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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 Colombia

Support for a comprehensive population programme

Proposed UNFPA assistance: $4.8 million

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

Duration: Four years

Estimated starting date: January 1988

Executing agencies:
- Government of Colombia
- United Nations
- International Labour Organisation (ILO)
- World Health Organization (WHO)

Government co-ordinating agency: Ministry of Planning
COLOMBIA

Demographic facts

Population by sex
- Total (in 1000) ........ 28,714
- Male (in 1000) ........ 14,407
- Female (in 1000) ....... 14,307
- Sex ratio (/100 females) 100.7

Population in year 2000 ........ 37,999

Population by age group
- Age 0-14 (in 1000) ....... 10,668
- Age 15-64 (in 1000) ..... 16,961
- Age 65+ (in 1000) ....... 1,085
- Age 0-14 (percentage) .... 37.2
- Age 15-64 (percentage) .... 59.1
- Age 65+ (percentage) .... 3.8

Age indicators
- Median age ............. 20.7
- Dependency: age 0-14 .... 62.9
- Dependency: age 65+ .... 6.4
- Dependency: total ....... 69.3
- Youth: 15-24 (in 1000) ... 6,261
- Women: 15-49 (in 1000) ... 7,287

Urban-rural population
- Urban population (in 1000) 19,357
- Rural population (in 1000) 9,357
- Per cent urban .......... 67.4
- Per cent rural .......... 32.6

Agricultural population density (/hectare of arable land) .... 1.55

Average annual change
- Population increase (in 1000) .... 621
- Births (in 1000) ........ 885
- Deaths (in 1000) ........ 223
- Net migration (in 1000) .... -40

Rate of annual change
- Population change total (%) .... 2.05
- Urban (%) ............... 2.9
- Rural (%) ............... 0.2
- Crude birth rate (/1000) ...... 29.2
- Crude death rate (/1000) ...... 7.4
- Natural increase (/1000) ...... 21.8
- Net migration (/1000) ....... -1.3

Fertility and mortality
- Total fertility rate ....... 3.58
- Completed family size ....... 6.7
- Gross reproduction rate ...... 1.75
- Net reproduction rate ...... 1.58
- General fertility rate (/1000) ... 114
- Child-woman ratio .......... N/A
- Infant mortality rate (/1000) ...... 46
- Life expectancy: male ...... 62.6
- Life expectancy: female ...... 67.2
- Life expectancy: total ...... 64.8

GNP per capita
- (U.S. dollars, 1984) ....... 1,320

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 1986; 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), at the request of the Government of Colombia, proposes to support a comprehensive population programme in the amount of $4.8 million over a four-year period beginning in January 1988. The proposed programme, in the context of the population concerns implied in the main social and development strategies established by the National Development Plan, would support the promotion of human settlements and urban development programmes; the alleviation of poverty among critical sectors of the population, especially the urban and rural poor; the provision of integrated basic health, education and other social services; the promotion of employment opportunities for low-income groups, including women and adolescents; and the provision of family health care and education.

2. Specific objectives of the proposed programme would include the reduction of child and maternal morbidity and mortality levels, especially among the urban and rural poor, through the provision of integrated educational and health services; the provision of integrated family planning services to priority population groups as a component of general family and maternal/child health care services; the provision of services in health education and family life and sex education through formal and non-formal structures to priority population groups (school-age children and adolescents; parents; parents with children under 4 years of age); improvement of the living conditions of families, which serve as the basic societal unit for the creation of awareness and responsibility for reproductive activities; and the promotion of community participation approaches in the design and implementation of social strategies.

3. 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 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 their children and to have information, education and means to do so (para. 14 (f)).

II. BACKGROUND

4. Until 1960, the demographic transition in Colombia was characterized by a substantial decline of mortality rates and by continuing high fertility rates. It was in 1965 that Colombia started experiencing a very rapid decrease in fertility, dropping from a total fertility rate of 5.40 to 4.77 by 1970 and to 3.58 by 1985. Correspondingly, the rates of natural increase, estimated at 32 per 1,000 population during the decade of the 1960s, decreased to 23.3 per 1,000 by 1975 and to 21.8 by 1985. Another important demographic development during the same period was a strong migratory flow from rural to urban areas. This was due primarily to the interaction of several factors: the modernization of agricultural production,
which required more capital but fewer workers; increases in investments in industry; and a highly unbalanced provision of social services that favoured urban areas. This rural-to-urban migration has produced strong concentrations of population in urban areas, as nearly 70 per cent of the population in 1985 was living in urban areas. That same year, the combined population of Colombia's six largest cities accounted for some 33 per cent of the total population. While the population growth rate of the country as a whole in 1985 was 2.1 per cent, the urban growth rate that year reached as high as 6.7 per cent.

