Thirty-fifth session
5-30 June 1989, New York
Item 6 of the provisional agenda
UNFPA

PROPOSED PROGRAMMES AND PROJECTS
Recommendation by the Executive Director
Assistance to the Government of the Philippines
Support for a comprehensive population programme

Proposed UNFPA assistance: $25 million, of which $21 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $4 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources.

Estimated value of the Government's contribution: To be determined
Duration: Five years
Estimated starting date: January 1989
Executing agencies:
- Government of the Philippines
- United Nations
- International Labour Organisation (ILO)
- Food and Agriculture Organization of the United Nations (FAO)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- World Health Organization (WHO)
- United Nations Children's Fund (UNICEF)
- United Nations Development Programme ( UNDP)/ Development Training and Communication Planning (DTCP)
- United Nations Population Fund (UNFPA)
- Margaret Sanger Center (MSC)

Government co-ordinating agencies:
- National Economic & Development Authority (NEDA)
- Commission on Population (POPCOM)
- Department of Health (DOH)

89-08356
**PHILIPPINES**

### Demographic facts

<table>
<thead>
<tr>
<th>Population Total (000)</th>
<th>Total</th>
<th>55,120</th>
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<tbody>
<tr>
<td>Males</td>
<td>27,675</td>
<td></td>
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<tr>
<td>Females</td>
<td>27,446</td>
<td></td>
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<tr>
<td>Sex ratio (/100 females)</td>
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<tr>
<td>Urban</td>
<td>21,844</td>
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<tr>
<td>Rural</td>
<td>33,276</td>
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<tr>
<td>Per cent urban</td>
<td>39.6</td>
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<td>Population in year 2000 (000)</td>
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<tr>
<th>Functional age groups (%)</th>
<th>Young child: 0-4</th>
<th>15.6</th>
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<td></td>
<td>Child: 5-14</td>
<td>25.5</td>
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<tr>
<td></td>
<td>Youth: 15-24</td>
<td>20.2</td>
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<tr>
<td></td>
<td>Elderly: 60+</td>
<td>5.2</td>
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<tr>
<td></td>
<td>65+</td>
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<td></td>
<td>Women: 15-49</td>
<td>24.4</td>
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<td>Median age (years)</td>
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<td>Dependency ratios: total</td>
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<td>(/100) Aged 0-14</td>
<td>74.1</td>
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<tr>
<td>Aged 65+</td>
<td>6.1</td>
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<tr>
<td>Agricultural population density (/hectare of arable land)</td>
<td>2.33</td>
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| Population density (/sq. km.) | 184 |
| Average annual change (000)   |     |
| Population increase           | 1,458|
| Births                        | 1,952|
| Deaths                        | 455  |
| Net migration                 | -39  |
| Annual population total       | 2.48 |
| Growth rate (%): urban        | 3.81 |
|                              | rural | 1.56 |
| Crude birth rate (/1000)      | 33.2 |
| Crude death rate (/1000)      | 7.7  |
| Net migration rate (/woman)   | -0.7 |
| Total fertility rate (/woman) | 4.33 |
| Gross reproduction rate (/woman) | 2.10 |
| Net reproduction rate (/woman)| 1.88 |
| Infant mortality rate (/1000) | 45   |
| Life expectancy at birth (years)| 61.6 |
| Males                        | 61.6 |
| Females                      | 65.4 |
| Both sexes                   | 63.5 |
| GNP per capita               | 560  |

**Sources:** Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1988. Figures for population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1985; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1985-1990. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: The 1988 Revision (forthcoming).
I. SUMMARY

1. At the request of the Government of the Philippines, the United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $25 million, of which $21 million is to be committed from UNFPA's regular resources, over a five-year period, starting January 1989, to assist the Government of the Philippines, a priority country for UNFPA assistance, in achieving its population and development objectives. If UNFPA's funding situation permits, the balance of up to $4 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. The timeframe of the proposed third programme coincides with that of the Philippine Population Programme Five-Year Plan, 1989-1993, and with planned programmes of other donors.

