SUMMARY

This report of the Executive Director on the first year of implementation of the intercountry programme is in response to decision 88/34 III, paragraph 3, of the Governing Council at its thirty-fifth session. This report is an issue-oriented account of the initial year of the 1988-1991 intercountry programme presenting information on the interregional programme and the four regional programmes.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Paragraphs</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>INTRODUCTION</td>
<td>1 - 2</td>
</tr>
<tr>
<td>I. LINKAGES AND RATIONALE</td>
<td>3 - 11</td>
</tr>
<tr>
<td>II. THE INTERREGIONAL PROGRAMME</td>
<td>12 - 30</td>
</tr>
<tr>
<td>III. SUB-SAHARAN AFRICA PROGRAMME</td>
<td>31 - 41</td>
</tr>
<tr>
<td>IV. ARAB STATES AND EUROPEAN PROGRAMME</td>
<td>42 - 61</td>
</tr>
<tr>
<td>V. ASIA AND THE PACIFIC PROGRAMME</td>
<td>62 - 84</td>
</tr>
<tr>
<td>VI. LATIN AMERICA AND THE CARIBBEAN PROGRAMME</td>
<td>85 - 104</td>
</tr>
<tr>
<td>VII. CONCLUSION</td>
<td>105 - 112</td>
</tr>
</tbody>
</table>
INTRODUCTION

1. This report has been prepared in response to decision 88/34 III, paragraph 3 which requested the Executive Director "to submit in her annual report a progress report on the implementation of each of the five programmes (of the Fund’s intercountry programme) to the thirty-sixth session (1989) of the Governing Council". In view of the Council's interest in the intercountry programme, the Executive Director deemed it advisable to furnish the requested information as a separate document rather than incorporating it into her annual report. The objective of this report is to provide an overview of the initial year of implementation of the 1988-1991 intercountry programme highlighting the principal substantive directions and indicating operational concerns that have arisen. In documents DP/1988/37 and DP/1988/37/Adds. 1-5, the Executive Director presented to the Council at its thirty-fifth session the rationale for UNFPA support to intercountry activities and a detailed presentation of the components of the 1988-1991 interregional and regional programmes. The Council approved the UNFPA 1988-1991 intercountry programme in the amount of $US182.2 million (decisions 88/34 III and 88/36), with $US87.1 million allocated for interregional activities and $US95.1 allocated for the four regional programmes. Approximately 76 per cent of UNFPA-supported intercountry activities are executed by United Nations agencies and organizations; the remainder, by non-governmental organizations (NGOs). The intercountry programme encompasses all work-plan categories, and the various component projects address one or more of the following functions: technical backstopping; training; research; and information exchange and dissemination.

2. Since a detailed account of the intercountry programme was provided in documents DP/1988/37 and Adds. 1-5, this progress report will be primarily issue-oriented. It will follow the structure of DP/1988/37, presenting the information by work-plan category for the interregional programme and for the four regional programmes. Section I discusses some of the issues that were raised at the meeting of the Governing Council's Committee of the Whole at the thirty-fifth session — namely, the linkages and rationale for funding activities at interregional and regional levels. Sections II through VI provide overviews of the respective programmes during 1988, and Section VII discusses the problems encountered. The report draws on the Programme Review Meetings that were held with the United Nations agencies and organizations executing the intercountry programme and on project progress reports.

I. LINKAGES AND RATIONALE

3. UNFPA supports intercountry activities because this mechanism enables the Fund to extend and enhance the effectiveness of resources it channels to country programmes. Intercountry programming also provides a means of carrying out those activities that are more cost-effective to conduct at the regional or interregional level rather than on a country-by-country basis. In the early years of the Fund, regional and interregional activities spending accounted for about 45 per cent of UNFPA programme resources. However, as countries developed their absorptive capacity for population assistance (i.e., after the 1974 World Population Conference in Bucharest), the intercountry proportion dropped significantly. Although the Governing Council directed UNFPA to decrease intercountry programmes in favour of country activities, it recognized that there was a valid need for an intercountry programme albeit at a considerably reduced level. One of the issues that surfaced at the thirty-fifth session of the Governing Council was the differentiation and interrelationship between the interregional and regional components of the intercountry programme and their benefits to countries. These are among the concerns that the Fund has been addressing in its internal deliberations and in its discussions with the agencies and organizations of the United Nations system.

4. Looked at in terms of the four functional categories (which are found in each of the Fund's work-plan categories), there is a clear and strong rationale for supporting training, research, and information exchange and dissemination at both the regional and the interregional level. The case for supporting technical backstopping may be less readily apparent, particularly to those who are unfamiliar with the details of programme operations.
5. In the case of training, the persistent pressing need for qualified staff in all aspects of country population work justifies support of training at the interregional, regional and country level. Such multi-level funding allows UNFPA to support a wide range of training courses of varying durations. Regional training programmes often draw on the expertise funded under the interregional programme. For example, the International Co-ordinator of the Fund's Global Programme of Training in Population and Development visits and maintains close contact with regional training programmes (e.g., Institut de Formation et de Recherche Demographiques — IFORD; Institute Africain de Development Economique et de Planification — IDEP) and with selected national training activities in this sector. Similarly, there is considerable interaction between the Asia regional training course at Bombay (IIPS — International Institute for Population Studies) and the interregionally funded course of the Global Programme at Trivandrum. Local training workshops held for nationals working in country projects draw on the expertise of interregional advisers — for example, World Health Organization (WHO) staff from the interregional projects in maternal health and from the adolescent reproductive health project have participated as resource persons in both regional and country workshops. In some instances, regional workshops are directly financed through an interregional project because of the subject matter involved — for example, several interregional projects funded by UNFPA with the United Nations Statistical Office have as their objective bringing to countries the latest techniques and software for processing and analyzing census and survey data. The most efficient and cost-effective way to do this is to hold training workshops on a region-by-region basis. Participants in such workshops include national staff as well as many regional advisers. Thus these "interregional" workshops take place in the various regions and not only train country-level staff, but also serve as vehicles to train trainers — namely, regional advisers. Since they are funded under the umbrella of an interregional programme, advisers from various regions can easily participate in a workshop on a topic on which they need instruction even though it is being held in another region.

6. With respect to research, as DP/1988/37 pointed out, the bulk of UNFPA funds for research is committed at the interregional level and at the country level with a very small proportion expended at the regional level. The preponderant share of UNFPA expenditures for research is for basic contraceptive research which, because of the need for expensive, sophisticated equipment, uniform standards, and high-level technology, among other things, is best conducted at the interregional level (see Section II, paragraph 17). In such areas as programme-related family planning and maternal and child health (FP/MCH) studies, or research on the integration of population in national development planning, countries generally prefer to conduct such research under the aegis of national projects to ensure that local socio-economic and cultural concerns are taken into account. What then is the role of interregional or regional activities in social science research? Although conducted at the national level, such work relies on the frameworks, socio-economic development models, and methodologies that have often been developed under interregional research projects. For example, Tunisia and the Dominican Republic have used the CAPPA (Computer-assisted Agricultural & Population Planning Assistance) model to train Ministry of Agriculture staff to understand and plan for the interaction between population trends (growth, migration) and agricultural factors. This model was originally developed under an interregional research grant to the Food and Agriculture Organization of the United Nations (FAO). Similarly, Jamaica, Brazil, Kenya and the Philippines have used the BACHUE model to refine their development planning strategies. BACHUE was developed under UNFPA-ILO interregional projects.

7. In some cases, approaches and methodologies developed at the interregional level are applied directly by countries; in other instances, countries have found it useful to modify these general frameworks to meet the unique needs of the country, the region or the sub-region. In such cases, the regional advisers, often with the assistance of the interregional experts who initially developed the analytical tools, adopt the frameworks to accommodate the specific regional context. Illustrations of this can be seen in the interaction between the Population Division (Department of International Economic and Social Affairs — DIESA) and the population-development programme of the United Nations regional economic commissions. In less formal ways, regional advisers often act as conduits for interregional
research. Since they have ready access to the whole spectrum of research work of their own agency and they participate in various interregional training sessions, regional advisers in working with countries often base their advice and counsel on information and findings derived from interregional research. For example, findings from interregional research on adolescent reproductive health have been instrumental in the design of several regional and country activities. Project progress reports usually do not pinpoint these interactions, nor specifically attribute them to interregionally funded research; nonetheless, because of such research, regional advisers are better informed and countries better counselled. UNFPA is, however, carefully examining how to reduce the volume of social science research carried out at the interregional level. Most developing countries now have the expertise and the interest in carrying out such research themselves with the degree of outside technical backstopping they deem necessary.

8. The sharing and exchange of population information is critically needed at all levels. UNFPA supports a wide range of publications which, by their nature, indicate the most appropriate source of support. Basic information publications, as well as specialized publications (e.g., the Annual Review of Population Law) which encompass global information, are most appropriately financed under the interregional programme, while publications with a particular regional or national focus are best funded from those programmes. The POPIN (Population Information Network) project, undertaken jointly by UNFPA and the Population Division, is a good example of interregional, regional and country involvement in an information dissemination activity. Workshops, training programmes, information sharing and preparing publications often are most effective if done through the TCDC (technical co-operation among developing countries) modality with the United Nations regional commissions acting as facilitators. Regional funds for TCDC activities are sometimes used to enable POPIN users to participate in these programmes. Funds are also available through the Regional Population Clearing-house for network activities. The Global POPIN Co-ordinating Unit (Population Division-UNFPA) provides the information link common to all regions. Similarly, one person within the population division of each United Nations regional commission serves as the regional POPIN co-ordinator as part of his/her regular duties.

