, demography, census taking and analysis in institutions abroad during 1995-2001. Many in-service training courses have also been conducted with the assistance of UNFPA. It should be noted however, that some of the trained staff have since left the organization or moved to other departments. It is necessary to take steps to retain trained staff for census work. It is also

observed that some of the staff are not able to avail themselves of overseas training opportunities as they are not proficient in English, and find it difficult to interact with the external consultants. It is imperative that such staff are encouraged to attend English language training and as such modest provision has been made in the present budget for this activity.

It is also observed that there has been strong improvement in the national capacity in demographic data collection, processing and dissemination. However, the level of capacity of staff in respect of data analysis and interpretation remains very low. An intensive in-house training program in data analysis seems to be a must in the near future.

## **1.6 Census Establishment**

The Statistical Law specifies that an Establishment Census be taken at least every 10 years. The SMP has proposed the holding of the next census in the year 2007. The NIS is thinking to combining it with the house-listing operations of the 2008 census so as to be more cost effective. If this is to be implemented a separate plan has to be developed.

## **2. Justification for the Census Plan**

Following the success in the creation of a valuable population database as a result of the 1998 Census, the RGC is committed to further building and strengthening the population database through the next census. There has been an increase in the demand of governmental agencies planners and researchers for reliable and updated demographic and social data in order to design monitor and review their plans and programs.

The proposed 2008 Census represents the cornerstone of population statistics within the Statistical Master Plan of Cambodia. It would update and provide a continuous series of reliable and comprehensive set of data on population size, composition and characteristics, which are essential for economic and social development. Censuses are to be taken at regular intervals, so as to have comparable information in a fixed sequence. A series of censuses makes it possible to appraise the past, accurately describe the present and estimate the future.

The United Nations recommends that a national census be taken every ten years. The Statistics Law of Cambodia also lays down that population census, agricultural census and establishment census should be conducted at least once every ten years. Though the next commune elections and national elections are scheduled for 2007 and 2008 respectively, the census could still be held in the year 2008, as there will be a gap of about three to four months between the two operations.

Based on the 1998 experience when a similar situation existed the preparations and the actual conduct of each of the operations could be carried out smoothly without detriment to each other by means of effective coordination and mutual consultations. The question of having a different census date beyond March 2008 will arise only if any particular administrative or political situation arises warranting such a shift in the census date. For the present it may be assumed that the next census can be held in March 2008. In particular the conducting of the second decennial census in 2008 in Cambodia becomes important due to the following reasons:

1. The 2008 census would help in updating and comparing the population and other development indicators with reference to the census in 1998 that provided the benchmark data after a gap of more than three decades. It would also help to assess the trends and

patterns in fertility, mortality, migration and other demographic and socio-economic variables over the last decade.

2. It has been widely reported that since the year 1998, Cambodia has undergone significant changes in (i) the population structure and composition of population as indicated by the Cambodia Population Intercensal Survey, due to movement of population, and fertility and mortality levels (ii) number and quality of labor force (iii) literacy and educational levels (iv) number and type of buildings and housing units and (iv) the general socio-economic and living conditions of the people.
3. The NSDP for the period 2006-2010 currently under preparation would help implement the development vision set out in the RS. It draws together CMDG, the Socio-Economic Development Plan 2001-2005, the National Poverty Reduction Strategy 2003-2005 (NPRS) and the Governance Action Plan (including the National Public Administration Reform). The indicators for monitoring and assessing the NSDP would be greatly facilitated by the benchmark data to be obtained from the 2008 Census.
4. The data obtained from the census are crucially needed by the RGC for integrating demographic factors into the overall development planning process. The line Ministries have expressed the need for data for sectoral planning as well.
5. International agencies and development partners working in Cambodia have also expressed their requirement for the next census data for updating their respective programs and welfare schemes designed for the development of Cambodia.
6. The analysis of population and housing data on a continuing basis will provide inputs for formulating appropriate population policies and various activities intended to improve the living conditions and quality of life of people.
7. Small area statistics cannot be obtained from sample surveys and the census is the only source of such data that would go a long way in promoting development plans at the village level. The 2008 Census is therefore very essential to have up- to- date population data at village and even at Enumeration Area levels.
8. At the time of the 1998 Census the designation of places as urban and rural was based on only administrative criteria, which were somewhat unsatisfactory for planning for the needs of actual urban-rural populations. There was no functional classification of the urban areas.

Recognizing the need for a proper classification of urban areas, that was consistent with Cambodian conditions, and optimum for planning purposes, a reclassification of urban areas has been done by NIS on a scientific basis using the 1998 Census data on population density, percentage of male employment in agriculture and total population size at the commune level. It is proposed to adopt the new urban classification for the 2008 Census and obtain fresh urban-rural population data for statistical purposes and urban planning.

9. The RGC's commitment to the MDGs was firmly expressed with the adoption of the first country report CMDGR in 2003, and in the adoption of CMDGs as an overarching framework for the NSDP which is being currently formulated. With the commencement of NSDP implementation, there will be a need to put in place a monitoring system that will enable the tracking of achievements. In addition, such monitoring ought to include empirical and analytical exercises supporting policymaking towards the attainment of Plan

objectives. Since the CMDGs largely define NSDP vision, and 45 out of 66 NSDP monitoring indicators are drawn from CMDGs, Census 2008 will contribute towards monitoring of NSDP implementation as well as CMDGs.

The advantage of measuring MDG indicators through a census is not because it provides somewhat accurate estimates, but because it provides a basis for sub-national geographic and administrative comparisons, which provide potentiality to highlight more deprived areas that need un-delayed interventions. Consequently, by measuring as many MDG indicators as possible through the census, more value is added to the census.

Moreover, as the census provides the statistical frame for designing inter-census sample surveys, it facilitates proper monitoring through continuous measurement of various indicators through sample surveys with more frequency.

As Cambodia is heading towards achieving the MDGs there is a need to derive from the census the development indicators, for monitoring implementation of development programmes in partnership with national agencies.

There are many indicators that would be useful for monitoring MDGs that can be obtained from the census data. For example, in monitoring the goal to achieve universal primary education, the indicators that can be obtained from the census are: gross enrolment ratio in primary education, proportion of pupils starting grade 1 who reach grade 6, proportion of 10-15 year olds completed primary education.

Regarding the promotion of gender equality and empowering women which is another MDG, the census can provide the following indicators: Ratio of girls to boys in primary, lower secondary and higher secondary gross enrolment, ratio of literate females to males among 15 to 24 years olds and share of women in wage employment in the non agricultural sector. In respect of the goal to develop a global partnership for development, unemployment rate of 15-24 year-olds obtained from the census can be useful. Moreover the population at all administrative levels, including small areas like enumeration areas, provided by the 2008 census could be used as denominators in the calculation of many indicators.

Adequate gender-sensitive poverty assessments would be possible only with the sex-disaggregated information provided by the latest census. The population and housing census does not have the potential to measure poverty through income directly. However, it has great potentials to measure “standards of living” through indexes synthesized through various data collected including housing characteristics, household and household member characteristics, and characteristics of heads of household. Synthesized indexes can be used individually and collectively to compare and classify households into groups that range from low level of living to high level of living. Such classification helps more in identifying areas, which have high proportions of households (population) in low living conditions.

10. For security Reasons, the 1998 Census could not cover the following areas in the North West: (i) Whole district of Anlong Vaeng in Otdar Mean Chey province, Samlot in Battambang province and Veal Veang in Pursat province (ii) Ou Bei Choan village of Ou Chrov district in Banteay Mean Chey province. The 2008 Census will be planned to cover all areas without exception to have a complete enumeration of the population of Cambodia.

Moreover, thanks to several capacity building activities and progress of education in the last decade, it will be possible to get the services of better-qualified and trained staff to function as enumerators and supervisors in all areas. For example, in the commune development plan within the decentralized concept of planning supported by SEILA and UNICEF the technical group of the Ministry of Planning collects social data through village chiefs in all villages on an annual basis for the past four years to facilitate commune investment plans. The commune council members are trained to analyze and utilize them in commune level planning. This type of activity has created awareness among the provincial, district, commune level staff and village chiefs about the importance of data collection and use of data, and strengthened their data collection skills. This is bound to improve the quality of data to be collected in the 2008 census in which these staff would play a big role.

