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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 Philippines

Comprehensive population programme

Estimated UNFPA contribution:	\$ 20 million
Estimated value of the Government's contribution:	\$ 20 million
Duration:	Five years
Estimated starting date:	June 1980
Executing Agencies:	United Nations United Nations Educational, Scientific and Cultural Organization (UNESCO) World Health Organization (WHO)
Government Co-operating Agency:	Commission on Population (POPCOM)
Government Implementing Agencies:	Ministry of Education and Culture Ministry of Health National Economic and Development Authority (NEDA) Central Statistical Office

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I. Summary

1. Up to 1979, UNFPA supported a variety of population projects in the Philippines, a UNFPA priority country, on the basis of an agreement with the Government signed in 1972. Following a population needs assessment mission to the country in 1978 and subsequent programming missions, UNFPA now proposes to support a second comprehensive programme of population assistance, in the amount of up to \$20 million, over a period of five years (1980-1984). The programme will include projects in the following areas for which priority was recommended by the needs assessment mission: strengthening of the vital registration system; incorporation of population factors into development planning; expansion of comprehensive maternal and child health and family planning services; exploration of new contraceptive technology; management training for population staff; and expansion and improvement of population information, education and communication. UNFPA will mainly provide technical advisory services, in-country and overseas training, equipment and supplies, and will also cover some of the costs of implementing the projects.

II. Background

2. The Philippines is an archipelago of over 7,000 islands, of which fewer than 1,000 are inhabited, and 11 major islands have 95 per cent of the total surface of some 300,000 square kilometres.

3. The 1975 census placed the population at 42 million, and the United Nations estimated it in 1978 at almost 51 million. Population density is 148 persons per square kilometre. Some 36 per cent of the population live in urban areas.

4. The crude birth rate is 39 per thousand, and the crude death rate 9 per thousand. The results of the 1970 and 1975 censuses indicate an average intercensal annual growth rate of 2.8 per cent; the United Nations now estimates the annual rate at 3 per cent. Children under the age of 15 account for 44.4 per cent of the population, and 45.7 per cent of all women are in the child-bearing age of 15-49 years.

5. Estimated life expectancy at birth is 60.7 years. Infant mortality is estimated at 70 per thousand live births; over one-third of the recorded deaths in 1974 were of children under the age of five. In 1970, the literacy rate for the over-10 age-group was 83.4 per cent.

6. The economy has shown a remarkable growth over the past ten years and, according to World Bank figures, the per capita gross national product for 1978 was \$510. However, the country faces various development problems; in addition to rapid population growth, there is an unequal distribution of wealth, inflation, a serious trade deficit, and disparities in regional economic growth.

7. The Government formulated a population policy over a decade ago. In 1969 a Commission on Population (POPCOM) was established, with the responsibility for formulating policy and programme recommendations on population matters, as they

relate to economic and social development. Directing the Commission is a Board composed of Government ministers, the Dean of the University of the Philippines' Population Institute, the Director-General of the National Economic and Development Authority and representatives from the private sector. The Commission is part of the Office of the President and has close links with the planning authorities.

8. The Population Act of 1971 established a national population policy on population and expanded the Commission's role. A population programme, focussed largely on family planning, has subsequently become an important element in successive national development plans, and a number of measures have been taken to build up the country family planning programme.

9. A review committee of the national population programme in 1978 recommended that the scope of population policy be broadened from merely family planning to consideration of wider development factors, such as the causes and consequences of population growth and fertility behaviour.

10. In late 1979, following a UNFPA-Government basic needs programming exercise, POPCOM developed a Five-year Population Plan (1981-1985) which calls for the following measures: integrating population concerns into development efforts and support of projects linking family planning with the broader issues of family welfare; decentralizing the population programme by creating a network of personnel and of training and research institutions; improvement of basic data collection by up-grading data collection and analysis capabilities and providing more accurate and consistent demographic and family planning programme statistics, at shorter intervals, mainly through training and improvements of the programme's information-management system; contraceptive research, through a series of projects aimed at adapting contraceptive technology to local conditions, so as to increase acceptance and use; and improvement of the information, education and communication system through a multidisciplinary approach to developing media support for field operations and services and training.

