UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Paraguay

Support for a comprehensive population programme

Proposed UNFPA assistance: $3.1 million

Estimated value of the Government's contribution: To be determined

Duration: Four years

Estimated starting date: January 1988

Executing agencies:
- Government of Paraguay
- United Nations
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- World Health Organization/Pan American Health Organization (WHO/PAHO)

Government co-ordinating agency: Technical Secretariat of Planning
PARAGUAY

Demographic facts

Population by sex

Total (in 1000) .......................................................... 3,681
Male (in 1000) ............................................................. 1,838
Female (in 1000) ......................................................... 1,843
Sex ratio (/100 females) .................................................. 99.7

Population in year 2000 .................................................... 5,405

Population by age group

Age 0-14 (in 1000) ......................................................... 1,535
Age 15-64 (in 1000) ....................................................... 2,016
Age 65+ (in 1000) ........................................................ 131
Age 0-14 (percentage) .................................................. 41.7
Age 15-64 (percentage) ................................................. 54.8
Age 65+ (percentage) .................................................. 3.6

Age indicators

Median age ................................................................. 18.8

Dependency: age 0-14 .................................................. 76.1
Dependency: age 65+ .................................................... 6.5
Dependency: total ...................................................... 82.6

Youth: 15-24 (in 1000) ................................................. 750
Women: 15-49 (in 1000) ............................................... 882

Urban-rural population

Urban population (in 1000) ........................................... 1,636
Rural population (in 1000) ............................................ 2,045
Per cent urban ......................................................... 44.4
Per cent rural ......................................................... 55.6

Agricultural population density (/hectare of arable land) ....... 0.91

Population density (/sq. km.) ........................................... 9
Average annual change

Population increase (in 1000) ....................................... 110
Births (in 1000) ......................................................... 136
Deaths (in 1000) ....................................................... 127
Net migration (in 1000) ................................................ 1

Rate of annual change

Population change total (%) ........................................... 2.78
Urban (%) ................................................................. 4.1
Rural (%) ................................................................. 1.7
Crude birth rate (/1000) ............................................... 34.3
Crude death rate (/1000) ............................................... 6.8
Natural increase (/1000) ............................................... 27.5
Net migration (/1000) ................................................... 0.3

Fertility and mortality

Total fertility rate ..................................................... 4.48
Completed family size .................................................. 6.3
Gross reproduction rate ............................................... 2.18
Net reproduction rate .................................................. 2.01
General fertility rate (/1000) ......................................... 142
Child-woman ratio ...................................................... N/A
Infant mortality rate (/1000) ......................................... 42
Life expectancy: male .................................................. 63.7
Life expectancy: female ............................................... 68.6
Life expectancy: total ................................................ 66.1

GNP per capita (U.S. dollars, 1985) ................................... 860

Sources: Population density on arable land is for 1984, as derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1984; gross national product per capita: World Bank, World Development Report 1987; completed family size, where applicable, is for women age 45-49: Population Division, Department of International Economic and Social Affairs of the United Nations, "Fertility Behaviour in the Context of Development: Evidence from the World Fertility Survey", Population Studies, No. 100 (United Nations, 1987), Table 14, p. 28. Figures for population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1985; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1985-1990. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: estimates and projections as assessed in 1984 (United Nations publication, Sales No. E.86.XIII.3).
I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to provide assistance to the Government of Paraguay for a comprehensive population programme over a four-year period, beginning January 1988, in the amount of $3.1 million. This would be the second programme of UNFPA assistance. The proposed programme has benefited from discussions with the Government's central planning authorities, as well as with individual sectoral ministries, which were based on the findings and recommendations of an update of the 1978 UNFPA needs assessment undertaken in September 1987 and a subsequent programme development exercise carried out in November 1987.

2. The overall objectives of the programme would be to consolidate, strengthen and build upon the achievements of UNFPA support to date; to raise the understanding of population issues in Paraguay, especially among decision-makers in the area of socio-economic development planning; to strengthen both the country's infrastructure and human resources as regards population activities; and to enhance the quality, effectiveness and outreach of activities begun under the first programme. In the longer run, the activities designed to achieve these objectives would be expected to assist the Government in delineating a clear definition of its interests, objectives, strategies and actions in matters of population as contributing factors to socio-economic development.

