GOVERNING COUNCIL OF THE UNITED
NATIONS DEVELOPMENT PROGRAMME
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Item 6 of the provisional agenda
UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROGRAMMES AND PROJECTS
Recommendation by the Executive Director
Assistance to the Government of Nepal
Support for a national population programme

Proposed UNFPA assistance: $9 million
Estimated value of the Government's contribution: To be determined
Duration: 3 years (1988-1991)
Estimated starting date: July 1988
Executing agencies:
His Majesty's Government of Nepal
International Labour Organisation (ILO)
Food and Agriculture Organization of the United Nations (FAO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
United Nations Development Programme, Office for Project Services (UNDP/OPS)
United Nations Department of Technical Co-operation for Development (UNDTCD)
United Nations Population Fund (UNFPA)

Government co-ordinating agencies:
Ministry of Finance
National Commission on Population
**NEPAL**

### Demographic facts

<table>
<thead>
<tr>
<th>Population by sex</th>
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<tbody>
<tr>
<td>Total (in 1000)</td>
<td>16,482</td>
</tr>
<tr>
<td>Male (in 1000)</td>
<td>8,453</td>
</tr>
<tr>
<td>Female (in 1000)</td>
<td>8,030</td>
</tr>
<tr>
<td>Sex ratio (/100 females)</td>
<td>105.3</td>
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| Population in year 2000 | 23,048 |

<table>
<thead>
<tr>
<th>Population by age group</th>
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<tbody>
<tr>
<td>Age 0-14 (in 1000)</td>
<td>7,136</td>
</tr>
<tr>
<td>Age 15-64 (in 1000)</td>
<td>8,874</td>
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<tr>
<td>Age 65+ (in 1000)</td>
<td>473</td>
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<tr>
<td>Age 0-14 (percentage)</td>
<td>43.3</td>
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<tr>
<td>Age 15-64 (percentage)</td>
<td>53.8</td>
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<tr>
<td>Age 65+ (percentage)</td>
<td>2.9</td>
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<tr>
<th>Age indicators</th>
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<tr>
<td>Median age</td>
<td>18.3</td>
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<tr>
<td>Dependency: age 0-14</td>
<td>80.4</td>
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<tr>
<td>Dependency: age 65+</td>
<td>5.3</td>
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<tr>
<td>Dependency: total</td>
<td>85.7</td>
</tr>
<tr>
<td>Youth: 15-24 (in 1000)</td>
<td>3,112</td>
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<tr>
<td>Women: 15-49 (in 1000)</td>
<td>3,659</td>
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<tr>
<th>Urban-rural population</th>
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<tr>
<td>Urban population (in 1000)</td>
<td>1,270</td>
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<tr>
<td>Rural population (in 1000)</td>
<td>15,213</td>
</tr>
<tr>
<td>Per cent urban</td>
<td>7.7</td>
</tr>
<tr>
<td>Per cent rural</td>
<td>92.3</td>
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</tbody>
</table>

| Agricultural population density (/hectare of arable land) | 6.42 |

- **Population density (/sq. km.):** 117
- **Average annual change:***
  - Population increase (in 1000): 397
  - Births (in 1000): 689
  - Deaths (in 1000): 292
  - Net migration (in 1000): 0

- **Rate of annual change:***
  - Population change total (%): 2.28
  - Urban (%): 6.7
  - Rural (%): 1.9
  - Crude birth rate (/1000): 39.4
  - Crude death rate (/1000): 16.7
  - Natural increase (/1000): 22.7
  - Net migration (/1000): 0.0

- **Fertility and mortality:***
  - Total fertility rate: 5.84
  - Completed family size: 5.8
  - Gross reproduction rate: 2.85
  - Net reproduction rate: 1.96
  - General fertility rate (/1000): 176
  - Infant mortality rate (/1000): 128
  - Life expectancy: male: 48.6
  - Life expectancy: female: 47.1
  - Life expectancy: total: 47.9
  - GNP per capita (U.S. dollars, 1985): 160

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to provide assistance in the amount of $9 million over a three-year period, beginning July 1988, to the Government of Nepal to strengthen the national population programme and to assist the Government in becoming self-reliant in the field of population. Nepal is a least developed country and a priority country for UNFPA assistance.