11. The population projections for Cambodia available based on the 1998 Census, 2000 CDHS and 2004 CIPS have to be updated in the light of the next census.
12. The Master sample frame provided by the 1998 Census has been used for 2000 CDHS and several other household surveys. There is a need for an updated Master Sample frame based on the 2008 census to carry out socio-economic household surveys and inter-censal population/ demographic surveys.
13. The conducting of a major statistical exercise like the census will further help in improving capabilities of professionals at the NIS.
14. One of the aims of the census is the establishment of comprehensive population databases, which greatly expand the usability and enhance the dissemination of census data. The 2008 census will help create updated population databases.

### **3. Objectives**

#### **3.1 Immediate Objectives**

- a. By the end of November 2007 to have completed all essential preparatory activities for the 2008 Census.
- b. By the end of March 2008 to have conducted a national census of population.
- c. By the end of August 2008 to have released the preliminary census results.
- d. By the end of August 2009 to have completed the production of census tables.
- e. By the end of August 2010 to have analyzed, evaluated and disseminated the main census results.
- f. To promote wider utilization of census findings and contribute to integration of population data in the planning activities at various levels.
- g. To strengthen and augment the capabilities of the NIS to conduct their population activities through State-of-the-art technology in data processing to establish a dynamic integrated population information system.
- h. To provide external and on-the-job training for professional staff of NIS.

### **3.2 Long-term Objectives**

1. To further develop capability in NIS in producing continuous series of reliable and timely demographic data through population censuses and surveys as well as in the processing, analysis, evaluation and dissemination of population data sets required for policy formulation, development planning and administration.
2. To strengthen national capacity building and enhance the capabilities of NIS in conducting periodic censuses and surveys.
3. To create awareness between the public at large and senior level officials about the importance of high quality data for the various aspects of development.
4. To develop and maintain a comprehensive national population database that can be a step toward establishing an integrated population information system.

## **4. The Census Organization**

### **4.1 General**

From 1995 onwards a census office is functioning within NIS. It is located in a separate building in Phnom Penh. After the census fieldwork was completed, data processing, analysis and dissemination of data were undertaken by the census office. Apart from producing census tables, analytical reports and four CD-ROMs containing 1998 census data the census office of NIS promoted the availability, accessibility and utilization of population data in Cambodia (Project CMB/01/P04). Short-term consultants were provided by UNFPA for these tasks. The outstanding activities of the census office in the inter-censal period were the production of a revised urban classification for Cambodia in 2004, the Cambodia Inter-Censal Population Survey in 2004 (2004 CIPS) and the implementation of the Administrative and Health Facility Mapping Project.

The census office has a core staff of about 27. For the 2008 census the following divisions have to be re-established with the available core staff supplemented by qualified staff from other departments of NIS. All the divisions will function under the overall charge of Director General of Census (D.G). He will be assisted in his tasks by the planning and monitoring division, Deputy Directors of NIS, Director of Census and Bureau Chiefs.

### **4.2 Administrative/Finance Division**

Administrative, personnel, budgeting, house keeping, logistics and printing matters will be the responsibility of this division. The large number of enumerators, supervisors and other field staff will be recruited under its overall management. It will service to technical divisions in administrative work. It will also be responsible for census logistics management, which is very important in Cambodia, as there are areas not easily accessible for want of transport and roads.

The division has to also manage printing of census forms and manuals on a large scale. It will have six staff members initially which will be suitably increased during census 2007-2008. An approximate budget of \$201,300 has been provided for this item.

### **4.3 Planning and Monitoring Division**

The main responsibility of this division will be to carry out the census fieldwork and allied activities like training and quality control. This division has to review constantly the census activities listed in the work plan and carefully monitor the census work. The activities to be covered by this division are: consult data users and stakeholders and develop census plan, finalize census questionnaires and instructions to enumerators and supervisors, conduct necessary pre-test and pilot census, co-ordinate with the data processing division regarding editing and coding instructions and tabulation plan, and coordinate with the analysis and research division in preparing analytical reports. This division will be the key division in implementing the census operations. It will function both as technical unit, and monitoring and coordinating division of census activities. It will work in close co-ordination with all the divisions. It will have senior and experienced staff. With six personnel at present, it will be expanded subsequently.

#### **4.4 Cartography Division**

The preparation of small area maps is the basic mapping work involved in census taking. At present there is no qualified cartographer in this division. There is a separate room in the census office where the provincial and district maps, and topographical sheets are kept. The 1998 Census EA maps and house-list and master sample records stored here were used for reference during inter-censal surveys and sampling. Barring three drawing tables and chairs, there is no cartographic equipment in the division.

It has a Deputy Director and three staff member who have experience in mapping. It is necessary to train at least 10 staff as mapping assistants. It is advisable to have a cartographic mission in 2006 to train the mappers in census mapping. At least two trained cartographers or draughtsmen could be taken on deputation from the Geography Department for the 2008 Census preparations. The cartographic division has to be strengthened with staff and equipment.

#### **4.5 Analysis and Research Division**

This division will analyze the census results for use by line Ministries, Government Departments, International Agencies, NGOs and researchers. Planning and evaluation of policies and programmes of Government can be organized with the help of census results. This division has four trained demographers who have experience in the analysis of 1998 census and 2004 CIPS data. This division will be expanded in 2008. Till then the staff of this division will assist the planning and monitoring division in census work like designing the questionnaire, preparing enumerator and supervisor instruction manuals and training programmes.

#### **4.6 Data Processing Division**

This division works under a qualified data processing officer with a title of Deputy Director General of Census. The division also has a trained programmer who is assisted by four staff members. All of them had participated in the 1998 census data processing. Only two officers can do programming for tabulation. It is necessary to train in-house at least three more staff members in this regard.

This division has 30 PCS and 10 printers in working condition. Equipment has to be augmented for 2008 census data processing. The data processing division will be responsible for manual coding and editing of census questionnaires, data entry, computer editing and tabulation, and the generation of dissemination products like population database and maintenance of web site.

#### **4.7 Regional and Field Offices**

The provincial planning offices will turn into census offices with the planning director at the head as provincial census officer (PCO). He/she will be assisted by a Deputy PCO. The PCO will be the nodal census officer in charge of the census operations in the province. The district, commune and village staff will be drafted for census work under his supervision. There will be a provincial census committee with province Governor as Chairperson to guide the PCO. Technical assistance will be provided through NIS staff that will be called Regional Officers and posted at an average rate of four per province.

#### **4.8 Data Users Service Center**

This center supported by UNFPA has been functioning from 2002. It facilitates data users by supplying population data and providing NIS publications that included census, CDHS, Socio-Economic Survey and other studies conducted. There is a reference library that helps data users and NIS staff to refer to books and materials on economics, statistics, demography, census, data processing and computers and NIS publications. Special tables not originally published are also prepared and given to data users at a nominal cost. The census data are also available on the website.

#### **4.9 Fellowships/ Study Tours**

Two short-term fellowships are proposed for GIS training for two months in a training institution in Japan or Thailand. Two more fellowships are provided in the budget for training in demographic statistics on a long term basis (one year) in reputed institutions in the countries of the region (e.g. India, Malaysia). A study tour may also be undertaken by five senior staff of the census office to the National Statistical Office, Manila, Philippines or any other country in the region, which has conducted a census recently, to learn about census experiences. An approximate budget of \$50,000 has been provided for this item.

#### **4.10 Equipment**

UNFPA had provided vehicles, PCs, printers, photocopy machines and others expendable and non-expendable equipment in connection with 1996 Demographic Survey (Project CMB/94/P02) and the 1998 Census (Project CMB/97/P02). This equipment is located in the census office. There is also equipment provided by other donors like UNDP, UNICEF, ADB, WB, IMF, SIDA and GTZ. A review made shows that only some of the equipment will be available for the next census as others are either not in good condition or will be needed for the activities of other departments of NIS. Taking into account the available equipment, the one which is to be procured for the 2008 Census is included in the budget proposals. An approximate budget of \$693,300 has been provided for this item.

### **5. Census Strategy and Activities**

#### **5.1 Census Strategy**

The first critical step in census-taking is planning the census. The census consists of a series of distinct but closely connected activities from the preparatory phase through the enumeration till the final publication phase. It is very important that the activities take place in a proper sequence and at the appropriate time. To illustrate, unless the questionnaire is finalized arrangements cannot be made to obtain the required quantity of paper and to print the questionnaires well in

advance. If questionnaires and instruction manuals are not printed, training of staff cannot be undertaken. Even minor errors in planning the census can lead to serious problems, which could ultimately affect the quality of the census and its credibility. The importance of adequate planning, therefore, hardly needs emphasis. Meticulous planning of the census and its efficient implementation calls for skilful technical and administrative input.

