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UNITED NATIONS FUND FOR POPULATION ACTIVITIES

Report of the Executive Director onThe future role of UNFPA: UNFPA in the 1980s

This document undertakes an assessment of the current policies and operations of the UNFPA, with a view to defining future goals and directions, as requested by the Governing Council at its twenty-seventh session. This document is submitted to the Governing Council by the Executive Director for consideration and action.

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ANNEX

81-11048

I. PREFACE

1. In 1979, ten years after United Nations Fund for Population Activities (UNFPA) became operational, the Executive Director proposed to the members of the governing bodies of the Fund as well as to his staff that it might be an opportune time to undertake an assessment of the policies and operations of the Fund, with a view to defining future goals and directions. The Executive Director is submitting the present report, to the UNDP Governing Council and the Economic and Social Council (ECOSOC) for the purpose of seeking guidance from these two bodies, in accordance with their mandates 1/ on the role, directions and programme and operational policies of UNFPA in the 1980s. A draft version of this report was circulated informally to members of the Governing Council, the concerned organizations in the United Nations system and UNFPA headquarters and field staff for their comments.

II. INTRODUCTION

2. At the beginning of this decade, international population assistance finds itself in a critical situation or at a turning point. With the greater availability in the developing countries of data on population trends and issues, with the existence of viable institutions created or strengthened over the years and with the establishment of population policies by more and more governments, the need for and interest in, as well as the absorptive capacity for population assistance in the recipient countries have increased dramatically. This trend has generated in developing countries a rapidly growing demand for population assistance and for a greater say regarding its use. Yet, the donor community, particularly most of the major donors to UNFPA, is increasingly confronted with a substantial slow down in their economic growth, as well as continued high rates of inflation, making it difficult for them to sustain the large annual increases in population assistance of the 1970s. Consequently, limited resources available for overall external assistance and demand from other priority areas may make it more difficult in the coming years to obtain the necessary means to meet the growing demand of developing countries for international population assistance. This requires intensified efforts in setting priorities to regulate the direction, areas and modes of population assistance and in maximizing the quality of programmes and effectiveness in execution.

3. In delineating policies and programme strategies for the 1980s, full account of the knowledge and experience gained by UNFPA to date should be taken and applied to the challenges to be confronted in the future. Such an exercise must be firmly grounded in an awareness of first, the population situation at present and the trends expected to unfold in the future; second, how the larger questions of development are affected by population trends and will affect them; third, the changing nature and diversity of needs of developing countries with regard to population matters; and last, and most important, how these considerations can be translated and applied in the operational priorities and policies of the Fund.

III. GOALS FOR UNFPA IN THE 1980s

4. The wide ranging and serious population issues and problems the world will face in the coming years are a great challenge to UNFPA. Its mandate and limited resources will make it necessary to concentrate on rather specific goals

1/ See General Assembly resolution 3019 (XXVII) of 18 December 1972.

which it should endeavour to accomplish in the eighties. Some of these goals or objectives are not easily measurable and it may be difficult to identify concrete targets and their accomplishment or lack thereof, but they indicate the directions to which the Fund should devote its major attention and the areas within its programme of assistance in which strategies for future work should be developed. The most important goals are outlined below:

5. (a) The first major goal is to increase awareness and understanding of population problems and issues and strengthen the commitment of developing and developed countries to deal with them. From its early days, this has been a major aim and purpose of the Fund. Remarkable progress has been made in this area, to a large extent due to UNFPA efforts, but more still needs to be done. The need for more awareness and better understanding of population matters exists not only among officials in all branches of government, but also among parliamentarians, local officials, professional groups, community leaders, industrial and agricultural enterprises, and people at the grassroots level. In a changing world where problems differ between and within countries, with new generations who must be reached, efforts to create and maintain awareness and understanding of population issues must be approached in a continuous and at the same time dynamic manner.

6. Furthermore, increased political and financial commitments to deal with population problems and issues effectively are needed as strongly recommended in several recent reports concerned with the future, such as the Report of the Independent Commission on International Development Issues under the chairmanship of Willy Brandt, the World Bank's 1980 World Development Report and in the recommendations of the International Conference of Parliamentarians on Population and Development in 1979 which called for an annual target of one billion dollars in international population assistance to be achieved by 1984.

7. The strategy to be followed to accomplish and maintain this goal will be to continue efforts through wide-scale information, education and communication programmes including publications, conferences, seminars, mass media as well as training of personnel. These efforts must be supported by facts and data, analysis and interpretation of statistics and research work on population trends and their implications for the quality of life. Such materials should be prepared for and geared towards the needs of the various target audiences such as, for example, government officials, parliamentarians, community leaders, youth and women. This task is not for UNFPA to accomplish alone but the Fund should make an important contribution in this regard in accordance with its mandate, taking into account the considerable experience it has accumulated thus far.

8. (b) Formulation and implementation of population policies in accordance with the needs and perceptions of countries and integration of population aspects into all development planning and programmes is another important goal for the 1980s. This was the main theme of the World Population Plan of Action adopted in 1974 by the World Population Conference. ^{2/} The IDS for the Third Development Decade calls for strengthening of efforts to implement the recommendations of

^{2/} United Nations, Report of the World Population Conference, 1974 (E/Conf. 60/19).

this Plan of Action and re-emphasized that "population policies ... be considered as an integral part of overall development policies" and that "all countries /should/ continue to integrate their population measures and programmes into their social and economic goals and strategies". 3/ UNFPA has a major role to play in contributing to the realization of these objectives in the 1980s.

9. The strategy for integrating population factors into developing efforts will be, first of all, to establish firmly the role of population factors in all aspects of human welfare. National and subnational efforts to provide adequate food, shelter, health care, employment, education etc., are all interdependent with population factors. Consumption of resources and deterioration of the environment are directly related to population patterns. 4/ In the course of the decade, the Fund intends to reinforce its efforts to ensure the inclusion of all relevant population components in all development thinking as an essential factor in the design of development policies and strategies.

10. Efforts should be made to develop the capability of governments to recognize and assess the relevance of population factors to development so that there is adequate theoretical understanding of the implications of different alternatives in development strategies. Special attention should be paid to strengthening the technical capability of planners and policy-makers in developing countries with regard to population, so that developing countries will eventually attain self-reliance in this regard. 5/

11. Support should also be provided to institutionalize and strengthen national capability in population policy and programme formulation. This may include, for example, the establishment of a high-level focal point in each government, preferably at an interministerial level, to deal with population aspects of development planning and policy formulation; the development of a data system to collect, on a regular basis, reliable population data; and the development of national capability to conduct research and training programmes in population to ensure that governments will arrive at informed decisions with regard to population issues. It is essential that population activities be broad based programmes involving all relevant parts of the government and appropriate non-governmental bodies.

12. Furthermore, at the international level, UNFPA should redouble its efforts to strengthen ties with competent organizations in the relevant fields and to seek opportunities for the insertion of population components in debates on development issues. At the same time, more attention should be paid to monitoring discussions on strategies for development to ensure that due regard is given to population aspects. In this connexion, of particular importance would be the discussions on the implementation of the relevant parts of the IDS and follow-up action of the forthcoming United Nations Conference on Least Developed Countries.

3/ General Assembly resolution 35/36, paragraphs 45 and 166.

4/ Ibid. paragraph 41.

5/ Ibid. paragraph 40.

13. (c) Building up the capability of developing countries to design, administer and evaluate population programmes with a view to promoting self-reliance is a related major goal. At present, a large number of countries still lack the capability to carry out effectively policies and programmes dealing with their population problems. This applies not merely to family planning and related health fields but to a wider area of population activities.

14. Therefore, greater effort should be made to create or strengthen the capability of governments and non-governmental bodies not only in designing population programmes but also in administering and evaluating them. It is through involving national authorities at the earliest stages of programme development that many implementation problems of population projects can be avoided. However, the existence of national managerial capability is one of the most important prerequisites to continued successful implementation of programmes after termination of external assistance. Through training of personnel, advisory services on programmes development and execution, and support for building up of infrastructure, the Fund intends to intensify its efforts to encourage and facilitate the strengthening of the developing countries' capability and self-reliance in this important area.

