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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 the Republic of Indonesia

Comprehensive population programme

Estimated UNFPA contribution:	\$ 30 million
Estimated value of the Government's contribution:	\$ 55.5 million
Duration:	Five years (1980-1984)
Starting date of pre-project activities:	January 1979
Executing Agencies:	United Nations United Nations Educational, Scientific and Cultural Organization (UNESCO) UNFPA Australian National University
Government Co-operating Agency:	National Family Planning Co-ordinating Board (BKKBN)

I. Summary

1. UNFPA's first country agreement with Indonesia, part of a joint programme funded by UNFPA, the World Bank, and the Government, which began in 1973, has reached completion in 1979, and UNFPA proposes to conclude a second agreement with the Government for a country programme in the amount of \$30 million, over five years, 1980-1984. The second programme is based on the recommendations of a needs assessment mission that visited Indonesia, a borderline country for UNFPA assistance, in 1978. It is also closely linked to the Government's Third Five-Year Plan. The programme includes projects in the areas of data collection and analysis; population dynamics; formulation and evaluation of population policies and programmes; family planning; information, education and communication; and the advancement of women. UNFPA assistance will provide international advisers and consultants, local salaries and administrative expenses, training and fellowships, sub-contracts for research, and equipment.

II. Background

2. Indonesia, an archipelago, consists of over 13,000 islands, of which 931 are inhabited. Of these the largest and most populous are Kalimantan, Sumatra, Irian Jaya, Sulawesi and Java.
3. United Nations 1978 estimates place the country's population at 151.9 million. Thus, Indonesia is the fifth most populous nation in the world. The distribution of population is highly uneven. The average density for the entire archipelago is about 71 persons per square kilometre; however, the density for Java and Madura, comprising less than 7 per cent of total land area, but with a population of 77 million people, is 600-640 persons per square kilometre. Approximately 20 per cent of the population reside in urban areas.
4. About 42 per cent of the population are 15 years of age or less. Women of childbearing age, account for 49 per cent of the female population.
5. The crude birth rate in 1978 was estimated at 38 per thousand, a decline from 44 per thousand in 1970. The crude death rate was about 14.6 per thousand, resulting in a rate of natural increase of 2.3 per cent. Life expectancy at birth is estimated at about 50 years.
6. The per capita gross national product, according to the World Bank, was \$360 in 1978. In 1974 the adult literacy rate was 62 per cent.
7. The dimensions of the country's population problem were first officially acknowledged by the Government in the First Five-Year Development Plan for 1969-1974. In 1969 the Government also established the National Family Planning Co-ordinating Board (BKKBN) which was charged with the overall co-ordination and monitoring of population activities. During the first Five-Year Plan, family planning services were concentrated on Java and Bali, mainly through family planning clinics. In the second plan, 1974-1979, the Government tied population objectives to national development goals and set an explicit population objective - a 50 per cent reduction

in the 1970 fertility rate by the year 2000. The national family planning programme was extended to 10 out of the 21 outer island provinces. On Java and Bali, family planning services were extended to reach the rural villages and hamlets. The village family planning movement began in 1975, with the creation of village contraceptive distribution centres, and the supply network was extended to the most remote communities. The family planning field worker became an important catalytic agent in the programme, and gradually responsibility was transferred directly to village volunteers. Acceptor groups were organized in the villages and have become the focal points for a variety of other development activities.

8. The Third Five-Year Development Plan, to run through 1984, has set the target date for a 50 per cent reduction in fertility at 1990 instead of 2000, and contains specific population related objectives, aimed at improving the performance of the family planning programme. The Government plans to intensify the campaign to gain wide recognition of the population problem, and all Government development agencies are required to include concrete population objectives in their programmes.

9. A new Population Division has been created in BKKBN, with a mandate for activities that more directly relate development planning with population concerns, and a number of such projects have been initiated. Thus, family planning activities are linked, not only with maternal and child health services, but also with nutrition, agriculture and public works. Over the remaining years of the third plan, the BKKBN intends to bring about a more complete mobilization of development resources to support and promote broadly defined population objectives.

