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OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to Selected Major Intercountry Programmes

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I. Introduction

1. The Governing Council has considered two previous reports submitted by UNFPA on intercountry activities. At its twenty-fifth session in June 1978, the Governing Council considered a report on this subject in which the rationale for UNFPA support of intercountry activities as an integral and substantial part of the total UNFPA programme was set forth.^{1/} At its twenty-sixth session in June 1979, the Governing Council considered a report on proposed priority intercountry programmes that could be supported at various funding levels.^{2/} and approved the recommendations made in the report that future UNFPA support of intercountry activities be within the level of approximately 25 per cent of total programme resources. In the report to the Governing Council in June 1978, it was proposed that major intercountry programmes exceeding \$1 million might be submitted to the Governing Council on a rotating basis by selecting programme proposals in one or more sectors or areas for consideration at each session of the Council.^{3/} Several members of the Council indicated their approval of this proposal. Accordingly, this paper will present several of the larger intercountry programmes being funded by UNFPA in 1980 and 1981 and which UNFPA propose to fund in 1982 and 1983. These are a) the programme of the United Nations Population Division, b) the global and interregional programme of the World Health Organization, c) the global and interregional programme of the International Labour Organisation, and d) the Demographic Surveillance System Project of the International Centre for Diarrhoeal Disease Research, Bangladesh (ICDDR,B). The programmes of the United Nations, WHO and ILO are selected because they receive the largest share of UNFPA funds allocated to global and interregional activities. ICDDR,B is selected because it is a new project for UNFPA funding and is in excess of \$1 million. If agreeable to the Governing Council, UNFPA will present other selected major intercountry programmes in the future.

2. Section VI of this paper will describe some of the problems of intercountry programming and new directions that UNFPA is considering.

3. In accordance with Governing Council decision 80/44, commencing in 1982 UNFPA will pay to all executing agencies support costs of 13 per cent of expenditures in UNFPA-funded projects. In past years, UNFPA paid agency support costs only to the United Nations and in lieu of agency support has funded infrastructure projects related to population activities within the United Nations and the specialized agencies. UNFPA intends to end its funding of infrastructure projects as it commences payment of agency support costs, although in the case of several agencies which have received infrastructure project funding but where 13 per cent of project expenditures would not be adequate to cover past infrastructure funding, UNFPA intends to continue some infrastructure projects in 1982 and 1983. UNFPA wishes to have some flexibility in the timing of termination of infrastructure projects to avoid disruption of co-operative arrangements that have worked effectively in the past.

4. The global and interregional programmes of the United Nations Population Division WHO and ILO were presented to UNFPA for funding for the four-year period 1980-1983. Some minor projects approved for 1980 only have been completed. Some ongoing projects

1/ DP/332.

2/ DP/406.

3/ DP/332, paragraph 86.

will require additional funding in 1983 beyond the amounts shown in this paper and some projects may not require the entire allocations made to them. If funds are available, UNFPA will consider additional new projects within these programmes. UNFPA maintains continuous contact with the United Nations organizations on programme budgets and co-operates fully throughout each year in rephrasing or adjusting budgets to meet the needs of the programmes, taking into account availability of UNFPA funds.

II. United Nations Population Division

5. In 1980 and 1981, UNFPA funded 18 projects with the Population Division of the United Nations Department of International Economic and Social Affairs. Most of these are continuing projects that will require additional funding in 1982 and 1983. UNFPA provides approximately one-half of the annual budget of the Population Division.

6. The majority of the UNFPA-funded projects are in the field of demographic research and are designed to clarify the complex interactions between demographic change and socio-economic development. Two types of analytical studies reflective of the direct needs of countries are undertaken.

7. The first are studies which are directed towards the development of new and the assessment of existing, methodologies and techniques which are then made available for use by government agencies and research institutions in developing countries to adapt to their own specific needs. An example is the project to develop a "Manual on the integration of population variables in development planning" (GLO/79/P31) which will set forth a methodology in order to assist planners in the formulation and implementation of development strategies and plans which take adequately into consideration the role of population factors. The emphasis is on practical approaches. The manual will consist of three parts: population and over-all economic planning, including production, consumption, etc.; population and sectoral planning, including food, housing, education, health, etc. (to be undertaken in collaboration with the specialized agencies); and population and regional development, including both urban and rural areas. In 1980, \$5,135 was allocated to this project and \$137,805 in 1981. Allocations anticipated in 1982 and 1983 are \$150,805 and \$97,200 respectively.

