III. REVIEW OF OTHER ASPECTS OF THE UNFPA PROGRAMME (continued)...

D. Evaluation of UNFPA programmes and projects.............  2
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D. Evaluation of UNFPA programmes and projects

197. During 1988, UNFPA continued the trial testing of the "Guidelines for monitoring and evaluation of UNFPA-supported projects and programmes", which had been prepared in 1986. The Executive Director set up an internal task force to review the comments and recommendations that had been received from field offices, executing agencies and headquarters staff and to revise the guidelines, as necessary. The task force is also taking into account changes in UNDP's monitoring and evaluation guidelines that were made after the UNFPA guidelines had been issued. The final version as well as detailed plans for the dissemination of the guidelines, including training, are expected to be issued in April 1989.

198. During 1988, there was a continuing increase in the number of project evaluations undertaken as part of project activities either by the project management, the executing agency or independent consultants. Consequently, the independent in-depth evaluations organized by UNFPA concentrated on country and intercountry programmes and on comparative evaluations. The results of these activities are reported below.

199. The Fund's data base featuring lessons learned from evaluation activities became operational in early 1988. Information about the system was disseminated to all UNFPA staff and concerned executing agencies. The data base was expanded throughout the year to reflect lessons learned from additional internal evaluations as well as from new, independent in-depth evaluations.

200. The data base has been used by the Fund to prepare analyses of selected areas for distribution to UNFPA staff. UNFPA staff at headquarters and in the field have made use of the system in the preparation of strategy papers and country programmes. There have also been requests for print-outs regarding specific areas or countries from some other parties, including United Nations organizations, NGOs and universities. Utilization of the data base, although increasing, is not yet widespread, mainly because at this time it can only be accessed through one computer located in the Fund's Evaluation Branch. This hurdle should be overcome when this data base is made a part of the Fund's overall MIS system (see document DP/1989/42 on office automation).

Programme evaluation results

201. During 1988, UNFPA undertook evaluations of three country programmes, the FAO intercountry programme, and population and development planning in comparative perspective. Each is described below.

202. Zimbabwe country programme (Mission Aug. 1988). Although the country programme did not elaborate specific objectives, the objectives of individual projects were consistent with the overall goal of making the country self-reliant in the formulation and implementation of population policies and programmes. The programme, as designed, was more an accumulation of individual projects rather than a coherent programme and did not have a mechanism for co-ordinating the various projects. The mission concluded that programme...
implementation, nevertheless, was relatively successful. The achievements included enhanced awareness of population issues, strengthening of the MCH Department of the Ministry of Health, establishment of a family planning programme at Harare Central Hospital, adequate provision of contraceptive supplies and effective consolidation of the undergraduate programme in demography at the University of Harare.

203. A number of factors contributed to the achievements of the programme. These included the strong political and financial support of the Government to population programmes, the country's well-developed socio-economic infrastructure, the commitment and qualifications of programme personnel and the presence of numerous other donor agencies in the field of population. Constraining factors were the general shortage of project staff, the high turnover of trained staff, the under-utilization of fellowships, lack of co-ordination, inadequate monitoring and supervision, and lack of involvement of nationals in the design of the country programme. The mission's recommendations were taken into account in the preparation of the new country programme.

204. Nicaragua country programme (Mission Aug.-Sept. 1988). In examining UNFPA-assisted projects in terms of the implicit programme objective of institution-building, the mission noted that population units had been established in the Planning Secretariat, the Statistics Institute and the Ministry of Education; that a National Sex Education Commission had been created; and that the MCH Department in the Ministry of Health had been strengthened. Despite this progress, however, Nicaragua is still far from self-sufficient in population activities, in part due to constant rotation and turnover of staff.

205. The population and development project was used to help organize a National Seminar on Population Development, a successful step in forging national agreement on population policy. However, the population unit had neither the data nor the staff necessary to research options for a population policy.

206. While progress has been made throughout the country in the provision of primary health services, including MCH, the Ministry of Health had not yet demonstrated the administrative capacity to take full advantage of the training, equipment, supplies and technical assistance offered through project activities funded with the assistance of Finland and Norway through multi-bilateral arrangements.