10. Until 1978, almost all of UNFPA's assistance to the national family planning programme was committed under the joint Government/World Bank/UNFPA programme, which had a budget totalling \$33 million. Of this, UNFPA provided \$13.2 million as a grant, the World Bank the same amount as a loan, and the Government furnished the balance as counterpart funds. Other organizations, including the United Nations Children's Fund (UNICEF), UNESCO, the World Health Organization (WHO), and the Population Council, provided technical assistance.

11. Some of the joint population project's achievements were: construction of 45 mother and child health/family planning centres and ten subprovincial centres for training programme and non-programme staff; strengthening the Board's evaluation and research capability; a demonstration programme to test the maternal and child health services delivered through health subcentres and village health posts; supply of various types of vehicles, to permit field mobility; formation of mobile units for the family planning information programme; recruitment and training of non-medical field workers and supervisory staff; introduction of population education in the curricula of schools and non-formal education projects; an increase to 93 of the number of hospitals in Java and Bali participating in the post-partum activities of the national family planning programme; and technical assistance and fellowship support for programme management and implementation.

12. While activities under the first programme were coming to an end and the new programme was being formulated, UNFPA has funded several projects in population research, expansion of family planning services, contraceptive supply, and population

information and education, with allocations totalling \$1,893,981. Of this, \$608,034 was in support of ongoing population research, and contraceptive supply is included in the budget of the programme proposed here.

13. The World Bank has continued to provide large-scale population assistance to Indonesia, including a loan of \$24.5 million for constructing and equipping facilities for the BKKBN; for medically equipped vehicles to be used by family planning workers; for population education; and for a study to determine the feasibility of using local materials for contraceptive production. A third loan agreement is presently under negotiation. UNICEF is currently programming assistance in the range of \$57 million, over five years, ending in mid-1984, for primary maternal and child health care, immunization, clean water supplies, integrated nutrition and family planning services.

14. A major source of bilateral aid is the United States Agency for International Development (USAID), which has provided contraceptives and other support for family planning services, and has also supported local production of oral contraceptives. USAID has also funded a comprehensive \$25 million programme of assistance for family planning services, nutrition programmes, income-generating activities and primary health care, training and population policy studies.

15. Non-governmental organizations giving population assistance to Indonesia are The Ford Foundation, the Population Council, the International Planned Parenthood Federation, the International Committee on Applied Research in Population, the Programme for the Introduction and Adaptation of Contraceptive Technology and the International Fertility Research Programme.

III. The programme

16. The 1978 needs assessment mission recognized that Indonesia's national family planning programme is one of the most unusual and successful in the less developed world. However, while the country has made great strides in modernizing the national economy and in reducing population growth rates, the results of these efforts are not equally enjoyed by all. Income distribution remains a critical problem, as does the imbalance in population distribution. Furthermore, there is room for improvement in both the quality and the coverage of the family planning services. Assistance is also needed for the formulation of a sound national population policy.

17. Pending Governing Council approval, pre-project funds for the new programme have been allocated, and major activities are scheduled to begin by mid-1980. The pre-project allocations of \$5,355,012 are shown as "approved" on the financial table below.

Basic data collection and analysis

18. Support for the 1980 population census and related activities: UNFPA proposes supporting a project, over a period of 39 months, to strengthen the capability of the Central Bureau of Statistics, for collecting, processing and analyzing population data. The project will also include the preparation for and implementation of the

1980 population census, devising a master sampling frame for intercensal household surveys based on census data, and the extension of a vital registration project, now operating in two provinces of Java to the entire island, as a first step to a nationwide vital registration system. UNFPA will contribute \$2,213,500 for consultancy services, local salaries, and training, both in the country and abroad, cartographic and data-processing audio-visual, and printing equipment and vehicles. UNFPA has already approved pre-project allocations of \$65,000 for 1979 and \$681,500 for 1980, so that preparations for the census could begin. The Government's contribution will be about \$38,232,000.