2. The overall objective of the proposed programme, which would constitute UNFPA's third cycle of assistance to the Philippines, is to assist the Government in revitalizing the national population programme in support of the objectives of the national population policy. The programme would provide assistance to expand family planning motivation and service delivery coverage and further integrate population concerns into regional development plans. The Fund's third country programme benefited from discussions among representatives from government sectoral ministries, non-governmental organizations (NGOs), the UNFPA field office in the Philippines, and UNFPA headquarters. It takes cognizance of (a) the national population policy; (b) the national population plan for 1989-1993; (c) the national medium-term development plan, 1987-1992; (d) needs assessment reports of 1985 and 1987; (e) sectoral assessments commissioned by UNFPA in 1988; (f) previous UNFPA assistance to the Philippines; and (g) the proposed programmes of other donor organizations such as the United States Agency for International Development (USAID), the World Bank, the United Nations Development Programme (UNDP), and the United Nations Children's Fund (UNICEF).

3. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).
II. BACKGROUND

4. According to United Nations estimates, the population of the Philippines in 1985 was 54,498,000, with an average annual population growth rate of approximately 2.4 per cent for the period 1985-1990. Based on projected growth, by the year 2000 the Philippines will become the 13th most populous country in the world, a substantial shift from its 1985 ranking of 17th most populous.

5. The Philippines is gradually recovering from the worst economic and financial crisis of its post-Second World War history. After two decades of economic growth and improvements in social indicators, the country suffered serious setbacks following the second international oil crisis in 1979. As a result, the gross national product (GNP) fell at an annual average rate of 3.4 per cent during 1980-1985, and in 1985 per capita GNP declined to its 1975 level of US$580. Per capita expenditures for social services also declined in real terms from Pesos 75 in 1979 to Pesos 55 in 1984, and the number of rural families living in absolute poverty increased from 56 per cent of the rural population in 1971 to 64 per cent in 1985. ¹/

6. The process of economic recovery began in early 1986 with the advent of the Aquino Government. The real GNP growth rate began to rise, reaching an estimated 6.5 per cent in 1988. ²/ But recovery has been somewhat limited. Servicing of the national debt consumes some 44 per cent of the national budget, and income remains unevenly distributed. ³/ Unemployment and underemployment are also still quite high.

7. As evidenced by the Medium-Term Philippine Development Plan for 1987-1992, the Aquino Government is aware of the interrelationship between population and development. The goals of the development plan, which relies on a rural-based strategy to lay the foundation for a more enduring growth path, are to alleviate poverty, generate more productive employment, promote equity and social justice, and attain sustainable economic growth. According to the plan, "these objectives can only be realized if economic growth is sustained along with the reduction of population growth".

8. The reduction of the population growth rate has long been a principal objective of the national population programme of the Philippines. While much progress has been made during the programme's 19 years of

³/ Ibid.
implementation, it has not been able to accomplish its objective of reducing the country's population growth rate to 2.0 per cent. United Nations estimates for 1986 indicate a growth rate of slightly over 2.4 per cent. Reasons cited for the lack of progress in recent years include an increase in the proportion of women in childbearing ages, a lowering of the age of first marriage among women, and a slow, rather than rapid, decline in marital fertility.

9. In May 1987, after extensive debate and discussion among different sectors, including representatives of religious groups, the Government approved a new National Population Policy. The policy, which is oriented towards the overall improvement of family welfare and not just the reduction of fertility, respects the "rights of couples to determine the size of their family and choose voluntarily the means which conform with their moral convictions and religious beliefs". Among its other basic principles are the promotion of family solidarity and responsible parenthood and the rejection of abortion as a means for controlling fertility. The policy recognizes socio-cultural variations among regions and among localities within regions, promotes self-reliance through community-based approaches, seeks to co-ordinate and integrate development efforts at various levels of government, and calls for maximum use of participative and consultative approaches.

10. The Philippine Population Programme Five-Year Plan (1989-1993), which was adopted in August 1988 following a national dialogue and intense consultations among government officials at all levels, is, in the words of the Chairman of the Commission on Population (POPCOM), "an expression of the strong and viable consensus on how we are going to manage our population situation". The programme has two major thrusts: a family planning and responsible parenthood programme, and an integrated population and development programme. The first seeks "to extend the coverage of the family planning and responsible parenthood programme during the period to include an additional 1.5 million eligible couples who desire to practice family planning, while continuing to serve the 3.8 million couples already covered". The second aims at promoting the integration of population concerns in development planning programmes and projects and ensuring that the well-being of the individual and the family are addressed in development programmes.