15. (d) Another major goal for the 1980s is to increase access to information and means to attain desired family size and spacing of births. In spite of considerable progress made in recent years the majority of women in the developing countries have no access to effective means to control their fertility. Following the Proclamation of Teheran of 1968 in which the International Conference on Human Rights recognized access to information and means of determining the number and spacing of childbirths as a basic human right. The General Assembly urged in 1972, all Member States to ensure that information and education about family planning, as well as the means to practise family planning effectively, were made available to all individuals by the end of the Second United Nations Development Decade. 6/ The World Population Plan of Action which the General Assembly endorsed in 1974 as an instrument of the international community to promote national and international progress reaffirmed this basic human right. 7/ More recently the International Conference of Parliamentarians on Population and Development held in 1979 and the International Conference on Population and the Urban Future and the International Conference of the United Nations Decade for Women held in 1980, adopted declarations reiterating this right. Much greater effort, at national as well as international levels, is required to put these declarations into practice. Therefore, UNFPA has set for itself as a major goal for the 1980s the implementation of these international instruments.

16. The strategy to fulfill this goal has two aspects. On the one hand, the Fund intends to continue to impress upon decision-makers and planners the social and economic significance of recognizing this human right and, on the other hand, continued assistance will be provided to expand coverage of population

6/ Resolution 1672 (LII) of June, 1972.

7/ General Assembly resolution 3344 (XXIX) of 17 December 1974. In resolution 1672 (LII) of 2 June 1972.

information and education programmes and family planning services, particularly for the benefit of disadvantaged population groups. More attention will be devoted to exploring innovative approaches through health service programmes, primary health care approaches, community-based delivery systems and all other means of reaching the population at large and involving them in developing measures to meet their needs. In recognition of the human rights aspects of freedom of choice and decision, UNFPA support will continue to be made available only to programmes implemented without coercion.

17. (e) Related to the promotion of access to information and means of fertility regulation is the goal to redouble efforts in connexion with contraceptive development. With the hindsight of ten years' experience with family planning programmes, the Fund recognizes the crucial and still unmet need for a safe, inexpensive, effective, acceptable and easily administered contraceptive.

18. UNFPA intends to support efforts to develop new contraceptives for both men and women and to improve current methods given the importance that countries assign to these tasks. Research on contraceptive acceptability with a view to promoting utilization and adoption of new methods will be encouraged, ensuring that the special concerns of the developing countries in this regard are taken into account. Moreover, it will also support efforts to solicit resources to enable continued and expanded work in contraceptive development to be undertaken. In this connexion, the technical capability and experience in the developing countries will be fully utilized and co-operation with all organizations and governments interested in this field will be promoted.

19. (f) A sixth goal for the 1980's will be to reduce infant mortality and more specifically, to realize the target of reducing the level to 50 per thousand by the end of 1980's, with particular attention to reducing it to 120 per thousand in the poorest countries as set out in the IDS. A related goal is to reduce maternal mortality. The Declaration of the International Conference on Primary Health Care, held at Alma Ata, U.S.S.R. in 1978, has set the goal of health for all by the year 2000, within the framework of primary health care which includes maternal and child health care. Primary health care is considered as "essential health care based on practical, scientifically sound, and socially acceptable methods, and technology made universally available to individuals and families in the community through their full participation and at a cost that the community and the country can afford in the spirit of self-reliance and self-determination". 8/

20. The strategy to help achieve this target would focus on maternal/child health (MCH) care, family planning and other means, preferably within the framework of primary health care. UNFPA's approach in supporting MCH programmes is outlined in IV (c)(iv) below.

21. (g) In connexion with its efforts to integrate population into development, UNFPA will pursue an additional goal, namely, to promote the full participation of women in all aspects of population and development programmes.

8/ Declaration of Alma Ata, ICPHC/ALA/78.10. (Section VI).

It is generally acknowledged that unless efforts are made to advance the status of women in the family and in society and to recognize fully their current and potential economic and social contributions, particularly in many rural societies, it will be very difficult for development policies and programmes to achieve their objectives. The potential of women's inputs to development programmes remains largely untapped. Special efforts should be made to draw this to the attention of those involved in development policy and planning. Women will often not be able to improve their living conditions substantially and those of their children unless they have the knowledge of and means to control their fertility and thereby be able to participate in educational programmes, income-generating activities and other measures for their advancement.

22. The strategy for meeting this goal should be to pay particular attention not only to meeting the needs of women in service programmes but also to involving women in designing projects and to promoting the role of women as decision-makers and participants in the formulation and implementation of population programmes and policies. It would include the establishment or strengthening of the capability of governments to give special attention to increasing the possibilities for women to participate in and to benefit from population programmes. Involvement of women in all stages and at all levels of population programmes is essential not merely in view of the contributions they can make but also because they are the most important target group of population activities. Therefore, all population programmes should be scrutinized to ensure that full consideration has been given to the involvement of women and the impact upon them. Particular attention needs to be paid to training programmes as well as other activities required for identifying innovative and suitable approaches that will be more responsive to the needs and situation of women.

23. (h) Finally, an eighth major goal of UNFPA will be to address particularly the needs of disadvantaged population groups in all its supported programmes in accordance with one of the Fund's general principles. ^{9/} Such groups include the rural poor, urban slum dwellers, migrants, refugees, nomadic groups, etc., who often live in abject poverty with little means of improving their situation. In that they generally are not organized to draw attention to their plight, their needs are often overlooked in the formulation of national policies and plans. Therefore, in developing future programmes, particularly at the country level, every effort will be made to identify the needs of disadvantaged groups and to design and support population projects that will promote the elimination of pockets of poverty. For example, in supporting efforts to improve information and education on, as well as services for, family planning, special attention should be paid to the disadvantaged population groups. Where meeting the basic needs of such groups requires inputs that are beyond the mandate of UNFPA, the Fund will actively seek funding from other donors or through multilateral arrangements.

^{9/} ECOSOC resolution 2025 (LXI) of 4 August 1976, para. 1(e) and General Assembly resolution 31/170 of 21 December 1976, para. 3(e).

24. Increased financial and other resources are needed both at the international, national and local levels to accomplish the various goals set for the 1980's. At the international level, UNFPA has gained considerable experience in the past in identifying and obtaining financial resources in support of its activities. With the benefit of this experience, UNFPA will endeavour to strengthen future efforts in this regard which will be of crucial importance in view of the various economic constraints the donor community is facing.

25. At the same time, the Fund should encourage co-operation between developing countries themselves in the true spirit of technical co-operation among developing countries (TCDC) so that they can share their experiences to a greater extent and to assist each other in promoting population activities through joint efforts, exchange of personnel and other means of collaboration.

26. At the national level, the Fund may, through its support to population programmes, be able to encourage and persuade governments and local institutions to increase their efforts and the financial and human resources they are making available to accomplish common goals.

27. In outlining the eight major goals above, it is assumed that UNFPA will in the eighties have an annual growth rate, in terms of its resources, between 12-15 per cent. Even at this rate of growth, it must be borne in mind that given current and projected rates of inflation in the immediate future, there will be very little room for any real expansion in the magnitude and scope of the Fund's assistance programme.

IV. PROGRAMME STRATEGIES

(a) Programming approach

28. UNFPA's programming approach is guided by the principles of neutrality, flexibility and universality. As a funding organization in the field of population where there are many possibilities not only regarding goals and objectives to be pursued but also regarding approaches to attaining similar goals under different circumstances, the Fund essentially responds to requests for assistance, approaching each request without any preconceived solutions to problems, and always bearing in mind the general principle to respect the sovereignty of countries on matters of population policies.

29. In the early years of UNFPA operations, when the emphasis was on promotion of awareness of population issues and data collection, requests for resources were accommodated, after the necessary technical appraisal, largely on a first-come, first-served basis. The fact that the supply of resources exceeded demand made such an approach possible. Gradually, with the accumulation of experience, UNFPA began moving from a project-based to a programme-based approach. In other words, comprehensive programmes of assistance, each comprising a set of complementary population activities, were developed, upon request, as the framework within which resources were made available to countries. With the rapid growth in demand for population assistance especially after the World Population

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Conference in 1974, it became necessary not only to systematize the Fund's programming approach but also to develop guidelines for setting priorities in the allocation of its resources.

30. In this connexion, a methodology has been developed by the Fund for assessing the needs of a country for population assistance from external sources. The government concerned is fully involved in the needs assessment, the findings of which have become the principal tool for programming UNFPA resources at the country level. Such an assessment takes as its point of departure a country's development and population objectives. Within this framework the development or strengthening of a multisectoral population strategy to meet these objectives is outlined. Taking into account the country's requirements and capabilities, the needs that would have to be met to enable it to become self-reliant in the formulation and implementation of its population policies and programmes are identified. Moreover, the specific programme areas where external assistance would be required are outlined. Thus, the findings of such a needs assessment provide the framework within which multilateral and bilateral donors may provide co-ordinated, coherent population assistance to a country.