5. In the recently published National Development Plan, population issues are taken into account as a basis for planning and programming considerations. The document, however, does not contain an explicit population policy.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE 1982-1986

6. In the past, UNFPA assistance to Colombia has been provided on an ad hoc basis. UNFPA-sponsored projects, therefore, tended to be independent and formulated to address specific areas of need. Most of the projects were of special interest to a particular government agency or institution, and there was little or no interlinkage with technical co-operation projects in other sectors. This lack of inter-agency and inter-sectoral integration was due primarily to the absence of a comprehensive programming process and of a clear national policy framework. There were also difficulties encountered in the implementation of the projects. For example the advisory and/or administrative support by technical agencies was, in some cases, below expected standards. Moreover, the allocation of national personnel and funds by governmental agencies was less than had been projected in some projects. Finally, slow internal procedures for clearing decisions and disbursing funds by national and international agencies delayed the timely execution of activities and resources.

Basic data collection and analysis

7. UNFPA provided $377,000 to support the processing of the 1985 Population and Housing Census in Colombia. The primary objective of the project was to supply international technical assistance and data processing equipment in order to overcome identified bottlenecks in the census operation. As a result of this assistance, the Government was able to expedite the processing of data and timely dissemination of the findings. Census data have been published and at the present are being analysed.

8. UNFPA support was also instrumental in financing the travel of the Colombian delegate to the 1984 World Fertility Survey (WFS) Programme in London, project COL/84/PO1. This symposium provided a forum at which participants could discuss the findings of the WFS assessment and learn from each other's experiences.

Population dynamics

9. Demographic transition and labour supply. UNFPA provided $110,000 for a one-year project which complemented the "Labour Market Planning System" project financed by the United Nations Development Programme (UNDP) and executed by the
International Labour Organisation (ILO), in terms of assessing the impact of demographic change on labour supply. The results served as inputs in helping to orient employment and human resources planning and policies towards full employment of Colombia's labour force, which was the principal objective of the UNDP/ILO project.

10. UNFPA provided $50,000 in 1983 and $55,000 in 1986 to the Population Institute to support the publication of the Spanish language editions of the newspaper POPLINE, which is distributed to national and local leaders, the media, and opinion leaders in Latin America and the Caribbean.

Population information, education and communication

11. Integrated services for the family. This UNFPA pilot programme, in the amount of $108,000, was implemented in five urban marginal areas located in Colombia's largest urban conglomerate (Bogotá, Cali, Medellín and Barranquilla). Its primary objectives were to create, implement and evaluate innovative modalities related to services for the family, particularly for women, children and the aged, utilizing an integrated approach and based upon ample community participation. The pilot programme covered 35,000 low-income families who were first- and second-generation migrants into the big cities or who had experienced the social effects of the rapid urbanization process. A major activity of the project was the construction and subsequent operation of community centres which served as the focal points for integrating social services and community participation in these five urban marginal areas.

Maternal and child health care and family planning

12. UNFPA has supported diverse MCH/FP-related services in Colombia. For example, the Development and evaluation of a diffusion model on natural family planning methods project focused on natural family planning methods (NFP). NFP training and information models were thus developed and evaluated in terms of specific outputs. Moreover, the Dissemination of family planning information to marginal rural areas project sought to promote access to family planning services as a human right and to provide information and services in this field by having mobile units situated in different regions. The Family life and sex education campaign for urban marginal areas project was directed at the low-income groups in Bogotá with the objective of improving these groups' living conditions through greater understanding of sex and family life.