Gender perspective needs will be considered at all stages of the census particularly at the stage of questionnaire design and formulation. Aspects like female economic activity and work status, child labor especially among girls, social, demographic and economic characteristics of women will be given particular emphasis at all stages of census operations. Employment of female enumerators will also be encouraged. In planning the census full use will be made of the United Nations global and regional recommendations for the organization and conduct of a population census and the analysis, dissemination and utilization of the data.

The enumeration is proposed to be undertaken during March 2008 for two weeks as this is considered to be a period of stability and low level of international and internal mobility, which would allow accurate estimates of population size and distribution. It will also exactly mark a ten-year interval after the first census in 1998. In planning the overall activities of the census, the following approaches will be adopted:

1. **Census Methodology:** It is proposed to continue the canvasser method of census taking in 2008 census also. House-to-house visits will be made by enumerators for enumeration of each individual in every household. For this purpose, each household will be identified in all buildings and structures. In each EA, the households will include normal, institutional and homeless household. The *de facto* method will be adopted for census enumeration.

The reference time for the census will be the census night (provisionally March 3, 2008). The number of usual members present, usual members absent, and visitors present in the household on census night will be collected. Detailed information on social, economic, cultural and demographic characteristics of usual members present and visitors will be recorded in the questionnaire.

Building and household numbering and listing will precede the enumeration. This operation will take place for four days. For this, a separate form (Form A) will be used. Apart from serving as an inventory for buildings and households in the EA, this form will also furnish useful information on housing characteristics.

The census enumeration (Form B) will be conducted for two weeks. The homeless population who will be identified during the house listing, will be enumerated on the census night itself. Special arrangements will also be made to enumerate the following groups of persons: persons in military barracks, inmates of penal institutions, those in hospitals or other such institutions, those staying in hotels and boarding houses, those living in boats, and nomads.

2. Intensified Information and communication activities are needed throughout the various phases of the census to create awareness, ensure public cooperation and utilization of data.

3. Systems to reduce the level of non-response will be created by adopting well-defined procedures for callbacks.

4. Quality control measures will be adopted at various stages of the census, especially at data collection stage, to ensure accuracy.

5. Data processing will be completed using state-of the-art technology (micro computer hardware and software) to carry out data entry and analysis.

6. Apart from evaluation of various stages of the process, the outcome of the census will be evaluated with regard to contents and coverage. This will include a post enumeration survey and in-depth evaluation of the findings.

The census activities can be grouped into the following three phases:

## **5.2 Planning and Preparatory Phase**

With the existence of an on-going and fully operational census office within NIS, equipped with key staff at different levels who had participated in the last census, the commencement of planning and preparatory phase for the census may not require any special effort or lead time. However, all the preparatory steps have to be accomplished systematically according to the work-plan for a smooth implementation of the various census activities. As an ancillary to the work-plan a census calendar may also be prepared showing the activities and sub-activities with all details in their sequence according to dates.

Besides following the stipulations of the Statistical Law and establishing the organization structure for the census (Annex 3) the main activities of this phase will be concerned with overall planning, cartography, questionnaire design, pretest, pilot census, publicity campaign, data processing plans, analysis, dissemination and utilization plans. The details of these activities are given below:

1. In accordance with Article 7 of the Statistics Law the date of the population census has to be specified in a Sub-decree.
2. The organizational structure of the census office has to be finalized by recruiting all required staff and establishing working relationship with other sections of the NIS. As the census office in NIS is already functioning, this process would be smoothly and quickly implemented.
3. To coordinate and give direction to NIS in the census operations the following committees have to be constituted as was done in the 1998 Census: The National Census Committee, Census Technical Committee, Provincial Census Committees, and the National Steering Committee for Census Information and Education Campaign.
4. Census is a huge and time-bound operation involving thousands of workers at all levels. It is necessary in the interest of census work to suspend temporarily all other data collection activities at least six months before the census date.
5. It is essential to freeze changes in the boundaries of all administrative areas from Province down to village level. This will help organize census work and presentation of population data for administrative units.
6. The SMP has to incorporate suitable instructions to achieve (4) and (5) above.

7. A series of workshops/seminars/meetings will be organized to discuss census planning, tabulation, data analysis, dissemination and utilization. These activities will have to be organized at the appropriate time as per work plan and follow-up maintained.
8. As there is no cartography division with qualified cartographers in the census office it is necessary to review and evaluate the current situation of the cartographic activities and take suitable steps for the preparation of census maps. (See section on census cartography for more details)
9. To develop census questionnaires based on user's requirements, past experience and UN recommendations to ensure compatibility. A draft list of proposed topics would be discussed with potential users.
10. To develop quality control checks and training materials that can improve the accuracy of collected data.
11. To finalize data processing plans and procuring equipment and software. In the last census the data processing staff of the census office had successfully accomplished the following stages of census data processing: office editing, office coding, data entry, computer editing and tabulation. A special coding and editing manual was prepared in advance, which included all possible checks and controls that could be applied to census data. With this experience of the last census NIS will be able to implement data processing activities for the 2008 Census efficiently.
12. To conduct census tests (Pretest and Pilot census):
  - (i) Pre-test of Census Questionnaires  
The draft questionnaire has to be pre-tested in a few selected EAs with a view to testing the suitability of intended census questions, including their formulation and instructions to enumerators, and the suitability of the questionnaire design. This is necessary as the 2008 Census may include some new questions or have some old questions with some changes.
  - (ii) Pilot Census  
This is a comprehensive test of all census procedures. This has to be undertaken in one or two communes in March 2007, exactly one year before the proposed census date. This is a final test for testing the enumeration, processing and dissemination systems, and the interface between them, so as to resolve any outstanding issues.
13. Tabulation Plan: A tabulation plan will be designed so as to generate specified tables of the following categories: general population tables, economic tables, social and cultural tables (including literacy and education), migration tables, fertility and mortality tables, household amenities tables and housing tables. The tabulation plan, prepared after consultations with users will be approved by the NCC.
14. To carry out census advocacy and publicity through a census information and education campaign. This is necessary for creating public awareness about the census and ensuring cooperation of each and every one with the enumerators. A comprehensive and intensive census information and education campaign was carried out in the last census as a

separate project executed by UNESCO. According to an evaluation made it was successful in that the public was well informed about the census and this resulted in their wholehearted cooperation with the enumerators. It was also found that the village chiefs played an important role in sensitizing the village public about the census.

For the 2008 Census the publicity campaign can be carried out by NIS and the provincial officers with the help of their staff and through the print and electronic media. The people of Cambodia are now generally familiar with population census and others data collection activities.

Publicity for the census, which is in fact public information and education campaign, may commence in June 2007 by newspaper advertisements, sensitization of community leaders and others through meetings, symposia and workshops. It may be intensified step by step through various publicity measures to ensure positive response and full participation of the society and the public in the census. Publicity will reach its peak during the population count phase. Broadly census publicity measure or communication strategy involves the following:

- Publicity material: Short sessions and sketches on TV and radio; pamphlets and leaflets, posters, placards, stickers, census enumerator's T-shirt and cap with the census logo, announcements in the newspapers etc.
- The media: The Khmer newspapers, radio and TV would be involved in this campaign.
- Face to face contacts: a series of meetings would be held in the different places educational institutions and communities to explain the importance of the census and urge people to cooperate in all its phases. These visits would be very useful in answering many questions and clarifying several issues that might be raised.
- Census dramas and folk music would be organized in all areas before and after each census phase.
- Press conferences and meetings with representatives of the media would take place.

An approximate budget of \$1,068,216 has been provided for this item.

### **5.2.1 Census Cartography**

Census is required to produce population data in respect of each administrative area in the country, province, district, commune and village. To achieve this, the boundaries of administrative divisions are integrated in the census area frame at the stage of cartographic preparations in a manner that facilitates aggregation of Enumeration Areas (EAs) to generate data for any required system of geographical divisions/ specific statistical areas. An EA normally consists of 500 persons or about 100 households and has definite boundaries. In effect, this is an operational unit for enumeration. The entire country will completely be covered by a network of EAs.