31. UNFPA's experience with country needs assessment has been very successful. The undertaking of such an exercise enables a government to take a comprehensive overview of its country's population situation and develop a systematic approach to programme its own efforts in population. Since the adoption of this programme development methodology in 1977, 61 needs assessments have been undertaken. On the basis of the recommendations of these assessments, four to five-year programmes of assistance have been developed for individual countries.

32. The recommendations of the needs assessment provide the basis for decision-making within UNFPA with regard to the types of activities that it may support as well as the level of support for major country programmes. There are, however, also other considerations which are taken into account in determining the level of assistance to a country. Some of these are derived largely from difficulties sometimes experienced in programme implementation. For example, there have been cases where, after UNFPA had agreed to support certain activities, the governments concerned were unable to fulfill their own financial and/or administrative commitments, often making it difficult or impossible to achieve programme objectives. In other cases, governments have not initiated the necessary co-ordination among various national institutions involved in the implementation of a population programme or have delayed the adoption of legislation or regulations required for certain activities. In still others, the lack of the necessary experience and infrastructure in terms of personnel and institutions have hampered programme implementation.

33. In order to avoid such problems and to ensure the most efficient use of UNFPA's scarce resources, greater attention will be paid in the future, to the capacity of countries to absorb population assistance effectively, with due consideration of the fact that many priority countries 10/ may for some time have

10/ See Section IV(b).

limited absorptive capacity in this regard. At the same time, more efforts will be made to build up and assure the existence of counterpart capability before large-scale UNFPA assistance is committed.

34. Moreover, the commitment of a country to cope with its population problems will be taken into account. In this connexion, it must be borne in mind, however, that largely as a result of lack of data until recently and of the capability to analyse demographic trends, many governments may not fully comprehend the ramifications of present growth patterns and thus do not have any strong commitment to address population issues. In such cases, particularly in priority countries, the seriousness of their population problems should be the overriding consideration.

35. Other factors affecting decisions on the level of UNFPA assistance will include the level of past inputs, the foreign exchange needs of proposed population programmes and the availability, if any, of resources from other donors for such activities. These are all factors which together with the problems of absorptive capacity and limited commitment may often be difficult to measure in concrete and objective terms but which require increasing attention in order to ensure the effectiveness and impact of the Fund's activities.

36. It should be pointed out that the considerations mentioned are not listed in any order of priority and it is understood that there may be mitigating circumstances depending on local situations.

37. At the intercountry level, the programming approach in the early years of UNFPA emphasized activities that promote awareness of population issues and those which develop an international capacity for supporting activities at the country level. As support at the country level gradually gained in importance in the Fund's programme, UNFPA-supported intercountry activities began to concentrate more and more on providing technical backstopping for country activities and on the development of innovative concepts and approaches for eventual application in countries. Since UNFPA has always relied on the technical expertise of the concerned organizations in the United Nations system, the initiative in developing intercountry activities for its support has tended to lie with them. To ensure that country needs are served, the Fund should become more active in drawing attention to the areas where research, training, methodological development or more programming efforts is required.

(b) Priority countries

38. A major aspect of the strategy for the allocation of UNFPA resources is the identification of developing countries which should be given special attention because of their urgent population problems, in accordance with a general principle established for allocation of UNFPA resources. ^{11/} In selecting certain demographic and economic criteria to be applied for identifying such so-called priority countries, it was fully recognized that they should be few in number and be indicative of major population problems and, to some extent, of the countries'

^{11/} ECOSOC resolution 2025 (LXI) para. 1(b) of 4 August 1976 and General Assembly resolution 31/170 para. 3(b) of 21 December 1976.

level of development. Moreover, the criteria had to be objectively measurable on a uniform basis, applying data generally available for all developing countries from sources recognized internationally. 12/

39. Four demographic indicators--population growth rate; fertility; infant mortality; and density of agricultural population as well as per capita national income as an economic indicator--were applied at levels approved by the Governing Council and the Economic and Social Council in 1977 and forty developing countries, meeting at least two of the demographic indicators in addition to the economic indicator, were identified as priority countries for UNFPA assistance.^{13/} Of these, 17 are in Africa, 14 in Asia and the Pacific, 5 in the Mediterranean and Middle East, and 4 in Latin America. It was decided that up to two-thirds of total programme resources available to UNFPA for population activities at the country level should be devoted eventually to assisting programmes in the priority countries.

40. When the Executive Director first introduced the concept of priority countries for UNFPA assistance in June 1976, the threshold levels proposed for the economic indicator was \$400 per capita national income and for the various demographic indicators as follows: annual rate of population growth rate, 2.5 per cent; fertility measured by gross reproduction rate, 2.5 per cent; infant mortality 160 per thousand live births and density of agricultural population on arable land, 2.0 persons per hectare. By applying these levels, the number of priority countries would have been 54 which the Governing Council felt was too high. It was after raising the originally proposed demographic levels each by ten per cent i.e. to 2.75; 2.75; 176 and 2.2 respectively (but maintaining the level for the economic indicator) that the Governing Council approved the system in January 1977 and the current forty priority countries were identified.

41. The application of the priority country system has contributed to concentrating the planning and programming efforts of the Fund and its resources on a limited number of countries with the most urgent population problems. At the same time it has enabled UNFPA to be more selective in responding to the requests for assistance from other countries and avoided, to some extent, subjective considerations. However, it has taken considerable time to develop programmes and activities in many priority countries as foreseen when the system was established. 14/ Needs assessments have now been undertaken in nearly all (37) of the priority countries, but in some cases, translation of the recommendations of the assessments into programmes and projects has still to be completed. Moreover, many priority countries, particularly in Africa, lack the basic data base to provide the information that would enable them to recognize the importance of

12/ Various possibilities were explored for identifying a group of developing countries which should be given special attention in allocation of resources including the utilization of one of the groupings already established for other purposes such as the concept of least developed countries. It was decided that in view of the mandate of the Fund the selection of priority countries should be based mainly upon demographic indicators.

13/ DP/186 and DP/232.

14/ DP/186, paragraph 73.

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the relationships between population and development, let alone the capacity to formulate policies and to promote programmes. Many of the same countries have limited absorptive capacity in view of the shortage of trained personnel and weak institutional base. The health infrastructure and technical agency backstopping in the field of health and family planning have been particularly weak in some priority countries, resulting in a low rate of programming and implementation. These problems have, to some extent, led to rephrasing of programmes and budgets at times of overall resource constraint, thereby resulting in a temporary setback in the attainment of the priority system's goal.

42. When the concept of priority countries for UNFPA assistance was established, it was the intention to review and revise the group of countries periodically taking into account the latest available data. It was recognized that as the demographic situation in recipient countries changes, often as a result of population assistance, the number of the priority countries for population assistance may decline with the lowering of the prevailing levels of the demographic indicators, thereby allowing the inclusion of additional high priority countries in the future. 15/ Since then, demographic and economic conditions in many developing countries have changed and new data have become available. By applying the same criteria and levels of indicators used previously to more recent economic data (1978) and demographic data (1975-1980), 16/ the number of priority countries would be reduced from 40 to 25, with a total estimated population of about 428 million (as of 1980) or only about 12.6 per cent of total population in the developing world. The large drop in this percentage figure is partly due to the fact that the People's Republic of China, which was not included on the list of developing countries used earlier, 17/ has been added to total developing country population in view of the fact that it is now included among the list of countries for UNDP's Third Programming Cycle. Even if the population of China were excluded, however, the share of the population of these 25 countries would be no more than some 17 per cent of the total in the developing world.

43. In view of the fact that demographic and economic conditions have changed considerably over recent years, it may be desirable to undertake a revision or updating at this time. For this review and updating of the group of priority countries, UNFPA has explored the five alternatives as shown in Figure 1 in the Annex to this report.

44. The principles mentioned above for the criteria to be applied do not suggest that any major change be introduced. For the economic criterion, it is suggested to replace the per capita national income estimated by the United Nations by the World Bank data on per capita Gross National Product (GNP) in view of the fact

15/ DP/232, paragraph 8.

16/ Sources of data from official statistics produced by the World Bank and United Nations Population Division and the Food and Agricultural Organization available early 1981.