11. The new population policy and plan signal a major transfer of responsibility in the implementation of the national population programme and projects from POPCOM to the individual government departments, particularly the Department of Health (DOH), and to NGOs, both national and international.

12. A significant indication of high-level support from the new Government came on 1 May 1988, when President Aquino made her first public reference to the population issue in the Philippines: "We have to assure that our
population growth does not outstrip our other resources and annul what gains we make every year." In her State of the Nation address to Congress the following July, the President listed population as one of the top items on the legislative agenda agreed upon by her and congressional leaders. Moreover, recently, several members of the President's Cabinet publicly called for a strengthened population programme.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

13. Since 1969, UNFPA has provided approximately US$18.2 million in assistance to the Philippines. Under the first country programme (1972–1977), the Fund supported activities aimed at strengthening the Population Research Unit of the Bureau of Census and Statistics, in particular its capacity to evaluate the 1970 census results. In the area of information, education and communication (IEC), support was given to POPCOM to enhance its ability to plan and co-ordinate the country's varied population activities; to provide population education for young people; to expand family planning communication and testing and production of learning materials for medical professionals; and to provide training for Catholic and other religious groups on sex and family life education.

14. Following the first basic needs assessment (BNA) mission in 1978, which recommended, inter alia, the decentralization of the national population programme (1980–1984) for the Philippines, which was approved by the Governing Council in June 1980 in the amount of US$20 million. The programme addressed the areas of data collection and analysis, population dynamics, formulation and evaluation of population policies and programmes, implementation of policies, family planning, and IEC. Three projects were started in 1980: integration of population factors into the selected regional development plans; strengthening of the vital registration system; and provision of population education through secondary schools.

15. The early 1980s witnessed a relatively low level of expenditures owing primarily to a lack of political commitment within the Government and to a shortfall of resources within UNFPA affecting all country programmes assisted by the Fund. As a result, many projects that were part of the Governing Council–approved programme never became operational. At the end of the programme period, a bridging programme was developed, utilizing unspent funds from the second country programme. It emphasized two areas: maternal and child health/family planning (MCH/FP), and formulation and evaluation of population policies and programmes. Assistance was provided to POPCOM for co-ordination and implementation of the country's population policy. The bridging programme also supported family planning clinics operated by NGOs in family planning motivation activities and service delivery, and helped introduce injectable contraceptives on a pilot basis. As a result of these projects, the expenditure level rose sharply in 1985.
16. A second needs assessment mission was fielded in late 1985. However, with the change in government in early 1986, it was not possible to formulate a new programme of UNFPA assistance until the new leadership had clarified its policies and plans in the area of population. In 1987, an update of the needs assessment report was undertaken, and in 1988 further sectoral assessments were completed. During the interim period, the bridging programme was extended through 1988. Additional activities initiated and approved during the period 1987-1988 included: family planning in the workplace; national parliamentarians conference on population; formulation of IEC plan for the Department of Health; and formulation of a national plan for population education in the non-formal sector.

Other external assistance

17. The United States of America is the largest source of external assistance in the population sector for the Philippines. In the period between 1970 and 1986, USAID provided approximately $76 million for the provision of contraceptives and improvement of family planning motivation and services. In the early 1980s, however, USAID began to encounter difficulties in its population assistance programme similar to those faced by UNFPA. As a result, the new USAID five-year programme to the Philippines, scheduled to start in 1986, has been delayed. It is now expected to be signed in the latter half of 1989. The programme will focus on contraceptive supply and training for contraceptive providers, improvement of family planning services through the Department of Health, and strengthening of the production of IEC materials by national NGOs.

18. The World Bank provided approximately $12.2 million between 1974 and 1985 in the areas of family planning motivation and services, and health and nutrition. The International Planned Parenthood Federation (IPPF) has provided continuing assistance through its local affiliate, the Family Planning Organization of the Philippines. This assistance, which amounted to $2.3 million for 1986 and 1987, has been used for training family planning service providers and for contraceptive supplies. Various other NGOs, most of which are based in the United States, have provided assistance in training and research in family planning.