Enumeration Areas are delineated with identifiable boundaries, which do not overlap. They do not cut across boundaries of administrative units. For example one EA cannot spread over two villages. However one village may have more than one EA. Each EA will be given a code. An EA can be distinctly identified when combined with codes of administrative areas in which it is located. The EA map should indicate clearly its boundaries, include notable landmarks as guides to identify different parts of the EA. Standardized symbols should be used for clear understanding and the map should be of such a scale that it will be easy to handle.

The Geographic Department in the Council of Ministers has developed a geographic base digitizing the existing 1:500,000 topographic maps and collecting geo-referenced information on commune and district boundaries from the field using GPS receiver sets. Unlike in 1998 Census

time commune boundaries have been identified in all provinces and digitized. The database can be used to produce maps of provinces, districts and communes showing locations of villages and other topographic information.

Following maps/ documents are available with the census office at present:

1. A3 size provincial and district maps of Cambodia.
2. Wall size map of Cambodia at a scale 1:500,000.
3. Complete set of 1:50,000 topographical sheets (approx. 295 sheets cover Cambodia).
4. Sketches of Village and EA map Pre and Post census.
5. Document about aerial photography from FINMAP. Aerial Photograph for a portion of Cambodia given by FINMAP as sample. Scale 1:10,000.
6. Complete set of Phnom Penh and adjoining areas at scale 1:10,000.
7. Document regarding "Gazetteer of Cambodian villages".

In a recent exercise on health facility mapping the census office has used GPS receivers to locate health facilities in communes. It also has maps of communes with approximate village boundaries drawn by village chief. These maps have been certified by commune chief.

In the 1998 census sketch maps of villages and EAs were prepared. For the 2008 census it would be useful if village locations and other places/features were plotted at their actual locations by using GPS. This will also bring in the degree of precision and accuracy in the base maps needed for computerized mapping and GIS applications.

This task could not be undertaken by NIS for the 1998 census, though recommended by a cartographic consultant in 1996, for want of time and funds. For the 2008 census this exercise could be taken up with the advice of a short-term cartographic consultant. This should be feasible as the census office staff are already familiar with the use of GPS receiver sets to record the values of spherical/ grid coordinates of any point or location. However necessary equipment like GPS receiver sets and others for office and field mapping may have to be procured.

An approximate budget of \$297,000 has been provided for this item.

### **5.3 Enumeration Phase**

#### **5.3.1 Census Hierarchy:**

The Director General of the Census, who is the Director of NIS under the Ministry of Planning, will be implementing the census. He is responsible for conducting the census in the country. He will be assisted in this task by three Deputy Director Generals and one Director of Census. All of them are well-trained statisticians. One of them has specialized in data processing. All have experience of the 1998 census. The Province Planning Office Director or Province Census Officer (PCO), assisted by Deputy Director/ Bureau Chief, will be responsible for the census in his/her province. The District Planning Officer and the commune chief will be responsible for the census in their areas. The PCO will be assisted on technical issues by four Regional Officers each on an average, deputed from NIS.

#### **5.3.2 Enumerators and Supervisors:**

One enumerator will normally enumerate each EA. One supervisor will be responsible for the work of 4 enumerators. Supervisors will be drawn from government officials and teachers. A

bulk of the supervisors may be drafted from the province and district planning offices. The enumerators will be mostly teachers. It has been found from experience of the last census that teachers are good in data collection. Further, they are well known in their own areas where they will work for the census as enumerators. This helps in getting the co-operation of the public in the census. The staff will be screened before appointment and only good workers will be recruited. An approximate budget of \$1,741,816 has been provided for this item.

### **5.3.3 Quality Control**

Quality control and monitoring techniques will be introduced to control the quality of the enumeration. Supervisors will be required to enumerate households independently, match them with the enumerator's records, furnish the results of matching in a separate form and take steps to guide the enumerators.

### **5.3.4 Collection of Schedules**

The blank forms and other records for enumeration, the enumerator and supervisor kits containing stationery, and stickers for building numbering will be given to the enumerators/supervisors during the training classes by the Province Director or his nominated staff. After enumeration, the filled-in forms will be collected by the supervisors concerned and handed over to the Province Director. The Province Director will check the forms received to ensure that all the EAs are accounted for. He will pack them suitably and dispatch them to NIS with proper escort.

### **5.3.5 Personnel**

The appointments of enumerators and supervisors will be made by the Province Directors in consultation with the Planning and Monitoring Division of the census office at NIS. The latter will address the Education Ministry in time to obtain the services of teachers for census work. It is expected that 31,707 enumerators (including reserves) and 8,000 supervisors have to be appointed. In some enumeration areas where ethnic groups live, it may be necessary to appoint translators, as the people may not understand Khmer. It is estimated the 250 translators may be required.

The Regional Officers, the Director and Deputy Director/ Bureau Chief in each of the 24 Provinces, the district statistical officer and the commune chiefs will serve as supervising officers, in that order, in their respective areas. Village chiefs will provide assistance at the village level. There will be overall supervision of the census operations by D.G, Deputy D.G, and Director of Census. They will tour intensely in provinces during the census time.

### **5.3.6 Training**

The efficiency of field workers and the quality of collected data will heavily depend on the training programmes for various census activities, especially fieldwork. The training programme will be structured at four different levels:

1. First level training: Senior officers of MoP, Regional Officers and Trainers of trainers will be trained first. Their total number will be about 120. The training class will be conducted in three groups. The senior officers numbering about 20 will be the overall supervising officers who will undertake intensive tour of the different provinces during the census operations to ensure that the census operations are implemented satisfactorily.

- Of the remaining 100 selected staff members 50 will function as trainers of “trainers of field staff”. All the 100 including the first 50 will function as Regional Officers, technically assisting the PCOs at an average rate of about four per province (this will vary depending on the size of the province). This training will be given well in advance in February 2007. There will be refresher training for these officers before the census.
2. Second Level training: Province Planning Directors who will be called Province Census Officers (PCOs) and Deputy Planning Directors will be trained at NIS in February 2007. There will be about 50 officers to be trained at this stage. Refresher training will be held for these officers before the census.
  3. Third Level Training of Trainers of Field Staff: At each Province Census Office training will be imparted to Trainers of field staff (i.e. enumerators and supervisors). It is expected that in all about 500 Trainers of field staff will be trained at an average of about 20 per province (this will vary depending on the size of the province). These trainers of field staff will be selected from among the primary/secondary schoolteachers in the province. They will be trained thoroughly on census procedures by the trainers from NIS. This training will take place in February, 2008.
  4. Fourth Level Training of Enumerators and Supervisors: This training also will be decentralized and conducted in selected venues in districts in February 2008. It is expected that in all about 40,000 field staff (including reserve staff) will be trained in about 1,000 training sessions in 500 training centers by the 500 Trainers of field staff. Each Trainer will handle two sessions, each for duration of seven days. Roughly there will be about 40 enumerators/supervisors in each session. This training may take place during Feb 10 to 23, 2008.

For the training programs it might be essential to use electronic media and prepare videotapes. This will ensure uniformity of training, and standardization of concepts and definitions that may result in unified data collection methodology. Support materials for training would include control forms, updated maps, questionnaires, and supervisor and enumerator manuals. The training programs and the actual enumeration will be intensely supervised by higher officers. An approximate budget of \$1,126,498 has been provided for this item.

## **5.4 Post-Enumeration Phase**

The main activities of this phase will include a Post Enumeration Survey to evaluate the coverage and content errors in the census, release of preliminary census results, data processing, tabulation, analysis of main results and report writing. Moreover in-depth analysis and evaluation of census findings will be conducted.

### **5.4.1 Management of Records**

Record management is an important aspect of census operation. Once the enumeration records have been received in the NIS, they will be properly indexed and stored in the record room. The record room has shelves, which are in good condition. Some more shelves may have to be purchased. A central record register will be maintained to show movement of records. Entries will be made in the register when records are issued or received. It will be under the charge of a responsible person of the Data Processing Division.

### **5.4.2 Data Processing**

In preparation for the data processing plans, both office coding and editing procedures, manual and computer edit specification should have already been prepared by the Data Processing

Division. Preliminary plans, however, are based with a view to completing data processing activities within about a year according to the following plan:

1. A total of 100 office-editors/coders will be engaged in the process to be completed in about nine months.
2. Data entry will be completed in about nine months on the basis of two shifts, each of about 50 data entry operators (keyers).
3. Verification will cover around 10% of all household questionnaires.
4. Tabulation will be completed within two to three months after the completion of data-entry.