17/ The list of developing countries applied by UNDP in its system of Indicative Planning Figures for the Second Programming Cycle, 1977-1981.

that the latter are more complete in coverage and the Governing Council's decision to apply them in its calculations for the UNDP Third Programming Cycle 1982-1986.^{18/}

45. It is proposed that the four demographic criteria of which at least two of them have to be met in each case remain the criteria which best fulfill the requirements of being indicative of the major population problems, measurable on a uniform basis, available on a uniform basis, available for almost all countries and from an internationally recognized source. Additional criteria could be considered but as it was found when the system was adopted originally, measurement problems arise and the outcome will probably not change substantially.^{19/}

46. Of the various alternatives outlined for updating the list of priority countries for UNFPA assistance, the Executive Director recommends that Alternative Four be adopted. An upward adjustment of the threshold level for the economic indicator is called for to take into account the impact of inflation in recent years and \$500 per capita GNP is considered as an appropriate revision partly because it is also the level to be applied by UNDP in the Third Programming Cycle. With regard to the demographic indicators, recent changes in the population situation in many developing countries have taken place, which make it advisable to lower the threshold levels for all indicators as proposed in this Alternative. In this way, UNFPA assistance will continue to be concentrated in the countries with the most serious population problems, while maintaining approximately the same number of priority countries. Alternative Four includes most (24 out of 30) of the least developed countries which, as urged repeatedly by the General Assembly, ECOSOC and the Governing Council, should be given high priority for development assistance. Thirty-one of the present 40 priority countries are included in the group of countries in Alternative Four. Among those excluded are three each in Asia, Latin America and the Middle East and Mediterranean regions. All except two cases fail to qualify because they do not meet the economic criterion. All current priority countries in the African region are included in Alternative Four.

47. In 1980 and 1981, 43 per cent and 46 per cent, respectively, of UNFPA support at the country level were allocated to the group of countries in Alternative Four. For the period 1982-1984 around 70 per cent of budgets approved for country programmes, as of the end of March, 1981, were for activities in this proposed group of priority countries.

48. According to the data used in the current exercise to update the group of priority countries, six developing countries, one each in Africa and Asia and four in Latin America, which do not fall strictly in the group of priority countries in accordance with the criteria recommended in Alternative Four, may merit special attention as borderline countries in the allocation of UNFPA

^{18/} Governing Council decision 80/6 of 29 June 1979, E/1980.42/Rev. 1 confirmed at the Special Meeting of the Governing Council on Preparations for the Third Programming Cycle of February 1980.

^{19/} See DP/186, footnote 26.

resources in the future. Of these, three countries meet three out of the four demographic criteria but not the economic criterion; they all have a per capita GNP below \$1,000 and include one current priority country and two current borderline countries. The other three countries proposed for special attention would qualify as priority countries if a two per cent variance from the threshold levels of Alternative Four were allowed.

49. In recognizing that the establishment of priorities is a continuing process, the selection of priority countries should be reviewed periodically but at the same time, the group of countries should not be revised too frequently since this may handicap programming. It is, therefore, proposed that a review be undertaken after a five-year interval. At the same time, it may be understood that revision of the group of priority countries should at no time lead to a sudden withdrawal of support and that commitments made to major country programmes, often with a duration of 4-5 years, should be fulfilled.

(c) Areas of emphasis within and between programme sectors

50. The core programme of UNFPA assistance includes the following: collection of basic population data, research and training in population dynamics, formulation and implementation of population policies, family planning programmes and population education and communication activities in support of population programmes. Inputs are also made to special programmes related to population aspects of the status of women, youth, aging, etc., and various multisector and programme development activities. Figure 2 in the Annex shows the trend in UNFPA support to the various programme areas in recent years and Figure 3 indicates the distribution, by sector, of the Fund's allocations to the various regions in 1980.

51. The types of future UNFPA supportable activities are briefly outlined below for each of the five major programme areas. Moreover, UNFPA's future role in and approach to supporting activities in certain areas which have been given only little attention until recently will be clarified. These areas are: migration and population distribution, integration of women into development and changing age distribution. While population aspects of these three areas clearly fall within the mandate of the Fund, the number and magnitude of requests for assistance have been few in the past but they are expected to become increasingly important in the future.

52. Many governments have indicated in a recent inquiry carried out by the United Nations that they are more concerned about the effects of migration and population distribution than about population growth, fertility and mortality, 20/ and UNFPA will be called upon to respond to their concern in this regard. Therefore, the Fund must define to what extent its resources would be made available for migration and population distribution and what types of activities it is prepared to support.

20/ A recent illustration is the agreement reached at the First Economic Summit of the Assembly of Heads of State and Government of the Organization of African Unity held in Lagos in 1980 that "the current excessive rural-urban migration calls for the establishment of a programme of planned distribution and redistribution of population, tied to policies and programmes for human settlements and integrated rural development".

53. The full integration of women into all levels of the development process by increasing their access to educational, economic and other opportunities in the community is generally recognized as having a bearing upon economic and social development, as well as an influence on fertility behaviour. It is in recognition of the linkages between women's status and role within the family and community and population issues and in response to increasing interest in women, population and development activities that the relevant aspects will be highlighted in the Fund's core programme of support in the future as indicated below as part of the strategy to attain goal No.(g) outlined in Section III above.

54. With regard to the area of population structure, it is recognized that at the moment it does not constitute a major concern among the developing countries. There are, however, indications that governments are interested in the long-term consequences of present population policies and programmes, particularly upon the future age structure of the population and the consequent dependency ratio. In order to respond to this interest, UNFPA's approach to supporting activities related to aging needs to be clarified.

55. It is proposed that the main thrust of UNFPA support in the coming years should continue to be within the scope of the core programme and that support for the three areas mentioned above be considered within this context. Such support, then, will not affect the distribution of UNFPA allocations among the various programme areas of the core programme to any major extent. In other words, basic population data collection and analysis, population policy formulation and implementation, family planning programmes and support communication and education activities will continue to be the main sectors of UNFPA funding.

56. The proposed changes in the distribution of UNFPA resources among the major population programme sectors stated below, can only serve as broad guidelines rather than definite priorities. In accordance with earlier Council decisions, the Fund will continue to emphasize country level programmes and in assisting such programmes UNFPA essentially responds to government requests. Ultimately, it is up to the government concerned to decide for itself which programme areas will be emphasized. Therefore, it would be difficult as well as inadvisable to predetermine in clear-cut terms the future distribution of UNFPA resources among the various sectors. Moreover, it is the Fund's intention to aim at encouraging and supporting, increasingly, broad-based, multi-sectoral programmes.

i) Basic data collection

57. The Fund will continue to support the strengthening and improvement of collection of basic data on population and related factors, which include taking of population censuses, registration and vital statistics and surveys on population topics and related socio-economic aspects. In the future, increasing emphasis will be placed on building up and strengthening the national capability of developing countries to collect basic population data through institutional development and training of personnel.

58. In view of the fact that almost all developing countries have now gained some experience in census-taking and in order to promote regular census-taking as a normal government operation, the Fund intends, in the future, to

provide support for censuses on a more limited scale than in the past. Normally, particularly in non-priority countries, support should no longer be given for cartographic work, and payment of local costs such as salaries for enumerators and supervisors and for vehicles or computer equipment. Support for developing nation-wide vital statistics and civil registration system will also need to be more selective considering the high costs involved, and the Fund's support should be concentrated on promotion of pilot projects to guide methodological development for such systems and to support the necessary infrastructure, particularly through training of personnel. The same considerations will apply with regard to surveys where the emphasis should be on supporting the development of survey capability on population topics preferably within the framework of international schemes such as the World Fertility Survey and the United Nations National Household Survey Capability Programme.

59. UNFPA may provide assistance to countries to enable them to obtain data on population movements and on factors associated with them, either through censuses, socio-demographic surveys, special migration surveys or through area studies. UNFPA may also support conceptual as well as methodological development in data collection and exchange of information on migration, including international migration, and population distribution.

60. In all UNFPA-supported data collection and analysis activities, particular attention should be paid in the future to ensure a specific focus on the role and needs of women.

61. In view of the lack of data in many developing countries on the changing population structure, UNFPA may support the collection of such data and preparation of projections to enable countries to plan the necessary adjustments.