3. UNFPA has been the major donor of population assistance to Paraguay in recent years. Its support has been useful and generally well applied. It has provided the country with a basic understanding of population matters and produced a reasonably good information base for further activities in the area. In some sectors, UNFPA support has served as a catalyst. For example, it has helped to bring about the inclusion of family planning activities as part of integrated maternal and child health care, the introduction of population and family life education into the school system and the decision to teach this subject at all school and university levels. UNFPA support has reached rural communities with family-life education and income-generating activities using a participatory approach that has enhanced the role of women and has motivated them to organize into groups.

4. Through UNFPA assistance, the subject of population has achieved a degree of prominence in the country such that the Government is interested in furthering and consolidating earlier achievements. The strategy of this programme, therefore, would be (i) to further reinforce awareness of population issues and of population dynamics, especially among those in government institutions charged with, or involved in, decision-making on development policies and programmes; (ii) to strengthen the country's technical capability for collecting, processing and analysing demographic data accurately and in a timely fashion so that these data can be readily accessible in the proper form to all potential users; (iii) to expand the availability of education and training in population in order to further promote positive knowledge, attitudes and practice of responsible parenthood and to enhance the effectiveness and efficiency of operational activities in population, especially in regard to the provision of family planning services at the national...
level as an integral part of maternal and child care; and (iv) to strengthen inter-institutional dialogue and co-ordination, thereby enhancing the potential impact of activities, their institutionalization and the commitment to population of the national authorities concerned.

5. 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 (paragraph 14 (d)); that respect for human life is basic to all human societies (paragraph 14 (e)); and that 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 (paragraph 14 (f)).

II. BACKGROUND

6. Paraguay is a land-locked, predominantly rural country with a population of 3.9 million, according to United Nations projections for 1988. Owing to a low per capita national income and critical population needs as reflected in certain threshold levels in demographic indicators, it was designated as a UNFPA priority country in 1976. In the course of the 1970s, Paraguay experienced an unprecedented period of economic growth, largely as a result of the expansion of agricultural production, the very favourable international prices for its agricultural products and the construction of the huge hydroelectric plant at Itaipu. An annual growth rate of the gross domestic product (GDP) averaging 6.4 per cent in the period 1969-1975 rose to 10.2 per cent in 1975-1981; and per capita GDP and consumption increased by 51 per cent and 33 per cent, respectively. In 1982, however, economic growth came to a sudden stop. The GDP growth rate decreased to -3 per cent in 1983, and, though recovery started in 1984, growth was 1.9 per cent on the average between 1980 and 1986.

7. The short period of prosperity generated a number of improvements in Paraguay’s economic and social situation and infrastructure. Greater attention was given to the public sector, including investments in structural improvements. As a result, when the Fund revised its criteria for priority status in 1982, Paraguay no longer qualified as a UNFPA priority country. Yet, many of the country’s critical demographic indicators remained high, especially among certain sub-groups of the population and in different regions of the country. In 1985, for example, total fertility was 4.5 children, and the country’s population growth was among the highest in the region, as the population more than doubled between 1960 and 1985. In fact, in 1984, the annual growth rate was 3 per cent, higher than the 2.7 per cent registered some 20 years earlier. The country is still predominantly rural (58 per cent), and population continues to be clustered in the Eastern region despite continued efforts to populate the vast Western (Chaco) region.

8. The population concerns of the Government of Paraguay have traditionally been morbidity and mortality, population distribution and migration. In this context, sectoral policies have provided incentives and services, while aiming to improve...
people's welfare through better health, especially of mothers and children, education, redistribution of income, and increased employment. Beginning with the 1975-1980 five-year Health Plan, the Government sought to reduce mortality significantly by expanding health services, improving sanitation and water, and giving special attention to mothers and children and to rural areas. Health sector policies have been complemented by an educational policy that includes family life education in the school system curricula. In terms of population distribution and internal migration, the Constitution encourages the settlement of unpopulated areas. A policy of resettlement has been institutionalized through an "Agricultural Statute" law, the creation of the Institute of Rural Welfare and the implementation of numerous land settlement schemes.

