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PROGRAMME



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OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Malaysia

Comprehensive population programme

Estimated UNFPA contribution:	\$ 6.5 million
Estimated value of the Government's contribution	\$ 45 million
Duration:	Four years
Estimated starting date:	January 1980
Executing Agencies:	United Nations Food and Agricultural Organization (FAO) United Nations Educational, Cultural and Scientific Organization (UNESCO) United Nations Children's Fund (UNICEF)
Government Co-operating Agency:	National Family Planning Board

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I. Summary

1. UNFPA proposes to support a programme in the amount of \$6.5 million for four years (1980-1983), to assist the Government of Malaysia in consolidating current population programmes and further integrating family planning with other family development activities. UNFPA views this programme as an essential element in the Government's broad-based effort to overcome urban and rural poverty, attain other social and economic development objectives, and contribute to national self-reliance. The new programme, representing a second phase of UNFPA support, has been designed to complement and supplement a second population and family development project (1979-1982), which is jointly funded by the Government and a World Bank loan.

II. Background

2. Malaysia's population was estimated in 1978 at 13.64 million. About 85 per cent of the population live in peninsular Malaysia; the rest live in the states of Sarawak and Sabah on the Island of Borneo. Population density in peninsular Malaysia is 84 persons per square kilometre; in Sarawak and Sabah it is 10 persons and 13 persons respectively. The United Nations estimates that 29 per cent of the population live in urban areas.

3. According to the United Nations, the population growth rate is 2.6 per cent annually, with a crude birth rate of 34.6 per thousand and a crude death rate of 8.7 per thousand. About 42 per cent of the population are under the age of 15, and 48 per cent of all women are between the ages of 15 and 49. The Government's Economic Planning Unit estimates that Malaysia will have 17.5 million people by 2000.

4. Available data indicate that the cause of accelerating population growth, over the past decades, has been the progressive reduction of mortality, only partly offset by moderation of fertility. The crude death rate had already fallen to about its present level by 1970; the infant mortality rate in 1979 was 30.7 per thousand live births. The total fertility rate for 1979 is 4.08. The United Nations estimates life expectancy countrywide at 61 years, but the figure is higher for peninsular Malaysia, and considerably lower for Sarawak and Sabah.

5. The Government reports a per capita gross national product in 1979 of \$1,526, while the World Bank estimate for 1978 is \$1,090. Lack of equitable distribution of wealth remains a source of concern to the Government.

6. Malaysia's First Development Plan (1966-1970) found that the country's annual population growth rate, which in 1966 was 3 per cent, might be cancelling the benefits of increased income and improved living standards, and called for implementation of a large family planning programme. The two subsequent plans, for 1971-1975 and 1976-1980, have reconfirmed support for family planning. The overall goal was to reduce the annual rate of population growth to 2 per cent by 1985; specific goals were to cut the crude birth rate from 37.3 per thousand in 1966 to 26 per thousand by 1985 and, in the same period, the crude death rate from 7.6 per thousand to 6 per thousand.

7. The National Family Planning Board, established in 1966, as an inter-ministerial organization directly accountable to the Prime Minister, is the agency responsible for drawing up family planning policy. The Board has gradually broadened the scope of its concern from the mere delivery of contraceptive services to a more comprehensive approach, relating population questions with other factors affecting the family. It has adopted the position that family planning, family health, general family welfare, the status of women, and economic and social development at the micro level, and Government population planning at the macro level, are integral and inseparable elements in a national population programme.

8. This position was reflected in the formulation of a population project (1973-1978) with a total budget of \$22 million, provided by the Government, UNFPA, and a World Bank loan. A second population and family development project (1979-1982), financed by the Government (estimated contribution \$37.7 million) and a World Bank loan (\$17 million), to which the UNFPA programme proposed in this document is designed to contribute, is expected to give further impetus to the implementation of the national population programme. The National Family Planning Board's mandate has been broadened so that it is now responsible for implementing, monitoring and co-ordinating all family planning activities, as well as providing advisory services in all areas pertaining to family development, at the micro level and population planning, at the macro level.

