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EVALUATION REPORT  
OF THE  
WORLD FERTILITY SURVEY

JOINTLY COMMISSIONED AND SUPPORTED BY THE:

United Nations Fund for Population Activities  
U. S. Agency for International Development  
(ADSS AID/DSPE-C-0053)

December 1980

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The views expressed in this report are those of the authors and do not necessarily reflect the opinions of the USAID or the UNFPA.

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## ABBREVIATIONS USED IN THIS REPORT

AFS	Area Fertility Survey
BFS	Bangladesh Fertility Survey
CBS	Central Bureau of Statistics
CEBRAP	Brazilian Center for Planning and Analysis
CELADE	Latin American Demographic Centre
CONAPO	Consejo Nacional de Población (National Council on Population)
CONAPOFA	Consejo Nacional de Población y Familia (National Population and Family Planning Council)
CPS	Contraceptive Prevalence Survey
DC	Developed Country
DOS	Department of Statistics (Jordan)
DSS	Demographic Sample Survey
ECE	Economic Commission for Europe (U.N.)
ECLA	Economic Commission for Latin America (U.N.)
EMF	Encuesta Mexicana de Fecundidad (Mexican Fertility Survey)
ENF	Encuesta Demográfica Nacional (Dominican Republic Fertility Survey)
ESCAP	Economic Commission for Asia and the Pacific
FP	Family Planning
HKJ	Hashemite Kingdom of Jordan
HQ	Headquarters
IBRD	International Bank for Reconstruction and Development
IDRC	International Development Research Centre
IEC	Information, Education, Communication
ILO	International Labour Organization

ISI	International Statistical Institute
ISUNAM	Universidad Autónoma de Mexico
IUSSP	International Union for the Scientific Study of Population
JFS	National Fertility Survey of Jordan
KAP	Knowledge, Attitude and Practice (Surveys)
KFS	Kenya Fertility Survey
KNFS	Korea National Fertility Survey
LDC	Less Developed Country
MCH/FP	Maternal Child Health/Family Planning
MDC	More Developed Country
NAS	National Academy of Sciences
NCSO	National Census and Statistics Office
NDS	National Demographic Survey
NEDA	National Economic and Development Authority
NF	National Fertility
NFS	Nepal Fertility Survey
PCF	Population Center Foundation
PES	Post-Enumeration Survey
POPCOM	Commission on Population
POPLAB	International Program of Laboratories for Population Statistics
PSC	Programme Steering Committee
PSRI	Population Studies and Research Institute (Kenya)
RCC	Regional Coordinating Committee
RPFS	Republic of the Philippines Fertility Survey
SDI	Selectively-Disseminated Information

SESPAS	Secretaría de Estado de Salud Pública y Asistencia Social (State Secretariat of Public Health and Social Assistance)
SLFS	Sri Lanka Fertility Survey
TAC	Technical Advisory Committee
TFR	Total Fertility Rate
UKODA	United Kingdom Overseas Development Administration
U.N.	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Education, Scientific, Cultural Organization
UNFPA	United Nations Fund for Population Activities
UPPI	University of Philippines Population Institute
USAID	United States Agency for International Development
WFS	World Fertility Survey
WHO	World Health Organization

Part 1  
EXECUTIVE SUMMARY

## Part 1

### EXECUTIVE SUMMARY

This is the report of the third mission, which has been asked to study the World Fertility Survey Program. The first two missions concentrated on the activities of the World Fertility Survey (WFS) headquarters (HQ) and of the International Statistical Institute (ISI) as the organization administratively and financially responsible for the WFS project. The current mission concentrated its attention more on activities in the participating countries, and particularly on the extent to which the original objectives of the WFS had been achieved and the fertility survey data disseminated and used.

#### A. First Objective

The first objective of WFS is to help countries acquire scientific information that will permit them to describe and interpret their populations' fertility, to identify meaningful differentials in patterns of fertility and fertility regulation, and to provide improved data in order to facilitate efforts in economic, social, and health planning.

As of July 1980, a total of 36 less developed countries had completed fertility survey fieldwork. Of these, 21 had published their First Country Report. In addition, fieldwork was either in progress or expected to commence shortly in another 6 or 7 less developed countries. In order to achieve such widespread participation in a small number of years, some salesmanship on the part of WFS and the donor organizations was necessary, but all participating countries signed the required agreements after making their own final decisions on participation.

Clearly, a large number of less developed countries have not participated. A few countries are still "knocking on the door," but they are being told, with very few exceptions, that the list of participating countries cannot be expanded at this time. In a very few cases, countries had or thought they had adequate information; hence, they were not interested in participation. In a much larger number of countries, political conditions have not permitted participation. In other countries skilled manpower resources are so stretched that new survey activities tend to be rejected.

Each completed survey goes through the following successive stages: planning, funding, designing the sample, finalizing the questionnaire for both household and individual interviews, training field supervisors and interviewers, conducting field interviews, editing, data processing, and report writing. The questionnaire used for individual interviews of women of child-bearing age consists of a core questionnaire, which is standardized (only minor deviations from it are permitted) and a series of optional modules. At each

stage some technical assistance is provided by the WFS. WFS manuals are universally used, and WFS professional staff usually visit countries at each stage of the survey. Sometimes WFS resident advisers are posted. A First Country Report on each survey is produced in a relatively standardized form. Second-stage analysis projects are funded independently of the survey. The national agency involved in second-stage analysis is usually not the agency involved in conducting the survey.

The data from each survey provide information on the fertility of the country's population at the time of the survey. For a country to be able to acquire information on fertility at intervals of a few years and over a period of time, fertility surveys need to be repeated. This requirement is particularly important when the fertility rate is changing, since the later surveys are, in fact, the very instruments used to detect such change.

Finally, it should be noted that much more second-stage analysis is needed so that those countries which have participated can obtain the maximum amount of scientific information from their fertility surveys. The first objective must be regarded as not having been fully achieved until the analysis of the survey data has been taken much further.

After reviewing survey activities and the analysis of survey data in participating countries, the Mission reached the following conclusions on the achievement of the first objective:

Conclusion 1. The country visits of the Mission to six participating countries--the Dominican Republic, Kenya, Jordan, Mexico, Nepal, and the Philippines--indicated that the sampling, training, field supervision, editing, and data processing standards set by the WFS for the national executing agencies were higher than those which characterized previous surveys. Where there had been no previous survey, an excellent standard was set. The amount of technical assistance provided by the WFS was uniformly regarded as "about right."

Conclusion 2. Data processing was the major bottleneck in the participating countries during the surveys, in large part because of difficulties with machine-editing. The attrition of personnel, competition for machine and programming time, and computer capacity caused other problems. WFS intervention at this stage in most participating countries was a crucial factor in bringing the survey to a successful conclusion. The extent of the problems was not initially anticipated by the WFS.

Conclusion 3. An important achievement of the WFS program was the production of the First Country Report, which provided detailed, relatively standardized data from the survey. The involvement of WFS staff in report writing varied: in some instances there was relatively little participation; in others the involvement was almost total. The First Country Reports reviewed by the Mission

generally seemed to be of good quality, and they are potentially useful for those familiar with the basic data tabulation format. WFS itself took the responsibility for producing a short summary of the First Country Report in a form that policymakers can understand more easily.

Conclusion 4. At all stages of the survey there was a conflict between the time constraints on completing the survey and getting the report out and the desire to rely as much as possible on local personnel. This was particularly marked during data processing and report writing. In general, the problem appears to have been handled in a responsible manner.

Conclusion 5. On balance, it was wise to insist on the use of a standardized core questionnaire in country surveys; the benefits far exceeded the loss of the participation of a few countries because of such insistence. However, the use of certain modules, specifically, the community module and the economic module, was disappointing, and thus precluded a more thorough analysis of the determinants of fertility.

Conclusion 6. In some participating countries, the WFS survey was the first fertility survey of any kind ever taken. In many other countries it was the first nationally representative survey focused specifically on fertility. The quality of demographic data produced by the country fertility surveys was generally high and as good as or better than the quality of data produced in previous surveys. As indicated by post-enumeration surveys, the reliability of attitudinal data is generally low--a characteristic of most attitudinal surveys.

Conclusion 7. In all countries visited by the Mission, the survey produced important new information on national fertility levels and trends, whether or not there had been a previous fertility survey. In addition, the survey produced important new information on nuptiality, breastfeeding, and infant and child mortality. There was a clear feeling in each country visited that all the data collected in the fertility survey was essentially for the country's own use and benefit.

Conclusion 8. The value of data from the present round of WFS surveys extends well beyond short-term use. The data have long-term value, both as a source of comparison with future fertility survey results and as a medium for exploring a variety of interrelationships between variables.

Conclusion 9. The value of WFS data for program evaluation and policy formulation has, in some countries, been reduced because the size of the sample did not permit more detailed sub-regional estimates. The Mission recognizes, however, that increases in the sample size would have substantially increased the costs of the surveys.

Conclusion 10. A major contribution of the WFS to the advancement of demographic research has been the encouragement and facilitation of the assessment of data quality and the analysis of survey data that go beyond simple descriptive studies. The greater emphasis on the development of demographic rather than social and economic measures has, accordingly, limited the explanatory value.

Conclusion 11. As noted above, the second-stage analysis of completed surveys is insufficient. The initiation of second-stage analysis by participating countries has been limited.

Conclusion 12. A number of those interviewed in the countries visited did not consider a multi-purpose household survey approach to be an adequate substitute, now or in the future, for detailed fertility surveys, although they did consider it to be an important supplement.

Given these conclusions and the Mission's views on future needs for fertility surveys and improved survey instruments, the following recommendations for the first objective are offered:

Recommendation 1. The current round of fertility surveys, including those in countries in which a commitment has already been made, should be completed under WFS auspices, recognizing that this will involve the continuation of WFS well beyond 1982. Save for exceptional circumstances, other countries which have not yet made a commitment should not be accepted for participation.

Recommendation 2. WFS should continue to encourage and facilitate national evaluation and analysis of country survey data.

Recommendation 3. The core questionnaire on fertility and intermediate variables should be redesigned in the light of cumulative experience to serve as a model for future fertility surveys, whether or not these surveys are done under the auspices of WFS. Similarly, the survey manuals should be reviewed and revised in the light of cumulative experience and the redesigning of the core questionnaire.

Recommendation 4. Serious consideration should be given to several WFS-conducted small-scale, innovative studies designed to assess and improve the validity of a number of key variables, especially those concerned with contraceptive knowledge and practice and fertility preference.

Recommendation 5. Continuing efforts should be directed by the WFS to facilitate second-stage analysis by all possible means and with the participation of all appropriate national organizations. Whatever additional staff and equipment are needed should be provided to

the data processing division of the WFS to meet agreed requests, from both participating countries and research scientists of repute, for further analysis and tabulation of WFS data.

Recommendation 6. WFS should assist additional surveys in a small number of selected countries which have already completed a substantial amount of second-stage analysis. Improved survey instruments should be used and WFS standards maintained. An effort should be made to improve the measurement of socioeconomic variables, particularly female labor force participation, and to encourage the inclusion of improved community-level modules. Moreover, an additional module on the status of women should be developed for possible inclusion.

## B. Dissemination and Utilization

As far as utilization of WFS data is concerned, at this stage the Mission was able to evaluate only the short-range use of the results, which is but one part of the total picture. Although WFS data from a country survey appear to be unlikely in themselves to lead to formulation of a population policy, the survey results in combination with data from other sources may increase the possibility that a population policy will be adopted. They also may be important in the determination of particular strategies for carrying out an existing population policy.

Short-term use of fertility survey findings appears to have been greatest in connection with development planning, and in particular in the production of population projections for planning purposes, including, most notably, educational planning. The Mission found that fertility survey data were regarded as an important input in population projection work in five of the six countries visited.

In a country that has not as yet decided on a population policy aimed at reducing fertility, the survey results do not appear to have been of much interest to Ministry of Health officials. Where, however, national family planning programs already exist, Ministry of Health officials are likely to be more prepared to examine survey results in relation to the family planning program.

In view of the novelty of fertility survey data in many of the participating countries, the Mission believes that the donor organizations and WFS should be reasonably satisfied with the degree to which the results have been used to date. It is unrealistic to expect governments of less developed countries to learn to use new tools for analysis at other than gradual stages; indeed, experience of the gradual increase in the use of population census data from an originally very low level of utilization should have been sufficient warning to donor organizations not to pitch their expectations too high.

Conclusion 13. In five of the six countries visited, considerable efforts have been made to disseminate the results of the fertility survey, but these efforts have been more sustained in some countries than in others.

Conclusion 14. The WFS mailing lists for distribution of WFS publications are in need of revision.

Conclusion 15. The fertility surveys in the participating countries have produced data that are relevant to policy formulation and that can be used by policymakers. However, because policymakers are often not trained in either statistics or demography, the utility of the data requires textual explanation and description to make effective utilization possible.

Conclusion 16. In five of the six countries visited, the fertility survey data are an important input in the production or revision of population projections for planning purposes.

Conclusion 17. In three of the six countries visited, the fertility survey data have, reportedly, been used to help determine strategies for or redefine the goals of an existing population policy. In one country it was reported that the formulation of population policies took place well in advance of the WFS and that the data provided by the survey were considered to be of little use in the short term for redefining new policies. In the remaining two countries there are no policies related to the rate of population growth, although in one of the two countries steps are being taken to formulate such a policy.

Recognizing that there can be no utilization without dissemination and that WFS cannot influence countries to use data in particular ways, the Mission recommends the following:

Recommendation 7. The mailing list of WFS publications should be revised thoroughly to:

- a. avoid duplication;
- b. reach the right people; and
- c. remove the names of inactive people.

The mailing list should be reviewed periodically.

Recommendation 8. Dissemination should not be restricted to national seminars, which should be regarded as one stage only in the dissemination process and the encouragement of proposals for second-stage analysis.

Recommendation 9. To maximize the use of WFS data, the Mission recommends that more attention be given to a one-to-one approach that can help make the data more relevant to planners.

### C. Second Objective

The second objective of WFS is to increase national capabilities for fertility and other demographic survey and research work. As far as this objective is concerned, the Mission's judgment is based on visits to six countries and on discussions with WFS personnel in London and with persons involved in the WFS/ESCAP-sponsored workshop in Bangkok. WFS assistance in building up a survey and research capability varies from country to country. At the top level, survey directors and their associates have gained a great deal from participating in the WFS program, particularly in countries with meager previous survey experience. Unfortunately, such people are often transferred after the survey to posts where they have little chance to apply the skills they have acquired. The contribution of WFS to continued survey leadership is, therefore, somewhat fragile. It is at the middle and lower levels of survey work that WFS participation has contributed most effectively to building up as a lasting asset a survey-taking capability, although, again, the ability to take advantage of this asset varies from country to country. The contribution of the WFS to an improved data processing capability in the participating countries was less effective than contributions in other stages of the survey work. It is too early to make a positive judgment on the WFS's contribution to an improved in-country capability in data analysis.

The main conclusions about the extent to which the second objective has been achieved are as follows:

Conclusion 18. As indicated above, WFS has contributed to building up leadership in survey capability, but this capability depends on a very few individuals who may, in some cases, receive other types of appointments and be transferred to other posts. Continued ability to carry out and lead such surveys is, therefore, fragile, but beyond the control of the WFS.

Conclusion 19. WFS has contributed to the survey-taking capability of supporting staff in participating countries. In the countries visited, the middle- and lower-level personnel who were used at various stages of the survey (interviewers, supervisors, coders, and

data editors) are a permanent asset, and their continued employment in survey and census work varies from "moderate" to "most satisfactory."

Conclusion 20. The manuals, questionnaires, and other materials produced at WFS headquarters and the local adaptation of those documents have the potential for building survey capabilities in institutions other than the fertility survey executing agencies. In some of the countries visited there were early indications that these documents were being used to a moderate extent.

Conclusion 21. The workshops sponsored or co-sponsored by the WFS on evaluative and multivariate analysis have been a very effective means of training. Communication between participants from different countries was greatly facilitated because there was a common, core set of variables on which to focus.

Conclusion 22. The illustrative analyses sponsored by WFS are examples of high quality demographic research which can be helpful in workshop teaching. However, some appear to be too sophisticated to serve on their own as effective illustrations, and their substantive content is disappointing.

The following are recommendations for further improving the survey capability in participating countries:

Recommendation 10. Greater efforts should be made to arrange more in-country seminars organized by both external and internal experts familiar with WFS to improve the ability to undertake analyses of national fertility survey data. Regional workshops devoted to second-stage analysis should be continued at the present level. Both in-country seminars and regional workshops should, wherever possible, provide the motivation and encouragement for more in-country involvement in second-stage analysis.

Recommendation 11. The revised core questionnaire and survey manuals (see Recommendation 3) should be regarded as a resource for future fertility surveys, and their use should be promoted through the adequate distribution of new documentation and through teaching at seminars and in workshops.

Recommendation 12. In view of the importance of the topic, a practical handbook should be produced for an analysis of birth/pregnancy history. In addition, a relevant computer programming guide should be prepared.

Recommendation 13. In view of the incomplete build-up of survey capability and the views expressed in some of the countries visited by the Mission, an international organization, either the WFS or some other agency at the same level of competence, will be needed for some time to coordinate and guide fertility surveys in a way that maintains high standards and introduces the maximum possible flexibility to meet an individual country's felt needs.

#### D. Third Objective

The third objective of the WFS is to facilitate international comparisons and research in fertility and related fields by collecting data that are, as much as possible, internationally standardized. While comparative analysis of WFS data is still at an early stage, the Mission feels that the potential for such analysis is great. However, there are three limiting factors. One, the data gathered in the surveys through the household schedule, the individual core questionnaire, and the recommended modules are not sufficient, in the opinion of some researchers, to test some of the hypothesized explanations for human reproductive behavior. Two, the data are not completely standardized because countries were free to accept or reject the use of modules. Three, WFS data can be used only with the permission of the country in which the data were collected. WFS has, despite these limitations, made available a gold mine of data for research in fertility and related fields.

About this third objective, the Mission came to a single conclusion:

Conclusion 23. The core questionnaire ensured that comparable data were gathered on a number of crucial variables. However, while the questionnaire used by WFS provides unprecedented opportunities to undertake comparisons between countries in demographic variables, explanatory, multi-level comparative analysis is restricted by the limited number of structural variables.

The Mission recommends the following:

Recommendation 14. Countries that have been actively engaged in second-stage analysis should be encouraged to participate in comparative analysis.

## E. Financial and Organizational Matters

In the course of its investigations, the Mission came to certain conclusions which were not directly related to the general terms of reference of the Mission but were related to certain specific terms of reference. During its discussions at WFS headquarters in London and at the parent body, the International Statistical Institute, in the Hague, the Mission came to the following conclusions:

Conclusion 24. The WFS has been and continues to be a highly competent international operation that responds to the needs of participating countries and employs high-caliber staff from both more and less developed countries.

Conclusion 25. The original estimate was that the WFS would last five years and cost approximately \$20 - \$25 million. At present, a commitment has been made to 1982, i.e., for a period of 10 years, and the estimated overall cost is approximately \$47 million. If all the recommendations of this Mission are accepted by the donors, an additional minimum of five years will be required, bringing the end of the WFS to 1987. According to estimates based on ISI/WFS figures, this extended commitment would require additional funding of approximately \$40 million, bringing the total for the WFS program to approximately \$87 million.

Conclusion 26. The channeling of funds for country surveys through ISI/WFS (by USAID) worked better than the channeling of funds through the UNDP resident representative (by UNFPA), since ISI/WFS was substantially involved in conducting country surveys.

Conclusion 27. London has proved to be an excellent base of operation for the WFS in almost every way, with the notable exception of the rapidly rising costs in the city since 1978.

Conclusion 28. There has been a clear-cut division of labor between ISI in the Hague and WFS in London.

On the basis of its investigations in London and the Hague, and in the light of the conclusions listed above, the Mission recommends the following:

Recommendation 15. A temporary increase and a further shift in the distribution of WFS professional staff from data collection to data processing and data analysis are recommended. The expectation is

that this will provide more flexibility in meeting country needs and also provide adequately for archival work in the data processing division.

Recommendation 16. It is essential that the WFS archival function continue and expand to meet all reasonable demands. Consideration should be given now to long-term future arrangements for these archives. There should be a periodic review to reconsider arrangements for releasing data.

Recommendation 17. WFS headquarters should remain in London, at least until 1987, or for the period during which WFS may exist after 1982, and there should be no decentralization of major activities.

#### F. The Future of WFS

In the long term, fertility survey results can only be put to maximum use if the surveys themselves are repeated at intervals of five or, at most, ten years. Many of the less developed countries that have participated in WFS will need some guidance and technical assistance, although not on the scale of the first round of fertility surveys, if the surveys are to be repeated regularly. Within WFS itself a vast fund of experience and expertise has been built up, and this must not be wasted. It is imperative that this expertise be put to good use to provide the required assistance in the future. The Mission does not express a view on the long-term future of WFS in its report; it does, however, take the view that the efforts made by the WFS will have been partially wasted if no organization is available in the future to take over the operation of such technical assistance at as competent a level and with the same degree of flexibility that the WFS now has.

In the short term, the Mission considers it highly desirable that WFS continue to be funded to 1986 or 1987 to enable it to complete the current round of fertility surveys, facilitate second-stage analysis, give proper consideration to the long-term future of WFS archives, redesign the core questionnaire and modules in the light of experience and the constructive criticisms made at the World Fertility Conference, review and revise the survey manuals, and assist and advise in a small number of selected countries that have completed first-round surveys and that wish to undertake further fertility surveys, using improved survey instruments and ensuring that WFS standards are maintained.

The Mission, therefore, makes its final but most important single recommendation:

Recommendation 18. The Mission unanimously recommends that WFS be funded through 1986 or 1987 to achieve more fully the original objectives and to accomplish Recommendations 1-17 above.

Part 2  
GENERAL REPORT

## I. INTRODUCTION

## Part 2

### GENERAL REPORT

#### I. INTRODUCTION

##### A. Definition of WFS

The program is defined by the WFS as follows:

The WFS is an international population research programme designed to assist a large number of interested countries, particularly the developing countries, in carrying out nationally representative, internationally comparable and scientifically designed and conducted surveys of human fertility behaviour. Its primary aim is to help these countries to acquire the scientific information that will permit them to describe and interpret their populations' fertility. Additional aims are to increase national capacities for fertility and other demographic survey and research work, and to facilitate international comparisons and research in fertility and related fields by collection of data which are as far as possible internationally standardized. The WFS was started in 1972 in response to the announcement of World Population Year 1974 and the United Nations' call for concerted world action on population matters. It is being undertaken by the ISI with the collaboration of the United Nations and in cooperation with the International Union for the Scientific Study of Population (IUSSP).<sup>1</sup>

The project is financed principally by grants to the ISI from the UNFPA and the USAID. The United Kingdom Overseas Development Administration (UKODA) and a number of other organizations also contribute to the program.

##### B. Previous Evaluations

There had been two earlier assessments of the World Fertility Survey program. The first was the Interim Evaluation of the World Fertility Survey, undertaken by a task force organized by the two main funding agencies and chaired by Mr. Joseph Waksberg. This review took place between October 18 and November 2, 1975. The report reviewed what had been accomplished up to that time and

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<sup>1</sup> ISI/WFS, "Annual Report, January 1978-December 1978," London: WFS., n.d., p. 7.

the prospects for the future. The second assessment, the "Report by Joint UNFPA/USAID Mission on World Fertility Survey Activities," also organized by the UNFPA and USAID, took place in January 1977. The evaluation, chaired by Mr. Benjamin Gura, broadly provided data and documentation for forward planning of the program. Both evaluation missions visited the WFS headquarters in London and the ISI in the Hague, but they did not travel to any of the less developed countries in which fertility surveys forming part of the WFS program were being made.

### C. Terms of Reference

In April 1980, the UNFPA and USAID decided to organize a further joint evaluation of the WFS program which was to concentrate more on the actual and potential use of the fertility survey data in the less developed participating countries and less on the activities of the WFS headquarters. The terms of reference of the mission are given below. They have been edited for consistency and clarification. (See "Terms of Reference for the Evaluation of the WFS," UNFPA and USAID, May 1980.)

#### ● General Terms of Reference

The general terms of reference were to describe, analyze, and assess the program from the following perspectives:

1. The extent to which the original project objectives have been achieved, giving major attention to the actual and potential utilization of the data collected, and giving attention also to the building of the national capacity for research.
2. The identification of major limitations and bottlenecks in achieving the objectives and the remedies and solutions sought.

The judgment on Items 1 and 2 above will be based on visits to WFS/ISI headquarters and to a number of selected countries.

On the basis of Items 1 and 2, recommendations to improve the usefulness of the program will be made, considering the program's present status and the financial implications of the recommendations, and various alternatives, with their corresponding advantages and limitations, will be presented.

#### ● Specific Terms of Reference

The specific terms of reference were to provide information, conclusions, and recommendations on the following:

## A. General Aspects of the Program

Part A will be based mainly on information provided by WFS/ISI and on information contained in two previous evaluation reports.

### 1. Origin

#### a. Aspects

- 1) Status of fertility research in 1960s;
- 2) justifications to organize the program.

### 2. Purposes, Goals, and Objectives

#### a. Aspects

- 1) Criteria used to define the objectives of the program;
- 2) strategies and priorities.

### 3. Organizational Base

#### a. Aspects

- 1) Headquarters (WFS in London, ISI in the Hague);
- 2) committees (advisory, steering, ad hoc);
- 3) organization at country level;
- 4) coordination mechanisms (with USAID and UNFPA, with countries, with other major research projects).

#### b. Issues

- 1) Is the size, composition, and organization of WFS/London optimal for carrying out project activities efficiently?
- 2) Why should the headquarters be split?
- 3) Has centralized headquarters worked, or would decentralized headquarters have been better? Was or is London the best location?
- 4) How essential have advisory committees been?

- 5) To what degree has WFS followed the recommendations of the PSC?
- 6) Are committees still needed? Have ad hoc expert meetings been useful?
- 7) Have there been the right mix and number of such meetings? Too few or too many?
- 8) What is the future need for expert meetings? What topics should be discussed?

#### 4. Inputs Into the Program

##### a. Aspects

- 1) Description and tabular presentation of the different contributions (USAID, UNFPA, other major donors, LDCs), divided according to recipient:
  - o WFS/ISI Inputs
    - a) Headquarters costs;
    - b) surveys at national level;
    - c) analyses (secondary and comparative).
  - o U.N. Inputs (mainly U.N. Population Division)

##### b. Issues

- 1) Assess the appropriateness of the level of HQ expenditures by line items. For example:
  - o Have staff and travel costs been in line with real needs?
  - o In what area(s) could HQ costs have been less?
  - o Have local survey costs been reasonable, all factors considered? What factors have contributed to high costs in some countries? Was the donor/LDC mix appropriate?

- o Are second-stage analysis expenditures at about the right level in relation to other project activities?
  - o Has donor support been adequate to achieve project goals and complete essential activities?
- 2) Purpose, need for, and relevance of U.N. involvement, in particular, "U.N. monitoring of WFS" (GLO/74/P38).

5. Methodology and Survey Procedures

a. Aspects

- 1) Description and assessment of the development and content of survey documentation and software prepared by WFS headquarters staff.

b. Issues

- 1) Was documentation carefully reviewed by DC and LDC experts during development?
- 2) What are the strengths and weaknesses of the questionnaire and modules? (Discuss specific sections separately.) How valid are the key questions?
- 3) Should the questionnaire have been modified more or less during the project?
- 4) How has WFS methodology been appropriate for LDC application? What problems has it presented? Could it have been applied better?