IV. PROPOSED PROGRAMME 1989-1993

19. The proposed programme would focus on the revitalization of the national population programme. Its major objectives would be to extend the coverage of the family planning and responsible parenthood programme; promote the integration of population concerns into the planning and implementation of sectoral development programmes and projects; and improve the overall well-being of the individual and the family. In order to achieve these objectives the programme would seek to broaden awareness among...
Filipinos of population and related matters; increase coverage of and improve family planning services; expand the use of national NGOs as executing agencies for improved family planning service delivery, especially those directly concerned with women's welfare; integrate population concerns into national, regional and sectoral development plans; and co-ordinate programme implementation with other donor organizations.

20. Special attention would be given to such target groups as newly married couples, out-of-school youth, economically-disadvantaged children and women, and under-served communities, notably in minority-inhabited regions and economically-disadvantaged communities.

Maternal and child health and family planning

21. The promotion of family planning as a means of improving family welfare is one of the major objectives of the National Plan for People's Health (1987–1992). This is reinforced by the National Population Programme, which seeks to improve both "the deployment and quality of family planning service delivery systems" by (a) establishing new clinics in under-served and unserved areas, (b) expanding the capabilities of mobile service teams, (c) upgrading the capabilities and quality of existing facilities, (d) widening the selection of family planning methods and supplies, (e) mobilizing appropriate community-based networks to help motivate acceptance of family planning and to supply people's family planning needs, (f) creating stronger linkages among participating agencies for family planning service delivery, and (g) disseminating and utilizing relevant research information to improve programme operations.

22. As of December 1987, the national network for family planning service delivery included a total of 3,545 service clinics — 2,409 operated by the Government (1,977 under the DOH) and 1,136 operated by NGOs. In addition, there were 42 mobile teams. The motivational network consisted of 1,753 full-time outreach workers, 51,000 community volunteers, 17,762 nutrition volunteers, 43,000 traditional birth attendants, 350,000 community health workers, and 1,250 community-based distributors. However, owing to the deterioration of the motivational system in recent years, the system must be revitalized and restructured in line with the new population programme. At the end of 1987, about 80 per cent of the medical personnel in the national programme (doctors, nurses and midwives) were with the DOH.

23. The national population plan calls for increased participation of NGOs. NGO clinics providing family planning services have generally outperformed the government-operated clinics in the area of family planning service delivery, in part because they are essentially urban-based and in part because they tend to provide family planning services only. In 1987, NGO clinics recorded 62 new acceptors per clinic per quarter, while government clinics recorded 21.
24. In the past, NGOs were mainly funded through the Commission on Population, which also served as the Government liaison. Under the new institutional arrangements, those NGOs concerned primarily with family planning will "revolve around" the DOH. Through this arrangement, the Government hopes both to encourage greater self-reliance on the part of NGOs and to enhance co-ordination between the NGOs and counterpart government institutions.

25. The primary objectives of UNFPA support for this sector would be to increase coverage and improve the quality of family planning services; determine and provide the appropriate mix of contraceptive choices; and strengthen and improve motivational networks and activities. Proposed assistance to this sector is in the amount of $16,000,000, of which $13,400,000 is to be committed from UNFPA's regular resources. Of this amount, $12,170,000 has been earmarked for specific projects.

26. Strengthening and expanding of service delivery and information, education, communication and motivation (IECM) of NGOs. The Fund proposes to provide $5,150,000 to help NGOs establish new clinic sites, improve the quality of service delivery in existing clinics, extend family planning IECM activities, and promote self-reliance. Specific project activities would include, among others, training of managers, administrators and technicians, and development of IEC materials. The Margaret Sanger Center would provide technical assistance.

27. Strengthening of the family planning programme through the DOH. UNFPA would assist the DOH in the amount of $6,520,000 to expand IECM activities of the family planning programme and promote the integration of family planning into maternal and child health and other health sectors. Activities would include training of IECM trainers, programme managers, field motivators and service providers and development of prototype IECM materials. The project would also support an assessment of family planning methods and varieties within methods in order to diversify the contraceptive choices available through the national population programme. Multi-bilateral funds may be sought to help provide additional contraceptive supplies once the optimum mix of methods/varieties is determined. Finally, the project would provide assistance aimed at (a) strengthening the Department's family planning service delivery in under-served regions through training, consultancies, and provision of equipment; and (b) developing the Department's institutional capabilities commensurate with its new role as lead government agency in family planning service delivery. Technical backstopping would be provided by, among others, the WHO Special Programme for Research, Development and Research Training in Human Reproduction (HRP), the Programme for Appropriate Technology in Health/Program for the Introduction and Adaptation of Contraceptive Technology (PATH/PIACT), and the UNDP Development Training and Communication Planning (DTCP).
28. **Family planning service delivery in collaboration with the UNICEF country programme.** The proposed UNFPA project would seek to expand family planning service delivery to unserved areas by integrating family planning into the primary health care services promoted through a child survival and development programme assisted by UNICEF since 1985. Proposed UNFPA assistance is $300,000.