9. The public sector provides natural family planning services as a health measure and as an integral part of maternal and child care. Other modern methods of family planning are available from the private sector, and such methods are available on the commercial market. In recent months, due to a rising concern with the welfare of the family, and particularly with the health of the mother, the Government has decided to expand the provision of family planning to include other modern methods.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

10. UNFPA began its support to Paraguay in 1974 in the area of basic data collection, followed by modest assistance for the improvement of rural maternal and child health services and for the conduct of demographic research and analysis to be used in the formulation of policy. Following a needs assessment exercise in 1978, a programme was developed to cover the work-plan areas of maternal and child health and family planning (MCH/FP), information, education and communication (IEC), formulation of population policies, demographic data collection and analysis, population dynamics, and special programmes. The implementation of this programme started in 1979 based on a Governing Council-approved programme of $6 million for the period 1979-1982. The programme was subsequently extended. By the end of 1987, a total of $4.8 million of the approved funds had either been expended or allocated. The remaining balance of $1.2 million would be subsumed under the proposed second country programme. The major features of the UNFPA-assisted programme for 1979-1987 are detailed below.

Maternal and child health and family planning

11. Support to the extension of the MCH programme in rural areas. This project was designed to support the maternal and child care component of the Ministry of Health's programme to extend health services to the entire rural population, especially in relation to maternal and child health and family welfare, nutrition and control of communicable diseases. It was launched in 1982 with WHO/PAHO as the executing agency. The project objectives were to apply the risk-approach so as to improve and extend coverage; to develop and implement a system of pre-natal and post-natal care; to inform and educate women on child spacing; to expand rural outreach through health promoters; to train medical, paramedical and community personnel; to improve the service statistics system and to conduct operational...
research to improve future family welfare planning. Activities were concentrated in 4 of the country's 12 health regions and covered more than one third of the population, of which some 700,000 were women in their childbearing years and children up to age 4. These were priority regions for the Government in terms of its development and land settlement programmes. The project has surpassed its training objectives and made significant progress in the extension of coverage, supervision of activities, revision and application of standards and procedures, and development of other guidance materials, such as a manual for health promoters. Findings of the operational research are being analysed, but efforts to improve the service statistics system have not yet been completed. The project supported provision of family planning through the natural method, and nine natural family planning clinics were opened. Demand for other methods of child spacing was met by the private sector through agencies such as the Paraguayan Centre for Population Studies (CEPEP), an affiliate of the International Planned Parenthood Federation (IPPF).

**Population information, education and communication**

12. **Population and family life education programme.** This project, which started in 1979 with the Ministry of Education, addressed the development of a conceptual framework for the teaching of population and family life education, the revision and strengthening of the content of family life education of the curricula of different levels of the school system, and the training of teachers and of a high-level technical team to develop materials and monitor/supervise curriculum implementation in the classroom. With the support of UNESCO, the project has achieved these objectives. It has succeeded in consolidating the effective incorporation of population/family life education into the primary school curriculum, producing teachers' guides for the six levels of the primary school system, and providing quality technical training to teaching staff, including to some 285 supervisors and trainers, in the use of the guides. The project also contributed to the adoption of a policy requiring that population and family life education be provided throughout the school system, including at the university level and at teacher training institutes. A UNFPA in-depth evaluation was conducted in 1985 which concluded that the project had met, and even surpassed, its substantive objectives. The evaluation noted, however, the need to address the non-formal sector and to devise strategies to reach youth and parents.

