OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECT AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Nepal

Comprehensive country programme

Estimated UNFPA contribution: $26.5 million

Estimated value of the Government's contribution: $29 million

Duration: Five years

Estimated starting date: July 1980

Executing Agencies:

- International Labour Organisation (ILO)
- Food and Agricultural Organization (FAO)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- World Health Organization (WHO)

Government Co-ordinating Agency: Ministry of Finance

1/ It is the Executive Director's intention to commit $15 million of UNFPA resources and to finance the remainder through multi-bilateral arrangements.
I. Summary

1. UNFPA proposes to support a comprehensive population, family planning and maternal and child health programme, in the amount of $26.5 million, (of which $11.5 million is expected to be provided by multi-bilateral sources), over five years, to assist the Government of Nepal, a priority country for UNFPA assistance. The programme has been designed on the basis of the findings and recommendations of a needs assessment mission in 1979 and of subsequent programming exercises, as well as of the needs and priorities expressed in the country's Sixth Five-Year Development Plan (1980-1985). The programme includes projects in data collection and analysis, population planning and policy formulation, population dynamics, family planning and maternal and child health, population education and communication, and special programmes oriented towards women and integrated rural development.

II. Background

2. Nepal is a landlocked nation covering 145,305 square kilometres. The population, estimated in 1978 by the United Nations at 14.25 million, is overwhelmingly rural; only 5 per cent live in urban areas. Population density per square kilometre is 89 persons overall, but is estimated at 598 persons on arable land and at 1,053 persons in the hills region, where two-thirds of the population live.

3. Over the last 15 years the crude birth rate has remained essentially stationary while the crude death rate has dropped. According to United Nations 1978 estimates, the crude birth rate was 43.2 per thousand and the crude death rate 20.6 per thousand. The annual rate of population growth was about 2.26 per cent. Some 42.2 per cent of the population were under the age of 15, and 45.9 per cent of women were between the ages of 15 and 49. The gross reproduction rate was 3.15.

4. Life expectancy at birth is estimated at 43.6 years, 42 years for males and 42.5 years for females. Infant mortality, estimated to be over 179 per thousand live births, is caused mainly by malnutrition and lack of environmental sanitation. It is estimated that half of all children born never reach the age of five.

5. Nepal's economic growth rate has not matched its population growth rate, and according to World Bank 1978 estimates, the gross national per capita product was $120. The overall literacy rate was about 20 per cent, with male literacy four times higher than that of women.

6. Nepal has a longstanding comprehensive population policy designed to affect the size and spatial distribution of its population, but the Government's population programmes have not gone much beyond the provision of family planning services. Recent Government pronouncements indicate a change of emphasis not only towards the development and implementation of a broad-based and comprehensive population programme but also for the systematic involvement of many Government ministries in population activities. The Sixth Development Plan (1980-1985) specifically mentions the link existing between population factors and the environmental degradation of the hill regions, as well as the plan's design to generate employment, increase the food supply, and improve the health and family well-being.
7. UNFPA's assistance to Nepal started in 1972, with support to the first of a series of demographic sample surveys; the last were conducted in 1976 and 1977. These surveys, although somewhat hampered by the small sample size, yielded data which, pending the 1981 census, serve as the standard demographic data used for economic planning.

8. In 1977 UNFPA began assisting the implementation of a vital events registration system. By June 1980 registration will have been established in 21 of Nepal's 75 districts. Coverage ranges between 10 and 60 per cent, a level which, while it is not yet sufficiently complete to provide standardized and reliable data on mortality and fertility, is considered to be a significant accomplishment.

9. Over the past four years, UNFPA has supported both the integrated community health services project and the family planning maternal and child health project which have together provided local and overseas training for medical and paramedical personnel (over 2,000 persons), equipped service delivery centres and central management offices, supported voluntary sterilization camps, and supplied transport facilities. Between 1976 and 1979 over 100,000 new family planning acceptors were recruited.