9. In the functional category technical backstopping, it is less easy to differentiate the work of interregional and regional advisers and, hence, to justify extensive UNFPA support at both levels. An argument is sometimes made that regional advisers are closer to country programmes, both geographically and intellectually, and thus have greater relevance than interregional advisers based in their respective agency headquarters in Europe. On the other hand, a solid case can be made for the usefulness of interregional advisers. Without central backup at their respective agencies, regional advisers would lose their critical technical base. The interregional teams thus serve as technical links to an agency's total programme. Based at headquarters, they can easily consult other specialists in-house and transmit relevant information quickly to regional colleagues. In this way, they supplement limited agency manpower in the regions. Also, they may possess or readily draw upon a particular specialization not held by the adviser in a particular region. For example, one of the International Labour Organisation (ILO) interregional advisers is a materials development specialist in the area of information and education. Consequently, the interregional staff member specializes in this type of work in the countries of the region, while regional advisers carry out training and work with countries in designing projects. Moreover, because interregional advisers undertake missions to several regions, they are able to transmit valuable experience from region to region and from country to country.

10. Because of the expense and the difficulty of finding uniquely qualified candidates, the trend in recent years has been to phase out the use of full-time project experts in country programmes. This has put a greater burden on regional advisers, a burden that has been exacerbated by the growing volume of activities at the country level. These developments have underscored the usefulness of interregional advisers. When first conceived, it was assumed that interregional advisers would be primarily concerned with backstopping regional activities and teams, which in turn would backstop country projects. Events have overtaken this concept and, of necessity, interregional advisers have become directly involved in work at the country level in collaboration with country nationals, as well as with those responsible for

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regional activities. It is interesting to note that the two independent, in-depth evaluations of interregional advisory teams — WHO and FAO — did not conclude that the interregional teams were redundant or that their functions were extraneous. In fact, in the case of FAO, the evaluation found that the existing staff of the Office of the Co-ordinator could not satisfactorily respond to the range of support it was asked to furnish, and thus it recommended that UNFPA support an additional post. What both evaluations did point out, however, was that the efficiency and responsiveness of the interregional teams could be further improved. UNFPA is following up, together with WHO and FAO, on the evaluation recommendations in order to address the problems identified by the evaluation.

11. The sections which follow highlight principal activities in the interregional and regional programmes during 1988. Selected projects will be cited insofar as they illustrate a particular accomplishment, problem or linkage between levels. The full complement of UNFPA's interregional and regional projects, along with information on funding levels and executing agencies, is provided in document DP/1989/33, the Report of the Executive Director on allocations for projects in 1988.

II. THE INTERREGIONAL PROGRAMME

12. It will be recalled that the Governing Council at its thirty-fifth session approved the 1988-1991 interregional programme in the amount of $US87.1 million; of this amount, $US2.7 million was designated as programme reserve. During 1988, allocations for interregional projects amounted to approximately $US22 million. The paragraphs below summarize the principal developments in each work-plan category.

13. Family planning and maternal and child health (FP/MCH). Activities in this area account for about 41 per cent of the interregional programme. UNFPA finances an extensive programme of technical backstopping with WHO, both at the interregional and regional levels, with the objective of extending the network and improving the quality of FP/MCH services at the country level. During 1988, the Geneva-based WHO interregional team (INT/88/PII) undertook 62 country backstopping missions (28 of these were carried out jointly with the regional offices) compared to 42 missions in 1986. This considerable increase in the utilization by countries of the interregional staff reflects, to some extent, the advance planning that was done at the February 1988 UNFPA/WHO Review and Planning Meeting and an improved awareness at the country level of the services available from the interregional staff. In response to the recommendations of the evaluation, the suggested modifications have been made to the organization of the interregional team and to the allocation of time spent on UNFPA-funded activities.

14. Operationally related research funded through the interregional programme (INT/88/PI2) has made inroads at both the country and regional levels — particularly in sub-Saharan Africa. In Malawi, for example, WHO worked with local officials to introduce the concept of "district-team problem solving". This approach enables district-level officers to identify (based on a situation analysis) problems in their locale and to devise appropriate responses to these concerns. As part of the operational research designed to strengthen management, WHO assisted Botswana in using WHO's "rapid evaluation methodology (REM)" to assess the coverage of its FP/MCH programme and to gauge client satisfaction with these services. This approach was successfully used in Zambia, where a national working group formulated a five-year, $US3 million FP/MCH project. The national working group identified the data requirements and the administrative arrangements, and also designed an innovative action research component which seeks to assess the impact on maternal mortality of community-supported maternity waiting homes for pregnant women at high risk. Regional advisers as well as national staff have participated in workshops held under project INT/88/PI2, for which interregional advisers have served as resource persons. This project, by refining techniques for the involvement of countries in project formulation, has directly benefited many countries; also, by training trainers (the regional advisers), it has had a multiplier effect, reaching beyond those countries that were directly involved in the workshops.

15. In the area of adolescent reproductive health, conceptual models for programme design and
counselling strategies developed under INT/83/P51 and INT/88/P15 are now being used in country projects, e.g., in Cuba and Nepal. Under the maternal mortality project (INT/88/P14), which is part of the overall Safe Motherhood Initiative (SMI), country-level studies are being carried out to sensitize local policy-makers to the connections between the use of family planning and the reduction of maternal morbidity and mortality. UNFPA, at the January 1989 Programme Review Meeting, noted that several donors were providing considerable funding at the global level to the SMI and thus suggested that plans should be made, at the end of 1988-1991 cycle, to pursue maternal mortality and safe motherhood concerns through UNFPA-funded activities at the country level, rather than under an interregional project. An important information-dissemination activity under the interregional programme is the preparation and distribution of guidelines on FP/MCH (INT/88/P13). Such authoritative and instructive materials are essential practitioners at the regional and country levels. Aware of the need for these essential tools, UNFPA has requested WHO to find ways to accelerate their production. The Fund is particularly concerned that critically needed guidelines on FP/MCH and acquired immunodeficiency syndrome (AIDS) have not yet been issued. One of the conclusions of the January Review Meeting was to increase financial support to this project and to monitor it more closely to ascertain if funding additional staff results in a more timely production of guidelines.

16. The 1987 evaluation of the WHO intercountry programme pointed out that knowledge of interregional activities was limited. This situation has improved somewhat but in order to further diffuse information about interregional activities, WHO will produce a two-page summary of each interregional project to be distributed to WHO Representatives and UNFPA Country Directors. These summaries will include the range of services available to countries under each project and will list the names and areas of expertise of the advisers.

17. Cognizant of the critical need for improved contraceptives, UNFPA allocated approximately $US4.5 million at the interregional level to this activity in 1988. As was pointed out in document DP/1988/37, the unique nature of contraceptive research and development makes it more feasible and cost-effective at this time to fund such activities at the interregional level. The principal recipients of such funds — WHO Special Programme of Research, Development and Research Training in Human Reproduction (WHO/HRP) (INT/84/P09) and the International Committee for Contraception Research (ICCR) (INT/88/P34) — involve scientists from developing countries and include in their programmes initiatives designed to strengthen institutions in developing countries. During 1988, WHO/HRP commenced plans for the introduction of a levonorgestrel-releasing vaginal ring and has initiated the country introduction of a once-a-month injectable — Cyclofen. Bringing a new contraceptive to the marketplace is a complex process that involves registration, licensing and the transfer of technology. Since these aspects fall outside the brief of WHO, which is mainly a technical agency, WHO has retained the services of the Program for Appropriate Technology in Health/Program for the Introduction and Adaptation of Contraceptive Technology (PATH/PIACT), an organization with considerable experience in this field. In August 1988, the ICCR submitted a New Drug Application (NDA) for NORPLANT (a sub-dermal, long-acting contraceptive implant) to the United States Food and Drug Administration; interim reports indicate that the application is proceeding smoothly and that a decision on possible approval may be forthcoming as early as the end of 1989. To date, NORPLANT has been approved in 12 countries. The ICCR is continuing to work on substitutes for Elastomer 382, the component of NORPLANT-2 (a two-rod implant rather than the five capsules of the NORPLANT) which was taken off the market in 1987. With respect to single implant methods, the ICCR is pursuing work on ST 1435, a compound that has relatively poor oral absorption, thus suggesting that ST 1435-releasing implants would be an appropriate method for lactating women. As part of its research on male contraceptives, ICCR is continuing its work on LHRH analogs and high potency androgen which inhibit the production of sperm. In seeking to improve barrier methods of contraception, the ICCR is investigating the development of compounds which reduce sperm motility as well as drugs which will be effective against sexually transmitted diseases, including AIDS.

18. Information, education and communication (IEC). Activities in this work-plan category account for
approximately 22 per cent of the interregional programme and encompass technical backstopping projects with United Nations agencies and organizations and support to NGOs (such as the International Union for the Conservation of Nature and Natural Resources (IUCN - INT/88/P71), Japanese Organization for International Cooperation in Family Planning, Inc. (JOICFP - INT/88/P67) and The Population Council (INT/88/P48)) for publications. Document DP/1988/37 presented a detailed list of UNFPA publications produced and distributed under the intercountry projects. As noted in document DP/1988/37, UNFPA funds NGOs to produce publications of special interest — e.g., Population and Development Review (The Population Council); Annual Review of Population Law (Harvard University) — and proceedings of conferences having relevance for the global population field. These activities are proceeding smoothly.

