

UNITED NATIONS DEVELOPMENT PROGRAMME



UNDP

Distr.
GENERAL

DP/FPA/12/Add.9
16 March 1981

ORIGINAL: ENGLISH

GOVERNING COUNCIL
Twenty-eighth session
June 1981
Agenda item 7 (a)

OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Sri Lanka

Comprehensive population programme

| | |
|---|---|
| Estimated UNFPA contribution: | \$5.4 million |
| Estimated value of the Government's contribution: | \$25 million |
| Duration: | Four years (1982-1985) |
| Estimated starting date: | January 1982 |
| Executing Agencies: | United Nations International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO) World Health Organization (WHO) United Nations Children's Fund (UNICEF) United Nations Development Programme (UNDP) UNFPA |
| Government Co-operating Agency: | Ministry of Plan Implementation |
| Government Implementing Agencies: | Ministry of Education Ministry of Health Ministry of Family Health and Colombo Group of Hospitals Ministry of Higher Education Ministry of Labour Ministry of Indigenous Medicine Mahaweli Ministry Community Development Services |

I. Summary

1. Following a needs assessment mission in March 1980 and a subsequent programming mission, the Fund proposes to assist the Government of Sri Lanka in a second four-year (1982-1985) programme, following the first four-year programme (1973-1977) and interim assistance (1978-1981). This second programme would include projects in the following areas given priority by the Government and by the needs assessment mission: population dynamics and development planning; management of population programmes; family planning and family health; information, education, and communication; and special programmes including projects for women and assistance to the Accelerated Mahaweli Development Programme. UNFPA assistance would mainly support technical assistance, in-country and overseas training, equipment and supplies, as well as some of the operating expenses of projects.

II. Background

2. Sri Lanka is an island in the Indian Ocean, south of the Indian peninsula, with an area of 65,864 square kilometres and a population estimated by the United Nations at 14.6 million in 1980.

3. Population density is about 226 persons per square kilometre of land over-all, but over two-thirds of the population live in the Wet Zone in the south, where most of the cultivated land and industry are located. About 20 per cent of the population live in urban centres, most in greater Colombo. Of the total labour force, about half are engaged in agriculture. However, at present arable land is exceedingly limited; density per square kilometre of arable land is estimated at 5,500 persons. The Dry Zone, in the north and east, offers potential for settlements and development in the future if extensive irrigation projects now planned are realized. Per capita gross national product is estimated by the World Bank at \$190 for 1978.

4. The current United Nations estimates of mortality rates indicate a substantial improvement since the 1960's. The crude death rate, estimated at 8.5 per thousand for 1960-1965 is down to 7.6 per thousand for the period 1975-1980. The infant mortality rate is about 50 per thousand live births. Life expectancy for the period 1975-1980 is estimated at 66.5 years for females and 63.5 years for males. A decline in the crude birth rate is recorded between 1960-1965 and 1975-1980, from 34.7 per thousand to 27.6 per thousand. The gross reproduction rate, estimated at 2.51 for 1960-1965, is estimated for 1975-1980 at 1.90. Women of childbearing age (15-49 years) account for over 51 per cent of all females in the country.

5. Sri Lanka has a long history of concern for the problem of rapid population growth. It has been reflected in the country's development planning starting with the first plan, for 1954-55 to 1959-60; the ten-year plan 1959-1968 emphasized the need to formulate population policies and action programmes. The need to make family planning a national development goal was re-emphasized in 1956, and at that time family planning became an integral part of the Government's maternal and child health services.

6. In 1966 an Advisory Committee of the Ministry of Health prepared recommendations for a national family planning programme including demographic targets as well as targets for the use of different family planning methods. The Government accepted the main recommendations of this Committee, and in 1968 a Family Planning Bureau was established within the Ministry of Health to co-ordinate and direct the national programme.

7. The Government has made a strong commitment to formulating and implementing a population policy. Responsibility for the formulation of population policy has been assigned to the Ministry of Plan Implementation, which functions under the President. Family planning services have been integrated with maternal and child health services in the national health system, and a separate Ministry of Family Health and Colombo Hospitals was created so that more attention could be devoted to these services. Government tax policies are also being reoriented to favour small families. All major political parties have publicly pledged their co-operation with this national effort. The Government recognizes the need to mobilize greater domestic resources for this programme with a view towards achieving self-reliance in this sector as soon as possible.