Previous and ongoing UNFPA assistance

9. UNFPA allocated a total of \$4.8 million to Malaysia to the national family planning programme during the period 1973-1978. A further \$407,862 was approved in 1978 to cover the gap between the first programme of assistance and the one proposed here. UNFPA assistance helped to improve the administration and management of the programme, integrate family planning services with maternal and child health care and extend both to rural areas, strengthen training of para-medical personnel in family planning, improve health education programmes among the rural population, introduce population education in schools, and develop population studies and research at the University of Malaya.

10. Strong Government commitment to the UNFPA-supported projects was expressed by the Government's readiness to assume continued support of the UNFPA-funded activities, often ahead of schedule.

11. With UNFPA assistance since 1973, the national programme had recruited approximately 743,000 acceptors by 1978. The continuation rate for women at the end of 12 months reached 66.7 per cent, and at the end of 18 months, 56 per cent. In 1974, a fertility and family survey revealed that some 36 per cent of eligible women were using some kind of contraceptive. An analysis of acceptors made in 1977 showed that the national programme was reaching mainly rural and less educated women, while the more educated and higher income acceptors were using non-programme sources. In terms of programme impact on fertility, an analysis in peninsular Malaysia, between 1957 and 1975, indicated that the total fertility rate declined an average of 2.2 per cent per year, while in each of the eight years following the inception of the programme the rate declined an average of 2.6 per cent.

12. Under its first assistance programme, UNFPA supported the following projects: the development of a population studies programme at the University of Malaya (\$404,871); assistance to the Malaysian National Family Planning Board, designed to strengthen its programme in urban areas, and to help introduce family planning into the rural health services (\$1,381,138); the development of maternal, child health and family planning services in rural areas, through, for example, the training of service staff, the funding of study fellowships to physicians, as well as, assistance to the Ministry of Health in integrating family planning with rural health services (\$2,043,116); finally, the introduction of population education in schools, through the training of teachers and the development of population-related curricula and instructional materials.

13. An interim programme of UNFPA assistance (1978-1979) included five projects: a seminar on family planning and population for women's voluntary organizations and a workshop on vital statistics collection (\$24,000); a fertility and family planning survey and a community incentive project involving the University of Malaya (\$63,000); fellowships, courses and study tours in population planning and maternal and child health for religious leaders and key family planning personnel from Government agencies and universities (\$267,562); establishment of a sperm bank in the Department of Obstetrics and Gynaecology, University Hospital, Kuala Lumpur, to enhance the family planning programme by providing help for infertility cases and allowing research on infertility (\$12,000); and a feasibility study on computerization of the country's vital statistics registration system (\$41,300).

14. Among international organizations, the World Bank has provided considerable assistance for population activities through two loans mentioned above. Malaysia has also received small amounts of assistance from WHO and UNICEF. Bilateral assistance has come from the Federal Republic of Germany (for health care) and the United States Agency for International Development; the latter has been supporting a national fertility survey, as part of the World Fertility Survey, and has provided funds for other studies on factors affecting fertility. Non-governmental assistance has been provided by the Ford Foundation, the International Planned Parenthood Federation, and the Japanese Organization for International Co-operation in Family Planning.

III. The programme

15. The second UNFPA programme assistance, proposed here, builds upon past UNFPA support and consolidates existing achievements of the national programme. It continues some activities begun during the first phase of UNFPA assistance. The programme also includes some new projects assigned high priority by the needs assessment mission and/or by the Government.

Population dynamics

16. Establishment of a Population Studies Centre: The establishment of such a centre, at the University of Malaya, strongly recommended by the needs assessment mission, is a natural outgrowth of a population studies project supported under UNFPA's first phase of assistance. The project's objective is to consolidate and strengthen the country's capacity for population research. UNFPA's assistance, in the amount of

\$404,000, will provide long-term and short-term training, the services of an expert, and funds for local research. The United Nations will be the Executing Agency, and the Faculty of Economics and Administration of the University will work with the National Family Planning Board in implementing the project.