2. The proposed programme is based on the findings and recommendations of a needs assessment update mission that visited Nepal in August/September 1986 and a programme development mission that consulted with various government ministries in November 1987. The needs assessment update mission emphasized the need to continue external technical assistance and strongly endorsed His Majesty's Government's programme to institutionalize the country's family planning (FP) services and to integrate such services with the maternal and child health (MCH) services offered by the Ministry of Health. This would enable Nepal to achieve the goal of reducing population growth and also to provide the basic minimum needs and health for all by the year 2000.

3. The proposed programme, UNFPA's second in Nepal, would focus on MCH/FP; population education and communication; population information dissemination to parliamentarians, policy makers and planners; training in demography at the national university; women, population and development; and operational research to assist in better implementing and strengthening the administrative and management capabilities of the various projects. UNFPA assistance would be used to support a limited number of international experts, expendable and non-expendable equipment and training both in-country and abroad. Study visits and tours related to specific programmes would also be supported. Local salary costs would be met partially by UNFPA as the Government has already indicated its willingness to take on a larger share of these costs each year.

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, that 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)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Nepal is a land-locked country covering 147,181 square kilometres. According to United Nations estimates, the population of Nepal was nearly 16.5 million in 1985, with 9 per cent inhabiting the mountain region in the north, 48 per cent the Hills region in the centre and 43 per cent the Terai region in the south. The population is young (43.3 per cent under age 15) and the dependency ratio high at
85.7. Infant mortality is high at 128 per 1000 live births, and life expectancy at birth is estimated at 47.9 years. While population density nation-wide is moderate at 117 persons per square kilometre, the country's agricultural population density, at 6.42 people per hectare, is among the highest in the world. Nepal's population almost doubled in the last 30 years. Should the current annual growth rate of 2.28 per cent remain unchecked, it would again double in some 27 years.

6. Nepal is among the poorer countries in the world, with a per capita gross national product (GNP) of $US 160 recorded for 1985. During the past decade, economic growth has barely kept pace with the country's population increase. The literacy rate for the country as a whole is low at approximately 20 per cent, but especially so for females aged 15 years and above, for whom the rate is 11.9 per cent.

7. The Government of Nepal first indicated concern for population issues in the Kingdom's 1965-1970 Development Plan, which highlighted the importance of family planning in reducing the birth rate. Successive development plans thereafter increasingly emphasized the need for regulating the country's rapidly growing population. The Government set up the Population Policy Co-ordination Board (POPCOM) in 1975 to co-ordinate population-related activities of the various sectoral ministries, and as population issues became more compelling, instituted the National Commission on Population (NCP) in 1978 under the chairmanship of the Prime Minister. The NCP is the governmental agency charged with formulating national policy and with co-ordinating and evaluating population activities. The NCP has two long-range objectives: to integrate population into development policies and programmes; and to encourage the use of multisectoral approaches to attain demographic, social and economic objectives. To strengthen the institutional process of formulating, implementing and co-ordinating the various activities in the field of population, six sectoral working groups chaired by secretaries of key ministries and co-ordinated by the NCP have been formed and a Population and Development Forum organized in the Rastriya Panchayat, the Nepalese parliament.

8. Nepal's development plans have given increasing attention to population. The Fifth Plan (1975-1980) was the first to consider population issues in depth, setting quantitative targets and acknowledging the interrelationship between population and development. The current plan, the seventh (1985-1990), also emphasizes the subject and builds on the national population strategy formulated by the NCP in 1983. That strategy aims at scaling down the total fertility rate (TFR) to 4.0, from the current 6.4, by the end of the Seventh Plan and to achieve a replacement level fertility (TFR of 2.5) by the turn of the century. To this end, the national population strategy places strong emphasis on (i) fulfilment of currently unmet demand for family planning services; (ii) integration of population into development activities, especially with agriculture, forestry, environment and rural development; (iii) raising of the status of women through increased education and employment for females; (iv) mobilization of local public and private bodies and non-governmental organizations (NGOs) to help with population and fertility reduction programmes; and (v) regulation of increasing immigration from neighbouring countries.
9. Apart from these strategic thrusts, more specific family planning policies are also being pursued. They include the increased institutionalization of MCH/FP services in regular health facilities, emphasis on delivery of family planning services to younger couples in densely populated areas and regionalization of MCH/FP delivery institutions. In 1986, a new "strategy for MCH" was adopted by the Ministry of Health, whose priorities include oral rehydration, nutrition, immunization, basic health and natal care, and child spacing. The Government intends to place more emphasis on community participation and relatedly to decentralize activities to the grass-roots level to help bring about effective implementation of population programmes.