62. The portion of the total UNFPA programme resources allocated to basic data collection amounted to 18.5 per cent during the last two years 1979-1980.^{21/} Taking the above-mentioned considerations into account and keeping in mind the improvements attained in many countries in this sector as well as the urgent needs in other sectors, it is anticipated that the share of resources allocated to basic data collection can be reduced somewhat in the coming years.

ii) Population dynamics

63. In the future--in addition to the problems of fertility and rate of population growth--increasing attention should be paid to deal with migration, both internal as well as international, spatial distribution and redistribution of the population, the status of women and population trends and the aging of the population. Assistance may be provided by UNFPA for conducting action-oriented research aimed at improving the planning, implementation and evaluation of population redistribution programmes. In this connexion, support may be given to

^{21/} The aggregate level for the entire period 1969-1980 was 15.7 per cent.

illustrative studies on, for example, the determinants of the success or failure of the various policy instruments in population redistribution; on processes of migration with a view to identifying causal relationships by types of migration; on permanent migration vis-à-vis other forms of population movements, such as, seasonal migration and temporary labour migration; and on social, economic and demographic consequences of rural-urban imbalances.

64. In designing research projects, special attention should be paid to ensuring that issues relating to the situation, contribution and needs of women are taken into account. Moreover, UNFPA may support action-oriented research projects aimed at identifying the most appropriate measures for bringing about attitude changes regarding the position of women and their contributions in different settings; and activities that would promote the full integration and participation of women in population and development processes.

65. In the area of population structure, support may be provided to establish or strengthen research capability to undertake studies on, for example, the supply and need for social services, including education and social security; the implications of a country's changing age structure for labour supply and for social services; on measures to maximize the contributions of the elderly to socio-economic development, such as estimating their influence on fertility decisions of young couples; and intercountry research on changes in age structure and their implications for international migration, etc.

66. While, in general, less support may be provided for ad hoc, non-operational research activities than previously, increasing attention should be paid to assist countries in building up their research capability, particularly through training of the personnel required to take population and development considerations fully into account. Special attention should be paid to the relationship between demographic change and poverty with the aim of providing a tool for more coherent and effective policies to meet the needs of the poorest population groups.

67. In the two year period 1979-80, the Fund allocated around 10.9 per cent of its programme resources for research and training activities in the area of population dynamics. ^{22/} Considering the importance of this sector, particularly the training of personnel and the need to build up the institutional capability of developing countries, some increase in this percentage may be foreseen in the eighties.

(iii) Formulation and implementation of population policies

68. It is proposed that the Fund in the future pay attention not only to policies affecting rates of population growth, fertility and mortality but also migration and population distribution and population structure, in view of the fact that all these factors are important for development, and the formulation and implementation of appropriate population policies may be required.

^{22/} The aggregate level for the years 1969-80 was 9.3 per cent.

69. In this connexion, UNFPA support may be provided to promote the integration of population distribution considerations in national development strategies, particularly through strengthening the national capability to plan, monitor and evaluate the various aspects of comprehensive population redistribution programmes and to assess the implications of other development programmes on population distribution and vice-versa.

70. As for the actual implementation of population redistribution policies, such as programmes involving the movement of people, UNFPA does not propose to become involved with such activities for several reasons. First, at the moment little is known about the most appropriate or effective measures to redistribute population in different settings; second, it is sometimes difficult to ascertain that all participation in redistribution schemes is voluntary; and third, population redistribution programmes tend to be very costly undertakings and, in the face of a tight resource situation expected in the near future, UNFPA's active involvement in such programmes would not seem advisable.

71. Activities in this sector should give increasing attention to the role of women in the formulation and implementation of population policies and programmes and the impact which improved status of women, both politically, socially and economically, can have upon meeting population objectives. In this connexion, UNFPA may support the establishment or strengthening of the capability of the population units in governments to give special attention to participation of women in population-related programme activities, an aspect which is often overlooked in the planning and implementation of programmes. In the absence of sufficient qualified and well-trained women, training activities may be considered as part of pre-project activities.

72. The recognition of the interrelationships between women's position within the family and community and demographic changes form the basis for UNFPA's support to some of the activities aimed at improving the position of women and accelerating their involvement in national population and development processes. While UNFPA should not directly support activities such as employment creation for women on a large scale, it may, within the context of national population policy and in view of the indirect impact on demographic factors such as fertility, promote small-scale pilot projects and the planning of programmes aimed at increasing access of women to opportunities for self-development, including employment and career guidance, as well as various training programmes for women to promote their active participation in economic and social development programmes. UNFPA may also assist governments in strengthening the role of women's organizations and groups in promoting population activities and to monitor and assess their impact.

73. With regard to the area of population structure, UNFPA's role in supporting the formulation of policies is perceived mainly as supporting the research activities mentioned in the preceding section on population dynamics. The Fund may, also, support communication activities within the context of programmes dealing with problems of aging such as dissemination of research findings and training methodologies, information on legislative changes, and policy and programme information. As for the implementation of policies, however, it is considered as falling outside the mandate of UNFPA to make available any support for premises, equipment, supplies or training for delivery of services to the elderly.

74. In this sector, more attention should also be given to formulation of policies beyond family planning, such as higher age at marriage, social welfare measures and improved living conditions which can have an important impact upon fertility and other demographic factors. Efforts should be made to strengthen the capacity of developing countries to adopt the bottom-up planning approach, particularly through training of middle-level personnel. Countries should be encouraged to formulate effective population policies to provide maximum benefit for disadvantaged population groups including the rural poor, women, migrants, refugees and adolescents. In this connexion, greater effort should be made to assist governments in developing and implementing policies to cope with adolescent pregnancy, a problem that becomes increasingly urgent.

75. Formulation, implementation and evaluation of population policies other than family planning activities receive only a small share of the Fund's resources, in 1979-80, 6.4 per cent of total programme resources. ^{23/} In view of the broadening of the concern about population policies and policy measures, it is envisioned that this share will be increased somewhat in the eighties.

(iv) Family planning

76. All of the activities supported by the Fund in this sector are fully recognized as important aspects of UNFPA's assistance programme and support for them will be continued in the future with the primary aim of promoting the countries' self-reliance in the field of family planning. There appears to be a need, however, to clarify the extent to which the Fund may support comprehensive MCH care programmes. First of all, it should be recognized that in accordance with its mandate, it is not the role of UNFPA to support programmes aimed at improving general health conditions. By the same token, the Fund does not consider it to be within its purview to support basic research in MCH or general health programmes or the development of health statistical systems. But, at the same time, the thrust of the Fund's inputs in the health sector should be the integration or insertion and strengthening of MCH/FP components particularly in primary health care programmes.

77. Assistance may be provided for the promotion of reproductive health and regulation of fertility with the aim of reducing maternal and infant mortality. In this connexion, the Fund should concern itself with reduction of mortality and, by implication, morbidity of women in reproductive age, through care during pregnancy, childbirth and the post-natal period. Support may also be provided for the health care of infants after delivery, including the provision of

^{23/} For the years 1969-80, 5.3 per cent.

vaccines for immunizations up to one year of age and, to a lesser extent, of children of pre-school age. However, UNFPA should not use its resources for support of health programmes for school age children and adolescents although with regard to the latter, programmes related to their sexuality and reproduction may be supported.

78. In the future, assistance may be provided for the full spectrum of the above-mentioned supportable activities insofar as the priority countries are concerned. For non-priority countries support should be more limited and be determined by the prevalent maternal and infant mortality rates--where these rates are low and approaching levels prevailing in developed countries, the Fund may finance only training and advisory services.

79. Of the various aspects of MCH/FP programmes the Fund may support, the following activities should be considered of high priority in the future: (1) development of human resources, particularly for in-country training of various categories of health personnel including community agents and traditional birth attendants, for the delivery of services; (2) strengthening of facilities, particularly in rural and hard-to-reach areas, with a view to fulfilling the unmet needs of, say, rural women and other inadequately served groups; (3) development of MCH/FP service statistical systems with appropriate mechanisms to ensure feed-back into the services programme; (4) operational and applied research aimed at improving programme quality and coverage with emphasis on the publication, dissemination and utilization of findings; (5) strengthening of the managerial capacity with regard to planning, administering and evaluating programmes; and (6) promotion of self-reliance in meeting local demand for contraceptives.

80. As far as services are concerned, more attention should, in the future, be given to strengthening the family planning component of primary health care which is community-based, people and family-oriented as well as multisectoral in approach. Emphasis should be given to meeting the family planning needs of the poor and disadvantaged population groups, such as the rural poor, urban slum dwellers, migrants in new settlements, unemployed youths, and population in economically depressed sub-national areas.