For data entry CSPro software will be used. CONCOR of IMPS programme will be adopted for data cleaning. Tabulation will be done using CENTS of IMPS. The staff of the data processing division have sufficient training and experience in using these software. Short-term consultancies may be required to review each stage of data processing. An approximate budget of \$567,150 has been provided for this item.

#### **5.4.3 Analysis and Dissemination**

A popular general report incorporating the major findings of the census at national and provincial levels and containing a preliminary analysis of the data may be released soon after the census results are available. The demographic analysis will commence once the national and provincial tables are ready. Analysis workshops to make in-depth analysis of each of the following topics may be held: fertility and mortality, nuptiality, labor force and unemployment, migration, housing and housing conditions, women and men in Cambodia, literacy and education, population projections, and census thematic atlas. These topics are not exhaustive and more topics could also be included depending on the data collected through the census questionnaire. Each workshop will have as participants, subject matter specialists from the NIS and the Ministries/ Departments concerned.

Technical assistance of a consultant, national or international, may be provided to run each of the workshops. Report on each topic could be written after the analysis is made in the workshop. The reports may be written in English and Khmer. Staff of the analysis and research division of the census office who have experience in data analysis may be encouraged to write the reports.

Preliminary and selected tabulation will be released through special media programs and a series of workshops and seminars for various census users. Besides discussion of the census report, the recommendations of various meetings will identify priorities for in-depth studies and topical analysis. This process would be enlarged to include key staff from the line Ministries and other institutions. A detailed dissemination and utilization plan, at various levels, should also be formulated and implemented to ensure census data produced at great cost are fully utilized.

The 1998 Census data were widely disseminated through published reports, CD-ROM, seminars and workshops. A characteristic feature of the dissemination program was conducting training at district and commune level in the utilization of demographic data.

The dissemination tool of CAMINFO was generally used to disseminate the demographic and statistical data drawn not only from the census but also from 2000 CDHS, 2004 CIPS, CSES and

other surveys. Such procedures may be evolved in the 2008 Census also. Increased use of email and website may be made for data dissemination.

#### **5.4.4 Post-Enumeration Survey**

A Post-Enumeration Survey (PES) will be conducted immediately after the census to evaluate the census results. It will be conducted in selected EAs. The main objective of the PES is to estimate the coverage and contents errors in the census. The PES will be implemented in three distinct stages of operation as mentioned below:

1. Listing and enumeration of persons in all households in the selected EA.
2. Desk matching of particulars collected during listing with those contained in the corresponding census schedule.
3. Field reconciliation of particulars of individuals not matched.

The PES will be independent of the main census. Special forms will be used for the survey. Enumerators and supervisors will be specially trained in all the PES operations. The sample for the PES (about 100 EAs) will be selected in advance and the particulars of the selected EAs for the PES will be made known only at the time of taking up the PES.

#### **5.5 Census Activities**

The work plan describing the activities is presented at Annex 1. The Budget proposal, along with description and justification, is given at Annex 2.

### **6. Monitoring, evaluation and quality assurance**

Follow-up, monitoring and periodic substantive evaluation procedures have been built in within the planned activities and accordingly are considered an integral part of the overall work plan at various levels. Specifically, this process will be carried out according to a time- table through the following means:

Periodic progress reports that may be prescribed by donors in their agreements will be prepared by the NIS to outline the progress in the implementation of the census activities. This will be consolidating the progress in implementing the objectives of the census according to the work plan.

In addition, the implementation of the census plan will be monitored and evaluated through the proposed structure for its management and the specified instruments for effective implementation of planned activities. These include:

- a. The National Census Committee, the Census Technical Committee, the Provincial Census Committee and the Steering Committee for Census Education and Information Campaign will hold regular meetings and periodically monitor the progress of census work.
- b. Evaluation components will be introduced to all relevant activities to provide feedback and allow corrective measures. A quality assurance team would be established alongside the census implementation processes. The primary objective is to have continuous and systematic quality assurance checks throughout all stages of census implementation and to report independently to the Director General of Census to ensure that scientific and international standards are being

complied with. Members of this team would be qualified and among the best of census staff who are committed professionals.

c. Consultants, who will be providing technical backstopping to the census at key stages, can contribute to the activities aiming to monitor the progress at various levels.

d. The Executive Committee consisting of donors and NIS representatives would hold periodic meetings to review census activities and suggest measures for improvement.

Moreover, NIS will be following the usual procedures for monitoring and evaluation of the activities. These include preparation of Annual Reports, Annual Review, Mid-Term Review, Quarterly Certificate of Expenditure, and terminal report.

An approximate budget of \$14,400 has been provided for this item.

## **7. Related Activities**

The 2008 census activities will be closely coordinated with other on-going projects of NIS. The large surveys like CSES provide the basis for most of the economic social and demographic information available. The training components of these activities have developed the skills and capacity of NIS. Ministry of planning is the principal agency responsible for coordinating efforts in monitoring the National Poverty Reduction Strategy.

As mentioned earlier in this document social data are collected in all villages annually for Commune development plans by the Ministry of Planning supported by SEILA and UNICEF.

Close collaboration will be maintained by the census office with these and other projects for the successful conduct of the 2008 census. It is also necessary for census office to be in close touch with the Ministry of Interior regarding elections so as to ensure smooth progress of census work without any overlapping of date or other logistic arrangements. There is a needed for improved consultation and agreement with other stake holders on census tabulation and analysis and in the production of socio-demographic indicators

## **8. Institutional Framework**

The NIS will be responsible for the execution of the census activities. This will capitalize on the ability of NIS built during the last decade, to create a viable environment and to consolidate national resources for successfully undertaking several statistical tasks.

The structure is mainly responsive to specified tasks of NIS, flexible, and at the same time allow for vertical and horizontal inter links to respond to the scale and content of various statistical exercises. Quality control and public relations are also given due attention.

Overall, the current structure of the NIS and its substantive activities confirm its ability to establish an up-to-date, efficient and reliable national statistical system, based on sound scientific methodologies. It also enjoys a high-level of credibility.

The proposed census activities, however, are cutting across the functions of various Departments of NIS and at the same time interacts with the activities of line-ministries/institutions. Accordingly, the proposed structure for implementation should be consistent with the immediate objectives, flexible and allow for proactive relationships with all partners. NIS will be

responsible for implementation of the specified activities through effective coordination, consolidation of required resources and accountability.

The overall responsibility for overseeing the implementation of the census activities is to be shouldered by the DG. Consultants on census, data processing, cartography and census analysis could provide technical back stopping to the NIS at appropriate stages of the census operations as indicated in the work plan. The consultants may be drawn from development partner agencies.

The success of the proposed institutional framework for the census activities will also be enhanced through serious collaboration from the staff of various NIS departments who will be participating in the different task forces as well as contributing to the user/producer dialogue. Technical assistance will be provided by international and national consultants.

The obvious inter-dependency and successive nature of the census activities requires timely implementation of the work plan. This emphasizes the need for effective follow-up, monitoring and regular assessment of the progress of the census activities. To this end, the National Committee and the Census Technical Committee have to regularly meet to assess the progress in achieving the established work plan, review future plans and identify constraints or other problems that need to be tackled.

## **9. Advance Preparations and Obligations**

The experience of NIS in conducting several surveys and the 1998 Census would prove very useful in conducting the census. This has already been referred to in appropriate sections in this document. Preliminary plan for the census is already receiving necessary attention by the census office of NIS in consultation with other departments concerned.

## **10. Government Follow-up Action**

The RGC is keen on implementing the census in 2008 for reasons explained earlier in this document and for continuing the efforts to build the nation on solid grounds. However, due to financial constraints RGC is seeking donor assistance to cover the overall cost of the census. Within the context of the Master Plan the NIS has considerably developed national capacity to implement statistical activities and is in the process of developing it further.

## **11. Constraints**

1. A major constraint in implementing the census is a relatively low allocation of funds in the government budget. NIS has therefore to rely heavily on the goodwill of international donors in supporting this programme. This issue is also bound up with the low level of salary of civil servants. They have to be provided honorarium or incentive payments for the census work to supplement their low salary. Necessary provision has therefore been made in the budget proposal for the 2008 Census for payment of honorarium to the census staff.

2. Some of the key staff and qualified staff are potentially mobile because of their skills and experience and also because of poor salary. Steps have to be taken to retain such staff in the census office.

3. There may be plans to change jurisdictions of administrative areas before the census. These plans should be temporarily suspended during 2007-2008 till the completion of the census to enable organizing the census in province, district, commune and village without changing again and again. Moreover the 2008 census will present data for administrative areas as at the time of

the census and it is necessary that they should be stable during the planning and implementation stages of the census.

