

The views expressed in this paper are the views of the authors and do not necessarily reflect the views or policies of the Asian Development Bank (ADB), or its Board of Directors or the governments they represent. ADB makes no representation concerning and does not guarantee the source, originality, accuracy, completeness or reliability of any statement, information, data, finding, interpretation, advice, opinion, or view presented.

**ENHANCING SOCIAL AND GENDER STATISTICS
BANGKOK, THAILAND
MAY 28-31, 2002**

COUNTRY PAPER – CAMBODIA

1 INTRODUCTION

Cambodia has a land area of 181,035 square kilometers in the southwestern part of the Indochina peninsula, about 20 percent of which is use for agriculture. It lies completely within the tropics with its southernmost point slightly more than 10 degrees above the Equator. The country's capital city is Phnom Penh. International borders are shared with Thailand and the Lao People's Democratic Republic on the west and the north, and Vietnam on the east and the southeast. The country is encircled on the south-west by the Gulf of Thailand .In comparison with its neighbors, Cambodia is a geographically compact country administratively composed of 24 provinces, three of which have relatively short maritime boundaries, 183 districts 1,609 communes and 13,406 villages. It has coastline of 435Km.

The country is ethnically homogeneous with majority being Khmer. The national language is Khmer Religion is mainly Theravada Buddhism. The Cambodia society and the physical infrastructure have been seriously damaged by years of war and conflict. Since 1993 Cambodia has a democratic form of Government and has moved towards a free market economy.

About 36 percent of Cambodian lives below the poverty line with a per capita income of less than US\$300. Cambodia is one of the poorest countries in Asia. About 84 percent of Cambodia's population live in rural areas. More than three fourths of the labour forces are in agriculture, hunting and forestry.

2 HISTORICAL BACKGROUND

In modern and peaceful Cambodia, the first social statistics series was compiled based on data collected at the Socio-Economic Survey of 1993-1994. This survey was conducted in four rounds to cover seasonality. The first round was conducted in October- December 1993, the second round in January-March 1994, the third round in April-June 1994 and the fourth round in July-December 1994.

The latest information on social statistics in Cambodia are available from the General Population Census of 1998, the Socio-Economic Survey of 1999 and the Cambodia Demographic and Health Survey of 2000. The major users of social statistics consist of: Mekong River Commission, field researchers, students, Handicapped International/Action, International Labour Organisation, reporters, Non-Government Organisation, Private Section and government agencies. The agencies responsible for producing and using social statistics include the Ministry Women's and Veterans' Affairs; Ministry of Education, Youth and Sports; Ministry of Social Affairs, Labour, Vocation and Youth Rehabilitation; Ministry of Health; Ministry of Planning; Ministry of Rural Development and Ministry of Urban Reconstruction and Land Reform.

The results of the CDHS were used by policymakers to assess the demographic and health status of the Cambodian population as a background for the future formulation of appropriate population and health policies and programmes in Cambodia.

There is no regular publication series on social statistics in Cambodia yet. Data collection, compilation and analysis on social statistics have so far depended on the needs of government and funding of donor agencies. However, since the early 1990s, more social data have been collected in Cambodia. The first was the Socio-Economic Survey, conducted in four rounds as mentioned earlier. After this, a Demographic Survey was conducted in 1996, other Socio-Economic Surveys conducted in 1997 and 1999, the General Population Census of Cambodia conducted in 1998 and the most recent, the Cambodia Demographic and Health Survey (CDHS), conducted in 2000.

The next socio-economic survey is due to be conducted in October 2002 and an inter-censal survey in 2004. It would appear that, depending on funds, socio-economic surveys would become the regular source of social statistics in Cambodia, similar to countries like Indonesia.

The most current social statistics were from the Socio-Economic Survey of 1999, the Cambodia Demographic and Health Survey of 2000 and the Cambodian Statistical Handbook of 2000 which is a compilation of social statistics from the various surveys and the census and statistics from government departmental statistics.

3 ORGANISATION OF STATISTICS SERVICES

The National Institute of Statistics (NIS) under the Ministry of Planning (MOP) in Cambodia is the country's central statistics office. It consists of four departments, namely Department Social Statistics, Department Demographic Statistics, Census

and Survey, Department Economic Statistics and Department General Statistics. The NIS is the principal agency of the Cambodian statistical system and provides general-purpose statistics. The size of NIS staff has increased from 59 in 1993 to 182 people in 2002. This consists of 13 posts at directorate level in the NIS. The NIS was established in 1993. The headquarters of NIS are located in Phnom Penh with branch offices in each province, headed by a Director of planning provincial. The provincial offices are much smaller in size and consist of around 450 staff members.