29. **Integration of MCH/FP/nutrition assistance to the district economic development plan for Catanduanes Province.** This project would provide an MCH/FP/nutrition component for a district-based, community mobilization project for economic development which is being funded jointly by the Government of the Netherlands and the United Nations Development Programme. UNFPA support in the amount of $200,000 would be used to enhance MCH/FP service delivery, as well as information and motivation activities, through community networks established by the economic development project.

**Information, education and communication (IEC)**

30. The new national population policy emphasizes the importance of IEC in promoting responsible parenthood in line with personal beliefs and cultural values and in providing full information on medically approved and legal family planning services. In addition, the new policy stresses the broad concept of population welfare whereby the sectoral development programmes and projects in areas other than family planning are seen as supportive, complementary and necessary for the overall development of the Philippine people.

31. Past UNFPA support in the area of population education has focused on integrating population concepts into the major subjects in the curriculum of elementary and secondary levels of the formal school system. The proposed programme, by working through the Department of Education, Culture and Sports (DECS), would seek to reach special target groups by introducing population education into the non-formal education sector. Moreover, in line with the Government's new emphasis on broadening the concept of population welfare, UNFPA would provide assistance to relevant sectoral departments in order to promote population education and family planning. Proposed UNFPA assistance for the programme's IEC component is $3,170,000, of which $2.6 million is to be committed from UNFPA's regular resources.

32. **Population education for the non-formal sector.** UNFPA proposes to assist the DECS in the development and implementation of population education for the non-formal sector with emphasis on disadvantaged women, out-of-school youth, and newly married couples. Assistance in the amount of $1,590,000 would be provided for basic reading courses, skills development and population education courses. UNESCO would provide technical backstopping.

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33. **Integration of population and rural development IECM.** This project, in the amount of $870,000, would provide assistance for the development of pertinent IEC materials and for training of fieldworkers in the Department of Environment and Natural Resources (DENR), the Department of Agriculture and Food (DAF), and the Department of Agrarian Reform (DAR) in order to facilitate these departments' efforts to integrate population elements into their fieldworkers' activities. FAO would provide technical backstopping.

34. **Family welfare/family planning programme in the workplace.** This project, in the amount of $375,000, would assist in upgrading motivation and service delivery of in-plant health clinic workers, and in increasing support for family planning among plant managers. ILO in collaboration with national NGOs would provide the technical assistance to the Department of Labor and Employment.

**Basic data collection and analysis**

35. **1990 population census: data collection and dissemination, and analysis.** Through this project, UNFPA would provide assistance, in collaboration with bilateral donors such as the United States, in the form of hardware and technical support for the National Statistics Office (NSO) to facilitate the collection, tabulation and dissemination of the country's 1990 population census data. Support for post-enumeration analysis of data would also be provided as necessary. UNFPA's 1987 needs assessment update report, noting that the timely release of data after enumeration is vital for programme planning, recommended that the latest in computer hardware and data processing software be made available for the collection of census and other survey data. Part of the proposed $380,000 would thus be used to procure 90 micro-computers. The United Nations Statistical Office, through the Department of Technical Co-operation for Development, would provide technical backstopping.

**Population dynamics**

36. The 1987 needs assessment update mission noted that studies should be conducted on the interactions between family planning programmes as a means of moderating population growth and economic and social development factors such as education, labour force participation, household income and resource development. One of the strategies of the national population plan in implementing the integrated development programme also calls for research studies relating to population and development concerns and their interrelationships. UNFPA proposes assistance in the amount of $230,000 for the following project.

