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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 China

Comprehensive population programme

Estimated UNFPA contribution:	\$ 50 million <u>1/</u>
Estimated value of the Government's contribution:	\$ 143.21 million
Duration:	Four years
Estimated starting date:	January 1980
Executing Agencies:	United Nations World Health Organization (WHO) Asia and Pacific Programme for Development Training and Communication Planning (DTCP) Programme for the Introduction and Adaptation of Contraceptive Technology (PIACT) Rockefeller Foundation UNFPA
Government Co-ordinating Agency:	Population Group of the State Council

1/ With additional funds to be obtained through multi-bilateral funding arrangements.

## I. Summary

1. UNFPA proposes to support a programme, in the amount of \$50 million, for four years, to assist the Government of China in implementing its population policies. The UNFPA contribution will support the first census to be made since 1964. It will also provide assistance in the areas of demographic training and research, maternal and child health and family planning service delivery and research, training of maternal and child health and family planning personnel, family planning service statistics and programme evaluation, human reproduction and contraceptive research, contraceptive production, and population information and education. The programme will emphasize the introduction of new technologies and advanced equipment which is not now available in China, the improvement of technical training and research, and institutional development. UNFPA intends to seek additional funds for assistance to China through multi-bilateral resources, to support the establishment of an Institute of Developmental Biology.

## II. Background

### Demographic and social indicators 2/

2. About one-fourth of the world's population lives in China whose population is now estimated at 975.23 million (as against 540 million in 1949). Population density is very high - 100 people per square kilometre of land overall, and 964 people per square kilometre of cultivated land. In 1949 China had about half an acre of arable land per person; this ratio is now one quarter of an acre per person.

3. About 12.5 per cent of the population is urban. Women between the ages of 18 and 49 account for 42.8 per cent of the female population. About half of the population is under the age of 21.

4. Mortality and morbidity among women and children have fallen dramatically, since 1949, when the People's Republic of China was established. There are no figures for the whole country on maternal and infant mortality, but some data are available that provide evidence of major improvement: for example, in 1949, maternal mortality in the Beijing urban area was 15 per 1,000 live births; it is now 0.15 per 1,000 live births. A sampling study showed that in 1979 infant mortality in the urban areas was 12 per 1,000 live births and in the countryside it was between 20 and 30; these figures should be compared with unofficial estimates of over 200 infant deaths per 1,000 live births before 1949. However, progress has not been uniform, and in certain areas infant mortality rates of up to 40 per 1,000 live births are still reported.

5. The crude death rate was estimated at 6.3 per 1,000 in 1978, and the crude birth rate at 18.3 per 1,000. The natural rate of population growth was thus

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2/ The source of statistical background data is the Government of China. The source used in other project documents submitted to the Council has been the UNFPA Inventory which up to the time of preparation of the present document did not include data on China.

1.2 per cent for the country as a whole. Regional rates differ widely, however, ranging from 0.51 per cent in Shanghai, to 2.3 per cent in the Ningxia Hui Autonomous Region.

6. While the per capita gross national product is still very low, the Government has made considerable progress since 1949 in raising the standard of living in terms of food, health, education and employment. Average life expectancy, at birth, was 68 years in 1978. No national figures are available on literacy.

#### Population policy

7. Although the Government has succeeded in limiting the rate of population growth from 2.34 per cent in 1971 to 1.2 per cent in 1978, there still remains an imbalance in the rate of growth of the population and that of the national economy. Furthermore, in spite of the present moderate natural growth rate, the population is expected to increase substantially, as a result of China's youthful population and long life expectancy.

8. The Government has long encouraged family planning, with the objective of limiting fertility. Recently, increased action has been taken to speed up the implementation of China's population policies. The new 1979 Constitution explicitly advocates and promotes family planning. Rapid population growth is considered to hinder the Government's aim of accelerating capital accumulation, of improving the population's living standard, and of upgrading the nation's scientific and cultural levels. The Government feels that educational and employment difficulties are mainly caused by an over-abundance of young people, and by a population growth rate that remains too high.