8. Studies of the second type are comparative analyses reviewing the situation and trends in a number of countries. These studies, in turn provide an analytical base for countries to compare with their own situation, while at the same time contributing to similar studies in the country. The project on "Socio-economic development and fertility decline" (GLO/79/P36), for example, seeks to contribute to the promotion of the integration of economic and demographic planning through case studies in five countries where fertility decline is already occurring. The project aims to increase understanding of how economic and social change impacts upon fertility, assessing the effects of various development policies, such as broadened access to education, increased employment opportunities, greater access to agricultural lands, etc. While previous research tended to focus on individual policies, the present study will use a more holistic approach. The results will be useful in designing more demographically sensitive development policies. In 1981 allocations were \$195,610. In 1982, anticipated needs are \$183,590 and in 1983 \$187,590.

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9. Other activities of the Population Division related to the integration of population and development planning which UNFPA expects to support during 1982-1983 are:

a) United Nations monitoring of World Fertility Survey (GLO/74/P38). Through this project, liaison is maintained among the Population Division, the Regional Commissions and the World Fertility Survey (WFS) on the mutually agreed minimum research programme in which several topics are analyzed comparatively from different perspectives, both at global and regional levels. Allocations: 1980, \$371,100; 1981, \$397,885. Anticipated: 1982, \$306,000.

b) Comparative analysis of World Fertility Survey data (GLO/77/P29). Initiated in 1977, this project serves to ensure full utilization of WFS data through initiation of research studies and analysis to determine, among other things, the factors responsible for stability or change in reproductive behaviour, and the obstacles to, and the factors contributing to, fertility decline. Allocations: 1980, \$186,360; 1981, \$264,055. Anticipated: 1982, \$280,745; 1983, \$283,865.

c) Programme of mortality studies (INT/80/P09). This project is being undertaken jointly with WHO. The project's focus is on improving methodologies for the measurement and analyses of determinants, differentials and implications of mortality changes. Allocations: 1980, \$71,900; 1981, \$356,600. Anticipated: 1982, \$45,000.

d) Interrelations between demographic factors and socio-economic variables (GLO/79/P48). Complementary to the project on "Socio-economic development and fertility decline", this project will focus more on the impact of demographic variables on development over time at global and regional levels in order to determine the structure of the relationship for the formulation of plans and strategies of development at the country level. Allocations: 1980, \$58,714; 1981, \$94,310. Anticipated: 1982, \$92,810.

e) Population projections (GLO/79/P72). The objective is to provide governments and United Nations bodies with updated, internationally comparable estimates and projections of world, regional and national populations and their components, together with selected demographic indicators. Allocations: 1980, \$65,850; 1981, \$154,785. Anticipated: 1982, \$134,985; 1983, \$190,980.

f) Studies in population policy relevant to development policy (GLO/79/P74). Through comparison of national experience, this project will assist national decision-makers in determining the most effective means for the implementation and evaluation of population policy. Allocations: 1980, \$61,600; 1981, \$89,530. Anticipated: 1982, \$93,100; 1983, \$97,075.

10. Research projects may also be initiated on international and internal migration. Research on international migration, unlike previous work in this area, would focus on the socio-economic and demographic consequences for the country of origin. Research on internal migration would emphasize all flows within countries (rural-rural, rural-urban, urban-urban and urban-rural) to clarify the relationship between population movement and development.

11. The Population Division will also continue research into methods to enhance the effectiveness of family planning programmes (GLO/80/P15). Particular attention will be directed to the development of methodologies for measuring programme impact on fertility that can be used at national levels for the evaluation of these programmes. The ultimate goal will be to assist governments in determining the relative merit of various family planning approaches as part of policy and programme development. In addition to the 1981 allocation of \$108,300, allocations are anticipated for 1982 in the amount of \$104,880 and for 1983, \$30,780.

12. In order to encourage dissemination of knowledge and experience, support will be continued for the Population Information Network (POPIN), (GLO/76/P08). A unit within the United Nations Population Division guides, stimulates and co-ordinates a network of population information systems and services of the United Nations, the Regional Commissions, specialized agencies and population centres, including participating national and non-governmental entities. It provides technical support to countries organizing their own population information systems. POPIN deals with information in the broad field of population studies, including family planning and human reproduction. Allocations for 1980 and 1981 were \$6,140 and \$131,345, respectively, while an allocation of \$135,495 is expected for 1982.