37. **Interdisciplinary population research.** This project, in the amount of $230,000, would provide assistance to the University of the Philippines to conduct research to assess the impact of the present development policies and programmes on population variables, to evaluate the implementation of...
the population programme in the context of other development programmes, and to make recommendations to policy-makers on improvements and alternatives to the present programmes. Special care would be taken to ensure that research is policy-oriented and that there is continuous dialogue with policy-makers on research findings.

Population policy formulation

38. Until 1980, the Philippine Government's approach to the integration of population into development planning (referred to as PopDev) had been ad hoc rather than organized and systematic. However, as a result of the successful implementation of a UNFPA-supported project from 1980 through 1988, the National Economic and Development Authority (NEDA), the project's implementing agency, has been able to systematize the national effort in this area.

39. In line with national population and development policies, projects in this area would seek to expand integration of population elements into regional development planning; strengthen national institutional capabilities to manage and promote the national population programme; and enhance decision-making capabilities of policy-makers, women's groups and NGOs in population and related fields. Proposed UNFPA assistance is $3,110,000, with additional support in the amount of $760,000 to be sought from other sources, including multi-bilateral sources.

40. Integration of population and development planning. This project would aim at enhancing planners' capabilities in integrating population elements into their development plans. It would focus on training, research, research utilization, and institution-building and would be directed primarily at sectoral, regional and selected local planners. The project would also seek to expand such integration efforts to regions other than the four that had been assisted previously. An amount of $2,000,000 is proposed for these activities.

41. Strengthening of the Commission on Population (POPCOM). Through a wide range of activities, this project would (a) assist POPCOM in strengthening its planning and policy-making functions through study tours, lecture series and training workshops; (b) assist the POPCOM's Board and Technical Committee in providing technical assistance to participating government agencies and NGOs in planning and developing coherent population and development projects; (c) assist POPCOM and participating agencies/organizations in monitoring and evaluating the implementation of population projects by establishing appropriate mechanisms within each department and NGO; (d) assist the POPCOM Steering Committee in obtaining information for improving population programme performance through operational research conducted by local research institutes; (e) assist POPCOM in disseminating information on the national population programme to government leaders, NGOs
and national and local mass media; (f) promote awareness of national 
population issues among recently-elected provincial governments and selected 
mayors through conferences and seminars; (g) support the convening of 
conferences and other fora at regular intervals through which POPCOM could 
ensure a co-ordinated, continuing dialogue between policy-makers, programme 
implementors and women's groups; and (h) provide assistance for small-scale 
population and development activities for women. Technical backstopping 
would be provided by an outside agency, to be selected later. An amount of 
$1,120,000 is projected.

42. NGO Council conference and projects. This project would provide 
support to the NGO Council, a consortium of national NGOs, to convene an 
annual conference through which national NGOs could share experiences and 
expand NGO networks for developing and co-ordinating population activities. 
Technical assistance would also be provided to strengthen the Council's 
secretariat. The NGO Council would provide grants, with UNFPA support, to 
support small NGOs active in family planning service delivery. An 
international NGO would provide technical backstopping. An amount of 
$250,000 is projected.

43. Strengthening the institutional capability of the Population 
Institute of the University of the Philippines (UPPI). UNFPA proposes to 
provide institutional support to further strengthen the UPPI especially as 
regards human resource development in demography. This project, in the 
amount of $200,000, would provide grants for training and research.

44. Support for Philippine legislators. UNFPA proposes to provide 
assistance, in the amount of $150,000, to legislators' organizations, 
enabling them to commission research, organize regional meetings of 
legislators and develop legislative staff capabilities in dealing with 
population issues.

Women, population and development

45. The 1987 needs assessment update mission noted that Filipino women 
generally have equal opportunities for and access to health care, education 
and employment. Women customarily manage the family income and are actively 
involved in family decision-making. Moreover the present Government 
instituted a new family code that eliminated statutory inequities in family 
relationships. However, recent government reports have concluded that 
Filipino women are not fully integrated into development efforts and that 
their status is still unequal to that of men. Indeed, while it is true that 
women hold a number of important political positions, including the highest 
elective office in the country, those women who are among the urban and 
rural poor generally are not involved in the decision-making process even at 
the household level.