11. Under the first UNFPA assistance programme, the following projects were supported in the area of data collection and population dynamics: strengthening of the Population Research Unit of the Bureau of the Census and Statistics (allocation of \$465,000 in 1972-1979), a project which included the evaluation of the 1970 census results; a study of cultural values and the role of social groups in the formulation of population policies and their implementation (\$55,000 in 1974-1979); and support for the Planning Division of POPCOM (\$531,500 in 1973-1978).

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12. In the area of family planning, UNFPA supported a pilot project designed to test the dispensing of free injectable contraceptives and to set up a system of follow-up (\$21,000 in 1976-1978); a project in Bohol Province which tested the effectiveness of providing family planning services through the maternal and child health services, through which 92 per cent of the target women received some form of family planning service at least once (\$1.8 million in 1974-1979); and a family planning programme in industrial establishments under which seminars for managers and labour representatives and training courses for medical personnel were organized (\$274,000 in 1974-1977).

13. In population information, education and communication, a UNFPA project helped establish a division in POPCOM for planning and co-ordinating activities in this area and set up regional units to monitor such activities, on a regional level (\$268,000 in 1973-1978). Another project was designed to integrate population education in the out-of-school education system for young people (\$219,000 in 1975-1979). UNFPA also supported a project for the expansion of teaching facilities in family planning communication (\$766,000 in 1971-1978); another project (\$118,000 in 1973-1978) provided training courses on sex and family life education for over 1,000 Catholic priests and nuns and members of other religious groups; and one project (\$40,000 in 1979) financed the production and testing of learning materials in family planning for medical professionals.

14. Between 1974 and 1979 the World Bank supported the Philippine population programme with a \$25 million loan to help in restructuring the rural health system and its family planning component. The World Bank has since negotiated a second loan with the Government.

15. The United States is the most important source of bilateral population aid in the Philippines, having supplied nearly \$32 million between 1970 and 1976 about 40 per cent of the total foreign assistance received for the population programme. The United States has given a \$11.5 million grant to the Government for 1977-1980, to continue a number of population projects, and is also providing a \$13.3 million loan to support the population programme, mainly through distribution of contraceptives.

16. A number of non-governmental organizations have provided assistance to population activities in the Philippines, including the Association for Voluntary Sterilization, Family Planning International Assistance, and the International Planned Parenthood Federation.

III. The programme

17. The 1978 needs assessment mission recommended the decentralization of the population programme. Specifically, it recommended the improvement of the vital registration system and the creation of a management information system which would provide accurate service statistics; self-sufficiency in population research; decentralization of research and training capabilities and improvement of research management; strengthening of the role of POPCOM in managing the programme and

in training of personnel in management skills; delivery of a comprehensive package of services for urban slums; support to the ongoing project in Bohol and to pilot projects investigating innovative means of services delivery; adaptation of information, education and communication activities to regional needs; and regional training through a core of highly qualified trainers. The programme described below is based on these recommendations and upon additional requests subsequently received from the Government.

Data collection and analysis

18. Strengthening the vital registration system: Several studies of the present vital registration system indicate that the data it now provides are, in certain areas, incomplete. The overall objective of this five-year project is to develop a comprehensive vital registration system that will bring the level of registration of births, marriages and deaths to at least 90 per cent by the year 2000. Towards this end the following steps will be taken: assessment of the present civil registration system and identification of its deficiencies; selection of demonstration areas and establishment of models for an efficient vital registration system, through the recruitment and training of local personnel and the preparation of manuals, brochures, posters, etc; simplification and standardization of record-keeping and data-retrieval procedures; and a manpower development and training programme for personnel of the National Census and Statistics Office and of various ministries, as well as local officials responsible for registration.