**Basic data collection and analysis**

13. **Support to the 1982 population and housing census.** The country's institutional capacity was significantly strengthened through training and equipment provided for the 1982 population and housing census, which was carried out by the Directorate General of Statistics and Census (DGEC) with the technical support of the United Nations. However, there remains a strongly felt need to improve both quantitatively and qualitatively available demographic data and their analysis. Indeed, it is generally accepted that the estimated 10.2 per cent under-enumeration in the census was due to problems with the cartography upon which the census was based, as well as to inadequate training of interviewers and other field personnel. The census results were published in three stages: the preliminary results in 1983; the 10 per cent sample results in 1984; and the final
results in 1986. A census atlas covering district-level data was also published in 1984. The data were tabulated at the national level but, given the very limited capability for data analysis of the DGEC, had to be analysed by consultants from different institutions in rather segmented fashion. Also, as the analyses were carried out by professionals outside the DGEC, the results did not bear the DGEC's endorsement; and the estimates of major demographic indicators and the population projections, done for the national level only, did not attain official status, as different government sectors and private agencies drew up, as need arose, their own estimates. In addition, the statistics used in the 1984-1989 Development Plan project were not from the DGEC, as the data became available too late to serve as a basis for the plan. Thus, much remained to be done at the culmination of the population and housing census effort of 1982 in terms of the results of analyses and their interpretation.

14. Support for the reorganization of the civil registration and vital statistics system. The coverage of the civil registration system of Paraguay is incomplete: estimates are that 65 per cent of births are registered late, 23 per cent of registration offices do not report any deaths at all and 18 per cent report them only partially. Following the strong recommendation of the 1978 needs assessment mission, a pilot project was launched in 1985 with the United Nations as the executing agency, and with the objective of reinforcing and revitalizing the civil registration system by centralizing administration and decentralizing functions; by establishing an appropriate legal base for the system through promulgation of a law that restructured the organization and simplified and modernized procedures; and by training personnel, preserving and restoring old registers, and raising awareness among the population. The project had difficulties in its initial phases because the files were in disarray and because the Directorate General of Civil Registry (DGRC) faced budgetary limitations and a shortage of personnel. Significant progress has been made since then, however. The civil registration law was passed in November 1987; the files are being organized and microfilmed; personnel are being trained and the public is being made aware of the importance of registering vital events. National commitment to the project is extremely high. The project has set up a model office in Luque, a small city 15 kilometres from Asunción, and an evaluation of the model will be done through a sample survey, prior to the extension of the model to the rest of the country.

Population dynamics

15. Demographic data planning. A Computing Centre was also created as a result of UNFPA assistance to a demographic modelling project started in 1984. The project simulated the interrelationships of Paraguay's demographic and socio-economic variables based on a model known as RAPID 2000. The project attained significant results: it helped train personnel of the Technical Secretariat of Planning (STP) in computer skills and laid the foundation of the Computer Division of STP, which is now an integral part of STP. It concluded with a well-attended and publicized seminar on "Population, Development and Environment" which issued broad-ranging recommendations touching all aspects of population concerns and underscoring the need for the articulation of an integrated national population policy.
Population policy formulation

16. **Research studies on relationships between population and regional development.** This project was started in 1979 in the Division of Regional Planning of the Technical Secretariat of Planning, with the technical backstopping of the United Nations. The project sought to strengthen regional planning at the national level through the training of an inter-disciplinary team; to develop methodologies, techniques and instruments appropriate for regional planning through training and the process of wide discussion; to elaborate diagnostic studies on regional, urban and rural demographic aspects of the national territory to serve as a framework for regional population policies; and to prepare proposals for regional development and for regionalization schemes that, in addition to supporting the project's wider objectives, could provide immediate input to regional population policies. The project carried out a number of studies on the demographic aspects of the national territory, on distribution of the population and on strategies for regional development. Budgetary constraints, however, impeded the publication and dissemination of these studies, which acquired the nature of preliminary, internal documents rather than serving as a basis for wide inter-disciplinary and inter-institutional discussion for the purpose of reaching consensus on regional population policies. Establishment of the inter-disciplinary team was also not accomplished. On the whole, the project fell short of its objectives when it concluded in 1983. Had it found a more solid institutional and conceptual base when it started in 1979, its achievements might have been more substantial.