19. At the interregional level, UNFPA supports backstopping teams for population education and communication (PEC) activities at the United Nations Educational, Scientific and Cultural Organization (UNESCO) (seven professional posts — INT/88/P18), at ILO (two professional posts — INT/88/P03) and at FAO (two professional posts in the area of development support communication — INT/88/P27, as well as a newly approved post in the Office of the Co-ordinator — INT/88/P26). The large number of advisers supported at UNESCO reflects the fact that it is the principal agency in the United Nations system charged with providing technical assistance in education and communication. At present, most country-level population education and communication projects do not include full-time international experts. Consequently, there has been a growing reliance on regional and interregional advisers to provide the requisite technical oversight. At the recent Agency Review Meetings, both UNESCO and FAO underscored the "dilemma of success" — because of past efforts, country projects have increased, thus intensifying the demand for backstopping services. Both interregional and regional advisers (present at these meetings) pointed out that the bulk of their time is consumed travelling to a large number of country projects. Because of high demand, only a limited time can be spent in each country; hence, there is little opportunity to give detailed substantive direction to national project managers or to work with them in identifying and implementing innovative approaches. UNFPA is cognizant of these constraints and is committed to assisting the agencies to resolve these issues. One suggestion made at the Agency Review Meetings was to build up a pool of local substantive expertise at the national level to be supervised by the interregional advisers. Members of this local pool would be used in their own or neighbouring countries. Such a mechanism would strengthen national capacity and extend the reach of the regional teams.

20. Representatives of three principal United Nations agencies responsible for interregional IEC activities expressed the need for re-thinking the overall population communication and education strategy. One regional adviser observed that the lack of a unified voice in this sector (e.g., among the members of the PEC teams in sub-Saharan Africa) lessens the effectiveness of IEC programmes. In view of the concerns expressed by the various agencies, it was agreed that IEC experts from the principal agencies and from UNFPA would meet during the second quarter of 1989 to identify key conceptual issues, to formulate a co-ordinated strategy and to draw up basic guidelines for implementing projects. In order to sharpen programming in this area, UNFPA has recently approved a project with UNESCO (INT/89/P02) which seeks to clarify various theories in the communication field and to recommend how these theoretical concepts could be utilized as the basis for effective interventions in the sector of population communication.

21. In view of the importance of the IEC sector, UNFPA is particularly concerned about adequate staffing. As a result of the increase in FAO-executed country projects, UNFPA, based on the findings of the (February 1988) evaluation, approved an additional post in the Office of the Co-ordinator (INT/88/P26). The new staff member was to be primarily responsible for the backstopping of IEC projects. Although this post was approved by UNFPA in August 1988, the recruitment process was only formally launched in March 1989, which makes it unlikely that the adviser will be in place before the end of the third quarter of 1989. In the case of the ILO project — Population Education and Family Planning in the Work Setting (INT/88/P03) — one UNFPA-funded expert retired in August and the incumbent of the other
UNFPA-funded post has been on extended leave. In the interim, ILO has made ad hoc arrangements utilizing a staff member from another UNFPA-supported project (INT/88/P02) as well as the services of an associate expert and a staff member on the regular budget. This is a particularly critical project because it address a target group frequently overlooked, male workers, and because it is responsible for the production of materials. Moreover, one of the objectives of this project is to develop new ideas for bringing the family planning message to employers and to facilitate the availability of family planning services at the workplace. Indeed, in approving this project UNFPA expressed its concern regarding the adequacy of technical backstopping. This concern has been intensified by the delay in appointing an expert to fill the vacancy created by the staff member who has retired. Thus, further efforts are needed by both ILO and UNFPA to ensure an improved performance of this project.

22. Basic data collection and analysis. Approximately 5 per cent of the interregional programme goes to this work plan category; this relatively small proportion is augmented by allocations in each of the regional programmes and within country projects as well. The interregional advisers at the United Nations Department of Technical Co-operation for Development (UNDTCD), funded by UNFPA in the areas of census training (INT/88/P07), demographic statistics (INT/88/P08), and data processing (INT/88/P09), provided technical backstopping for 21 country projects, while the entire backstopping team (members supported by the regular budget and project overheads) undertook 52 country missions and conducted several country and regional workshops. In the field, the interregional advisers maintain close liaison with their counterparts in the regional economic commissions and with the regional advisers of various agencies. The Cairo International Conference on Dissemination and Utilization of Census Data (INT/88/P97) brought together some 293 participants from 73 developing and developed countries to expose them to the new methodologies, approaches and technologies in this area (e.g., CD-ROM). The participants were planners, data producers, and academics. As part of INT/88/P42, 395 software packages have been supplied to 125 institutions in 77 developing countries. Under this project, a data base on global population (accessible on a microcomputer) has been compiled, with the cooperation of the United Nations Population Division which furnished population estimates and projections, and the World Bank and UNESCO, which furnished information on economic and education statistics, respectively. The use of this data base and spreadsheet technology will enable country planners to model alternative scenarios to illustrate the interaction of various factors that influence socio-economic development. With UNFPA funding, a new software package, PC-EDIT, has been released. This package greatly facilitates the data capture, validation and editing of census and survey data using microcomputers, and as an additional feature, includes a tutorial module in English and French. As part of its training and information dissemination efforts, the United Nations Statistical Office now publishes a newsletter to update readers on new population software packages and their applications.

23. UNFPA is currently funding a technical adviser (in the Statistical Office) for the National Household Survey Capability Programme (NHSCP — INT/88/P10). The adviser, in addition to regular backstopping responsibilities, has been instrumental in the development and implementation of a regional project — the Pan-Arab Child Survey (PAPCHILD), an activity sponsored by the League of Arab States. The survey will study socio-economic and demographic conditions, as well as health and nutrition conditions of children, in selected Arab countries. The Fund also supports the training programmes (demographic, statistics, sampling, etc.) of the International Statistical Institute (ISI — INT/88/P52) and its efforts to promote the use and facilitate the distribution of World Fertility Survey data tapes, particularly to researchers from developing countries. During the past year, the ISI conducted a four-week training workshop at the Regional Institute for Population Studies (RIPS) for 23 candidates from African countries.

24. Population research and policy development. This field of activity, which encompasses the work-plan categories Population dynamics, Formulation and evaluation of population policies and programmes, and Implementation of policies, accounts for approximately 24 per cent of the 1988-1991 interregional programme. UNFPA supports an ILO interregional team that assists countries in the systematic incorporation of population elements into their development planning process through the backstopping of...
country projects, training, research and information dissemination (INT/88/P02). As part of this project, 12 country-support and training missions have been undertaken; a microcomputer-based software package, Integrated Module for Population and Economic Planning (IMPEC), has been released; several policy papers have been published; and two major workshops — a meeting on the development and utilization of microcomputer software for population and development, and a training workshop for UNFPA and ILO staff — were held.

25. UNFPA is supporting a broad-based programme of research with several agencies. Some topics include: urbanization (Population Division — INT/88/P35; ILO, INT/88/P04); women and development issues (Population Division — INT/88/P38, ILO — INT/88/P05, and FAO — INT/86/P05); aging (ILO — INT/88/P06); and the demographic impact of AIDS (Population Division — INT/88/P81). There is a high degree of interaction among the agencies involved in this research work as well as in the efforts to build into global research projects case studies of individual countries, utilizing local researchers. Results of several evaluations and assessments have questioned the effectiveness of establishing population units as a means of assuring the integration of population into national development planning. In view of these findings, UNFPA and ILO will establish a joint working group to identify other approaches for integrating population and development factors and to define ways to translate conceptual approaches to population and development planning into policies and programmes that are operationally feasible and organizationally possible.

26. Bringing about a more systematic integration of population and development was one of the factors that prompted the establishment of a Global Programme of Training in Population and Development. The basic rationale for this programme is that mid-level government officials who receive formal training in this relatively new field will be better able to understand the complex interrelationship between population and development in their respective settings and to design and implement appropriate policies and action programmes accordingly. The programme is now in its second full year of operation, with courses at The Hague (INT/86/P47), Louvain (INT/86/P28), and Trivandrum (INT/86/P38). The reports of the International Co-ordinator indicate that most of the necessary corrective measures addressing problems experienced during the initial year have now been put in place and the programmes in the three centres are progressing satisfactorily. In 1988, 49 participants successfully completed the programme; for 1988/1989, 51 students are enrolled. During the past two years, several members of UNFPA-supported interregional teams at various United Nations agencies have taught segments (usually of one week or two weeks duration) at Louvain and Trivandrum. As of January 1989, the population/development programme at Moscow State University became part of the Global Programme. Faculty and students from the Global Programme participated in several other UNFPA-funded programmes. Several staff members were part of the ILO workshop on the use of microcomputer software; the Institute for Social Studies (The Hague) used data from country projects as inputs for the country case study on population and development in the United Republic of Tanzania.