81. Increased attention should also be devoted to making full use of women's organizations at the community level, such as, for example, mothers' clubs, women's co-operatives, and other community organizations to deliver family planning services, particularly in areas where MCH care is not available or is not reaching the majority of the population. Breastfeeding as an important factor contributing to infant and child health and to birth spacing is often overlooked and should be given more attention in UNFPA-supported programmes in the future. In accordance with the Fund's policy of neutrality, it should continue to respond to requests for support of all types of family planning methods and approaches, acceptable and suitable in the society concerned, including indigenous and natural methods. For the same reason, the Fund should continue to provide support for family planning and other measures required to reduce sterility as well as to increase fertility and population growth.

82. Furthermore, the experience gained in a number of countries in the past and the need for reorientation of programming in the future towards greater involvement of the community clearly demonstrates the vital importance of improving programme management. Therefore, high priority should be given to support for strengthening management skills through training of personnel at all levels, development of decentralized organizational structures, evaluation of programmes, etc.

83. As far as contraceptives are concerned, it is hoped in the future to give less emphasis to provision of contraceptive supplies from abroad and more to building up of manufacturing facilities for production and/or packaging of contraceptives locally in countries which have or can obtain relevant expertise and facilities. Support for research related to family planning, especially bio-medical research for the development of better and improved contraceptives for men as well as women, and applied and operational research on contraceptive technology should be strengthened in connexion with efforts to attain the goal (e) outlined in Section III above (paras. 17-18).

84. The total allocation for the field of family planning, excluding related education and communication activities related to family planning, amounted to around 42.7 per cent of total programme resources in 1979-80. ^{24/} It is suggested that the level of support be continued in the eighties at least at the same overall level as at present.

(v) Population education and communication

85. Interest in population education in both formal and non-formal sectors has grown rapidly in recent years and this trend is expected to continue in the near future. Population education in schools, which aims at developing an understanding of the implications of population change and alternative solutions to ensuing problems, is important because school goers, often by reason of their education, will be the community leaders and decision-makers of tomorrow. Therefore, it is essential that they be exposed to cumulative population learning to broaden their understanding and improve their decision-making abilities regarding population issues.

86. In the non-formal sector, population education increasingly becomes an important part of educational activities with broader objectives, such as literacy, agricultural extension and labour education. In the future, more technical inputs in these areas, focussing on population problem identification, for example, will be required in order to make the programme more effective. The use of problem identification techniques in non-formal education is expected to become one of the most effective means of recruiting and retaining family planning acceptors.

^{24/} For the period 1969-80, 46 per cent.

87. Adolescent pregnancies and childbearing will become an increasingly serious problem in the coming years, in view of the declining age at which women reach puberty as a result of biological changes taking place mainly due to improvements in nutrition and health conditions. This trend, together with the continued low age at marriage in many developing countries, makes young couples, especially newlyweds, a most important "target group" for family planning and population education who may be reached through a number of different education channels. The aim will be to improve the understanding of the parents of tomorrow to enable them to make responsible and rational decisions about reproduction and to prepare them to participate actively as well as benefit fully from population-related programmes.

88. Another important target group is men. Although decisions about fertility are often made by them, family planning programmes have in the past concentrated largely on women. It is necessary to establish educational programmes for men and to promote communication with and between them on family planning matters through male community networks.

89. While it will not be possible for UNFPA to be involved to a large extent in supporting the expansion of educational and training programmes aimed at improving living and working conditions of women, assistance may be given in support of family life, health and nutrition education for girls and women within the context of school curricula or in formal settings. Such activities will contribute to changing the outlook and self-perception of girls and thereby have an impact on their reproductive lives, including possible postponement of marriage.

90. In the communication sector, communication elements are increasingly needed in large population action programmes. From the outset in developing such elements the need for fully integrated two-way communication should be fully recognized. The communication specialist has a key role to play in the planning of service projects to ensure adequate design of outreach activities and feedback from recipients. Interpersonal, electronic and other mass media should be combined where feasible, giving careful attention to selection of the most appropriate medium for a particular audience. Special attention must be given to interpersonal communication as a channel for feedback from the audience as well as for delivery of information to them. In the future, more realistic use should be made of modern communication hardware, recognizing its limitations as well as its valid uses, taking into account the conditions prevailing in the various developing countries.

91. In communication planning and programming related to the field of population, support may be provided to activities aimed at identifying suitable approaches, media channels, operating methods, delivery procedures and training activities which take into account specific needs and situations of women as well as their attitudes and behaviour towards the subject to be initiated or changed. The possibilities for providing improved opportunities for women to participate in such programmes should be explored and supported.

92. It should be recognized that much experience has been accumulated in the developing countries with regard to population education and communication programmes. The lessons learned from such experiences should be shared and synthesized for the benefit of future programmes. In this connexion, TCDC approaches in this programme area of UNFPA would be particularly important and should be emphasized in the future.

93. Population education and communication activities is an area of which around 10.9 per cent of the Fund's programme resources were allocated in 1979-80. ^{25/} It is anticipated that this level of support will remain approximately the same during the 1980's.

(d) Inter-country support

94. The subject of UNFPA support at the intercountry level has been the concern of the Governing Council on several occasions. After consideration of a series of reports, ^{26/} the Council at its twenty-sixth session approved priority areas of future support at the intercountry level within the level of approximately 25 per cent of total programmes resources.

95. Thus far, the Fund has not succeeded in reducing intercountry support to this level; in 1980 about 32 per cent of total project allocations were made at the intercountry level. This is the result of several factors. First, the growth in resources available to UNFPA, particularly in 1980, did not meet expectations and commitments were made earlier assuming a higher rate of growth. Since many of these commitments were made in connexion with contracts, particularly of regional and interregional advisers, it was not possible to withdraw support without causing major disruptions in the provision of backstopping for countries. Second, a significant portion of intercountry support was allocated to the various regional and interregional demographic research and training centres, whose programmes are much needed and utilized by the developing countries, and to large projects such as the WHO Special Programme of Research, Development and Research Training in Human Reproduction and the World Fertility Survey for which the levels of UNFPA support were authorized by the Council at earlier sessions. Third, the needs of the developing countries for technical backstopping remains at a high level and are expected to remain so. The provision of such backstopping on an ad hoc basis through intercountry teams of advisers is still the most cost-effective approach. The cost of providing such essential advisory services has risen very rapidly and in the last year, has actually exceeded the rate of growth in total resources.

96. While recognizing the need to continue emphasizing support to country programmes, intercountry programmes must remain an integral part of UNFPA's assistance programme, and some flexibility is required in connexion with efforts to limit intercountry support. Most UNFPA-supported intercountry activities are executed by the organizations within the United Nations system and efforts will be made in consultation with these organizations to develop a more coherent, goal-

^{25/} For the period 1969-80, 10.6 per cent.

^{26/} DP/186, DP/232, DP/332 and DP/406.

oriented approach to intercountry support in the future, focussing on fewer but major programmes. Despite such efforts, however, it does not appear likely that allocations to intercountry activities can be kept within the level of approximately 25 per cent of total programme resources without adverse effects on the total programme. It is, therefore, proposed that the Council reconsider the Executive Director's previous suggestion ^{27/} that a range of between approximately 25 and 30 per cent of total programme resources be established as the level for intercountry support in the future. The Executive Director will continue to submit his recommendations for support to major intercountry programmes to the Council.

(e) Support to project components

97. Since operational activities in the field of population to a large extent were a new area for the United Nations system when UNFPA was established, the Fund had to define for itself operational guidelines for providing support to developing countries. The basic approach in defining such guidelines was to seek a balance between compatibility with prevailing practices within the United Nations system and flexibility in assisting countries in a multifaceted area like population.

98. In the early years of UNFPA's existence, when the emphasis of its support was primarily in programme development, the Fund provided assistance mainly for advisory services and research activities. As the emphasis has since shifted towards operational action programmes, guidelines have been developed to ensure prompt and efficient delivery of programmes. UNFPA provides technical and budgetary support for all aspects of population programmes, as appropriate, from the identification of needs, through feasibility studies, project studies, project formulation, operation and eventual evaluation. With the benefit of hindsight and experience, and given the increasing sophistication of many developing countries with regard to population programmes, the Fund proposes in the eighties to de-emphasize its support to certain components and emphasize others as follows.

(i) International project personnel

99. The appointment of international project personnel should, in the future, be considered only where local personnel with requisite qualifications are not available and mainly in specialized fields of expertise. In order to ensure that every effort is made to develop local capability to perform the necessary functions as soon as possible, governments should be required to provide counterparts to work with international project personnel. Moreover, the provision of international personnel should, in the future, be provided for a maximum of four years and adequate provision be made in the project plan of operations to phase out the need for their involvement. Where appropriate, preference should be given to providing the necessary technical inputs, particularly for specialized tasks, through short-term consultants and making full use of regional and interregional advisory services available in several organizations of the United Nations system with UNFPA support.