13. Since the regular budget of the United Nations is not able to absorb the cost of publishing many of the Population Division's studies, the Fund will continue to provide some support for publication of research carried out with regular budget support. Allocations for this project are \$150,000 per year.

14. UNFPA allocations for the activities of the United Nations Population Division totalled \$945,510 in 1980 and \$2,079,045 in 1981. Anticipated allocations for 1982 total \$2,900,000 and for 1983 total \$1,750,000.

III. World Health Organization

15. The Declaration of Alma Ata of 1978, adopted by the International Conference on Primary Health Care held at Alma Ata, U.S.S.R., in 1978 and endorsed by the General Assembly in 1979, supported World Health Assembly resolutions setting the goal of "health for all citizens of the world by the year 2000", and endorsed the concept of primary health care as the key to attaining this goal. Primary health care links health and family planning as fundamental parts of over-all socio-economic development and emphasizes family planning as an essential element in national strategies for achieving health for all. This linkage will require greater emphasis on inter-sectoral approaches; active community and family participation; collaboration with non-governmental and voluntary organizations; the involvement of all types of workers in health and other sectors including traditional practitioners; the support of family self-care; and the use of appropriate technologies for health promotion and prevention. The WHO intercountry programme funded by UNFPA supports this approach. Twenty-two per cent of the total funds for interregional and global activities of WHO in the major programme area of family health/family planning is provided by UNFPA.

16. The largest WHO interregional project provides support for the formulation and implementation of national family health care programmes (INT/79/P30). Its main emphasis is on technical and managerial support at the country level for national family health care programmes, particularly those UNFPA-funded programmes for which WHO is the executing agency. Activities in support of country programmes fall into three main areas: a) participation of WHO in the formulation, implementation and evaluation of family health programmes; b) the organization of intercountry meetings and workshops to promote the use of newly-developed methods and approaches to the management of family health care programmes at the country level; and c) the preparation and/or updating of guidelines on the use of different methods of fertility regulation and the development of methods and guidelines on the management and programming of family health care. The development of such guidelines by nationals involved in country programmes serves to improve the effectiveness and efficiency of

the family health component of national health care systems. The project includes the participation of WHO technical staff who also participate in the development of the other WHO activities described here. UNFPA has allocated \$766,300 for this project in 1980, \$926,200 in 1981 and proposes to allocate approximately \$1 million in 1982 and \$1 million in 1983.

17. UNFPA has funded studies on the risk approach to maternal and child health and family health care (INT/74/P16). The aims of the risk approach is to give special attention to those women and children in greatest need within a framework of improved health care for all. Levels of risk are determined in order to adapt the type and number of interventions by health workers, by families and by communities to these different levels. The approach thus involves maximum utilization and participation of existing community resources, including non-conventional health care resources such as teachers, traditional birth attendants and women's groups. The activities include defining the risk indicators and levels of risk through epidemiological studies and determining the degree of risk attached to each risk factor, and their eventual interaction. The development and testing of new strategies and the preparation of plans for national application of the most efficient and effective of these will be based on the findings of these studies. UNFPA allocated \$458,000 for this project in 1980, \$387,900 in 1981 and proposes to allocate \$158,700 additional for 1982.

18. A project undertaking operational research on the integration and levels of family care (INT/79/P53) will focus on the results of the risk approach studies by organizing research with a view to developing methods for the systematic analysis of health care systems, in particular task/activity analysis, measures of integration, and combinations of tasks and priority activities at every level of the system to ensure the optimum degree of technical competence. Health services research studies will be carried out by national groups, with the involvement of the community as appropriate. Training of local research staff will be an important element of the project. This project, which received \$65,000 in 1980 and \$93,000 in 1981 will require approximately \$240,000 in 1982 and \$160,000 in 1983.

19. A project in health education research and community participation (INT/79/P42) commenced in 1980 with an allocation of \$120,000. The project seeks to determine how communities can achieve, using their own resources, high levels of maternal, child and family health. It will assess those characteristics of a particular community that will ultimately determine the appropriateness and utilization of MCH-related health care. It will develop a simplified methodology for the diagnosis of community situations with a view to identifying a broad range of factors likely to affect the community's expectations and utilization of programmes designed to improve the health and well-being of mothers and children. Countries are selected in which a community diagnosis approach can be used in conjunction with ongoing or planned maternal and child health and intersectoral programmes. The methodology will be evaluated for: a) identification of needs, expectations, resources and constraints; b) generation of active community involvement; and c) value as a mechanism for encouraging collaboration between different sectors in the development and promotion of health care for mothers and children. UNFPA provided \$207,000 for this project in 1981 and plans to allocate \$270,000 in 1982 and \$98,000 for 1983.