207. The Ministry of Education has effectively integrated population education into primary and secondary school curricula and initiated "parents' schools" where gender and population issues are presented in project-designed materials. The sex education project has, through seminars and TV programmes, contributed significantly to the growing demand for sex education, more specifically to demand for a national sex education office.

208. The recommendations of the mission were used in the preparation of the new country programme for Nicaragua.
209. **Indonesia country programme** (Mission Nov. 1988). The third country programme in Indonesia responds well to the needs identified in the 1984 needs assessment report and is consistent with the priorities expressed by the Government. Although some of the projects in the country programme may appear unrelated to each other, they do form part of a mosaic of activities that are indispensable in meeting the goals of the national population programme and that complement well the activities supported by other donor agencies and the Government. Overall, the mission noted the dynamism and continuing innovativeness of the national programme.

210. The projects in the population dynamics and policy formulation sectors have all contributed significantly to the sectoral objectives. The capacity for research has increased markedly, in particular at the central level, and an impressive amount of training has taken place.

211. In the MCH/FP sector, emphasis is given to strengthening programme management. The mission noted that, while the two projects in this sector are on their way to achieving their objectives, adequate links between the two, in particular in terms of utilizing results of operations research, had not been established. The mission also noted that new management skills will be needed to implement the Government's plans to involve the private sector in efforts to achieve self-reliance in family planning. As for MCH/FP service delivery, two projects addressed groups with low contraceptive prevalence -- the inhabitants of the Outer Islands and industrial workers. Both projects were on track, even though the second suffered initial delays. The demand for NORPLANT contraceptive sub-dermal implants is increasing despite only modest promotion in the IEC sector, and the mission suggested that more training in insertion and, particularly, removal be provided.

212. While noting the success of the array of IEC activities, and their complementarity to those supported by other donors, the mission emphasized the importance of improving the technical quality of front-line workers; achieving better understanding of target audiences, increasing efforts to decentralize IEC plans and strategies, and improving the quantity and quality of audio-visual materials.

213. The women, population and development project aims to draw attention to women's productive as well as reproductive roles. The project's income-generating activities are designed to encourage women's entrepreneurial capacity, and the formation of groups provides training and support in increasing self-confidence and group dynamics. The mission was generally very favourably impressed with the project's implementation and suggested further refinement in training, research, IEC, monitoring and evaluation activities.

214. **FAO intercountry programme** (Mission Feb.-Mar. 1988). The evaluation team examined regional and interregional activities in the areas of population advisory services, population IEC and population and development during the 1984-1987 period. FAO's Population Programme Co-ordinator Office is linked to all UNFPA-funded FAO population activities. The 1985 position paper developed by this office was a successful first step in involving FAO technical units in efforts to incorporate population into their work programmes. The main strengths of the regional advisory services were the excellent technical...
abilities, wide experience and personal dedication of FAO regional advisors and their active collaboration with national officials. Most UNFPA Country Directors indicated that they not only knew about the activities of FAO regional population advisors but enjoyed close working relationships with them.

215. The well-conceived strategy adopted by the FAO population programme consists of: (a) expansion of assistance at the country level for integrating population into planning; (b) use of specific intervention instruments such as training of planners, demographers, policy-makers and administrators; (c) provision of technical assistance and substantive backstopping in such areas as population IEC and women and development; and (d) use of research to define interrelationships between population and agricultural/rural variables. In the view of the mission, the research element in the strategy, while yielding insights and understanding of how population and development are linked, has not succeeded in developing a comprehensive conceptual framework that can be translated into concrete development policies and strategies. Design of national policies and programmes, because it is so dependent on country-specific circumstances, has also not been a strong feature of the FAO strategy. Where the strategy has been most successful is in the realm of training, technical assistance and materials development, particularly in population IEC. An excellent example of this assistance is the strengthening of demography in the teaching and research programmes of agricultural universities and the manual developed for this activity.