9. The Government has therefore adopted the objective of lowering the rate of population growth to under 1 per cent by 1980, to approximately 0.5 per cent by 1985, and to zero population growth by the year 2000. Should the latter target be reached, there still would be almost 200 million more people in China in the year 2000 than there are now.

10. China's family planning policy promotes the following four principles: late marriage and childbirth, child spacing, small families, and better health for the entire nation. Exceptions are made for the national minorities. A family planning law ("Planned Birth Law") to discourage multiparity births and to encourage the one-child family is under discussion in China, and will promote the acceptance of the one-child family through a series of social and economic measures, including free child health care, child care contributions, work points awards, increased retirement income for parents, preference in employment, housing and land distribution; and cash awards.

11. Measures and incentives to limit population growth are far from uniform in China; communes and neighborhoods are allowed to work out their own plans (including incentive schemes and other measures) for reaching the national targets and policies. These measures will supplement those in effect, such as paid leave for workers accepting sterilization and the distribution of free contraceptives.

12. With respect to current contraceptive use, the following figures illustrate the enormity of the task involved. It is estimated that there are 115 million women at risk (in the age group 20-49). Of these, 80 million, or 70 per cent, are using or have used some contraceptive method. About 50 per cent use the IUD, about 17 per cent choose female sterilization, about 12 per cent use oral contraceptives, about 7 per cent use condoms, under 1 per cent use monthly injectables, and about 2 per cent use other methods (rhythm, visiting or vacation pill, vaginal contraception). Male sterilization is used by about 12 per cent of couples.

#### Organization of the family planning programme

13. At the national level, the Family Planning Leading Group of the State Council, assists the Standing Committee of the National People's Congress and the State Council in the formulation of national policies, and is responsible for assessing needs, monitoring the progress of family planning work, and ensuring co-ordination at various levels involved in implementing policies. The Office of the Family Planning Leading Group has overall responsibility for the family planning programme. For co-ordination with international organizations, including UNFPA, the Government has set up a Population Group of the State Council consisting of representatives of various national ministries and organizations. Family planning offices have been established at provincial, prefecture and county levels, and their main tasks are to develop programmes, to monitor population trends and achievement of targets, to monitor and evaluate family planning activities, solve problems, and to prepare reports at regular intervals. The offices also co-ordinate research of related institutions, and manage and control the Government's financial inputs. An estimated total of 10,000 family planning workers are now working full time at the county level and above; in each commune, urban area and large factory at least one such worker is assigned to promote activities and to train family planning activists.

#### Development of the country programme

14. A UNFPA mission to China signed a memorandum of understanding in May 1979 with the Government, identifying the following areas of assistance: population census-taking; demographic training and research; human reproduction and family planning research; contraceptive production and packaging; population information, education and communication; and other areas to be agreed upon, as needs arose.

15. Subsequently, UNFPA allocated a total of \$499,000 in 1979 to cover the cost of fellowships, study tours, advisory services, and some equipment. In November 1979 a UNFPA project formulation mission assisted the Government in drafting project proposals. UNFPA, with the assistance of the United Nations, WHO, PIACT, and DTCP and some non-governmental organizations then arranged for study tours for Chinese Government representatives in the areas to be covered by the assistance programme, and many of the tour participants took part in the formulation of the projects contained in this proposal. The experiences they were able to gain outside China had beneficial impact on the outcome of the project formulation exercise, which led to the programme proposed here, the first assistance programme to China from UNFPA. China has received no assistance for population activities from any other multilateral, bilateral, or non-governmental source.