6. Collection, Processing, Analysis, and Dissemination

a. Aspects

- 1) Description and review of survey procedures (administrative and technical);
- 2) review and assessment of guidelines and procedures for data processing and application of software procedures;
- 3) description, review, and assessment of data analysis activities;

- 4) review and assessment of dissemination activities such as meetings and publications (e.g., country reports and summaries, second-stage analysis reports, comparative analysis, data evaluation studies, methodological transfer, other specialized studies--i.e., response-error studies, PES report).

b. Issues

- 1) Are survey agreements complete and technically sound? Have any terms of agreements created problems in host countries? Have host countries adhered to all terms? If not, why not?
- 2) Are technical guidelines in survey manuals sound? Are the guidelines transmitted effectively to the field? Have there been any problems in applying WFS procedures? What modifications of procedures have been necessary in specific countries? Has modification affected the validity and reliability of the data?
- 3) Are packages sound and appropriate to the tasks?
- 4) What are the problems in applying software overseas? (Discuss data processing bottlenecks overseas and evaluate WFS response and solution.)
- 5) What is the quality of the London facilities for data processing and what is the level of use of hardware?
- 6) How are the support functions (i.e., archives, standard recode tapes, special tabulations, procedures for handling tape requests)? Is there too much or too little activity by data processing staff in these areas?
- 7) Are WFS data processing staff responding effectively and in a timely manner to requests for data tapes or tabulations?
- 8) What is the quality of the publications (consider organization, quality, presentation, and appropriateness for target audience)?
- 9) What kind of arrangements exist for comparative analyses with the U.N. system (i.e., the U.N. Population Division, the regional commissions, WHO, ILO, UNESCO, etc.)? What are the arrangements with non-government organizations?

## B. Relevance and Contribution of the Program to LDCs

Part B is of major importance. The Mission will wish to hold a dialogue with donor representatives (USAID and UNFPA), WFS staff, and government representatives. The evaluation report will contain the results of and substantive comments from the members of the Mission on this dialogue.

### 1. Country Recruitment

#### a. Aspects

- 1) Description and assessment of procedures for country recruitment;
- 2) description, tabular presentation, and assessment of the current status of country participation.

#### b. Issues

- 1) What criteria were used and what procedures were followed for the selection of the participating countries?
- 2) Who initiated and took the first steps in approaching the countries?
- 3) What was the image of the program at the country level (government officials, academic and research centers, U.N. and USAID representatives)?
- 4) What particular role was played by the representatives of the donor agencies?
- 5) What was the content of the initial discussions on goals, procedures, methodological aspects, contents of the survey, and the country's contribution?
- 6) What were the expected results, as perceived by the different sectors involved?

### 2. Execution of the Project

#### a. Aspects

- 1) Description of the amount of total resources allocated for the project (both national and external);
- 2) duration of the project, by phases;

- 3) nature of WFS staff participation;
- 4) "institutional impact" of the project.

b. Issues

- 1) Was the total amount of resources initially foreseen sufficient for the country project? If not, what was the solution sought?
- 2) Which factors explain changes, if any, in the initial time schedule?
- 3) To what degree did the presence of WFS staff permit or facilitate the training of national human resources?
- 4) What kind of institutional arrangements was made to ensure the joint participation of the national academic community and the government agencies? Were these arrangements permanent or only ad hoc for the project?
- 5) Are there any special arrangements for the analysis of data? What restrictions (for nationals or for foreign scholars) were imposed?
- 6) What kinds of problems or difficulties were encountered during the gathering, processing, and reporting of data?
- 7) To what degree has WFS created in the LDCs an institutional capability for conducting fertility surveys? What could WFS have done differently? What new approach is needed?

3. Dissemination of Results

a. Aspects

- 1) Description, review, and assessment of dissemination activities at the country level;
- 2) analysis of the potential audience;
- 3) participation of WFS in national dissemination activities.

b. Issues

- 1) What has been the payoff for WFS dissemination activities? (Focus attention separately on LDC policymakers and the international and scientific communities.

- 2) Have results been widely publicized in LDCs?
- 3) Have the data gotten into the hands of policymakers in a form that is usable?
- 4) What evidence is there of impact on policy or economic and population planning?
- 5) How has the WFS participated in dissemination activities at the country level?
- 6) Have there been any restrictions, by the host country, on the dissemination of the results?

#### 4. Use of Results

##### a. Aspects

- 1) Describe and review the current and planned activities that will follow (or which were initiated after) the national survey;
- 2) describe and assess the strategy adopted in the presentation of results to policymakers;
- 3) describe and assess other current or potential sources of information on reproductive behavior.

##### b. Issues

- 1) To what extent have the data been used for policymaking and policy implementation? If data have not been used, explain why. Is it because particular policies that already have been adopted are challenged by research results? Or is it because data do not meet policymakers' needs (i.e., problems of survey performance, WFS assistance and participation, etc)? Or is it because the data are not suitable for use?
- 2) Are there any plans to pursue secondary analysis? On which topics? With WFS support (kind)?
- 3) Which kind of information is usually expected by policymakers (informative, programmatic, evaluative)? What evidence is there of impact on policy or economic and population planning?
- 4) In addition to the project results, what other sources of information are available to policymakers? Which source do they prefer? Why?

- 5) What kind of research and programmatic activities are planned by the country (government agencies and research centers) as a follow-up to the survey?

## C. Conclusions and Considerations for the Future

The Mission will provide a summary of specific conclusions and recommendations.

### 1. Conclusions

- 1) How do project accomplishments and ongoing activities stack up against original purposes and goals? If they do not measure up, why not? Are there any remedies for this? What are the time and financial implications?
- 2) Are the original goals still appropriate? Has the range of WFS activities been appropriate? What activities should have been deleted or added?
- 3) What are the major strengths and weaknesses of the WFS?

### 2. Considerations for the Future

- 1) Discuss in general terms your view of the future need for surveys of this type and alternative mechanisms for providing whatever financial and technical assistance you feel might be needed.
- 2) The Mission will study, among other things, three potential options for deciding the future of WFS/ISI:
  - a) to end it on schedule (1982) or to extend it one year at maximum;
  - b) to extend it for a long period of time, at least for five additional years after 1982, with the possibility of a second round of surveys; or
  - c) to keep the WFS/ISI in some form for other activities in the future.
- 3) What are advantages and disadvantages of the WFS compared to the broader program of HH or prevalence surveys?

- 4) What can or should ISI do in the future in the context of other ongoing programs (alternative options)?

#### D. The Missions' Comments on the Terms of Reference

The Specific Terms of Reference appeared to the Mission to represent a compromise between the differing attitudes of the USAID and the UNFPA towards evaluation. They were not entirely consistent with the General Terms of Reference.<sup>1</sup> As a result, at the briefing of the Mission in Washington, different officials appeared to have different ideas on what the Mission should attempt to accomplish. Some of the specific issues raised were not issues that the Mission could attempt to answer in the time available. Disregarding the time spent at the World Fertility Conference, the members of the Mission had only one work week together in London and two days in the Hague before parting for country visits. Later, they had only five days together in London, when they necessarily had to concentrate on compiling and discussing the first draft of their report. The time they spent together in London was far too short.

Moreover, the Mission did not include a budget expert or an efficiency expert, and it would have experienced some difficulty in answering questions on the adequacy or scale of WFS staffing and the appropriateness of the level of headquarters expenditures, even if more time had been spent in London. Nor could the Mission have been expected to have found decisive answers to issues about which experts have been arguing for years. (Questions on the validity of key questions in fertility surveys and, in particular, on the validity of answers to survey questions on fertility preferences are examples of such issues.)

Another limitation on the Mission's ability to answer some of the issues raised was that only six of the countries which participated in the WFS were visited. All the participating countries appear to have experienced their own problems, although some countries had fewer problems than others. No set of six countries can be regarded as typically representative of the participating countries, particularly when one remembers that only one African country south of the Sahara had reached by July 1980 the qualifying stage for a Mission visit (i.e., had produced a First Country Report on the survey after having completed the fieldwork and processed the data).

#### E. Composition of the Evaluation Mission

The Evaluation Mission consisted of six independent consultants. There were three demographers (Knodel, Presser, and Smith), one statistician (Berquo),

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<sup>1</sup> For instance, the General Terms of Reference deal with questions on the achievement of objectives, particularly in regard to utilization, while the Specific Terms of Reference go beyond these issues.

one epidemiologist (Fisek), and one medical doctor (social medicine) (Ordonez-Plaja). In addition to their scientific qualifications, three members of the Mission were also experienced administrators in the fields of health, family planning, and statistics. The names, affiliations, and addresses of the Mission members are listed below.

Thomas E. Smith, M.A., Chairman  
Institute of Commonwealth Studies  
University of London  
London, UK

Elza Berquo, Ph.D.  
Brazilian Center for Planning and  
Analysis (CEBRAP)  
Sao Paulo, Brazil

Nusret H. Fisek, M.D., Ph.D.  
Institute of Community Medicine  
Hacettepe University  
Ankara, Turkey

John Knodel, M.A., Ph.D.  
Population Studies Center  
University of Michigan  
Ann Arbor, Michigan, USA

Antonio Ordoñez-Plaja, M.D., M.P.H.  
A.A. 90665  
Bogota, Colombia

Harriet B. Presser, M.A., Ph.D.  
Department of Sociology  
University of Maryland  
College Park, Maryland, USA

#### F. Itinerary for the Evaluation Mission

The Mission was briefed for its assignment in Washington, D.C., on July 2 and 3, 1980, at the offices of USAID. The members then traveled to London, England, to attend the July 6-10 World Fertility Conference at the Wembley Conference Centre. They next spent a full week (which ended July 17) in intensive discussions with senior professional officers at the WFS headquarters in London. On July 20 and 21, they met with the director and other officials

of the Permanent Office of ISI, in Voorburg, a suburb of the Hague, in the Netherlands.

Members of the Mission then returned to their own countries to write the initial drafts of sections of this report for later consideration by all members. In the meantime, arrangements were made for the Mission to visit the various countries participating in the WFS. The team was divided into three pairs, each of which was to visit two countries. One pair (Berquo and Ordoñez-Plaja) visited Mexico and the Dominican Republic; another pair (Fisek and Smith) visited Kenya and Jordan; the third pair (Knodel and Presser) visited Nepal and the Philippines, as well as a WFS workshop in Bangkok, Thailand. The country visits began in mid-August and lasted approximately one working week in each country. In hindsight, it is clear that the UNFPA and the USAID should have arranged the country visits much earlier, given the need to obtain the governments' approval to send missions on proposed visits and given the need to brief the UNFPA country coordinators and the USAID country representatives before the missions arrived. Because of the late arrangements for the country visits, some key officials were not available for interviews. The team members who visited Asia were in particular adversely affected: they did not know until the eve of their departure which countries they were to visit.

During the Mission's initial visit to London, a list of "Questions To Be Answered During Country Visits" (see Appendix II) was drafted and agreed on by the members. Although the statements on the country visits (see Part III of this report) necessarily reflect local discussions and local conditions and are by no means identical in format, a common framework of broad headings of information to be sought was used to begin each visit.

Between the initial time in London and the country visits, sections of the report were written by individual members of the Mission. After the country visits, the team met in London, where it spent five intensive days drafting additional sections, revising sections already written, and discussing conclusions and recommendations. A presentation of the tentative conclusions and recommendations was made to the director and available deputy directors of the WFS.

The chairman of the Mission compiled and edited the report in September. This version was discussed and further revised by the entire team before its debriefing in New York on October 10, 1980. The chairman finalized the report after the debriefing.

## G. Acknowledgments

The Mission wishes to express its thanks to Mr. Milos Macura, director of the WFS and successor to Sir Maurice Kendall, and his staff, for their splendid cooperation and assistance throughout the Mission's stay in London. The Mission's briefings and discussions at WFS were frank and stimulating. The team also wishes to express its thanks to Mr. Lunenberg, the director of the

Permanent Office of ISI in the Hague, and his staff, for their help and briefing on the administrative and financial aspects of the WFS. During their country visits, members of the Mission held discussions with many of the persons listed in Appendix I.

Finally, the Mission wishes to express its appreciation for the services of Mr. German Bravo, of the Evaluation Branch of the UNFPA, who acted as a resource person to the Mission during its visits to London and the Hague.

## II. BACKGROUND AND OBJECTIVES OF WFS

## II. BACKGROUND AND OBJECTIVES OF WFS

### A. Origin of the Program

The idea of the WFS emerged in 1971, when there was considerable concern over population matters, particularly the rapid rates of population growth in less developed countries, and when substantial funding for population projects was beginning to be made available. Within this context, key persons at the USAID and the UNFPA agreed that there was a need for high quality data on fertility levels and trends and for detailed information on the underlying components of these trends, including the extent of knowledge and practice of birth control. The original proponents of the WFS believed that the status of fertility research to that time and the potential utility of the type of data that could be obtained through fertility surveys justified the formation of an international organization to coordinate, foster, and assist in the implementation of high-quality fertility surveys. It was thought particularly appropriate to put forward such a program in conjunction with the forthcoming World Population Year. These considerations culminated in a process of formal project development and implementation.

#### 1. Status of Fertility Research Before the WFS

In both the pre-project and project development phases, substantial consideration was given to the current state of fertility research and the way in which such research had evolved. As part of the effort, WFS commissioned the U.S. Bureau of the Census to conduct an inventory of fertility and related surveys throughout the world covering the period 1960-1973. (The results of this inventory are published in Occasional Papers 1, Nos. 3-6.) Single-round retrospective surveys, such as those fostered by the WFS, as well as demographic surveys using a multi-round or dual record system approach, were becoming common in less developed countries before the WFS began. The trend was generally toward national rather than local coverage. The total number of such national or nearly national fertility and fertility-related surveys had apparently been increasing since 1960. It is reasonable to assume that a substantial number of fertility surveys would have been carried out if the WFS program had not been established.

There seems to be a consensus among most experts in the field of fertility, as expressed, for example, at the first Ad Hoc Technical Advisory Meeting, that many of the surveys conducted before the WFS were plagued with problems. These included faults in the basic survey design and management, poor field control, little or no provision for the detection and evaluation of errors, late and inadequate analysis of results often carried out by an insufficiently trained staff, and lack of comparability and clarity in the phrasing of questions, which complicated interpretation and comparison.

## 2. Need and Justification for WFS Program

Initial impressions of the status of fertility research in less developed countries pointed to a need for an organized international effort, such as the WFS program, to coordinate, stimulate, and help implement national fertility surveys which were likely to yield data that were of high quality and sufficiently comparable to facilitate the interpretation of results, both in countries in which no previous fertility surveys had been conducted and in countries which had already begun to build up experience in this type of effort. These impressions were later borne out by the more systematic inventory of past research.

The underlying justification for the WFS program stems from the conviction of those who initiated and funded it that data on fertility levels and trends and on some of the factors affecting fertility, and generated from a high-quality fertility survey, would be of value to less developed countries in their development planning. The WFS also was regarded as a way of fulfilling the need to increase awareness of population problems and their implications inside government and non-government organizations and scientific institutions. Furthermore, the WFS was seen as a way of stimulating interest in undertaking research on fertility in countries where little or no such research had been conducted and of increasing the national capability for carrying out high-quality surveys in the future.

### B. Objectives, Priorities, and Strategies

#### 1. Objectives

The formal objectives, and their justifications, are stated in the World Fertility Survey: The First Three Years. They are:

- 1) The first and most basic aim of the WFS programme is to assist countries to acquire the scientific information that will permit them to describe and interpret their populations' level of fertility. Individual country surveys undertaken as part of the WFS will strive to identify meaningful differentials in patterns of fertility and fertility regulation, and to clarify factors affecting fertility. Improved data on these topics will facilitate national efforts in economic, social, and health planning.
- 2) A second important purpose of the WFS is to increase national capacities for fertility and other demographic survey research, particularly in developing countries. It is hoped that by participating in the WFS a country will acquire an increased cadre of trained personnel

who will be able to undertake further research programmes;  
and,

- 3) A third purpose of the WFS programme is to collect and analyze data on fertility which are internationally standardized and therefore permit comparisons from one country to another. The interpretation of national data on fertility is greatly enhanced when put into a comparative framework. There is also considerable scientific interest in having available comparable data on fertility for populations whose socio-economic characteristics differ widely.<sup>1</sup>

It is important to note that the formal objectives of the WFS contain no explicit mention of facilitating research that is specifically policy-relevant nor of ensuring that the data will be used in the formulation or evaluation of policy in participating countries. The statement that the data generated by the WFS should facilitate national efforts in economic, social, and health planning is seen as a justification for the collection of the data. It is not considered to imply that the WFS had as a goal the task of promoting the use of data for these purposes.

It appears that use of the data for these purposes was a key interest of the donor agencies, as reflected in the General Terms of Reference for this evaluation (see page 2) and the Specific Terms of Reference (see page 2). It is significant to note that the Mission was not given, and has not found, any document of agreement between WFS and the donor agencies which specifically addressed this issue. The Mission has included as an important part of the evaluation an assessment of the use of WFS data (see Section X and Part III of this report), because of its prominence in the Terms of Reference.

In the Mission's discussions with headquarters staff, it seemed clear that the staff all perceived that WFS was primarily a scientific organization and that, as such, it should remain policy-neutral. This does not mean that the staff's work or the work facilitated by the WFS would not be policy-relevant. The staff felt it was important that WFS not be identified as an advocate of any particular population and development policies. Although the WFS includes questions on knowledge, attitudes, and practice, its basic objectives are not similar to those of past KAP studies. According to the 1975 interim evaluation, project agreements in some countries specifically mention as an objective certain uses of the data, such as the evaluation of family planning programs. But the guiding philosophy of WFS headquarters staff was to allow the individual participating countries to decide for themselves the implications the data would have for formulating policies and evaluating programs.

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<sup>1</sup> ISI/WFS, "The World Fertility Survey: The First Three Years, January 1972-January 1975," London: WFS, n.d., pp. 8-9.

The Mission's discussions with headquarters staff indicate that the leadership at WFS headquarters sees encouragement to use fertility survey data both for scientific and policy-relevant purposes (the two being not necessarily mutually exclusive) as one of their current concerns. Increasing efforts to this end have been made in recent years, especially to facilitate the dissemination of the survey results, train country personnel in analysis, and encourage in-country second-stage analysis. The increasing emphasis in this direction is, undoubtedly, due in part to the natural progression from an earlier concentration on data collection and processing, when the first participant-countries joined the program and began their surveys, to a stage where an increasing number of countries have completed their First Country Report and have reached the point where use of data and further analysis of results are feasible. No doubt, the increased use was also encouraged by the funding agencies and the Programme Steering Committee. The goal was central to their rationale for starting the WFS program. It must be repeated, however, that the WFS headquarters staff believe that it is crucial to remain policy-neutral as they try to encourage the use of data and that they not be associated with or identified as advocates of any particular policy. Policymaking must remain the prerogative of the participating countries.

## 2. Strategies for Achieving Objectives

Although neither the Programme Steering Committee nor WFS headquarters appears to have any formal strategies for achieving the objectives, the Mission found that the general view about the best way to meet both the objectives of producing high-quality survey data and of building up a capacity within the countries for future survey work is to set and insist on high standards and to involve local personnel from the participating countries as much as possible in all stages of survey execution. It was anticipated that such an approach would not only ensure the quality of survey data, but would also serve as a model on which subsequent surveys could be patterned. Thus, "learning-by-doing" was thought to be the most effective approach for building up capacities in countries for future high-quality survey work.

As part of this strategy, there was general insistence that as much work as possible be done in the participating country. The stress on self-reliance led to the WFS's reluctance to station resident advisers in participating countries, although exceptions were made, particularly when it appeared that the processing of data or the production of the First Country Report would be severely delayed or entirely jeopardized. In general, when data were tabulated or the First Country Report was written in whole or in part in London, efforts were made to bring in a person from the participating country to collaborate in the activity.

A number of specific strategies has been developed for promoting second-stage analysis, as well as comparative analysis. These strategies will be discussed in detail in those sections of the report that specifically concern analysis. The headquarters staff have stressed the necessity of giving priority to a multi-country rather than a comparative cross-national approach. The

multi-country approach encourages in-country analysis of data for individual countries that is designed to suit the needs and interests of those countries. Although comparative analysis is seen as valuable also, it appears now that it is WFS practice to devote less effort to the promotion of comparative analysis and more effort to the encouragement of second-stage in-country analysis.

### III. ORGANIZATIONAL ASPECTS OF THE WFS PROGRAM

### III. ORGANIZATIONAL ASPECTS OF THE WFS PROGRAM

#### A. Headquarters

This report does not attempt to re-examine the arguments for and against the decision to ask the International Statistical Institute to take responsibility for the WFS program in the first instance. That decision is a matter of history. The authors simply state that WFS headquarters was sited in London because that was a condition of Sir Maurice Kendall's acceptance of the post of project director, which he held until 1979, when ill-health led to his retirement. The authors also wish to dispel the myth that there is a split headquarters. The facts are that the headquarters of the International Statistical Institute is sited in the Netherlands Central Bureau of Statistics in the Hague as a courtesy of the Dutch Government; that the WFS is one of a number of ISI projects, though, admittedly, it is by far the largest; and that ISI has to employ officers at its headquarters to ensure financial and administrative control over projects for which it has accepted responsibility. When used in reference to WFS, the term "split headquarters" is quite misleading.

ISI, established in 1885, is a professional association of distinguished statisticians. It has a membership of approximately 1,100. The members represent 120 countries. The objectives of ISI are to support research and research training in statistics and related subjects. The ISI is governed by a Bureau composed of the president, the president-elect, and five vice presidents. All are elected by the General Assembly. The Bureau is the supreme authority in the administration of WFS and is responsible to donor agencies. It has established an Executive Committee to deal with WFS activities. This committee has five members, including the WFS project director. The permanent office of ISI is in Voorburg, in the Hague, and is headed by Dr. E. Lunenberg. Six ISI staff are employed full time on WFS affairs and eleven other staff members are employed part-time. ISI compiled a "Manual of Organisation and Procedures" for WFS in 1973. This manual was approved by the donor agencies, the UNFPA and the USAID.

London has proved to be an excellent base of operations for WFS in almost every way, despite the rapidly rising costs. In the first place, London satisfies one essential for the headquarters of a global operation, namely, good air links and telecommunications with the rest of the world, and particularly with less developed regions. Second, London is not regionally biased from the point of view of any one of the less developed regions. Third, it is, on balance, an attractive base for staff; in particular, it has good English-language educational facilities for the children of staff, and WFS has been able to recruit high-quality professional officers. It should be noted that no developing country can satisfy the first two conditions for a satisfactory base for WFS headquarters. It is questionable whether many possible sites in less developed countries would satisfy the third condition.

Until about 1978, London had the additional advantage of being one of the cheapest major cities in the industrialized countries in which an operational base could be established. Continued high inflation in Britain, as compared with that of other industrialized countries, and the recent slide of the dollar against other major currencies have altered this position. London has become one of the more expensive (though it is by no means the most expensive) major cities in which to have an operational base. This swing may or may not be a long-term phenomenon. If WFS's present size and scale of operations are limited, that is, if WFS is to continue for only a fixed number of years, attempts to move the headquarters from London would not be economically feasible and would result in a major operational dislocation.

Nor would decentralization have been a satisfactory response to the problem of costs. Six or seven professional officers would have been needed at each regional headquarters to make the latter operationally efficient, but economies of scale demand the concentration of headquarters staff in one place. Moreover, the flexibility of the WFS operation demands a regular decision making process in which all senior professional officers take part so that decisions can be rapidly translated into operational action. Here again, a series of regional headquarters would be a hindrance, and not an asset. Even if WFS operations were concentrated almost exclusively in one developing region, say, Africa, a regional headquarters in East Africa would be less accessible to West Africa than a headquarters in London, and vice versa, because communications between East and West Africa are particularly poor. In short, a decentralized headquarters would not have made sense in the past, nor would it make sense in the near future. However, for specific reasons described elsewhere in this report, a small regional office was established in the Caribbean.

## 1. WFS Committees and Consultants

The agreements between ISI and the donor agencies called for the establishment of three permanent committees: the Programme Steering Committee (PSC), the Regional Coordinating Committee (RCC), and the Technical Advisory Committee (TAC).

The PSC is the policymaking committee of the WFS. The membership includes representatives of the UNFPA, the USAID, the United Kingdom Overseas Development Administration, the International Union for the Scientific Study of Population, the U.N. Population Division, the U.N. Statistical Office, and four experts appointed in an individual capacity by the ISI as consultants to the United Nations and the International Union for the Scientific Study of Population. The PSC held 12 meetings between 1972 and 1979. Initially, meetings were scheduled twice a year; since 1977 they have been held once a year. The director of the WFS had the authority to make operating decisions, providing he considered the advice of the PSC, other recommendations, and WFS committees. In practice, the PSC has retained policy control and its recommendations have been followed. In the Mission's view, the PSC has given its stamp of approval to all major policy decisions and recommendations, and the donor agencies represented on the committee are in a position to veto these decisions by exercising their financial control.

RCC meetings have not been necessary since the early stages of the WFS. The intention behind the original creation of this committee was to coordinate and exchange information with inter-governmental and non-governmental organizations. However, after the first meeting in January 1973, the development of a series of regional conferences to publicize WFS objectives included no provision for additional RCC meetings.

Much more important than the RCC, and as vital to the success of the WFS as the PSC, have been the meetings of the Technical Advisory Committee and the Ad Hoc Technical Advisory Committee. Throughout its history, the WFS has sought the advice of experts on all aspects of fertility survey activities, and this advice has been discussed by and shared among committees and tested in the field before being incorporated in WFS survey procedures. Although regular Technical Advisory Committee meetings were terminated in 1977, ad hoc Technical Advisory Committees have continued to be appointed. Expert meetings have not merely been useful; they have been essential.

The Programme Steering Committee will continue to be necessary as long as the WFS exists. The need for future ad hoc Technical Advisory Committee meetings will depend on the type of activity envisaged for the WFS in the immediate future.

Twenty-two consultants were employed in an individual capacity during pre-project activities and 35 were employed during the project implementation period.

## 2. WFS Professional Staff

The PSC recommended at its first meeting that a balance of staff from various regions of the world be employed, with the proviso that the WFS not take professional officers from less developed countries if the latter would be seriously hampered in their own activities by such recruitment. Generally speaking, the balance between more developed countries and less developed countries has been well maintained, as Table 1 shows.

It has proved impossible to maintain a balance among the three major less developed regions, however. This is, in large part, due to the fact that the six or seven African demographers the WFS tried to recruit all ultimately decided not to join the WFS. Not surprisingly, professional staff who are United Kingdom nationals have been predominant in the distribution of more developed countries. At least two factors explain this phenomenon. One, for tax reasons non-British nationals leave the United Kingdom after a maximum of seven years; if they remain in the country for more than seven years, they must pay a UK tax on 75 percent rather than 50 percent of their earnings. Two, the data processing division of the WFS has launched particularly heavy recruitment drives in the United Kingdom. It may be added that UK nationals do not draw the generous housing allowances to which WFS professional staff who are not British nationals are entitled, and they are, therefore, cheaper to employ. In general, WFS recruiting efforts are handicapped by the lack of

Table 1. COUNTRY DISTRIBUTION OF THE PROFESSIONAL STAFF MEMBERS OF WFS 1/

Countries	End-Year					Early July 1980
	1975	1976	1977	1978	1979	
Canada	-	-	-	-	1	1
France	1	1	3	2	3	3
Greece	1	-	-	-	-	-
Ireland	-	-	1	-	-	-
Netherlands	1	1	1	1	1	1
New Zealand	-	1	1	1	-	-
Sweden	1	1	1	1	-	-
United States	5	5	2	3	7	7
United Kingdom	6	8	8	9	13	13
Yugoslavia	-	-	-	-	-	1
Sub-total	<u>15</u>	<u>17</u>	<u>17</u>	<u>17</u>	<u>25</u>	<u>26</u>
Bangladesh	2	2	2	1	2	2
Chile	-	2	2	2	2	2
Colombia	-	-	-	-	1	1
Egypt	1	1	2	2	2	1
Ethiopia	-	1	1	1	1	1
Guyana	-	-	-	1	1	1
India	2	2	2	2	3	3
Jamaica	-	-	-	-	1	1
Pakistan	-	-	2	1	2	2
Philippines	-	1	1	1	1	1
Sri Lanka	-	1	1	-	-	-
Surinam	1	1	1	1	1	-
Tunisia	-	1	1	1	2	2
Turkey	-	1	2	3	3	3
Sub-Total	<u>6</u>	<u>11</u>	<u>17</u>	<u>16</u>	<u>22</u>	<u>20</u>
Total	21	28	34	33	47	46

1/ Professional staff members of ISI working for the Programme in The Hague are not included here.

pensions and the inability to offer anything other than a short-term position, though this is admittedly characteristic of employment in an international organization.