Population dynamics

19. UNFPA proposes the allocation of \$2,702,033 for projects in this area. The emphasis will be on training in population research, and on research projects designed to address basic population and development issues, and on the proper utilization of research findings.

20. Expanding training and research at the Demographic Institute, University of Indonesia: UNFPA proposes to allocate \$1,054,828, over five years, to the Demographic Institute of the Faculty of Economics of the University of Indonesia for the expansion of its training courses in demographic techniques for the personnel of smaller demographic institutes and of Government agencies. The courses will enhance a better understanding of the relationships between population and development issues. The Institute will also establish a Master of Arts degree programme in demography and UNFPA assistance will allow the Institute to carry out four demographic surveys, and promote the use of population research results in development planning. UNFPA funds will cover the cost of processing, audio-visual and other equipment, printing and sub-contracts to regional universities.

21. Migration research at the Population Studies Centre, National Institute of Social and Economic Research: UNFPA plans to allocate \$433,875, over five years, to the Population Studies Centre to strengthen the Centre's research capacity, and to support a research programme on migration and the labour force need for policy formulation on migration. The research programme will include a review of previous research findings and nationwide comparative studies. UNFPA funds will provide for a long-term international adviser, local personnel, training, equipment and some other expenses.

22. Training and research at the Population Studies Centre, Gadjah Mada University: This population research training programme has already received considerable support from the Australian Government, The Ford Foundation, and USAID. UNFPA proposes allocating \$652,380, over five years, to broaden this programme, so it can include demographic training for staff from regional population institutes, the family planning programme and other Government agencies, and support emerging training centres by making available consultant and technical services, equipment and research grants. The Centre's library and computer facilities will be improved. UNFPA funds will cover a long-term international adviser, administrative support personnel, local salaries, training, and data-processing and other equipment.

23. Population studies centres in provincial universities: UNFPA plans to allocate \$560,950 to the Population Division of the BKKBN for this project. In establishing the centres, the Board will take into account relevant activities of other UNFPA-assisted projects. UNFPA will find a demographer.

24. Formulation and evaluation of population policies and programmes: The BKKBN, which is also charged with the formulation of population policies for the country, has created a Population Division, responsible for co-ordination in the broad area of population and development. Two projects will assist the Board in this area, with a total proposed UNFPA contribution of \$665,162: One is the creation of a population policy unit in the Population Division, which will be charged with formulating population policies; UNFPA assistance to the Unit, in the amount of \$395,475, will cover an international adviser, fellowships in population and development research and population policy formulation and equipment. The other involves assistance to the Population Division in co-ordinating and evaluating research and disseminating results. With a UNFPA grant of \$269,687, over four years and eight months, the Population Division will set up an Ad hoc Committee, composed of representatives of research institutions and Government agencies involved in development planning and policy formulation. With the Committee's help, the Population Division will identify critical research needs and institutions capable of meeting them, co-ordinate research efforts, and disseminate relevant information to policymakers. UNFPA will support a short-term international consultant, sub-contracts for research, and training.

Family planning

25. UNFPA proposes assisting, in the total amount of \$17,636,141, six projects designed to strengthen the BKKBN's central role in providing health and family planning services.

26. Expanding family planning services to the outer islands: The BKKBN is giving priority to bringing family planning services to underserved populations in the remaining eleven outer island provinces, with a total population of about 10 million. The Board is stressing use of mobile units to link clinics to the village populations, a strategy already shown to have significantly increased the number of acceptors. Thus, a major component of UNFPA assistance consists of provisions of four-wheel vehicles and motorcycles with medical and family planning equipment. The project's target is to reach 30 per cent of potential acceptors over the five years of operation. UNFPA assistance, totalling \$1,931,293, will cover the costs of short-term consultants and training, as well as the vehicles. The Government's contribution is estimated at \$3.8 million.