10. In 1976 UNFPA began supporting a population education project which has provided training abroad and in Nepal to more than 1,000 people representing the Government and the private sector, as well as co-operatives and women's groups. Since 1978, a second project has been providing population education through the Panchayat training centres and field groups, as well as through the co-operative programme. A third project (1978) has directly supported the family planning delivery system and has attempted to broaden the base of the population education and family planning communication programme by involving other Government departments. Information materials can now be produced with a minimum of outside assistance.

11. UNFPA assistance to Nepal since 1972 has totalled $2.5 million through 1979, with $637,614 and $1,414,735 spent in 1978 and 1979 respectively.

12. Other multilateral assistance was provided by the World Bank for various rural development projects having significant resettlement elements.

13. Of the bilateral donors, the United States Government has approved $2 million to support the National Commission on Population. The United States Government is also considering a $30 million programme of support to primary health care which, apart from being directed towards the delivery of various kinds of health services, is also designed to actively support the process of integrating health services delivery. Canada, the Federal Republic of Germany, Japan, the Netherlands, and the United Kingdom have all supported primary health care.

14. Among the non-governmental organizations currently assisting Nepal in the field of population are the International Planned Parenthood Federation (IPPF), the Japanese Organization for International Co-operation in Family Planning, the Pathfinder Fund, the Association for Voluntary Sterilization, and Family Planning International Assistance.

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15. The 1979 UNFPA needs assessment mission, whose findings were also discussed at a meeting of all donors to the Nepal programme, recommended mainly that the Government's broad-based population policy be matched by an institutional broadening of the population programme itself; and that the national priority given to the population programme be met by a greatly increased flow of assistance for population projects, especially in basic data collection, analysis, and dissemination; social and demographic research; population and development planning; and the implementation and co-ordination of population policies. The mission's report was accepted by the Government in 1979 with the understanding that it should serve as a guideline for assistance not only from UNFPA but also for multi-bilateral and bilateral donors.

III. The programme

Basic data collection and analysis

16. The projects described below are all aimed at strengthening the work of the Central Bureau of Statistics and the Office of the Registrar. The needs assessment mission found demographic data in Nepal to be of variable quality, and the lack of standard frames causes inconsistency between different data sources. A specific problem is lack of data on migration. Nepal has no more than ten demographers, at the master's or diploma level, working in demographic posts. Therefore, the mission recommended that external assistance be directed towards improving the 1981 population census results; strengthening and expanding the vital events registration system; collecting and analyzing more and better data on various aspects of migration; training demographers; assisting with follow-up sample surveys after the 1981 census; and establishing a data bank/clearinghouse to help standardize demographic data and ensure comparability. UNFPA proposes contributing $4,271,465 in support of these projects. The first four projects are formulated and directly support the 1981 census. The other projects are, at the time of writing, in the pending or foreseen stage of programming.

17. Cartography work in preparation for the census: One weakness of the previous census was that full-scale cartography work was never conducted. Therefore, a full-scale mapping operation will be undertaken for this census - which will greatly increase the accuracy of census data and will help establish the essential frame for follow-up surveys, thus ensuring maximum comparability of demographic data. Having already allocated $388,700 for this work, UNFPA is now proposing to contribute $127,000, to ensure timely completion of the census.

18. Support to the 1981 population census: UNFPA proposes contributing $1.5 million for this project, of which $463,955 has been released as pre-project financing. The remaining amount of $1,082,345 will be used to cover the cost of international experts and consultants, hiring and training of enumerators and supervisors, fellowships and overseas training, and equipment.

19. Communication and training support for the census: This project, with a proposed allocation of $98,000 over one year, will attempt to develop a carefully planned and executed communication programme to prepare the population for and ensure its participation in the census procedure.
20. **Support for data processing of census results:** Through a project jointly funded with UNDP, UNFPA proposes allocating $616,400 to cover the cost of a computer, rental of extra data-entry equipment, and office equipment.