The Mission has the strong impression that the professional staff of the WFS are dedicated, versatile, and, insofar as the team could observe them during its limited stay at WFS HQ, thoroughly competent. WFS does not in fact tolerate incompetence; a very few professional officers have in past years been asked to resign when their enthusiasm or efficiency did not measure up to standard requirements.

The Mission did not have time to examine the work of every individual professional officer, nor was it able to scrutinize their job descriptions. Therefore, no detailed comments on the precise size of the professional staff, which at the end of August 1980 numbered 42, can be made.

Chart No. 1 is an illustration of the organizational structure of the WFS program. ISI staff who work in the Hague and are associated with the program are not included.

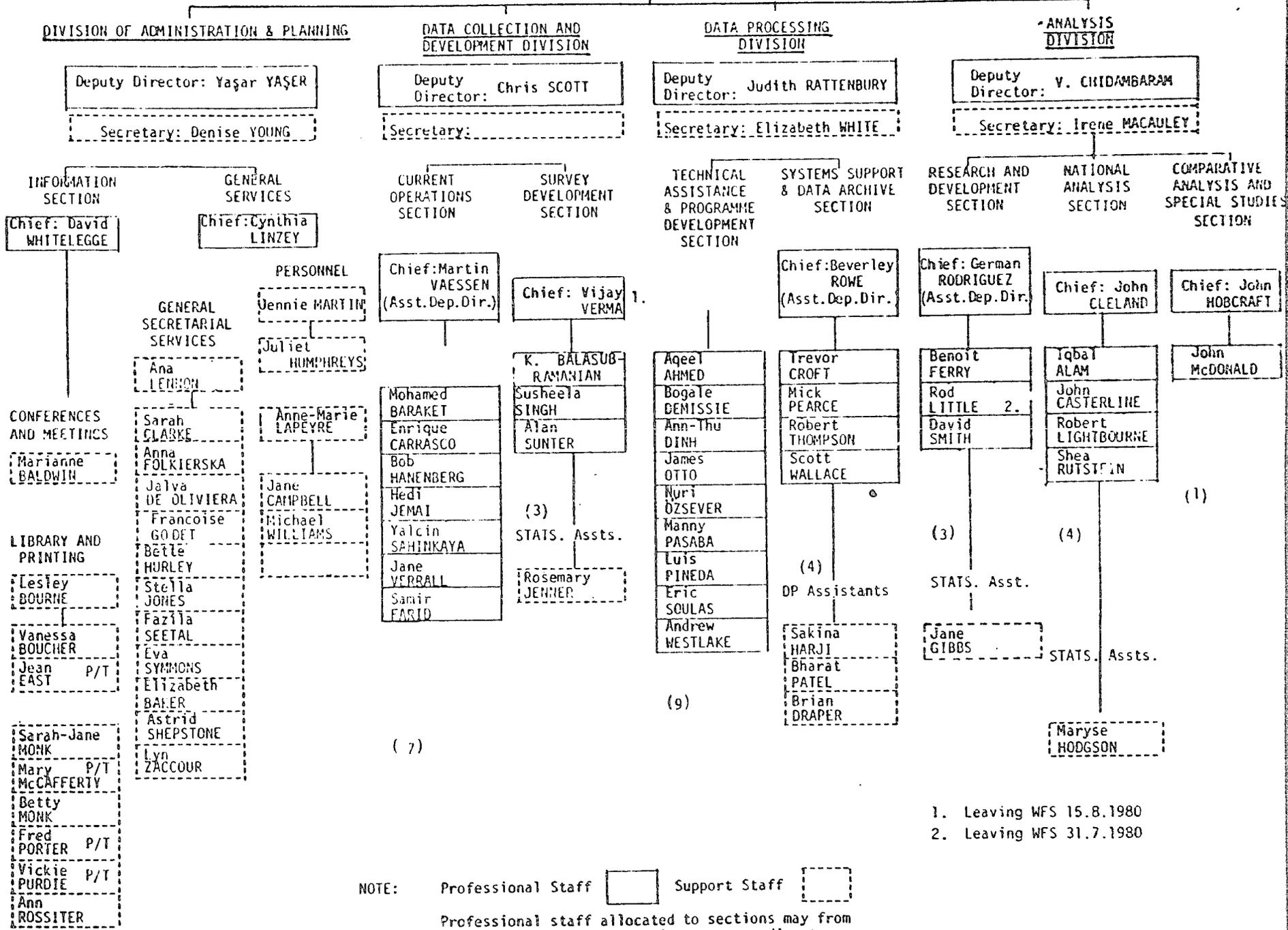
#### B. Country Participation

The World Fertility Survey was initially envisaged as a project consisting of three phases of unequal length:

1. Pre-Project Phase (1 January to 30 June 1972)
2. Project Development Phase (1 July 1972 to 30 June 1974)
3. Project Implementation Phase (1 July 1974 to 30 June 1977; an additional five years was later approved, bringing the third phase to June 1982)

Given this short time framework and the desire to include a large number of developing countries in the program, information on the scope and nature of the WFS had to be disseminated rapidly to government officials and other interested persons. Six regional conferences were held between December 1973 and July 1974 in Africa, the Middle East, the Caribbean, Europe, Asia, and Latin America. Most were sponsored by or received assistance from the relevant regional Economic Commission. In addition, the directors of national statistical agencies and of demographic research institutes were contacted, brochures on the WFS were circulated extensively, and a newsletter was begun in 1973. Following the intensive information program, each country took the initial step to request inclusion in the program. The requests were made either directly to the WFS or indirectly through a funding agency. In some cases, after the regional conferences had been held, the WFS or one of the donor organizations took the initiative in encouraging a country to participate in the program.

Project Director: Dr Milos MACURA  
 Secretary: Jemima CHIBERY



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NOTE: Professional Staff  Support Staff   
 Professional staff allocated to sections may from time to time undertake duties corresponding to other sections.

1. Leaving WFS 15.8.1980  
 2. Leaving WFS 31.7.1980

By December 1974, the countries that were already participating or that had expressed a definite interest in participation were geographically fairly representative, except in Africa. Some African nations, particularly the francophone countries, had apparently come away from the regional conference with the false idea that the WFS was a vehicle for promoting family planning and lowering fertility and was, therefore, to be avoided. Sudan, for instance, decided to participate when and only when its government realized that the primary aim of the WFS was to undertake scientific research on fertility. An additional factor restricting African participation in the early days of the WFS was the African census program; although there is no evidence that the census program prevented the participation of any country, it is true that participation by African countries generally in the WFS was soft-pedaled until at least 1975.

With few exceptions, countries which asked to participate have been accepted, although participation was staggered so that WFS staff could cope. Mauritania was one of the first to request participation, but that request was initially rejected, because the WFS felt that it needed more field experience before it could cope with the problems of organizing a fertility survey in such a country. Mauritania was, however, accepted at a later date and in April 1979, WFS staff visited the country to design a survey. Several small countries, notably, Togo, Mali, Bahrain, and Oman, submitted requests which were turned down for various reasons. In more than one case, requests were rejected because of the disinterest of the donor organizations. El Salvador was rejected quite early in the program. Countries which were unwilling to include the entire core questionnaire with, at most, minor modifications were excluded.

The limited availability of funds from the donor agencies required a smaller sample size for the survey than some participating countries had wanted. The average sample size--approximately 5,500 women--was, however, higher than the expected 4,000-5,000.

Countries which felt unable to extend the survey to a minimum 75 percent of the national population were not accepted; thus, Burma was excluded when it expressed a wish to undertake the survey in urban areas only. Malaysia, however, was accepted even though coverage extended only to West Malaysia and excluded the Borneo states of Sabah and Sarawak, and Sudan was accepted on the basis of the exclusion of the southern part of the country.

In 1974 and 1975, PSC members discussed possible criteria for future participation by less developed countries. Among the criteria that were considered were a preference for countries undergoing demographic change and/or a preference for countries with existing family planning programs; the desirability of ensuring a regional and global spread of participating countries; the existence of a good sampling frame for surveys; and a reasonable mix of large and small countries. Ultimately, using such criteria to evaluate a country's potential for participation failed. Subsequently, after a promise to provide funds to extend the program until 1982 had been obtained from the donor organizations, efforts were made to secure the participation of particular key countries, including Brazil, Nigeria, India and, later, China. For

other countries, the PSC decided to specify December 1979 as the target date for the signing of WFS agreements to ensure that surveys would be completed by 1982.

Table 2 presents demographic data and survey information for 45 developing countries participating in the program. It should be noted that two countries, Burma and Chile, have canceled their participation.

By July 1980, 36 developing countries in which fieldwork had been completed (see Table 3) were participating in the WFS. Of these 36, 21 countries had published their First Country Reports. Of these 21 countries, 11 are in Asia (including Turkey and Jordan in the Middle East), 8 in Latin America and the Caribbean, and 1 each in Oceania and Africa. The balance of regions is quite different among the 15 countries in which fieldwork has been completed, but the First Country Report has yet to be published. Seven of the 15 countries are in Africa, 5 in Latin America and the Caribbean, and 3 (Syria, Yemen A.R., and Iran) are in the Middle East.

In July 1980, another eight countries were relying on some budget sponsorship to carry out a fertility survey. These countries either had signed a survey contract or were expected to sign a contract shortly. Fieldwork was either in progress or had not yet begun. Six of the eight countries are in Africa; among them are the important countries of Nigeria and Tanzania, neither of which has signed contracts. The seventh country is Brazil (see comments below). The eighth is Portugal, a developing country according to U.N. criteria. It should be noted that few, if any, of the six African countries will have completed their First Country Report by the middle of 1982, and some form of extended donor assistance after 1982 will be needed to complete satisfactorily the current round of fertility surveys, even if no additional countries participate. The first survey design for Nigeria submitted to the UNFPA was rejected on the grounds of excessive cost. Another survey design visit was scheduled in August 1980. Assuming the success of the second survey design, the fieldwork will commence in May or June of 1981. The First Country Report cannot realistically be expected until 1984, or even 1985 (i.e., after the date to which the donor agencies have committed themselves to support the WFS program).

It is clear that black Africa is coming in at the tail-end of this round of fertility surveys. It is generally accepted that less is known about the demography of tropical Africa than about that of any other region. In terms of fulfilling the aims of the WFS program to assist countries in acquiring scientific information about their populations' level of fertility and in increasing national capacities for demographic survey research, there is potentially much to be gained by the participation of as many African countries as possible in the program. However, some question whether the data produced by a fertility survey in some African countries would be used. The WFS will have to provide some technical assistance to about 1985 to ensure that fertility surveys in Nigeria, Tanzania and several other countries are conducted in the same manner that surveys are conducted in the other WFS countries. A case may be made for allowing some other African countries that still want to undertake surveys to conclude contracts in the near future.

TABLE 2. POPULATION AND SURVEY INFORMATION FOR LDCs PARTICIPATING IN THE WORLD FERTILITY SURVEY

Country	Popula- tion 1980 (in 1000)	Area (thousand sq.km.)	Popula- tion density (sq.km.)	Sample target coverage (%)	Size of selected sample		Census Enumera- tion districts used ?	Modules included  1/
					Household	Individual		
<b>AFRICA</b>								
Benin	3,530.0	113	27	n.a.	n.a.	n.a.	n.a.	n.a.
Cameroon	8,443.8	475	13	100	35,324	9,390	yes	6,7
Ghana	11,679.1	239	41	100	7,155	7,500	yes	2,3,4
Ivory Coast	7,972.8	323	15	n.a.	n.a.	n.a.	n.a.	n.a.
Kenya	16,402.2	583	23	95	10,763	8,452	yes	3,4
Lesotho	1,340.6	30	38	100	20,333	3,684	yes	4,6
Mauritania	1,633.9	1,031	1	n.a.	n.a.	n.a.	n.a.	n.a.
Morocco	20,296.4	447	39	100	24,000	7,000	yes	n.a.
Nigeria	71,081.8	924	68	n.a.	n.a.	n.a.	n.a.	n.a.
Senegal	5,661.2	196	23	100	17,644	4,433	yes	4,6
Sudan	18,370.9	2,506	7	100	13,921	3,228	yes	2,4,6
Tanzania, (T.U.R.)	17,934.2	945	16	n.a.	n.a.	n.a.	n.a.	n.a.
Tunisia	6,362.6	164	35	100	5,988	4,467	yes	2,3,4
<b>ASIA AND THE PACIF.</b>								
Bangladesh	88,704.8	144	517	100	6,150	6,648	yes	1,2,4,6
Burma	35,298.4	677	46	n.a.	n.a.	n.a.	n.a.	n.a.
Fiji	618.6	18	32	96	5,388	5,055	yes	n.a.
Indonesia	151,893.7	1,904	71	67	10,504	9,367	yes	1,2,4
Iran	38,081.7	1,648	20	100	5,677	4,878	yes	i
Korea, Rep.	37,979.3	99	352	99	21,248	5,433	yes	1,2,4,5,6
Malaysia	13,640.2	330	37	85	8,103	6,368	no	1,2,4,5,6
Nepal	14,255.8	141	89	98	5,976	6,065	no	1,2,3,4
Pakistan	82,441.0	804	88	93	5,234	5,046	no	1,2,4
Philippines	50,996.3	300	148	100	14,747	9,609	no	1,2,3,4
Sri Lanka	14,870.8	66	213	100	8,834	6,854	yes	1,2,4
Thailand	47,673.8	514	82	100	4,518	4,002	yes	6
<b>LATIN AMERICA</b>								
Chile	11,107.3	757	14	n.a.	n.a.	n.a.	n.a.	n.a.
Colombia	26,906.8	1,139	23	99	9,999	5,685	yes	4
Costa Rica	2,213.4	51	39	97	4,870	4,070	yes	1,2,4
Dominican Rep.	5,946.2	49	105	100	10,200	2,327	no	1,4
Ecuador	8,023.2	284	25	96	6,400	7,400	yes	1,5,6
Mexico	69,993.9	1,973	30	100	14,038	7,672	yes	2,4,6
Panama	1,897.3	76	22	96	5,219	3,797	yes	1,2,4
Paraguay	3,066.7	407	7	94	3,960	4,500	yes	1,4
Peru	17,772.9	1,285	12	100	8,290	6,062	no	1,3,6
Venezuela	14,914.3	912	13	98	8,200	4,500	yes	1,4
Guyana	893	215	4	92	4,668	4,858	yes	n.a.
Haiti	5,816.7	28	164	100	3,720	3,557	yes	2,3
Jamaica	2,192.1	11	185	100	5,523	3,329	yes	5
Trinidad/Tobago	1,138.8	5	197	100	4,917	3,941	yes	1,2,5
<b>MIDDLE EAST</b>								
Egypt	41,995.1	1,001	37	100	10,000	8,900	partial	n.a.
Jordan	3,190.3	99	28	100	15,067	3,750	partial	1,2,3,6
Syria	8,643.8	185	39	100	15,227	4,571	yes	1,2,3,6
Turkey	45,345.8	781	51	100	6,393	4,661	no	2,4,5
Yemen Arab Rep.	5,925.5	195	34	94	18,000	5,000	yes	n.a.
<b>EUROPE</b>								
Portugal	9,819.0	92	94	100	14,500	6,500	yes	5

1/ (1) Fertility regulation. (2) Abortion. (3) Factors other than contraception. (4) Family Planning.  
 (5) Economic. (6) Community. (7) General Mortality.

Source: Medium variant projections of the UN Population Division as revised in 1978, and information provided by ISI/WFS.

Table 3. PARTICIPATION OF DEVELOPING COUNTRIES IN WFS AS OF JULY 1980

(a) First country report published:

Bangladesh	Jamaica	Pakistan
Colombia	Jordan	Panama
Costa Rica	Kenya	Peru
Dominican Republic	Korea, Republic of	Philippines
Fiji	Malaysia	Sri Lanka
Guyana	Mexico	Thailand
Indonesia	Nepal	Turkey

(b) Fieldwork completed but first country report not yet published:

Cameroon	Iran	Syria
Ecuador	Lesotho	Trinidad & Tobago
Egypt	Paraguay	Tunisia
Ghana	Senegal	Venezuela
Haiti	Sudan	Yemen A.R.

Quite apart from the possibility of special consideration for Africa, it must be mentioned that some 24 countries have at one time or another expressed an interest in participating in the survey but have not been able to do so, in some cases because of changes in key country personnel or because of political instability. Of the 24 countries, 9 are in tropical Africa, 5 in Asia and the Pacific (including China and India), 5 in Latin America, 4 in the Middle East, and 1 (Cyprus) in Europe. Some, almost certainly a minority, of the countries may be expected to commit themselves to a survey if financial support becomes available in the future.

A few words need to be said about the possible participation of China, India, and Brazil. In the fall of 1979, a small party of Chinese academics asked for information on the WFS questionnaire and discussed the program with headquarters staff in London. Chinese representatives visited Manila, site of the twelfth meeting of the Programme Steering Committee, in December 1979, and left after giving verbal assurances that China was very interested in participating in the survey. A Chinese delegation attended the WFS Conference in London in July 1980 and was urged to send a letter of intent to the WFS if the Chinese Government wished to translate their interest into action. To date, the Chinese Government has given little indication of what it would expect from the WFS if China did participate. It is not, therefore, possible to suggest what the implications would be for WFS staffing and funding in the event of participation.

There have been contacts between the WFS and the Indian Ministry of Planning since 1974, and India was the site of some early tests of schedules. India decided to hold a series of state fertility surveys, but not to become a full participant in the WFS. At this time, fieldwork is planned in three states, Maharashtra, Bihar, and Rajasthan, and the UNFPA is contributing some funds. The schedules that will be used are similar to the WFS schedules. It is unlikely that, if this series of state surveys is taken further, India would need technical assistance. Undoubtedly, however, some funding will be requested.

A design visit to Brazil was scheduled for September 1980. If an agreement is reached and a contract for UNFPA funding is signed, fieldwork can be expected to begin in April or May 1981. The operating agency would probably be a Brazilian university and work with the National Statistics Office.

At this time, the 20 industrialized countries<sup>1</sup> listed in Table 4, as well as a large number of other developing countries, are participating in the WFS. All 20 countries are in Europe, except for Israel, Japan, and the United States. The only country in receipt of budget sponsorship is Portugal.

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<sup>1</sup> Some of these countries are developing countries, according to U.N. criteria.

Table 4. DEVELOPED COUNTRIES PARTICIPATING IN THE WFS PROGRAMME

Belgium	Israel	Romania
Bulgaria	Italy	Spain
Czechoslovakia	Japan	Switzerland
Denmark	Netherlands	U.K.
Finland	Norway	USA
France	Poland	Yugoslavia
Hungary	Portugal	

### C. Operating Procedures

As was generally the case in developing countries, if a WFS survey involved funding from a donor organization, a WFS exploratory visit was authorized and arranged, once the interest of the country concerned was established. The professional officer who made the visit obtained as much background information as possible; investigated the status and capability of the proposed national survey agency; discussed local facilities, such as printing, transport, and data processing capacity; drew up a rough timetable; ascertained the country's choice of donor; and, if his investigations indicated the probability of a successful survey, arranged for a formal invitation for a survey design visit. The latter visit was made by a WFS team consisting of one or more professional officers and a contract officer who together explained the procedural and financial aspects of the survey and, in association with in-country staff, formulated a budget and compiled a draft agreement after deciding on the broad content of the questionnaire to be used. The official country approval process, which often involves more than one ministry and several civil servants, then began. Usually, it was a time-consuming process. Time also was needed by the prospective donor organization to assess the proposed agreement. Experience has shown that between the survey design visit and the commencement of survey activities, a period of about six months may be required. A period of more than six months places the projected agreement at risk, because of changed personnel or prices; indeed, some draft agreements have failed to mature because of such changes. A shorter period may involve budgetary and other difficulties once the survey has started, because of insufficient time for a thorough assessment of the project by all parties concerned.

The standard request for a project is divided into four parts. The first section gives the country's demographic background, provides justification for the project, details the institutional framework for undertaking the survey, describes other related activities, and indicates in outline the government's plans for deriving benefits from the survey. The second section briefly describes the long-term and immediate objectives of the project. The third part details the project activities and timetable and describes the WFS's and donor organizations' inputs and the country's inputs. The fourth section contains the project budget, which is accompanied by the necessary narrative.

The project request takes the survey up to and includes the First Country Report. The arguments against the inclusion of a formal reference to arrangements for second-stage analysis in the country agreement are that the national survey agency is not usually the agency that undertakes second-stage analysis and second-stage analysis is rather far in the future. Separate contracts for such analysis have, therefore, been arranged at the appropriate time. The snag is that, given existing arrangements, there is a danger that second-stage analysis will not in fact be undertaken in many countries without considerable prodding by the WFS and that it may not be undertaken at all.

Because of differences in the procedures of donor organizations, the WFS is able to exercise more control over national surveys funded by the USAID than by the UNFPA. When the USAID funds a national survey, funds are

transferred to the WFS, which puts it in a position to ensure that money is released at, and only at, the appropriate stage of the survey, whatever the original timetable for the project. When the UNFPA funds a survey, money is transferred directly to the government of the participating country, although, in theory, an installment of the donor's funds should be paid only after certification by the WFS has been received. In practice, some UNDP resident representatives (who are the UNFPA representatives in the field) ignore instructions and pay installments on request from the national agency concerned, even though they have not received certification and even when the scheduled timetable has slipped. Financial operations would certainly be smoother if the UNFPA used the WFS as its agent for payment purposes. The UNFPA should consider WFS procedures critically in the light of the failures of some UNDP country representative offices to follow instructions.

#### D. Survey Organization

Each country fertility survey in the WFS program has involved the closest possible cooperation between WFS HQ and the national agency responsible for the survey. In WFS a staff member appointed for each national survey has overall responsibility for liaison with the national agency and its survey director and for arranging for required advisory visits. Resident advisers are not appointed unless absolutely necessary, and then usually only to offer advice during specific stages of the survey, for instance, on data processing. If a WFS staff member who is responsible for a particular national survey visits the country, it should not be inferred that he is the only professional officer of the WFS likely to visit the country during the survey.\* Each professional officer has his own expertise, and it is likely that a number of different officers will visit a participating country before the survey is completed.

To date, the average total duration of a staff visit by staff or a resident adviser has been 57.7 weeks per country--in other words, more than a year. Table 5 shows the total technical assistance to countries for completed stages of surveys. Countries which have needed resident advisers have had more weeks of technical advice in toto than countries without resident advisers. For the latter category only, the total average duration is reduced to 55.6 weeks. The travel costs for staff visits and the emoluments and allowances of the staff involved are naturally important items in the total WFS expenditure.

In the Caribbean, the WFS created a regional office to deal with surveys in the English-speaking part of the area. This was done because there were certain specific local problems, in particular, problems with marital arrangements in the area, which clearly could best be handled by persons with local experience.

Within participating countries a major organizational problem is the lack of sufficient survey personnel. Senior staff in the national agency often are unable to devote enough of their time to the project. The National Director usually is in charge of the national agency that carries out the survey, and

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\* Editor's Note: The term "he" is used generically throughout this report, although consideration or inclusion of both sexes may be preferred.

**Table 5. TOTAL TECHNICAL ASSISTANCE TO COUNTRIES THROUGH COUNTRY VISITS FOR COMPLETED SURVEY STAGES**

This Table summarises information on WFS in-country technical assistance operations for two groups of countries - those with Resident Advisors and those without. This is done for each survey stage. However, figures are included only for completed stages; stage 6, Further Analysis, is regarded as open-ended and is therefore excluded from the table.

	Survey Stage (2)				
	1:Pre-liminary	2:Pre-paration	3:Field work	4:Data Processing	5:Report Writing
<b>Countries without Resident Advisors</b>					
Visit weeks (1)	430	257	162	294	157
Number of countries	32	28	26	18	15
Average number of visit weeks per country	13.4	9.2	6.2	16.3	10.5
<b>Countries with Resident Advisors</b>					
HQ visit weeks (1)	93	117	56	32	23
RA weeks	103	115	102	98	0
Total weeks	196	232	158	130	23
Number of countries	6	6	6	3	2
Average number of visit weeks per country	15.5	19.5	9.3	10.7	11.5
<b>All Countries</b>					
Visit Weeks (1)	523	374	218	326	180
Number of countries	38	34	32	21	17
Average number of visit weeks per country	13.8	11.0	6.8	15.5	10.6

(1) Includes consultants and WFS Caribbean staff.

(2) The definition of survey stages used here is as follows:

Stage 1:

Preliminary - Beginning either 6 months before the Survey Design Visit or at the time of the first visit, whichever is later, and ending with the start of pre-test field work.

Stage 2:

Preparatory - From the start of pre-test field work to the start of the main survey field work.

Stage 3:

Field Work - Duration of the main survey field work.

Stage 4:

Data Processing - From the end of the main survey field work to the end of the main data tabulation.

Stage 5:

Report - From the end of data tabulations to the submitting of Country Report No. 1 to the printer.

Source: M. Vaessen, J. T. Sprehe, and Y. Yaser, op.cit., p. 29.

he must contend with many other demands on his time which often must take priority. The Survey Director, usually an officer who serves under the National Director in the same ministry or department, has the responsibility for carrying out the survey, and the degree to which he feels able to accept ultimate responsibility, without repeated reference to his seniors, varies from country to country. In the majority of cases, the national agency responsible for carrying out the survey is the agency that deals with statistics. In 13 countries the responsible national agency is the Ministry of Public Health. The organization of the survey in the participating countries is shown in Chart No. 2.

Regular staff who belong to the national agency carrying out the survey are sometimes not available either full time or part time, and in such cases new, inexperienced personnel at the middle and lower levels must be recruited. (These and other problems are detailed in one of the World Fertility Survey conference papers; it would be repetitious to go into further details in this report.<sup>1</sup>)

## E. Coordination

### 1. Coordination Between Administrative and Professional Staff

As was noted earlier, cooperation among ISI staff in Voorburg and professional staff in London appears to be good. There is a division of labor with respect to the responsibility and authority of the staff. Good telecommunications between the two offices and the lack of interest of both ISI and WFS staff in developing complicated bureaucratic machinery have facilitated cooperation.

### 2. Coordination Between ISI/WFS and U.N. and Funding Agencies

A system of coordination was established between ISI/WFS and funding agencies. The representatives of these institutions are members of the PSC and take part in decision making. They also closely review the progress of the survey. The presence on the PSC of top officials as representatives of these institutions has considerably facilitated cooperation.