Women, population and development

17. **Role of women in rural development.** The Agricultural Extension Service (SEAG) of the Ministry of Agriculture and Animal Husbandry is the government unit with the largest rural outreach. The 1978 needs assessment mission recommended that, in addition to providing support to women and youth through MCH/FP and IEC projects, assistance should be provided to the expansion of the SEAG education and training programme to the wives of small farmers, with a view to incorporating family life education in it. A project to implement this recommendation was begun in 1986 and covers 72 communities and 2,160 families of the central region using an innovative, participatory approach. Education, training and production activities, aimed at enhancing the general welfare of the participants, their families and communities through better nutrition and health, were central components of the project's strategy to increase income-generating options for women and to involve them in family decision-making. As the project advanced, maternal and child health and child-spacing orientation became increasingly popular and was expanded. The project, executed by the Government, has been immensely successful both in the rural communities, where men and youth joined in project activities and where greater awareness has been created of the value of the contribution women can make to the family and community, and in the SEAG, which made a number of provisions to assure the smooth running of the project. Activities were co-ordinated with the maternal and child health and population education projects, and courses for the supervisors, extension workers and home educators were carried out with the support of the technical staff of the Ministries of Health and Education.
Special programmes

18. Non-formal education for the participation of youth in development. In 1986, UNFPA agreed to provide support to population and family life education in an innovative inter-agency (UNDP/ILo/WFP/UNICEF/UNFPA) project for youth vocational training. The objective was to train 1,000 students from 18 teacher training institutes for social work, who in turn would train other youth, the goal being to reach 10 per cent of out-of-school youth. As the project is part of a combination of efforts by several national and international agencies, its operationalization, started in 1987, required careful planning. Progress made to date indicates that the project is moving towards the achievement of its objectives, though a slight adjustment of its work plan will be required.

Other external assistance

19. The volume of external support to the population sector is modest. UNFPA is currently Paraguay's major donor. In 1987, other sources of population assistance were the IPPF, The Population Council, the Futures Group and The Pathfinder Fund. The health sector receives support from a number of donors, including WHO, the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the Inter-American Development Bank (IDB), as well as from bilateral donors such as the Governments of Japan, the Federal Republic of Germany and the United Kingdom.

IV. PROPOSED PROGRAMME 1988-1991

20. Following the recommendations of the 1978 needs assessment, a programme of activities was established which aimed at increasing the country's ability to deal with population issues, based on updated and coherent knowledge of the country's demographic situation, and to implement operational activities accordingly. Although there were significant successes, some of the projects encountered difficulties which prevented them from fully achieving their objectives. The programme was also launched at a time when, though there was interest in the activities, institutional weaknesses and limited absorptive capacity reduced its potential impact.

21. The direct and indirect effects of UNFPA assistance have nevertheless created an environment that is very eager to embark on further work in the population sector. There are a number of professionals interested and trained in population, and there is a solid base of information upon which they can draw. Moreover, institutional structures exist, inter-institutional links on the subject are being formed and the inter-disciplinary approach has made a beginning. In the family planning sector, although it is difficult to quantify and specify, there has been a growing demand for child spacing and counselling services, and the Government will expand the provision of these services within the maternal and child care activities of the national family health programme. The proposed programme would seek to build upon these favourable elements in order to assist Paraguay in defining its priorities in the population field in relation to its development objectives.
22. In September 1987, an update of the population needs of Paraguay was undertaken. The findings and recommendations of the exercise were discussed with the Government in connexion with the programme development mission that followed in November. The Government accepted these recommendations. Among these, the proposed programme would focus on the following:

(a) Address the need, in light of demand, to widen the provision of services including information and education on responsible parenthood in the official maternal and child care programmes;

(b) Extend the outreach of the health network providing integrated MCH and child spacing services, especially to rural communities and dispersed population groups, in order to reduce maternal and child morbidity and mortality and enhance family welfare through better family health;

(c) Further the integration of population and family life education into the schools and introduce these subjects in the out-of-school educational system in order to reach a greater proportion of youth and promote responsible reproductive behaviour for the individual, the family and the society;

(d) Further expand public awareness of population issues by disseminating information through mass communication media;

(e) Enhance the participation of women in income-generating activities and in decision-making pertaining to the family and the community, and address the demand for family life education and services in rural areas through education, training and referral services;

(f) Upgrade national competence in the population field by creating and reinforcing the capability of concerned professionals to teach, train and carry out research in population;

(g) Prepare a cadre of trained specialists at the central planning authority to carry out research and analysis on population issues, especially in the area of integrating population variables into development planning;

(h) Strengthen the capability to collect and analyse demographic data, to support the institutionalization of these data analysis activities and to improve the availability of processed and analysed data for policy decisions, policy planning and implementation.