21. **Improving the dissemination and use of census data:** This project will provide demographic training, following the census, to staff the planning cells of various sectoral ministries and departments which use demographic data. It will also explore ways of analyzing and presenting in publication form, sector-specific data (e.g., data relevant for health or agricultural officials). UNFPA proposes allocating $225,000 to cover local costs, publication expenses, and some technical assistance.

22. **Follow-up surveys:** Both the needs assessment mission and the Government have agreed that the Central Bureau of Statistics should not undertake follow-up surveys, or any other substantial demographic analysis work until the completion of the enumeration stage of the census. UNFPA therefore proposes an allocation of $550,000 to cover support for follow-up surveys (with particular emphasis on measuring migration, fertility, and mortality), tentatively scheduled for 1982 to 1985.

23. **Expanding the vital events registration system:** This project aims to establish registration by 1985 in 56 of Nepal's 75 districts. A detailed project proposal has been prepared for the first two-and-one-half years of project activities, with UNFPA funding amounting to $472,720 to cover international consultancies, support to local personnel, fellowships and study tours, in-country training, and assorted equipment and expenses. After a mid-term review, further support will be negotiated; UNFPA proposes setting aside $450,000 to cover this second phase.

24. **Training of demographers:** UNFPA proposes contributing $250,000 for a project, still in the formulation stage, to provide overseas training for demographers who will work in Government agencies dealing with demographic data.

25. **Establishment of an overall demographic reporting system, including a data bank/clearinghouse:** This project would strengthen the organizational and reporting ability of the Central Bureau of Statistics, allowing it to store demographic data in a manner that would make such data accessible to potential users; it would also establish a general clearinghouse for population information in Nepal, to encourage vertical as well as horizontal dissemination of data information. UNFPA proposes allocating $400,000 for this project (1982-1984) to cover technical assistance, some initial operating costs, equipment and training.

**Population planning and policy formulation/population dynamics**

26. UNFPA proposes funding a series of projects designed to further encourage the use of demographic data by planners and policymakers and also to increase and improve research on demographic and related subjects. The projects described in this section, for which an allocation of $2,350,000 is proposed, are all still being formulated by the Government.
27. Support to the National Commission on Population: In 1977 the Government established a National Commission on Population, responsible for devising and overseeing the implementation of national population policies and programmes. UNFPA proposes assisting the work of this Commission with an allocation of $220,000, over three years to cover the cost of staff training and salaries.

28. Support to the Population and Manpower Division of the National Planning Commission: UNFPA proposes supporting this new Division with a grant of $225,000, over three years, to assist in its yearly revisions of sectoral plans; the support will be mainly in the form of short-term technical assistance and training.

29. Increasing population awareness in sectoral planning cells: This project calls for improving the capability, and increasing the incentives for staff, engaged in planning within various Government ministries, to effectively use demographic variables obtained from the census and other sources. UNFPA proposes support of $380,000, over three years, to provide technical assistance and training.

30. Strengthening research capacity: The needs assessment mission strongly recommended that projects be designed to increase the capacity of Government ministries and of the University to conduct demographic and social research. The first step in this process would be the preparation, by researchers and users, of a "research agenda". UNFPA proposes granting $300,000 to cover some local costs, equipment, and in-country and overseas training.

31. Improving University teaching of population courses: This project, involving a proposed contribution of $400,000, would be aimed at providing university-level courses in population studies at Tribhuvan University, Nepal's only institution of higher learning. The funds would cover technical assistance, equipment, some local costs, and in-country and overseas training.