^{27/} See DP/332, para. 90 and DP/406, para. 48.

(ii) Local costs

100. UNFPA has been a pioneer within the United Nations system in providing support for local costs in developing countries and it is believed that such support has done much to interest countries in undertaking population programmes. The bulk of such support is provided in the form of salaries and allowances to personnel employed on population projects. Since such payments are recurrent costs, in some cases quite substantial, and to discourage dependence upon UNFPA to continue underwriting the implementation of population programmes, support to this component should be considered of lower priority in the future and be made available on a more selective basis. UNFPA should not support salary supplements to local personnel in new projects because it has been found that such payments may hamper the full integration of population activities into national development programmes and encourage governments to regard population as "additional to" rather than part and parcel of development efforts.

101. To the extent that commitments have already been made in approved projects to provide support for local salaries and allowances, greater attention will be paid particularly in non-priority countries to ensure that steps are being taken by the governments concerned to assume responsibility for such costs in accordance with a four-year rule 28/currently in operation. Local salaries supported in UNFPA-assisted projects must not exceed the level at which similar personnel in the country are normally paid to avoid creating problems for the government in taking over the funding eventually.

102. With regard to new requests for local salaries, UNFPA should provide only such components only in the priority countries. Now that nearly all countries have taken at least one census, UNFPA does not intend to continue providing support for local personnel to be employed on census projects on a scale comparable to that of earlier years. For second and subsequent rounds of census-taking in priority countries, the Fund may support salaries for enumerators and other local personnel up to one-quarter of the total local salary costs of the project. For family planning programmes and support communication activities, UNFPA may finance local salaries in non-priority countries only where a country is initiating a family planning programme and related activities for the first time or is introducing new service points in outlying areas. In such cases, the implementation of a gradual take-over of these costs by the government concerned within a period of four years should be strictly enforced.

(iii) Training

103. Experience has shown that the shortage of personnel trained in population and related fields in many countries constitutes a major obstacle to the attainment of population project objectives and to the eventual taking over of activities by governments themselves. The need to develop human resources is of overriding importance to the successful implementation of projects and, more

28/ i.e. UNFPA may support up to 100 per cent of salaries of additional staff during the first year of the project, up to 75 per cent during the second year and up to 50 and 25 per cent during the third and fourth year respectively.

important, for the attainment of one of the principal objectives of technical assistance, namely, the promotion of self-reliance. This is true regarding all the major programme areas of UNFPA support, particularly in relation to the development of managerial capability in programme implementation.

104. UNFPA intends in the future to continue and intensify its efforts particularly in the priority countries, to promote, insofar as feasible and desired by recipient governments, training capacity in the fields of population. Increased attention will be paid to creating and strengthening a cadre of trained people in developing countries to develop, execute and evaluate population programmes, including the training of trainers. There is in many countries, particularly in Africa, an urgent need for training of middle level personnel in all population sectors including managers of population programmes. In some instances, training would constitute a pre-project activity in order to ensure that trained staff will be available to undertake a particular project. More attention will be paid to strengthening the training capabilities of national institutions in population so that countries may eventually become self-reliant in this regard. Support will be provided for formal training programmes as well as short-term courses, seminars and workshops convened on ad hoc basis to meet specific programme needs. Provisions should, if needed, include training and self-instructional materials.

105. Until adequate national capability is built up, UNFPA will continue to support programmes in regional or interregional training centres. To a lesser extent, fellowships for training in other developing or in developed countries will also be provided. In the case of the latter, efforts will be made to ensure that the candidates have the capacity to absorb the training provided and a specific role to play in the population programme of their countries upon return. TCDC will be promoted and emphasized, wherever possible. Particular attention will be given to in-country training of para-professionals, in view of the large benefits derived from their work in all sectors. Furthermore, support will be provided for incorporation of population relevant subjects, particularly family planning, into the regular curricula for professional training of different categories of personnel.

106. In providing support for training, emphasis will be placed on programme related training, including in-service training and re-training, rather than on the attainment of academic degrees. In this connexion, the training responsibilities of international project personnel supported by UNFPA will be emphasized and efforts will be made to ensure that countries provide national counterparts to work with such personnel.

(iv) Equipment and supplies

107. UNFPA provides support for the purchase of equipment and supplies for population programmes in all sectors. In the future, the Fund will continue to support such components, particularly in countries which have serious foreign exchange difficulties, but with the proviso that, generally, equipment and supplies should not absorb the major portion of UNFPA inputs into any country. Therefore, support for sophisticated, high-cost non-expendable equipment such as

computers should receive less attention in the future. Rather, preference should be given to support for rental of existing facilities in government departments or private institutions within the country. In the case of expendable supplies, countries with serious foreign exchange difficulties and priority countries may merit special consideration.

108. An item in this project component which has consistently figured very prominently in UNFPA-supported projects is contraceptives. The Fund's involvement in procurement of contraceptives and supplies in general may be de-emphasized in the future and, where appropriate, local production and strengthening of local capacity for procurement will be promoted. It will, in many cases, be difficult to continue making large and increasing inputs of contraceptive supplies to meet the growing needs of programmes. The prospective need for contraceptives in some countries is so huge that if no efforts were made to establish or build up local production capability, the procurement of supplies from abroad would constitute a serious drain of foreign exchange, unless external assistance is available. On the other hand, if the Fund were to continue making contraceptive supplies available on a large scale, the developing countries would not become self-reliant in this regard and the bulk of UNFPA's annual resources could easily be absorbed for this purpose. At the same time, it has to be recognized that contraceptive supplies are of crucial importance to many family planning programmes and must be provided on a continuing basis. Therefore, the Fund must continue to be flexible in its approach and policies in this area if it hopes to accomplish its goals in the future.

109. Efforts should be made to urge recipient countries to assess their future contraceptive needs year by year and prepare plans for meeting these needs. In order to promote local production, UNFPA may, for example, collaborate with another donor, multilateral and bilateral, where the Fund provides the raw materials for and training of personnel in contraceptive production and the other donor provides the physical plant. Or, where manufacturing and packaging facilities already exist, UNFPA may provide the necessary raw materials and training to enable the country to undertake production. The Fund may also assist in improvement of existing facilities and strengthening marketing capability without making commitments for construction of factories and plants. Wherever appropriate, TCDC approaches should be emphasized and the possibilities for meeting the demand of neighbouring countries as well be explored and encouraged.

110. Vehicles. Over the years, the Fund has provided a large number of vehicles of various types for population projects particularly for carrying out censuses and surveys. Transport has also been provided on a significant scale for the staff in many service programmes and communication activities. In the future, less support should be made available for the purchase of vehicles in UNFPA-supported activities in order to discourage continued reliance on the Fund in this regard.

111. Where UNFPA provides funds for the purchase of vehicles for use in population projects, an additional sum amounting to 10 per cent of the cost may also be provided for the purchase of spare parts for such vehicles.

112. All costs, however, related to operation of vehicles within a country will remain the obligation of the government and will be considered as part of its counterpart contribution for the project.

(v) Construction costs

113. UNFPA has, in certain cases in the past, provided support for the construction of buildings and facilities if it is considered essential to the effective development and implementation of other project components although preference has been given to supporting rental of buildings and renovation, adaptation or extension of existing structures rather than construction of new buildings. In the future, UNFPA intends in general to refer requests for financing of construction costs to other donors and only provide, if needed, very limited support of this kind. No more than 30 per cent of total project cost for construction of new premises or renovation of existing premises for expansion of hospitals, clinics and centres for maternal and child health services, training facilities and residential quarters for staff may be provided, but not for office buildings, and to priority countries only. As for non-priority countries, such support should be sought from other donors or financed through multi-bilateral or funds-in-trust arrangements. In any case, purchase of land for the purpose of construction of buildings should not be funded by UNFPA.

V. SUMMARY AND CONCLUSIONS

114. In order to make the most effective use of the Fund's scarce resources to meet the challenge of population issues in 1980's, it should concentrate in the future on attaining the goals outlined in Section III above.

115. Current and emerging population issues, the growing demand for assistance and the limited resources available call for various changes in the emphasis on the various types of programmes to be supported by the Fund, in the types of assistance to be provided as well as in the Fund's operational policies. The main proposals in this regard are summarized below.

116. The Fund's resources should continue to be concentrated in support of countries with the most urgent population problems. In this connexion, the group of priority countries for UNFPA assistance should be updated in accordance with the proposal made in the report (Alternative Four in Figure 1 in the Annex), taking into account recent changes in the demographic and economic situations of countries.