Separate statistics bureaux are situated within the Department of Planning of each ministry with about 30 middle-level officials (Bureau Chiefs and Vice Bureau Chiefs) and 60 staff-level personnel. Statistical sections are organised in Planning and Statistics Bureaux at the Provincial and Municipal committee with about 50 middle-level and 100 staff-level personnel. District Planning and Statistics committees have about 300 staff-level personnel. Among four statistics Departments directly under NIS, the Department of Social Statistics is in charge of compiling social statistics. It consists of three-directorate level and 38 Bureau chief, vice bureau and personnel level staff.

NIS has produced several publications that involve social statistics such as:

- (i) 1998 Census: Report 1-Fertility and Mortality, Report 2-Nuptialty, Report 3- Labour Force and Employment, Report 4-Housing and Household Amenities, Report 7- Literacy and Education, Report 8- Women in Cambodia,
- (ii) Cambodia Demographic and Health Survey 2000,
- (iii) Other social statistics publications including Demographic Survey of 1996, Socio-Economic Survey of 1997 and 1999, Labour Force Survey of 1997 etc., and
- (iv) Statistical Year Books published by NIS based on the compilation of social statistics from the statistics bureaux of various ministries.

In terms of financial capability, the NIS depends on government budget for its routine operations, and on government budget and international assistance for conducting large scale data collection activities. The priorities for selecting the type of data to be collected depend on the needs of the government supplemented by the needs of international agencies. For example, the 1998 population census was a priority need of the government, but it was also of enormous interest and need to the international community, as this was the first population census of the

country in 38 years. Funds for conducting the census came from the UNFPA and assistance in other forms were provided by the UNDP, UNESCO and UNICEF.

The NIS approaches any data collection, compilation and reporting on a professional basis with technical assistance coming from international agencies. The problems encountered in the compilation and maintenance of social statistics are:

- (i) Collection and production of data by line ministries and provinces is poor because of lack of staff trained in statistics and data collection professional statistician to specialise in social statistics,
- (ii) Almost all statistics are results of “complete-count” exercises with inadequate attention given to quality control from line ministries, except data produce by NIS.
- (iii) Agencies assigned to co-ordinate the statistical activities in the whole government have been limited capability to the compilation of data requested by various donors, and
- (iv) Lack of manpower and equipment to process and maintain data collected.

4 DATA SOURCES

Population Censuses, Socio-Economic Surveys, Demographic and Health Survey are the data sources used in the compilation of social statistics. In addition, the administrative records of the Ministries of Education; Health; Women’s and Veteran’s Affairs; Social Affairs, Vocational Training and Youth Rehabilitation

The frequency of data collection for censuses is 10 years and that for socio-economic surveys or demographic and health survey depends on the needs of utilisation of information. All the surveys conducted by NIS to collect and release social statistics depend on the budget provision and the data requirements of the government and financial assistance of donor agencies such as Asian Development Bank, The World Bank, USAID, IMF, UNFPA, UNDP and other multi- and bilateral agencies. The time lag for release of data is usually between one and two years. The 1998 Census data was released by 2000, whereas the 2000 CDHS data were released in 2001.

Social statistics are used at various places, such as government ministries/ departments, research institutions, national and international NGOs, representative offices of multi- and bilateral agencies and at individual researcher’s offices.

Social statistics are used for developing programs and policies on population and development, in research studies, at workshops and for developing population policies.

All data collection for the Population Census 1998 was carried by Department of Demographic Statistics, Census and Survey and that for Socio-Economic Surveys by the Department of Social Statistics, National Institute of Statistics, Ministry of Planning. Besides these, specific types of social statistics are collected by agencies specialising in such statistics. For example, the Ministry of Education produces data on school enrolment, retention rates etc., and at the same time also uses such data collected on a uniform and nation-wide basis by the NIS through S-E Surveys, Censuses etc. The Ministry of Health compiles and produces administrative data on use of health services, immunisation, antenatal care, delivery of births etc.

After the political turmoil of the 1970s and 1980s, Cambodia returned to normalcy in 1991. Since 1991, some surveys have been conducted which contain social statistics, for example, the 1993 Socio-Economic Survey, the 1994 Knowledge, Attitude and Practice (KAP) Survey (Ministry of Health), the 1996 Demographic Survey and the 1998 National Health Survey (Ministry of Health). The Population Census of 1998 is the first such census conducted in Cambodia in 38 years. Since the 1998 Census, the NIS has conducted, a Socio-Economic Survey in 1999 and the Demographic and Health Survey (CDHS) in 2000.