17. Study of marriage and marriage dissolution in peninsular Malaysia: This project will support a study of the changing patterns of aspects of marriage (e.g., the age at which women marry) and marital dissolution among the main ethnic groups of peninsular Malaysia. The patterns have an important significance for present and future fertility trends. The study will provide a basis for an ongoing investigation of economic, social, and cultural factors affecting population and will help integrate consideration of these factors into development planning in general and family planning programmes in particular. The project will be executed directly by UNFPA in co-operation with the National Family Planning Board. The Faculty of Economics and Administration, University of Malaya, will conduct the study, over a two-and-a-half year period, with assistance from UNFPA, in the amount of \$133,881.

18. Development of perinatal services: The Government is greatly concerned about both the level of perinatal mortality and the lack of exact pertinent data. The project was designed to develop methodology and procedures to reduce perinatal and maternal mortality and morbidity, and to establish an electronic data processing compatible system for perinatal information. UNFPA proposes to allocate \$330,000 to the project, covering purchase of equipment, training and local personnel payments. Activities will be centred around the maternity hospital in Kuala Lumpur, and will involve the co-operation of the Ministry of Health, the National University, and the Specialist Centre of the National Family Planning Board. The project will be directly executed by UNFPA.

Maternal and child health and family planning

19. Strengthening maternal and child health and family planning services in rural areas: This project responds to the highest priority concerns of the needs assessment mission. Its objective is to expedite achievement of the Government's goal of providing the entire rural population, including residents of Sarawak and Sabah, with basic family health services by 1985. One immediate aim is to improve the quality of services delivered, by paying special attention to weak spots, such as, equipping "emergency squads" so that they can promptly refer to hospitals mothers and children at risk in remote, underserved areas, where infant and maternal mortality are still high. Another aim is to increase acceptance of comprehensive family health services among the rural population, by means of community involvement in service delivery and education, through the media. UNFPA assistance, in the amount of \$481,160 will cover international consultants, fellowships and study tours, and equipment. UNICEF and WHO are the Executing Agencies, and the national agency responsible is the Ministry of Health.

20. Strengthening staff development and training for family health and family planning and health education: Reaching the goal outlined above as well as improving the quality of services delivered will require additional well-trained personnel. This project, which complements the Government's efforts and follows up on previous UNFPA projects, has the following objectives: to develop and train a cadre of

trainers in family health and health education; to provide training for all levels of staff in family health and health education, through in-service courses; to integrate family planning as a subject into the training curricula of all health staff; and to train community health workers for the primary health programme. UNFPA intends to allocate \$1,182,924 for this project, covering consultative services, fellowships, local training (seminars, workshops, etc.), and equipment. WHO and UNICEF are the Executing Agencies, and the Ministry of Health is responsible within the country.

21. As already noted, the mandate of the National Family Planning Board is becoming broader. Two UNFPA projects, described below, are designed, at a total cost of \$2,458,417, to prepare it for this expansion of its role.

22. Training programme for the National Family Planning Board: This project is part of a two project package which would help meet the rapidly expanding role of the Board. It is proposed to train a cadre of professionals, Board personnel as well as Government and other agency staff, in administration, finance, education, research and related fields. The aim is to facilitate the integration of activities related to family planning into the country's total development programme. UNFPA proposes to allocate \$1,052,380 for short-term and long-term fellowships, seminars, workshops and courses, and study tours. The United Nations, UNESCO and WHO would be the Executing Agencies.

23. Strengthening the infrastructure and facilities of the National Family Planning Board: This is the second project in the two-part package. Because of the expansion of its activities, the National Family Planning Board requires additional facilities, equipment and staff support. The Government is covering most of the costs of larger physical facilities, while a World Bank loan is meeting additional construction requirements. UNFPA proposes to provide equipment to be used for training and to cover the costs of training-related construction and of audio-visual equipment. It is proposed to allocate a total of \$1,406,037 for this project; \$672,272 would be used to partially cover construction costs of a training wing and for a small broadcast studio, and the remainder would allow purchase of audio-visual equipment used in the recording and editing studio and in mobile units, and for data processing equipment and library books. Construction costs represent 27 per cent of the activities proposed, under both projects, for the National Family Planning Board.