### III. The programme

16. The purpose of the proposed programme is to introduce into China modern technology and international experience in the area of population, so as to help that nation meet its population targets. The programme will involve UNFPA inputs requiring hard currency, while assigning to the Government inputs that can be provided locally. The following projects are contemplated:

#### Basic data collection and analysis

17. Support for the 1981 census: The Government has requested UNFPA's assistance for the census to be taken in 1981. The two previous censuses, of 1953 and 1964, contained very few questions according to modern (for example, United Nations recommended) standards, and results were processed manually and with the abacus. A new census is long overdue, and to meet the needs of the Chinese population programme and to serve for general socio-economic planning it will have to generate much more information than did previous censuses. Without a modern census, it is not possible to know the size, distribution and characteristics of the country's population. Also, a census provides the only reliable base for carrying out special and sample surveys on social and economic conditions and for estimating population change. Automatic processing of data will be imperative to ensure that results are available before the end of 1983, so that planners can take them into account in preparing the next five-year plan (1985-1990). The Government has requested UNFPA support because the country has insufficient experience in designing and carrying out a census and because it lacks the data-processing potential (both know-how and equipment) required to handle the results. Support, in the amount of \$15,433,000, will cover the cost of advisory personnel, training, and equipment, including 21 computers. UNFPA has already approved \$24,500 in 1979 and \$1,345,500 for 1980 towards the preparation of the pilot census, planned for 30 June 1980. Data processing equipment purchased for the census will be used subsequently for other population activities, including those funded by UNFPA under projects described below (for example, demographic training and research, family planning service statistics, and programme evaluation). The Executing Agency for this project is the United Nations.

18. Support for census analysis and data utilization: UNFPA also proposes providing separately \$150,000 to support the analysis of census data, as well as their dissemination and utilization. The project on education and publicity, described below, will provide equipment and other support for pre-census publicity and for the training of enumerators, while consultancy services for this project will be provided, as needed, from the programme reserve.

#### Population dynamics and policy formulation

19. Increasing the capacity for demographic training and research: The Government lacks trained personnel in the scientific analysis of population phenomena and the demographic implications of socio-economic policies. The need for knowledgeable professionals is now urgent in view of the wealth of information which will

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become available in 1982 and 1983, following the completion of the census. UNFPA proposes allocating \$3,979,412, towards making the country self-sufficient in the training of demographers and in the conduct of scientific research on population and its relationship to economic and social planning. Towards this end, eleven academic institutions, across the country, will undertake the gradual and co-ordinated development of training and research programmes. Activities will include staff development and training, designing curricula, setting up library facilities, establishing a programme to translate relevant materials, and developing research programmes. UNFPA support will cover the costs of advisory services, fellowships, training, equipment and supplies, and translation services.

20. Establishing a population information centre: UNFPA proposes allocating \$750,000 for the establishment of a population information centre, which will collect, translate, adapt, and disseminate scientific materials, both foreign and Chinese, in population-related fields. The centre will mainly keep population personnel abreast of new developments in the population field. UNFPA assistance will cover advisory services, training abroad through short-term fellowships, equipment for reproducing materials, a computer terminal for storage and retrieval of materials, office equipment, and materials not available through other channels.

#### Maternal and child health and family planning

21. Promoting family size limitation by improving maternal and infant care: The objective of this project is to promote acceptance of the small-family model by ensuring, as far as possible, that infants are born alive and healthy. The proposed project will help reduce maternal and infant mortality and morbidity by identifying high-risk pregnant women and by giving them advanced hospital perinatal care. Initially, five hospitals will participate by intensifying perinatal services. The effects of newly introduced measures will be assessed, through examination of mortality and morbidity trends, and through evaluation of the growth of "saved" infants. Project activities will include the establishment of standards for extending hospital perinatal services in China, and also research on the benefits and risks of specific diagnostic techniques and therapies used in perinatal care. Findings will be disseminated by means of conferences and publications. The experience gained by the participating teaching hospitals will also be disseminated, through existing and special training programmes. China's maternal and child health care system has evolved from basic prevention and primary care to the current interest in tertiary care. UNFPA assistance, in the amount of \$1,511,000, will cover the cost of advisory personnel, fellowships, study tours, and medical and audio-visual equipment. The Executing Agency will be WHO.