32. Development of a national settlement policy and associated pilot action projects: Internal migration, combined with a high rate of population growth, is creating severe economic and social problems. Accordingly, the needs assessment mission recommended that the Government develop a comprehensive national population settlement policy. Such a policy would need to balance the Government's present restrictions on the influx of migrants to the Terai regions; it would be designed to discourage inhabitants of the hill regions from leaving, by making available economic opportunities and social services, and would attempt to resettle those who do migrate, in areas deemed to be desirable for resettlement, while at the same time, providing the services necessary to attract and hold new arrivals. UNFPA proposes to fund a study and policy formulation exercise which would examine the demographic and social effects of these various policies and would assist the Government in developing a national population policy. Upon the completion of this exercise, UNFPA would also fund pilot projects in the areas of resettlement. UNFPA proposes allocating $825,000 over five years for this project; exactly how this sum will be spent will depend on the outcome of the policy formulation exercise.
Family planning and maternal and child health

33. Presently family planning and maternal and child health services are integrated in 23 of Nepal's 75 districts. Their delivery is combined with the delivery of immunization, leprosy control and malaria and tuberculosis eradication services. Responsibility for administering primary health care in these 23 districts rests with the Government's Integrated Community Health Project (ICHP), part of the Ministry of Health. Since it is considered extremely unlikely that all 75 districts will be fully integrated within the next five years, UNFPA proposes supporting family planning and maternal and child health services, through ICHP, in integrated districts and, through the vertical system, in non-integrated districts - in order to ensure that delivery of services continues uninterrupted, and even expands, pending achievement of full integration. UNFPA proposes contributing $12,305,985 for the projects described below.

34. Strengthening ICHP is to become the main mechanism for provision of health and family planning services in all rural areas. UNFPA proposes to assist the ICHP with building adequate facilities at the central level and increasing its functional capability, especially in management and training. The proposed UNFPA contribution for the first three years, in the amount of $1,245,880, will cover the cost of construction of facilities; supply of equipment; including vehicles; local staff; and fellowships for the heads of four sections. Further support for the final two years of the country programme is estimated at $280,000.

35. ICHP services delivery: This project will support ICHP field activities, by expanding and improving existing family health and family planning services in the 23 districts already integrated. Among the activities planned are upgrading 211 health posts, by supplying them with equipment and medical supplies, as well as 23 district hospitals by providing some of them with permanent facilities for surgical contraception; transport facilities will be provided to the district health offices and posts. UNFPA proposes contributing $3,001,398 for the first three years of assistance, to cover costs of local personnel training, equipment and miscellaneous costs. UNFPA is earmarking a further $1 million for the last two years.

36. Support to the family planning maternal and child health project: Since the process of integrating health services is still far from complete, UNFPA proposes to continue supporting the regular operations of the family planning/maternal and child health project, as well as its special programmes, such as voluntary sterilization. The project aims at organizing, expanding and improving the quality of sterilizations in mobile country units and in regular health institutions in non-integrated districts, with the eventual goal of performing 130,000 sterilizations. It will also: support a hospital facility in Kathmandu for the study and treatment of infertility; supply family planning facilities with selected contraceptives (injectables); evaluate the effects of sterilizations and injectable contraceptives; and train 24 senior para-medicals in vasectomy technique. For the first three years of assistance, UNFPA proposes providing $2,494,987 to cover personnel costs, staff salaries, training, and equipment. A further estimated $650,000 will be required for the last two years of the project.
37. Support for the improvement of teaching at the Institute of Medicine: To satisfy the expected increase in the need for appropriately trained medical and para-medical personnel, UNFPA proposes to assist the Government in providing integrated teaching of human reproduction, population dynamics and family planning at the University's Institute of Medicine. Another priority activity is developing a fully capable faculty who will, in turn, produce well-trained manpower, through the Institute's 12 campuses. The project will also carry out some baseline field surveys and research on health conditions and on family planning. With UNFPA assistance, a teaching health post will be constructed and equipped, audio-visual aids and transport will be provided, and teachers will be trained, both abroad and locally. The project will also provide for the translation and publication of textbooks. The proposed UNFPA contribution of $495,588 for two-and-one-half years will cover the cost of international and local technical personnel, in-country and overseas training, and equipment. Further support for the second half of the project is estimated at $200,000.