/...
46. UNFPA's strategy for the sector is to provide women with opportunities to advance socially and economically so that they can participate in the mainstream development process. Economically and socially disadvantaged women are also among the target groups for the Fund's non-formal population education assistance. Other UNFPA assistance for women is incorporated in the proposal for POPCOM.

47. Improving the status of disadvantaged women in small-scale fishing communities in Capiz and Pangasinan. UNFPA would provide assistance in the amount of $350,000 through FAO to the fishing communities in two provinces for income-generating activities for women. Project activities would include skills training, small grants for revolving funds to help start income-generating activities, and education and motivation for family planning.

Programme reserve

48. A programme reserve of $1 million would be established to cover complementary activities, particularly in the areas of family planning, family welfare and women, to be developed within the framework of the proposed programme strategy and objectives. Prospective activities include a national NGO-executed project aimed at improving the health and socio-economic status of inhabitants in rural communities and developing their capabilities for self-management, as well as an area-based community development project with similar objectives.

Co-ordination and monitoring and evaluation

49. The proposed programme coincides with the five-year national population programme, 1989–1993. Assistance from other major donors in population (USAID and the World Bank) is also scheduled to start in 1989. UNFPA assistance has been planned to be complementary to that of the other donors such as UNICEF, whose current five-year programme was launched in 1988. The UNFPA programme would be co-ordinated through NEDA (co-ordinator of all external assistance), POPCOM (co-ordinator of the national population programme) and the DOH (lead government agency in family planning). UNFPA's proposed programme provides for the strengthening of POPCOM's co-ordinating capabilities and for the institutional strengthening of the DOH in its new role. Regular consultations would be held among all agencies participating in the UNFPA country programme to ensure the optimal co-ordination of activities.

50. Implementation of the UNFPA programme would be monitored by UNFPA and executing agencies in accordance with "UNFPA guidelines for monitoring and evaluation of UNFPA-supported projects or programmes". Additional monitoring and evaluation criteria would be built into projects during the formulation stage. A mid-term review would be held in 1991 to ascertain whether programme objectives were being met.
UNFPA programme management

51. Under the UNFPA Representative, the UNFPA field office is composed of a Country Director, national programme officer, financial assistant, administrative secretary and driver. The management of the third country programme would place increased and different demands on the field office. The office would concentrate its human resources on monitoring, backstopping and reviewing project implementation, and would utilize consultants and advisers to the extent possible in this process.

Financial summary

52. As noted in paragraph 1, UNFPA proposes to support a programme of $25 million, of which $21 million would be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $4 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. The following table depicts how the programme areas would accommodate these two levels of funding.

<table>
<thead>
<tr>
<th>Programme Area</th>
<th>UNFPA regular resources</th>
<th>Other resources</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maternal and child health and family planning</td>
<td>13,400,000</td>
<td>2,600,000</td>
<td>16,000,000</td>
</tr>
<tr>
<td>Information, education and communication</td>
<td>2,600,000</td>
<td>570,000</td>
<td>3,170,000</td>
</tr>
<tr>
<td>Basic data collection and analysis</td>
<td>310,000</td>
<td>70,000</td>
<td>380,000</td>
</tr>
<tr>
<td>Population policy formulation</td>
<td>3,110,000</td>
<td>760,000</td>
<td>3,870,000</td>
</tr>
<tr>
<td>Population dynamics</td>
<td>230,000</td>
<td></td>
<td>230,000</td>
</tr>
<tr>
<td>Women, population and development</td>
<td>350,000</td>
<td></td>
<td>350,000</td>
</tr>
<tr>
<td>Programme reserve</td>
<td>1,000,000</td>
<td></td>
<td>1,000,000</td>
</tr>
<tr>
<td>Total</td>
<td>21,000,000</td>
<td>4,000,000</td>
<td>25,000,000</td>
</tr>
</tbody>
</table>

/...
53. The Executive Director recommends that the Governing Council:

(a) **Approve** the programme for the Republic of the Philippines in the amount of $25 million for the five-year period 1989-1993;

(b) **Authorize** the Executive Director to commit an amount of $21 million from UNFPA's regular resources;

(c) **Further authorize** the Executive Director to provide the balance of up to $4 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) **Authorize** the Executive Director to allocate the funds and make suitable arrangements with the Government of the Philippines and with the executing agencies.