Maternal and child health and family planning

23. Strengthening of the national family health programme. Infant mortality is 51.2 per 1,000, with diarrhoea and lesions caused at birth being the two principal causes of infant death. Infant and maternal mortality (the latter was 2.8 per 1,000 in 1985) are the key concerns of the Government. It is proposed that support to the mother and child care and child spacing activities of the national family health programme be continued in order to consolidate gains made in the four health regions so far covered and to extend the programme to the remaining eight
regions, further consolidating and expanding activities as the programme progresses. The project would also seek to provide a wide range of family planning services, using natural as well as other modern methods, in all the health regions by the end of the project. Activities would be carried out throughout the MOH network in a fully integrated service programme in the areas of maternal and child health and family planning, education and training. The project would focus on: (i) the updating and application of standards and guidelines for planning and delivery of services and better use of human resources; (ii) the organization of services by level of care and complexity based on a referral system; (iii) implementation of a continuous programme of training of health service personnel, traditional birth attendants (TBAs) and health promoters; and (iv) promotion of knowledge and positive attitudes and practices of family health and responsible parenthood through the mass media and the involvement of community leaders.

24. It is expected that by the end of the project in 1991 service delivery points would increase to 435. Central-level staff, plus over 2,000 health region staff and doctors and nurses manning health centres and posts, would be trained and re-trained during the project, as would 400 TBAs and about 500 health promoters and other community representatives. The principal features of this programme would be the extension of coverage with integrated MCH child-spacing care across the national territory, and the reinforcement of the child-spacing component to include other than natural methods. Strong emphasis would be placed on the population education aspect for effective outreach and on enhancing the managerial competence of the Ministry's staff involved in administering the programme. UNFPA proposes to provide $1.5 million to cover international and national advisory services, training, subcontracts for operational research and for the editing and printing of materials, contraceptives and expendable and non-expendable equipment. WHO/PAHO would be the executing agency.

Population information, education and communication

25. Population and family life education programme. There exists in Paraguay a good conceptual and institutional base for population education as well as a team of professionals capable of administering a national programme. This project would give continuity to the process already initiated in the earlier programme by extending the integration of population and family life education into the secondary school curricula, as well as into the literacy and adult education programmes, and to the training of teaching staff responsible for population and family life education. At the same time, it is proposed that the outreach of population education be expanded to a larger public by disseminating such messages through a variety of mass media channels. These proposed activities would help to consolidate and expand a task already begun. They would also contribute, by expanding to the out-of-school sector, to the follow up on the recommendations of the 1978 needs assessment, which emphasized that rural people, and especially women, should be targeted for population IEC activities. Similarly, the proposed activities would respond to a recommendation of a 1985 in-depth evaluation of the project to provide population education to the out-of-school sector, youth and parents. The project would be formulated for implementation by the Ministry of Education with the technical backstopping of UNESCO. UNFPA would provide assistance in the amount of $350,000 over four years.
Basic data collection and analysis