8. UNFPA assistance to Sri Lanka began in 1971 with the funding of a health manpower study, executed by the World Health Organization. Several additional projects were funded by UNFPA in 1972 - a study on promoting maternal and child health and family planning as an integral part of the general health services and a study on law and population at the Ceylon Law College. In 1973, the Government of Sri Lanka and UNFPA signed a comprehensive agreement under which UNFPA committed a total of \$6 million over a four-year period beginning in January 1973 to support the Government in fulfilling its broad aim as stated in its Five-Year Plan (1972-1976) to make family planning services available to all groups of the population. The programme included 12 projects and at the end of the four-year period, ongoing projects were extended and continuing assistance provided for those specific priority areas identified during the first four-year period. Total UNFPA assistance through 1980 amounted to \$8.3 million.

9. Funding from UNFPA has been in several areas: 1) data collection and analysis - to provide the services of several international experts to the Government in demographic analysis and data processing as well as fellowships in this area for a number of Sri Lankans; 2) population dynamics - to assist the University of Colombo in the establishment of a Demographic Training and Research Unit and to aid the Unit's initiation of courses in demography and research studies in a number of areas (fertility, mortality, population growth, distribution, etc.) and to assist the Government in a study of labour migration; 3) family planning - to assist the Government in training programmes for medical personnel in this area, in upgrading MCH/FP facilities, and in initiating motivational activities; and 4) information, education and communication - to assist the Government in creating awareness of, and demand for, family planning services.

10. Generally, progress in all areas has been satisfactory. For example, the Demographic Training and Research Unit at the University of Colombo now offers graduate and undergraduate courses in demography and population on an ongoing basis and has offered special short-term courses for officers of the Ministries of Labour, Health and Education. In the MCH/FP area, orientation courses in family health/family planning have reached about 60 per cent of the country's public health midwives, 65 per cent of the nurses and over 100 medical officers. Twenty-four major hospitals received operating room equipment and supplies for sterilization procedures. To improve family health in the plantation sector, 200 estate polyclinics were established and training in family planning was given to 100 midwives, 94 medical officers and 80 assistant medical practitioners. Teaching manuals for strengthening nursing and midwifery education in MCH/FP were designed and produced. Medical schools in Colombo and Peradeniya incorporated subjects related to human reproduction and family planning into the

medical curriculum. Population education was introduced into the school curriculum of grades 6 to 9; family health education programmes for rural women were initiated; non-formal educational programmes were organized in the industrial and business sector. While some programmes were slow to start up during the early period (mainly in the training area), over-all the Sri Lanka population programme appears to have achieved its targets. A major problem continues to be the lack of trained personnel in all areas, which has resulted in services being unable to keep pace with demand and lack of facilities, particularly in rural areas. Another continuing problem is the emigration of skilled and trained personnel.

11. Other donors have also provided assistance. The Swedish International Development Authority (SIDA) has provided technical and financial assistance to Sri Lanka since 1958. SIDA's assistance, equivalent to over \$4 million, since 1958, has contributed to institution-building, training of personnel, research, and supply of contraceptives. The Norwegian Agency for International Development (NORAD) provided a total of \$886,300 for 1978-80 to upgrade the operating theatres of 40 peripheral health centres and to train 130 medical officers of these institutions in obstetrical skills. This project's objectives also included establishing a referral system between the upgraded health centres and the surrounding health units and increasing and consolidating motivational activities. NORAD and SIDA have recently integrated their aid to the family planning programme into a framework of integrated area development with special attention to poverty in the rural areas.

12. The Sri Lanka Family Planning Association has received significant and continuing assistance through the International Planned Parenthood Federation (IPPF). In 1978/1979 this assistance in cash and commodities amounted to approximately \$1.3 million. Smaller grants to other voluntary agencies, such as the Community Development Services and the Sri Lanka Association for Voluntary Sterilization, have come from Family Planning International Assistance, the International Fertility Research Programme, and the Association for Voluntary Sterilization, International Project.

Needs assessment mission

13. The needs assessment mission fielded in March 1980 to Sri Lanka found both strengths and weaknesses in Sri Lanka's population programme:

1) Sri Lanka has an abundance of population data but requires assistance in the analysis and utilization of such data;

2) The Government should adopt a broader view of population policy including not only fertility but also internal and international migration, differential morbidity and mortality, and the interaction of development and population programmes;

3) Organization and management issues are central to any significant improvement in the population programme, and the mission made a number of detailed recommendations in this area, including providing training in management to key personnel and strengthening the district population committees and giving them a key role in initiating and running population activities at the local level;

4) Demand for family planning services exceeds the availability of these services, and thus, the family health and family planning service delivery system requires strengthening in various ways - better facilities, improved logistics (distribution of contraceptives and other supplies, delivery and maintenance of equipment), adequate supply of contraceptives, more trained medical personnel at all levels, and involvement of the private sector, including allopathic and ayurvedic (traditional) medical practitioners, in service delivery.