19. The National Census and Statistics Office, which has sole responsibility for collecting, compiling, tabulating, and publishing data derived from the vital registration system, will be responsible for the project and will co-ordinate the project activities with other ministries. UNFPA will execute the project directly. The proposed UNFPA contribution of \$2.5 million, will cover the costs of expert services, training, salaries for local personnel and equipment.

Population dynamics and planning

20. Integrating population research findings into development planning: UNFPA proposes to support a five-year project which will promote awareness of the close relationship between population and development in the formulation of plans, policies, and programmes for development. Under the project, a population/development planning unit will be created at the National Economic and Development Authority and 13 such units, at its regional offices. Three area and 12 regional research and training centres will be supported, training at the national and regional levels will be provided, and a mechanism to systematically plan, programme, manage, evaluate and use research on population and development will be set up. Project activities will be guided by a steering committee of representatives of various Government agencies, the University of the Philippines, and the Population Center Foundation. UNFPA is planning to contribute \$2.5 million, which will finance project personnel, research sub-contracts and grants to institutions, training and equipment. The Government agency responsible will be the National Economic and Development Authority. UNFPA will execute the project directly.

Maternal and child health and family planning

21. UNFPA proposes supporting several projects, of which one has been formulated in UNFPA, and the others are under discussion.

22. Expanding the Bohol pilot project: The effectiveness of integrating family planning activities with maternal and child health care services has been well demonstrated in the Bohol project mentioned above. The purpose of the new five-year project is to set up a system, through which the results of this project and similar pilot projects can be applied elsewhere to improve community-based maternal and child health and family planning operations. Bohol and two other provinces will be developed into "laboratories" for more extensive applied research and related studies to test innovative approaches to services delivery, for example, through various kinds of community-level workers. The laboratories will provide technical assistance and grant support to 12 nearby demonstration communities. A major concern of the planned demonstration communities will be to develop the capacity to collect, document, generate, process and use reliable health and demographic data for project planning, management and evaluation. Population and health workers will be trained in information handling and use. The project will be implemented by the Ministry of Health. UNFPA will provide assistance totalling \$2.5 million, to cover the salaries of international and national experts, administrative support costs, local personnel, data-processing, and equipment. WHO will be the Executing Agency.

23. Programme in adaptive contraceptive technology; This proposed programme is expected to group several projects involving three main kinds of activities:

(a) Clinical and operational research on existing contraceptives, for example, the effects of oral contraceptives of varying levels of estrogen content, and on the acceptance and effectiveness of the rhythm method, combined with oral contraceptives;

(b) A study of the socio-cultural acceptance of newly developed contraceptives' such as spermicidal sponges, the "collatex sponge" or the "paper pill";

(c) Studies or experimental projects dealing mainly with innovative ways of delivering or presenting conventional or new contraceptives; one such project might explore the effectiveness of the commercial sector in distributing and supplying contraceptives. Since this programme has many aspects, it will probably be implemented more appropriately through a set of related projects' than through one large project. A number of private and public institutions, ranging from commercial firms to academic institutions, may serve as Co-operating Agencies. UNFPA proposes to contribute \$1 million to cover experts, training, and equipment. The Executing Agency will probably be WHO.

24. Maternal and child care/family planning for the urban poor: UNFPA proposes to provide \$2 million for a group of projects that focus on urban dwellers in low-income neighbourhoods and their relatively minimal access to social services.

25. Integrating family planning into urban development programmes: Both the Government and the private sector have initiated urban development programmes in slum areas designed to provide housing and develop resettlement areas. The proposed project would provide an integrated social services package, including family planning, designed to suit the particular needs and characteristics of the slum area, as part of development programmes. The project would be executed in close co-operation with the Government and private agencies engaged in urban development.