22. Training centres and programmes for family planning workers: UNFPA proposes to assist in providing training for 70,000 full-time family planning workers, at all levels, who mostly have never been systematically trained for their tasks. UNFPA will support the creation of a national training centre, located in Nanjing. Here key family planning staff will receive pre-service and in-service training which will be task-oriented and will particularly emphasize techniques for management, data handling and analysis, and publicity and education; the training of lower level personnel will also be taught. When the national centre is fully operational, after

two to three years, five provincial centres will be opened to provide similar task-oriented training for county and commune level family planning workers. The curricula in these centres will focus on demography, population dynamics, population policy formulation, and evaluation of population planning, research and data gathering and evaluation techniques, medical/clinical aspects of family planning, and family planning publicity and education. UNFPA assistance, amounting to \$1,939,220, will provide advisory personnel, fellowships and study tours, and expendable and non-expendable equipment. WHO is the Executing Agency.

23. Post-graduate training for maternal and child health and family planning professionals: UNFPA proposes allocating \$1,582,300 for the establishment of a national training centre in Shengdu (Sichuan Province), which will give pre-service and in-service post-graduate training for maternal and child health and family planning professionals. Although a vast number of health care workers are available for maternal and child health and family planning work in China, it is necessary to improve the training, supervision and technical guidance they receive. The national training centre will offer courses in maternal and child health and family planning care, at an advanced level, and also in teaching methodology to physicians at the provincial level. The impact of this project is expected to be considerable, as the graduates will, in turn, give technical guidance, throughout the country, and will provide training courses for health workers from the provincial, district, county and commune levels. UNFPA will provide funds for advisory services, sub-contracts, fellowships and study tours, and equipment. The Executing Agency will be WHO.

24. Strengthening family planning service statistics and programme evaluation:

The aim of this project is to: streamline the collection and transmission of family planning service data, at the national, provincial, municipal and prefecture levels; to strengthen and develop the capacity of the Office of the Family Planning Leading Group of the State Council to process and analyze such service data; to develop a programme of family planning evaluation studies, at the central and provincial levels, in collaboration with interested universities and institutes; and to strengthen the capability for research management at the central and provincial levels. UNFPA support, amounting to \$1,650,100, will provide statistical equipment, expert technical advice, in-country training, and study tours. WHO is the Executing Agency.

Human reproduction and contraceptive research

25. Establishment of a National Research Institute for Family Planning:

The Government has requested support for the establishment of two institutes to carry out research in this area. The first, the National Research Institute for Family Planning located in Beijing, will provide China with a variety of safe, effective and convenient methods of fertility regulation, that are also cheap to produce and easy to deliver. At the Institute, under the aegis of the Chinese Academy of Medical Sciences, a national capability will be developed for: carrying out research on the effectiveness and safety of current methods of fertility regulation, now widely used in China, and the development of new methods, with particular emphasis on male fertility; the training of research workers; providing guidelines and technical assistance to provincial and municipal institutes; and the collection and dissemination of scientific information. UNFPA assistance, in the amount of

\$3,716,600, will cover the costs of consultants, equipment and supplies, training and study missions, books and periodicals, and funds for organizing meetings. The Executing Agency is expected to be WHO.