5) While general awareness of population questions and the existence of family planning programmes is high, Sri Lanka must still work to ensure that information reaches national policymakers, especially those concerned with planning. Also, the population programme needs to stress face-to-face communication with community leaders and individual families, and field personnel, both paid and volunteer, should be trained in the required communication skills. Information, education and communication activities should be decentralized as much as possible and the activities of various Government and volunteer agencies involved should be co-ordinated, so these activities can be more closely related to the provision of services and campaigns and materials can be designed for specific groups. The population education project in the schools should be reactivated.

6) Community participation in providing family health and family planning should be encouraged by systematically involving and supporting existing village-based organizations in identifying local needs and planning and implementing local projects.

7) External assistance should be provided to support settlers in the Accelerated Mahaweli Development Scheme by providing social services including family health and family planning.

III. The programme

14. The second UNFPA programme of assistance for Sri Lanka was formulated by the Government and UNFPA, on the basis of the Government's population priorities, and taking into account the findings and recommendations of the needs assessment mission. Representatives of Executing Agencies within the United Nations system also collaborated in project identification. The projects making up this programme, for which a total of \$5.4 million is being requested for Governing Council approval, are described below.

Population dynamics, planning, and management

15. UNFPA proposes assistance in the amount of \$900,000 for four projects in this area:

16. Demographic Training and Research Unit. This is an extension of the project noted in paragraphs 9 and 10 above. UNFPA has been requested to provide final assistance of \$100,000 to maintain the Unit for one year at the end of which the Government would assume all costs. The Unit would continue training undergraduate and graduate students in demography, assist in evaluating both private and public fertility regulation programmes, and offer consultancy services. Technical backstopping would be provided by the United Nations Department of Technical Co-operation for Development (UNDTCD).

17. Integrating population research findings into development planning. This four-year project would promote awareness of the close relationship between population and development in the formulation of plans, policies and programmes for development. The Population Division of the Ministry of Plan Implementation would be strengthened through in-service training, and mechanisms would be established to systematically plan, manage, evaluate and utilize research findings on population and development. Project activities would be guided by a Steering Committee consisting of representatives of various Government agencies. UNFPA proposes assistance in the amount of \$200,000 to cover research costs, subcontracts and grants to institutions, training, and equipment. The project would be directly executed by the Ministry of Plan Implementation.

/...

18. Strengthening district population committees. The Government is working to decentralize population activities and proposes the establishment of population committees at the district level. The committees are expected to provide a means of mobilizing community participants and identify and help solve local problems in service delivery. This project would function on a pilot basis, supporting the activities of 10 of the 24 committees operating in 1980. During a first phase, the project would concentrate on training committee members, including Government agents and district officers of various ministries, in project planning, formulation, and evaluation. During a second phase, committees would receive support for population activities designed and carried out at local level. UNFPA assistance would total \$200,000, and the project would be executed directly by the Ministry of Plan Implementation in collaboration with other relevant ministries and voluntary organizations.

19. Strengthening the management of population programmes. Under this project, local and international management specialists would provide training to upgrade the management skills of various categories of staff involved in the population programme at the national and district levels. Training needs would be identified through an analysis of present activities, and the training programme would receive a pilot testing before being undertaken on a large scale. In addition, special consultancy services would be provided in such problem areas as purchasing, storage, and distribution of supplies and installation and maintenance of equipment required for the sterilization programme. UNFPA assistance would amount to \$400,000 to this four-year project, which would be directly executed by the Ministry of Plan Implementation.

Family planning and family health

20. To assist the Government of Sri Lanka in achieving the national objective of increasing the user rate of all modern contraceptive methods from the current 27.4 per cent to 50 per cent by 1986, UNFPA proposes contributing \$3.4 million for five projects with activities concentrating mainly in expanding family planning services to the rural and estate population and to those living in poor urban areas. This will be done through upgrading peripheral family health facilities, strengthening the staff, providing contraceptive supplies, and improving the logistics system in order to avoid bottlenecks in distribution of supplies and maintenance of sterilization equipment. The Asian Development Bank has agreed in principle to provide a loan, primarily for upgrading of health care facilities with possible integration of population services with such facilities. A major part of the proposed loan may be required for equipment, training, construction of staff quarters and health clinics. A small amount may be included for contraceptive supplies to supplement the projected assistance from UNFPA for this purpose.

