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UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES  
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Pakistan

Support of the national population programme

Proposed UNFPA assistance:

\$20 million, of which \$15 million is  
to be committed by UNFPA and the remainder  
by UNFPA or from multi-bilateral sources

Estimated value of the  
Government's contribution:

To be determined

Duration:

Five years (1987-1991)

Estimated starting date:

January 1987

Executing agencies:

United Nations Department of Technical  
Co-operation for Development  
International Labour Organisation (ILO)  
United Nations Educational, Scientific  
and Cultural Organization (UNESCO)  
World Health Organization (WHO)  
United Nations Fund for Population  
Activities (UNFPA)

Government co-operating agencies:

Population Welfare Division,  
Ministry of Planning and Development

Population Education Cell,  
Ministry of Education

## PAKISTAN

Demographic Facts

Population by sex		Population density (/sq. km.)	126
Total (in 1000)	101,696	Average annual change	
Male (in 1000)	57,766	Population increase (in 1000)	2,905
Female (in 1000)	48,931	Births (in 1000)	4,018
Sex ratio (/ 100 females)	107.8	Deaths (in 1000)	1,434
Population in year 2000 (in 1000)	142,554	Net migration (in 1000)	320
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	44,931	Population change total (%)	3.08
Age 15-64 (in 1000)	53,940	Urban (%)	4.3
Age 65+ (in 1000)	2,825	Rural (%)	2.6
Age 0-14 (percentage)	44.2	Crude birth rate (/ 1000)	42.6
Age 15-64 (percentage)	53.0	Crude death rate (/ 1000)	15.2
Age 65+ (percentage)	2.8	Natural increase (/ 1000)	27.4
Age indicators		Net migration (/ 1000)	3.4
Median age	17.6	Fertility and mortality	
Dependency: age 0-14	83.3	Total fertility rate	5.84
Dependency: age 65+	5.2	Completed family size	6.90
Dependency: total	88.5	Gross reproduction rate	2.85
Youth: 15-24 (in 1000)	20,817	Net reproduction rate	2.05
Women: 15-49 (in 1000)	22,620	General fertility rate (/ 1000)	193
Urban-rural population		Child-woman ratio	802
Urban population (in 1000)	30,291	Infant mortality rate (/ 1000)	120
Rural population (in 1000)	71,405	Life expectancy: male	51.0
Per cent urban (%)	29.79	Life expectancy: female	49.0
Per cent rural (%)	70.21	Life expectancy: total	50.0
Agricultural population density		GNP per capita	
(/hectare of arable land)	2.17	(U.S. dollars, 1983)	390

Sources: Area and population density on arable land: derived from Food and Agriculture Organization, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1985; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17 (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World population Prospects, Estimates and Projections as Assessed in 1982 (United Nations publication, Sales No. E.83.XIII.5) - "population by sex" through "population density (sq. km.)" as of 1985, and "average annual change" through "life expectancy: total" as of 1980-1985.

## I. SUMMARY

1. On the basis of the findings and recommendations of the needs assessment update mission that visited Pakistan in March-April 1984, UNFPA proposes to provide assistance to the Government of Pakistan in the amount of \$20 million over a period of five years (1987-1991) to strengthen the comprehensive national population programme and to assist the Government in becoming self-reliant in the field of population. Should resources not become available for the funding of the entire programme, UNFPA proposes to support a programme of \$15 million. Additional required funding will be sought through multi-bilateral arrangements. Pakistan is a priority country for UNFPA assistance. The proposed new programme would be the fourth UNFPA-funded programme in Pakistan.

2. The needs assessment update mission emphasized the continued need for external technical assistance and strongly endorsed the consolidation of current efforts being made in Pakistan in order to sustain the momentum of the country's population programme.

3. The proposed programme is essentially designed to strengthen and consolidate the existing family welfare programme of Pakistan. Its main thrust is to support reproductive health and clinical services; an integrated clinical training programme for family planning, health and non-governmental organization (NGO) personnel; community-based maternal and child health/family planning (MCH/FP) services through family welfare centres; expansion of family planning service delivery through the involvement of traditional medical practitioners (hakeems); development of research and evaluation capabilities of the National Institute of Population Studies; and population and family welfare education for workers in the national organized sector. UNFPA assistance would support technical advisory services, salary support on a declining scale, training, equipment and contraceptives. No fundamental change is envisaged in the direction of the UNFPA assistance programme in the coming five years; rather emphasis will be placed on the expansion of family planning information and services to a wider target population, especially in rural areas. UNFPA assistance to the Government of Pakistan in the proposed programme presupposes greater future emphasis on the strengthening of national qualitative and quantitative reporting procedures to achieve the stated goals of the programme. A project to support the improvement of management capacity is also proposed.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para.14 (d)), respect for human life is basic to all human societies (para.14 (e)) and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para.14 (f)).