10. The country's Seventh Plan has set the target of providing family planning services to 2.9 million eligible males and females in order to achieve a TFR of 4.0 by the end of the plan period. Although the Government has set no target of contraceptive prevalence in percentage terms for the plan period, the current rate (16 per cent) will have to be increased appreciably to achieve the target of 4.0 TFR. In order to meet these objectives the Government intends to (i) improve the coverage and quality of service delivery through its own institutions, NGOs and the private sector; (ii) to continue directing population information, education and communication (IEC) activities at parliamentarians, policy makers and planners as well as the population at large; and (iii) to integrate population programmes with primary health care so as to achieve basic minimum health needs by the year 2000.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

11. The first country programme, approved by the Governing Council in June 1980 for the period 1980-1985, was for the amount of $26.5 million ($11.5 million of which was to be sought from multi-bilateral sources). However, owing to a low absorptive capacity, as revealed in a mid-term review of the programme in 1983, the various projects and their budgets had to be revised to reflect more achievable goals. The programme period was subsequently extended to the end of 1987. By the end of 1986, the total funds expended were $17.4 million, inclusive of $4.8 million from multi-bilateral sources. Expenditures in 1987 have been estimated to be $1.9 million from UNFPA regular resources and $850,000 from multi-bilateral resources, leaving a balance of some $.5 million from UNFPA regular resources.

12. The first country programme for Nepal consisted of projects in MCH/FP, population IEC, basic data collection and analysis, population dynamics, population policy formulation and women, population and development.

Maternal and child health and family planning

13. The projects in family planning and maternal and child health were implemented by the Ministry of Health in conjunction with its Family Planning/Maternal and Child Health (FP/MCH) project and its Integrated Community Health Services Delivery project (ICHSDP) and included support for MCH drugs, injectable contraceptives, medical equipment, and renovation and/or construction of an office building, operation theatres and regional training institutes. The projects also provided
support for consultancy services in logistics, planning and training for the management of family planning. Under UNFPA-assisted projects, health posts in 23 districts in which an integrated health services approach was introduced have been provided with basic minimum equipment. Moreover, more than 3,000 medical personnel/field-workers have received basic or refresher training in various family planning techniques, and MCH/FP, human reproduction and population dynamics components have been integrated into the programmes of the Institute of Medicine. In eight selected districts (out of a total of 75) a programme to provide intensive MCH services and a community-based MCH/FP pilot programme were implemented.

Population information, education and communication

14. The Government of Nepal has adopted the multisectoral approach in the area of population IEC. With UNFPA support, curricula on population and family welfare education have been developed and integrated into the programmes of the Ministry of Education and Culture, the Department of Co-operatives, the Department of Village and Cottage Industries, and the Ministry of Panchayat and Local Development, as well as into the programmes of Nepal's Agricultural Development Bank (through the Small Farmers' Development Project) and a non-governmental organization which works in the field of women in development. An IEC kit on population, MCH and family planning was developed and tested, and has been distributed to field-workers. Furthermore, a field-workers' manual dealing with MCH/FP, community participation and training was prepared jointly by UNFPA and the United Nations Children's Fund (UNICEF).

Basic data collection and analysis

15. UNFPA assistance in this area was provided to the Central Bureau of Statistics (CBS) and the National Computer Centre to conduct the 1981 population census and process and analyse census data. Substantial progress has been made in expanding and strengthening the country's population data base. A monograph on the population of Nepal was published by the CBS, and four national demographic sample surveys have been conducted, the results of which have been widely disseminated to planners and policy makers.

Population policies and co-ordination

16. In order to improve and strengthen the co-ordinating capability of the NCP, UNFPA has supported activities that have focused on the establishment of a monitoring and evaluation system. Projects have also provided training to mid-level planners at central and sectoral ministries on the integration of population into development planning and programming.