27. One of the rationales of supporting an interregional programme is to pursue work in new areas of interest. During the past two years, the topic of sustainable development — a concept which encompasses the interaction of population trends, styles of socio-economic development, patterns of resource usage, and impact on the environment — has emerged as a major policy concern. In order to delineate appropriate policies and programmes to assure sustainable development, a great deal more knowledge is needed. Thus, UNFPA has approved and will continue to support research and information dissemination projects in this area. (Please refer to document DP/1989/39 for a progress report on information on population and the environment.) During this first year of implementation, research projects supported by UNFPA have experienced some delays in implementation. Sometimes, approval by the Fund has taken longer than originally anticipated — e.g., the project on aging with ILO. In other instances, recruitment of experts has caused delays. For example, because of requirements of the United Nations vacancy management programme, which calls for the redeployment of existing staff, the Population Division has not been able to fill a number of posts approved under project budgets in as timely a fashion as originally envisaged. /...
Progress is, however, being made and the Population Division has kept the Fund fully apprised of the status of recruitment for these projects.

28. Special programmes and multi-sector activities. Approximately 8 per cent of the interregional programme goes to activities in the work-plan categories concerning women, youth and aging. Programmes and projects in the area of women, population and development have been formulated and are being monitored in the context of the UNFPA strategy in this sector as detailed in document DP/1987/38 and reported on in document DP/1989/36. In its overall interregional programme, the Fund has stressed the need for sensitivity to gender issues and has emphasized that women must share in the design and implementation of projects and not simply be considered as passive beneficiaries. In accordance with the strategy, UNFPA's interregional programme encompasses both a mainstream approach to women and population issues, as well as specific projects focused on women. With respect to the latter, UNFPA, recognizing the need to build a stronger knowledge base on women, population and development, is funding research on a number of specific topics. Some of these include: country case studies to explain the impact of agricultural modernization on the role of women, particularly their fertility behaviour (FAO — INT/86/P05); an analysis of research and training needs and the development of protocols to be used by countries in the design of research on women, population, and development (ILO — INT/88/P05); and an examination of the relationship between changes in women's status and demographic processes, with particular attention to migration patterns (Population Division — INT/88/P38); and the prevention of maternal morbidity and mortality (WHO — INT/88/P14).

29. Programmatic efforts at the country level to improve the role and status of women are often hampered by the lack of gender-specific data, particularly with respect to women's work in the informal sector and as unpaid family workers. In order to close this data gap, UNFPA is continuing its assistance to the United Nations Statistical Office to compile and disseminate a global data base on women, population and development (INT/88/P23). This data base, known as WISTAT, consists of 74 microcomputer spreadsheet files on indicators such as: health status; education; economic activity; marital status and fertility; political activity; and housing conditions. Present activities are being directed to countries to enable them to utilize WISTAT as a basis for developing national data bases on women and development. Efforts are underway to assist Bulgaria, China, Kenya, United Republic of Tanzania and Uganda in this endeavour. One of the applications of the WISTAT data base is to monitor the implementation of the Nairobi Forward Looking Strategies. It will also be useful in facilitating the analysis of the impact of structural adjustment on the status and condition of women. The United Nations Statistical Office is preparing a manual to be used by countries to guide their work in the development of data bases on women. In view of the importance of teaching management skills to women, UNFPA has continued to support activities with the Centre for Development and Population Activities (CEDPA — INT/88/P33) and the International Committee on the Management of Population Programmes (ICOMP — INT/88/P41). The work of the latter was evaluated in 1986 and the recommendations are now being implemented. The CEDPA programme will be evaluated during 1989. As one means of promoting research on women, UNFPA, along with several bilateral donors, funded the International Union for Scientific Study of Population's (IUSPP) "Conference on Women's Position and Demographic Change in the Course of Development" (INT/88/P54). Scholars from developing countries contributed papers and participated in this meeting, which took place in Asker, Norway, June 1988.

30. Several activities pertaining to youth were carried out during the past year under the interregional programme. FAO has produced prototype materials for the integration of population education into rural youth programmes (INT/88/P98). These materials are notable not only for their high quality but their speedy publication using a desk top publishing system. These booklets are now being distributed for use in country-level activities. As noted above, UNFPA continued to support WHO activities in the areas of adolescent reproductive health (INT/88/P15). In 1988, country workshops to strengthen counselling skills in this area were held in China, Cuba, Fiji, India, Mauritius, Nepal, Seychelles, Sri Lanka, and Thailand. A by-product of these workshops has been to increase the availability at the country level of technically sound knowledge in this area. There has been extensive agency collaboration in the area of

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youth which has resulted in the publication of a joint statement — The Reproductive Health of Adolescents: A Strategy for Action — by UNFPA, WHO and UNICEF. UNFPA has extended support to a number of NGOs in the area of youth. A pre-project activity, executed by the International Planned Parenthood Foundation (IPPF), was approved in order to design a project that would enable youth NGOs at the national level to exchange experiences and formulate action plans pertaining to adolescent reproductive health (INT/88/P95). UNFPA also funded an International Youth Workshop on Population, Environment and Development (Copenhagen, Denmark, December 1988) (INT/88/P89). Sponsored by the World Assembly of Youth, representatives of national youth councils and organizations from 45 countries exchanged views and experiences on their activities and formulated national-level plans of action aimed at mobilizing youth at the local level to participate actively in population and environment activities. With respect to aging, UNFPA, under the interregional programme, is supporting research being undertaken at the United Nations Centre for Social Development and Human Affairs (CSDHA — INT/88/P55), ILO (INT/88/P06) and the International Institute of Aging in Malta (INT/88/P90). It is intended that this research will provide frameworks for studies that will be subsequently carried out at the country level.

III. SUB-SAHARAN AFRICA PROGRAMME

31. Introduction. In reference to the overall and sectoral objectives for the four-year intercountry programme for sub-Saharan Africa as stated in the Proposed Intercountry Programme for sub-Saharan Africa 1988-1991 (document DP/1988/37 Add.2), and in support of the strategy for UNFPA assistance in sub-Saharan Africa approved by the Council in decision 87/30 I in 1987, intercountry activities in 1988 focused on strengthening technical advisory services and training activities at the sub-regional and regional levels. Recognizing the cost-effectiveness of regional advisers and the substantial increase in their workload, UNFPA decided to fund additional agency advisory staff. Cognizant of the need to establish multi-sectoral population strategies in support of country programmes, UNFPA funded various advisers to assist Governments in reviewing existing and implementing new comprehensive population programmes as well as advising on population strategies appropriate within national cultural and socio-economic contexts.

32. While continuing to support ongoing intercountry training activities, the Fund initiated major new activities in the fields of FP/MCH and population policy and planning. Also a number of important conferences in these two sectors were held. At the same time new activities were being prepared to start in 1989. Details of selected intercountry activities and their relationship to country activities can be found in document DP/1989/38, the Executive Director's status report on the implementation of the Fund's strategy for assistance in sub-Saharan Africa.

33. Family planning and mother and child health. Each of WHO's two regional advisory teams (RAF/88/P11) added a statistician to help strengthen the national FP/MCH information systems through the systematic collection, storage and evaluation of FP/MCH statistics at country and sub-regional levels. The statisticians will also buttress UNFPA's increased emphasis on improving FP/MCH management and logistics systems (RAF/89/P04 and P05). In order to strengthen the co-ordination between UNFPA and the Family Health Unit at the WHO regional office in Brazzaville, Congo, in October 1988, UNFPA assigned its local Country Director to serve as Liaison Officer between the two organizations. Also, UNFPA decided to field its own regional adviser (RAF/88/P32) to meet the increasing requests of the Governments of anglophone countries for technical advisory services in FP/MCH to assist in the formulation, implementation and co-ordination of increasingly complex national FP/MCH programmes.

34. Under the regional programme, in 1988 UNFPA undertook major new IEC activities in support of FP/MCH. These included, inter alia, the compiling of a World-wide Directory of Training Institutions and a Compendium of Training Needs in sub-Saharan Africa (RAF/88/P11); the convening of regional conferences on Safe Motherhood (RAF/88/P08), which were a follow-up to the International Conference on Safe Motherhood, Nairobi, Kenya, February 1987; the establishment of short- and long-term courses in FP/MCH communication and programme management for francophone Africa at Laval University and the University of...
Montreal (RAF/89/P02 and P03). UNFPA continued its support to the Regional Training Centre in Mauritius (RAF/89/P01) and the training programme at Université Libre de Bruxelles (RAF/85/P06), which focused on clinical and fertility management training. An evaluation of the training programme of the Centre in Mauritius confirmed that the Centre's courses respond adequately to regional needs and that the Centre should now be moving towards self-reliance. UNFPA continued to support JOICFP whose goal in the region is, through deworming programmes, to increase the acceptance of family planning. JOICFP held its second workshop on Integrated Family Planning, Nutrition and Parasite Control in Lusaka, Zambia, in March 1988 (RAF/88/P20), and UNFPA approved further assistance for JOICFP to hold such workshops annually and to provide technical assistance to such ongoing or future national integrated projects (RAF/88/P31). Recognizing the increased need for in-depth knowledge about the reasons for slow implementation of family planning programmes, UNFPA initiated support to two projects which will explore this issue, namely a five-day family planning colloquium for anglophone Africa organized by RIPS, to be held 10-14 April 1989 (RAF/88/P29) and a major regional endeavour co-funded with the World Bank to set up a population action agenda for the 1990s (RAF/89/P06).