20. A project studying reproductive health in adolescence will be continued in 1982 and 1983 (INT/79/P49). Adolescents form a special risk group for health and social problems related to sexuality, pregnancies (both wanted and unwanted) and childbirth.

Young mothers and their infants are at higher risk of complications. Adolescents are undergoing radical physical and sexual changes; disease can affect their development with serious adverse consequences. They are often those most affected by social changes such as urbanization, migration and unemployment. Adolescents, moreover, are a significant group in terms of future demographic trends. In a project commenced in 1979, a series of collaborative base-line studies is under way on the growth and sexual maturation of girls and boys, and on the knowledge and use of contraceptives, together with country-specific studies on the outcome of pregnancy, the incidence of abortion, etc. Activities in connexion with adolescents are an important priority for the 1980s and this project will cover service, education and research areas. The project received \$225,000 from UNFPA in 1980, \$214,800 in 1981 and will require \$190,200 in 1982 and \$45,000 in 1983.

21. Women's reproductive life, and in particular their ability to plan and control their fertility is a crucial factor in understanding the health problems and needs of women and the family. A project, entitled "The interrelationships of women and family health" (INT/79/P63) addresses issues related to a) the compatibility among women's roles in reproduction, employment and development, and b) the special health implications of these roles in terms of women's own health and that of the family as a whole. The project focuses on the development of social measures to assist women, and involves a series of systematic reviews of country situations in which legislative or insitutional forms of support are not viable and where traditional family systems are breaking down; it includes the participation of women's organizations at the grass-roots level. UNFPA allocated \$57,400 to this project in 1980, \$89,500 in 1981, and an additional \$242,000 for 1982, and \$142,500 for 1983 will be required.

22. A multinational "Study of women as providers of health care" (INT/79/P37) will prepare a global profile to determine and describe the participation of women in various national health systems, the extent of this participation, trends and differentials, and, where possible, the causes underlying the variables. An international panel of experts will identify significant issues related to the changing status of women as providers of health care within the health system, in the community, and in the home. The profile is expected to be available in 1981. In 1980, \$93,000 was allocated by UNFPA, \$59,000 in 1981 and \$30,000 will be allocated in 1982.

23. The project, "Manpower development for family health" (INT/79/P40), seeks to undertake training in manpower planning for: family health care workers at national, regional and local levels; for educators in institutions engaged in training such personnel; for representatives of ministries and planning commissions involved in manpower development; and for representatives of professional associations. Since there is an over-all lack of experienced manpower planners, facilitators in countries in which workshops will be held are trained in intercountry and inter-regional workshops. All learning materials are produced in Arabic, English, French, and Spanish. This project received \$53,000 from UNFPA in 1980, \$73,000 in 1981 and will require \$89,000 in 1982.

24. Another training project focuses on teachers and trainers for all categories of community-level health workers to develop a community-based, problem-oriented training programme for these teachers, paying particular attention to MCH and family planning care within primary health care (INT/79/P47). The teacher trainees become

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involved in promoting a community's own participation in health care. At the national level, this activity includes the strengthening of a principal training institution with access to rural areas, development or adaptation of learning materials, and courses and workshops. The curriculum is based on task analyses, developed at the local level by the trainees, along with key people in the community. At the same time, WHO supports countries to strengthen their national capabilities by training high level health workers from various disciplines at regional and interregional courses. This project received \$222,000 in 1980, \$45,000 in 1981 and will require an additional \$10,000 in 1982.

25. MCH and family planning services can be greatly improved if the effectiveness of traditional birth attendants (TBAs) can be improved. WHO assists with training programmes for TBAs (INT/79/P43) through the organization of interregional and national workshops. These are designed to enable the participants to experience relevant adult education techniques, to select critically those techniques which apply in the face of prevailing cultural and practical criteria, and to identify the criteria for the selection and matching of the components of training programmes with appropriate techniques. Research activities include the application of the risk method approach in the training of traditional birth attendants; the development and utilization of evaluation instruments to measure the effectiveness of training and performance; and a cross-cultural study of traditional birth attendants' beliefs and practices related to pregnancy, birth and pregnancy avoidance. UNFPA approved \$75,000 for 1980 for this project and \$126,000 in 1981, and \$165,000 will be allocated in 1982.