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## II. BACKGROUND

### Demographic and social indicators

5. According to United Nations medium variant estimates and projections, Pakistan, with a total population of approximately 101.7 million in 1985, is the eighth most populous country in the world. The annual population growth rate is estimated at 3.08 per cent for the period 1980-1985, representing a substantial rise from the rate of 2.1 per cent prevailing during the period 1950-1955. The population has been projected to exceed 200 million by the year 2020. The principal contributor to the rapid rise in the rate of population growth since 1950 has been the pronounced decline in the mortality rate, from a crude death rate of 28.5 per 1,000 in 1950-1955 to 15.2 per 1,000 in 1980-1985. The infant mortality rate has declined from 190 per 1,000 live births to 120 per 1,000 over the same period. The total fertility rate in 1980-1985 was 5.84 per woman. Life expectancy at birth has increased from under 40 years in 1950-1955 to 50 years in 1980-1985.

6. Pakistan has made progress in the social sectors, particularly in education, manpower and health, although high illiteracy, poverty and few opportunities for women are still characteristic. About 6 million children between the ages of five and nine years attend primary school. The Government's objective of universal primary education is becoming increasingly difficult to achieve as the number of children in this age group continues to grow. The literacy rate increased from 21.7 per cent in 1972 to 29.6 per cent in 1985. The rates are markedly higher for males and for urban dwellers. Females constitute only 31 per cent of those completing primary schooling and 8 per cent of those completing middle-level schooling. Male and female labour force participation rates differ widely at 50.6 per cent for males as compared with 2.1 per cent for females.

7. Pakistan is experiencing both emigration and internal migration from one rural area to another and from rural to urban areas. An ever-increasing proportion of the population lives in urban areas, approximately 30 per cent in 1985. The urban population grew at an annual rate of 4.3 per cent over the period 1980-1985. Although migration into the cities has increased, the major component of rapid urban population growth is the high rate of natural increase.

### Government policies and plans

8. In a statement outlining Pakistan's views on population, for the benefit of those attending the International Conference on Population, President Mohammad Zia-ul-Haq said:

"It is self-evident that without the active co-operation of the people themselves substantial results in population planning cannot be achieved. To inspire the trust and confidence of the people, which is a prerequisite to such co-operation, population welfare strategy has to be integrated into their socio-cultural ethos.

"For this reason, the sixth five-year plan of Pakistan has

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attempted to place the concept of family welfare in an appropriate socio-ideological framework. The plan seeks to create an environmental infrastructure where individuals and families can make informed decisions in accordance with their faiths and beliefs and on the basis of enlightened self-interest and needs of responsible parenthood".

9. Pakistan's present demographic trends are a matter of deep national concern and the Government has accordingly placed greater emphasis in the sixth five-year plan (1983-1988) on balancing national resources and human requirements. To achieve this objective, a reduction in the growth rate of the population is considered to be of utmost importance. The population welfare programme utilizes a multi-sectoral approach with a view to changing desired family size. This approach encourages active participation of governmental and non-governmental organizations and local communities and aims at strengthening communication strategies. The Government has budgeted the equivalent of approximately \$180 million for the population welfare programme for the period 1983-1988. This represents a fourfold increase from the budgetary provisions of the fifth plan. The Government's commitment is also reflected in a recent statement by the Minister of Planning and Development that "investment in family planning is a crucial investment for a nation. That is why our population welfare programme must rank -- and it does -- as the top priority in development planning".

10. In addition to increased financial resources, the Government's attention to the population welfare programme is evident by the defederalization of population welfare activities, which gives responsibility for programme implementation to the provincial governments, as well as by the functional integration of family planning and maternal and child health activities. These moves are expected to result in better management and co-ordination at the provincial level and will also enable village/community participation to be increased.