35. **Information, education and communication programmes.** There are eight agency regional advisers in this sector, arrayed in two population education and communication teams — one stationed in Dakar (composed of three UNESCO advisers, one FAO, one ILO) and one in Nairobi (one UNESCO adviser, one FAO, one ILO) (RAF/88/P12, P13, P14, P17). The teams were strengthened in 1988 through UNFPA funding of two additional junior experts in population education. The experience of this team arrangement has been useful. It has led to joint ILO/FAO project formulation missions for instance to Zaire and the United Republic of Tanzania, during which each agency provided technical inputs in their specific field of expertise. The team concept also facilitates other types of joint ventures such as in Uganda, where FAO, UNESCO, ILO and WHO, under the guidance of the Government and Makerere University, are co-ordinating socio-economic research in eight districts. Advisory support to UNESCO-executed population communication projects was constrained because the UNESCO regional advisory service posts in population communication had been vacant for almost two years. However, by the end of 1988 the posts were filled. The training and research project to support the Nairobi-based PEC team (RAF/84/P30) was revised and will be strengthened through the appointment of a UNFPA-funded regional adviser. UNFPA continued to support the Population Information Network for Africa (RAF/88/P16).

36. **Basic data collection and analysis.** Through the Economic Commission for Africa (ECA), UNFPA continued to fund nine regional advisers: two specializing in demographic statistics, one in data processing, two in cartography, one in civil registration, and three in demographic analysis (RAF/88/P01, P06). The Fund also approved two new advisory posts specializing in sampling and data processing. The advisers are to lend their expertise to a large-scale census training programme funded through a multi-lateral arrangement with Canada. Through this programme, 14 fellows were trained in Canada and the United States in the use of sampling censuses and in census data analysis. Through the regional programme mechanism, 176 demographers working on census projects participated in national training courses. Concerted efforts were made to include more women in the the type of training, though with only moderate success. The Fund will thus redouble its efforts to ensure that more women participate in such training in the future.

37. UNFPA continued to fund two experts in demographic statistical analysis at the Departement des Etudes de la Population (DEP), which assists Member States of the Union Douaniere et Economique de l'Afrique Centrale (UDEAC) in implementing census and civil registration projects (RAF/88/P02). The two-person team also organized various census-related training activities, as well as two seminars on the fight against sterility, one in the Central African Republic, the other in the Congo. An evaluation of the latter project in early 1988 found that it complements the services provided by the ECA regional advisers. Since activities had hitherto concentrated on data collection, it was recommended that more emphasis should be placed on analysis and use of demographic data in development planning during the next project phase starting in 1989. The evaluation also pointed out that the collection, analysis and
dissemination of data had not been specifically adapted to provide data and analysis to be used to help improve the status of women in development.

38. UNFPA continued to support RIPS — RAF/88/P04 and IFORD — RAF/88/P03. At RIPS all but 2 of the 33 students who entered the 1987/1988 Masters of Arts programme graduated. Three completed their Masters of Philosophy theses and three graduated from the PhD programme. Researchers at RIPS were involved in some 14 research projects during 1987-1988 covering such varied themes as "Gender differentials and mortality in Africa", "The population factor in rural development", and "Effects of population growth and age structure on household changes in sub-Saharan Africa". The yearly student ratings of RIPS undertaken since 1985/1986 have shown that the academic standards and support facilities are perceived to be adequate, although personal and recreational facilities and stipends are not. At IFORD, only 19 of the 34 students who entered in 1987 were admitted for a second year in 1988 without re-examination. IFORD's research covered such issues as "The demographic analysis of medium-size towns in Cameroon"; "Health aspects of family planning in West Africa"; and "Surveys on infant and adolescent mortality," all of which were published in 1988. Both RIPS and IFORD are encountering serious problems attracting sufficient contributions from Member States. UNFPA therefore decided to undertake, in 1989, a review of the two institutions in order to help them move towards financial self-sufficiency in the long term.

39. Population research and policy development. The two-person ILO regional advisory team in population and development (RAF/88/P18) was strengthened through the addition of a junior expert. Activities for anglophone Africa were somewhat hampered by the transfer of one of the advisers from Addis Ababa to Nairobi. In spite of recent encouraging developments in the region, such as the N'Djamena Programme of Action on Population and Development in the Sahel region which recommends the adoption of national population policies, development planners and policy-makers in francophone Africa are generally less aware than those in some other parts of Africa of the impact of demographic changes on socio-economic development. Also it has been noted that there is a great need to train more national staff in population and development. The Fund's regional programme will therefore place more emphasis on awareness creation and training activities in the future. The UNFPA regional adviser in population and development (RAF/87/P12) started, among other things, a review of the development plans of various countries in order to explore ways of integrating a population element into them. A new training activity — the introduction of population and development subjects in the curricula of IDEP (RAF/88/P19) — was also initiated in 1988. UNFPA continued its support to the World Population Society to ensure the national application of the recommendations for the implementation of the World Population Plan of Action (RAF/85/P17). UNFPA also continued funding three posts at the Centre for Applied Research on Population and Development (CERPOD) at the Sahel Institute (RAF/88/P05), including that of the Director. Among the research undertaken at CERPOD were a survey on infant mortality in the Sahel and a demographic and health survey. CERPOD also provided technical backstopping through its newly established Unit for Family Planning to ongoing FP/MCH projects in a number of Sahelian countries. Important conferences supported by UNFPA were the Conference of the Association of Faculties of Agriculture in Africa (RAF/87/P10) and the Second African Regional Population Conference (RAF/87/P15).

40. Special programmes and multi-sector activities. As described in the status report on the Fund's strategy for assistance to sub-Saharan Africa (document DP/1989/38), UNFPA initiated various regional activities in support of women such as the Fund's Plan of Action for systematically integrating women's concerns into population and development activities in the region, and the Compendium on Technical Assistance on Women, Population and Development (RAF/88/P28), among others. UNFPA also approved a three-year programme of financial assistance for the Interagency Committee on Harmful Practices against Women and Children to establish 7 new national committees (adding to the 14 already existing ones) and for the Committee's training, information and communication campaign (RAF/88/P07). This reflects the Fund's strong commitment to address such important issues in the region as the circumcision of women and female children (estimated by WHO at up to 75 million) and the high incidence of early marriage in Africa, which constitutes a health hazard to mothers and children.
41. In order to improve the management skills of women, UNFPA provided support for two years to CEDPA (RAF/88/P24) for workshops on Women in Management and on Supervision and Evaluation, and for a sub-regional seminar on a better life for young women. Partial support was also given for a three-week workshop for women home economists in family planning concepts, management of family planning programmes and integration of family planning into home economics activities (RAF/88/P23).

IV. ARAB STATES AND EUROPEAN PROGRAMME

42. Introduction. The regional programme for the Arab States and Europe continues to support projects designed to strengthen national capacity to develop and implement effective population policies. It emphasizes the building of data collection systems and the training of personnel for censuses, vital statistics and sample surveys; the strengthening of FP/MCH programmes; and the development and expansion of communication and education programmes. The regional programme also is designed to complement country inputs through regional advisory services in most UNFPA programme areas.

43. Family planning and maternal and child health. FP/MCH programmes in the region require managerial and technical support to improve the delivery of services and to integrate them into health care systems. Such support is being provided through project RMI/88/P04. This includes developing guidelines to facilitate project implementation, organizing seminars and workshops to exchange experience, and supporting action-oriented research. An important feature of the regional programme in 1988 was the preparation and publication of health educational and instructional materials specialized for those who cannot read. More emphasis was placed on training of different cadres of health personnel and, simultaneously, efforts were made to expand FP/MCH contents in the curricula of medical and nursing schools.

44. In Europe, support was provided for research which may lead to the expansion of FP/MCH services and the improvement of reproductive health (RER/88/P01). Among the subjects examined were fertility, sex counselling, and contraception for adolescents and youth, migrants, the underprivileged and the uneducated.

45. Information, education and communication. Through UNFPA support, seven countries in the Arab region have officially adopted population education programmes and introduced them into the curricula of primary and secondary schools. The regional programme was designed to strengthen the institutionalization of IEC activities as a regular component in formal and non-formal education (RMI/88/P03) as well as to enhance and expand IEC activities in rural and organized labour sectors, with an emphasis on training and educating women.

46. Two population education advisers were supported by UNFPA and based in the United Nations Educational Development Bureau for Arab States (UNEDBAS) under UNESCO. In addition to providing technical backstopping, the advisers produced curricula materials, especially for teacher training, including the following: a source book entitled "Population and Economics in the Arab Region"; a source book entitled "Population and Environment in the Arab Region"; a booklet on AIDS; and a book designed to clarify values in population education.

47. One adviser specializing in population communication is stationed in Tunisia and is attached to the Arab States Broadcasting Union (ASBU). ASBU is the organization in charge of ARABSAT, a satellite communications system which now includes population information in the daily television programmes broadcast across the region (RMI/88/P02). Moreover, a meeting for women writers and journalists was held in Tunisia, and several video programmes on population were developed.

48. Last year UNFPA approved a three-month consultancy for FAO to review the needs for population education in the agriculture sector and assess the knowledge of government personnel on the impact of demographic change on agriculture planning and vice-versa. Eight countries expressed interest in...
initiating programmes in this important area, and, therefore, UNFPA approved a regional adviser and several workshops for policymakers and project planners on the integration of population concepts into agricultural/rural development programmes (RMI/88/PO8). A special effort was made to introduce population education through rural agricultural extension training programmes.

49. Basic data collection and analysis. UNFPA supports the Economic and Social Commission for Western Asia (ESCWA) in two main projects — one for publications and dissemination of population information (RMI/88/PO7), the other for population data collection and demographic analysis (RMI/88/PO6). Under the first project, during 1988, ESCWA published and distributed: (a) issue numbers 30 and 31 of its Population Bulletin; and (b) data sheet number 6 of the demographic and related socio-economic data sheets for countries of ESCWA. Under the second project, the regional advisory services were rendered through two regional advisers, one in population statistics and the other in demography.