4. It is necessary in the interest of census work to suspend temporarily all other data collection activities at least six months before the census date.

5. Printing of the large volume of census schedules and distributing them to field staff on time is very crucial in the census operation. This can be ensured only if planned properly well in advance.

6. If the Establishment census is combined with the house-listing operations of the 2008 census, a separate plan has to be developed without which such a combination of activities may jeopardize both the operations.

7. There are certain constraints in census cartography, data processing and analysis. In the cartography division there is no qualified cartographer at present. It is necessary to train about 10 staff as mapping assistants. At least two trained cartographers could be taken on deputation for three years from the Geography Department for the 2008 Census preparations. Villages are not digitized. It would be useful to plot village location, boundary and other features with GPS receivers, for computerized mapping and GIS application. The village boundary, however is approximate, but may be digitized for statistical and planning purposes with necessary permission from the Government. It is advisable to have a cartographic mission in 2006 to train the mappers in census mapping. The cartographic division has to be strengthened with staff and equipment on his/her advice.

Data processing division has suitable staff for data entry, editing and coding. But there are only two staff members who can do programming for tabulation. It is necessary to train in-house at least three more staff members in this area.

Though the staff of the Analysis and Research division have been trained in the past in data analysis still there is a need to improve their skills. Analysis workshops conducted by experts can be useful in this connection. There is a need to improve knowledge of English language for majority of staff to interact closely with external consultants and write reports.

## **12. Future Assistance**

In-depth analysis of census results and dissemination at national and local levels to promote and strengthen utilization of data for development of RGC may require further assistance.

## **13. Risks**

One anticipated risk is in the change of the actual census date due to national elections in 2008. Preparations including the printing of census questionnaires, appointment and training of field staff, should mitigate unfavorable circumstances if the census is postponed. Nonetheless there may be several problems including wastage of resources.

Unforeseen demands on the NIS by donors or by the Government may hamper scheduled census activities. All these risks can be faced or solved through transparent planning and periodic coordination meetings with the Ministry of Interior.

## Work Plan

Objective/Activity	Place	Starting date	Duration	Output
<i>January to December 2006</i>				
Prepare Calendar of Census activities	NIS	Jan. 2006	1 month	Census calendar prepared
Issuance of Sub-Decree on organization of 2008 Population Census	NIS	Jan. 2006	5 months	Sub-decree issued
Appointment/Posting of staff in the census office of NIS	NIS	Jan. 2006	1 month	Administrative, Planning and Monitoring, Mapping and Data Processing Divisions in position
Collection/ Study of reference materials, 1998 census instructions and manuals.	NIS	Jan. 2006	2 months	All relevant reference materials collected and arranged/ studied by each division.
Updating and finalization of village database (census frame) for census planning	NIS	Jan. 2006	10 months	Census frame updated
Formation of National Census Committee (NCC)	NIS	Jan. 2006	2 weeks	NCC established
First Mission of Census Consultant and First Mission of Cartography Consultant		Feb. 2006		
NCC meeting	NIS	Feb. 2006	1 day	General review of census administrative issues. Subsequent meeting dates will be fixed by NCC
Appointment of Census Technical Committee (CTC)	NIS	Feb. 2006	2 months	CTC formed
CTC meeting	NIS	Feb. 2006	1 day	General review of census technical issues. Subsequent meeting dates will be fixed by CTC
Recruit 30 mapping staff for the Census	NIS	Feb. 2006	2 weeks	Mapping staff appointed
Obtain required authentic maps of Province, District and Commune from the Geography Department	NIS	Feb. 2006	1 month	An up-to-date set of administrative maps obtained.
Meeting with Geographic Department about cartographic equipment and census mapping plan	NIS/ Geog. Dept.	Feb. 2006	1 day	Equipment and census mapping plan finalised
Procurement of necessary cartographic equipment	NIS	Feb. 2006	1 week	Cartographic equipment installed

Objective/Activity	Place	Starting date	Duration	Output
Training of mapping staff on fieldwork/digitisation (both theoretical and practical training)	NIS	Feb. 2006	1 weeks	30 mapping staff trained
Digitisation of village boundaries on digitised commune maps in office	NIS	Feb. 2006	3 months	Digitised village boundaries ready for field verification
Procurement of PCs, Printer, Copies Machine and other essential equipment	NIS	Feb. 2006	1 month	DP equipment procured and installed.
Mapping Fieldwork	Province	March. 2006	3 months	Village locations plotted with GPS
Draft Census Questionnaires	NIS	Feb. 2006	2 months	Census questionnaires drafted
Draft Census Manuals	NIS	March. 2006	2 months	Instruction manuals drafted
First pre-test of census questionnaires in 7 rural and 3 urban EAs with NIS staff	NIS/Province	May-06	10 days	First pre-test report
Second Mission of Cartography Consultant		June. 2006		
Stakeholders/data users workshop to discuss census questionnaires, manuals and methodology	NIS	June. 2006	2 days	First draft of census documents finalised
Second Pre-test in 7 rural and 3 urban EAs with teachers as enumerators/supervisors, after training	NIS/Province	July. 2006	10 days	Second pre-test report
First Mission of Data Processing Consultant and Second Mission of Census Consultant		Nov. 2006		
Evaluation of pre-test results and revision of draft census questionnaire and enumeration manuals.	NIS	Nov. 2006	1 month	Census questionnaires/manuals revised.
Workshop to Review list of Villages	NIS	Dec. 2006	3 days	List of village finalised by province/district
<b><i>January to December 2007</i></b>				
Preparation of editing/coding instructions and procedures	NIS	Jan. 2007	1 month	Editing/Coding instructions and procedures prepared.
Appointment of Provincial Census Committee (PCC)	NIS	Feb. 2007	2 months	PCC appointed
Appointment/selection of ROS (100) and TOTs (50)	NIS	Feb. 2007	1 week	ROS and TOTs selected
Training of Senior Officers of MoP, Regional Officers, TOTs	NIS	Feb. 2007	1 week	All officials trained by DG/Dy.DG
Training of PCOs and DPCOs	NIS	Feb. 2007	1 week	PCOs and DPCOs trained by DG/ Dy. DG

Objective/Activity	Place	Starting date	Duration	Output
Conduct pilot census in select 20 EAs after training field staff	NIS/ Prov	March. 2007	1 month	Pilot census report
Second Mission of Data Processing Consultant, Third Mission of Census Consultant and Third Mission of Cartography Consultant.		April. 2007		
Delineation of EAs	Provi nce	April. 2007	6 months	EAs delineated with the assistance of PCOs and staff.
Finalize census procedures and DP procedures on the basis of pilot census experience	NIS/ Provi nce	April. 2007	3 months	Census procedures and DP procedures finalised
Finalize Instruction Manuals for Supervisors and Enumerators	NIS	April. 2007	3 months	Final census documents ready
Procurement of remaining DP equipment and their installation	NIS	April. 2007	1 month	DP equipment installed
Training on staff in data processing	NIS	April. 2007	1 month	DP training of DP division staff completed
Data Users consultation meeting to discuss priority tables and analysis of data	NIS	May. 2007	2 days	Tabulation and analysis plan finalised
Preparation of tabulation and data processing plans	NIS	May. 2007	1 month	Tabulation plan and DP plan completed
Draft PES Questionnaires	NIS	May. 2007	2 weeks	PES questionnaires ready
Finalize instructions for Province Census Officers on census charge register, list of villages with boat population, training centers at district HQ, list of enumerators/supervisors available for census	NIS/ Provi nce	May. 2007	2 months	Intructions to PCOs for field operations finalised
Procurement of census vehicles and motorbikes	NIS	May. 2007	1 month	30 pick up vans and 30 motorbikes procured for census work
Preparation of publicity materials	NIS	June. 2007	3 months	Posters; stickers; pamphlets; banners; and radio; TV spots ready
Issuance of letter to Ministry of Education by MoP for making available services of teachers for enumeration	NIS	June. 2007	2 weeks	Letter to Ministry of Education issued
Samples for PES selected and PES Instructions prepared	NIS	July. 2007	1 month	Sample EAs and instructions for PES ready