27. Expanding the hospital family planning programme: In the 148 hospitals currently offering family planning services, 48 per cent of the women giving birth accepted a family planning method, either before discharge from the hospital, or during a subsequent visit. But only about one-third of the country's hospitals are offering these services. UNFPA proposes allocating \$939,010 for a two-year project to increase the number of such hospitals to 319 by the end of 1982. The project will involve all categories of hospitals, from large provincial-level institutions

to institutions offering only maternal and child health care; the increase in services will be particularly important in urban areas, where contraceptive practice is less prevalent than in rural areas. The UNFPA allocation will cover an international adviser and short-term consultants, training for hospital staff, and medical, audio-visual and other equipment. The Government contribution is estimated at \$5 million. This two-year project is expected to lead to a future request for funds to cover further expansion for an additional 102 hospitals in 1983 and 1984, and UNFPA is earmarking \$2,060,990 to meet this expected request.

28. Integrating family planning, nutrition and primary health services: UNFPA proposes allocating \$518,848, over two and one-half years, to a pilot project to extend the community-based approach to villages in several outer island provinces. The model to be tested calls for motivating village women to conduct their own nutrition surveillance programme, through monthly weighing of children under five, and to complement the diet where weight gain is faltering; the assistance will also improve the Government's ability to backstop these efforts by making referral services more effective and responsive and by providing vitamin feedings, immunizations and training courses in nutrition. The project also calls for operational research. UNFPA assistance will cover short-term consultancies, training sub-contracts for surveys, and equipment. The Government's contribution is estimated at over \$1 million.

29. Providing family planning in urban areas: The national family planning programme has been less successful in the large, rapidly growing cities than in rural areas. This 18-month project will initiate pilot activities in five cities. Family planning services, now offered through Government clinics will be improved by upgrading staff, increasing the variety of contraceptives, altering operating hours, and modernizing the clinics' image. Several non-Government facilities catering to low and middle income groups will be opened on a commercial and self-sustaining basis, and a commercial marketing approach will be tested. Private physicians will be trained and encouraged to provide more family planning services. To create demand, seminars for special interest groups, such as labour unions, teachers' associations and religious groups will be arranged and a communication strategy specifically for urban dwellers, will be developed. The project will also test techniques for surveying contraceptive use in cities. UNFPA assistance amounting to \$717,644, will cover consultancies, training, feasibility studies and surveys, and renovation of ten clinics. The Government's contribution will be about \$97,000. The project is expected to lead to a request for further funds to support urban family planning services, and UNFPA is earmarking \$3,282,356 for this purpose.

30. Supply of contraceptives: UNFPA proposes funding two projects to supply contraceptives to the family planning programme. The first, in order to help Indonesia become self-sufficient in the production of contraceptive pills within ten years, will finance the supply of raw materials during the initial period, for the production of 18 million cycles of pills annually. The UNFPA contribution is estimated at \$7.2 million over five years; after that the Government will assume financial responsibility for meeting the balance of raw materials. The second project calls for short-term assistance, at an estimated cost of \$986,000, to provide 220,000 gross of condoms to replenish the one-year reserve, which was being depleted.

This assistance is one of the interim-period activities described earlier, but is included in the present programme. This support will give the Government time in which to negotiate a bilateral agreement for long-term condom supply, with the possibility of establishing production capacity in the country. The Government counterpart contribution for the oral contraceptives project will be about \$6.4 million.

Information, education and communication

31. Assistance to the national family planning communication programme: This two-year project, in the amount of \$1,917,488, will help the BKKBN develop a master plan for an integrated family planning communications programme linked with other communication activities. The project will help develop staff through regional study tours, fellowships and on-the-job training, especially in communication planning and management, training, and research evaluation. At the community level, workshops, seminars and training courses will be held. The project also calls for operational research and increased material support, especially for the production of low-cost audio-visual aids locally. Technical support will be given to the communication components of various other projects included in the proposed programme. UNFPA funding will mainly cover personnel, sub-contracts, training and equipment. The Government's contribution is estimated at \$1,225,000. After a detailed review of the project at the end of two years, the Government is expected to request additional funds to continue and expand the project. UNFPA is consequently earmarking \$3,082,512 for the project.