38. Studying the use of traditional medical practitioners on providing health care: The Government intends to involve indigenous medical practitioners and traditional midwives in providing health services for the period of the Sixth Development Plan. Accordingly, UNFPA proposes to finance a small research project designed to assist in the formulation of a strategy for effectively involving these people in the country's primary health care programme. If the study results should so merit, UNFPA will then propose financing a follow-up project to implement the strategy. Initial proposed support, in the amount of $18,582 for nine months, will cover personnel, sub-contracts, equipment and other costs. Follow-up assistance, if justified, is estimated at $425,000.

39. The single existing facility providing pre-service and in-service training to village health workers is inadequate, and the needs assessment mission pointed to the lack of well-trained manpower at the peripheral level. Accordingly, UNFPA proposes to support the establishment of two new regional training centres, as well as the renovation of the existing centre, with the provision of equipment, transport, and training. The proposed UNFPA contribution will be $1,969,550, for the first three years, and $425,000 for the last two years.

40. Support for the Family Planning Association of Nepal (FPAN): UNFPA proposes to provide support, in the amount of $100,000, to FPAN. Assistance will focus on developing and testing folk media for family planning communication, as well as on in-country and overseas training for FPAN officials.

Population education and communication

41. The Government's new population-related initiative, along with the recommendations of the needs assessment mission, indicate that assistance for population education and communication should be expanded. Accordingly, UNFPA now proposes to initiate population education activities in various new sectors as well as to continue assisting ongoing projects. Total proposed assistance to projects in this area is $3,360,360.
42. Population education through Panchayats, co-operatives, and training institutions: This ongoing project reaches district and village level personnel. Funding has been approved through 1981 with a sum of $87,125. UNFPA now proposes providing a further $330,000 for activities, through 1983.

43. Population education in the organized sector: The first phase of this ongoing project which focusses on urban areas, ends in June 1980; UNFPA proposes additional assistance of approximately $120,000, through December 1982, to the Department of Labour, so that it can reach groups not approached under the first phase; and also to strengthen the recently established population section in this Department.

44. Population education through the Ministry of Education: The Government intends to introduce population education both in schools and in the adult education programme of the Ministry of Education. Among the project's activities will be: the establishment of population education units in the Ministry of Education and Tribhuvan University; the development of instructional materials; training for educators and government officials; and research and evaluation studies on programme effectiveness. The project will also establish a course on population education at the University. UNFPA proposes assisting this project in the amount of $638,235 to cover the cost of international and national personnel, sub-contracts, training and equipment.

45. Population education through the Department of Agriculture: The Government believes that agricultural extension workers and supervisors should be provided with training in population education. The details of such a project are in the process of being formulated. UNFPA proposes a contribution of $460,000 for the first half of the country programme period; subsequent assistance is estimated at $250,000.

46. Population education through the Small Farmers' Development Programme: This Programme, operated by the Agricultural Development Bank, has received modest support from UNFPA over the past two years. Additional assistance for the teaching of population education to the small farmers' groups, including group organizers and extension workers, is being proposed for the first two-and-one-half years in the amount of $550,000; it is likely that further assistance, estimated at $400,000, will be required later.

47. Innovative communication approaches: The needs assessment mission recommended that, for sound conceptual and cost effective reasons, a governmental unit responsible for these various communication programmes be established. UNFPA therefore proposes the continued development of the Information, Education and Communication Division of the Government's family planning/maternal and child health project as the responsible unit. A total of $95,000 for 1980 has already been approved; UNFPA is proposing the allocation of additional funds amounting to $600,000 to provide support for consultancies, administrative and personnel costs, training, and equipment.
Special programmes

48. The needs assessment mission recommended that high priority be given to pilot projects which would develop opportunities for women in both the social and economic spheres and for integrated rural development, since this would have a beneficial effect on fertility and other demographic variables. UNFPA proposes contributing an amount of $4,090,000 for the projects described below, all still in the formulation stage.

49. Agricultural extension project for women: Under this experimental project, women agricultural assistants will be recruited and trained by the Ministry of Agriculture to provide both population education and agricultural information. In the first three years, the project will cover four districts; in the final two years it may expand, depending on the evaluation of initial results. UNFPA's estimated contribution for the first phase will be $250,000, and for the expansion phase $440,000.