Education and communication

24. Family life education through the Family Development Programme: The main objectives of this project is to strengthen the Family Development Programme, (an innovative programme for women and pre-school children administered by the Ministry of Agriculture), by broadening its scope to encompass family life education, including family planning, as a means of improving the quality of life of individuals, families and communities. Executing Agencies are UNESCO and FAO; the Ministry of Agriculture and the National Family Planning Board are the responsible national agencies. UNFPA's allocation of \$777,025 will cover the costs of project personnel; training for women extension workers, their supervisors, and their trainers; and sub-contracts for development and production of communication materials. Training activities account for about two-thirds of the project's budget.

25. Family life education - responsible living: This project will incorporate family development education (including family life, family health, and population) into the training programmes offered to young people by voluntary organizations. UNFPA has allocated \$167,170 to the project, to cover the services of both local and international personnel, training, and equipment. The Federation of Family Planning Associations, in collaboration with the National Family Planning Board, will implement the project.

Multi-sectoral projects

26. Beyond-family-planning projects - multidisciplinary research: As it moves from providing only contraceptive and clinical services to a more multidisciplinary approach, the National Family Planning Board staff is becoming involved more and more in promoting aspects of family development. The Board has been requesting other agencies - especially women's organizations - to undertake projects in areas, such as child care, the status of women, and community education, in the belief that the extent to which women participate in the economy has an important effect on fertility. The project will therefore support state-level projects in child care, development and women; projects proposed by women's voluntary organizations, as a follow-up to UNFPA's previous assistance to these groups; a child care survey to provide information for future policy and action; and multidisciplinary research on the relationship between other development variables and fertility decline. UNFPA proposes to provide \$480,000 to the project, which would be executed through the National Family Planning Board, in collaboration with universities and other governmental and non-governmental organizations.

Administrative arrangements

27. All external assistance for family planning and other population activities, whether designated for governmental or non-governmental agencies, is channeled through the Economic Planning Unit of the Prime Minister's Department to the National Family Planning Board. Thus, the Board will have overall responsibility for administering UNFPA's second programme of assistance, with the co-operation of a number of committees, designed to encourage broad-based participation in the national population programme.

28. A Project Steering Committee which co-ordinated and monitored the first population project will do so also for the UNFPA programme proposed here. To reduce the burden of this Committee's responsibilities, however, a Project Management Committee is to be established to manage, monitor and co-ordinate programme activities.

29. UNFPA's proposed assistance to Malaysia, by category and year, would be as follows:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>Total</u>
	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>
Population dynamics	361 234	259 208	159 439	88 000	867 881
Family planning	1 866 105	1 167 098	777 890	396 831	4 207 924
Education and communication	198 151	151 668	329 853	264 523	944 195
Multisectoral	65 000	166 000	130 500	118 500	480 000
	<u>2 490 490</u>	<u>1 743 974</u>	<u>1 397 682</u>	<u>867 854</u>	<u>6 500 000</u>

30. Eight of the 10 projects have been approved in UNFPA; two are being formulated. The status of programme development at the time of writing was as follows:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>Total</u>
	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>
Formulated	1 805 429	1 212 376	915 402	585 333	4 528 540
Pending	685 061	531 598	482 280	197 098	1 886 037
Foreseen	-	-	-	85 423	85 423
	<u>2 490 490</u>	<u>1 743 974</u>	<u>1 397 682</u>	<u>867 854</u>	<u>6 500 000</u>

IV. Recommendation

31. The Executive Director recommends that the Governing Council:

(a) Approve the four-year programme in Malaysia (1980-1983) in the amount of \$6.5 million; and

(b) Authorize the Executive Director to allocate the funds and make the appropriate arrangements with the Government of Malaysia and the Executing Agencies.