The sampling design and data coverage of the various surveys has differed between themselves and have depended on the security and other situations of various parts of the country. For example, the Socio-Economic Survey of 1993-94, which was done in four rounds to capture seasonality had a total sample size of 5,578 households selected from 15 of the then 21 provinces including Phnom Penh. The exclusion of six provinces and a number of villages from the selected provinces were done due to security, cost and logistical reasons. The Demographic Survey of Cambodia 1996 covered 20,000 households in 21 of the 23 provinces. In addition to excluding all the villages of these two provinces, a number of villages from the other provinces were also excluded for security reasons.

The CDHS called for a nationally representative sample of 15,300 women between the ages of 15 and 49. Survey estimates are produced for 12 individual provinces. The master sample developed in 1998 by the National Institute of Statistics served as the sampling frame for the CDHS. The master sample is based on the 1998 Cambodia General Population Census and consists of 600 villages. All women 15-49 were interviewed in selected households. In addition, a sub-sample of 50 per cent of households was selected for data collection on anthropometry. Anemia testing was implemented in 25 percent of the sample. Only the women identified in the households with anemia testing were eligible for

the section related to women's status. In this subsample of households, only one woman was selected in each household to be interviewed on domestic violence.

A vital registration act was passed in 1960's. However, it was never implemented in full with the result that vital statistics were grossly incomplete and inaccurate. The Khmer Rouge period of 1974-1979 had destroyed all legal institutions in the country. After the ouster of the Khmer Rouge, Cambodia passed through a period of instability and war until the Paris Peace Accord of 1991. The vital statistics system remains practically non-existent to this day.

5 ESTIMATION METHODOLOGY

Indirect methods were used to estimate infant and child mortality and fertility from the 1998 Census data. The method used to estimate fertility is the Arriaga variant of the Brass method. The North Model life tables were used. Estimates of these demographic parameters by a direct method based on birth history data collected at the CDHS 2000 show large deviations from each other. For example, the infant mortality rate estimated indirectly from the 1998 Census data is 89 per 1,000 and that estimated directly from birth history data of the CDHS 2000 is 95 per 1,000. Similarly, total fertility rate estimated indirectly from the 1998 Census and directly from the 2000 CDHS is 5.4 and 4.1 respectively. More research is needed to find the most appropriate indirect technique applicable to Cambodia. There have been no attempts to indirectly estimate international migration.

The most common problems encountered in the compilation of social statistics are the main object of data collection. The statistics for the line ministries come from the raw data collected by the commune data collectors, who may not be functioning efficiently for reasons of pay, security, and education. Absence of quality controls in data processing further makes the resulting statistics suspect. Data are kept in each agency and are generally not disseminated.

There is a dearth of technical expertise in the NIS to produce indirect estimates of demographic parameters. Moreover, there is not a strong cooperation for data collection between government agencies. The role of providing technical assistance lies mainly with international organisations, which also provide much of the financial resources and training to national staff related to methodological data collection, compilation and analysis. Currently, long-term advisers of UNFPA's Population and Development Strategies sub-program are providing training in indirect estimation of fertility and mortality and in population projections to members of staff of NIS and other agencies covered by the project. Cambodia started compilation of its social statistics program mainly with international assistance program. The agencies assisting Cambodia in data collection, dissemination and servicing data users include:

- (i) United Nation Fund for Population (UNFPA), which provided funds to support Technical Assistance, Demographic Survey, Census of Cambodia 1998, Demographic and Health Survey, National Population and Development Strategies of Cambodia and Training.
- (ii) United Nation for Development Programme (UNDP), which provided funds to support Census of Cambodia 1998, Socio-economic Surveys and Training.
- (iii) Asian Development Bank (ADB) which provided funds to support Technical Assistance, Labour Force Surveys, Establishment Surveys, National Account and Training.
- (iv) World Bank (WB) which provided funds for technical assistance, Socio-economic Surveys and Training.
- (v) International Monetary Fund (IMF) which provided funds to support Socio-economic Surveys and Training.
- (vi) UNICEF which sponsored the Demographic and Health Survey.
- (vii) United States of Agency for International Development (USAID), which sponsored the Demographic and Health Survey.

Recently the International Monetary Fund (IMF) provided the Draft Proposal for Statistical Work Programme for 2002-2006. The draft proposal includes the Work Program, Collection and Infrastructure, Priority Areas to be addressed during the year, Frequency, Timeliness, Resources Required and Status and Comments.

International assistance with funds and technical expertise is expected to continue at least for the immediate future. Gradually, as the country develops economically and technically, more and more of the collection and compilation of social statistics will be supported by the Cambodian government with local technical expertise.