26. WHO enhances education-related methods for a training project (INT/79/P48) in maternal and child health and family planning (MCH/FP) by conducting research into several interrelated aspects of the development of training programmes for health workers and other community workers. In 1980, \$95,000 was allocated to this project \$107,400 in 1981 and \$83,000 will be allocated in 1982.

27. Levels and trends in maternal, infant and child health, particularly as they relate to improvements in morbidity and mortality, are of critical importance to developing countries. Nevertheless, both health levels and trends in such areas are largely unknown. The objectives of this project (INT/80/P07) are to evaluate recent trends in health improvement among women of reproductive age and in children (primarily under the age of five), and to carry out research which will help to fill the gaps in present knowledge. The project will also have major policy implications for the formulation of health programmes. Funding was \$72,200 in 1980, \$141,500 in 1981 and will be \$263,900 in 1982 and \$65,000 in 1983.

28. Continuing evaluation is necessary to improve health care systems and depends upon collection of adequate information within the system. Imaginative use of health medical recording and reporting systems, with education and training for the health workers involved, may make them more aware of the vital part evaluation may play in assisting them to organize their work more effectively. This project (INT/79/P41) seeks to develop simple records systems, which can simultaneously guide and teach, and to formulate simple instructions for the organization of health surveys, which will yield data on which the management of health services can be based. Funding for 1980 was \$78,000; 1981, \$116,000; and for 1982 and 1983, \$120,000 in each year.

29. A joint United Nations/WHO project (INT/80/P09) studies mortality differentials, their change over a period of time, and their causes and consequences, among as well as within developing countries. The study is designed so that knowledge gained from it can be used in the formulation of population and health policies in developing countries. It will also assist developing countries to establish self-sufficient statistical systems and the capability to carry out their own mortality studies in accordance with their differing health and mortality problems and priorities. In 1980, UNFPA provided \$115,920; in 1981, \$229,500, and intends to allocate \$257,400 in 1982 and \$279,500 in 1983.

30. As part of a collaborative effort within the United Nations system for a comparative analysis, WHO is undertaking a study (INT/79/P59) of World Fertility Survey data with regard to certain health aspects of fertility:

- a) contraceptive use, by method, by age and parity and by desire for more children;
- b) mortality among infants and children under five years of age, by age and parity of the mother, birth interval and breastfeeding;
- c) reproductive health of adolescents, including nuptiality, fertility and fertility regulation;
- d) breastfeeding, by socio-economic differentials and by contraceptive use; and
- e) infertility and childlessness.

These analyses will be carried out, one survey at a time, using data from the special modules in addition to the core data. Comparative analysis will be carried out on a regional basis. UNFPA provided \$50,000 in 1980 and in 1981 and plans to allocate \$50,000 more in 1982.

31. UNFPA's funding of global and interregional projects with WHO totalled \$3,909,820 in 1980 and \$4,207,500 in 1981 including an infrastructure project. The Fund anticipates allocations to the above-described programme in an estimated amount of \$3,200,000 in 1982 and \$2,000,000 in 1983.

32. In addition to the projects described above, UNFPA has gradually increased its support for the WHO Special Programme of Research, Development and Research Training in Human Reproduction and in 1982 will contribute \$2,000,000 to the Programme. The Governing Council decided in June 1979 that it should review the question of continued UNFPA support for this Programme at its regular session in 1982 (Decision 79/28).

IV. International Labour Organisation (ILO)

33. UNFPA supported 14 projects of the ILO during 1980 and 1981, representing between 75 and 80 per cent of the total ILO activity in population. Most of these are continuing projects that will require additional funding in 1982 and 1983.

34. Two projects started in previous years were concluded during 1980-1981. The first was a cross-cultural analysis of population and labour, using World Fertility Survey data. The second, a major project on migration, has contributed to the design of household surveys to obtain better data on the causes and consequences of migration; and to the methodology of evaluating the effectiveness of migration policies and the impact of general development policies on migration. The results have already been applied in a number of countries.