26. "Beyond family planning" activities in urban slum areas: Possible projects would include promotion of the participation of women in the labour force, thereby contributing to fertility decline, and social and economic opportunities for young adults that may affect nuptiality patterns. An urban family planning programme will provide the opportunity to systematically design, test and implement projects along this line.

Training in management

27. Management training through training teams: Under this project a group of management specialists or consultants would provide training to upgrade the management skills of population workers of POPCOM and collaborating agencies, at both the central and regional levels; the objective would be to produce multi-level programme managers for population activities. The training may cover such subjects as management systems for monitoring and evaluating programmes, intervention schemes, job and manpower development analysis, and career planning. Training needs will be identified through an examination and analysis of present activities. The training programme will be first pilot-tested on a small scale. A training of trainers' programme and a multi-level structure of training, supported by a World Bank loan, will facilitate the implementation of the project. UNFPA expects to contribute \$2 million to support this programme over a five-year period.

Information, education, and communication

28. UNFPA proposes the allocation of a total of \$5.5 million for two projects in this area. The first one has been formulated, while the formulation of the second had not been completed at the time of writing.

29. Regionalizing population education: An expansion of the earlier population education project described above, this project is designed to make population education more responsive to the needs of the country's 13 regions, a task rendered easier now that the Ministry of Education and Culture has established regional offices. The project will organize five regional seminar-workshops, each involving two or more regions, and a national planning workshop, to identify population education needs and design action programmes. By 1985 each region is expected to have a population education programme, based on its own needs; relevant population education materials will be available; a preservice and in-service training programme for teachers and other school personnel will be operating on a continuing basis; there also will be an ongoing programme evaluation. UNFPA has been asked to provide \$2.5 million to cover the cost of project personnel, training, and equipment. The project will be executed by the Ministry of Education and Culture, with technical assistance from UNESCO.

30. Improving information, education and communication activities: UNFPA proposes to provide \$3 million for a broad-ranging project designed to expand and improve population information, education and communication activities, over a period of five years. The project would provide training in communication techniques for field workers, services providers, and volunteers; training strategies and materials will be developed and tested. Also, communication training materials to guide programme professionals will be developed, as well as communication materials addressed to special audiences. An information, education and communication programme will be drawn up on the basis of research findings and field experiences, a set of guidelines for the distribution of information, education and communication materials will be prepared, co-ordinators in evaluation techniques will be trained and evaluation studies carried out.

Programme reserve

31. A total of \$2 million will be set aside as a programme reserve to support additional projects still to be formulated, in line with the needs assessment missions's recommendations and the Five Year Population Plan.

32. The proposed five-year programme, by category and year, will be as follows:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>Total</u>
	\$	\$	\$	\$	\$	\$	\$
Data collec- tion and analysis	540 710	475 280	481 820	494 510	507 930	-	2 500 250
Population dynamics	122 445	259 710	530 864	741 736	845 974	-	2 500 729
Maternal and child health and family plan- ing	1 500 000	1 000 000	1 000 000	1 000 000	1 000 000	-	5 500 000
Training in manage- ment	400 000	400 000	400 000	400 000	400 000	-	2 000 000
Information, education and communica- tion	675 729	1 386 977	1 300 929	1 097 944	853 616	184 805	5 500 000
Sub- total	3 238 884	3 521 967	3 713 613	3 734 190	3 607 520	184 805	18 000 979
Reserve							<u>1 999 021</u>
							20 000 000

31. The status of programme development is:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>Total</u>
	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>
Formu- lated	1 238 884	2 021 967	2 213 613	2 234 190	2 107 520	184 805	10 000 979
Fore- seen	2 000 000	1 500 000	1 500 000	1 500 000	1 500 000	-	8 000 000
Reserve							<u>1 999 021</u>
							20 000 000

IV. Recommendation

32. The Executive Director recommends that the Governing Council:

(a) Approve the five-year programme in the Philippines (1980-1984) in the amount of \$20 million; and

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