21. Strengthening family health services. With UNFPA assistance over the next four years, this ongoing project would concentrate on upgrading four municipal maternal and child health centres in Colombo by training eight doctors in obstetrical/gynaecological skills and maternal and child health care and providing the centres with equipment, supplies, and health education/family planning motivational materials. The project would also help develop a Municipal Statistical Unit which would provide data to the Evaluation and Research Unit of the Family Health Bureau of the Ministry of Family Health and Colombo Hospitals. Other activities would include providing

/...

equipment and supplies to 87 district hospitals and strengthening laboratory services for gynaecological patients in two major hospitals. The training of doctors in tubectomy and vasectomy skills would continue, 75 medical officers would receive training, and 100 public health nurses and assistant medical officers would be trained in IUD insertion. (It is felt that if physicians can be released from routine IUD insertion, medical services will be better able to meet the heavy demand for sterilization.) Further training activities would include bi-annual review workshops in maternal and child health for medical officers to make supervisory staff more effective, and orientation courses in family health for peripheral-level instructors and supervisors. Public health inspectors, nurses, and midwives and village health workers would receive in-service training in family health. In addition, stronger logistical support would be provided for the distribution of contraceptives and other supplies at 16 divisional drug stores. The project would be implemented by the Ministry of Family Health and Colombo Hospitals/Family Health Bureau. UNFPA assistance would total \$800,000, providing administrative support, training, and equipment. The Executing Agency would be WHO.

22. Providing contraceptives for the national family planning programme. The Government wants to increase the use of reversible methods of family planning. This project would have as its immediate objective providing contraceptives for the national family planning programme from 1982 to 1985, after which the Government would assume the financing of these supplies. The main contraceptives used are IUDs, condoms, oral contraceptives, and Depo-Provera. If requested, UNFPA would assist the Government in seeking financial support to undertake feasibility studies as a first step towards establishing production plants within Sri Lanka. UNFPA assistance for the purchase of contraceptives and surgical supplies for the sterilization programme would total \$1,900,000. The Executing Agency would be WHO.

23. Strengthening the Research and Evaluation Unit of the Family Health Bureau. This project would establish a system within the Unit for processing and analysing data quickly, making it possible for the Family Health Bureau to formulate and implement programmes on the basis of reliable, up-to-date data. The availability of data would also allow the Bureau to evaluate the efficiency and effectiveness of activities by measuring programme inputs and outputs. The project would provide training for staff of the Unit, and would assist the Unit in making the results of various surveys and studies it has undertaken widely available. UNFPA assistance would total \$100,000 and would provide technical assistance and training. The project would be implemented by the Ministry of Family Health and Colombo Hospitals. WHO would be the Executing Agency.

24. Training ayurvedic practitioners in family planning service delivery. Ayurvedic (traditional) medical practitioners play an important role in the delivery of health care in Sri Lanka, and involving them in the family planning programme was recommended by the needs assessment mission and has been approved by the Government. Under this project, 2,400 registered ayurvedic practitioners would be trained to counsel potential acceptors and to prescribe and monitor the use of oral contraceptives. The Family Health Bureau would organize the training programme in collaboration with the Commissioner of Ayurvedas in the Department of Ayurveda of the Ministry of Indigenous Medicine; this Ministry would be responsible for implementation. UNFPA assistance would amount to \$200,000. The project would be directly executed by the Government.

25. Maternal and child health/family planning for estate workers. UNFPA proposes providing \$400,000 to continue this project, which serves workers in the plantation sector. The 200 polyclinics established during the first UNFPA programme of assistance are now being operated by the Government, and this project would establish an additional 200 such institutions. The clinics would operate on a weekly basis to make family planning services more accessible to the estate workers. (Follow-up and motivational activities would be carried out by the family welfare supervisors - see paragraph 29). The project would provide basic training in family planning to 75 family health workers, and 80 assistant medical practitioners would receive training in IUD insertion. A system for managing, monitoring, and evaluating field activities would also be tested. UNFPA assistance would be used for training and equipment. This project would be implemented by the Ministry of Health; the Executing Agency would be UNICEF.