26. Establishment of an Institute of Developmental Biology (IDB): Under the aegis of the Chinese Academy of Sciences, this scientific research and training centre, to be located in Beijing, will work in the field of early embryo development, gonadal differentiation and the fundamental biology of the reproductive system. With the establishment of the IDB, the Government intends to make modern biological knowledge a component of China's population programme. A concern with reproductive quality must be inherent in a programme that seeks public acceptance of a policy for drastic reduction of the reproduction rate. The IDB will give China the capability to study the teratogenic or mutagenic potential of fertility-regulating agents, the effects of such agents on gonadal differentiation and gamete physiology, and the issues of sub-fertility and infertility. These questions are particularly important given the Government's policies of encouraging late marriage (which increases the risk of birth defects) and the one-child family. UNFPA normally does not provide funds for this type of research. However, the Government attaches very high priority to this research activity within its population policy and programme and within its requested programme of assistance from UNFPA. UNFPA has approved \$25,000 for 1980 for a meeting of scientific advisers. In view of the importance the Government attaches to the Institute, UNFPA proposes to seek multilateral assistance to meet the major part of the request. From its regular resources it is recommended that the Fund, as requested by the Government, provide additional support amounting to \$500,000 for fellowships, equipment, supplies and experts. The Executing Agency will be the Rockefeller Foundation.

27. Support for family planning research institutes throughout the country: In addition to the National Research Institute for Family Planning in Beijing, the Government is interested in building up a network of family planning research institutions throughout the country. In 1980 a WHO/UNFPA mission will visit nine provincial and municipal research institutes to assess their potential for making a significant contribution in this area. Depending on the recommendations of this mission, it is anticipated that the Government will request additional financial support from UNFPA. Funds for this purpose could come from the programme reserve described below.

#### Contraceptive production

28. Improving and expanding condom production: UNFPA proposes allocating \$2 million for the provision of more modern condom production equipment, the introduction of electronic quality-testing equipment, and the supply of new packaging equipment, that will make the product more acceptable and lengthen its shelf life. The project will increase production of the condom manufacturing facility in the latex plant in Tianjin, from 120 million per year to 200 million, and will improve the quality and packaging of condoms manufactured in this plant, which produces at least one quarter of all condoms in China for the family planning programme. The Executing Agency will be PIACT.

29. Introducing technology for producing plastic and copper IUD's: The IUD remains the most widely used method of contraception in China. The country is now producing about 20 million units annually, mostly made of stainless steel, which is associated with occasional expulsions and with side effects that should be reduced. Therefore, with UNFPA assistance, the Government wishes to introduce the technology needed to manufacture plastic and copper IUD's, which have fewer side effects. The project will be located at the Fourth Medical Instrument Factory of Tianjin. By the end of 1981, annual production of the new type of IUD is planned to be 1,500,000 units and, over the following three years, production will be expanded. The necessary clinical studies will be made before a decision on the preferred IUD is taken. Proposed UNFPA assistance will cover the cost of advisory services, training and equipment. The Executing Agency will be PIACT

30. Establishing a new production facility for injectables: UNFPA proposes allocating \$2,005,400 to set up such a new facility in Shanghai. Its output will expand production of long-acting injectable contraceptives four-fold, producing some 32,500,000 ampules annually, sufficient to protect 2.5 million women. The new facility will have safeguards for workers exposed to steroids, introduce modern equipment and establish quality control and good manufacturing practices. These practices can subsequently be transferred to other chemical and pharmaceutical facilities in China. UNFPA support will provide advisory services, equipment, and training. The Executing Agency will be PIACT.

31. Establishing a new production facility for oral contraceptives: UNFPA proposes contributing \$2 million to establish such a new facility at the Beijing Pharmaceutical Factory. The objectives are to increase the production of short-acting and long-acting oral contraceptives; to improve the acceptability of these products, by introducing new packaging techniques; and to improve worker safety by installing automated equipment that reduces worker contact with the active steroids and by other safety measures. The output of the new facility will double production, and will provide enough pills to protect nearly 10 million women per year. The new facility will also serve as a model for production of oral contraceptives elsewhere in China. UNFPA funds will provide advisory services, training, and equipment. PIACT will be the Executing Agency.