Comparative evaluation results

216. Comparative evaluations are undertaken to assist UNFPA, executing agencies and Governments in improving planning and implementation of current and future activities of technical co-operation. More specifically, the findings and recommendations of these evaluations are used to assist UNFPA staff in developing programme strategies and guidelines and in designing and implementing projects. UNFPA has conducted two such comparative evaluations -- one in MCH/FP in 1986/1987 and one in population development planning in 1987/1988.

217. Training in MCH/FP. Training in maternal-child health/family planning training, a sector to which UNFPA allocated approximately $125 million through 1985, was the subject of the first comprehensive comparative evaluation exercise conducted by UNFPA. Three missions were undertaken -- to Asia, sub-Saharan Africa and Latin America -- in 1986 and 1987. The results of these evaluations were summarized in the Report of the Executive Director for 1987 (document DP/1988/32, Part II).

218. Owing to the many similarities of the findings among the three regions, regional drafts were condensed into one general section on common issues, supplemented by three brief regional reports emphasizing features unique to training in each region. The general report addresses issues in health planning and forecasting; integration of MCH and FP with primary health care; decentralization of training; gaps between training and job responsibilities; and the role of donors, executing agencies and Governments. In order to
maximize the use of the results of this evaluation, both the report and programme advisory note based on it will be widely distributed. In addition, UNFPA will hold internal seminars for its staff to discuss the results.

219. Population and development planning. The second major comparative evaluation covers projects in the area of population and development planning. This is a relatively recent, though rapidly expanding, sector of population activities, to which UNFPA has allocated a total of $42 million. Four regional studies based on the evaluations have just been completed. A report providing a global overview will be prepared based on the regional reports.

220. Asia and the Pacific (Mission Aug.-Sept. 1987). The mission found that while the issue of population growth is still very important in many Asian countries, issues of rural-to-urban and international migration are of growing concern in both Asia and the South Pacific. Furthermore, in part because of the success of family planning programmes and other measures, some countries are now entering a "post-family planning" era with very complex relationships between population and development.

221. Analysis of needs assessment reports for the countries visited indicated that neither those reports nor subsequent project formulation exercises had taken sufficient account of the complexity of projects in the area of population and development. As a result, ensuing project documents were often found to be over-ambitious and vague. Even though the role of population in development seemed to be understood in most countries, that understanding appeared to be rather general and incomplete, often leading to narrow operational definitions of integration. The mission recommended that short-term training courses should be developed for key planners and policy-makers, preferably in the context of the UNFPA-sponsored Global Training Programme on Population Development.

222. Sub-Saharan Africa (Mission Jan.-Feb. 1988). The projects under review sought to address the issues of high population growth, high levels of mortality, particularly infant mortality, and in a few instances migration and its effect on development. The mission found that the projects paid little or no attention to specific relationships such as population and food production, population and health, and so forth. The mission identified several structural weaknesses in needs assessment and project formulation exercises as they relate to the population development field. It recommended that the format and content of the needs assessment reports be restructured and that projects be formulated using a more cautious approach, including pre-project activities.

223. Where projects were reasonably successful, the mission found that population units were located in appropriate institutions and were part of the governmental structure; that the various bodies in charge of population policy had both prestige and authority; that project staff were well trained and sufficient in number; and that the linkages between the technical and policy formulation functions were firm. In general, monitoring of projects by both UNFPA and executing agencies were found to be unsatisfactory.

224. The mission noted the increasing complementarity between UNFPA-funded population and development projects and UNDP efforts to improve planning in developing countries. Nevertheless, no formal links had yet been developed to
co-ordinate those activities. The mission did find that women played an active role in the overall implementation of projects. A major difficulty in all countries, however, was the lack of benchmark data on women. The mission found moreover, that government officials and national planners had to be further sensitized to women's issues and trained in appropriate methodologies to integrate those issues into development plans.