Objective/Activity	Place	Starting date	Duration	Output
Census Advocacy and Publicity Information Campaign through Newspaper, Radio, TV	NIS/Province	Sept. 2007	6 months	Census publicity mounted by stages
Printing forms/Instruction Manuals and Questionnaires for the census	NIS	Sept. 2007	3 months	All census forms/questionnaires/manuals printed
Review list of villages taking into account any changes.	NIS	Nov. 2007	1 week	List of villages updated
Set-up training centers in districts for conducting training classes for enumerators and supervisors.	District	Nov. 2007	2 months	500 training centers fixed for all the 185 districts
Appoint Province Census Officers and Deputy Province Census Officers	NIS/Province	Dec. 2007	2 weeks	PCOS and DPCOs appointed
Refresher Training of PCOs and DPCOs and review of progress of census	NIS	Dec. 2007	10 days	PCOs and DPCOs trained for the second time. Instruction to be given on monitoring forms, list of EAs and field staff, charge register etc. Census preparatory work in provinces reviewed and recommendations made for follow-up
Recruit Supervisors and Enumerators for the census at provincial level	Province	Dec. 07	2 months	Field staff selected after screening by PCO with assistance of District and Commune officers
<b><i>January to December 2008</i></b>				
Distribution of census questionnaires, progress report forms and other documents to all parts of the country	Province	Jan. 2008	1 month	Printed census forms and questionnaires distributed to all district HQ.
Refresher training of Ros/TOTs	NIS	Jan. 2008	1 week	ROS and TOTs trained for second time
Recruit Enumerators and Supervisors for PES	NIS	Jan. 2008	2 weeks	PES staff selected
Fourth Mission of Census Consultant		Feb. 2008		
Recruit District and Commune census officers	NIS/Prov	Feb. 2008	1 week	District and Commune census officers appointed
Training on enumeration and supervision at province HQ for trainers of field staff	Province HQ	Feb. 2008	1 week	About 500 trainers of enumerators and supervisors trained at all province HQs by 50 TOTs

Objective/Activity	Place	Starting date	Duration	Output
Training Supervisors and Enumerators in districts	District	Feb 10-23 2008	2 weeks	Training conducted by one TOT in two sessions, each for one week, and containing 40 enumerators and supervisors.
House Listing Operations (updating village and EA maps and listing)	All prov	28 Feb. 08	4 days	Houselisting completed
Supervision by ROs/Supervisory Officers	All prov	Feb. 2008	1 month	Field operations intensely supervised to ensure complete coverage and quality
Enumeration of Homeless/ Transient etc. Population on Census Night	All prov	2 March. 08	1 day	Homeless/ Transient etc. population enumerated on census night
Census Enumeration with reference date as March 3, 2008	All prov	3 March. 08	10 days	2008 census enumeration completed
Collection of Filled-in Census Records at Commune/District/Province Offices	Prov	13 to 15 March. 2008	3 days	Filled-in census records collected at province offices after due checking with list of villages/EAs
Census records received for processing at census office, NIS, Phnom Penh	NIS	16 - 20 March. 2008	1 week	All census records received. Non-receipt of records followed-up for getting them from PCO concerned
Recruit/train supervisors/editors/coders/data entry operators	NIS	March. 2008	2 weeks	DP staff recruited and trained
Coding of census schedules	NIS	March. 2008	9 months	Coding of census schedules completed
Training of NIS officers for Post Enumeration Survey (PES)	NIS	March. 2008	5 days	24 NIS staff trained for conducting PES
Training of Field staff for PES	Province	March. 2008	5 days	PES enumerators and supervisors for 100 EAs trained
PES fieldwork	Sample EAs	March. 2008	10 days	PES relisting done
Third Mission of Data Processing Consultant		April. 2008		
Scrutiny and editing/ coding of filled in census schedules	NIS	April. 2008	9 months	Editing/ Coding of census schedules completed
PES matching and processing	NIS/Prov	April. 2008	3 months	PES tabulation completed

Objective/Activity	Place	Starting date	Duration	Output
Initial scrutiny of enumerator's summaries and data entry for preliminary results	NIS	April. 2008	1 month	Initial scrutiny completed and differences reconciled
Fifth Mission of Census Consultant and Fourth Mission of Data Processing Consultant		July. 2008		
Release of preliminary census results	NIS	July. 2008	1 month	Preliminary census results released
Report on Post Enumeration Survey	NIS	Aug. 2008	2 months	PES report released
<b><i>January 2009 to December 2010</i></b>				
Fifth Mission of Data Processing Consultant		Feb. 2009		
Census data processing and generation of priority tables	NIS	Feb. 09	4 months	Priority tables ready at National and Provincial Level
Sixth Mission of Census Consultant and Sixth Mission of Data Processing Consultant		July. 2009		
Release of census results and general census report	NIS	July. 2009	3 months	General Census Report Released
Analysis workshops with participation of staff and consultant to analyze census data. Workshops will be on Fertility and Mortality (Sept.2009), Nuptiality (Sept. 2009), Labour force and Employment ( Nov. 2009), Migration (Nov. 2009), Housing and Household characteristics (Jan. 2010), Literacy and Education (Jan. 2010), Women and Men in Cambodia (March. 2010), Population Projections (March. 2010), Thematic Atlas (April. 2010), and Post census mapping (April. 2010).	NIS	Sept. 2009	10 months	Analytical reports released
Dissemination seminars for Government planners, stakeholders, data users. Detailed programme to be prepared	NIS	Sept. 2009	6 months	Dissemination conducted at all levels

**2008 General Population Census of Cambodia  
Budget Estimate**

**Annex 2**

<b>No.</b>	<b>DESCRIPTION</b>	<b>TOTAL COST \$US</b>
1	Census planning & preparation phase	1,068,216
2	Census cartography & EA delineation	297,000
3	Training of census enumerators & supervisors	1,126,498
4	Census enumeration phase	1,741,816
5	Data processing	567,150
6	Analysis and dissemination of census results	96,600
7	Meetings/workshops	14,400
8	Study tours	50,000
9	Expendable equipment	207,500
10	Census vehicles	486,000
11	Operation and maintenance	141,000
12	Miscellaneous	60,300
13	Contingency	100,000
	<b>Total</b>	<b>5,956,480</b>

**2008 General Population Census of Cambodia  
Budget Estimate**

**Annex 2**

No.	DESCRIPTION	TOTAL COST \$US
<b>1</b>	<b>Census Planning &amp; Preparation Phase</b>	
	Census consultant	38,000
	Data processing consultant	38,000
	Census analysis consultants	59,000
	Cartographic consultant	19,000
	International Travel	30,000
	Director General of Census (DGC)	15,000
	Deputy Director General of Census (DDGC)	43,200
	Planning/monitoring senior staff	43,200
	Assistant planning/data processing/cartography	45,000
	Support staff planning/data processing/cartography	39,600
	Financial Officer	10,800
	Assistant administrative	12,600
	Logistics/publicity/printing	67,200
	Drivers	39,600
	Provincial Census Officers	9,600
	Deputy Provincial Census Officers	9,600
	District Census Officers	3,700
	Deputy District Census Officers	3,700
	Commune Census Officers	16,210
	Village Census Officers	138,900
	Census Pre-Test	5,000
	Pilot Census	6,000
	Printing Form A Questionnaires	12,000
	Printing Form B Questionnaires	232,000
	Printing enumerators manual	15,854
	Printing supervisors manual	3,953
	Posters	1,000
	Leaflets	10,000
	Stickers	500
	T-shirts	50,000
	Caps	25,000
	Radio and TV production	2,000
	Writers' team	2,000
	Radio sport	6,000

No.	DESCRIPTION	TOTAL COST \$US
	TV sport	15,000
	<b>Sub-total</b>	<b>1,068,216</b>
<b>2</b>	<b>Census Cartography &amp; EA delineation</b>	
	Cartography senior staff	10,800
	Mapping Assistants	19,800
	DSA Cartography field staff	162,000
	Cartographers Travel from HQ to Province	1,800
	Cartographers Travel within province	10,800
	In-Country Travel for Consultants	4,800
	Cartography other equipment	12,000
	GPS Receiver	12,000
	A3 Scanner in village digitization	4,500
	Color copier	38,500
	GIS training	20,000
	<b>Sub-total</b>	<b>297,000</b>
<b>3</b>	<b>Training of census's enumerators/supervisors</b>	
	Training of TOT (Provinces)	8,400
	DSA for PCO to train at NIS	5,760
	Training of PCOs (NIS)	1,000
	Trainers of fieldstaff DSA for attending training	10,500
	Trainers of fieldstaff DSA for giving training	37,500
	Training of PES Enumerators/Supervisors	3,150
	Training of Enumerators/Supervisors (Districts)	40,000
	Enumerators DSA for training class	665,847
	Translators DSA to attend training class	5,250
	Supervisors DSA for training class	166,005
	Trainers of fieldstaff travel for attending training	5,000
	Trainers of fieldstaff travel for giving training	3,000
	Enumerators travel to training class	95,121
	Supervisors travel to training class	23,715
	Translators travel to attend training class	750
	Travel cost from PNH to Provinces of RO-cum-TOT	1,500
	Travel cost from PNH to Provinces of Ros (NIS)	1,500
	In country training in IT	7,500
	English Language training	5,000
	Demographic Statistics	40,000
	<b>Sub-total</b>	<b>1,126,498</b>