#### Other external assistance

11. A substantial amount of external assistance is provided to Pakistan's population welfare programme, in addition to that provided by UNFPA. The United States Agency for International Development (USAID) has committed \$40 million for period 1982-1986 to strengthen the Government's population planning, evaluation, research, motivational and logistics capabilities and performance. The following components are financed under this scheme: management information, research and evaluation; logistics system and contraceptive supplies; bio-medical and socio-medical research at the National Institute of Fertility Research; and professional and personal motivation through short-term training and technical assistance. In addition, USAID has obligated \$20 million for period 1984-1990 in support of the programme for the social marketing of contraceptives which, utilizing the private sector, aims to increase contraceptive use through expanded promotional activities and greater contraceptive availability.

12. The World Bank, together with co-financiers (USAID and the British Overseas Development Administration), has committed a total of \$28.2 million for the first population project which started in December 1983 and is expected to run through June 1988. The programme consists of a national component supporting three

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essential sub-programmes, namely non-clinical training, information, education and communication (IEC) and population education in schools; and a regional component in support of the family welfare programme in 13 districts. Funds have also been made available for evaluation as well as for preparation of subsequent projects, including planning of a mid-census demographic survey.

13. The Canadian International Development Agency has pledged \$C3.1 million for a six-year multi-bilateral project with the United Nations Development Programme and the United Nations Statistical Office to support activities in Pakistan of the National Household Survey Capability Programme. It has pledged an additional \$C19.4 million for a five-year project to assist the Government and local NGOs in special social sector projects, including MCH/FP. Both projects are to start during 1986.

### III. REVIEW OF PREVIOUS UNFPA ASSISTANCE

14. The first country agreement between the Government and UNFPA was signed in August 1970, under which UNFPA committed \$1.76 million to support the national family planning programme through provision of contraceptives, medicines and equipment; consultancies/advisers, training, fellowships and study tours; support for research and evaluation; clinical and basic medical research; postpartum programme activities and maternity-centred family planning services; transport; and salary supplements for field workers.

15. The second UNFPA country programme, approved by the Governing Council at its eighteenth session in June 1974 (decision 74/29 B), committed UNFPA to provide assistance in an amount of up to \$15 million over five years. Assistance was provided for the Pakistan Fertility Survey undertaken within the framework of the World Fertility Survey; for training and publication activities at the Demographic Policies Research Centre; and for seminars, workshops, and other group training in the areas of research and evaluation related to population planning. The bulk of the funds went to projects designed to strengthen the country's MCH/FP services through training and salary support for various MCH/FP personnel. UNFPA also supported expansion of the country's postpartum care programme and provided support for local costs of regional training institutes for health personnel as well as for medicines and contraceptives. UNFPA funds also made possible study tours for officials involved in policy-making, planning and management. Total UNFPA assistance to Pakistan through 1980 amounted to approximately \$14.5 million.

16. Based on the recommendations of the needs assessment mission fielded to the country in 1979, a UNFPA programme of assistance to Pakistan was approved by the Governing Council at its twenty-eighth session in June 1981 in the amount of \$30 million for the period 1981-1985, subject to the review and reassessment of the whole UNFPA programme for the years 1982-1985 as requested by the Governing Council in decision 81/7 I, paragraph 2. Expenditures in 1981 amounted to \$400,000. Owing to UNFPA's financial constraints at the time, the review and reassessment of the UNFPA programme for the period 1982-1985 (DP/1982/28), approved by the Council in decision 82/20 I, paragraph 2, at its twenty-ninth session, foresaw a reduction of the balance of \$29.6 million to \$11 million. UNFPA, with the concurrence of the Government, made the necessary reductions in the various project budgets.

Expenditures (1982-1984) and allocations (1985) eventually totalled \$10 million including \$1.5 million in multi-bilateral resources, leaving a balance of \$1 million. The third country programme was originally intended to last until the end of 1985. UNFPA will now extend it by one year until December 1986 and make available to the Government in 1986 the above-mentioned balance of \$1 million and in addition the unexpended allocations carried forward from 1985, an amount which was not yet known at the time of writing this document. At the end of 1986, UNFPA expects to have made available to the Government the full amount of \$11 million as intended in the review and reassessment.