Women, population and development

17. To help raise the status of women and increase their participation in the national development process, four projects were implemented by the Ministry of Agriculture, the Agricultural Development Bank (through the Small Farmers' Development Programme), the Department of Village and Cottage Industries and the private-sector Business and Professional Women's Club. Through these projects,
women extension workers were recruited and trained in income-generating activities and in population and family planning welfare education. Assistance was also provided in order to strengthen the co-ordinating capability of the Women Services Co-ordination Committee, the national NGO active in women's affairs. A National Plan of Action for Women and Development was prepared jointly by the National Planning Commission and the Women Services Co-ordination Committee. Based on this plan of action, policies for women and development have been formulated and included in the Seventh Plan. In 1986, as a result of a UNFPA evaluation of women's projects, each project was revised according to the recommendations of the evaluation.

Other external assistance

18. The United States Agency for International Development (USAID) and the International Planned Parenthood Federation (IPPF) have been the main donors other than UNFPA in support of family planning activities in Nepal. USAID provided $36.8 million during 1980-1987 for contraceptive supplies, wage compensation for sterilization acceptors, MCH drugs, child survival, human resources development and management strengthening. IPPF has provided assistance to the Nepal Family Planning Association in the areas of IEC, MCH/FP services, training and research.

19. UNICEF and the World Health Organization (WHO), although providing no direct assistance for family planning activities, have made important contributions to the country's health system, MCH programme and social development, all of which have had a significant impact in the population field. WHO assistance of $16.6 million for 1980-1987 has been used to promote health research, strengthen health management, develop human resources, control diarrhoeal diseases, improve nutrition and establish a drug policy. UNICEF has provided assistance in the areas of essential drugs, health and nutrition, immunization, water supply and sanitation, and women in development, providing a total of $37.1 million in the same period. Japan International Co-operation Agency and Save the Children Fund, Inc., also provide assistance for strengthening MCH and primary health care services although on a smaller scale.

Programme effectiveness

20. Implementation of the programme encountered several difficulties. Despite the prominence given to population issues in the plan, actual political/administrative commitment at higher levels of the Government was not very visible. Added to this were problems in financial management which delayed the flow of funds from the donor agencies to the implementing agencies in the field. Projects in the health sector were not well co-ordinated, and this created problems of duplication, overlap and delays in the areas of training, logistics and programme delivery. As a result, the intended integration of these projects did not take place. IEC activities also did not perform up to expectations primarily because materials produced by the various ministries were generally of low quality and duplicative. The IEC projects often suffered from a lack of monitoring and overall co-ordination and monitoring, as the NCP found it difficult to orchestrate the activities of the various sectoral ministries. The role of NGOs, particularly those dealing with women's issues, was also minimal, owing to insufficient management, co-ordination...
and operational research capacities. Finally, the first country programme suffered from a dependency on external assistance without due consideration to the need to integrate the projects with the regular programmes of the sectoral ministries. This was particularly true of projects in the health/family planning field. It is important to note in this regard that the Government of Nepal has already taken steps towards integrating vertical projects and decentralizing service delivery to the regions.

IV. FINDINGS OF NEEDS ASSESSMENT UPDATE MISSION

21. In August/September 1986, UNFPA fielded a needs assessment update mission to Nepal to review the National Population Programme and to identify new needs for future assistance. The mission noted the Government's firm commitment to population issues, especially as reflected in the Seventh Plan, which gives considerable attention to population and builds on the national strategy formulated by the NCP in 1983. In view of the country's high infant mortality rate and low life expectancy at birth, the mission identified women and children as the most vulnerable groups, the latter in particular suffering from malnutrition or undernutrition. In order to attain the targets of the Seventh Five-Year Plan, which are, inter alia, to lower the infant mortality rate to 98 per 1,000, decrease the total fertility rate to 4, increase life expectancy at birth to 55.4 years and reduce the population growth rate to 1.9 per cent per year, the mission recommended that innovative approaches be developed.