50. Income-generating activities combined with family planning and population education: This project, to be implemented through the Department of Village and Cottage Industries, will introduce family planning services and population education, through groups to be established for training in income-generating activities. Four project sites, each covering two village Panchayats, will be selected. This project may be expanded after a first-phase review. UNFPA proposes contributing $402,794 for the first phase and $430,000 for a possible expansion.

51. Development of women's groups through the Small Farmers' Development Programme (SFDP): This project will build on the existing experience of the Agricultural Development Bank of Nepal in developing rural women's groups. Eight project sites will be chosen in the first two-and-one-half years, to be located where the SFDP is already active. In addition to serving as channels for population education and family planning services, the women's groups will also constitute credit-worthy entities, eligible for agricultural loans. UNFPA proposes contributing $300,000 for the first phase of this project, with a further $500,000 foreseen for an expansion phase.

52. Support to the Business and Professional Women's Clubs (BPWC): This is a non-governmental organization that assist urban working women. The project would help it establish day care centres for the children of women working in industrial districts where they would also be provided with population and maternal and child care education and family planning services. UNFPA proposes supporting this project in the amount of $59,150 through 1982, with a further $60,000 foreseen for 1983-1985.

53. Programme support for women's projects: To backstop the above activities and to provide some inputs needed by all the field-level projects, UNFPA proposes to finance an "umbrella project" which would provide funds for local and international consultancies, sub-contracts for baseline surveys, support for development and production of audio-visual and other materials. UNFPA assistance would be $219,000, over five years.
54. Support to the Women's Services Co-ordination Committee (WSCC): This is the non-governmental organization responsible for initiating, monitoring and co-ordinating women's programmes in Nepal. UNFPA proposes to fund a project designed to improve the WSCC's capacity to plan, implement and monitor women's development activities during the period of the proposed programme. Support for the first half of the programme period would be $76,017, and for the second half, $35,000.

55. Integrated rural development activities: UNFPA will assist in evaluating a variety of existing integrated rural development activities, with particular attention to their impact on population variables. On the basis of the results of these evaluations, and the development and evaluation of special pilot projects, UNFPA will programme further assistance to rural development activities. It is proposed to earmark about $1,318 to cover these, as-yet-unprogrammed, activities, under the country programme.

Institutional and administrative arrangements:

56. All foreign assistance to Nepal is channeled through the Foreign Aid and Programme Division of the Ministry of Finance. Generally projects will be executed by the Government through UNFPA; however, the United Nations, ILO, FAO, UNESCO, and WHO will provide technical support, overseas training and assistance with equipment procurement.

Funding arrangements

57. UNFPA estimates that the donor cost of implementing the needs assessment mission's recommendations for the 1980-1985 period will be about $26 million. This figure assumes that the United States will proceed with its plan to provide about $30 million for community health care, of which a significant proportion would directly support family planning services, and that it also will assist the National Commission on Population in the amount of $2 million, over the same five-year period.

58. Of the proposed $26.5 million programme, the Executive Director proposes allocating $15 million from UNFPA's own resources. The Government has formally requested UNFPA to find other donors which, under a multi-bilateral funding arrangement, would provide the additional $11.5 million. While the arrangements for such donor support would be discussed individually, between each donor and the Government of Nepal, the Government has requested UNFPA to consider the possibility of assisting with the programming and implementation of such multi-bilateral funds.
59. The proposed UNFPA contribution, by category and year, will be as follows:

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

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2/ The programme covers five years - July 1980 to June 1985
IV. Recommendation

61. The Executive Director recommends that the Governing Council:

(a) **Approve** the programme in Nepal in the amount of $26.5 million for five years;

(b) **Authorize** the Executive Director to commit $15 million in UNFPA resources and to receive up to $11.5 million in multi-bilateral funding contributions; and

(c) **Authorize** the Executive Director to make the appropriate arrangements with the Government of Nepal and the Executing Agencies.