35. The ILO intercountry programme comprises two complementary and interdependent geographic levels. First, global projects based at ILO Headquarters provide for research work as well as technical and administrative back-up - including conceptual design, monitoring and evaluation - to regional and country level activities. Second, the regional labour and population projects in the four developing regions provide the services of teams of experts to both government agencies and non-governmental bodies. The activities of the regional teams include the provision of technical advice, training and assistance in designing and implementing country technical co-operation projects.

36. The basic objective of the ILO programme is to introduce and integrate population and demographic factors with employment and labour policies and programmes.

37. The ILO global programme has three components: global research; backstopping of policy and research work on population and employment at regional and country levels; and population/family welfare education and family planning.

38. Global research is designed to improve the understanding and knowledge of the interaction between demographic variables and employment, labour markets, migration and income distribution. This research attempts to develop new approaches and methods of analysis. A number of research subcontracts are given out to specialists and institutions, mostly in the developing world. An example is the project on "Demographic change and the roles of women" (GLO/77/P14), designed to increase understanding of women's roles and their relationship to fertility and child mortality. It includes the development of new conceptual approaches and data collection techniques, large-scale national studies combining survey and anthropological analyses, and studies of the impact on women of various government policies, such as employment. The country studies will contribute to the national information base and to national policy formation. In Ghana, Jordan and Egypt, these studies are being designed to answer specific policy-relevant questions, and are being carried out in institutions connected with or advising the government. The methodology developed, both in terms of understanding and appreciating women's work, and in terms of data collection techniques on this topic is designed to be of value for subsequent country projects and surveys. The policy studies are expected to lead to conclusions about the impact of various types of development programmes on women and thus, on fertility and mortality. As in the case of other projects, there are direct inputs to country level work through headquarters backstopping of country projects and through related regional projects. In 1980 and 1981 allocations were \$389,617 and \$531,359 respectively. Anticipated allocations for 1982 and 1983 are \$410,000 and \$208,000 respectively.

39. Other global research activities to be continued in 1982 and 1983 are:

a) "Population, labour and poverty: research and action support" (GLO/79/P42). This research project will contribute to an understanding of the importance of population issues in the design of anti-poverty policies and programmes through the evaluation of specific policies in selected country; in the development of measures to relate poverty issues to population policy; and in terms of data collection at the country level. Allocations: 1980, \$267,884; 1981, \$398,983. Anticipated: 1982, \$372,000; 1983, \$331,000.

b) "Population mobility, employment and policy design: A programme of research and technical support" (GLO/79/P83). Building upon previous ILO work on migration, this project focuses on two major issues: seasonal and other short term migration, its determinants, economic role, and the individual and societal consequences; and the design and effectiveness of land settlement and related policies, with particular emphasis on employment and income generation aspects. Allocations: 1981, \$358,000. Anticipated: 1982, \$286,000; 1983, \$324,000.

40. The policy and research work of ILO in regional and country projects aims at contributing to the integration of population variables in employment and human resources aspects of development planning and policymaking at national and regional levels. This involves the promotion, design and implementation of policy-oriented research on population, human resources and socio-economic development interlinkages for national development planning and policy-making adapted to specific contexts. There is a primary focus on institution-building, training and dissemination elements under this component. The programme executed under this component is distinct from the population programmes of other United Nations agencies - the United Nations, and Regional Commissions in particular - in that it examines the issues of population policies in the context of, *inter alia*, manpower, employment, labour markets, women's roles, internal migration, international migration, income distribution and poverty. To date, twenty country projects have been approved for funding by UNFPA and many of them are already operational. They cover the development of an institutional and analytical framework and research studies on population, human resources and development planning; internal migration issues and policies; international migration; women's work participation and especially rural fertility. The national implementing agencies are typically planning bodies, labour ministries, statistical offices and development research institutes. ILO Headquarters provides the necessary direction to these projects in the project titled "Population, employment and development planning: Global conceptual design, technical back-up and related training to field programme" (GLO/79/P38). Allocations of \$98,096 in 1980 increased in 1981 to \$227,241. Anticipated needs in 1982 are \$208,500 and \$149,500 in 1983.