50. The regional adviser in demography undertook various advisory missions to, for example, Democratic Yemen, Kuwait and the Syrian Arab Republic. In addition, he participated as a resource person in the following meetings: (a) a workshop on labour statistics held in Baghdad and organized by the Council of Ministries of Labour and Social Affairs in the Arab Gulf States and the Ministry of Social Affairs and Labour in Iraq; (b) a conference on dissemination and use of census data, held in Cairo and organized by the Central Agency for Public Mobilization and Statistics (CAPMAS) in co-operation with the International Statistical Institute and the United States Census Bureau; and (c) a symposium on population policies, held in Cairo and organized by the Cairo Demographic Centre.

51. The regional adviser in population statistics also carried out advisory missions to Democratic Yemen and Oman. In addition, he participated as a resource person in: (a) a seminar on the results of the household expenditure and income survey, held in Amman and organized by ESCWA and the Jordan Central Bureau of Statistics; (b) a seminar on the results of population censuses and their use in development, held in Damascus and organized by the Syrian Central Bureau of Statistics; (c) a workshop on labour statistics, held in Baghdad and organized by the Council of Ministries of Labour and Social Affairs in the Arab Gulf States and the Ministry of Social Affairs and Labour in Iraq; and (d) a regional training course on population and education, held in Amman and organized by UNESCO.

52. UNFPA continues to support the Population Research Unit of the League of Arab States (RMI/87/PO1) which has now matured and serves the various specialized agencies and ministerial councils of the League in all matters related to the population sector. The project prepared an annual document for the Arab League Economic and Social Council entitled "The Population Report in Arab Countries — Policies and Programmes".

53. UNFPA continues to support the Cairo Demographic Centre (INT/88/P44) and the International Islamic Centre for Population Research and Studies at Al-Azhar University (INT/87/P26). Two travelling seminars on Population and Islam were held in Sana'a, Yemen, and in Fez, Morocco. These seminars engendered a very important and positive debate on Islam's views on the issue of population and family planning. Since family planning is legitimate and permissible in Islam, the seminars called for expansion of family planning programmes on the basis of Sharia' provision.

54. UNFPA also continued to support PAPCHILD — RMI/87/PO5 — which will produce reliable data on child mortality and other related variables. Work has started in Mauritania after the assignment of a project expert and his staff.

55. Population policy formulation. During 1988, ILO's Labour and Population Team continued to provide technical assistance and backstopping to the UNFPA/ILO country and regional projects in the four main areas of the programme (RMI/88/PO1). Several training activities were undertaken. One training workshop was organized at the sub-regional level in the Syrian Arab Republic for female trade union leaders and one sub-regional seminar was conducted in Jordan for planners, experts and other technicians in human
resources planning, development and utilization. At the country level and under ongoing population and human resources development and planning projects, national seminars were organized in Egypt, Somalia and Sudan.

56. A comprehensive volume was published containing detailed descriptions of the methods and methodology of an internal migration survey conducted in the Syrian Arab Republic. The book is intended as a training aid on the organization of migration surveys and as a handbook on methodology that can be utilized to promote similar surveys in other Arab countries through the adaptation of the methodology to local situations and circumstances. The book was a joint venture between the Syrian State Planning Commission, the Central Bureau of Statistics, ILO, and UNFPA. During the same period, a comprehensive volume on the proceedings of a national seminar on population and development, held in Somalia in March 1988, was published and widely disseminated.

57. The ILO regional adviser participated in UNFPA programme review missions to Democratic Yemen, Egypt, Sudan and the Syrian Arab Republic. He also assisted in the organization of two long-term fellowships and eight study tours under ongoing projects in Democratic Yemen, Egypt, Sudan and the Syrian Arab Republic.

58. Women, population and development. UNFPA approved a request from CEDPA to provide management training and technical co-operation for women leaders and trainers working with NGOs. This includes fellowships, a country-level technical workshop and technical co-operation and evaluation.

59. The Division for Arab States and European Programmes also prepared a detailed project document for the establishment of a Training and Research Centre on Women, Family and Development in the Arab states. This was one of the recommendations of the seminar for women on Population and the Family held in Abu Dhabi in 1986 as a follow-up to the Nairobi Conference. The Arab Gulf Programme for United Nations Development Organizations (AGFUND), IPPF and UNDP are possible partners in this venture which hopes to create awareness and to undertake research and training programmes to incorporate women's interests in mainstream development planning. UNFPA has pledged $US850,000, with AGFUND matching this pledge.

60. UNFPA also participated in the meeting of the Co-ordinating Committee of Arab Gulf and Arab Peninsula Women's Unions which was held in Bahrain in March 1989. Several papers were discussed, touching on all aspects of women's concerns especially their education and training and their active participation in the development processes of their regions. Several international and regional agencies were represented such as UNICEF, AGFUND and UNFPA.

61. One of the resolutions called for the Committee to co-operate and work with United Nations and regional agencies to benefit from these programmes which are designed to help women become integrated into the development process. His Highness Amir Sheikh Isa Bin Salman Al-Khalifa received the participants and encouraged their work. The meeting received extensive and elaborate media coverage.

V. ASIA AND THE PACIFIC PROGRAMME

62. Introduction. In 1988, UNFPA allocated $US5.8 million in support of regional programmes in the Asia and the Pacific region, a slight decrease from the 1987 expenditure level of just under $US6 million. The principal reason for this decrease was the difficulty encountered in filling various regional advisory posts. However, by the end of 1988, candidates had been selected to fill six of the eight vacancies.

63. In financial terms, IEC programmes received the largest portion, approximately 51 per cent, of 1988 allocations for regional programmes in Asia and the Pacific. Family planning programmes received about 27 per cent, population research and policy development about 12 per cent, basic data collection about 6 per cent and special programmes and multi-sector activities about 4 per cent.
64. Family planning and maternal and child health care. With a view to improving family planning programme performance and effectiveness, support was made available for a number of programme research efforts. These included a project to study the accessibility of different contraceptive methods in rural settings and to evaluate the effectiveness of different modes of service delivery. This study, executed by the Economic and Social Commission for Asia and the Pacific (ESCAP), will be conducted in India, Indonesia, Pakistan, the Philippines, Sri Lanka and Viet Nam. Another programme research study to examine the interactions between clients and family planning workers at the grass-roots level will be conducted in Bangladesh, India, Indonesia, Pakistan, the Philippines, Republic of Korea and Thailand. Through an ESCAP-executed project, UNFPA support was provided to conduct diagnostic exercises of existing family planning management information systems in Bangladesh, Bhutan, Fiji, Islamic Republic of Iran, Malaysia, Nepal, Pakistan, Papua New Guinea, the Philippines, Samoa, Sri Lanka and Viet Nam. On the basis of these studies, specific country projects will be designed to address the weaknesses in the system in individual countries.

65. Through a grant to CEDPA, UNFPA provided fellowships for eight trainees from the region to participate in two training workshops conducted by CEDPA, one on supervision and evaluation of population programmes and one for women managers of population programmes. Seed-money grants were made available to local NGOs to conduct small-scale population projects at the grass-roots level.

66. In 1988 the UNFPA-supported team of regional advisers based in the WHO/Western Pacific Regional Office (WPRO), Manila, undertook some 20 missions to 13 countries in connection with tripartite project reviews of country projects, project formulation, and monitoring for technical assistance. One of the two advisory posts funded by UNFPA at the WHO/South East Asia Regional Office (SEARO), Delhi, remained vacant throughout 1988. The FP/MCH adviser undertook seven missions to five countries in 1988 to provide technical assistance in project formulation and project review and to participate in an intercountry technical seminar.

67. Members of both teams noted that personnel issues constituted a major constraint to project implementation. These included (a) a general shortage of trained FP/MCH personnel due to an inadequate number of graduates from medical institutions and to "brain drain", (b) frequent changes of project co-ordinators and (c) inadequate supervision and training opportunities for public health nurses, midwives and traditional birth attendants. Weakness in project design, especially in identifying backstopping needs, was another constraint.

68. Information, education and communication. The various teams of UNFPA-funded regional advisers based in the regional offices of the specialized agencies executed a very full work programme in 1988. The ILO Labour and Population Team undertook 31 missions to 12 countries to assist country project identification, formulation and review and to provide technical assistance to ongoing projects. The focus of their efforts was on the preparation of national plans for integrating family welfare education into programmes in the organized sector, as well as specific projects to implement such plans, including activities directed at women and youths. They also provided technical advice to Governments on population, human resources and development planning issues.

69. The regional adviser in Fiji undertook 14 missions to 10 countries in the South Pacific to conduct or backstop training workshop/seminars in country projects, to assist in country project identification, to prepare country project documents, to provide technical inputs to the implementation of country projects and to participate in tripartite reviews. Most of these country projects address family welfare and family life education mainly for women and youth.

70. The FAO team of advisers undertook 20 missions to eight countries in 1988 to assist in country project identification, formulation and review, to provide technical assistance, to backstop country seminars/workshops and to participate in interagency consultations. The advisers promoted the integration...
of population into rural programmes and projects, with a specific focus on integrating income generation and population education for rural women.