17. Assistance provided was largely aimed at strengthening the nation's human resources and infrastructure to provide MCH/FP services, including reproductive health and contraceptive surgery services. Major UNFPA inputs included technical advisers, training, general salary support, transport, equipment, medicines and contraceptives. A multi-bilateral project with the OPEC Fund for International Development enabled the provision of surgical and medical equipment worth approximately \$1.5 million.

18. Despite the long period of operation of the population programme, the political commitment at various administrative levels as well as the country's overall absorptive capacity have remained fairly low. The prevailing cultural environment and religious sensitivities have resulted in the programme operating with little mass media support and have served to keep the programme in a low profile. Programming difficulties during the previous period included recruitment delays and resultant long vacancies due to cumbersome administrative procedures; restrictions on officials' participation in training programmes; and unrealistic project targets.

19. Activities under the third country programme, in MCH/FP, information, education and communication, basic data collection and analysis, demographic training and research, and formulation and evaluation of population policies and programmes are briefly described below.

#### Maternal and child health and family planning

20. Strengthening of community-based family planning via MCH delivery through family welfare centres. The Government has identified 1,250 family welfare centres as sites for the integration of MCH/FP services with community development activities and for the strengthening of MCH/FP service delivery at the community level in both urban and rural areas. UNFPA has supported some 85 centres in three districts and has provided, through multi-bilateral arrangements with the OPEC Fund for International Development, medical/surgical equipment and kits to traditional birth attendants at the centres. The World Bank has supported 293 centres in 13 districts, while the Canadian International Development Agency has funded 64 centres in four districts. The remaining centres have been directly supported by the Government.

21. The project continues to function in the three districts despite some staffing problems. It has also proved the usefulness of the centres in educating clients and providing a wide range of MCH/FP services, including pre- and

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post-natal check-ups and child care services. The popularity of the centres has increased, each covering an average population of 15,000 to 30,000 in urban, rural and peri-urban areas of Pakistan. An evaluation of the project is being conducted by a local sub-contractor, with the results to be made available in the spring of 1986. The total cost of this government-executed project is estimated at \$1.3 million.

22. Improvement of national reproductive health/contraceptive surgery programme. To provide the facilities for improved family planning services, service outlets were established or upgraded in hospitals, where there are trained doctors available to perform contraceptive surgery. The facilities were also expanded to include obstetric/gynaecological extension services in outlying rural areas and satellite clinics. Under this project, training is being provided to doctors, nurses and other health care personnel in endoscopy and in surgical contraceptive procedures and techniques, with emphasis in mini-laparotomy and laparoscopy. The Family Planning Association of Pakistan, a non-governmental organization with long experience in the country, has also played an important role in the delivery of family planning services through its network of contraceptive surgery units and extension camps. UNFPA assistance to the Association, amounting to \$508,000, ended in 1985. Although the project has continued to make satisfactory progress, some difficulties have arisen in connection with the renovation activities. There have been problems in securing co-operation at various levels of government and from hospital authorities in making space available for contraceptive surgery. Nevertheless, the project has contributed to a substantial increase in the number of acceptors of family planning services as well as in the annual performance of contraceptive surgery services, from about 7,000 cases in 1977-1978 to 40,000 cases in 1982-1983. The UNFPA contribution for this government-executed project is estimated to be \$3.3 million.

23. Expanding family planning services through involvement of hakeems. Under this project, UNFPA enlisted the co-operation of 1,100 hakeems (traditional medical practitioners), through six professional organizations of hakeems, in providing family planning counselling, motivation and services. The hakeems are greatly respected in the villages and their co-operation has been helpful in the implementation of the national population welfare programme. The project has served to: (a) increase the distribution of contraceptive supplies; (b) provide referral services to clients for semi-terminal and terminal methods; and (c) incorporate the teaching of family planning in the syllabus of colleges of traditional medicine. Nevertheless, the lack of regular supervision at the field level as well as the high recurrent costs have constrained the project's progress. The results of an in-depth evaluation initiated in late 1985 are to be made available in the spring of 1986. The estimated cost of the project is \$500,000, and is being directly executed by the Government.