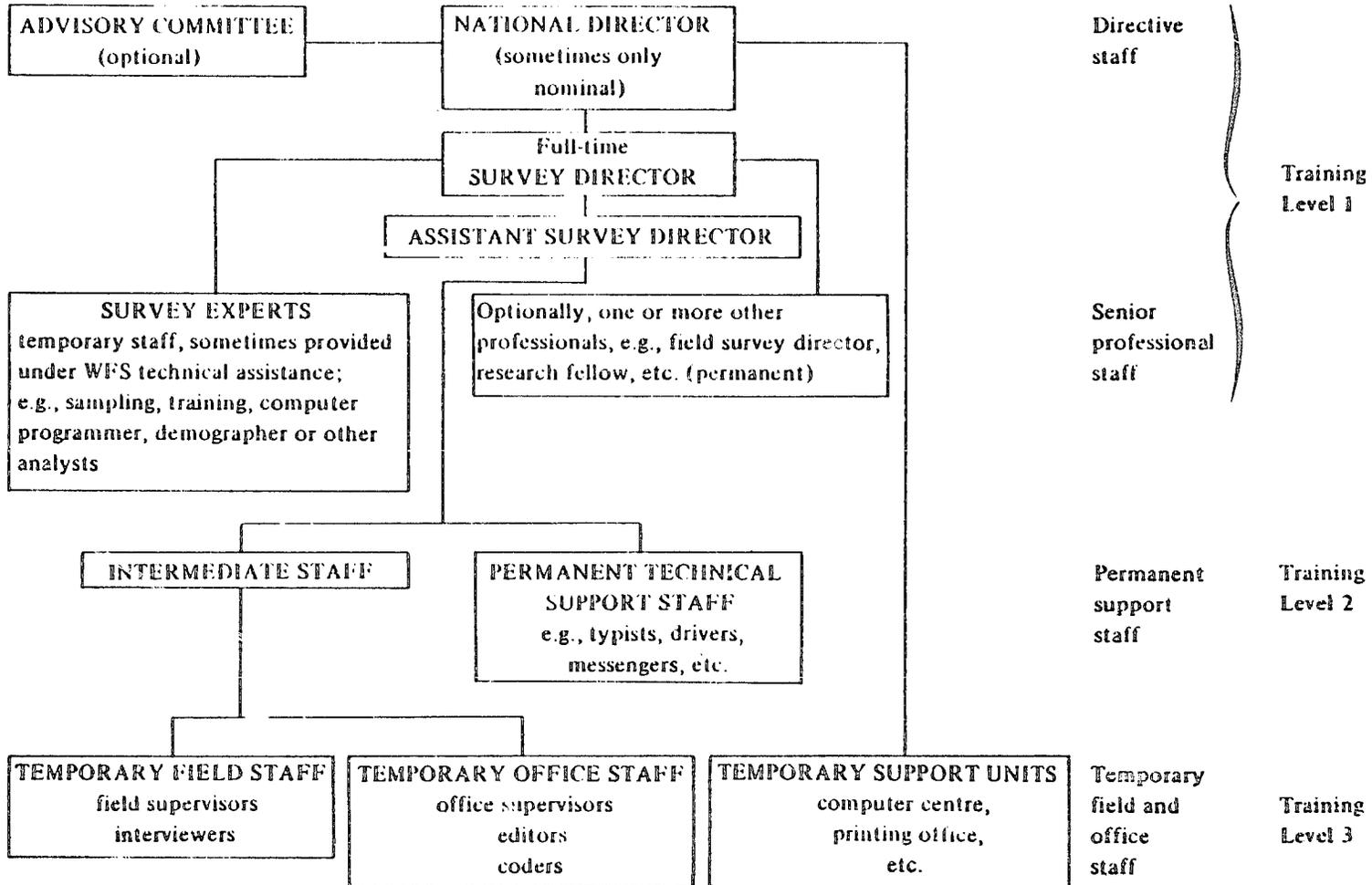
The second channel for coordination is the officers appointed by the U.N. and funding agencies, who maintain close contact with the ISI/WFS. The U.N. Population Division, the UNFPA, and the USAID assign liaison officers, who are in charge of WFS activities.

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<sup>1</sup> M. Vaessen, J. T. Sprehe, and Y. Yaser, "Problems of Organizing an International Survey," London: WFS Conference, Methodology Session No. 5, July 1980.

Chart No. 2

AN EXAMPLE OF A SURVEY PERSONNEL SCHEME



Source: ISI/WFS. "Survey Organisation Manual" (Basic Documentation, No. 2). London: WFS, March 1975, p. 32.

U.N. and funding agencies also instruct their country representative to support WFS activities and to cooperate with ISI/WFS staff who are visiting the countries.

### 3. Coordination Between WFS and Other Institutions

ISI and the WFS project director have sought the cooperation of many institutions interested in fertility research. The first link was established with the IUSSP, with which close cooperation is maintained. The organization is represented in the PSC. The IUSSP has been consulted on all major issues, including the selection of consultants. The cooperation of WFS with CELADE (the Latin American Demographic Centre) needs to be mentioned especially. CELADE has assisted Latin American and Caribbean countries in every phase of the survey and has also contributed to the activities of the professional center in London. The representation of the Population Council on the TAC has facilitated cooperation with this organization.

The selection of consultants, the members of committees, and the participants of workshops and seminars from different countries and institutions has helped not only to facilitate cooperation with these institutions, but it also has contributed to worldwide recognition of the WFS. The participation of WFS staff in meetings organized by other institutions is another channel of cooperation and coordination.

### 4. Coordination in the Second-Stage Analysis

Second-stage analysis of WFS data requires careful planning and coordination. A meeting was held at WFS headquarters to discuss the coordination and implementation of analysis of WFS data. The committee recommended that the WFS professional center be the focal point for the organization of the analysis and maintain close liaison with the funding agencies. The organization and coordination of comparative analysis are to be the functions of the WFS and the U.N.

#### IV. INPUTS

## IV. INPUTS

### A. Scope of Support to the Program

Principally, the UNFPA and the USAID have been providing financial support--grants--to the ISI and some countries to implement the activities of the WFS program. The UNFPA has committed its contribution to mid-1982 and the USAID to mid-1983, although the current budgets approved by the two major donors extend through mid-1981 and September 1981, respectively.

The ISI/WFS has succeeded in marshaling the following support from other development assistance programs:

- ⊙ The Netherlands contributes certain overhead costs of the ISI headquarters in the Hague (i.e., for rental of premises).
- ⊙ The United Kingdom, through the Overseas Development Administration, has provided financial support to surveys in three countries and to the WFS headquarters.
- ⊙ France, through ORSTOM, has contributed a resident adviser for Cameroon and some staff for the WFS office in London.
- ⊙ The IBRD (the World Bank) has given support to the WFS headquarters for technical assistance rendered in Egypt.
- ⊙ Canada, through the IDRC, has provided financial support to the WFS headquarters and for some survey activities.

The financial support for the activities carried out by or related to the WFS program includes the following (see Table 6):

#### 1. Direct Support to the Program

- a. Preparatory Activities of the WFS: This is a UNFPA-supported project that covers the planning of the WFS.
- b. ISI/WFS Headquarters: This component covers the administrative headquarters at ISI in the HAGUE and project activities carried out by the central unit of WFS, located in London (see Sub-Section C below).

Table 6. ACTUAL AND PLANNED EXPENDITURES FOR THE WFS PROGRAMME (1971-1982) (\$ 000)

	USAID (1)	UNFPA (2)	UKODA (3)	IDRC (4)	TBRD (4)	LDCs (4)	TOTAL	
							amount	%
1) <u>Direct Support to the Programme</u>								
a. <u>Planning of WFS:</u> (GLO/72/P45)	-	54	-	-	-	-	54	0.11
b. <u>ISI/WFS (HQs):</u> (USAID, (UNFPA: GLO/73/P23, GLO/78/P21, GLO/78/P31, GLO/80/P14), UKODA, IDRC, IBRD, LDCD)	14,589	11,976	95	36	44	-	26,740	56.85
c. <u>Country Surveys:</u> (data from 44 countries)	3,503	4,157	720	79	-	5,906	14,365	30.54
d. <u>Second-stage Analysis:</u> (Subcontracts adminis. by ISI/WFS)	1,260	-	-	-	-	-	1,260	2.68
<u>Sub Total</u>	<u>19,352</u>	<u>16,187</u>	<u>815</u>	<u>115</u>	<u>44</u>	<u>5,906</u>	<u>42,419</u>	<u>90.18</u>
2) <u>Complementary Support to the Programme through the UN System</u>								
a. <u>Liaison and Technical support to WFS:</u> (GLO/74/P38)	-	2,136	-	-	-	-	2,136	4.54
b. <u>Comparative Analysis and Training for Second-stage Analysis:</u> (GLO/77/P29: UN Pop. Div. GLO/80/P24: UN Pop. Div. GLO/79/P29: ILO, INT/79/P59: WHO, RER/75/P02: Reg.ECE, RLA/78/P24: " ECLA, RAS/79/P07: " ESCAP, RAS/78/P04 " ESCAP)	-	2,484	-	-	-	-	2,484	5.28
<u>Sub Total</u>	-	4,620	-	-	-	-	4,620	9.82
<b>TOTAL</b>	19,352	20,807	815	115	44	5,906	47,039	
<b>%</b>	41.14	44.23	1.73	0.24	0.09	12.56		100.00

Notes: -The breakdown ISI/WFS (HQs.) vs. surveys is somewhat arbitrary. Many of the costs for headquarters can also be attributed directly to surveys (see page 73 and Table 7).

-The contributions of the Netherlands and France are in kind and do not appear in this table.

(1) For the period 1971-June 1981 (includes also "Zaire-UK" and "Reserve", all administered by ISI/WFS).

(2) For the period 1972-1981 (support to ISI/WFS (HQs.) goes to June 1981; additional requests from ISI/WFS or from countries have not been included).

(3) For the period 1972-1981

(4) For the period 1972-1979.

Source: UNFPA files (June 1980) and data provided by ISI/WFS (July 1980).

- c. Country Surveys: The costs for these surveys are supported by the major donor organizations and by contributions from the recipient countries themselves (see Sub-Section D below).
- d. Second-Stage Analyses: USAID has been providing assistance to pursue analysis through grants administered by the ISI/WFS. Included are technical bulletins, illustrative analyses, national studies, and comparative analyses (see Sub-Section E.2).

## 2. Complementary Support to the Program

The UNFPA is financially assisting some bodies of the U.N. system to carry out certain program-related activities:

- a. Assistance is being given to the U.N. Population Division to provide liaison and technical support to the WFS program.<sup>1</sup>
- b. Assistance is being given to the U.N. Population Division, some specialized agencies, and some U.N. regional commissions to undertake activities related to comparative analysis and training for second-stage analysis.<sup>2</sup>

The total cost of the World Fertility Survey program for the period 1972-1982 (including complementary support, provided through the U.N. system, for liaison and technical support of the ISI/WFS, comparative analysis, and training for second-stage analysis) amounts to approximately \$47 million (see Table 6).

Since the costs to developing countries to conduct country surveys are known only to 1979, and since the amount of additional required support of the ISI/WFS for the year 1981-1982 is not known, the actual cost of the program as of June 1982 will be higher--somewhere between \$47 and \$50 million. This figure is higher than the \$20-\$25 million figure provided as the initial rough estimate for a five-year WFS.

## B. Procedures for Provision of Funds

The general procedures for the provision of financial support to the program are as follows:

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<sup>1</sup> See Sub-section E.1 below.

<sup>2</sup> See Sub-section E.2., "Analysis," which deals with these activities.

## 1. UNFPA

Each financial contribution of the UNFPA is identified by a specific project document labeled by a three-letter code which identifies the project (global; or by geographic region or country) and the year of approval. A sequential number further identifies the contribution.

- a. For ISI/WFS HQ activities, the ISI submits a proposal to the UNFPA, which, once it has been appraised internally, is submitted to the Governing Council for consideration. In June 1974, the Governing Council approved \$4.5 million (1974-1977); in January 1977, \$2.348 million (1977-1979); and in June 1979, \$3.658 million (1979-1981). The Fund has approved other additional funds. The total, to mid-1981, amounts to \$11.976 million.
- b. For the country surveys, each country submits to the UNFPA, through the UNDP resident representative in the country, a request which is then passed to the UNFPA's headquarters for its appraisal and approval. Once the project is approved, the ISI becomes responsible for the technical monitoring of the project. It is the responsibility of the ISI/WFS to give technical clearance to the resident representatives to disburse funds to the country projects.
- c. For analysis, the UNFPA receives proposals prepared by other U.N. bodies or dependencies. Appraisal and approval are made internally, except for those projects whose value is more than one million dollars. These projects must be approved by the Governing Council.

## 2. USAID

The ISI prepares a proposal that includes costs for ISI/WFS headquarters, country surveys, etc. The proposal is passed to the USAID's Contract Management Office. USAID's POP/DEMO Office then prepares a project statement, which is passed to the Research Advisory Committee (an independent non-governmental group of scholars). Finally, the Research Advisory Committee passes its recommendations to the administrator of the USAID. USAID remits its funds for country projects directly to the ISI, and ISI, in turn, makes grants to individual recipient countries with the approval of USAID.

## 3. UKODA

UKODA follows a procedure similar to that of the USAID.

### C. Headquarters Costs

Program costs which are attributed to the ISI/WFS headquarters are directly linked to the execution of the country surveys. The ISI has divided these costs into three major categories:

#### 1. Direct Technical Assistance Costs

These represent the cost of the technical assistance provided by WFS professional officers in assisting individual country surveys. The costs are calculated by the ISI on the basis of detailed time-sheets provided by the staff.

#### 2. Backup Technical Assistance Costs

These costs are not attributable to any specific surveys, but are survey-related activities.

#### 3. General Headquarters Costs

These costs represent expenditures for management, development, hardware, software, publications, meetings, etc. Administrative in character, the amounts to some extent are independent of the number of surveys conducted.

Table 7 shows the estimated distribution of headquarters costs (1972-1981) among the three categories listed above. These figures represent only the assistance provided by the two major donors, USAID and UNFPA.<sup>1</sup>

Tables 8 and 9 show the composition of headquarters costs by budget components. Table 8 refers to the period 1972-1979 by major budget components,

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<sup>1</sup> As a result, and because of pending requests submitted by the ISI to the donors, total figures in Table 6 (\$26.74 million; Line 1.b) and Table 7 (\$27 million) do not correspond.

while Table 9 covers only a shorter period (1977-June 1980) but shows more detailed components.<sup>1</sup> Both tables have been prepared using ISI's budget codes.<sup>2</sup>

Some comments should be made about the components appearing in Tables 8 and 9.

## 1. Staff Costs

- ⊙ The proportion these costs represent in the total budget for the period 1972-1979 is 54.42 percent (57.92 percent for the July 1979-June 1980 budget).
- ⊙ There were 21 professionals in London in 1975; the number of program staff expanded to 47 in 1979 but decreased to 44 by mid-July 1980.
- ⊙ These costs increased from \$1.19 million in 1975 to \$3.17 million in 1980.
- ⊙ The major increases, at least for the last 3.5 years (1977-June 1980), have been in the support staff in London (that cost has increased 4.6 times), as well as in publications (6.3 times).
- ⊙ The staff working at the ISI in the Hague (paid from the program budget) is composed of 15 persons who work a total of 12 man-years.

## 2. Conferences/Meetings

- ⊙ This item covers the travel costs of people other than staff, to attend conferences, meetings, and seminars.
- ⊙ The costs of the WFS Conference (London, July 1980; approximately half a million dollars) do not appear in Table 9. Table 8 includes these costs to the end of 1979.

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<sup>1</sup> The figures corresponding to "honoraria" are not mentioned in the detailed information provided by the ISI.

<sup>2</sup> The original tables provided by the ISI are attached as Appendix III. In Table 9, the ISI's complete budget codes have been included to facilitate the reading of Appendix III.

Table 7. ESTIMATED DISTRIBUTION OF ISI WFS HEADQUARTERS COST TO JUNE 1981 (\$ 000)

Year	Direct Technical Assistance	Back-up Technical Assistance	General HQs Costs	Total	
				Amount	Δ%
1972-1974	272	177	1,908	2,357	
1975	696	452	988	2,136	5.48
1976	705	458	1,090	2,253	13.89
1977	1,053	685	828	2,566	37.30
1978	1,392	905	1,226	3,523	39.85
1979	1,756	1,142	2,029	4,927	28.76
1980	2,000	1,301	3,043	6,344	
Jan-June 1981	1,040	680	1,179	2,899	
TOTAL	8,914	5,800	12,291	27,005	
%	33.01%	21.48%	45.51%	100.00%	

Source: Information provided to the Mission by the ISI (31 July 1980).

Table 8. ISI/WFS HEADQUARTERS EXPENDITURES BY BUDGET COMPONENTS AND DONORS, 1972 - 1979 (\$ 000).

	1972	1973	1974	1975	1976	1977	1978	1979	Total	
									amount	%
<b>A. <u>By Budget Components</u></b>										
60 Staff costs and Consult.	89.8	455.3	844.4	1,187.2	1,279.9	1,389.8	1,809.4	2,765.8	9,700.6	54.42
61 Travel	4.9	97.6	277.6	440.4	340.5	357.0	388.8	620.9	2,648.9	14.86
62 Honorariums	-	4.3	7.6	3.6	2.5	1.6	.7	1.4	21.8	.12
63 Conferences/meetings	-	34.3	116.3	12.3	6.3	73.5	30.9	225.9	549.5	3.08
64 Office requirements	4.8	76.2	108.7	184.6	155.5	189.5	272.8	482.1	1,474.1	8.27
65 Contracts	-	-	5.3	50.8	57.5	112.4	100.0	43.9	370.1	2.08
66 Publications	-	-	52.7	64.3	55.0	65.5	72.0	238.9	548.5	3.08
67 Computer Services	-	-	13.0	83.1	188.0	261.3	699.4	328.6	1,573.6	8.83
68 Other	9.7	73.6	80.5	109.3	168.3	139.2	169.7	238.4	938.7	5.27
<b>TOTAL</b>	<b>109.2</b>	<b>741.3</b>	<b>1,506.0</b>	<b>2,135.8</b>	<b>2,253.9</b>	<b>2,590.0</b>	<b>3,543.7</b>	<b>4,945.9</b>	<b>17,825.8</b>	<b>100.00</b>
<b>B. <u>By Donors</u></b>										
USAID	109.2	337.8	496.6	856.2	1,070.4	1,283.2	1,761.3	2,874.5	5,789.1	49.31
UNFPA	-	403.5	1,009.4	1,279.6	1,183.5	1,282.8	1,761.3	2,052.5	8,972.6	50.33
IDRC (CANADA)	-	-	-	-	-	24.0	21.2	8.5	53.8	.30
I.B.R.D.	-	-	-	-	-	-	-	10.4	10.4	.06
<b>TOTAL</b>	<b>109.2</b>	<b>741.3</b>	<b>1,506.0</b>	<b>2,135.8</b>	<b>2,253.9</b>	<b>2,590.0</b>	<b>3,543.7</b>	<b>4,945.9</b>	<b>17,825.8</b>	<b>100.00</b>

Note: These figures do not include UNFPA contribution to WFS preparatory activities (\$54,225)

Source: ISI, "Financial Statements" (various years)

Table 9. ISI/WFS HEADQUARTERS EXPENDITURES BY DETAILED BUDGET COMPONENTS, 1977-June 1980. (\$ 000)

Detailed Budget Components	ISI Budget Codes	1977 (1)	1978 (2)	Jan-June 1979 (3)	July 79-June 80			Increase Ratio (5)÷(1) (7)
					Actuals \$ (4)	Budget		
						\$ (5)	% (6)	
<u>60 Staff Costs</u>								
London: Professional	600, 606, 607, 608, 609	845	1,116	783	1,974	2,003	35.06	2.4
Support	601, 604	120	188	165	528	550	9.63	4.6
The Hague: ISI staff	602	320	367	211	463	} 498	} 8.72	} 1.5
temporary	603	16	43	22	40			
Consultants' fees	605	89	95	91	164	258	4.51	2.9
Sub Total		1,390	1,809	1,272	3,169	3,309	57.92	2.4
<u>61 Travel</u>								
Staff	610/ 630, 611/ 631, 612/632	275	301	193	412	415	7.26	1.5
Committees	613/ 633	39	13	30	48	62	1.09	1.6
Consultants	618/ 638	43	75	74	108	136	2.38	3.2
Sub-total		357	389	297	568	613	10.73	1.7
<u>62 Honorariums*</u>								
<u>63 Conferences Meetings**</u>	615/635, 616/636	74	18	82	140	206	3.61	2.8
<u>64 Office Requirements</u>	640-643	190	273	230	617	546	9.56	2.9
<u>65 Contracts</u>	652, 656, 659,	112	100	18	74	80	1.40	.7
<u>66 Publications</u>	660-669	65	72	85	558	411	7.18	6.3
<u>67 Computer Costs</u>	670-679	261	699	105	262	274	4.80	1.0
<u>68 Other Costs</u>	680-689	139	170	88	270	274	4.80	2.0
		2,588	3,489	2,178	5,605	5,713	100.00	2.2

\* not included

\*\* Data on the WFS Conference are not included.

Source: Information prepared by ISI in July 1980

### 3. Office Requirements

- o Because of increases in the demand for more space and rising rental costs in London, this item has tripled in cost in the last three and a half years. At the present rate, by the end of 1981, the total cost will be \$2.7 million.

### 4. Contracts

- o This item includes those agreements between ISI/WFS and other bodies (i.e., research centers) to carry out specific studies (i.e., illustrative analyses, special tests, elaboration of modules, etc.).
- o The agreements between the ISI/WFS and participating countries for the national surveys are not included (see Section D below).

### 5. Computer Services

- o As the program progressed, it became apparent that the data processing requirements for survey and analytical work were far greater than had been foreseen. Therefore, it was decided to buy a computer in 1978. The computer was financed jointly by USAID and UNFPA.

### 6. Other Costs

- o These include bank charges, postage and communications, office supplies, insurance, translations, reproduction of materials, and auditory services.

The contributions to the program by the IDRC and the IBRD have been made as "recoveries" from the total budget allocated by the ISI to the two major donors.

It should be noted that additional support is given by the UNFPA to the ISI/WFS headquarters through the U.N. Population Division (see Sub-section E.1). This support totals approximately \$1.5 million (or 75 percent of the cost of the U.N. Population Division project, \$2.136 million).

#### D. Costs of Country Surveys

Nineteen of the twenty developed countries participating in the program cover their own survey costs. No information on the magnitude of these costs is available.<sup>1</sup>

Table 10 presents an estimate of the total costs, as of June 1980, of country surveys in less developed countries. These include not only the grants requested by the governments and approved by the financing organizations, but also the local contributions and the costs of the time which ISI/WFS staff have devoted to each particular survey.

It is necessary to underline the fact that Table 10 covers only the costs of the ISI/WFS staff to June 1979. According to the information provided by the ISI (see Table 7), by June 1981, these costs will have a total value of \$14,714,000. In addition, for some countries which have not progressed beyond an early stage of survey activity, it is likely that the final contribution of the supporting organizations, as well as their own contribution, will be higher than the figures given in Table 10, Columns 4 and 6.

It is tempting to estimate the average costs for country surveys. To do so, one need only consider those countries which have produced or are about to produce a First Country Report. At this time, there are 25 countries, and the mean value per country survey is \$481,000. This figure is lower than the average of about \$512,000 for the total number of 39 ongoing country projects, some of which are still at the preliminary phase of the survey. If the costs of ISI/WFS technical assistance and backup, estimated by the ISI through June 1981, are added, the mean value increases to \$947,333.

Table 10 also shows the proportion of ISI/WFS inputs to the total costs of national surveys, although the reported figures cover only the period to June 1979. For example, in Bangladesh the inputs represent 72 percent of the total cost. In Haiti they represent 71 percent, in Fiji 67 percent, in Jordan 64 percent, in Sri Lanka 62 percent, in Nepal 52 percent, in the Dominican Republic 49 percent, in the Philippines and Kenya 45 percent, in Colombia 37 percent, in Malaysia 32 percent, in Thailand 31 percent, and in Mexico 25 percent.

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<sup>1</sup> Portugal is, in fact, receiving financial assistance from the UNFPA. See footnote on page 30 which concerns Portugal's classification as a developed country.

TABLE 10. ACTUAL AND PLANNED TOTAL EXPENDITURES BY COUNTRY SURVEYS (3 000)

Country	Year of Contract (1)	Source of Finance (2)	Original Budget Requested (3)	Current Budget (4)	Additional Requests (5)	Country Contribution (6)	IS17 WFS			Total (8)
							Direct Tech. Assisst.	Back up Cost	Sub Total (7)	
<b>AFRICA</b>										
Benin (BEN)	1980	UNFPA	688	125		419	*	*	*	545
Cameroon (CMR)	1976	USAID	286	436		362	97	63	160	958
Ghana (GHA)	1977	USAID	188	278		188	84	55	139	605
Ivory Coast (IVC)	1979	USAID	295	394		295	35	23	58	747
Kenya (KEN)	1976	UKODA	180	138		138	136	89	225	501
Lesotho (LES)	1976	UNFPA	64	93		35	93	60	153	280
Mauritania (MAU)	1979	UNFPA	280	378		174	*	*	*	552
Morocco (MOR)	1979	USAID	254	327		330	42	28	70	727
Nigeria (NIR)	1980	UNFPA	1,273	34		480	*	*	*	514
Senegal (SEN)	1977	UNFPA	239	425		100	73	47	120	645
Sudan (SUD)	1977	UKODA	270	258		150	160	104	264	672
Tanzania (URT)	1980	UNFPA	239	0		107	*	*	*	107
Tunisia (TUN)	1977	USAID	138	200		65	60	39	99	364
Sub Total			4,394	3,086						7,217
<b>ASIA AND PACIFIC</b>										
Bangladesh (BGD)	1975	USAID	182	174		38	326	212	538	750
Burma (BUR) (Canceled)	1978	UNFPA	214	0		0	53	34	87	87
Fiji (FIJ)	1973	USAID	185	161		50	265	173	438	649
Indonesia (INS)	1975	USAID	159	172		46	224	145	369	587
Iran (IRA)	1976	IRAN	0	0		250	44	29	73	323
Korea (ROK)	1974	UNFPA	245	227		94	205	134	339	660
Malaysia (MAL)	1974	USAID	170	158		339	143	93	236	733
Nepal (NLP)	1975	USAID	101	107		20	95	62	157	284
Pakistan (PAK)	1974	UNFPA	174	163		82	136	89	225	469
Philippines (PHI)	1977	USAID	180	186		69	126	82	208	463
Sri Lanka (SRL)	1975	USAID	116	118		96	202	135	343	557
Thailand (THA)	1974	UNFPA + USAID	211	191		193	104	67	171	555
Sub Total			1,937	1,657						6,117
<b>LATIN AMERICA</b>										
Chile (CHI) (Canceled)	1976	UNFPA	209	53		0	31	20	51	104
Colombia (COL)	1975	USAID	214	226		69	107	69	176	471
Costa Rica (COS)	1976	UNFPA	118	119		45	85	56	141	305
Dominican Republic	1974	UNFPA	132	184		37	131	85	216	437
Ecuador (ECU)	1979	UNFPA	203	253	15	81	26	17	43	377
Mexico (MEX)	1976	UNFPA	248	206		189	80	52	132	527
Panama (PAN)	1975	USAID	144	141		53	91	59	150	344
Paraguay (PAR)	1978	USAID	188	188		73	47	30	77	330
Peru (PER)	1977	UNFPA	174	190		72	93	61	154	416
Venezuela (VEN)	1976	USAID	112	108		124	48	31	79	311
Sub Total			1,742	1,668						3,630
<b>CARIBBEAN</b>										
Guyana (GUY)	1974	UNFPA	114	147		62	138	90	228	437
Haiti (HAI)	1976	UNFPA	67	139		26	245	159	404	569
Jamaica (JAM)	1975	UNFPA	144	159		35	132	86	218	462
Trinidad and Tobago	1976	UNFPA	102	106		96	84	54	138	340
Sub Total			427	551						1,808
<b>MIDDLE EAST</b>										
Egypt (EGY)	1978	UNFPA	247	255		106	101	66	167	527
Jordan (JOR)	1976	UNFPA	124	145		27	185	120	305	477
Syria (SYR)	1977	UNFPA	166	166	56	51	76	50	126	344
Turkey (TUR)	1977	UNFPA	190	236		167	97	63	160	564
Yemen A.R. (YEM)	1979	UKODA + USAID	334	334		342	80	52	132	808
Sub Total			1,061	1,136						2,720
<b>EUROPE</b>										
Portugal (POR)	1979	UNFPA	128	192		81	16	10	26	299
<b>OTHERS (9)</b>										
	-	-	-	21		8	208	133	341	
<b>TOTALS:</b>			9,689	8,311	71	5,914			7,936	

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Table 10 (Cont.)