13. Expansion of national MCH/FP services. UNFPA provided $2.02 million support for this project, which was executed by the Pan American Health Organization (PAHO). The project, which was evaluated in 1984 and redesigned for execution during 1984-1986, had two main components. The first addressed the specific problems encountered in the execution of the national MCH/FP programme, namely the lack of uniform, well-defined service standards for the MCH/FP programme; the inadequacy of the training of medical and paramedical and community promotion personnel; the absence of support research; the shortage of equipment and inadequacy of medical supplies, especially contraceptives; and the uneven quality of technical assistance from PAHO. The second part of the project supported the...
extension of coverage of the National Plan for Rehabilitation to include truce areas (i.e., those areas affected by violence). MCH/FP services were provided in seven local centres in the country's most isolated and poor areas. Most of the programmed activities have been carried out, but the impact of the project is difficult to assess. This is due primarily to the lack of reliable data.

Multi-sector activities

14. Programme support. This project, which supported the establishment of a UNFPA field office in 1985, contributed to the successful implementation of the United Nations Technical Co-operation Programme to Colombia in the area of development. It also was intended to provide technical and administrative support for the implementation of UNFPA assistance to Colombia, in specific to the overall management of the sectors and projects in the area of population.

Other external assistance

15. At present, the United States Agency for International Development (USAID) is sponsoring activities in the family planning area through various private organizations. For example, The Population Council is seeking, with USAID support, to improve the provision of family planning services by subsidizing operations and extending technical assistance. Moreover, The Pathfinder Fund is helping the Ministry of Health and private agencies with training, equipment and supplies. Also the Johns Hopkins Program for International Education in Gynecology and Obstetrics supports similar activities. Among the other organizations supporting population activities in Colombia is the Japanese Organization for International Cooperation in Family Planning, Inc. (JOICFP), which provides technical assistance and equipment to the MCH/FP programme in the Ministry of Health.

IV. FINDINGS OF THE NEEDS ASSESSMENT MISSION

16. A basic needs mission visited Colombia in August 1985. Based on its findings, the Mission recommended that the country's general approach to population should: (i) grant priority to population programmes integrated into the national development strategy and directed to marginal areas designated as "absolute poverty pockets"; (ii) prepare integrated programmes for providing basic services, focusing on the family and women, in order to formulate and implement policies and programmes on population and employment, utilizing to the extent possible community participation approaches; and (iii) develop national approaches to population issues that could be integrated appropriately into the overall development strategy at the national, regional, community, and family level. The Mission also suggested enhancing the capacity of government officials in charge of projects, through in-service training, to lead and manage complex social or community-oriented projects. The need to assign full-time national staff to lead and monitor project activities was also noted.

17. The Mission made the following specific recommendations for the different components of the programme.
18. Formulation of population policies and planning within the framework of the national development strategies. The mission recommended strengthening multi-dimensional approaches and studies on population to serve as a framework for international co-operation and technical assistance, as well as for policy formulation. Such approaches could include, among others, integrating population considerations into strategies at different levels, such as community participation and other approaches at micro-social and family levels; developing inter-sectoral schemes to support policies that promote employment, through analyses of socio-demographic factors that affect employment and of demographic consequences of national investments; carrying out studies on migration within and between various regions in the country, leading to the development of socio-demographic profiles of regional or urban areas with high growth in critical demographic indicators; and conducting studies on the relationship between population trends and socio-economic development and disseminating the results widely.

19. Socio-demographic studies and research on population and development issues. The mission recommended carrying out studies on general, infant and maternal mortality and on general and labour migration patterns, using new census data, vital statistics and other socio-demographic sources. These studies should also focus on special socio-demographic groups (the family, women, the elderly, youth) and on issues such as family stability, marriage trends, and evolution of the country's demographic transition. The mission stressed the need to widely publicize analyses of census findings and of vital statistics in order to promote the use of socio-demographic data and analysis in policy formulation and planning processes; to support the strengthening of training programmes on population and socio-demographic research for national planners and programme officers; and to make use of Colombia's national capacity for supporting technical co-operation among developing countries (TCDC) activities in the region.

20. MCH/FP services. The mission recommended continuing the implementation of maternal and child health care programmes for high-risk populations as provided for in both the National Plan for Rehabilitation and the poverty alleviation programme, and co-ordinating these programmes with the National Child Survival Plan. The mission also noted the importance of providing for family planning activities through community education and information, and ample provision of services; carrying out studies on induced abortion, adolescent pregnancy, and breast and cervico-uterine cancer, thereby providing necessary background information to be used in the development of the MCH/FP programme; and continued use of non-governmental organizations (NGOs) and private organizations to complement national programmes and to carry out specific studies that would help to improve the quality and delivery of MCH/FP services.