22. In the area of family planning and health, the mission welcomed the intensified programmes in MCH and endorsed the five priorities identified in the new strategy for MCH (oral rehydration, nutrition, immunization, basic health and natal care, and child spacing), which was developed by a Task Force in 1986 after close consultation between the Government and donors. The mission noted the need to strengthen MCH care, outreach activities, training in selected districts, particularly in programme management, and support to the Institute of Medicine in developing a family health centre under its Department of Community Health. It also recommended that the application of surgical contraception be gradually institutionalized at government hospitals and that "camp" approaches (i.e. periodic visits by mobile teams of medical personnel) for voluntary sterilization be extended only to the mountain and remote areas. The mission noted that the supply of contraceptives should be maintained, and it encouraged support for trial-testing NORPLANT subdermal contraceptive implants. Finally, the mission suggested that the Research and Evaluation Division of the Ministry of Health strengthen its research capabilities and co-ordinate its research activities with those of the National Commission on Population, the Central Bureau of Statistics and social science professionals in the country.

23. In the population IEC field, the mission observed that population IEC programmes currently carried out by different ministries/departments were neither directed nor co-ordinated by a central unit. It recommended therefore that the NCP should function as a national co-ordination body for all population-related IEC materials and also serve as a clearinghouse and documentation centre for population and development activities. The mission further recommended that adult and
non-formal education programmes be strengthened and include innovative components dealing with population education.

24. The mission's recommendations on the national strategy for women, population and development were in consonance with the recommendations of His Majesty's Government as concerns safe motherhood and better health standards. Action was also recommended as a follow-up of the International Conference on Better Health for Women and Children through Family Planning, held in Nairobi, Kenya, in October 1987. The mission recommended providing support to various efforts to increase employment opportunities for women and to strengthen and broaden the role of the Women's Services Co-ordinating Committee (WSCC) with regard to the formulation of policy and the development of a programme strategy, as well as the co-ordination of related research and the flow of information among government sectoral programmes and NGOs. The mission further suggested that technical assistance and training support be given to the WSCC to enable it to encourage other NGOs to support grass-roots MCH/FP motivational activities as well as some basic service delivery in family planning.

V. PROPOSED PROGRAMME 1988-1991

25. Subsequent to the needs assessment mission, a programme development mission visited Nepal in November 1987 and undertook, in collaboration with various government ministries, a review of the situation in the country and established a rationale for implementation of the second country programme. The mission welcomed the Government's recommendation that the second country programme be drafted not on the basis of a five-year period, as in the previous programme, but to coincide as much as possible with the Government's Seventh Five-Year Development Plan (July 1985-June 1990). Thus, the proposed programme would benefit from a major re-organization which was under way in the Ministry of Health and which was expected to be completed by June 1988. In conjunction with other donors, UNFPA would implement some phases of family planning projects starting in July 1988. The proposed programme, among other things, seeks to redress past problems and to develop strong national institutions that would not only provide the proper programme delivery but also make the population programme in Nepal more self-reliant.

26. The proposed three-year UNFPA programme of assistance would include projects in the areas of MCH/FP; IEC; assistance to the 1991 Population Census; training in demography; and women, population and development.

Maternal and child health and family planning

27. UNFPA-supported projects would continue to provide assistance in MCH/FP, although more emphasis would be placed on MCH and promotion of temporary methods of family planning than in the past. In addition, support would be provided for NORPLANT subdermal contraceptive implants, in collaboration with USAID. As the Government is in the process of institutionalizing permanent methods of family planning, which have been the most popular and practised methods, UNFPA would provide support to medical institutions as well as some operational costs in
addition to renovation and upgrading of the selected operation theatres, equipment and training. The camp approach, used nation-wide in the past, would continue only in those areas where accessibility to health centres is difficult. Training would be strengthened at the regional training centres, in particular that of paramedical and motivational personnel, and the role of traditional medical practitioners and traditional birth attendants in the provision of MCH/FP services would be enhanced. Within the framework of the regionalization of the health sector, the recently created regional health services directorates would be strengthened, and high priority would be given in the projects to training in management. Some innovative approaches in communication and service delivery would be undertaken to reach young couples and other priority target groups. Support would also be provided to the Institute of Medicine to help establish a family health centre attached to the Institute. UNFPA would co-ordinate activities with UNICEF in the area of MCH and training of traditional birth attendants and with the United Nations Development Programme (UNDP) in the strengthening of the management capacity of the public health programmes at the regional and district levels. UNFPA would provide assistance in the amount of $5,175,000 to cover the costs of international consultants, local personnel, training, fellowships, contraceptives, MCH drugs, medical and other equipment, vehicles and renovation/construction work.