71. The UNESCO team of regional advisers on population education based in Bangkok undertook 30 missions to 10 countries in 1988 to assist Governments in the formulation and review of country projects and programmes and in the preparation of national education plans, to conduct training workshops, and to participate in interagency consultations. The regional population education adviser based in Fiji undertook 19 missions to 15 countries in the South Pacific sub-region resulting in the completion of eight country-level workshops, three project documents for country projects, and six tripartite reviews of country projects.

72. Feedback from these advisory teams indicated some major issues that tended to hamper implementation of country projects. These included a lack of trained staff to implement project activities and a lack of leadership and/or commitment from national project directors. The teams recommended, therefore, that continued emphasis be placed on training, that assurances from Governments be obtained, that trained staff be retained in posts and that regular monitoring visits be conducted and followed-up by advisers and Country Directors. Project implementation was also impeded by delays in Governments making their counterpart contributions. In cases of serious budgetary constraints, UNFPA had to increase its support to ensure timely project implementation.

73. Through a project executed by UNESCO and implemented by the Asia-Pacific Institute for Broadcasting Development (AIBD), four regional courses and one in-country course were implemented in 1988. The regional courses were on population and development communication (radio) in Colombo, Sri Lanka, on management of population communication programmes in Kuala Lumpur, Malaysia, on population and development television in Islamabad, Pakistan and on social communication for women professionals in population programmes in Kuala Lumpur. AIBD's other activities included dissemination of population information through Depthnews radio programmes in collaboration with the Press Foundation of Asia, completion of a manual on management of population communication programmes and compilation of television spots, documentaries and plays produced by participants of regional training courses.

74. The project executed by ESCAP to provide technical assistance and training to population information centres and networks was able to implement over 90 per cent of its work programme for the year. It provided information support to member countries in technical population publications; assisted in the further development of national population information centres and networks; organized a TCDC-based workshop on ASEAN POPIN; provided technical backstopping to country projects and continued the development of the regional population data bank. Specifically, project staff undertook 10 advisory missions to eight countries. Through sub-contract arrangements, grants were made to national population information centres in Afghanistan, People's Republic of China, Indonesia, Republic of Korea, Thailand and Viet Nam to translate selected ESCAP technical publications into national languages. The project also organized an Asia-Pacific POPIN consultative workshop and sponsored a joint POPIN/HELLIS meeting. A three-week TCDC exchange programme was also arranged involving key staff of the Sri Lanka Population Information Centre and their counterparts from the Malaysia Population Information Centre.

75. The post of regional adviser on population communication unfortunately remained vacant throughout 1988. One of the posts on the population education team in Bangkok also became vacant in mid-year.

76. Basic data collection and analysis. The two regional advisers based in the Statistics Division, ESCAP — one on population censuses and surveys; the other on population data preparation and processing — together undertook 36 missions to 18 countries in 1988, 33 of them to provide technical assistance to specific aspects of data collection and analysis activities. A new post of regional adviser on population statistics remained vacant in 1988. UNFPA continued its support of a regional adviser on data processing based in the South Pacific Commission to backstop programmes in the South Pacific.
77. In preparation for the 1990 round of censuses, support was made available for a regional working group. ESCAP also implemented, with UNFPA support, a technical meeting on software packages for processing census and survey data.

78. Areas requiring continued attention include technical assistance to Governments on the utilization of population data. More important, there is need to emphasize the importance of gender analysis in the use of population data and to ensure that census/survey designs lend themselves to such analysis.

79. Population research and policy development. Technical support in population policy development was somewhat constrained because two regional adviser posts based in ESCAP, one on population and development and the other on population policies, remained vacant in 1988. The South Pacific, however, benefited from support from two experts in the South Pacific Commission in the areas of population and development and of demographic and population data analysis.

80. Implementation of the project to establish a population studies programme at the University of South Pacific suffered from the destabilized situation in Fiji in early 1988 and from staffing shortages. The fellowship programme funded by UNFPA at the International Institute for Population Sciences supported 19 fellows from 10 countries to participate in the Certificate in Population Studies course for the academic year 1988/1989.

81. The ESCAP-executed project to develop an analytical framework for population and development research and planning completed its substantive work in 1988, after which a regional seminar was held for planners from over 10 countries. Apart from the reports of country studies conducted by the project and a final project report, an inventory of study/training programmes in the region will also be published.

82. Special programmes and multisector activities. A new project, executed by JOICFP, was initiated to increase the awareness and understanding of policy-makers in selected countries in the region of the problems of the aging of populations and to help them formulate effective policies and programmes to address these problems.

83. On an experimental basis, a regional advisory post in the area of women, population and development was approved for UNFPA support in mid-year, as part of the ILO Labour and Population Team based in Bangkok.

84. The UNFPA-supported project at the Asia and the Pacific Programme for Development Training and Communication Planning (DTCP) provided technical backstopping to 16 country projects. A total of 17 missions to eight countries were undertaken by project staff for project development, monitoring and evaluation. DTCP also conducted workshops and training courses, arranged fellowships and study tours and procured equipment and supplies in accordance with the work plan of the country projects it executed.

VI. LATIN AMERICA AND THE CARIBBEAN PROGRAMME

85. Introduction. Overall, the activities implemented under the Latin America and Caribbean regional programme have been of benefit to country programmes in the region. This benefit could be enhanced by interregional activities planned and implemented from the headquarters of the various executing agencies. It is important, however, to continue efforts to improve the linkages between interregional and regional activities, as well as co-ordination between the organizational units responsible for them, so that they can be of added impact on the countries involved. Below is a summary of regional-level activities supported by UNFPA in the region in 1988 by major area of assistance.

86. Family planning and maternal and child health. In 1988, UNFPA regional projects helped to improve management and logistics of national FP/MCH programmes; strengthen the family planning component in MCH
programmes; develop appropriate programmes for adolescents; and promote an integrated approach to women's health care. The most significant regional project in FP/MCH is being executed by the Pan American Health Organization (PAHO — RLA/88/P02) accounting for over 60 per cent of the allocation to this sector in 1988. This project is designed to support, complement and provide guidance to the country activities that in FP/MCH are undertaken by the ministries of health of the countries of the region and supported by UNFPA. The project is also intended to facilitate the transfer of knowledge accumulated at the intercountry level by WHO and other international organizations to the countries of Latin America and the Caribbean.

87. In most countries in the region, family planning services are now an integral part of maternal and child health. The regional activities supported by UNFPA in this area have been an important factor in bringing about that integration. In many instances, training specially designed to achieve the integration of family planning has been critical to the general improvement of MCH services. Also, family planning services were often among the few interventions provided by the health institutions that were directly related to the improvement of the health of women.

88. These are very positive factors; nevertheless, the general situation of FP/MCH services in the region requires a great deal of effort and commitment to be able to reach acceptable levels. This is due to the poor quality of FP/MCH services in many rural and urban areas, aggravated by the diminishing resources of the public social sector in Latin America and to a lesser extent in the English-speaking Caribbean. As a measure to correct this critical situation, the regional project executed by PAHO devotes a great deal of resources to the improvement of management capabilities.

89. Concern for the increasing numbers of adolescent pregnancies led UNFPA and PAHO to include activities in the regional and country projects that could alleviate the situation. Adolescent service programmes are operating in seven countries in Latin America and in all of the countries of the English-speaking Caribbean. These programmes need to be reviewed, evaluated and updated both in terms of their conceptual frameworks and in terms of their strategies and modalities; this was included in the regional project starting in 1988. Some advances have been made in the design of educational materials for adolescents, and these new materials will be soon distributed to countries in the region. Activities leading to the improvement of programmes for adolescents are also benefiting from the research undertaken through the regional programme.

90. Other regional activities in the area of family planning and maternal child health are those undertaken by JOICFP. JOICFP's Integrated Family Planning, Nutrition and Parasite Control Project (RLA/88/P10) is based on the premise that family planning programmes will be more readily accepted if combined with related services that the community perceives to be beneficial and useful. The project thus involves the community through educational activities. It promotes parasite control as an entry point to family planning, emphasizes the development of a trusting relationship among community members and field workers at the grass-roots level and encourages the enhancement of women's roles in the community.

91. Training courses for nurses and other health personnel is often done regionally within the English-speaking Caribbean area. In 1988, UNFPA funded a Caribbean sub-regional workshop on family planning for nurses from 19 Caribbean countries organized under the auspices of IPPF (RLA/87/P61).

92. Information, education and communication. In 1988, UNFPA assistance to regional projects in this area sought to strengthen and consolidate the incorporation of population education into the plans and programmes of basic education; to implement strategies for the training of teachers; and to design a strategy for population communication in the rural sector. The Fund continued to support the regional project in population education executed by UNESCO to provide technical backstopping to country-level projects and to complement the activities of these projects through training, the preparation of teaching guides and the distribution of information to the countries of the region. In 1988, technical support was provided to 11 countries, and 15 radio programmes were prepared and distributed (RLA/88/P09).
93. Regional activities in this area focused on conveying to Governments accurate information on the importance of population education, including education for a healthy reproductive life and the promotion of responsible parenthood. Regional projects also were designed to address difficulties encountered with the strategies proposed for the training of teachers, including training that was too short or proceeding too slowly to be effective and scarcity of funds for training at the government level. To address these and many other issues involved in population education within the formal sector, a regional meeting was organized by UNESCO and funded by UNFPA. Teachers and country project personnel met in Caracas, Venezuela, to discuss means to increase coverage of training in population education.