Special programme for women

32. Participation of women in development: UNFPA proposes allocating a total of \$240,905 for a three-year project designed to increase understanding of the role women play in development and to sponsor activities to strengthen this role, with the aim of promoting acceptance of smaller families. Project activities will include seminars to formulate a national policy and strategies for improving the status of women and a pilot programme, through co-operatives, designed to enhance the income-generating opportunities for women. UNFPA funds will cover the cost of personnel, a sub-contract for a study on contraceptive continuation, grants to participating co-operatives, equipment and training.

Multisectoral activities

33. Establishment of a unit to administer and co-ordinate UNFPA-funded projects: An administrative unit will be set up in the BKKBN to facilitate implementation/administration and co-ordination of the various projects supported by UNFPA. Initially, the project will be funded, in the amount of \$19,400 for one year, to cover the salaries of an administrator and a secretary, office equipment, and a vehicle. Approximately \$130,000 would be earmarked to fund another four years of operations, following a review of first-year performance.

Institutional and administrative arrangements

34. The Government co-operating agency for the entire UNFPA programme will be the BKKBN, with the exception of the basic data collection project, for which the Central Bureau of Statistics will be responsible. Many projects will be executed directly by the Government, through the BKKBN, with funds being administered through the UNFPA/UNDP office in Jakarta. National authorities have demonstrated their capability in administering the family planning programme. Projects in basic data collection and analysis and population dynamics will be executed by outside agencies, but local cost items will still be channelled to the Government, through the UNFPA/UNDP office in Jakarta. The Executing Agencies for the projects in basic data collection, population dynamics and information and communication will be the United Nations, the Australian National University, and UNESCO, while the family planning projects will also be executed by the Government through the BKKBN. Except for the project in basic data collection, and the project on oral contraceptive supply, all non-expendable equipment for projects in this programme will be procured through UNICEF, under the reimbursable procurement procedure.

Programme reserve

35. UNFPA proposes setting aside a programme reserve of \$1,383,859 to cover further assistance not yet programmed.

36. The proposed UNFPA assistance, by category and year, will be as follows:

	<u>1979</u> \$	<u>1980</u> \$	<u>1981</u> \$	<u>1982</u> \$	<u>1983</u> \$	<u>1984</u> \$	<u>Total</u> \$
Basic data collection and analysis	65 000	1 444 500	497 500	206 500	-	-	2 213 500
Population dynamics	27 794	700 428	550 539	532 776	548 339	342 157	2 702 033
Formulation and evaluation of population policies and programmes	-	162 522	219 737	127 085	76 560	79 258	665 162
Family planning	1 239 621	4 199 267	4 519 663	3 159 196	3 159 196	1 359 198	17 636 141
Information, education and communication	17 917	1 430 409	469 162	1 027 504	1 027 504	1 027 504	5 000 000
Special programme (status of women)	-	139 920	76 270	33 715	-	-	249 905
Multisectoral activities	700	18 700	25 000	30 000	35 000	40 000	149 400
Sub-total	<u>1 351 032</u>	<u>8 095 746</u>	<u>6 357 871</u>	<u>5 116 776</u>	<u>4 846 599</u>	<u>2 848 117</u>	<u>28 616 141</u>
Reserve							<u>1 383 859</u>
							30 000 000

37. The status of programme development at the time of writing was as follows:

Approved	1 351 032	3 763 231	199 569	41 180	-	-	5 355 012
Pending	-	4 3e2 515	4 797 466	2 521 583	2 287 586	284 101	14 223 251
Foreseen	-	-	1 360 836	2 554 013	2 559 013	2 564 016	9 037 878
Reserve							<u>1 383 859</u>
							30 000 000

IV. Recommendation

38. The Executive Director recommends that the Governing Council:

(a) Approve the country programme for Indonesia in the amount of \$30 million for five years (1980-1984); and

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