Population information, education and communication

28. In the first country programme, several projects had IEC components. It became obvious during implementation, however, that there was a substantial amount of duplication of IEC activities in these projects due to the lack of co-ordination. In the proposed country programme, assistance would therefore be given to the National Commission on Population to set up co-ordinating machinery to ensure that better quality materials are produced for the benefit of all implementing agencies. The capacity of NCP to design and implement specific information activities addressed to parliamentarians and high government officials would also be strengthened in order to increase their involvement in the formulation of population policies as well as to heighten the commitment of the various ministries under their responsibility to the timely and effective implementation of population projects. Communication and education activities addressed to the government officials posted at regional, zonal and district levels would also be supported within the framework of the country's ongoing regionalization process. Regular workshops and symposia would be organized to improve the motivation and communication capacity of the various projects, and assistance would be provided to the mass media to aid them in producing appropriate programmes. Special efforts would be made to produce IEC materials for the service delivery points. Specific information materials targeted at young couples, women, youth and rural communities would also be produced to influence reproductive behaviour. In order to facilitate these activities by NCP, support would be provided to the Population Information Documentation Centre, which is linked to the population clearinghouse network of the Economic and Social Commission for Asia and the Pacific (ESCAP). UNFPA would provide $605,000 for two projects to cover international consultants, audio-visual and print products, books and periodicals, training, workshops/seminars and study tours. ESCAP and UNDP/OPE would serve as the backstopping agencies.
29. Three ongoing projects in formal and non-formal education would continue in the second country programme. As regards population education in the formal education sector, emphasis would be placed on the integration of population education into the textbooks according to the already-developed curriculum, as well as on training of teachers at all levels. In the non-formal education sector, population education would be expanded through the Ministry of Education, village-level panchayats (political units) and co-operatives to new districts. Priority would be given to non-literate women and young couples. Another ongoing Small Farmers' Development project would be evaluated, and the level and nature of UNFPA assistance would then be determined. UNFPA would provide assistance in the amount of $1,020,000 to cover local personnel costs, educational materials, training and fellowships. UNESCO, ILO and FAO would be the executing agencies.

Basic data collection and analysis

30. The Central Bureau of Statistics would be assisted in preparing the 1991 Population Census. Because support in the previous round of the census was considerable, assistance in the second country programme would focus on technical advisory services, training and some equipment, including that used in data processing. UNFPA would provide assistance in the amount of $380,000. The project would be executed by the Government, UNFPA and UNDTCD.

Population dynamics

31. Assistance would be given to Tribhuvan University to integrate the study of demography into such other disciplines as economics, geography, sociology and statistics in an effort to enhance the academic and research capabilities of the University in the area of population. UNFPA's support would cover a resident adviser/lecturer, some books, equipment and fellowships. The Fund proposes support in the amount of $300,000 equal portions. UNDTCD would be the executing agency.

Women, population and development

32. The previous programme cycle noted a considerable improvement in the women's organizations and their ability to provide communication and service delivery support to family planning programmes. In the second country programme, this sector would be particularly expanded and the quality of activities improved. The Women's Services Co-ordination Committee's organizational, training and co-ordination capacities would be strengthened so as to enable WSCC to ensure that the activities of existing NOOs dealing with women's issues are organized better. Assistance would also be provided to new such NGOs, especially at the grass-roots level in the rural areas. These NGOs would be encouraged to formulate and implement their own programmes thereby taking an active role in service delivery. This would be done by supporting rural centres for women which would provide MCH/FP services in addition to other community development activities (e.g., income-generation) that are designed to enhance the social and economic status of women. Equipment and facilities would be provided for a women's information centre, and the National Plan of Action for women in development would be updated. UNFPA assistance of $520,000 is proposed. The projects would be executed by the Government and NGOs, partially backstopped by FAO.