117. With a view to continue responding to changing circumstances and needs in the developing world, the priority system should be revised every five years, bearing in mind that such revisions should not unduly disrupt programme efforts.

118. To enable the Fund to address the changing needs of countries and regions, the UNFPA core programme should be clarified in certain respects, particularly regarding programme aspects which have not featured prominently heretofore, such

as activities related to population redistribution and migration, the advancement of women in population and development, and changing age structure insofar as they are activities within the general framework of national population plans and policies.

119. Within the core programme, certain programme areas such as population data collection should receive less assistance, considering the high level of financial support already provided which has improved many countries' capability in this regard, while other areas such as utilization of data to determine the interrelationships between population and development, and formulation and implementation of policies should receive more.

120. Within each programme area, there may be various shifts in emphasis, such as, for example, within the field of data collection, less emphasis may be given to support census-taking and more support given to strengthening of a country's vital statistics and population survey capability. In the field of family planning, less emphasis may be given to supporting and building up of infrastructure and development of health centres and more to strengthening of services at the community level and improving management aspects of programmes.

121. In all programming, a more broad-based, multi-sectoral approach to population issues should be emphasized and governments will be encouraged to view population as a pervasive phenomenon rather than an isolated issue.

122. In all fields, training activities should be strengthened to build up a firm and qualified human resource base for future population programmes, with particular emphasis on training of middle-level cadres, and less attention to high level sophisticated training.

123. In the field of research, more attention should be given in the future to supporting activities which will provide guidance for integration of population aspects into development, test innovative approaches and improve programme management and which, at the same time, contribute to building and strengthening of the research capability of the developing countries.

124. In programme design and project formulation, greater attention will be paid to quality and effectiveness. Funding policies may in certain respects be made more restrictive and be applied more firmly. Greater emphasis should be placed on developing the self-reliance of countries by putting a time limit on UNFPA support for certain project components and establishing a plan for the recipient government or organization to take over and continue the activities concerned.

125. In all programming and implementation of projects, greater attention should be placed on involvement of the community in the planning, staffing and execution of projects, taking fully into account indigenous values, concepts and approaches.

126. With regard to the execution of UNFPA-supported activities, the Fund should continue to utilize, as appropriate, United Nations organizations in assessing and implementing project requests. At the same time, the involvement and use of non-governmental organizations both as executing agencies and as recipients, of UNFPA assistance in the developing countries should be reinforced. For projects executed directly by recipient governments, greater attention will be paid to ascertain that the required technical and administrative capabilities exist and the contribution and responsibilities of the parties involved are specified; whenever necessary, steps should be taken to strengthen the capabilities through training or other means as pre-project activities.

127. With regard to intercountry activities, UNFPA will seek to develop and apply, in co-operation with the parties concerned, more coherent approaches which can contribute most efficiently to respond to the problems at the country level and will channel its support into fewer but major programmes in areas of greatest need. Allocations for intercountry activities should be within the range of approximately 25 and 30 per cent of total programme resources.

128. To ensure a firmer basis for long-term planning in UNFPA-supported programmes steps should be taken to explore the possibilities for reaching agreement among major supporters of the Fund on indicative levels of multi-year funding to enable the Fund to attain projected annual programme levels.

VI. RECOMMENDATIONS

129. The Governing Council may:

(i) take note of the report of the Executive Director on the role of UNFPA in the 1980's; and

(ii) authorize the Executive Director to proceed with implementing the proposals for future UNFPA activities outlined in the Summary and Conclusions of this report, subject to the views expressed in the Governing Council and to be expressed by the Economic and Social Council.

Figure 1. Various alternatives for designating priority countries for UNFPA assistance

	OF WHICH:					Number of Current Priority Countries	Number of Current Borderline Countries	Total Population in '000 (1990)	% of Developing World Population
	Number of Countries	Asia	Africa	Latin America	Mediterranean and the Middle East				
<u>Alternative one</u> Rate of Growth: 2.75 Gross Reproduction Rate: 2.75 Infant Mortality: 176/1000 Agricultural Density: 2.2 GNP: \$400/cap. or less	25	6	18	1	0	17	3	427 825	12.6
<u>Alternative two</u> Rate of Growth: 2.75 Gross Reproduction Rate: 2.75 Infant Mortality: 176/1000 Agricultural Density: 2.2 GNP: \$500/cap. or less	32	8	20	2	2	22	3	488 926	14.4
<u>Alternative three</u> Rate of Growth: 2.75 Gross Reproduction Rate: 2.75 Infant Mortality: 176/1000 Agricultural Density: 2.2 GNP: \$600/cap. or less	39	11	22	3	3	25	5	631 478	18.7
<u>Alternative four</u> Rate of Growth: 2.5 Gross Reproduction Rate: 2.5 Infant Mortality: 160/1000 Agricultural Density: 2.0 GNP: \$500/cap. or less	46	12	28	2	4	21	3	1 295 415	38.4
<u>Alternative five</u> Rate of Growth: 2.5 Gross Reproduction Rate: 2.5 Infant Mortality: 160/1000 Agricultural Density: 2.0 GNP: \$600/cap. or less	55	15	31	4	5	34	5	1 445 074	42.8

Per cent

Figure 2. UNFPA Programme Trends, in per cent of project expenditures or proposed allocations, 1976-83

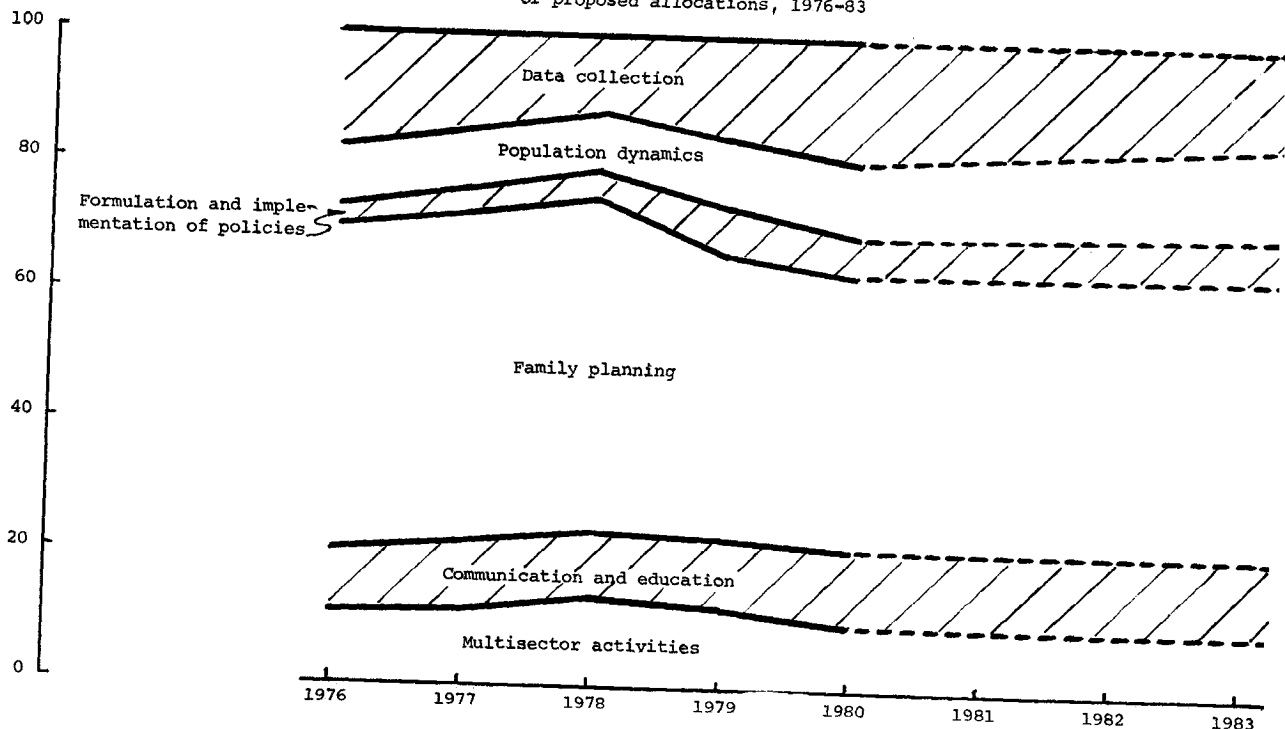


Figure 3. Programme Expenditures in 1980, by region