41. At present, there are about fifty ILO country projects in the field of population education and family planning, mostly in work settings. Many of the projects involve, in addition to government departments, the participation of a variety of non-governmental organizations, especially trade unions, employers' organizations, cooperatives and women's groups. There are, however, a number of projects with a primary focus on a single constituent such as the trade union, workers' education institutions, cooperatives and employers' organizations. The production of appropriate educational training materials suitable for use in an organized sector setting forms an integral part of these projects. Several projects are not confined to an educational role but also include the provision of family planning services in work settings, through enterprise level health services, social security institutions and labour welfare boards. The types of government agencies responsible for these projects are ministries of labour

or social affairs, departments of cooperatives, rural development and national family planning boards. Projects in education/welfare exist in all the major developing regions, except in Latin America. The ILO Headquarters staff provide backstopping for the regional and country activities, translate new ideas into prototype materials for adaptation at local levels, and provide readily available advisory services where country project staff need assistance. ("Global conceptual design and technical back-up for new approaches to family welfare including IEC materials production - 1980/1983" GLO/79/P39. \$58,985 was allocated in 1980 and \$113,039 in 1981. \$138,500 and \$149,500 are anticipated allocations for 1982 and 1983 respectively.)

42. UNFPA allocations for the global activities of ILO totalled \$814,582 in 1980 and \$1,628,622 in 1981. Anticipated allocations for 1982 total \$1,886,746 and for 1983 total \$1,635,500.

V. Demographic Surveillance System, ICDDR, Bangladesh

43. The International Centre for Diarrhoeal Disease Research, Bangladesh, (ICDDR,B), is the successor to the Cholera Research Laboratory of Bangladesh. It was authorized by the Government of Bangladesh in 1978 to conduct research in diarrhoeal diseases and directly related subjects of nutrition and fertility, with special relevance to developing countries. In February 1979, in Geneva, WHO hosted a meeting chaired by UNDP which was attended by representatives of twenty-six governments and agencies including UNFPA. The memorandum of understanding that resulted from this meeting endorsed the Centre as an international entity. A family planning project of the ICDDR,B is funded by UNFPA as part of the Bangladesh country programme.

44. The Community Services Research Programme of the Centre is responsible for its large-scale data collection activities. Demographic surveillance at the Centre's Matlab and Teknaf field stations provides the necessary denominator information for all other studies carried out in these areas and in addition longitudinal data provide an accurate estimate of demographic dynamics in these two disparate rural populations. Studies on fertility control in Matlab Thana (district) are continually undertaken by the ICDDR,B and it has become apparent that the provision of fertility control services has resulted in a continuing use by about one-third of the potentially fertile couples which has reduced both fertility and the overall mortality of the population served. Research continues at a basic level on behavioural aspects of fertility and on the biosocial determinants of fertility in rural Bangladesh.

45. The Demographic Surveillance System project of the ICDDR,B is funded as an inter-country project because the project is used for training programme planners and researchers from national programmes of developing countries. The project's research on measurements and determinants of fertility and mortality enables the trainees to improve assessment of the effectiveness, safety and acceptability of MCH/FP technologies such as contraception, oral rehydration therapy, nutrition and immunization in their national MCH/FP programmes. Trainees are selected from developing countries worldwide and the publications of the studies are linked to global mortality studies of the United Nations Population Division and WHO. ICDDR,B intends to incorporate a small demographic surveillance project based on the Matlab model into a similar research project in Africa.

46. Funding for the general programme of ICDDR,B has been provided by UNDP, WHO, and UNICEF and the Governments of Australia, Bangladesh, United Kingdom of Great Britain

and Northern Ireland, United States of America and others. ICDDR,B has been designated a collaborating Centre in the WHO Diarrhoeal Diseases Control Programme and it is planned that ICDDR,B will play an important role in the WHO technical training programme.

47. The Demographic Surveillance System project to be funded by UNFPA will require \$1,712,100 over the three year period of the project. \$726,512 has been allocated for the period from November 1979 to June 1981. An additional \$99,288 is required for 1981, \$427,630 for 1982 and \$458,670 for 1983.

48. UNFPA has determined that this project may be directly executed by ICDDR,B, since it has the capability to administer UNFPA funds, execute the project and account directly to UNFPA. Funds will be expended for international experts, administrative support personnel of ICDDR,B, local personnel in the Surveillance Project, training and equipment, including data processing equipment.