/...
Pending projects

33. An amount of $1 million has been set aside to support projects that have not yet been formulated. The experiences of the previous programme have shown very clearly that management is an aspect that requires special attention; without adequate training and strong and efficient management, the various projects under the population programme would not be implemented adequately or professionally. In the effort to strengthen programme management and implementing capacity, UNFPA would join with UNDP in the training of personnel at various levels, including training in financial management to staff in the Ministry of Finance and in the Comptroller General's Office to ensure that funds from donor agencies reach the district level without much delay. The Business and Professional Women's Clubs would be entrusted with the task of training the staff of some of the NGOs dealing with women's issues; other cadres would be trained at the Nepal Administrative Staff College. Another area of assistance would be the development of a management information system (MIS) at the Ministry of Health for health and family planning services. This would help the Government to undertake a systematic identification of its external development assistance requirements in the context of national development planning. UNFPA would provide assistance, together with WHO, the World Bank, UNICEF and USAID. Details of the project would be discussed jointly with other donors and the Government, at which time the area of assistance from each donor would be determined. Assistance to the Family Planning Association of Nepal, Nepal Women's Organization and Youth Services Co-ordination Council is also being considered. Moreover, a study on migration and its impact on women has been proposed by the Centre for Women and Development and is under consideration for assistance. Finally, there is a need for the Government to explore means to enhance staff motivation, so that more staff would be willing to work in remote or hardship areas. Incentives could be in the form of remuneration and/or adoption of special techniques of personnel management. This idea has to be further developed in collaboration with the Government, as to the need for external assistance in this area.

Co-ordination and liaison with donors

34. In implementing the second country programme, UNFPA would liaise closely with WHO, the World Bank, UNICEF, UNDP, the Asian Development Bank and the International Fund for Agriculture and Development (IFAD) in order to ensure optimal co-operation among the various donors and wherever possible to foster joint programming or co-financing. Where administrative and other problems would prevent such commitments, UNFPA projects would be so arrayed as to be compatible with and complementary to the projects of other donor agencies. Regular meetings would be held with the representatives of the multilateral donors in Kathmandu to ensure that the work plans proceed smoothly and that duplication of effort is avoided.

Evaluation and monitoring

35. The programme would be subject to monitoring and evaluation procedures in accordance with the revised UNFPA guidelines for monitoring and evaluation, which was issued in November 1986. The guidelines emphasize the need for progress reports, internal evaluation reports, tripartite reviews, occasional independent
evaluations, and a final report for each of the individual projects of the programme. The programme as such would be monitored through annual country reviews and may also be subject to an independent programme evaluation.

Programme management

36. The programme would 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 UNDP Resident Representative (who also serves as the UNFPA Representative). The UNFPA Deputy Representative, assisted by two National Programme Officers, as well as by programme and administrative support staff, would be responsible for such matters as co-ordination, monitoring, rephasing and revision of project budgets, and assessing the overall progress of UNFPA activities in the country. The UNFPA field staff would also, where appropriate, assist the executing agencies and the Government with their reporting responsibilities connected with the programme and prepare semi-annual reports containing a general review of population activities in the country and a status report on the UNFPA-funded programme. UNFPA staff would 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

37. The proposed UNFPA assistance to the Government of Nepal for the three-year period July 1988–June 1991 is as follows:

<table>
<thead>
<tr>
<th>UNFPA regular resources</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maternal and child health and family planning</td>
<td>5 175 000</td>
</tr>
<tr>
<td>Population information, education and communication</td>
<td>1 625 000</td>
</tr>
<tr>
<td>Data collection</td>
<td>380 000</td>
</tr>
<tr>
<td>Population dynamics</td>
<td>300 000</td>
</tr>
<tr>
<td>Women, population and development</td>
<td>520 000</td>
</tr>
<tr>
<td>Pending projects</td>
<td>1 000 000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>9 000 000</td>
</tr>
</tbody>
</table>
VI. RECOMMENDATION

38. The Executive Director recommends that the Governing Council:

   (a) **Approve** the programme for Nepal in the amount of $9 million for three years;

   (b) **Authorize** the Executive Director to allocate the funds and make appropriate arrangements with the Government of Nepal and with the executing agencies.