24. Developing and strengthening national health/family planning personnel resources through an integrated training programme. To strengthen the overall quality of population programme personnel, the upgraded and more effective regional training institutes are providing the service delivery network with well-trained trainers and service personnel. These health and family planning personnel are



being trained before they are assigned to family welfare centres. The outcome of the project has been quite satisfactory. Regional training institutes have been strengthened and rationalized, and adequate training has been provided to various cadres of health and family planning personnel. The evaluation mission which visited Pakistan in November 1985 determined that the following had contributed to the success of the project: the support given to the Directorate of Clinical Training by the Population Welfare Division; the standardization of staffing patterns, curricula and general policies and procedures for the institutes; and the creation of a career ladder in the Population Welfare Division. Factors which may have hindered more effective project performance are the lack of joint planning between service delivery personnel and training staff; the lack of balance between medical and other aspects of the institutes' curricula; the lack of teachers' training; failure to utilize the consultancy and fellowship components; and the lack of clearly defined systems for follow-up and supervision. The main recommendations of the evaluation include the revision of job descriptions for each category of worker trained; the revision of the training curriculum based on the job descriptions; the development of new teaching/learning materials; and an increase in teacher training and in-service training. The recommendations have been fully accepted by the Government and will be incorporated in the new project document. The Government and WHO have been executing this project, for which UNFPA allocated approximately \$2.5 million.

#### Population information, education and communication

25. Population and family welfare education for workers in the national organized sector. To assist the Government in its objective of moderating population growth and to consolidate the efforts in population education in the organized sector already established under the first phase of this project, initiated under the second UNFPA country programme, a second phase is being undertaken. This involves active support and continuing participation of the industrial sector through a sustained programme of workers' population education. The rate of project implementation has consistently been high and the project has been effectively managed. Past problems, such as the unrealistic work plan, have been resolved through closer monitoring and supervision as well as through continuous consultations between ILO, UNFPA and the Government. The estimated total cost of the second phase of this project, executed by ILO, is \$400,000.

#### Basic data collection

26. Assistance for the population and housing census of 1981. In 1981, a nationwide population and housing census was conducted in Pakistan. This project provided assistance to strengthen national capability for the collection, processing and analysis of population data. The project supported the procurement of equipment and provision of short-term consultants in demographic analysis as well as in-service training of nationals in the use of computer software programs for census analysis. Assistance was also provided to train nationals under United Nations fellowships. Final census reports were published and more reliable data, including estimates of fertility and mortality, age-sex structures at all geographic levels and estimates for small geographic areas, have become available.

UNFPA also provided follow-up assistance to ensure effective use of the 1981 census data through further analytic studies and improvement of tabulations and statistical measures. An estimated total of \$870,000 has been allocated to this project, which is being executed by the Government and the United Nations Department of Technical Co-operation for Development.

### Population dynamics

27. Study of the interactions of labour force participation, internal migration and fertility behaviour. This empirical study, initiated in 1979, aimed to facilitate the integration of population into a comprehensive development planning strategy by identifying and assessing the effects of population growth on various economic factors such as the labour market, wages, consumption and income distribution. Under the project, an extensive survey on income expenditure, labour force, migration and fertility was conducted. A number of papers resulting from analysis of survey data were prepared for publication and distribution among national development planners. In order to disseminate the policy findings obtained from the various studies completed under this project and to identify those aspects most important for formulation of a national population policy, a three-day seminar was held. Participants included research staff of the Pakistan Institute for Development Economics, and senior government officials from the Planning Commission, the Population Welfare Division, the Federal Bureau of Statistics and the Ministry of Labour. UNFPA allocated a total of \$220,000 to the project, which was executed by ILO.

28. National migration sample survey. The survey was initiated in 1982 by the Federal Bureau of Statistics. Data generated from this survey will be used in developing national policies in the areas of urban growth and changing population distribution patterns, social and land reform, integrated rural development and reduction in disparities among regions of the country. Training has also been provided through fellowships to strengthen national capability for population data processing and analysis. A survey involving some 14,000 households produced invaluable data related to the socio-economic and demographic characteristics of non-migrants and migrants in the urban and rural areas. The project is executed by the Government. The estimated total cost of the project is \$150,000.

### Formulation and evaluation of population policies

29. Assistance for formulation and implementation of national population plans and programmes. UNFPA has provided assistance for technical expertise, both international and national, for policy formulation, programme planning, and implementation of the national population plan through the creation of task forces, workshops and study tours. UNFPA assistance has helped the Government to formulate population strategies to be integrated into the economic development plan. A portion of the funds was used to finance the needs assessment mission as well as the project formulation mission. A total of \$160,000 has been allocated to this project, which was executed by the Government and the Population Council.