VI. Problems and New Directions in Inter-country Programmes

49. The Fund's mandate "to promote co-ordination in planning and programming, and to co-operate with all concerned" places special responsibility upon the Fund with regard to intercountry programmes. Late in 1979 UNFPA convened a meeting on multidisciplinary and intersectoral research related to population and development which brought together the United Nations, the specialized agencies and regional commissions. Among the results were joint programming, sharing of information about programmes, plans and staff capabilities, as well as circulation of information concerning the products of intercountry programmes. The co-ordinating process, begun in this area, is also being initiated with respect to population education and communication, and in the area of women, population and development.

50. The intercountry programme as a whole has been developed in response to country needs as identified by the various executing agencies. At the global level agencies respond to information from their regional and country advisers, as well as from countries, seeking areas of need which because of a generalized interest can best be met at that level. In particular, they seek to initiate innovations that would be difficult to explore at country levels because of lack of time and lack of human and financial resources. At regional levels, the principle of programme development is the same, and the work programmes of the commissions are periodically reviewed by their governing bodies. The involvement of UNFPA Field Staff in the decision-making process, reflecting their close relationships with government officials in population areas, also contributes to ensuring that the intercountry programme is realistic and responsive to countries.

51. Given the dynamic nature of population programming, the intercountry programme must be continuously reviewed to ensure that it takes adequately into account the changing situation in countries. Thus, for example, interregional and regional advisory services must reflect changing technical capabilities within countries as they move toward greater self-reliance. Similarly, intercountry training must be viewed as part of a national institutional development process, perhaps involving teams of people rather than individuals, in order to maximize benefit to the country. To regularize this process, the Fund is now developing a revised system for monitoring intercountry activities, including reporting and reviews. It will also facilitate sharing of information within and outside the Fund, to encourage greater utilization of the results of intercountry activities.

52. One important aspect of the monitoring process will be a closer scrutiny of the in-country activities of the intercountry programme. Since the programme, particularly in research, is designed to anticipate country needs through the development of new conceptual frameworks and methodologies, much of the activity is actually undertaken at country levels. These country activities should contribute to the country need at the same time that they respond to the broader concerns of many countries. To this end, UNFPA is now reviewing the process through which country sites for intercountry activities are selected prior to a final decision by the agency executing the intercountry programme. Criteria being considered include the relevance of the work for the particular country, the degree to which the work will contribute to institutional development in the country, and the need to ensure that the intercountry activity will not so overburden national institutions as to diminish their effectiveness for meeting pressing national needs. In this process, UNFPA is also considering ways it might combine different projects with complementary needs into single country activities that take a more holistic view.

53. The programming and monitoring process will also pay particular attention to the utilization of the products of the intercountry programmes, particularly in research. While promoting utilization is still much more an art than a science, UNFPA will make a greater effort, particularly on an experimental basis, to increase the actual use of the products of intercountry activities in countries. Certainly the actual and potential contribution of regional and global advisers in this process must be recognized, since they work at the country level with their counterparts in planning, implementing and assessing projects. Also important are the clearinghouses and seminars and workshops. More direct attention to the different audiences to be reached, and the needs of each audience, will require additional approaches. For example, new efforts probably make it necessary to present the product of a project in a number of different forms and versions. Training of policy analysts and policy interpreters may also be required. If the recipients' specialized needs for information are met, utilization of the product is likely to be increased.

54. This paper has addressed the issue of co-operation among and between agencies in planning programmes, particularly in research. Another area where co-operation must be addressed is in the provision of advisory assistance, particularly through the regional teams. Since agency mandates are specialized, the agencies' contacts in countries may be limited to specific national agencies or ministries. This is an important level of contact, and could lead to the development of excellent sectoral projects. Such specialized approaches may, however, also hinder development of broad scale integrated programmes. This is often seen in the area of education, where activities in the formal school sector, in agriculture, in health, and in labour go on side by side. This is ultimately a problem for country programming. In recent years the agencies have been meeting informally to discuss mechanisms for greater co-operation and co-ordination. UNFPA will play a more active role and encourage experimentation with new approaches that respect the agencies' mandates while contributing to greater collaboration at the country level.

VII. Recommendations

55. The Executive Director recommends that subject to availability of funds, the Governing Council:

(a) Approve the global and interregional programmes of the United Nations Population Division, the World Health Organization and the International Labour Organisation as described above, for the years 1982 and 1983;

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(b) Approve the Demographic Surveillance System Project of the International Centre for Diarrhoeal Disease Research, Bangladesh, in the amount of \$1,712,000 over the period of November 1979 through 1983;

(c) Authorize the Executive Director to make the arrangements necessary to implement these programmes and projects.