Information, education, and communication

26. Under the proposed 1982-1985 programme, information, education and communication activities would concentrate on providing services to certain specific groups and on sustaining the level of family planning acceptance. UNFPA proposes providing \$800,000 to support four projects in this area:

27. Information Centre and Clearinghouse. At present, population information resources are scattered among a variety of governmental and voluntary agencies throughout Sri Lanka; there is no single information support system to back up the various projects of the Government's population programme. The Government therefore proposes establishing a national Population Information Centre and Clearinghouse which would identify, collect, organize, and disseminate population information in various formats; establish links with significant institutions inside and outside the country to keep current on population-related developments and activities; develop an outreach programme through newsletters, brochures, translations, on-site visits, etc. to reach a wide audience; and set up a national network of population information resource centres to co-operate in exchanging information and materials. UNFPA has been asked to provide \$100,000 to cover the costs of project personnel, training, and equipment. The project would be executed by the Ministry of Plan Implementation with technical assistance from the Economic and Social Commission for Asia and the Pacific (ESCAP).

28. Extension of population education. An expansion of the communication strategy programme, this project has been designed to make population education more relevant to the needs of the 24 districts. The project would organize district seminars and workshops and a national seminar to identify population education needs and design specific action programmes. By 1985 each district would be expected to have a population education programme with relevant materials based on its own needs. Pre-service and in-service training programmes for teachers and district administrators would be organized, and ongoing programme evaluation would be incorporated into the project's activities. UNFPA has been requested to provide \$400,000, to cover the costs of training, equipment, and the design and production of materials. The project would be executed by the Ministry of Education with technical assistance from UNESCO.

29. Training estate family welfare supervisors. The second phase of this project would seek to train an additional 200 family welfare supervisors to work on the estates where 200 new polyclinics will be established. These personnel would promote family welfare and health education through group meetings and face-to-face

/...

communication with people on the estates. UNFPA proposes assisting this second phase in the amount of \$100,000 over two years, after which the cost would be borne by the Ministry of State Plantations. UNFPA assistance would cover an international expert, design and production of simple IEC materials and training. The Executing Agency would be the International Labour Organisation (ILO).

30. Population education for urban workers. UNFPA is requested to provide \$200,000 to assist this project for two years, at which time the Government would assume support. Educational activities would be aimed at specific target groups where an urgent need for family planning services has been identified--e.g., workers in the Ports Authority, the Transport Board, and the Free Trade Zone, women workers, students at the Vocational Training Centre. The project would be implemented by the Ministry of Labour; ILO would be the Executing Agency.

Special programmes

31. Assistance to the Accelerated Mahaweli Development Programme. The Accelerated Mahaweli Development Programme is Sri Lanka's most important development programme. It seeks to increase employment and agricultural output through construction of dams and reservoirs and through the resettlement of 140,000 peasant families (about 10 per cent of the population) on 128,000 hectares of newly irrigated land. Bilateral and international financial institutions have committed funds to help finance this undertaking. UNFPA has been requested to assist 5,000 farm families who will be resettled under the Mahaweli scheme during 1982-1985. Assistance would focus on social aspects of development such as training farm leaders, farmers and women leaders in community development, with population education as part of the curriculum; and carrying out action research to document and evaluate, inter alia, the impact of resettlement on population variables and the attitudes of settlers towards resettlement before and after moving. UNFPA has been requested to provide \$100,000 for these activities. The project would be directly executed by the Mahaweli Authority, under the Mahaweli Ministry.

32. Other projects. UNFPA proposes providing \$200,000 for a group of projects to improve the status of women and make members of youth groups aware of population questions. One such project would encourage the integration of rural women into development activities by, inter alia, developing their leadership skills and knowledge and supplying services related to health, nutrition and family planning. The Women's Bureau under the Ministry of Plan Implementation would implement most of the projects, which would be directly executed by the Government.

33. The proposed UNFPA contribution by Work Plan category, subject to availability of funds, is as follows:

| | |
|---|----------------|
| Population dynamics, planning, and management | \$900 000 |
| Maternal and child health and family planning | 3 400 000 |
| Information, education and communication | 800 000 |
| Special programmes | <u>300 000</u> |
| Total | 5 400 000 |

34. The status of programme and project development as of March 1981, is as follows:

| | |
|-------------|----------------|
| Approved | \$3 900 000 |
| Pending | 600 000 |
| Foreseen | <u>900 000</u> |
| Grand total | 5 400 000 |

IV. Recommendation

35. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Sri Lanka for the period of 1982-1985 in the amount of \$5.4 million; and

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

- - - - -