225. **Arab States** (Mission Sept.-Oct. 1988). Although UNFPA assistance in the field of population and development planning has been relatively recent and modest in this region, almost all the countries have ongoing projects and programmes with objectives to integrate population factors into the development process or to formulate population policies. However, decision-makers, especially at the middle level, still generally do not perceive population issues as integral components of social, economic and cultural processes. In addition, population planning units or related planning institutions have limited means to implement development plans due to financial and other constraints such as the lack of co-ordination among sectoral ministries and with the private sector.

226. The evaluation mission found that population issues were treated as an external rather than integral component in the planning process. The mission also noted a lack of a clearly defined concept of integration of population and development among government planners. Projects were typically started without prior understanding of the concept or sufficient dissemination of knowledge of the requirements for integration or policy formulation.

227. In addition, scarcity of population data and weakness of demographic analysis have also affected achievement of integration or other policy objectives. Staff and programmes were usually absorbed in the task of gathering data and thus were unable to develop appropriate policy-oriented analyses or necessary links with planners.

228. **Latin America** (Mission Oct.-Nov. 1988). Although certain problems remain, countries in this region have in general accumulated important experience and are now approaching a new stage in the process of population policy formulation and incorporation of population factors into socio-economic development planning. UNFPA's original strategy of awareness creation, basic data collection, and establishment of population units will need to be adjusted to allow for more effective integration.

229. The mission found that UNFPA had played an important role in legitimizing the concept of integration and in supporting various activities that would otherwise not have been possible. The mission suggested that needs assessment exercises should be improved, since they had not dealt sufficiently with this sector.

230. The mission noted that the different levels of planning (global, sectoral, regional, sub-regional and local) each required a specific methodological approach. The mission further emphasized that future projects in this sector should not be developed without a well-defined conceptual and institutional framework, which would take into account the socio-political, institutional and cultural characteristics of the country concerned.
E. Technical co-operation among developing countries

231. In 1988, UNFPA continued to play a catalytic role in assisting developing countries to develop population programmes and projects using the TCDC modality of co-operation. Technical experts in family planning IEC and in programme management from Southeast Asia and East Asia attended a UNFPA-funded workshop in Seoul, the Republic of Korea, to exchange experiences and knowledge and to co-produce television programmes designed to promote the use of family planning clinics. UNFPA continued to support the activities of such regional institutions as the Population Unit of the Organization of African Unity (OAU), which serves as a nerve centre of the African network in the demographic field, especially in the formulation of population and development planning policies; the Regional Demographic Training and Research Centres at Yaounde, Cameroon, and Accra, Ghana; the Institute for Economic Development and Planning (IDEP); the African Social Studies Programme; and the Council for the Development of Economic and Social Research in Africa (CODESRIA). This assistance has helped African population experts and specialists to work together in building a network of support to implement present and future African population and development programmes and activities.

232. In the Arab states, the Population Research Unit of the League of Arab States used UNFPA support to promote population work through conferences and training workshops. In the Caribbean, UNFPA assistance to the Institute of Social and Economic Research of the University of West Indies (ISER) helped improve the quality of training and support services to all the Caribbean countries. The Latin American Demographic Centre/Latin America Population Documentation System (CELADE/DOCPAL) and the Latin American Council of Social Sciences (CLACSO) used UNFPA assistance to promote exchanges of information, through a computerized data base, among national agencies and to develop a network of social science researchers in the region.

233. UNFPA provided assistance for numerous study tours during 1988. African MCH/FP and IEC workers went to China to observe the organization of similar activities there; health personnel from Viet Nam went to other Asian countries, and health officers from Benin went to Burkina Faso, as well as from Swaziland to Zimbabwe. Population development officers traveled from Uganda to the Philippines and Thailand, as well as to countries within the sub-Saharan region -- Senegal, Sierra Leone and Nigeria.