94. Other means of increasing outreach are being explored through the support given to an FAO-executed regional project on population IEC for the rural sector. Two strategies are being utilized to expand population IEC activities in the rural sector, to promote specific projects on population IEC, and to include population IEC within ongoing development activities in the rural sector (RLA/88/P13). Other IEC activities in 1988 included a feasibility study on a population journal for the Latin American region (RLA/88/P25). The journal is intended to facilitate communication on population issues.

95. Basic data collection and analysis. In 1988, UNFPA assistance for regional activities in this area was aimed at assisting countries in their preparations for the 1990 round of censuses and at training staff in data processing and analysis (RLA/88/P08). In preparation for the 1990 round of censuses, the various National Directorates of Statistics in the Latin American countries proposed a series of activities involving technical co-operation among developing countries to be co-ordinated through the Economic Commission for Latin America and the Caribbean (ECLAC) funded by UNFPA. Training seminars and follow-up activities for all major steps of the census process are involved. In 1988, the first two of eight seminars were conducted in Lima, Peru, and San José, Costa Rica, on the subject of census management and organization and on training techniques.

96. In collaboration with the Latin American Demographic Centre (CELADE) and the Inter-Governmental Committee on Migration (ICM), UNFPA is supporting the establishment of an information system on displaced populations in Central America (RIA/88/P24). This system, which is to be based on existing data, will employ a methodology that will enable the systematic updating of information. UNFPA has also collaborated with UNDP and ECLAC in updating quantitative basic data on the demographic and the socio-economic characteristics of the poor in nine countries (RLA/88/P12).

97. Population research and policy development. In 1988, UNFPA allocated nearly $2.4 million to support research leading to a more refined conceptualization of the integration of population factors into development planning, as well as the development of methodologies and techniques appropriate to achieve such integration. Through projects in this area technical support is being provided to countries in the region, as is training of national personnel of population units and sectoral ministries. The most comprehensive regional project in this area is the CELADE project (RLA/88/P01) providing technical backstopping to the countries of the region in population dynamics and in integrating population variables into development planning. The project also supports research and provides training in population and development.

98. UNFPA continued to collaborate with the Latin American Population Documentation System (CELADE/DOCPAL). One of the products of DOCPAL has been the REDATAM census. Steps towards the creation of the Latin American and Caribbean Population Information Network (IPALCA Network) were taken in 1988 by CELADE/DOCPAL in collaboration with the Latin American Population Programme (PROLAP). In this area, CELADE/DOCPAL is providing technical backstopping to countries of the region to prepare for the active participation of national institutions in the IPALCA Network.

99. The main efforts of CELADE in the field of training in 1988 were concentrated on the preparation and initiation of the new post-graduate course on Population Dynamics and Development Programmes and Policies,
in which 17 students from 15 countries participated. Joint courses and seminars were also organized with a number of universities in the region, giving special attention to topics related to sectoral and spatial planning. Spatial distribution of the population and population and health were the two topics emphasized in 1988. A successful seminar on population and health was organized in Santiago, Chile, in December 1988, with the participation of CELADE, PAHO, UNFPA and nationals involved in the implementation of family planning projects throughout the region.

100. In 1988, UNFPA started funding a small ECLAC project dealing with the subject of population concentration, the quality of life and the environment. The project responds to the call for increased efforts both in the field of population and environment and in the sub-region of Central America, where the project will base its operations (RLA/88/P26).

101. A project to help English-speaking Caribbean countries to formulate population policies and to integrate them into the planning process was in operation in Port-of-Spain, Trinidad and Tobago, in 1988 (RLA/88/P61). The project executed by ECLAC, involves training and the development of institutional mechanisms, such as population units, within the planning ministries.

102. In 1988, UNFPA continued to support activities to integrate population into employment planning through a regional project executed by ILO's Regional Employment Programme for Latin America and the Caribbean (PREALC — RLA/88/P07). The project provided technical assistance to Bolivia, Costa Rica, Guatemala, Honduras, Jamaica and Nicaragua. In all of these countries research is being undertaken on population and socio-economic variables affecting employment. Through this regional project, PREALC also intends to introduce population in the regional courses it organizes on employment issues.

103. Women, population and development. In 1988, UNFPA provided assistance for regional activities designed to help improve the situation of women and youth. A total of 10 Latin American and Caribbean women participated in Women in Management workshops organized by CEDPA (RLA/88/P05). Moreover, 25 women from eight countries participated in a two-week technical workshop on "Design of Family Planning, Primary Health and Income-Generating Projects", which was held in San José, Costa Rica, in November 1988. This workshop was preceded by seminars relevant to the design of integrated women's projects.

104. At the request of Caribbean parliamentarians, in 1988 UNFPA also funded a project to conduct youth parliamentary debates in eight Caribbean countries on responsible sexual behaviour and on AIDS (RLA/88/P62). UNFPA also supported a project sponsored by the Roman Catholic Diocese of St. John's in Antigua which consisted in an eight-day summer camp for 140 youth leaders from five Eastern Caribbean countries to discuss human sexuality, contraceptives and responsible sexual behaviour (RLA/88/P64).

VII. CONCLUSION

105. The above sections have detailed the progress and problems that have characterized the first year of implementation of the intercountry programme. Cognizant of the observations made by the Governing Council, the Fund has closely monitored the intercountry programme to improve its responsiveness to country needs and to strengthen the complementarity between activities funded under regional programmes and those funded under the interregional programme. As part of this systematic monitoring, UNFPA held programme review meetings with each of the major United Nations agencies and organizations responsible for implementing the programme. At the conclusion of these meetings, a list of action items for follow-up was jointly adopted.

106. The review of the intercountry programme has shown that improvement is needed in the areas of technical backstopping and research. As stated earlier, countries critically need technical backstopping. The growing trend of project execution by Governments will augment the demand for readily available, high-quality technical assistance. Also, as UNFPA decentralizes responsibility for project...
identification and approval to the field, Country Directors will need access to technical expertise. The demand for technical backstopping is of sufficient volume to justify its provision at both the interregional and regional levels. In order to meet this demand more effectively, UNFPA and the respective agencies are doing the following: (a) mapping out a plan for a more efficient division of labour between interregional and regional advisers; (b) looking for alternative means of providing technical backstopping, such as use of UNFPA-appointed regional advisers and the building up of pools of local experts under the supervision of the interregional teams; and (c) seeking ways to strengthen agency collaboration in the field, e.g., improving the functioning of integrated teams. It was felt that the fielding of an integrated team would enhance effectiveness, but experience to date with the PEC team in Africa, composed of FAO, ILO and UNESCO, has shown that it is difficult to accomplish genuine integration of effort.

107. Delays in filling posts at both the interregional and regional levels compromises the delivery of technical backstopping. In recent years, many agencies have experienced financial shortfalls necessitating staff reductions. Therefore, whenever a post is available, agency procedures require that internal candidates needing to be redeployed must be given first consideration. Only after this can external recruitment take place. UNFPA has raised with the agencies the issue of why posts funded by extrabudgetary resources are subject to these internal procedures. Also, most of the posts approved in the 1988-1991 programme call for persons with specialized skills. Since it can be rather quickly found out if existing staff in agencies have these skills, the necessity of undertaking a lengthy internal review does not seem justified. UNFPA has requested executing agencies to ascertain if extrabudgetary posts could be exempted from such internal procedures which slow down recruitment of urgently needed, appropriately qualified staff.

108. The lack of timely recruitment reduces the effectiveness of technical backstopping and thus affects the pace of project implementation. When staff recruitment does not take place as envisaged, planned activities are not undertaken and allocated monies are not spent. As a bridging measure, agencies utilize short-term consultants, but such interim arrangements fall short of the goal of providing continuity in backstopping and do not promote the development of intellectual frameworks for programming in the respective sectors. Also, interim arrangements increase administrative burdens for UNFPA and the respective agencies.

109. In the programme review meetings, the Fund expressed some concerns to the agencies regarding socio-economic research undertaken at the intercountry level. It noted that research should be completed within the time foreseen and not carried on indefinitely from one programme cycle to the next. It was noted that delays in staff recruitment were also holding up the execution of research projects. In particular, the Fund stressed the need to convey research results so that they would be easily used by regional advisers and country-level staff and that research results include a section on the implications for policy formulation and operational interventions at the country level.

110. With respect to research, UNFPA remains convinced that the interregional modality is appropriate for carrying out basic contraceptive research, but, in view of growing capacity in the social sciences at the country level, is encouraging countries to undertake more population/development research as part of country programmes. Countries are responding positively to this initiative but indicate that they would need, on an ad hoc basis, technical expertise. UNFPA is raising with the agencies how this kind of technical backstopping of country research projects could be provided. In the future, UNFPA will limit interregional funding for social science research primarily to newly emerging concerns; e.g., population and sustainable development, where the conceptualization must be refined and basic documentation and teaching materials need to be designed.

111. UNFPA is in the process of drawing up a list of research priorities. This will reflect the findings of the Fund's review and assessment (document DP/1989/37) and needs expressed by countries. The Fund has...
requested the agencies to furnish their views as to research priorities in population and development. UNFPA will take these into account in formulating a research agenda. This agenda will identify both topics for study as well as the level at which such research should be conducted and the particular agency or organization which might have the comparative advantage in undertaking such work.

112. During the past year, procedures have been put in place for more effective monitoring of the intercountry programme and broader utilization of services available through these projects. UNFPA will continue its dialogue with the concerned agencies and organizations in order to strengthen the effectiveness of initiatives funded under the intercountry mechanism and to assure that these activities respond to country needs.