26. Institutionalization of data collection activities. UNFPA helped to strengthen the infrastructure of the Directorate General of Statistics and Census through support to the 1982 population and housing census. Cartographic work, sampling, and data processing and analysis are, however, still weak areas that ought to be addressed. Assistance is, therefore, proposed to consolidate the data collection activities initiated in the first programme and to institutionalize the undertaking of censuses and demographic surveys by the DGEC and civil registration by the Directorate General for Civil Registry. In conjunction with the forthcoming census of the 1990s, the project would also seek to strengthen the DGEC in the efficient development of the required cartographic base and to provide adequate training to field personnel. In the area of sample surveys, and especially intercensal demographic surveys to update population estimates and projections and evaluate population dynamics, support is proposed to update the cartography and sample frame to improve coverage. This would ensure that sectoral offices would have accurate and up-to-date information with which to work. In the area of civil registration, the assistance provided by UNFPA has motivated national authorities to install a well-functioning modern system. An indication of this commitment is the recent adoption of the Civil Registration Law. It is proposed that the support being provided to the ongoing project be slightly expanded by the provision of some technical assistance and some equipment to complete the restoration of the old registers. It is also recommended that the project provide modest support for the extension of the model registration system to the entire country in a progressive manner, particularly for the training of registrars and for the publicity campaigns to raise awareness among the population. With the technical backstopping of the United Nations, the activities proposed above should help bring about the institutionalization of data collection efforts and close major gaps in the availability of accurate and up-to-date data that planners, policy-makers and administrators of the country's socio-economic development plans need. UNFPA would provide assistance in the amount of $175,000 for the four-year period.

27. Support to population data analysis and population studies. Although considerable population data has been collected through the population and housing census of 1982 and the ongoing annual household surveys, to which data collected through the improved civil registration system will soon be added, a consistent and consolidated data analysis and dissemination activity has as yet not been established. It is extremely important to ensure that data collected and processed are appropriately evaluated, analysed, and interpreted, and that official estimates of different demographic indicators, including present and projected population size, are established for uniform and standardized use by all sectors of the Government. It is also extremely important that a minimum data analysis plan within DGEC be established, in order to secure reasonable and realistic estimates of the more critical demographic indicators and population projections by sex/age and urban/rural residence and at sufficiently disaggregated levels and to ensure that the results become available in time for the 1994-1999 development plan. Similarly, a number of studies to establish interrelationships between demographic indicators and socio-economic factors must be undertaken to complement the effort to be undertaken at the STP. This would require the development of demographic analysis capability with sufficiently skilled personnel in adequate number, and
equipment to facilitate data evaluation, analyses and interpretation. UNFPA would provide $75,000 for supporting this activity during the four-year period, with the United Nations as executing agency.

Population dynamics

28. **Strengthening national capacity for teaching and research in population.** This project, to be implemented by the Faculty of Economics of the National University of Asunción, would train middle- to high-level professionals of the Faculty in order to strengthen the country’s efforts to become self-reliant in teaching, research, and related activities necessary to further the knowledge of population problems. The teaching of demography and population subjects would be introduced in the economics, accounting and public administration programmes. A diploma course would also be set up, whereby it would be hoped to graduate 10-12 specialists each year for undertaking studies required to establish population-development interrelationships in the Paraguayan context. Courses in population would also be given in the sociology, geography, anthropology, statistics and other related teaching programmes. One short course focusing on practical application of population data processing and analysis techniques would be organized each year for middle-level technicians in both the private and public sectors who are called upon to handle population data. In addition, annual seminars on population issues would be organized for journalists and opinion leaders in Asunción and in other regions of the country. In the diploma course, a module on women in development would be introduced and relevant parts of the module incorporated into various courses, as appropriate. Research activities would also be progressively implemented to complement teaching activities. It is anticipated that the United Nations would backstop the project as executing agency. The Fund would provide $250,000 for the four-year period.