234. UNFPA also supported a wide array of activities designed to increase women's opportunities to benefit from participation in TCDC activities in the population field. These include, inter alia, the establishment of a clearinghouse for information on women in Uruguay, a training workshop for women managers in Zaire, the establishment of women's councils and training programmes for women in community development activities in the Solomon Islands, training in community participation techniques for women family planning programme managers conducted by the Planned Parenthood Federation of the Republic of Korea and the regional workshop on integrating women's concerns into population programmes in Africa held in the United Republic of Tanzania.
235. UNFPA continued to fully endorse and subscribe to the principle that it is the sovereign right of each nation to formulate, promote and set up its own population and development policies and implementation strategies. Being an integral element of the development effort of developing countries, TCDC is therefore primarily the responsibility of the developing countries themselves. But UNFPA continued to respond favourably to joint or individual requests from developing country institutions and governmental and non-governmental organizations for assistance in their population activities that promoted self-reliance and mutual co-operation.

F. Procurement of equipment and supplies

236. UNFPA procurement activities in 1988 totalled US $24,056,709 in the following main categories:

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Headquarters procurement for UNFPA and government-executed</td>
<td>20,748,000</td>
</tr>
<tr>
<td>projects/project components</td>
<td></td>
</tr>
<tr>
<td>Local procurements (including authorizations from headquarters)</td>
<td>2,146,000</td>
</tr>
<tr>
<td>Publications and audio-visual services</td>
<td>496,000</td>
</tr>
<tr>
<td>Headquarters procurement for administrative purposes</td>
<td>667,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>24,057,000</strong></td>
</tr>
</tbody>
</table>

237. Owing to long-term agreements with some major suppliers and to relatively steady currency exchange rates during the year, procurement costs were stable in 1988. Because UNFPA budgets are calculated in US dollars, the Fund makes it a practice, where feasible, to enter into long-term agreements with suppliers based on prices in US dollars in order to eliminate potential difficulties in procuring project equipment components in the future. Relatedly, at the request of Governments, UNFPA headquarters has undertaken procurements on behalf of Government-executed projects for various reasons linked to price, availability, etc. For accounting purposes and to provide a clear delineation of commitments and responsibilities, these procurements have been tabulated as UNFPA-executed project components and are thus included in the total amount for headquarters procurement.

238. In accordance with the recommendations of the Governing Council, UNFPA has increasingly attempted to procure equipment and supplies from developing countries. In addition to local procurements made by field offices amounting to $2 million, the Fund placed orders for a total of $1.4 million directly with companies in developing countries. To encourage field offices to use local and regional suppliers, UNFPA increased discretionary procurement authority of its field offices. The Fund also took steps to ensure that major donor countries are invited to submit bids for the procurement of equipment and supplies.

/...
In 1988, UNFPA placed orders in the amount of US $5.7 million with suppliers in Canada, the Netherlands, and the Nordic countries.

239. In 1988, the major portion of procurements went for contraceptives and medical equipment. Major commodities processed by the Fund's Procurement Unit in 1988 were:

<table>
<thead>
<tr>
<th>Item</th>
<th>1988</th>
<th>1987</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medical Equipment</td>
<td>5,663</td>
<td>(5,284)</td>
</tr>
<tr>
<td>Contraceptive injectibles</td>
<td>2,942</td>
<td>(2,504)</td>
</tr>
<tr>
<td>Contraceptive implants</td>
<td>2,174</td>
<td>(193)</td>
</tr>
<tr>
<td>Vehicles</td>
<td>2,133</td>
<td>(2,497)</td>
</tr>
<tr>
<td>Oral contraceptive tablets</td>
<td>1,956</td>
<td>(5,362)</td>
</tr>
<tr>
<td>Audio-visual equipment</td>
<td>1,130</td>
<td>(136)</td>
</tr>
<tr>
<td>Hormones</td>
<td>1,045</td>
<td>(333)</td>
</tr>
<tr>
<td>Office equipment (printing equipment)</td>
<td>767</td>
<td>(110)</td>
</tr>
<tr>
<td>Condoms</td>
<td>639</td>
<td>(756)</td>
</tr>
<tr>
<td>Contraceptive intra-uterine devices</td>
<td>556</td>
<td>(4,169)</td>
</tr>
<tr>
<td>Pharmaceuticals</td>
<td>506</td>
<td>(530)</td>
</tr>
<tr>
<td>Vaginal contraceptive tablets</td>
<td>465</td>
<td>-</td>
</tr>
<tr>
<td>Computer equipment</td>
<td>472</td>
<td>(196)</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>300</td>
<td>(119)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>20,748</strong></td>
<td><strong>22,190</strong></td>
</tr>
</tbody>
</table>