21. Population information, education and communication. The mission recommended supporting strategies aimed at integrating population issues and contents into the national school curriculum, for both urban and rural areas alike, especially in "absolute poverty pockets". Other recommendations focused on support to programmes aimed at providing formal and non-formal population education for children in elementary schools and for parents; design of training programmes for community trainers on family life and sexual and reproductive health education; design of communications programmes supporting health interventions at family levels; and
enhanced involvement of NGOs and private organizations in research and in other technical, educational sub-contracting activities.

22. Integrated services for families, women and other population sectors. Members of the mission recommended the continuation of support to community, self-administered programmes that rely on community participation and are oriented towards the integration of social services for families, women and other special groups. Such programmes, noted the mission, should continue to have integrated income-generating activities and health and population education components. Priority areas to be addressed in order to enhance the status of women and promote their participation in population and development activities are family life and sex education, occupational health, market-oriented labour in-and-out of the home, and co-operative associative production, among others.

V. PREPARATORY ACTIVITIES FOR THE PROPOSED PROGRAMME

23. During 1985, UNFPA approved $75,000 for the initiation of preparatory activities for formulating a national programme for the 1987-1990 cycle. These included the elaboration of a preparatory report, a basic needs assessment (BNA) and programming exercise, as well as related consultancies and publications. The assessment exercises were carried out during 1985 and 1986. After integrating the findings and recommendations of the BNA report with those of the other preparatory activities, UNFPA produced an outline for the Colombia country programme. In January 1987, a UNFPA mission prepared a general reference framework for the country programme, which was approved in March by the Colombian Government. During the second semester of 1987, the preparation of project proposals were initiated; and in September a new mission discussed with the Government the main project documents that emerged from these exercises.

VI. PROPOSED PROGRAMME 1988-1991

24. In light of the findings and recommendations of the needs assessment mission and in view of specific needs identified in consultation with the Government, the proposed programme seeks to strengthen government and national institutions in the population field that are responsible for developing national self-reliance in the identification and formulation of population policies; to plan and programme services in such a way as to ensure that these policies are put into operation; and to build into the programme monitoring and evaluation procedures that feed back into the implementation of the programme, thereby ensuring that population factors are properly integrated into the socio-economic development planning, within the framework of the national socio-economic development plan of the country. The proposed programme is composed of the following components, which are discussed below: MCH/FP, population IEC, population and development studies, and integrated services for family, women and other target groups.
Maternal and child health care and family planning

25. **Maternal and child health care and family planning.** UNFPA would provide assistance in the amount of $3 million to Colombia's "Support for the National Programme of Maternal and Child Health and Population Dynamics", a multi-sectoral programme designed to integrate the findings of demographic analyses into ongoing MCH projects. Such support would contribute to the Government's social policy aimed at overcoming absolute poverty, in particular, in the provision of health services to women and children. Indeed, the Government considers the provision of health services as an essential element in the implementation of its strategy of concentrating resources on deprived groups living under the lowest social and economic conditions. Within this framework, the target populations of the MCH/FP project are the marginal groups living in the six biggest cities in the country (Bogotá, Medellín, Cartagena, Cali, Barranquilla and Bucaramanga) and the rural groups that in the past had not been beneficiaries of state programmes and that are living at a bare subsistence level. Adolescents would also be a target group of a sub-project on reproductive health. The project would provide support for the delivery of family planning and cervico-uterine cancer-related services at the national level.

26. The main strategy for providing health services to depressed and marginal groups is to develop integrated MCH/FP services for women and to use the high-risk approach. Community participation would be stressed in order to multiply the effects and impact. The needs in this area are well known, having been identified by the Government as well as by the BNA mission. The activities to be undertaken correspond with the country's main national objectives and strategies and would focus on the following:

(a) Strengthening of the institutional and managerial capacity of the Ministry of Health through the development of an MCH/FP information system and the provision of technical assistance;

(b) Strengthening and widening of local, decentralized MCH/FP services and early detection of cervico-uterine cancer in urban marginal areas in the six biggest cities, frontier poor areas, and National Peace Plan areas (truce areas);

(c) Strengthening and improvement of the quality of the family planning services and early cervico-uterine cancer detection in 33 sectional geographic units;

(d) Development of reproductive health services for adolescent population groups at highest risk.

UNFPA support would be used for advisory services, research, training and equipment. PAHO would continue to execute the project.