#### IV. PROPOSED PROGRAMME 1987-1991

30. A needs assessment update mission was fielded to the country in March-April 1984 to observe the progress of the population welfare programme, to assess the effectiveness of the inputs to date and to identify activities for further external assistance. The mission strongly endorsed the efforts being made and supported their consolidation. The mission recommended continuation of donor assistance to the Government's population programme and encouraged future emphasis on monitoring, management information and evaluation, training, maximum integration with the existing health infrastructure and innovative and educational population activities through the non-governmental sector. The mission also recommended additional funding for women's programmes, vital registration activities and a national monitoring and evaluation system.

31. The tripartite project reviews held subsequent to the needs assessment mission helped identify the strengths and weaknesses of existing projects and facilitated the formulation of new projects in line with the national development plan. The Government indicated that no major redirection of efforts was necessary to meet the objectives of the sixth five-year plan, but that continuing and increased support should be given to the same core projects in order to integrate the gains achieved by the programme during the course of the fifth five-year plan. Some of the projects described above will be revised and continued in the programme for 1987-1991 as new projects.

32. The proposed allocations for the projects of the proposed fourth country programme, totalling \$20 million, are subject to the availability of funds. The funding levels proposed herein may have to be reduced to \$15 million or less depending upon the resources available to UNFPA.

33. The proposed five-year UNFPA programme of assistance to the Government of Pakistan, in the areas of MCH/FP; population information, education and communication; population dynamics; population policy formulation, and special programmes, is briefly described below.

##### Maternal and child health and family planning

34. Community-based MCH/FP services through family welfare centres. The Government's family welfare centres project has been operating on the principle that community participation and the integrated approach is crucial to organizing and sustaining family planning services throughout the country. The activities of the existing centres have, therefore, been upgraded and expanded from the limited family planning services to include maternal and child health care and skills development and functional education activities for women. Under the new project the following activities would be supported: provision of wide-ranging MCH/FP services at the centres; training of traditional birth attendants; education for women in child care, child spacing, nutrition, literacy and vocational training;

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development of IEC materials for motivation purposes; and an external evaluation scheduled for 1988. UNFPA support of 85 centres would cover salaries of staff, costs for evaluation, seed money for income generating activities for women, referral fees, rental of premises and costs of medicines.

35. UNFPA would also provide assistance for an additional 50 to 60 centres through national NGOs. The activities and personnel of these NGO-operated centres are organized somewhat differently than those of the Government's centres described above. This project will thus not only strengthen NGO involvement, but will also provide a comparative analysis enabling an assessment of the most effective service delivery inputs. The project would be executed by the Government and the NGO Co-ordinating Council for Population Welfare, with UNFPA support in the amount of \$2.4 million.

36. Expanding family planning service delivery through the involvement of hakeems. The innovative use of hakeems in family planning service delivery in Pakistan has been favourably endorsed because of the hakeems' acceptability in the cultural environment, particularly in the rural areas. This approach involves the participation of hakeems in motivating target couples and in providing contraceptive services and supplies at people's homes or at the hakeems' clinics. Under the new project, UNFPA assistance has been requested to support a network of 2,200 hakeems in 40 districts in the implementation of the national population welfare programme. An allocation of \$1.5 million is proposed to cover the costs of salary support, training of teachers at colleges of traditional medicine, supplies of indigenous medicines, transport, equipment, and monitoring and evaluation activities. The project is to be executed by the Government and UNFPA.

37. Reproductive health/contraceptive surgery. UNFPA proposes to continue the existing project, which aims to reduce maternal and infant mortality by integrating reproductive health and maternal and child health services. The project would contribute to the continuous expansion of reproductive health/contraceptive surgery services, which should help the Government achieve the demographic targets set for the sixth five-year plan. The following services would be provided through hospitals/clinics and extension service units: population welfare education; family planning services, including temporary methods of contraception; and limited MCH services such as treatment of minor ailments. Under this project, UNFPA would renew its support to the Family Planning Association of Pakistan in providing surgical contraceptive services through their clinical facilities and contraceptive surgical units. It would also assist the Laparoscope Repair and Maintenance Centre in providing repair and maintenance services to all hospitals with laparoscopic facilities. UNFPA proposes to allocate \$8 million, which would provide technical expertise, salary support, support for training, institutional reimbursement costs, medical equipment, vehicles, contraceptives, renovation and miscellaneous expenses. The project would be executed by the Government and UNFPA. It is hoped that an agreement will be signed in 1986 with the United Kingdom Overseas Development Administration for a multi-bilateral component of assistance to this project.