#### Population publicity and education

32. Establishing a modern population publicity and education system: Currently, China's national family planning programme functions almost without professional publicity or the use of education workers and information programmes. Publicity and education activities, at the grass-roots level, are carried out by workers who have no training in modern techniques and who rely primarily on oral communication. The Government has concluded that one factor limiting further reductions in the population growth rate is the weakness of its population publicity and education effort. Therefore, UNFPA proposes assisting the Government, with the amount of \$8,327,500, to establish a modern, professional publicity and education network for family planning, in support of information activities at the grass-roots level. The network will produce materials and programmes, to be used in training grass-roots level family planning workers, and will also provide them with publicity and

education materials. It will also operate, through the country's mass media agencies, to reach the population directly, and will supplement person-to-person communications. Nationally, the project will strengthen the Propaganda and Education Division of the Office of the Family Planning Leading Group of the State Council, which will be responsible for directing the publicity and education network for family planning. A national centre of publicity and education for family planning will be established in Beijing and will produce publicity materials and train professionals. Sub-centres will be established in Shanghai and Chengdu. Under this project, the Government will also begin to set up information sub-centres at the provincial levels (including autonomous regions and municipalities) as well as county publicity and education stations; this stage may be completed through future UNFPA assistance. The UNFPA contribution will primarily cover purchases abroad, study tours, and advisory services.

33. Population courses in the secondary schools: UNFPA proposes contributing initial support, in the amount of \$500,000, for the introduction of comprehensive population education, including family planning, in the secondary school system. Project activities will include teacher training, curriculum development, and design of prototype materials. UNFPA assistance will cover the cost of consultancy services, study tours, workshops, fellowships, equipment, books and supplies. The Executing Agency will be UNESCO. The Government has already indicated that it may request additional assistance for this project.

#### Programme reserve

34. UNFPA proposes setting aside a programme reserve of \$6,536,943 to meet other needs that may become apparent as programme implementation progresses. Some such needs have already been tentatively identified. In addition, it was not possible to specify all consultancy requirements for the projects included in the proposed programme during the project formulation phase and, as the programme is implemented, the Chinese authorities may identify new areas for which consultancies will be useful. Therefore, UNFPA proposes setting aside \$150,000 from the programme reserve to cover consultancies not yet specified. Additional funds through multi-bilateral channels may be sought for specific needs, as specified in paragraph 26.

#### Institutional and administrative arrangements

35. The Population Group of the State Council will be the Government Co-ordinating Agency for all projects. Other institutions will be responsible for the day-to-day implementation.

Financial data

36. The proposed UNFPA contribution by year and category is 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>
Basic data collection and analysis	3 570 000	11 701 000	162 000	-	15 433 000
Population dynamics and policy formulation	404 862	2 134 290	1 517 540	672 720	4 729 412
Maternal and child health and family planning	2 578 900	2 606 860	1 037 240	459 620	6 682 620
Human reproduction and contraceptive research	1 321 700	882 700	992 700	1 019 500	4 216 600
Contraceptive production	4 551 825	2 545 000	108 100	-	7 204 925
Population publicity and education	<u>2 036 550</u>	<u>4 563 950</u>	<u>1 657 250</u>	<u>569 750</u>	<u>8 827 500</u>
Sub-total	14 463 837	24 433 800	5 474 830	2 721 590	47 094 057
Reserve					<u>2 905 943</u>

37. The status of programme development at the time of writing is:

	<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>
Approved	1 370 000	-	-	-	1 370 000
Pending	13 043 837	24 133 800	4 874 830	2 271 590	44 324 057
Foreseen	50 000	300 000	600 000	450 000	<u>1 400 000</u>
Sub-total					47 094 057
Reserve					<u>2 905 943</u>
Grand total					50 000 000

IV. Recommendation

38. The Executive Director recommends that the Governing Council:

- (a) Approve the country programme in the amount of \$50 million for four years;
- (b) Authorize the Executive Director to seek multi-bilateral funds, as appropriate; and
- (c) Authorize the Executive Director to allocate the funds and make the appropriate arrangements with the Government of China and the Executing Agencies.