G. Multi-bilateral funding of population activities

240. UNFPA's extra-budgetary financing is done for the most part through multi-bilateral arrangements. In 1988, there were 13 new projects funded by extra-budgetary resources, raising to 67 the cumulative total of such projects since the inception of the multi-bilateral programme in 1976. In 1988, UNFPA oversaw and monitored some 54 projects which had allocations in 1988 totalling $8.6 million. By the end of 1988, cumulative allocations to extra-budgetary population programmes and projects arranged and assisted by UNFPA over the period 1976-1988 totalled approximately $40 million.

241. During 1988, Finland, Italy, Norway, the United Kingdom and The OPEC Fund for International Development continued to give multi-bilateral support for projects in numerous countries including Bangladesh, China, Ethiopia, Nepal, Nicaragua, Pakistan, Peru and Somalia. New multi-bilateral recipients in 1988 were Cameroon and Cote d'Ivoire.

242. Australia supported a project in Viet Nam and joined the Netherlands, Canada and the United Nations Development Fund for Women (UNIFEM) in funding an interregional project to establish a micro-computer data base for women, population and development. Belgium supported an MCH/FP project in Bangladesh and established a regional population and development training centre at the
Catholic University of Louvain, Louvain-la-Neuve. Luxembourg joined Belgium in 1988 in support of the MCH/FP project in Bangladesh. The Arab Gulf Programme for the United Nations Development Organizations (AGFUND) is supporting projects in Pakistan (family welfare centres) and Thailand (MCH/FP and birth spacing) and has pledged support for the regional Pan Arabic Project for Child and National Health Survey (PAPCHILD) project in the Arab States region.

243. A recent major new commitment of note is an approximately $3.1 million family planning project in Pakistan supported by the United Kingdom and four projects in Kenya supported by Canada. Both Norway and the Netherlands are maintaining a substantial number of multi-bilateral projects. In addition, Norway signed an agreement with UNFPA for channelling Norwegian bilateral funds through UNFPA to Kenya.

244. Several new projects are on the drawing board for multi-bilateral funding in 1989. Negotiations with Canada have been concluded for the funding of two projects for francophone students at Laval and Montreal Universities, and several projects in Africa are under consideration by the Netherlands, Norway and Denmark. The Netherlands and Norway are also considering projects in Latin America.

245. UNFPA, in supporting multi-bilateral arrangements, is trying to serve the needs of both recipient and donor. UNFPA does not view such arrangements as in any way competing with the multilateral principles of United Nations assistance or as an option to general contributions.

246. UNFPA is deeply aware that it cannot meet all the growing needs of developing countries in the population field. UNFPA's concern is therefore not restricted to the funding of projects from its own resources. UNFPA is concerned about population needs of all developing countries and with helping them tackle their population problems regardless of whether UNFPA itself can provide the necessary financial assistance. UNFPA is, therefore, prepared to act as sponsor, promoter, co-ordinator and as "match-maker" of donors and recipients for a variety of population-related activities when invited to do so.

247. There are several ways to provide multi-bilateral resources: (a) as an exclusive funding source for a project; (b) as a group of countries, organizations or agencies that provide funding for a project; (c) as a country, organization or agency that joins UNFPA in providing funding. Sometimes multi-bilateral funding is arranged, at least in its initial stages, by national representatives in the particular recipient country in co-operation with the host country and UNFPA field office.

248. UNFPA-arranged multi-bilateral funding can be used to assist developing countries in formulating national programmes or specific projects and in enlisting the co-operation of donor agencies to provide necessary resources for these programmes' implementation. Or, UNFPA can act simply as a "go-between" in bringing together donor Governments and developing countries to provide support for population activities.