ACTUAL AND PLANNED TOTAL EXPENDITURES OF COUNTRY SURVEY (\$000)

- (1) Year of Contract: Year of signature of contract agreements.
- (2) Source of Finance: Major supporting external organization.
- (3) Original Budget Requested: Amount of the original request.
- (4) Current Budget: Estimated on the basis of revised contracts of the supporting agencies as of June 1980.
- (5) Additional Requests: Supplementary expected contribution in process of approval.
- (6) Country Contribution: As reported by the countries themselves.
- (7) ISI/WFS: Estimated costs of ISI/WFS contribution to country surveys up to June 1979.
- (8) Total: Total cost of country surveys to date (8 = 4 + 6 + 7).
- (9) Includes preparation for Zaire survey and other possible participants.

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\* Data not available.

+ Not counted for mean values.

Source: UNFPA files and information provided by the ISI for the Mission.

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## E. Complementary Support to the Program

### 1. Liaison and Technical Support

The UNFPA is providing assistance to the U.N. Population Division for "Technical Support and Monitoring of the WFS" (a project also known as "Liaison and Technical Support of the WFS" (GLO/74/P38). To date, the total cost for this project has been \$2.136 million, or slightly more than 10 percent of the UNFPA's total support to the WFS (see Table 6, Line 2.a.).

Under this project, the UNFPA is funding the post of one professional at the U.N. headquarters (U.N. Population Division), two regional advisers (in Asia and Latin America), and one professional who actually works at the WFS HQ in London, but who, for contractual reasons, is a staff member of the U.N. Population Division who has been seconded to the WFS. The two regional advisers, according to project progress reports, have been assisting WFS staff with in-country recruitment, individual survey design, and analysis. The major function of the U.N. Population Division staff seems to be to monitor the WFS program on behalf of the UNFPA. The Evaluation Mission did not examine this project closely, and it is not in a position to comment on the necessity or usefulness of this project. However, it should be noted that the actual work done by three of the four incumbents of the four posts clearly is closely related to or complements the work of WFS staff in London. Approximately 75 percent of the cost of this project belongs functionally in Category 1(b) above, Table 6 (support of ISI/WFS HQ in London).

### 2. Analysis

The UNFPA has been providing financial support to other U.N. bodies to carry out a series of comparative analyses and to provide training facilities to researchers from the participating countries who will be involved in second-stage analyses. The total amount of current and planned expenditures for these projects is \$2,484,000 (to the end of 1982). These U.N. projects are as follows (see Table 6, Line 2b, and Table 11):

GLO/77/P29, "Comparative Analysis of WFS Data" (U.N. Population Division). Purpose: To ensure full exploitation of WFS data through initiation of research studies and analysis to determine factors responsible for stability, and change in reproductive behavior, the obstacles to and factors essential for fertility decline.

GLO/80/P24, "Comparative Analysis Working Group" (U.N. Population Division). Purpose: To define strategies for comparative analysis of WFS data to be carried out by U.N. bodies.

- GLO/79/P29, "Cross-cultural Analysis of Interactions between Population and Labour Using the WFS" (ILO). Purpose: To use WFS data to investigate the relationships among labor supply, fertility, and other demographic phenomena.
- INT/79/P59, "Analysis of WFS-Health Data" (WHO). Purpose: To study the relationships between fertility and other demographic and health variables (i.e., infant and child mortality, breastfeeding, etc.) in a number of selected countries.
- RER/75/P02, "ECE Work on WFS" (U.N.; Economic Commission for Europe--ECE). Purpose: To carry out comparative studies using data from the European countries participating in the WFS program.
- RLA/78/P24, "WFS In-depth Policy-Oriented Research and Training to Meet the Needs of Latin American Government Agencies" (U.N.; Economic Commission for Latin America--ECLA). Purpose: To hold workshops at CELADE for government analysts in advanced survey research techniques to ensure that countries undertake in-depth WFS studies relevant to their development planning needs.
- RAS/78/P04, "Regional Training on Techniques of Analysis of WFS Data" (U.N.; Economic Commission for Asia and the Pacific--ESCAP). Purpose: To provide training for researchers and analysts in Asian and Pacific countries participating in the WFS program.
- RAS/79/P07, "Multivariate Techniques in Second-Stage Analysis of WFS Data" (U.N.; Economic Commission for Asia and the Pacific). Purpose: To conduct a training-oriented study on the use of multivariate techniques in the analysis of WFS data in the ESCAP region, with emphasis on country-specific analysis. The countries involved--Fiji, Indonesia, Nepal, Pakistan, Thailand, and the Republic of Korea--are considered at different stages of development and characterized by differences in socioeconomic status and differing cultural factors.

The USAID has committed to the ISI funds for second-stage analyses. The ISI, in turn, provides sub-grants to research centers to conduct the studies (see Table 12). The estimated budget, as of June 1981, amounts to \$1.26 million. At present, there are 26 such projects, 24 of which will receive \$518,000. Twelve of the projects have been contracted with centers in the LDCs (\$231,000, with a mean value of \$19,250 per project). Nine came from research centers in the DCs (\$193,300, with a mean value of \$21,480 per project). Three are seminars conducted by the WFS (\$93,600).

TABLE 11. UNFPA SUPPORT TO THE UN SYSTEM, 1972-1982

BUDGET COMPONENTS	GLO/ 74/ P38	GLO/ 77/ P29	GLO/ 80/ P24	GLO/ 79/ P29	INT/ 79/ P59	RER/ 75/ P02 (4)	RLA/ 78/ P24	RAS/ 78/ P04	RAS/ 79/ P07	TOTAL		
										amount	%	
<u>10. PROJECT PERSONNEL</u>												
11. UN Personnel	1,423,482	449,053	23,100	10,000	-	482,466	59,000	5,669	-	2,452,770	59.77	
13. Administration	309,074	90,970	6,125	-	-	-	62,000	202	-	468,371	11.41	
15. Travel	216,980	59,530	14,840	-	-	17,870	18,000	2,057	4,500	333,777	8.13	
16. Local Pers.							76,800	-		76,800	1.87	
19. Total	1,949,536	599,553	44,065	10,000	-	500,336	215,800	7,928	4,500	3,331,718	81.18	
<u>20. SUBCONTRACTS</u>												
29. Total	-	-	-	30,000	-	-	20,000	-	2,000	52,000	1.27	
<u>30. TRAINING</u>												
39. Total	-	-	-	-	150,000	-	-	26,642	106,196	282,838	6.89	
<u>40. EQUIPMENT</u>												
41. Exp.	-	-	-	-	-	-	2,000	489	800	3,289	0.08	
42. Non-Exp.	6,740	4,801	-	-	-	-	53,500	-	2,000	67,041	1.63	
49. Total	95,624	34,971	-	-	-	-	61,500	489	2,800	195,384	4.76	
<u>50. MISCELLANEOUS</u>												
59. Total	91,115	110,641	-	11,000	-	4,679	13,400	4,500	7,000	242,335	5.90	
<u>99. GRAND TOTAL</u>	2,136,275	745,165	44,065	51,000	150,000	505,015	310,700	39,559	122,496	4,104,275	100.00	
						516,000				4,620,275		
						1,021,015						

Recently this project received \$258,000 additionally per year for 1981 and 1982.

Source: UNFPA files.

Table 12.

## CONTRACTS FOR SECOND STAGE ANALYSIS

File Ref.	Description	Country	Contractor/Person	Status of Contract 30/6/80	Budget (\$ 000)
1/CW-24(1)	Evaluation Birth History Data	Nepal	Coale-Princeton	Contract completed	28.8
1/CW-24(2)	Differentials in Infant & Child Mortality	Sri Lanka	Margams	Contract completed but additional work undertaken	20.5
1/CW-24(3)	Role of Intermediate Variables Determin. of Fert.	Venezuela	Santiago Gaslonde	Contract completed, final payment pending expenditure statement	10.0
1/CW-24(4)	Analysis of Unwanted Fertility	Several	Westoff-Princeton	Contract Completed	20.00
1/CW-24(5a)	Trends & Correlates of Age at Marriage	Pakistan	Wehtal S. Karim	Contract completed	4.9
1/CW-24(5b)	Analysis PES Data	Bangladesh	M. Ahmad	- -	3.8
1/CW-24(6)	Regional Trends of Fertility	Peru	Belgrano-Peru	Contract delayed	24.6
1/CW-24(7)	Evaluation of Demographic Data	Mexico	Unikel-Mexico	- -	12.1
1/CW-24(8)	Contraceptive use	Sri Lanka	Imerwahr-Washington	Contract completed, final payment awaits statement	10.0
1/CW-24(9)	Fertility Behaviour Estate Pop.	Sri Lanka	Langford-London	- -	3.1
1/CW-24(10)	Contraceptive non-use	Pakistan	Masra & Mahdoon Shah - Honolulu	Contract completed	3.3
1/CW-24(11)	Further analysis breast feeding impact	Several	Page-Lesthaeghe-Brussels	In progress	60.0
1/CW-24(12)	Fertility & Nuptiality Levels Urban-Rural	Mexico	Unikel-Mexico	Contract delayed	19.6
1/CW-24(13 a-b-c etc.)	In-depth Analysis Program (8 projects)	Korea	Nat. Bur. of Statistics-Korea	Contract delayed	64.4
1/CW-24(14)	Regional Nuptiality pattern	Bangladesh	Hossain-Bangladesh	Contract completed	8.0
1/CW-24(15)	Further Analysis of Data from KFS	Kenya	Univ. of Nairobi Benin	In process (completion 31/12/80)	8.3
1/CW-24(16)	Transcription & Translation of BFS interview tapes	Bangladesh	Niport/Col. Matin Nowab Ali	Completed - await confirmation	2.0
1/CW-24(17)	Effects of Social Dev. and Contraceptive Availability	Various	Univ. of Chicago Amy Ong Tsui	In process - delayed	53.1
1/CW-24(18)	Evaluation Workshop	Latin America		Completed	45.0
1/CW-24(19)	Evaluation Workshop	Caribbean		Completed	10.6
1/CW-24(20)	Evaluation workshop	Asia		Completed	38.0
1/CW-24(21)	Analysis of Data from Household Questionnaire	Jordan	Prof. W. Brass-London School of Econ.	In process	10.1
1/CW-24(22)	Determinants of Fertility Decline in Costa Rica	Costa Rica		Contract not yet formalized	37.6
1/CW-24(23)	Study & Comparison of KFS and Related Data	Kenya		In progress	20.1
1/CW-24(24)	Fertility Levels and Trends and Birth Interval Analysis	Jordan	Dir. Gen. of Statistics Abdel AZIZ	Proposal being processed	n.a.
1/CW-24(25)	Childhood Mortality	Jordan	Dr. Shafiq A.M. El-Atoum Univ. of Jordan	Proposal being processed	n.a.
Total					518.0

Source: ISI/WFS files, June 1980.

## V. METHODOLOGICAL ASPECTS OF THE PROGRAM

## V. METHODOLOGICAL ASPECTS OF THE PROGRAM

### A. Sampling Procedures

In each participating country, the survey consisted of a single round based on a probability sample of households with national or near-national coverage. Of the 35 participating countries in which fieldwork has been completed, in 20 the sample frame covered 100 percent of the national population; in 9 the coverage fell between 95 percent and 100 percent. Only in 2 countries was the coverage below 90 percent. In Indonesia, only 67 percent of the national population was covered.

The sample sizes for the individual questionnaires varied from around 3,500 to 11,200; but for 28 of the 36 countries, they were under 7,000, and for 20 countries, between 4,000 and 5,000. These figures represent a small variation compared to the variation in the sizes of the countries' populations. For households, it is generally accepted that for this kind of inquiry, the minimum required sample size is between 15,000 and 20,000. The small variation in sample sizes is due to the fact that, in a first approximation, the sampling errors depend on sample size and not directly on sampling fractions. However, where separate estimations for geographic, ethnic, or other population characteristics are required, larger samples must be taken. In fact, the largest samples in the WFS are in countries in which separate regions correspond to important domains of inquiry.

In a single survey, five possible field-sampling operations can be used for the WFS, although not all of them may necessarily be present in any specific country. The operations are:

#### 1. Mapping

This involves the creation of an area sampling frame for the selection of area units for the sample. The first-stage units to be selected from the frame covering the survey population are the primary sampling units. The last-stage area units are the ultimate area units. In the majority of countries, the latter constitute areas around which fieldwork is organized. The WFS found that for a majority of the participating countries, existing census enumeration districts are more or less suitable area units for selecting a probability sample of the required type. Maps and an approximate population size are available for census districts.

#### 2. Listing

This operation involves a listing of dwellings or households in the sample of ultimate area units selected. It is worth noting that the WFS did not use a standard definition for a household or dwelling, but whatever definition was used had to be used consistently throughout the various operations

of the survey. Most of the participating countries were planning or were already involved in a large demographic or other household survey and thus often provided the WFS with a suitable master sample of dwellings or households.

### 3. Household Schedule Sampling

This activity involves the collection of data on a large sample of households, and includes the listing of household members by age, sex, and marital status.

### 4. Eligible Women Sampling

This involves the use of household lists to identify women eligible for the individual interview. It should be noted that the WFS never used pre-existing lists of individual women to identify those eligible for individual interviews, because such lists, if available, were not up-to-date, and because there would be problems finding the women during the field operation.

### 5. The Individual Interview

Once an eligible woman was selected, she was asked to respond to the individual questionnaire. Refusal rates were extremely low in almost all the surveys, usually no more than one percent.

A majority of WFS samples has been single-stage area samples. In fact, in the 36 countries, 21 had one single-stage area sample in both urban and rural areas. Of the 9 participating Latin American countries, 7 had two or three stages for the rural population, whereas only 2 had two stages for the urban population. In 5 of the 10 participating Middle East countries, the sampling procedure included more than one stage, two for the urban population and four for the rural. The choice of the number of sampling stages was based on a consideration of the costs of mapping and establishing area frames, and listing dwellings, households, and household members within ultimate area units, and on the additional costs for verification, implementation, and supervision.

Another important cost factor has been the amount of required travel, which can be reduced by clustering the samples, though the result is reduced sampling precision. Thus, the achievement of a balance between precision and cost has been one of the concerns of the WFS. In the majority of the countries, the number of individual interviews per ultimate area unit (cluster size) varied from 15 to 25. In a very few cases, because of a large range of difficulties, the cluster sizes were 50 or above.

Another feature of the WFS sampling design has been the production of self-weighting samples; that is, the individual interviews are of equal probability or are self-weighting, or at least approximately so. "Apart from the

simplicity of self-weighting samples in processing and presentation of survey results, the main reason for the use of self-weighting samples is that the prime objective in most cases is to obtain estimates for sub-populations generally distributed over the whole country, and not confined to separate regions of it."<sup>1</sup> The departures from self-weighting have in fact been due to the need to oversample the urban areas when they were very small, as was done in the case of Bangladesh, Pakistan, and Kenya, or when separate estimates for different regions or strata in the countries were needed.

An extremely important contribution of the WFS to survey design and procedures is the provision of estimates of sampling variability. A statement of the sampling errors for a range of substantive variables appears in most of the First Country Reports, an example of the high technical standards of WFS surveys. As Leslie Kish pointed out during the London Conference: "Measurability has been also achieved with computations of variances for each of the developing countries of the WFS--a crucial task missed by 99 per cent of today's samples." The production and dissemination of a detailed specification for a program for computing sampling errors are most desirable. Many steps in that direction have been taken already by the WFS.

#### B. Questionnaires, Survey Procedures, and Basic Documentation

As the basic means for providing high-quality, internationally-comparable data at the national level, the WFS set itself the task of developing standardized concepts, questionnaires, and procedures for training, fieldwork, and the processing and reporting of survey results. These tasks dominated the project development phase during which most of the key elements of WFS methodology were worked out. Some modifications have been incorporated since then to reflect accumulating experience with ongoing surveys. The improvement of existing survey instruments and procedures continues to be a concern of the WFS headquarters staff.

Although the WFS methodology has been evolving as experience has accumulated with each new survey, the key elements have remained relatively unchanged. They can be summarized briefly as follows:

- Drawing up of a detailed work plan specifying the coverage, content, logistics, timetable, budget, and methodology of the survey in each country. Although in practice the details, and especially the timetable, of this plan are not always followed precisely, the plan has proved to be a very useful way of keeping the survey generally on track.
- Use of a core household schedule and an individual questionnaire, with the option of adopting a selection of modules on specialized topics associated with fertility or related to fertility analysis. The core household schedule provides a list of household members and the basic demographic characteristics--sex, age,

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<sup>1</sup> See Vijay K. Verma, Sample Designs for the World Fertility Survey, WFS/TECH. 745.

and marital status--for each. It is used to select eligible women for the individual interview and it also supplies base data on the population which are needed to compute certain demographic rates. In some countries, an enlarged sample is covered by the household schedule in order to provide less elaborate data on fertility and mortality than are yielded by the individual questionnaire. The individual core questionnaire is divided into seven sections covering the respondent's background, her maternity history, contraceptive knowledge and use, marriage history, fertility regulation, work history, and husband's background. The optional modules relate to fertility regulation, family planning, abortion, factors other than contraception affecting fertility, community-level variables, general mortality, and economic variables.

- Use of indigenous language questionnaires. In most cases, where appropriate, the adapted core questionnaire and any selected modules are translated into indigenous languages, translated back by a different translator, and double-checked against the original version to ensure that the meaning and intentions of the questions are retained.
- Use of female interviewers.
- Relatively long periods of training for supervisors and interviewers, including the use of mock interviewers and tape recorders. WFS believes that given the high standards for the survey, training has to be thorough and comparatively long (3-4 weeks) and, if possible, centralized to ensure uniformity of standards within the country. Countries are expected to develop their own instruction manuals for supervisors and interviewers using model manuals produced by WFS headquarters staff.
- Team interviewing. A team usually consists of four to six interviewers (each one carries out his own interviews individually) and two supervisors responsible for organizational supervision and timely scrutiny of the interviewers' work. Supervisors often are used as interviewers during the pretest.
- Thorough procedures for editing questionnaires. Editing is done in three stages: in the field soon after interviewers return from their day's work, in the office (manual editing), and on the computer.

The core questionnaires, the optional modules, and the details of the methodology have all been thoroughly documented in WFS publications. Much of the material has been translated into French, Spanish, and Arabic. The documents should be considered not only for their value to the survey, but also for their potential contribution to future surveys in LDCs.

## 1. Review of Documentation

The evaluation team believes that the documentation was adequately reviewed by experts from more and less developed countries. The 1975 evaluation addressed the production of the core questionnaires and modules. The evaluators concluded that "...there seems to be no question that the WFS went to extraordinary lengths to ensure a very high level of input into the development of questionnaires. They are probably the most thoroughly reviewed reporting forms in the history of statistical surveys. Furthermore, the comments were seriously considered and had major effects on the final form." The current evaluation team has no reason to disagree with this judgment. In addition to being reviewed by the Technical Advisory Committee and the Programme Steering Committee, the core questionnaire was mailed to over 200 experts throughout the world. Each was asked to provide written comments. The responses were systematically examined and constituted input for the final version.

The modules and manuals were not sent out to large numbers of experts for comments, but they were sent for review to the two committees mentioned above. The material for the training manual was tested in a workshop in 1974 and accordingly revised. None of the manuals was finalized until several surveys had been made. This was done so that the experience gained in the initial surveys could be incorporated in the final versions.

## 2. Strengths and Weaknesses of Survey Instruments

No survey instruments are perfect. Generally, it is only through extensive use of an instrument that its weaknesses become fully apparent. It is clear that a great deal of thought and effort went into the construction of the questionnaires. It also seems clear that WFS headquarters staff are sensitive to problems with the questionnaires and are interested in improving the designs whenever possible. Given the current state of the art, the WFS survey instruments appear to be among the most sophisticated yet developed. In general, they are highly structured and involve elaborate skips and filters to allow appropriate sequencing and wording of questions for each respondent. This design probably improves the quality of the data obtained, provided interviewers have been trained adequately. There appears to be a consensus among the WFS professional staff with whom the Mission talked that most sections of the core questionnaire, as now modified, are satisfactory for use in a whole range of countries. They seem to agree that the weakest section is the section on work history. An analysis of data from this section indicates that results are not comparable across some countries. There is also agreement that the section on fertility regulation and the fertility regulation module which can replace it are unnecessarily complex in structure.

Modules, on the other hand, have proven to be more problematic than the core questionnaire. Some of the problems might have been eliminated through more thorough pretesting. It should be noted, however, that several planned modules were abandoned before they were finalized. The module to measure the effect of mortality on fertility, for example, was abandoned after a pretest indicated that it was unsatisfactory.

At the Wembley Conference, there was some concern that the core questionnaire and modules did not sufficiently cover some of the potentially important determinants of fertility and the role of the extended family. (For a discussion on the limitations of the explanatory variables included in the WFS for analysis of the determinants of fertility, see Chapter VII.)

If survey instruments have been carefully developed by competent people and carefully reviewed by other competent people, the obvious weaknesses are likely to be eliminated, and those that generally become apparent only after extensive use of the instruments and analysis of the data they yield. Thus, WFS staff are probably in the best position to judge the strengths and weaknesses of the WFS questionnaires. It is Mission's opinion that, after the current series of surveys has been completed, a systematic assessment by WFS headquarters staff of the questionnaires and revised versions is essential.

### 3. Validity of Key Questions

Although there is just cause to argue about the key questions in the WFS questionnaire, the Mission believes that the question of validity is most often raised in connection with those questions used to determine fertility levels, levels of contraceptive use, and fertility preferences, especially desired family size and desire for additional children. The issue of the validity of responses to survey questions in general, and to these questions in particular, has been discussed for a long time, but no definitive answers have emerged. The evaluation team is not in a position to provide the answers. However, it would like to make several points. One, questions of validity are not unique to the WFS; they concern the survey approach in general. To the extent that the WFS has been involved in relatively high quality surveys, as is believed to be the case, WFS data are likely to be at least as valid, and perhaps more valid, than data collected in other fertility surveys. Two, one cannot answer the question, "Are the responses valid?" with a simple yes or no. The answer depends on the particular item under discussion and on the particular use being made of the results. For some purposes, the level of validity that may be associated with a particular interview item may be sufficient, but for other purposes it may not. Three, WFS staff are keenly aware of the concerns about the quality of the data, including their validity and reliability. (Reliability refers to the extent to which consistent responses are given by the same respondent when interviewed more than once. Responses can have high reliability and still lack validity.) They have made considerable efforts to evaluate the quality of data using a variety of analytical demographic techniques and by attempting to reinterview subsamples in a number of countries to test reliability. (For a discussion of questions on the validity of data in the context of a specific country, see Item 21 in the Nepal Country Report (Part III, pp. 184-185). The evaluations are discussed elsewhere in this report.)

Results from the studies of response variability have indicated considerable instability in a number of variables. A careful assessment of the reliability of the WFS data based on results available to date was presented at the WFS Conference in a paper by O'Muircheartaigh and Marckwardt. The data on contraceptive use and desired number of children are not particularly encouraging. The evaluation team, however, believes that the WFS staff who are

conducting research in this area are making an extremely valuable contribution to the understanding of response reliability in fertility surveys. Their research should be helpful to users not only of WFS data but of data from other surveys as well.

Although it is difficult to study reliability, since re-interviews are required, it is even more difficult to study validity. This is an area, however, where WFS may be particularly well suited to make a contribution in the future. Given their extensive experience with fertility surveys and their sensitivity to the issues of reliability and validity, WFS staff are probably in a uniquely favorable position to conduct future studies on validity and to make a real contribution to the resolution of issues which have plagued the field for a long time and have wide-ranging implications. A particularly innovative methodological study bearing on the validity of questions on the availability of fertility regulation methods has, in fact, already been carried out under the auspices of the WFS.

Finally, an analysis of WFS data indicates that even the information on fertility preferences has at least limited validity. In particular, in a paper presented by Palmore and Concepcion at the World Fertility Survey Conference, it was shown that there was a high degree of consistency between a woman's response to the question on the desire for additional children and her indication of an ideal family size below, equal, or above actual family size. In addition, responses to questions on contraceptive use were related, in the expected direction, to responses to questions on the desire for additional children. Women who indicated that they wanted no more children were more likely to report use of contraception than were women who indicated they wanted more children. This suggests at least some behavioral predictability in response to the question on the desire for additional children.

#### 4. Modification of Questionnaire during Project

Although the principle of a core questionnaire has been central to the WFS from the beginning, it has never been an entirely inflexible concept. The core questionnaire has, typically, been adapted in various ways to make it more appropriate to specific national situations. In this respect, the core questionnaire and the modules have been modified routinely. Some uniform modifications to the core questionnaire and related documents have also been made as experience has accumulated and staff have become aware of problems in the original versions. The modifications generally have been minor. The most important modification was the addition of questions on the availability of contraception. This addition was a response to recommendations by the Technical Advisory Committee. It was made after an intensive pretest had been conducted by Rodriguez, a member of the WFS staff.

WFS professional staff continue to monitor the success of their survey instruments. Additional minor modifications continue to be incorporated into later surveys. Staff seem to have some sense of more basic changes that could be made to improve the core questionnaire and modules should they be used in a second round or in future surveys not necessarily associated with the WFS. The actual modifications that have been introduced in the current series of surveys have been necessarily limited to preserve a substantial

degree of comparability across surveys. Regardless of whether additional surveys are carried out under the auspices of the WFS, it would be useful for the staff to prepare revised versions, particularly of the core questionnaire, that are based on their collective experience with the full set of surveys already taken.

In general, the Mission believes that the WFS has introduced an appropriate amount of modification during the survey. The changes have improved the questionnaires without seriously jeopardizing comparability across surveys. This is not to say that the survey instruments are now perfect or that, in the absence of the need to preserve comparability with earlier surveys, considerably more modifications could not have been made to improve the instruments. But, within the overall context of the current set of surveys, the team feels the number of modifications is acceptable.

On a related point, the Mission believes that the WFS made a wise decision in limiting the number of changes to the core questionnaire in particular country surveys. It accepts the judgment of WFS staff that insistence on the inclusion of each of the basic sections of the core questionnaire may have delayed the decision of some countries to participate, but that it was not a permanent barrier in most cases. At issue particularly is insistence on the inclusion of that part of the core questionnaire that deals with knowledge and use of contraception. Had deletion of this section been allowed, only a few other countries would have participated; nevertheless, the considerably larger number that did participate would have discarded the section, and much useful information on contraceptive usage would not have been collected. The relative inflexibility regarding use of the core questionnaire can be viewed as a strength of the WFS survey.

##### 5. Soundness of Technical Guidelines in Survey Manuals

The evaluation team has no reason to doubt the soundness of the guidelines set forth in the series of technical manuals, which were produced as part of the Basic Documentation Series of the WFS. The manuals set high, yet achievable, standards for the various aspects of the survey procedures covered. The Mission believes that these manuals will be an important resource for persons and organizations taking surveys on fertility and other topics in the future. There seems to be no doubt that the quality of data produced by future surveys will improve if the standards specified in the manuals are observed.

The Mission agrees that the manuals are generally good; however, as was apparent during discussions, the WFS staff's extensive experience in using these manuals has led to a number of suggestions for improvement. The Mission, therefore, believes it would be extremely useful to review the manuals and revise them where necessary to incorporate improvements based on experience with the current series of surveys.

### C. Data Processing and Archives

Data processing of national fertility surveys has always required a longer period of time than has been planned in the country agreements. The mean duration for editing and coding and then tabulating is six and nine months, respectively. (In fact, these stages lasted 16 and 21 months, respectively.) The reasons for the delays have been manifold. There has been a lack of skilled local staff, sufficient computer time, and adequate supervision. Often, management has been poor. Ten of the national institutions responsible for carrying out the fertility survey had no computer facilities of their own, although nine of the ten succeeded in using the facilities of other national institutions. Only the data for Fiji were processed entirely in London.