38. Integrated clinical training programme for family planning, health and NGO personnel. Since 1978, under the second UNFPA country programme, UNFPA has supported regional training institutes for the training of trainers and service personnel in family planning. Clinical training has been provided to family planning and health personnel, with emphasis on family planning techniques. Since training is vital in improving health and family planning services, UNFPA assistance has been requested to continue support to the regional training institutes for further activities. Activities under this project would include training of professional teachers in teaching methodology, supervision, operational research and preparation of audio-visual aids; training of supervisory staff and field workers; training of master trainers; and fellowships in MCH/FP and public health. Based on the recommendations of an external evaluation, more emphasis would be placed on curriculum development, training methodology and development of teaching aids. UNFPA would provide \$3.5 million for technical advisers, salaries and travel allowances of project personnel, training (including fellowships), expendable and non-expendable equipment, and medicines. UNFPA would continue to execute the project jointly with WHO.

#### Population information, education and communication

39. Population education through literacy and adult education programmes. With less than half of the school-age population enrolled in primary school (and less than a third of the girls), and with fewer than one in five adolescents attending secondary schools, it is imperative that population education be introduced through literacy and adult education programmes if it is to reach a wide segment of its potential audience. Moreover, since most of the people live in rural areas and are engaged in agriculture-related occupations, the incorporation of population components into agricultural extension programmes would significantly extend the reach of population education. This proposed pilot project would focus on curriculum and materials development; training; and monitoring, evaluation and institutionalization. In addition, orientation programmes in population education would be organized to obtain the support of high-level decision makers. UNFPA proposes an allocation of \$530,000 for this project, to support local and overseas training, sub-contract for curriculum and materials development and evaluation work, audio-visual and office equipment, one vehicle, a local consultant and project personnel salaries, and report/printing costs and miscellaneous charges. The project would be executed by UNESCO.

40. Population education for workers in the organized sector. Based on the evaluation carried out jointly by the Government, ILO and UNFPA in 1983, continuous assistance is being provided to consolidate the efforts in population education in the organized sector. The project aims to integrate workers' population education into the regular activities of the Federal Labour Division and provincial labour departments and to intensify education on family planning and population dynamics among workers. The following training activities are to be implemented: orientation courses for senior management; workshops for labour welfare officers, plant trade union officials and worker motivators; and lectures for employers of the national trade union federations. The project is being executed by ILO, for four years, to run until 1987. Continuing support is requested in the amount of \$500,000 from UNFPA to support training, personnel costs, technical backstopping arrangements, and administrative and transport facilities.

41. Pakistan population information centre. This project would support the establishment and operation of the population information centre, which would collect and disseminate relevant information to population policy-makers and programme planners. In order to facilitate its information gathering, linkages would be developed with concerned international and regional institutions. Activities would include training of personnel; consultancy services in the use of audio-visual aids; orientation study tours; and workshops. The project would be executed by the Economic and Social Commission for Asia and the Pacific with \$50,000 in UNFPA support, as part of the regional efforts to establish a population information and clearinghouse network.

#### Population dynamics

42. Development of research and evaluation capabilities of the National Institute for Population Studies. In accordance with the recommendations concerning the National Institute for Population Studies made by the UNFPA needs assessment update mission, a number of activities are proposed that are appropriate to the UNFPA programme in Pakistan. These include evaluative surveys of the reproductive health services project, preparation of a monograph on the population of Pakistan, seminars, workshops and training fellowships. The proposed UNFPA allocation to this project is \$660,000, to be executed by the Government and UNFPA. USAID is to provide the bulk of external assistance to the Institute.