Population policy formulation

29. **Integration of population factors in sectoral and regional planning.** This project would seek to strengthen the institutional capability of the Technical Secretariat for Planning to deal with population matters by analysing the sectoral plans and programmes developed by the STP in order to define the conceptual-methodological framework for integrating population variables into socio-economic planning. Appropriate training would be imparted to STP staff, methodologies would be developed and disseminated to responsible units and sectors and a data bank would be established. The STP has a Population and Human Resources Division under the General Programming Unit which would facilitate collaboration between sectoral specialists and population specialists in the integration of population and socio-economic variables. This integration, and studies required to achieve it, would provide a basis for subsequent population policy development activities. As the STP acts as the secretariat of the National Committee for External Technical Assistance (CONCATE), the project would also constitute a conduit for co-ordinating all projects supported by UNFPA. UNFPA would provide assistance in the amount of $200,000 over a four-year period.
30. **Role of women in rural development.** This project, which started in August 1986, has been extremely successful in reaching rural women with education and training, both of which have enhanced their role as wives, mothers and providers and strengthened their role in decision-making affecting family and community welfare. The project's income-generating activities have been particularly popular because they have made it possible for participants to raise their quality of life and economic well-being. Project personnel also encountered a strong demand on the part of the communities, but especially from women, for information and counselling on health education and child-spacing, as well as on women's concerns in general. Therefore, given the impact, and considering that the project has been in operation for less than two years, it is proposed that support for the project be continued in order to consolidate achievements to date, further expand coverage to surrounding, less-accessible communities, and strengthen institutionalization of this programme and inter-institutional co-operation. The Ministry of Agriculture and Animal Husbandry's Agricultural Extension Service has already demonstrated its commitment by involving in the project its Communication Department and its Home Education Unit and by making available a revolving fund to facilitate project operations. It is envisaged that, if the project is extended, some additional 88 communities in 42 districts would be covered and assisted with education and training and income-generating projects. It is estimated that with this coverage about 2,640 families would benefit from the activities of the project. UNFPA would provide assistance in the amount of $350,000 during the four-year period.

**Programme reserve**

31. It is proposed that a programme reserve of $200,000 be established. While the activities in the areas described above could absorb this amount, should that be necessary, it is recommended that this amount be kept in reserve to support activities that become necessary as the programme is implemented. We anticipate, for example, that new needs would arise in the area of training and research, especially in so far as strengthening national capacity to deal with population issues in relation to development planning is concerned. This reserve would be utilized in this direction, to further the achievement of the objectives of the programme.

**Monitoring and evaluation**

32. The UNFPA monitoring and evaluation guidelines would be applied in the process of overseeing the progress of the programme. In this context, a mid-term country review would be organized at the end of the first two years to ascertain the effectiveness and impact of the UNFPA programme and if it is meeting the country's needs in terms of its development goals. Special care would be taken to formulate projects clearly and concisely, and with clear evaluation components built into them. In-depth, independent evaluations of projects or of components of projects would be conducted as necessary. The submission of the required progress and internal evaluation reports would be monitored closely to ensure that they give a clear presentation of both the qualitative and quantitative progress being made.
Co-ordination

33. The UNFPA Representative in Asunción would have overall co-ordinating responsibility for the programme. He would be assisted by a national programme assistant and receive support from the UNFPA Deputy Representative and Senior Adviser on Population stationed in Lima as well as from UNFPA headquarters. Linkages would be established among the various projects in the programme with the objective of getting maximum benefit from the technical know-how available and to apply lessons learned. In this manner, the population education project would support the education aspects of the maternal and child health and child-spacing activities and the area of women, population and development. The maternal and child health and child-spacing project would support the training activities addressed to rural women and assist in determining the contents of population educational materials. Similarly, working contacts would be established among the management of these projects, the STP, the University, and the entities involved in basic data collection and data analysis for easy access to information and discussion of operational issues of mutual concern. It is intended also to put in place a population coordinating committee within the STP. This committee would have representatives of each of the UNFPA-supported projects and meet periodically to discuss the progress of projects and exchange information. Furthermore, through meetings of project directors called by the UNFPA representatives, fruitful contact and dialogue and a sharing of information would be maintained among all projects.

Financial summary

34. As indicated in paragraph 1, a programme of $3.1 million for four years is proposed. The following table shows how the programme areas would accommodate this funding:

<table>
<thead>
<tr>
<th>UNFPA regular resources</th>
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<tbody>
<tr>
<td>Maternal and child health and family planning</td>
</tr>
<tr>
<td>Population information, education and communication</td>
</tr>
<tr>
<td>Basic data collection and analysis</td>
</tr>
<tr>
<td>Population dynamics</td>
</tr>
<tr>
<td>Population policy formulation</td>
</tr>
<tr>
<td>Women, population and development</td>
</tr>
<tr>
<td>Programme reserve</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>
V. RECOMMENDATION

35. The Executive Director recommends that the Governing Council:

   (a) Approve the assistance to Paraguay in the amount of $3.1 million for the four-year period 1988-1991;

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