The principle laid down by the WFS from the beginning was that data processing, including tabulation and correction of sampling errors, should be conducted in the participating countries in close collaboration with WFS staff and, in the case of Latin American countries, with CELADE. With few exceptions, this principle has been maintained; however, the recording and tabulation of the survey data from Haiti, Jordan, and Lesotho were undertaken in London; the Nepal data were recorded and tabulated in Berkeley, California (data processing was later). As of July 1980, 3 countries carried out machine editing without assistance; 25 were assisted by the WFS, and 8 by CELADE. For the tabulation, 23 countries were assisted by the WFS, 7 by CELADE, and 4 by the International Statistical Programme Center. The local staff in one country tabulated their own data.

The provision of technical assistance to participating countries during the data processing phase has been complicated because a great variety of computers are in use. Although IBM computers are most commonly used, some countries use ICL, NCR, and other manufactures. The languages used and the computer memory capacities also vary considerably.

The Data Processing Division of the WFS has had to confront such problems since it began operating in 1975. The first major contribution of the division was the preparation of an Editing and Coding Manual, published in May 1976. WFS computer staff developed four programs for editing and coding data, two for tabulations and two for sampling errors and fertility rate calculation. The last two programs were invaluable, not only for processing WFS data but also for conducting future work in this field. Staff also made available eight programs obtained from other institutions for use in the participating countries. In 1978, when the amount of computer time needed for data processing in London increased, the WFS requested and received funds from the two major donors to purchase a Hewlett-Packard HP3000, Series II, Model 6, computer. This computer was installed in July 1978. It was used for an average of 20 hours per day in 1980.

Apart from the provision of technical assistance both in participating countries and in London, the Data Processing Division provides computer facilities in the London office, checks and corrects errors in clear tapes sent to the WFS by national fertility survey institutions, develops programs for

use in the different stages of data processing, and, in its data archives section, builds up and maintains a complete set of clean, standardized, and well documented files for all countries. By June 1980, the files of 10 countries were available in this form. The countries were Bangladesh, Colombia, Costa Rica, the Dominican Republic, Fiji, Guyana, Indonesia, Jamaica, Jordan, Kenya, Korea, Lesotho, Malaysia, Mexico, Nepal, Pakistan, Panama, Peru, Sri Lanka, and Thailand. Files for another 13 countries were on hand for cleaning and standardization. Most, although not all, of these countries are willing to allow their data to be released for bona fide comparative analysis.

The data processing methods recommended by the WFS to the national survey centers are sound. The non-sampling errors that occur during processing are negligible, as long as the instructions given in the Editing and Coding Manual are followed by the national survey centers. Data processing is planned as a five-stage process, i.e., office editing and coding, data entry, machine editing, variable construction, and tabulation and calculation of sampling errors. A double-check in office editing, coding, and data entry is routine. All necessary checks (e.g., control over questionnaires received from the field that use a sample listing and a list of dwelling units) are made, and editing for format, structure, range, and consistency is done.

As of July 1980, 55 scientists or institutions had requested access to data files to carry out in-depth analyses or special studies. In most cases, requests are processed within a week. Three hundred seventy tapes have been sent to various scientists or institutions.

A data-alert system has also been established, and inconsistencies and errors are detected and corrected in the master file. All scientists who hold incorrect data are informed of the corrections.

It is WFS policy not to release a country's data without the permission of the country concerned. Requests for data files are, therefore, forwarded to the country for a decision. But, if the information provided by members of the mission in Kenya is any indication, these requests are forwarded without any recommendation from WFS headquarters. Project directors in less developed countries cannot be expected to know the status and reputation of every institution and research scientist who requests data. It is desirable that some kind of advice or recommendation accompany requests for data files forwarded by WFS headquarters.

Inevitably, the workload of the Data Processing Division has increased as the number of participating countries has increased and as data processing and data analysis of country surveys have been emphasized. Indeed, if, as the Mission recommends, the archival activities of the WFS are continued--whether in London or elsewhere--on a long-term basis to serve the future needs of demographers and other research scientists in both less developed and more developed countries, new staff will be needed, and they will have to acquire experience at WFS headquarters.

#### D. Production of the First Country Report

Each country participating in the WFS is required, under the terms of an official agreement, to produce a First Country Report. This report, at minimum, must provide basic tabulations of data based on the core questionnaire. It may also include tabulations of data based on specific modules or other questions that may have been added to the core. The production of this report is regarded as an important preliminary effort in making data available as soon as possible to potential users. Although some basic tabulations may be policy-relevant, specific interests in particular topics generally require further analysis (see Chapter VII).

To facilitate production of this report, the WFS published "Guidelines for Country Report No. 1" (see Basic Documentation Series, December 1977). This publication includes an outline for the report, specifies a selected list of variables for tabulation (these are based on the core questionnaire and the fertility regulation module), describes the tabulation plan (including a list of five groups of tables), and offers suggestions for a discussion of the tables. Pro-forma tabulations are presented. The publication appears to be of considerable value in offering a standardized format for First Country Reports. It is also potentially useful to those persons with limited experience in data analysis who may be responsible for preparing the report. The usefulness of this publication undoubtedly varies by country and is difficult to assess without a country-by-country comparison of the published guidelines with each finished report and without specific knowledge of each country's inputs into the report.

It is WFS policy that a First Country Report be prepared, insofar as is possible, in the respective country, and not in London or some other city. Reportedly, this is done in most cases. The extent of WFS assistance in preparing the report has varied by country and, in some cases, has been extensive. More time than has been expected has been taken to draft and edit the report. Although it was anticipated that these first reports would be finished within a year after the completion of the fieldwork, only one country, Nepal, actually met the deadline. Considerable input by WFS staff is often required to motivate countries to move from data collection to data processing and analysis and the writing of the first report. It is the opinion of WFS staff that delays in completing the first report are not due to lack of expertise within countries, but to linguistic and editorial problems and to competing demands of other projects on people's time. Moreover, the organization that conducts the survey does not necessarily have analysts with the expertise to write the country report.

Upon completion of the report, WFS prepares a summary which is published in three languages (English, French, and Spanish) and distributed widely throughout the world (to approximately 4,000 subscribers). The complete, final report is a publication by the country, not by the WFS. Its distribution is limited to about 1,000 copies. In some cases, the lack of adequate printing facilities and of paper has contributed to delays in the publication of the reports.

VI. EXECUTION OF NATIONAL SURVEYS

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### A. Nature, Character, and Significance of WFS Assistance

In the execution of the numerous national surveys constituting the WFS, technical assistance is centrally organized in the London headquarters. Following recruitment in the participating country, different teams of WFS staff assist nationals in the various stages of the project, depending on the area of expertise needed. The surveys are conducted by the countries themselves; local persons serve as national directors and survey directors. The extent of technical assistance varies by country. Some countries have required a WFS resident or regional adviser. Even in these cases, however, there is a need for specialized assistance from WFS headquarters.

Typically, the first team makes a survey design visit. Other visits are made to provide technical assistance in sampling, field operations, data processing, and data analysis. The numerous problems that have arisen during the execution of the study have been summarized by Vaessen, Sprehe, and Yaser in their WFS conference paper, "Problems of Organizing an International Survey."<sup>1</sup> Many problems relate to the WFS's insistence on internationally comparable data and on adherence to reporting deadlines and timetables. The centralized organization of the WFS, which could provide speed, mobility, and flexibility, also creates difficulties in deployment of personnel. The authors of the paper conclude that organizational problems have largely been overcome and have not seriously affected the success of the program.

In their paper Vaessen, Sprehe, and Yaser provide a table, reproduced here as Table 13, that gives the workload of in-country visits by quarter years. It will be seen that the number of "total person-weeks of input," including resident adviser weeks and headquarters staff and consultant visits, also measured in weeks, has not declined, despite the number of countries which have now produced First Country Reports. On the basis of this table alone, quite apart from other considerations detailed elsewhere, it is impossible to believe that sufficient technical assistance can be provided to complete the current round of fertility surveys and analyze the data adequately by 1982 or 1983.

### B. Implementation of Survey Procedures

The main features of the WFS methodology were described in Chapter V. The Mission wishes to comment here on the implementation of this methodology in the participant countries. The specific issues are:

- What modifications were necessary during implementation and have they affected the validity and reliability of the data?
- Has the WFS methodology been appropriate for application in less developed countries and, in particular, did it overload the local conditions?

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<sup>1</sup> Op. cit.

Table 13. Work-Load of In-Country Visits by Quarter Year, Resident Advisor Work-Load, Person-Weeks of Input per Country Quarter, and number of Visits per Country Quarter.\*

	1974				1975				1976				1977				1978				1979		1979/80	
	Jan Mar	Apr Jun	Jul Sep	Oct Dec	Jan Mar	Apr Jun	Jul Sep	Oct Dec	Jan Mar	Apr Jun	Jul Sep	Oct Dec	Jan Mar	Apr Jun	Jul Sep	Oct Dec	Jan Mar	Apr Jun	Jul Sep	Oct Dec	Jan Mar	Apr Jun	Jul Sep	Oct/79 Sep/80
A. Number of Country Quarters	3.2	5.4	7.3	10.2	11.0	13.2	17.0	19.9	21.5	22.0	25.0	28.4	31.2	33.8	34.3	34.0	35.0	36.0	36.0	36.0	38.0	38.0	40.0	**
B. Person Weeks of Visits Headquarters Staff	21	38	29	41	55	75	55	91	61	87	62	45	69	68	123	100	107	103	66	60	77	87	98	129
Consultants	0	0	0	0	6	6	15	9	9	22	17	6	13	22	4	2	3	0	0	13	9	0	0	0
WFS Caribbean Coordinator	0	0	0	0	13	13	10	3	5	5	5	6	6	3	5	5	12	5	11	20	12	6	5	0
TOTAL	21	38	29	41	74	94	80	102	75	114	84	57	88	93	132	107	122	108	77	93	98	93	93	128
C. Resident Advisor Weeks	0	0	0	0	26	24	14	14	13	5	25	18	28	27	39	39	41	40	31	22	39	26	52	61
D. Total Person Weeks of Input (B + C)	21	38	29	41	100	118	94	116	88	119	109	75	116	120	171	146	163	148	108	115	137	119	145	189
E. Person-weeks of Input per Country Quarter (D/A)	6.6	7.0	4.0	4.0	9.1	8.9	5.5	5.8	4.1	5.4	4.2	2.6	3.7	3.6	5.0	4.3	4.7	4.1	3.0	3.2	3.6	3.1	3.6	4.3
F. Person-Weeks of Visits Per Country Quarter (B/A)	6.6	7.0	4.0	4.1	6.7	7.1	4.7	5.1	3.5	5.2	3.2	2.0	2.9	2.0	3.9	3.1	3.5	3.0	2.1	2.6	2.6	2.4	2.3	2.9
G. Number of District Person Visits by HQ per Country Quarter	2.2	3.9	2.3	2.0	2.8	3.2	2.2	3.0	1.9	2.1	1.3	0.9	1.3	1.2	1.3	1.5	1.2	1.1	0.9	1.2	1.2	1.1	***	***

\* This Table only contains the in-country work load and therefore does not consider time spent on specific countries at headquarters or in a third country. It also does not specify the visit-work load undertaken by U.N. Liaison Officers. Resident Advisor weeks have not been considered as visit weeks.

\*\* Projected figures quarterly average.

\*\*\* Not Available.

Source: M.Vaessen, J.T.Sprehe, and Y.Yaser, op.cit., pg.27.

- What problems arose in applying WFS procedures and have these problems been adequately documented?
- How well were the procedures implemented and could they have been better applied?

## 1. Modifications of WFS Procedures

Considerable effort was made to develop a distinctive WFS methodology, including a core questionnaire, but it was WFS policy to apply the methodology in as flexible a manner as possible. It was recognized that because of differences in the needs, preferences, and circumstances in the participating countries, various substantive and organizational changes would be necessary to adopt the methodology in individual surveys. The Mission believes that WFS staff were sufficiently pragmatic in this respect, without unnecessarily compromising the standards that formed the basis of the WFS methodology.

For all participant countries, WFS insisted on the inclusion of each section of the core questionnaire. Nevertheless, there was some flexibility. Some adaptation within these sections and changes in the ordering of the sections were allowed. Considerably more leeway was permitted in modifying the modules. Moreover, participant countries were permitted to add questions of their own which were neither part of the core questionnaire nor of the modules, provided that the main purpose of the survey remained paramount.

Some modifications in field procedures and subsequent survey operations were also permitted. In general, however, the basic principles underlying the standards incorporated into the WFS methodology were not compromised, and it appears that WFS staff were, by and large, successful in convincing the participant countries to implement the surveys according to WFS specifications.

It is not possible to make a definitive assessment of the extent to which local modification of WFS procedures and questionnaires affected the validity and reliability of data. This will become clearer as more evaluative and comparative analyses are completed. In the majority of instances, however, it is the Mission's impression that modifications introduced in the WFS methodology were not substantial enough to have a major influence on the quality of the data and, indeed, were quite sensible in view of local circumstances. Several examples of modifications that had a negative impact on the survey results can be cited. In one country, at the insistence of local participants, questions on remarriage, which were considered to be embarrassing, were eliminated from the section on marriage history because of a tradition that forbade remarriage of widows. During the actual survey and during analysis, it became apparent that there was indeed some remarriage in the country concerned, and the accuracy of data on nuptiality was adversely affected. In another example, again in response to the suggestions of participants in the country, the section on knowledge and use of contraception was modified so that only the open-ended question on knowledge was asked. The usual questions on the contraceptive methods used were deleted. This decision not only affected the amount of contraceptive knowledge reported, but even more important, it had implications for the level of contraceptive use, since only women who indicated they knew a method were asked whether they had ever used it. The Mission, however,

regards these cases as isolated examples and, in general, believes that most of the modifications to the WFS methodology that were made during survey implementation had little adverse effect on the quality of the data and, indeed, probably were of considerable benefit.

## 2. Appropriateness of WFS Methodology for Less Developed Countries

In general, the evaluation team believes that the WFS methodology has been appropriate for application in less developed countries. Although it seems clear that the high standards set by the WFS often taxed local ability to implement the methodology, the Mission believes that this has been more beneficial than disadvantageous. Discussions with WFS headquarters staff and the observations made during the Mission's country visits indicated that in almost all the participating countries, efforts to meet the required standards resulted in greater preparation for the survey than had originally been anticipated by the local nationals involved. It was apparent in virtually all countries in which previous surveys had been carried out that less stringent standards had been demanded previously, and that participants were therefore somewhat surprised by the WFS requirements. WFS headquarters staff believe that in virtually all cases the nationals involved learned to respect the standards that were set and to appreciate the type of work required to conduct a high-quality survey.

Two aspects of the WFS were judged by headquarters staff to be most likely to overload or tax to a maximum the local conditions: data processing and extensive training of supervisors and interviewers. The latter lasted longer and was more intensive than similar activity had been in the past. Data processing, in all its stages, from office editing, coding, and punching to machine editing, correction, and tabulation, lasted an average of two years. Only 10 months had been planned. As for field operations, WFS staff believe that the advocated procedures were, in most cases, effectively transmitted to the field and that operations were completed virtually on schedule.

## 3. Problems in Applying the WFS Methodology

A host of problems are certainly likely to be encountered when undertaking any survey, be it in a more developed country or a less developed country. The WFS is no exception. Given the large number of surveys undertaken under its auspices, the problems which have emerged have been myriad indeed. It is impossible for the Mission to attempt to enumerate all the various problems encountered by WFS survey staff. The team has therefore chosen to focus on the extent to which these problems have been documented and to determine whether this documentation appears to be potentially useful in guiding future surveys. In brief, the evaluation team found that considerable documentation does exist and that it has substantial potential for benefiting future surveys, whether or not these are done under the auspices of the WFS.

The WFS has attempted to document in three ways problems which arose during the implementation of the surveys in the participating countries.

- One, it used extensive trip reports by WFS headquarters staff to report problems and progress observed during each country visit. Since the frequent visits which were made to the various countries coincided with virtually every stage of the survey, these trip reports were useful, frank documentations of a variety of problems in each specific country; but, because they were confidential, they were not available for general scrutiny. For WFS staff members who had access to them, they were useful in identifying and summarizing problems with the WFS survey and in helping to interpret results from data analysis. The reports were examined systematically by several members of the WFS staff who enumerated the various problems. Moreover, the reports undoubtedly formed the basis of several public documents that describe problems associated with specific surveys or that summarize problems with the WFS surveys in general.
  
- Two, an attempt was made to monitor the technical aspects of the WFS survey and to document completely the problems that arose by using a detailed checklist. The checklist was given to the survey director in the hope that he would record problems at different stages of the survey. Approximately 15 of these technical monitoring reports have been completed by the survey director, generally in collaboration with the country coordinators. This experiment has not, however, been particularly successful, since the 15 reports that have been submitted provide little more than factual data. Those that do include comments on problems are generally not critical.
  
- Three, assessments of selected surveys have been published. So far, assessments have been published for Fiji and the Dominican Republic in the Occasional Papers Series. They appear to be both frank and detailed. They should make illuminating and helpful reading for anyone planning a survey in the future. They often include not only descriptions of problems and mistakes, but also point out how these problems could have been avoided, even though solutions were not adopted during the actual survey. Although publication of several more of these critical assessments for other countries, in particular, for countries in Africa and the Middle East, would be useful, there seems to be no need to publish an assessment for all the surveys, or even for a majority of the surveys, given the contribution they would make to efforts to initiate surveys in the future in other countries. The two assessments that have been published serve this purpose well. Of course, similar assessments should be encouraged for use at the national level in each country, but they need not be published as part of the WFS survey. Mention should also be made of

the very useful summary papers prepared by WFS staff for the methodology sessions of the WFS Conference. These papers go a long way in documenting problems and solutions encountered in the WFS.

Not all the efforts of the WFS to document survey problems have been completely successful, but it seems clear to the Mission that the amount of documentation produced is unparalleled and that a substantial contribution has been made toward improving future surveys in less developed countries.

#### 4. Improving the Application of Procedures

Could the procedures have been applied better? The answer is: Of course! No operation is perfect. The Mission believes the WFS has done an extremely competent job in helping to conduct surveys in a large number of participating countries. The methodology that has been developed is a substantial improvement on the procedures typically used in the past in most of the less developed countries, and the WFS has been able to implement that methodology successfully. During the project, a large number of lessons was learned. The Mission urges that high priority be given to an effort to make these lessons known in as many countries as possible.

## VII. ANALYSIS

## VII. ANALYSIS

The First Country Reports (see Chapter V) provide in a standardized format preliminary tabulations of country data. More detailed analyses are needed to assess the quality of the data and to understand more thoroughly the demographic phenomenon under consideration. The types of analyses that have been done or that are now underway may be divided into four categories: evaluative, illustrative, second-stage, and comparative. Each of these categories is addressed separately in this chapter.

### A. Evaluative Analysis

The WFS headquarters is actively engaged in conducting and promoting studies and analyses for evaluating the quality of data from WFS surveys. This effort involves two types of studies. The first, reliability studies, identifies subsamples or the original sample for re-interviews and compares the responses. Some of these studies include a third "reconciliation" interview. The special field studies that involve post-enumeration surveys and the response error project fall into this category. The second type of study requires the evaluation of results using analytical techniques applied to data collected in the original survey, including comparisons of information collected through the household questionnaire with information collected through the individual questionnaire. Also in the second approach, the plausibility of the results obtained in the WFS survey are checked against demographic axioms and substantive models, as well as results from external sources, especially censuses and other surveys.

Considerable progress has been made in using these approaches to evaluate WFS data. Re-interview surveys of one kind or another have been conducted in 12 countries: Lesotho, North Sudan, Tunisia, Bangladesh, Fiji, Indonesia, Philippines, Pakistan, Haiti, Dominican Republic, Peru, and Turkey. Detailed results of the studies for Indonesia and Fiji have been published, and the results from a number of others have been used in a paper on the reliability of WFS data, which was presented at the World Fertility Survey Conference, and in a useful assessment of the quality of WFS data, a summary of which was published in the Comparative Studies Series (No. 16). Serious problems have occurred while conducting several of these studies. In Pakistan, for example, after loss of a substantial number of questionnaires, the project on data reliability was, apparently, abandoned. In at least one other case, the altered wording of the questionnaires in the re-interview schedule posed serious problems for those who had to interpret the results. In general, however, these special studies seem to have been carried out quite well, and they are proving to be useful in interpreting survey data more realistically.

The WFS has initiated a continuing program for evaluating the data from each country survey. Data are evaluated as soon as possible after publication of the First Country Report. By mid-1980, five detailed, country-specific evaluations had been published for Nepal, Fiji, Bangladesh, Colombia, and the Dominican Republic. In addition, a series of data evaluation workshops, two of which have already been held, is being organized by WFS staff in London. The objectives are to expedite data evaluation and to train researchers from

participating countries in analytical techniques. Participants from four Latin American countries attended the first workshop, held in 1979. In Spring 1980, a similar workshop was held for participants from Asian countries.

In some respects, data evaluation is more important than tests of reliability. Unlike reliability studies, data evaluation analysis can be done entirely with existing data from the original survey (though perhaps outside publications might also be used for comparisons with other sources), and it is possible to do this type of study for every participating country. The introduction of this analytical activity as a top priority is regarded by the evaluation team as good strategy. (It appears that the WFS has given the activity top priority.) In previous surveys, data for many LDCs often were not evaluated systematically. Thus, the WFS is setting a precedent. Even more important, the analyses will be extremely useful in interpreting WFS results within a country.

The evaluative analyses reveal a variety of problems with the data collected in the WFS, but they also indicate that, with respect to the measurement of fertility, coverage of vital events in the individual surveys has, in most cases, been rather good. Surprisingly, in a number of surveys the data on infant and child mortality appear to be reasonably sound. One important finding is that carefully conducted household surveys appear to be able to achieve a fairly complete coverage of cumulative fertility and estimates of current fertility that do not differ markedly from those obtained by a more detailed collection of birth histories. For a number of the countries whose data have been subjected to detailed analysis, it appears that reasonable data can be obtained on recent trends in fertility by taking detailed birth histories of women. This has been found to be true for about one-half of the countries for which an evaluative analysis has been done. In those countries where there is evidence of serious omission of births and displacement of deaths, births, and dates of marriage, the errors appear to be concentrated among older women. Thus, even in some of these cases, fairly reasonable estimates of levels and trends in age of marriage, fertility, and even infant mortality are possible because younger women are included in the sample.

## B. Illustrative Analysis

A series of illustrative analyses was proposed by the Programme Steering Committee in response to the need in many LDCs for assistance and detailed guidance in analyzing data beyond the steps taken in the First Country Report. The main purpose of such analyses is to show, by example, how certain demographic and statistical techniques can be applied to the analysis of WFS data to encourage other researchers in other countries to undertake similar work. Topics of high priority that will be included in this series (entitled Scientific Reports) were determined by the Ad Hoc Advisory Committee on Illustrative Analysis, which first met in 1978, and then again in 1979 and 1980. The 12 topics that were selected and the countries that will be studied are as follows:<sup>1</sup>

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<sup>1</sup> The investigators and objectives of each study are listed in Chidambaram, WFS/TECH. 1408, April 29, 1980, pp. 5-8.

- "Fertility Levels and Trends Estimated from Birth History Data"; Country: Sri Lanka; under revision.
- John N. Hobcraft, "Evaluating Fertility Levels and Trends in Colombia," Scientific Report No. 15, May 1980.\*
- Germán Rodríguez and John N. Hobcraft, "Life Table Analysis of Birth Intervals in Colombia," Scientific Report No. 16, May 1980.\*
- James Trussell, "Age at First Marriage in Sri Lanka and Thailand," Scientific Report No. 13, May 1980.\*
- "Marriage Dissolution and Remarriage in Sri Lanka and Thailand"; under revision.
- Charles F. Westoff, James McCarthy, Noren Goldman, and Felix Mascarín, "Contraceptive Sterilization and Births Averted in Panama," Scientific Report No. 4, August 1979.\*
- J.G. Cleland, R.A.J. Little, and P. Pitaktesombati, "Socio-economic Determinants of Contraceptive Use in Thailand," Scientific Report No. 5, August 1979.
- "Breast-feeding and Its Impact on Fertility"; Country: Nepal; in preparation.
- Thomas W. Pullum, "Fertility Preferences in Sri Lanka," Scientific Report No. 9, March 1980.\*
- "Family Structure and Fertility"; Country: Sri Lanka; under revision.
- "Socio-economic Determinants of Cumulative Fertility"; Country: Sri Lanka; in press.
- Jorge L. Somoza, "Infant and Child Mortality in Colombia," Scientific Report No. 10, May 1980.\*

To date, seven reports have been completed. For most of the analyses, data from Colombia, Sri Lanka, and Thailand were used. WFS's rationale for this was:

1. At the time there was a limited pool of countries to choose from.
2. Some regional balance was desirable.
3. More than one illustration for the countries selected was desired.

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\* Denotes completion and publication.

4. Countries in which there were some notable demographic differentials, as revealed by the First Country Reports, were desired.

Panama and Nepal were added because of the high prevalence of sterilization and breastfeeding. The reports were written by WFS central staff and by persons from various universities in developed and developing countries.

The evaluation team had access only to the seven published reports. These are, in its opinion, examples of high quality demographic research. They are excellent illustrations of the methodological techniques for data evaluation and analysis. The level of methodological sophistication needed to follow the analysis varies within the series but, overall, the illustrations seem to be more useful as a teaching aid (e.g., at workshops) than as a self-learning guide. Moreover, for some of the analyses, the substantive yield is disappointing. In the analyses of contraceptive sterilization and fertility preferences, the investigators themselves reflected on the weak explanatory power of the variables under consideration. It is questionable whether such illustrations will in fact generate interest among researchers in LDCs in duplicating the studies in their countries. Seven reports were only published recently and not all the papers have been completed. It is too early, therefore, to make a judgment. The Ad Hoc Advisory Committee on Illustrative Analysis has disbanded, and there are no immediate plans to continue the series.

#### C. Second-Stage Analysis

The First Country Reports provide marginal and basic cross-tabulations of a selected set of variables included in the national WFS survey. This permits an early reading of the data for planning purposes, but contributes little to the understanding of the complexity of the various relationships. More detailed in-depth analyses that focus on specific variables and introduce multiple controls or sophisticated methodological approaches are needed. Additional analyses of this type have been designated by WFS as "second-stage" analyses. Though they are not obligatory, they are considered to be of critical importance in increasing the yield of data from the surveys.

Encouraged by WFS staff and supported by the funding agencies, countries have informally committed themselves to such types of national analyses. This commitment, however, is not always translated into action, as Chidambaram has noted:

In many countries, the senior survey staff are entrusted with other responsibilities even before the completion of the Country Report, leaving no one specifically responsible for the organization and implementation of the analysis.

The organisation which is responsible for the collection of the data may not necessarily have the capacity or even interest in further analysis. There is therefore the need to bring in

the collaboration of other research organisations, government departments, universities, etc., and this is not an easy task in many countries.

The actual selection of topics and techniques of analysis is not something that can be standardised. The topics for further analysis should be related to the needs of the country, while the methods that can be used will be decided, to a large extent, by the quality and nature of the data collected.

Finally WFS policy requires that the analysis, as far as possible, should be carried out in the country by local research workers. The objectives of WFS are not only to assist the countries in carrying out the surveys, but also to enhance the national capability in survey taking.<sup>1</sup>

WFS is trying to promote second-stage analysis through publications, national meetings, regional coordinators, and workshops. In addition, it provides funds and serves as a broker for obtaining funds for project proposals.

An attempt was made to prepare a set of guidelines for second-stage analysis, but it failed. The 300-page document that was prepared was judged not to be useful enough to finalize. In its place, a brief, general strategy paper was published in the initial series, "Strategies for the Analysis of WFS Data," which included some suggestions for topics for analysis in the individual country. The utility of even this document for the inexperienced analyst is questionable. Moreover, the different interests of potential analysts make it difficult, if not impossible, to provide a meaningful general guide to second-stage analysis. Indeed, this was the rationale for adopting the strategy for evaluative and illustrative analyses. The contribution of these analyses has been primarily methodological.