No.	DESCRIPTION	TOTAL COST \$US
<b>4</b>	<b>Census Enumeration Phase</b>	
	DSA & travel of support personnel	12,000
	DSA for DG	400
	DSA MoP supervising officers	2,400
	DSA for DDG	1,600
	DSA Drivers	15,000
	Enumerators	1,210,566
	Supervisors	302,610
	Translators	10,500
	Travel cost for DG	600
	Travel MoP Supervising officers	3,600
	Travel for PCO to train at NIS	1,440
	Local travel PCO	7,200
	Local travel cost for ROs	9,000
	DCO local travel	16,650
	DSA for RO-cum-TOT (NIS)	42,000
	DSA for ROs (NIS)	45,000
	PES Supervisors	3,750
	PES Enumerators	7,500
	Travel in special areas	50,000
	<b>Sub-total</b>	<b>1,741,816</b>
<b>4</b>	<b>Data Processing</b>	
	Data Processing senior staff	21,600
	Editing/coding staff including group leaders	99,000
	Data entry operators staff	99,000
	Editing/coding and Data Entry Supervisor (2 + 2)	3,960
	Computer editing, programming, tabulation staff	2,970
	Desktop computers	150,000
	Fast A3 printer for error reject listing & tabulation, ex. HP LaserJet 9050mfp	42,000
	Fast A4 Laser Printer, ex. HP LaserJet 4345xs mfp (Q3944A)	11,000
	A4 Office mfp Printer with scanner, fax	7,500
	Fast B&W copier	26,500
	LAN Server, file, anti-virus, mail, proxy, dns & dc	28,500
	Server Monitor	770
	Server rack	1,250
	Server UPS	1,500
	KVM Switch for Server	12,500

No.	DESCRIPTION	TOTAL COST \$US
	Server switch, 3Com, 10/100/1000	3,850
	Client switch, 3Com, 10/100 + 2x1000	5,700
	Firewall, Cisco	3,000
	Router, Cisco	1,600
	Cabling, trunking, material for networking	9,750
	Stabilizer	7,000
	PABX System	2,500
	SONY System DVD Recorder	2,200
	HDD Backup & Box	3,500
	USB Flash, 512 MB	2,000
	WAN Connection	3,500
	Air-Conditioner, 2 HP, National	4,500
	Audio-visual equipment for presentation and meeting room	10,000
	<b>Sub-total</b>	<b>567,150</b>
<b>5</b>	<b>Analysis and Dissemination</b>	
	Analysis workshops (10 workshops total 150 days)	9,600
	Printing census results and analysis reports	45,000
	Data dissemination workshop in 24 provinces (Travel, DAS, workshop cost)	42,000
	<b>Sub-total</b>	<b>96,600</b>
<b>6</b>	<b>Meetings/workshops</b>	
	Data Users Meeting (2 meetings at NIS)	1,500
	Annual Review Meeting and Regular Meeting (25 meetings)	12,500
	Workshop to review lists of villages (2 meeting each for 2 days at NIS)	400
	<b>Sub-total</b>	<b>14,400</b>
<b>7</b>	<b>Study Tours</b>	
	Study tour of census offices	50,000
	<b>Sub-total</b>	<b>50,000</b>
<b>8</b>	<b>Expendable equipment</b>	
	Office supplies	36,000
	Other Data processing equipment, improvement and installation	50,000
	Kits for training & fieldwork	121,500
	<b>Sub-total</b>	<b>207,500</b>
<b>9</b>	<b>Census Vehicles</b>	
	30 census pick up vehicles	450,000
	30 motorcycles	36,000
	<b>Sub-total</b>	<b>486,000</b>

No.	DESCRIPTION	TOTAL COST \$US
<b>10</b>	<b>Operation and Maintenance</b>	
	Rent for materials like overhead projectors in provinces	12,000
	Maintenance of 30 vehicles & 30 motorbikes	84,000
	Office equipment maintenance	30,000
	Refurbishment of building	15,000
	<b>Sub-total</b>	<b>141,000</b>
<b>11</b>	<b>Miscellaneous</b>	
	E-mail, Internet, Fix/Mobile Phone, Audit	60,300
	<b>Sub-total</b>	<b>60,300</b>
<b>12</b>	<b>Contingency</b>	
	Contingency	100,000
	<b>Sub-total</b>	<b>100,000</b>
<b>Total:</b>		<b>5,956,480</b>

**Short-Term Consultancy Plan  
2008 General Population Census of Cambodia**

<u>Serial No.</u>	<u>Type of Consultant</u>	<u>Approximate Date and Number</u>	<u>Main Purpose of Mission*</u>
1	Census Consultant	Feb 2006 One Consultant for four weeks	Review work plan, census establishment, budget and all matters relating to conduct of census. Assist in drafting census questionnaires and manuals. Coordinate with cartography consultant on mapping
		Nov 2006 One Consultant for two weeks	Evaluation of pretest results and revision of census questionnaires / manuals. Coordinate with DP consultant on data processing issues.
		April 2007 One Consultant for two weeks	Review pilot census experience. Attend users meeting. Assist in finalizing census procedures and drafting instructions to PCOs. Coordinate with DP consultant and cartography consultant.
		Feb 2008 One Consultant for two weeks	Assist in supervising census arrangements and census enumeration. PES training
		July 2008 One Consultant for two weeks	Assist in release of preliminary results and analysis, and PES report writing. Coordinate with DP consultant
		Jul 2009 One Consultant for two weeks	Assist in drafting general census report. Coordination with DP consultant.

(\*) The main task of the mission only is indicated. This may be suitably elaborated in the TOR according to the need. In all the missions national capacity building will be an important element.

**Note:** The consultants may be drawn from development partner agencies

<u>Serial No.</u>	<u>Type of Consultant</u>	<u>Approximate</u>	<u>Main Purpose of Mission*</u>
2	Data Processing Consultant	Nov 2006 One Consultant for two weeks	Review equipment in DP division; draft DP plan and train staff on DP procedures and data processing for pilot census.
		April 2007 One Consultant for two weeks	Review site preparation/ software/ equipment. Finalize DP procedures on the basis of pilot census data processing. Train staff in DP. Coordinate with census consultant.
		April 2008 One Consultant for two weeks	Train staff in editing / coding and in CSPro, CONCOR and IMPS
		July 2008 One Consultant for two weeks	Review DP work Assist in preliminary census results
		Feb 2009	Assist in the evaluation and generation of priority tables

		One Consultant for two weeks	
		July 2009 One Consultant for two weeks	Review and assist in the generation of priority tables. Coordination with census consultant.
3	Cartography consultant	Feb 2006 One Consultant for two weeks	Review availability of maps. Training of staff on mapping villages in the field and digitization
		June 2006 One Consultant for two weeks	Review of field work on plotting village locations with GPS. Training of mapping staff.
		April 2007 One Consultant for two weeks	Review mapping work and make recommendations for improvement. Training on delineation of EAs. Coordinate with census consultant.
4	Census Analysis Consultant	Sept 2009 One Consultant for two weeks	To assist in workshops on (i) Fertility and Mortality and (ii) Nuptiality
		Nov 2009 One consultant for four weeks	To assist in workshops on (i) Labor force and Employment and (ii) Migration
		Jan 2010 One consultant for four weeks	To assist in workshops on (i) Housing and Household Characteristics and (ii) Literacy and Education
		March 2010 One consultant for four weeks	To assist in workshops on (i) Women and Men in Cambodia and (ii) Population Projections
		April 2010 One consultant for four weeks	To assist in workshop on (i) Thematic Atlas (ii) Post census mapping

2008 General Population Census of Cambodia  
Organization Chart

Annex 3