Population information, education and communication

27. One of the main objectives of projects in this area, for which UNFPA assistance amounting to $600,000 is proposed, is to enhance the integration of population education issues within priority educational and cultural activities for
the young as well as within adult literacy and post-literacy programmes in rural and urban marginal areas. The projects would also seek to improve the quality of the curricula for basic education (from first through eleventh grade). The strategy would be to integrate population components into teachers' training, in both rural and urban areas. In addition, efforts would be made to introduce population education components into the non-formal population programmes for youth and adult in the urban marginal areas of the largest cities. The project in the formal section would be executed by the Ministry of Education. The projects in the non-formal section would be implemented by the local municipal governments of Bogotá, Medellín, Cali and Bucaramanga.

Population dynamics

28. A number of projects in this area are designed to strengthen the planning process and improve the mechanisms of decentralization of government institutions dealing with national, regional and local planning co-ordination and programming. The objective would be to ensure that differential socio-demographic characteristics, trends, issues and policies are adequately integrated into specific socio-economic planning processes. The projects would also seek to improve the decision-making acumen of national and regional planners by enhancing their ability to deal with the biological and social aspects of reproduction and with the interrelationship between socio-economic development and demographic processes. A primary aim of the project would be to provide reliable and consistent socio-demographic analyses which could be used to help frame the various national programmes within the National Development Plan. This would enable the national plan to focus more specifically on strategies for social development and on activities aimed at overcoming critical poverty levels. UNFPA proposes to provide an amount of $400,000 to support this socio-demographic research. The projects would be executed by the Ministry of Planning, national NGOs and universities. UNFPA assistance would be used for consultancy services, research sub-contracts, seminars/workshops and printing costs. In order to achieve these objectives, the following five socio-demographic studies are proposed: (i) identification and geographical location of highest infant mortality risk groups; (ii) analysis of mortality by general causes, and specific group analysis for maternal and infant sub-populations; (iii) socio-demographic analysis of the 1985 Native Indians Sub-Population Census; (iv) socio-demographic analysis of elderly sub-populations in Colombia; and (v) national survey on adolescents.

Special programme

29. Integrated services for family, women and other population groups. The programmatic objective for this area would be to support technical and financial methodological innovations for integrated provision of services to families, women, the elderly, youth and other important population groups, in addition to providing community health education, population/family life and sex education. The Government attaches special importance to the welfare and security of the family and household and has, accordingly, included a chapter on this in the National Development Plan. UNFPA assistance is proposed for $500,000 to cover the cost of advisory services, research, training, equipment for community centres, educational materials, and audio-visual equipment.
**Programme reserve**

30. A programme reserve of $300,000 would be established to cover possible new developments in the population field not foreseen in the present document. For example, research to be undertaken in support of the MCH/FP project will likely identify additional areas of need for assistance.

**Programme management and co-ordination**

31. The programme would be managed and co-ordinated through the UNDP office in Bogotá. Assisting the UNDP Resident Representative, who also serves as the UNFPA Representative, would be a National Programme Officer and a secretary. Some additional operational support would be provided for transportation and office management. Co-ordinating and monitoring activities by the Office would be emphasized.

**Monitoring and evaluation**

32. To ensure the effective implementation of the programme, there would be periodic country reviews with participation of the Government and UNFPA. Special attention would be given to monitoring and evaluating the contribution of individual projects to the achievement of the overall objectives of the programme as described above. Moreover, each project would have a built-in plan for monitoring and evaluation. At the time of formulation, it would be decided if any of the projects required a more elaborate evaluation exercise.

**Financial summary**

33. As noted in paragraph 1, UNFPA proposes assistance in the amount of $4.8 million for the period 1988-1991 to be distributed as follows:

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<thead>
<tr>
<th>UNFPA regular resources</th>
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<tbody>
<tr>
<td>Maternal and child health and family planning</td>
<td>3 000 000</td>
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<tr>
<td>Population information, education and communication</td>
<td>600 000</td>
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<td>Population dynamics</td>
<td>400 000</td>
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<td>Special programmes</td>
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<td>Programme reserve</td>
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<td><strong>TOTAL</strong></td>
<td><strong>4 800 000</strong></td>
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VII. RECOMMENDATION

34. The Executive Director recommends that the Governing Council:

(a) **Approve** the assistance to Colombia in the amount of $4.8 million for the four-year period 1988-1991;

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

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