The Technical Bulletin Series was initiated "to provide a detailed exposition of certain known or sometimes innovative methods of analysis of the data and to illustrate their applicability using real data from WFS."<sup>2</sup> Eleven reports in this series were planned; to date, eight have been published (these are denoted by the asterisk) as "Technical Bulletins":<sup>3</sup>

- Sir Maurice Kendall, "Some Notes on Statistical Problems Likely to Arise in the Analysis of WFS Surveys," No. 1/TECH. 441, October 1976.\*

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<sup>1</sup> WSF/TECH. 1408, pp. 2-3.

<sup>2</sup> Ibid., p. 4.

<sup>3</sup> To this list could be added other studies financed under the program as second-stage analyses (see Table 12 in Chapter IV).

- Sir Maurice Kendall and Colm O'Muircheartaigh, "Path Analysis and Model Building," No. 2/TECH. 414, March 1977.\*
- T. W. Pullum, "Standardisation," No. 3/TECH. 597, November 1978.\*
- V.K. Verma, "Basic Fertility Measures from Retrospective Birth Histories," No. 4/TECH. 1407, May 1980.\*
- Roderick J. A. Little, "Generalized Linear Models for Cross-Classified Data from the WFS," No. 5/TECH. 834, October 1978.\*
- William Brass, "Screening Procedures for Detecting Errors in Maternity History Data"; under revision.
- J. Potter, "Evaluation of the Data from Fiji Fertility Survey"; in preparation.
- D. Smith, "Life Table Analysis," No. 6/TECH. 1365, April 1980.\*
- Vijay Verma, "Estimation and Presentation of Sampling Errors"; under review.
- G. Rodríguez and J. Trussell, "Maximum Likelihood Estimation of the Parameters of Coale's Model Nuptiality Schedule from Survey Data," No. 7/TECH. 1261, May 1980.\*
- Roderick J. A. Little, "Linear Models for WFS Data," No. 9/TECH. 1282, June 1980.\*

The methodological contributions of WFS publications generally have been outstanding. This is a reflection of the input of the statisticians and demographers who have played a key role in the development and implementation of the surveys. A repeated concern at the WFS Conference in London, and a theme reflected in some of the WFS publications as well, is that WFS data contribute relatively little toward an understanding of the determinants of fertility. In part, this may be because restricted sets of variables are included in the study and the objective is to obtain good measures of levels and patterns of fertility. It appears that social scientists who are not demographers have contributed little to the design of the core interview and modules. Particularly notable is the minimal input of experts in the area of women in development. The poor construction of the female work status variable, given its seeming importance as a determinant of fertility, is a case in point. Indeed, the growing recognition that women's status is an important determinant of fertility is not adequately reflected in the core questionnaire. Nor does any module specifically address this issue.

The limited conceptual output of the WFS may be one result of the lack of intensive analysis not only of the data collected but of other data that may be related to it. The potential contribution of descriptive analyses of topics on which there was little information in the past or for which poor quality data (e.g., infant mortality) were available should, in the team's view, not be down-played. As one WFS conference participant noted, we need to know what it is we want to explain.

The national meetings that follow the publication of the First Country Report have as one objective the stimulation of interest in second-stage analysis. (See Chapter IX.) As of July 1980, 10 meetings had been held, but it seems that few acceptable proposals were generated during or after these meetings. There may be need for intensive follow-up after these meetings to encourage submission of new proposals or revision of inadequately developed proposals that were submitted. The Mission doubts, however, that the payoffs will be sufficient to justify the high cost of an intensive follow-up effort.

One of the tasks of the U.N. regional coordinators is to encourage in-country second-stage analysis by finding appropriate persons to write proposals and by working with them to develop ideas for research. There are at present two coordinators, one at CELADE (Latin America) and one at ESCAP (Asia). There is consensus among WFS staff that the CELADE arrangement is more effective than the ESCAP arrangement. This may be because the CELADE coordinator is a former member of the WFS staff and is more knowledgeable about WFS data and potential analyses. In addition, CELADE is an established research organization with a long tradition in population studies. It can provide two types of technical support: research facilities and colleagues with whom to discuss research and analysis. In contrast, the coordinator at ESCAP is relatively isolated and he apparently receives little feedback from his colleagues, most of whom are not directly involved in research. The country visits by the evaluation team support the contention that in Nepal and the Philippines, the ESCAP regional coordinator played a minimal role in generating proposals for second-stage analysis. In Nepal no acceptable proposals had been submitted as of August 1980, despite a two-week visit by the regional coordinator. Local researchers in the Philippines have indicated that they have submitted proposals for further analysis independent of the coordinator's efforts.

Another mode for encouraging second-stage analysis is workshops. This is discussed at some length in Chapter VIII in the context of building national capabilities. It may be noted here that regional workshops, especially those that require participants to complete an analytical report based on WFS data, show considerable promise for generating second-stage analyses. Two members of the Mission had an opportunity to meet the participants in an ESCAP workshop on multivariate analysis of WFS data which was held in Bangkok. All the participants indicated they had worked hard and learned a great deal. In and of itself, the regional workshop approach is insufficient in encouraging second-stage analysis, and it is costly, given the number of participants involved. As was observed in the Philippines, another strategy is to hold in-country workshops or seminars. This approach can have widespread application. In the Philippines, an external expert presented a series of seminars on the analysis of WFS data. Persons in various sectors of the government were able to attend the seminars without having to be away from their jobs for more than a few hours a week. This approach is relatively inexpensive and may involve internal experts familiar with WFS data as well.

#### D. Comparative Analysis

A major objective of the WFS is to gather internationally comparable data. This is the basic rationale for insisting that a core questionnaire be used

in all participating countries. Standardized data sets for about 50 LDCs and 20 MDCs provide unprecedented opportunities to undertake comparisons of demographic variables among countries.

How one proceeds methodologically with countries as an additional unit for analysis depends upon one's definition of comparative analysis. This has been discussed in a considerable body of literature. Hobcraft, in a paper presented at the Wembley WFS Conference, discussed some alternative strategies in the context of WFS data.<sup>1</sup> To date, most analysis of WFS data has been concerned with the comparison of relationships measured at the individual level for different countries. The many multi-country comparisons presented at the Wembley Conference were of this type. A notable exception is the work by Hermalin and Mason, which relates macro-level country variables to net regression coefficients for certain micro-level relationships, specifically, education and fertility. The evaluation team encourages more multi-level analyses to explain differences among countries.

It should be noted that WFS data have limited use in comparative analysis.

- o Analysis is, first, limited by the theoretical framework that guides the whole survey. In terms of a "modernization" framework, the background factors included in the WFS were proposed as strategical. Their purpose was to explain the variation either in levels of fertility or patterns of human fertility behavior. These so-called explanatory variables included in the core questionnaire and in the economic and community models were few in number, uniform, and specific. As Caldwell stressed in his paper: "Standard socioeconomic variables do not mean the same thing in terms of socio-economic status in different parts of the world: the possession of a bicycle indicates wealth in some African countries and poverty in some Latin American ones."<sup>2</sup> Moreover, WFS analysis has indicated that some differences in fertility behavior are not explained well by the kind of social structural variables associated with the "theory of demographic transition" (e.g., urbanization, industrialization, and nucleation of the family). This poses a crucial problem: how to proceed in the comparative analysis if other theoretical frameworks focus on other sets of variables. Freedman<sup>3</sup> and others are now advocating that data external to the WFS be used to bridge the gap. Few countries have included the economic and community modules; of the 36 surveys in developing countries for which fieldwork has been completed, only 10 and 13, respectively, included the modules.

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<sup>1</sup> J. Hobcraft, "Strategies for Comparative Analysis of WFS Data," WFS Conference, Methodology Session No. 9, July 1980.

<sup>2</sup> J.C. Caldwell, "The World Fertility Survey Problems and Possibilities," Occasional Papers, No. 2, November 1973.

<sup>3</sup> R. Freedman, "Issues in the Comparative Analysis of World Fertility Survey Data," Papers of the East-West Population Institute, No. 62, July 1969.

- The second limitation is the comparability of questions on background factors. There are, for example, variations on the definitions for urban and rural areas. Similar levels of education are presented as though they have the same meaning in different countries. In-depth studies in the countries should shed some light on the subject.
- The third limitation is the small number of countries included in comparative analysis. The non-comparability of concepts, definitions, questions, and data, as well as missing data from some countries, may reduce to a few the number of comparable countries. The lack of a theoretical framework and the likelihood that the number of relevant determinants of any kind of social behavior will be large confound the problem.
- In MDCs comparative analysis is limited by the lack of standardized questionnaires.

Despite these limitations, the evaluation team thoroughly endorses continued commitment to comparative analysis, especially for countries for which considerable second-stage analysis has been done.

Multiple arrangements have been made for the comparative analysis of WFS data. Among the organizations that have assisted with comparative analysis are the WFS, the United Nations (the Population Division, WHO, and UNESCO), the National Academy of Sciences (NAS), the International Union for the Scientific Study of Population (IUSSP), and several American universities. The activities of each to date are briefly described below.

The WFS began to prepare a series of Cross National Summaries. This series will provide an international, comparative inventory of the most important demographic parameters. It will cover data from approximately 19 countries which have published a First Country Report and it will be periodically updated as additional data become available. Four such summaries have been published (these are marked with an asterisk). The first set of topics selected is:

- "Characteristics of Surveys" (in press).
- "Comparability of Questionnaires" (in press).
- "Comparability of First Country Report Tabulations" (in press).
- "Background Characteristics" (in press).
- "Date Reporting."
- "Demographic Characteristics of HH Populations" (in press).
- "Age at First Marriage" (in press).
- Martin Vaessen, "Knowledge of Contraceptive Methods," Comparative Studies, No. 8, May 1980.\*

- "Contraceptive Practice" (in press).
- "Urban-Rural Differences in Contraceptive Use" (in press).
- "Current Fertility."
- Maryson Hodgson and Jane Gibbs, "Children Ever Born," Comparative Studies, No. 12, May 1980.\*
- "Breastfeeding."
- "Family Size Preferences."
- John B. Casterline and James Trussell, "Age at First Birth," Comparative Studies, No. 15, May 1980.\*
- V.C. Chidambaram, J.G. Cleland, and Vijay Verma, "Some Aspects of WFS Data Quality: A Preliminary Assessment," Comparative Studies, No. 16, May 1980.\*

The WFS has established a Comparative Analysis Section in the Analysis Division to carry out comparative research that especially emphasizes methodological aspects.

The U.N. Population Division has formed a U.N. Working Group with the goal of ensuring full use of WFS data to determine what factors are responsible for stability and change in the reproductive behavior of populations in participating countries. A Minimum Research Programme, to be conducted by the Regional Economic Commissions and other U.N. agencies such as ILO, UNESCO, and WHO, has been approved. Topics relevant to work in the field of population will be emphasized. Comparative analysis by the U.N. Population Division will be primarily experimental, using the standardized data tapes now available. This type of analysis should elucidate methodological and substantive questions and facilitate the pursuit of second-stage comparative analysis based on these questions.

The Committee on Population and Demography of the National Academy of Sciences has been conducting intensive studies of fertility and mortality levels and trends in many LDCs. It currently is involved in an AID-funded project, the "Study of Determinants of Fertility Change." The WFS is a major source of comparative data for this project.

The IUSSP has formed a Committee on Comparative Analysis of Fertility, based on WFS data. This committee sponsored its first seminar, Analysis of Maternity Histories, in April 1980 in collaboration with the London School of Hygiene and Tropical Medicine. Two dozen papers were presented at the seminar. They covered many of the methodological aspects of analyzing maternity histories. Some countries that participated in the WFS were used as illustrative examples of the feasibility and limitations of this kind of information.

Four American universities have been using or propose to use WFS data for comparative analyses. These are Chicago, Michigan, Pennsylvania, and

Princeton. A notable feature of the Princeton project is a plan to send researchers from the countries whose data are being used to Princeton to collaborate on work there. The active role of a select group of American universities is a sensitive issue, since not all university researchers in or outside the United States have direct contact with WFS headquarters and ready access to WFS data.

VIII. BUILDING THE NATIONAL CAPABILITY

## VIII. BUILDING THE NATIONAL CAPABILITY

Assessing the extent to which the WFS has contributed to building national capabilities in survey-taking, data processing, and analysis is a particularly difficult task, because of the wide variety of areas in which WFS activities can be potentially beneficial and because of the variety of experiences in each participating country. The Mission must base many of its judgments on the six visits it made. It has little way of knowing how applicable its findings on these six countries are to the large number of other countries which have participated in the survey. Where possible, it has supplemented observations with information acquired during discussions with personnel at WFS headquarters and with persons involved in the WFS/ESCAP-sponsored workshop, held in Bangkok in 1979, and in the follow-up conducted in 1980.

### A. Contribution to Survey-Taking Capability

The WFS has contributed to the improvement of the survey-taking capability of the participant countries primarily by successfully demonstrating that a methodology for surveys that incorporates high standards can be followed successfully. The extent to which this appears to be having a lasting effect varies among the countries visited, although in all cases at least some longer-term benefit appears to be evident. In some instances, executing agencies with substantial prior experience have shown few signs of having derived long-term benefits from the experience with the WFS. This is not because they already knew how best to take surveys but because they had established procedures which, in many respects, were inefficient or less than optimal and had become entrenched. Hence, they were resistant to change. WFS headquarters staff indicate that this is generally the case, although there is, undoubtedly, a number of exceptions. In the Mission's experience, the contrast between Nepal and the Philippines most clearly illustrates this point. In Nepal, where the executing agency had little prior experience with surveys, the WFS methodology appears to have been accepted. The Mission was told that it would, by and large, be followed in future surveys, insofar as time and resources permit, and that some aspects of the methodology had already been incorporated into an ongoing survey that overlaps to some extent the WFS. In contrast, in the Philippines, where the executing agency had considerable experience with surveys, it appears that many aspects of the WFS methodology will not be incorporated in subsequent surveys. This seems in part to be due to resource constraints and in part to an apparent lack of conviction of the necessity of following the demanding procedures of the WFS methodology. Comparisons of results of the Philippines WFS to the results of earlier surveys suggest that there was indeed a payoff when the better-quality survey-taking procedures of the WFS were followed. Jordan is another example of a country that has minimal experience in survey-taking. But the potential longer-term impact that the WFS will have seems to be substantial.

In discussing how the WFS contributes to the survey-taking capacity of participating countries, it is useful to divide the potential contribution into three separate components: the contribution to building leadership for survey-taking; the contribution to building a corps of middle- and lower-level personnel; and the contribution to the survey capabilities of indirectly involved agencies through dissemination of WFS material.

## 1. Contribution to Survey-Taking Leadership

In most of the countries visited, the team found that the survey directors, or the persons at the top level of survey direction, felt they had learned something by participating in the WFS program. In several cases it was clear that they fully appreciated the WFS methodology and were applying it or had applied it in subsequent or overlapping surveys. In the Philippines, coordinating committees were substituted for the survey director, and this seems to have detracted from the potential contribution of the WFS experience in building up survey-taking leadership. Nevertheless, it was clear that those at the highest level who were responsible for the survey appreciated the WFS methodology. In Nepal, Jordan, and the Dominican Republic the survey directors not only effectively absorbed the WFS experience, but they also made good use of their skills in other efforts. In Kenya, the survey director effectively absorbed the WFS experience, but was promoted to a post where he is less likely to be directly involved in future survey efforts. In Mexico, the survey director was out of the country when the team visited. He is pursuing graduate studies in the United States. In a conversation at the WFS Conference he indicated that he will be using the Mexican WFS data for his dissertation. This suggests that the WFS experience will make a lasting contribution to efforts to build up the survey-taking leadership in that country.

The team's positive evaluation of this particular contribution of the WFS program is tempered by the realization that survey-taking is the responsibility of a few individuals who, in some cases, may be transferred to other positions for which the skills they have acquired by participating in the WFS will be irrelevant or to which the skills will have little application. In other cases, this leadership may leave the country. Thus, the contribution of WFS to the continued ability of the leadership to conduct and direct such surveys is somewhat weak. This, of course, is beyond the control of the WFS itself since it is an inherent problem in many less developed countries.

## 2. Building a Corps of Middle- and Lower-level Survey Personnel

In all participating countries a large number of local personnel were involved in the survey process, including senior supervisors, interviewers, and coders. Sometimes personnel, particularly at the more senior level, were drawn from staff already working in the executing agency. In those cases the potential of the WFS for having a lasting benefit within the organization was maximized. Often, however, personnel at the lower level, particularly field supervisors, interviewers, and coders, were not members of the agency. Not infrequently, some coders were recruited from the corps of field supervisors and interviewers. The number of lower-level personnel which the agency retained after the survey was completed varied. In most cases, some of the personnel, and particularly the coders, were retained. The ability to retain or re-employ interviewers depended on whether or not additional surveys or censuses were taken after the fertility survey. In several of the countries

visited, further use was made of interviewers in subsequent surveys. However, in one country, where interviewers were re-employed, the opinion was that this had disadvantages. It was said that some of the experienced interviewers had learned various "tricks" (e.g., how to extend the amount of time they spent in the field to increase their pay or to get through an interview rapidly) and that they were bad examples for the new interviewers who had been recruited.

The extent to which interviewers and coders were used by other institutions involved in survey work varied among the countries visited. In several countries lists of interviewers were circulated to relevant agencies and some of the personnel used in the WFS were employed by other institutions. In brief, the missions felt that participation in the WFS contributed to the survey-taking ability of participating countries because it helped build a corps of supporting staff who potentially are a lasting asset to the country. Their continued employment in survey and census work was moderate in some instances, substantial in others.

### 3. Contribution to Survey-Taking Capacity of Organizations Other Than the Executing Agency

As was noted, organizations other than those directly participating in the WFS also benefited from the build-up of supportive survey staff, some of whom were available for employment at the end of the survey. The WFS also contributed to the survey-taking capability of organizations not directly involved in the WFS by circulating survey material (e.g., questionnaires and manuals), especially material translated into local languages. Unfortunately, it was difficult for the Mission to determine how much material had been circulated in the countries visited, largely because of time constraints, although some examples were specifically mentioned. The Mission believes that this material, especially when translated into local languages, is an important potential resource for participating countries, and it is its hope that efforts will be made to make this material as widely available as possible within the countries. The Mission also recognizes that responsibility for dissemination is largely a national matter, and not the responsibility of WFS headquarters.

### B. Contribution to Data Processing Capability

The contribution of the WFS toward building national capabilities falls into three areas: technical development, development of software, and manpower development. Two publications, Editing and Coding Manual and Data Processing Guidelines, are invaluable reference books in this field. They are not only useful for current surveys in less developed countries, but also for future surveys in any country. The software developed by the WFS, especially CLUSTER, which is used for computing standard errors, has been especially useful in countries where skilled programmers and analysts are scarce. Local staff will be able to use the programs to process data from future surveys.

WFS activity in manpower development mostly involves on-the-job training, either in the country concerned or in London. Data processing staff in London

visited participating countries to support data processing activities. As of June 1979, they had spent 326 weeks in various countries on such projects. Twelve members of the staff of national survey centers have visited London and worked with the WFS computer center. In addition to on-the-job training, two workshops were organized in 1979, one in London for Latin American countries and one in Bangkok in multivariate analysis. In 1978, a workshop in multivariate analysis was held in Bombay.

The members of the Mission agree that the WFS was less successful in increasing the computer processing capability of national centers than in making other contributions at other stages of the survey. Two major problems adversely affected efforts to build up the capability of the survey centers for computer processing: staff attrition and insufficient computer capacity. Staff turnover in the computer sections of the agencies in less developed countries is inevitable. The salaries of staff in the government institutions are always much lower than those of staff in the private sector. Those who can acquire sufficient experience while working in the public sector move to better paying jobs in the private sector. The staff responsible for processing WFS data in the Philippines and Jordan left the centers. Moreover, the WFS had to assign a resident programmer-analyst to the Central Bureau of Statistics in Kenya to process data. Insufficient computer capacity and the need of some countries for external tabulation were mentioned earlier in this report.

Despite these problems, the survey directors and the staff working in the computer centers stated that they had derived great benefit from cooperating with WFS staff in data processing. Even in well developed centers, such as the center in Manila, the staff learned how to use CONCOR to edit data. Data editing is a bottleneck in data processing in all countries. Staff in some countries also learned how to improve office editing and coding.

The evaluation team agrees that national capability in data processing has increased as a result of the work of the WFS and other cooperating institutions, despite numerous difficulties.

### C. Contribution to Analytical Capability

The scientific design of the WFS and its potential for in-depth national and comparative analyses offer an opportunity to increase the existing level of analytical expertise in less developed countries. To some extent, this can be achieved with manuals on analytical strategies and illustrative analyses (see Chapter VII). But in many less developed countries, more direct technical assistance is needed. Ideally, the provision of long-term consultants who can work with nationals in their countries on specific WFS data analyses would serve this end. Such an approach would clearly demand considerably more time of WFS staff or consultants and it would be costly. An alternative approach that has been tested in the Philippines is to schedule a series of seminars that are organized by external and internal experts familiar with WFS data. The benefit of this approach is that it involves many persons from different sectors in the country in the training and is relatively inexpensive. Another strategy is to bring nationals to WFS headquarters to work with staff members for short-term periods. This approach has been tried by a limited number of countries.

A further contribution to the national capability has been the organization of regional workshops, which bring together a group of national experts who have worked or will be working with WFS data. These workshops, described by Chidambaram in WFS/TECH. 1408, have mostly been in the field of data evaluation. Briefly, the workshops organized to date are as follows:

- ① International Institute for Population Studies, Bombay; December 1978. These workshops were sponsored jointly by the institute and UNESCAP, and attended by 25 participants from 12 Asian countries. The main topics were the evaluation of birth history data and multivariate analysis techniques.
- ② East-West Population Institute; January 1979. This workshop was organized in conjunction with the WFS and attended by representatives of 7 countries. Its purpose was to discuss country-specific problems and comparative analysis.
- ③ Asian Institute of Technology, Bangkok; September-November 1979. This workshop was attended by participants from 6 Asian countries. They were trained to apply multivariate analysis to WFS data. Each participant prepared a paper in which he applied the methods he learned to a topic relevant to the country concerned. The participants met again in August 1980 to discuss and finalize their reports.
- ④ London; July-October 1979. This workshop, which involved persons from 4 Latin American countries, offered lectures on the methods of evaluating data. Each participant prepared a report on data evaluation that was relevant to the survey in his own country.
- ⑤ London; January 1980. This workshop was attended by participants from 5 countries, 3 of which are in Southeast Asia. Jordan and Guyana also participated.
- ⑥ CELADE; Santiago de Chile. CELADE is running a six-month workshop in Santiago de Chile for national researchers in some of the Latin American countries participating in the survey. The researchers are being trained in second-stage analysis.

Those workshops which required analytical reports from participants seemed to contribute the most toward a national capability in analysis. The Mission recommends that these workshops be continued. It also recommends that more in-country seminars be organized by external and internal experts.

IX. DISSEMINATION OF SURVEY RESULTS

## IX. DISSEMINATION OF SURVEY RESULTS

During the early years of the ISI/WFS, little or no attention was given to the dissemination of survey results in the future or to periodical publications on ISI/WFS activities. It is worthwhile to note that the NEWSLETTER, published at WFS initiative, was interrupted (a Steering Committee decision) on the grounds that its cost was too high.

In 1977-1978, donor agencies decided that the dissemination of results was a key issue and the most effective way to ensure the progressive use of such results by governments, universities, research centers, etc. They communicated this decision through the Steering Committee.

### A. National Meetings

At this time, dissemination at the national level begins with the publication of the results of the country survey, which is a responsibility of the country. According to "Country-ISI/WFS Agreements," 1,000 copies of the publication should be issued. Half of the edition is the country's sole responsibility. The country also has the privilege of determining the publication's final destination.

The publication of WFS results is followed by a two-day meeting at a national level. Ten such meetings have been held, and in several countries the Heads of State have attended the meetings and given the opening addresses. Attendance at these meetings is large. High-level officials as well as officials from planning and statistical bureaus and ministries of health take part. It was difficult to evaluate publicity given to these meetings, since the information available to the Mission was scarce and limited to a few countries: Sri Lanka, Kenya, Nepal, and the Dominican Republic.

Following publication of the First Country Report, five of the six countries visited by the Mission held National Meetings to discuss and publicize the results of their fertility surveys, and to consider schemes for further analyzing the data. The sixth, Kenya, hopes to arrange such a meeting shortly. The distribution of a few hundred copies of the First Country Report, which is followed by a two-day meeting attended by ministers, civil servants, academic researchers, visiting demographers and, in some instances, the Head of State himself, is, however, only a first step. The National Meeting is, in some cases, a two-day wonder, after which interest evaporates and publicity ceases. In other cases, it leads to a long series of smaller meetings, seminars, and discussion groups at which survey results are considered and further analyzed.

In the opinion of the Mission, dissemination of survey results cannot be regarded as satisfactory unless this long and often uphill road is followed. In some countries, once surveys have been completed, interest quickly evaporates; in others, the indication is that dissemination will have a long-term benefit. Kenya appears to be heading in the latter direction, although it has not yet held a National Meeting and its strong traditional values, which favor large families, inhibit national discussion of fertility and population growth.

In Jordan and Nepal, despite widespread publicity on the National Meeting, little follow-up has been done.

## B. Limits of WFS Participation in National Dissemination Activities

The WFS, like other international organizations, cannot direct in-country dissemination activities. It can and does subsidize National Meetings, and it provides funds for further analysis of survey results (see Chapter VII). It has its own distribution lists for WFS publications, which must be revised regularly to be useful. The WFS cannot ensure that an awareness of the demographic situation in each participating country will be fostered among the countries' decision makers, officials, scientists, and community leaders. Nor can it ensure that the recipients of First Country Reports and other documents will actually read and use the publications.

The distribution lists for WFS publications are of great importance. Given the Mission's inquiries and the results of a review of the mailing list of one country (this was done in The Hague by a member of the Mission with a good knowledge of the country), the indications are that duplications and surprising omissions occur and, in some cases, publications are dispatched to out-of-date addresses. It is difficult to maintain up-to-date mailing lists. Though it recognizes this fact, the Mission believes arrangements for regularly updating the lists should be reviewed.

## C. Actual and Potential Audience for WFS Survey Results

There is a potential audience for survey results whose technical knowledge and understanding vary. The existence of such a sub-division was to some extent recognized by the WFS when it decided to publish relatively non-technical summaries of country reports and the complete country reports, including the detailed tabulations and analyses of participating governments. If, as the Mission believes, there is a potential audience among technically unsophisticated people, such as local community leaders and lower-level politicians, for a general, simple statement of a country's demographic position and population problems, some countries may need even shorter and more easily understandable summaries for use in discussions of development and related issues at the district and local levels. Such summaries would have to be translated into local languages.

The immediate audience is, however, the national policymakers in less developed countries and those nationals who have the potential to undertake population research. No general picture emerges of the extent to which the dissemination of survey results has created an awareness among this target population. On the whole, dissemination has been most effective in government agencies responsible for national development policy; in such agencies there are usually a few senior officials who receive survey results in a form they can use, but this is not uniformly the case. It is typically policy, if not always practice, to use fertility survey data to make population projections.

Dissemination within ministries of health has been less effective, given the Mission's observations in the six countries it visited, although in some countries population policies and family planning programs are reoriented in the light of new information on contraceptive knowledge and use. Where, however, the concept of fertility reduction, as opposed to family spacing, is unacceptable politically or culturally, most Ministry of Health officials and doctors have shown little interest in survey data.