#### Pending projects

43. Discussions between UNFPA and the Government have been under way concerning the formulation of specific projects costed at a total of about \$2.86 million. With a portion of the funds, approximately \$1 million, UNFPA would support the Government's efforts to involve NGOs in strengthening family planning service delivery. The project would also help design an NGO management development programme. The NGO Co-ordinating Council, established by the Government in 1985, now has 52 participating NGOs operating 329 service outlets. It is expected that, by the end of 1988, there will be 1,000 NGO service outlets. The core activities of the NGOs consist of a minimum welfare package of mother and child health care, family planning and education and training for women.

44. Approximately \$1 million would be allocated in support of improving the status of women through training and population education. The balance of about \$860,000 would be used for strengthening the monitoring and evaluation capabilities at federal and provincial levels. Funds in reserve would also be used to organize study tours and conferences such as a visit of national parliamentarians to other Muslim countries with active family planning programmes; study tours of programme personnel to countries in the region; and scientific conferences related to population.

#### Evaluation and monitoring

45. The programme will be subject to monitoring and evaluation in accordance with the revised UNFPA guidelines for monitoring and evaluation, to be issued in

mid-1986. The guidelines emphasize the need for progress reports, internal evaluation reports, tripartite reviews, occasionally independent evaluations, and a final report for each of the individual projects of the programme. The programme as such will be monitored through annual country reviews and may also be subject to an independent programme evaluation.

#### Role of UNFPA field staff in overseeing the programme

46. The programme will be monitored at the field level by the UNFPA Deputy Representative and Senior Adviser on Population, under the overall supervision and policy guidance of the UNFPA Representative (who is also the UNDP Resident Representative). The UNFPA Deputy Representative, assisted in this case by one International Programme Officer and one National Programme Officer as well as programme and administrative support staff, will be responsible for such matters as co-ordinating, monitoring, including rephrasing and revision of project budgets, and assessing the overall progress of UNFPA activities in the country -- with respect to both agency-executed and government-executed components -- and intervening when difficulties arise and reporting on these to UNFPA headquarters; assisting, where appropriate, the executing agencies and the Government with their reporting responsibilities connected with the programme; and preparing a semi-annual report containing a general review of population activities in the country and a status report on the UNFPA-funded programme. UNFPA staff will also assist in scheduling tripartite project reviews and annual country reviews, particularly aimed at identifying problems and difficulties in order to ensure the efficient and effective implementation of the UNFPA-funded programme and to provide feedback information which may be necessary for adjustments in work plans and budgets as well as information on future programme and project needs.

#### Financial summary

47. The proposed UNFPA assistance to the Government of Pakistan for the five-year period 1987-1991, by project within each UNFPA work plan category, is outlined below. Should resources not become available to UNFPA for the funding of the entire programme, the programme would be reduced to \$15 million. UNFPA would then seek multi-bilateral funding to support as much of the remainder of the programme as possible.

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	<u>\$20 million level</u>	<u>\$15 million level</u>
<b><u>Maternal and child health and family planning</u></b>	<b>\$</b>	<b>\$</b>
Community-based MCH/FP services through family welfare centres	2 400 000	2 400 000
Expansion of family planning service delivery through the involvement of <u>hakeems</u>	1 500 000	270 000
Reproductive health/contraceptive surgery	8 000 000	5 500 000
Integrated clinical training programme for family planning, health and NGO personnel	<u>3 500 000</u>	<u>3 500 000</u>
Subtotal	<u>15 400 000</u>	<u>11 670 000</u>
<b><u>Population information, education and communication</u></b>		
Population education through literacy and adult education programmes	530 000	330 000
Population education for workers in the organized sector	500 000	300 000
Pakistan population information centre	<u>50 000</u>	<u>50 000</u>
Subtotal	<u>1 080 000</u>	<u>680 000</u>
<b><u>Population dynamics</u></b>		
Development of research and evaluation capabilities of the National Institute of Population Studies	<u>660 000</u>	<u>460 000</u>
Subtotal	<u>660 000</u>	<u>460 000</u>
<b><u>Pending projects</u></b>	<u>2 860 000</u>	<u>2 190 000</u>
<b>TOTAL</b>	<u><u>20 000 000</u></u>	<u><u>15 000 000</u></u>

#### V. RECOMMENDATION

48. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Pakistan in the amount of \$20 million for five years;

(b) Authorize the Executive Director, should resources not become available to UNFPA for funding the entire programme, to seek multi-bilateral resources to fund the remaining projects under the proposed programme;

(c) Further authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Pakistan and with the executing agencies.

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