At the international level dissemination has been adequate to good. Among the activities that deserve mention is the week-long World Fertility Conference, which was most recently held in London in July 1980. Many papers for this conference were presented during plenary sessions, sessions on substantive findings, and sessions on methodology. Discussion of many of the papers could have been continued for much longer than time permitted. The conference attracted more than 700 persons from all over the world, including the six members of the Mission.

The World Fertility Conference is far from being the only international meeting which features the WFS. Organizations such as the International Statistical Institute, the International Union for the Scientific Study of Population, and the Population Association of America have held special sessions on the WFS at their conferences. Moreover, there are references in numerous scientific journals to World Fertility Survey matters. The 1979 Annual WFS Report contains eight printed pages of such references. Undoubtedly, international and leading national organizations and individual demographers and sociologists interested in research are fully alerted to the possibilities of using WFS data.

D. Libraries in the WFS Depository System

Dissemination at the international level is not restricted to the scheduling of conferences and the distribution of conference reports. As of December 31, 1979, 164 libraries throughout the world were receiving publications. Divided by region, these libraries are:

<u>Region</u>	<u>Number of Publications</u>
Africa	21
Asia and Oceania	36
Europe	38
Latin America and Caribbean	20
Middle East	9
North America	<u>40</u>
Total	<u><u>164</u></u>

These libraries receive all WFS publications, including progress reports, occasional papers, basic documentation (on methodology), technical bulletins,

scientific reports, and summaries of country reports. A list of WFS publications (updated to June 1980) is included as Appendix IV. The publications are of high quality.

For a wider audience, WFS publishes the Summaries, which are well done, readable, and attractively presented. Content is to the point and concise. The Summaries are published in three languages, English, Spanish, and French. The 4,000 issues are distributed around the world.

X. USE OF WFS SURVEY RESULTS

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During their visits, members of the Mission attempted to determine the extent to which the results of national fertility surveys conducted under WFS auspices had been used and for what purposes. The findings constituted much of the input for this section of the report. Use has also been made of a summary of the responses of national directors of 12 surveys to a request by the WFS to provide factual information on the use of WFS data. This summary, prepared as an internal WFS paper by V.C. Chidambaram, is attached as Appendix V.

It is important to note that it would be premature to evaluate full use of the fertility survey data in the countries. In four of the six countries visited by the Mission, the First Country Report was published as recently as last year. It is misleading to think that the importance of fertility survey data necessarily diminishes as soon as the survey is completed. On the contrary, the availability of earlier fertility survey data continues to be important when the survey operation is repeated because such data are useful in determining fertility trends and changes. The measurement of such changes may be particularly important for decision making in a variety of areas. At this time, however, it is only possible to evaluate the short-term use of WFS data, which is but one part of the complete picture.

In general, the Mission was impressed with the extensive impact that WFS findings have had and with the degree to which data are used in population projections, in teaching and demographic research, in the definition and refinement of national population policies, and to conduct family planning activities. A detailed description of the use that each of the countries visited has made of data can be found in Part 3 of this report. The team's findings on use of data in the countries visited are summarized below.

### A. Use of WFS Findings for National Population Policies

In four of the countries visited (Mexico, Philippines, Dominican Republic, and Nepal), official population policies existed before the WFS fertility surveys began. In each case, one objective of the policy was to reduce the rate of population growth. In Kenya, the president of the Republic has stated his view on the need for reducing population growth, and many high officials, including members of parliament, are aware of population problems. It appears that because of the findings of the Kenya fertility survey, there is a greater possibility that a population policy will be adopted. Jordan has no population policy, and no change in the near future is likely.

While it is unrealistic to expect that the results of any survey will make a major impact on a decision to have or not have a population policy, in a number of countries the results of the fertility surveys have been important in the determination of particular strategies for carrying out population policies and have influenced government circles to pay more attention to the implementation of those policies, particularly the health and family planning policies. In Nepal, the establishment of a high-level population commission is, reportedly, an outcome of the results of that country's survey, which

indicated that contraceptive prevalence and knowledge were at extremely low levels and that fertility was high and showing little evidence of declining. (The Commission, however, was inactive for the first two years.) Statements of officials in the Dominican Republic indicate that the population, health, education, and general development policies reflect consideration of the findings of that country's survey. It should be noted, however, that specific cases of use outside the health sector could not be identified. In the Philippines, the results of the survey were important to the determination and specification of the goals of the next five-year evaluation plan developed by the Commission on Population, the organization responsible for population policy. Thus, the Mission observed that there is variation in the extent to which WFS findings have affected the implementation or specification of population policy.

#### B. Use of WFS Data for Population Projections

Virtually all developing countries prepare development plans for which population projections of different types are required. Whether such projections involve a simple age/sex division or are further specified by rural and urban or other population categories, all require information on the current and expected levels of fertility. In this respect, the potential use of WFS results may be greatest. In all countries visited, the WFS surveys, as compared to other sources, were judged by the Mission and considered within the countries to have provided superior data for population projections. Indeed, in five of the six countries visited, the fertility survey data were reported to be important inputs for the production or revision of population projections for planning. It was impossible for the Mission to determine the extent to which the projections are important to the planning process. However, the Mission was told that in the Philippines it is now policy for each sector to use such projections as an initial input. In Kenya it was reported that the National Planning Council would revise its plans in the light of the latest demographic information, of which the fertility survey data are part. In contrast, the officer in charge of Manpower and Population Planning in Jordan, in the National Planning Council, indicated that he was not interested in receiving population information for his work.

#### C. Use of WFS Data for Evaluation and Implementation of Family Planning and Health Activities

In two of the six countries visited, the fertility survey apparently has had no impact on Ministry of Health activities. In the other four countries, fertility survey data have reportedly been used in a variety of ways to evaluate, reinforce, or shift strategies in family planning and health programs.

In Kenya and Nepal, the findings of the fertility survey underscored the fact that these countries' family spacing and family planning programs have had little impact on efforts to increase contraceptive prevalence. In Nepal this finding reportedly helped accelerate the effort to shift strategies for the delivery of services from a clinic- to community-based system. The low level of contraceptive knowledge revealed in Nepal has apparently influenced the family planning program to emphasize population education to encourage greater use of contraceptives. In the Dominican Republic, the Secretary of

Health has authorized a more extensive sterilization program. The survey finding of the relatively high prevalence of sterilization in that country was one justification for his decision. In the Philippines, apparently little use has been made of that country's survey data for evaluating the details of the family planning program. However, at the higher policymaking level of the Population Commission, the prevalence rates for contraceptive use will be a basis for specifying the goals of national family planning programs (of which the Ministry of Health is only a part) during the next five-year plan.

In several countries, breastfeeding data and infant mortality data are reported to be of considerable interest to persons involved in the health sector. While the Mission has not obtained direct evidence that specific decisions have been based on these data, it appears that, at least in some cases, the concerned officials are aware of the importance of such data.

#### D. Future Use of WFS Survey Materials

In all countries visited, there are plans to conduct additional fertility surveys in the future. In the Dominican Republic, a second survey that is similar to the first has already been taken. Apparently, there was some reliance on the WFS methodology adopted in the first survey.

In other countries, materials and experience based on the WFS will be used. The exception is the Philippines, where few components of the WFS methodology will be used unless outside technical assistance is provided. In another specialized, ongoing survey in the Philippines, some aspects of WFS methodology are being applied. In some of the countries visited, the view is that some technical assistance will be needed to conduct the next fertility survey. The expressed hope is that the WFS will still exist and be able to provide the necessary assistance.

#### E. Use of WFS Data in Teaching and Research

Data from WFS surveys have been used in the teaching of demography in the Philippines and in Mexico. Limited use has been made of survey data in teaching in the Dominican Republic. In Nepal there is almost no teaching of demography. In Jordan and Kenya, population study centers have recently been established in national universities. It is anticipated that data from fertility surveys will be used in the centers' teaching programs.

Nationals in and from the participant countries are using or are planning to use survey data in ongoing research programs and in Ph.D. theses being completed for universities at home and abroad. There is reason to believe that fertility survey data will be used extensively in training students of demography and in conducting programs in demographic analysis that go beyond the First Country Report. The current situation varies, however, from country to country, partly because of the time that has elapsed since the First Country Report was published and partly because of the varied research capability in the countries concerned. Intensive studies of fertility and mortality based on WFS data have been undertaken by several university research centers.

F. Use of WFS Data by International Agencies

The international agencies, such as the U.N. Population Division, the WHO, and the ILO, have fostered considerable interest in WFS data and they have requested and received standardized tapes from several countries to use in analyses. They hope and expect to provide better services to the countries in their special fields of interest by using their data. In addition to international agencies, some national agencies, such as the USAID, also have received tapes for analytical projects.

## XI. CONCLUSIONS AND RECOMMENDATIONS

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The main conclusions and recommendations of the Mission are listed in the Executive Summary, Part I of this report.

## XII. CONSIDERATIONS FOR THE FUTURE

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This report, an assessment of WFS achievements to date, has emphasized the methods of conducting fertility surveys in participating countries, the extent to which the objectives of the WFS project have been achieved, and the extent to which the results of the surveys have been used, particularly in the participating nations. The assessment leads logically to a consideration of the future. Therefore, in this last chapter of the general report, some of the available options and, in the Mission's view, the most important tasks ahead are outlined.

The UNFPA's financial commitment to the WFS will end in mid-1982; that of the USAID will last several months longer. One option is to wind up the WFS project in 1982. As determined by any reasonable set of criteria, the work of the World Fertility Survey is far from finished. Indeed, one can argue that work in the coming few years will be at least as important as that of the past eight years. The successful completion of the WFS will require that the formal objectives be met to the fullest possible extent, that field surveys, data processing, and report writing be completed, and that the vast experience already acquired be used to revise and expand the documentary framework for future surveys. An effort must be made to ensure that the analysis of survey data goes well beyond the First Country Report, that the results of surveys are disseminated widely and used to the fullest extent, and that a proper archival system for the future is constructed.

It is not possible to complete this work in two years (between 1980 and 1982). The organization is faced with extinction at the end of 1982, and even if it is rigidly confined to a one-round survey, failure to provide support after 1982 will prevent it from completing its work according to the standards it has followed. Given the WFS's outstanding performance in the past few years, failure to provide the required support would be unacceptable.

Having discarded the option of winding up the WFS project in 1982, the Mission has limited its considerations for the future to the five years after 1982. Its views are unanimous. As for the longer-term future, it is clear that a number of less developed countries will want to take fertility surveys periodically; some will need technical assistance for their next fertility survey, some will not. Therefore, some international organization, such as the WFS, with a high level of technical competence will be needed to coordinate fertility surveys and simultaneously ensure high standards and allow as much flexibility as possible to meet the countries' individual needs. It should be noted that most of the officials interviewed in the countries visited by the Mission expressed the need for long-term professional support to increase the national capability to conduct all stages of future surveys as successfully as the first-round WFS survey.

Before discussing the various options for the years after 1982, the major tasks for the future should be identified. These are as follows:

1. WFS must honor its existing survey commitments, be they contracted or implied. To minimize the number of implied commitments, the WFS and the donor organizations should not continue to exert pressure on prospective participant countries that have expressed only vague interest in the survey. Continuing to press for the inclusion of large countries is not obviously desirable and should not be pursued, unless the countries are willing to be involved completely and there is reasonable expectation that the results of surveys will be adequately used.
2. Full analysis of completed surveys is a top priority. Ideally, after the survey has been completed, analysis should be concluded as soon as possible, but several years may elapse before analysis is completed and the objective of providing a country with as complete a picture as possible of its fertility levels and differentials is achieved. More than 150 analytical projects have been initiated. Many require WFS assistance. This number will certainly increase as more countries move toward the final stages of analysis. Over the next few years, the workload for the analytical division of the WFS will be considerable.
3. The need to develop skills and encourage institution-building for data analysis still exists in most of the less developed countries which have participated in the World Fertility Survey. The WFS has an important role to play in the organization of training through seminars and workshops.
4. Internal evaluation of WFS methodology is required to revise questionnaires and modules, to review methodological manuals, and to test the revised methodology in the field, first on a small scale and later in a few carefully selected countries that have already completed a satisfactory first-round survey. When the questionnaires and modules are revised, the criticisms expressed at the World Fertility Conference should be considered, and the new survey instruments should use improved socioeconomic variables and more community-level data. An additional module on the status of women should be developed for possible inclusion. The criteria for selecting countries for other WFS-sponsored surveys should emphasize degree of use of first-round data in policy development and adequacy of more advanced analysis. Although there are arguments for favoring those countries in which the fertility rate may be decreasing, a balance between regions must be maintained.
5. Although participants at the World Fertility Conference expressed different opinions on the priority to be given to

future archival activities, the Mission is convinced that an organization responsible for long-term archival functions needs to be established, initially within the WFS, to ensure the acquisition and storage of WFS data, recordkeeping and distribution of complete country files, with associated documentation. the acquisition of additional relevant data, the correction of data files whenever necessary, the provision of information on the interpretation of data and data collection methods, and the provision of a tabulation service. Indeed, it is possible to envisage the ultimate transformation of the WFS professional center into an archive of WFS and associated relevant data, although such a center need not be established permanently on the existing premises.

One option for future work is to continue the present round of surveys, using the existing methodology and documentations, thereby embracing more countries than have been accepted for participation. As was explained in Chapter III of this report, a number of countries have expressed an interest in participating in the survey, but for various reasons they have had to postpone participation or suspend survey operations that have begun. Moreover, several countries expressed an interest in participation for the first time this year. If funding resources were as plentiful, or more plentiful, than they were in the past, the Mission could accept the argument that the larger the number of participating countries, the better. But resources are, the Mission was told, not as plentiful as they have been, and an effort to increase the number of countries participating in the first round of fertility surveys is not a top priority.

If, as has been suggested, importance is given to the revision of methodology, including questionnaires and modules, the rewriting of methodological manuals, the testing of the revised methodology in the field, first on a small scale and then in the countries, these steps should take priority over the participation of other countries in the first round of surveys. One may choose one of two options. One option is to extend participation in the surveys, using the revised methodology, to all countries that have asked to participate and which the donor organizations are prepared to fund--in other words, initiate a second round of surveys. The second option is to limit participation in surveys that use the revised methodology to a few carefully selected countries which are themselves anxious to participate. The first option is clearly the more expensive, requiring higher headquarters costs and higher survey costs; it is, however, preferable to the continued application of first-round methodology to an increasing number of countries, and it has the important advantage of providing information on fertility trends as well as up-to-date information on fertility levels to any country which participated in the first round and wished to participate in the second. The second option concentrates more on the use of accumulated experience and WFS expertise to improve the revised methodology, and, during testing, to permit a few countries to institute, with WFS technical backing, a follow-up survey. The criteria for selecting a limited number of countries in which to test the revised methodology are a matter for discussion, but it will be clear to the

careful reader of this report that there has been considerable variation among countries in performing the first round of surveys. The enthusiasm they have shown while conducting the survey, their willingness to undertake a full analysis of the results, and the degree to which they have been or are using the survey data in government policy formulation and development differ. These factors and possible changes in fertility levels, which may have to be measured, should be considered when selecting countries for a limited second round of surveys.

Other alternatives than the options described above are available. Among them are provisions for training, which would improve countries' capabilities to take surveys, process survey results, and analyze survey data, and for archival services which, for a few years at least, must be provided by a division of the WFS. In addition, the WFS could not only assist each participating country in conducting in-depth studies of topics of particular relevance to national policy and decisionmaking, but it could also widen the scope of investigation by pursuing on its own certain lines of inquiry.

The need for more in-country seminars on analysis and the methodology of survey data collection was emphasized in other chapters of this report. Bearing in mind the needs assessed by the Mission, a greater effort to organize more in-country seminars would involve, according to WFS estimates, the provision of the equivalent of one person-year each year. The alternative is to leave in-country training at its present and less than satisfactory level. Regional workshops should be continued at about the present level, with no implications for staffing levels.

The possible archival functions vary, from acquisition and storage of WFS data, with little effort to correct errors or to use other than WFS data to build up documentation, to provision of the best possible archival services, using staff who have an intimate knowledge of both WFS and other relevant data and who are able and willing to provide a variety of user services over and above the basic minimum described above, including provision of data on request with permission of the country involved. An additional six staff members would be needed to provide the services envisaged. At the World Fertility Survey Conference the different experts did not agree on the priority to be given to the archival activities. Professor Ronald Freedman, who had been commissioned to write a discussion paper on the future of the WFS, put the provision of archival activities at the top of his list of priorities. The Mission considers the development of an archives and a data bank to be extremely important, and it would press for the provision of maximum services. Its view is influenced by its conviction that fertility survey data have both a long-term and a short-term use.

The Mission gives top priority to second-stage analysis. It should be obvious that a survey is not complete until all relevant in-depth analysis has been completed. The WFS and the participating countries have important responsibilities to provide the guidance and training required to ensure that such analysis is carried out.

Given the present relative shortage of resources to support work in the population field, the Mission wishes to propose a middle course to avoid having to choose between disastrously premature termination of the WFS in 1982 and indefinite continuation of the WFS at a reduced scale of activity. The Mission does not support a second round of fertility surveys on country demand, which would surely imply substantial financial commitment well beyond 1987. Nor does it support continuation of the first round of surveys, although it recognizes that there may be exceptional reasons for including a particular country (or countries) at a late date. The Mission strongly and unanimously recommends early revision of the methodology and initiation of a limited number of follow-up surveys in a few carefully selected countries using the revised methodology.

The Mission did not have the time or the resources to determine accurately the funding and staff that would be needed to implement this proposal. The Mission's best estimate is approximately 47 or 48 professional staff will be needed in 1982. This estimate is based on the assumption that all the staff required to cover the proposed archival activities and extra training activities will have been posted by 1982. It estimates that 36 staff will be needed in 1985, assuming that the archives staff are still employees of the WFS and have not been moved to another institution. The size of the staff would continue to decrease after 1985. It is unlikely, however, that all WFS activities can be terminated by 1987.

It hardly seems necessary to state that future leadership in the WFS is a matter of vital importance, insurance that the organization will complete its work satisfactorily. The Mission was not asked to prepare, and indeed does not feel competent to prepare, a job description for a new permanent project director. The Mission recommends that the person selected be as strong in character and as competent in his own field as the first project director, Sir Maurice Kendall.

Part 3  
COUNTRY REPORTS

Part 3

COUNTRY REPORTS

A. COUNTRY REPORT ON THE DOMINICAN REPUBLIC

by

Elza Berquó and Antonio Ordoñez Plaja

1. Introduction

Before a fertility survey was taken in the Dominican Republic, available information at the national level on fertility comprised incomplete vital statistics and data from a 1970 census that included replies to questions to which the Brass techniques for estimating fertility and mortality had been applied. Two surveys, the Encuesta Demográfica Nacional (1969-1971) and the DIAGNOS (1974), had been conducted. The latter in particular should have provided mortality, morbidity, and fertility data. However, findings were not disseminated. Furthermore, they were kept confidential by the funding agency. There was, therefore, little information on fertility before the WFS program, and the Dominican Republic's participation in the survey was regarded as extremely important.

The Government of the Dominican Republic had been concerned with problems of rapid population growth some years before the fertility survey, and it took an official position on population in 1968, when it issued Decreto No. 2091. This decree stressed the need for a population policy and stated that the creation of such a policy should be preceded by scientific study. The National Population and Family Planning Council (Consejo Nacional de Población y Familia, or CONAPOFA) was created for the purpose of studying, analyzing, and disseminating data on population changes and their relation to development plans and programs. This body is attached to the State Secretariat of Public Health and Social Assistance (Secretaría de Estado de Salud Pública y Asistencia Social, or SESPAS) and is chaired by the Secretary of SESPAS, with representation from various ministries and the Dominican Republic Family Planning Association, which had been active in the country before CONAPOFA was created.

2. The Encuesta Nacional de Fecundidad de la República Dominicana

The Dominican Republic was the first Latin American country to participate in the WFS program. The national survey, known as the ENF, was initiated in 1975. It was under the control of CONAPOFA, which lacked the experienced personnel needed to run a survey of this type and magnitude. A demographer from CONAPOFA was appointed as survey director; the deputy director and an assistant

had to be recruited from outside. The WFS posted a resident adviser with survey experience to work with the national staff during the survey. Locally, this arrangement was considered to have worked well, although WFS assistance in selecting a sample was apparently inadequate. The members of the Mission who visited the Dominican Republic were told that some time was lost when staff discovered the initial sample design was inappropriate and had to replace it.

The entire country was covered in the sample, which involved 10,921 households and 3,115 women aged 15 to 49. One eligible woman in four in the households was selected for the individual interview.

The cost of the survey was just under \$200,000; more than 75 percent of the cost was covered by UNFPA contributions.

Some additions were made to the household questionnaire and the individual core questionnaire. At the household level, questions on the survival of mothers, on education, and on fertility were asked. Questions on contraceptive use, the history of sexual lives of the women the year before the survey, and maternal and child health care were added to the questionnaire. An integrated pregnancy history format was used. The WFS Fertility Regulation Module and part of the Family Planning Module were used.

Coding, office editing, and punching of the data were carried out in Santo Domingo, but computer editing was done in Costa Rica because computer capacity was too low and there was a lack of experienced personnel in Santo Domingo. The tabulations for the first report were made first in Costa Rica and later at CELADE, in Chile. The only complaint of the Dominican Republic personnel was that the request for additional tabulations to serve national needs was ignored. Ultimately, they had to design their own programs to prepare these additional tables.

### 3. Use of Fertility Survey Data

All persons interviewed agreed that the fertility survey data had been widely used in preparing health, education, agricultural, and general development plans and in redefining population policies. The Mission members, however, could not identify specific cases of use outside the health sector. In that sector, the finding that 11 percent of women had been sterilized was an important factor in the decision of the Secretary of Health to authorize sterilization on demand and, for health reasons, for women with three or more live children, regardless of the age of the mother. The data from the national survey are being used to make population projections.

#### 4. Dissemination of Fertility Survey Data

The idea of holding a national meeting after the publication of the first report on the survey apparently had its origin in the Dominican Republic. Locally, the purpose of such a meeting was to bring together a significant number of social scientists and demographers to start the process of dissemination in the hope that some of them would begin to use the data in research and teaching. Forty people attended the meeting and five persons developed research projects using fertility survey data. Although the meeting did not have as its main objective publicity, the media gave considerable publicity both to the meeting and to the data presented. The First Country Report was widely distributed, and most of those interviewed received a copy.

#### 5. Increase in National Capabilities for Survey Work

The key staff in control of the ENF stayed together until the First Country Report was written. The national survey director, Dr. Nelson Ramírez, continues in his post. He directed a second-round fertility survey in May 1978. The deputy director joined another official institution, and the assistant, Mr. José Guzmán, spent three months with the WFS in London and then went to Canada to work on his doctoral thesis, for which he is using fertility survey material.

At the middle and lower levels, many of those who were trained to work in the ENF have continued to work for CONAPOFA. The second fertility survey employed almost all the personnel used in the first survey.

A considerable number of papers using fertility survey data have been published, and other papers are being prepared. According to the survey director, much of the second-stage analysis has been completed. However, the director feels that more studies should be devoted to the data on family planning, but such studies require special tabulations. The director submitted a request to the UNFPA to fund this project and had arranged for two outside researchers to join him. However, the UNFPA delayed approval, which ultimately came through nine months later, when the researchers were no longer available. The project has been shelved and UNFPA approval of funding has lapsed.

It is clear that survey capability has been considerably enhanced in the Dominican Republic through participation in the WFS.

#### 6. The Second-Round Fertility Survey

It is worth noting that the Dominican Republic was the first country to take a second-round fertility survey. To understand why, one must study the project known as Unidad de Estudios Demográficos. Conceived by Dr. Ramírez, this project was presented to the United Nations in 1975. It was to last four

years. The objectives were to fill a gap in fertility data in order to establish a basis for formulating population policies. It is important to stress that this project was conceived before the first ENF was conducted in the country. When the funds were approved and available, two years after the request, the Dominican Republic had already taken the first survey under WFS auspices.

One of the two studies included in the Unidad de Estudios Demográficos addressed migration in Santo Domingo and Santiago. The second was a demographic survey similar to the survey carried out by CELADE. The design for the follow-up included four visits to gather data on mortality, fertility, and internal migration, by age, at regional and national levels. Between expression of the preliminary ideas (1975) and approval of the project (January 1978), the Dominican Republic acquired considerable experience in the 1975 ENF, and this led to a change in the second part of the project, which involved a number of visits to gather demographic information. It was thought that it was more important to have a second round of ENF, including extra questions, since this approach would enable staff to collect information that the UNFPA project was aiming to collect, as well as comparable ENF information. Thus, the second round of ENF was initiated in May 1978, simultaneously with the migration study. This year the coding phase of the second fertility survey and data processing were completed. Some tables may appear by the beginning of December.

Although Dr. Ramírez felt much more confident about his ability to design and conduct the second-round ENF, he reported that he had received important technical assistance from the WFS. Plans for data processing and tabulation are being processed in the Ministry of Agriculture with assistance from CELADE and the WFS. For the second-round ENF, CONAPOFA will have a technical staff of approximately six persons, including the national survey director.

The second-round survey includes a community module not included in the first survey, and in most of the sections of the core questionnaire questions especially on maternal and child health and care have been added. It is worth noting that this part of the questionnaire was prepared in close collaboration with staff of the Secretary of Health of the Dominican Republic. The WFS provided no technical assistance. These staff designed a large number of questions on mortality, morbidity, and causes of deaths, as well as immunization of the child. They had difficulty including all their questions because funds were limited.

Two publications will use data from the second ENF. These are titled "Detailed Analysis of Five Health Indicators" and "Health Control of the Mother and the Child."

## 7. Local Views on Release of National WFS Data

The Mission learned that requests from outside always come through the WFS and that the Dominican Republic, as a rule, authorizes the release of the tapes,

since the government is very open about them. The survey director told us that no internal national request has been made for a copy of the tape.

#### 8. Local Views on Future Fertility Surveys

The Research Department in CONAPOFA was in charge of the two previous ENF surveys. It is not in favor of another fertility survey in the near future, for two reasons. The first is that the country has already had two surveys in a period of five years, and the priority now is to analyze the data. Staff of the department point out that a large amount of work and time is required to analyze the second-round survey data and to compare the results of the first and second rounds of the ENF. They aim to produce new methodologies for analyzing the demographic data they already have. The second reason is administrative. The Research Department has to move soon to another government department, and the staff are worried about the future. The national survey director, who was responsible for coordinating and directing the surveys, is seriously thinking of leaving the country if the proposed move occurs. He can, of course, continue to undertake analysis of the national survey data elsewhere. However, one result may be deceleration of the excellent work that has been done to date. There is a clear concern that surveys be scheduled periodically to help the health sectors fill the gap in vital statistics. People in charge of health analysis in the Ministry of Health have stressed the need for taking a survey every five years to estimate mortality and natality rates, as well as morbidity rates and other health indicators, and to help evaluate their health programs. A prominent scholar also has emphasized the importance of mortality surveys that are not taken separately but simultaneously with the fertility survey. He believes the WFS should concentrate less on fertility and more on mortality. The basis for his argument is that no good estimates exist either on the levels of mortality or on trends; the causes of death, by sex and age, are completely unknown.

#### 9. Comparative Analysis

No comparative analysis of first-round data that involves use of data from other countries has been carried out in the Dominican Republic, because of a lack of staff and funds. It is not a priority of the government.

#### 10. Local Views on the Future of the WFS

The local views were very favorable to the WFS, and it was suggested that the WFS be continued in the future. Some local ideas are summarized below.

- The WFS should continue for at least four years more so that technical assistance can be provided to the first round in those

countries now beginning the survey; to help countries complete the analysis of their first survey; to assist those countries which want to take a second round; and to coordinate comparative analysis among the countries.

- ① The WFS should in the near future put more emphasis on national or regional workshops and technical seminars conducted in native languages. These should not be held in London, but offered in the countries or regions, so that a large number of persons can attend them.
- ② The WFS could continue to be located in London but later it should be organized regionally to better meet the countries' demands.

## B. COUNTRY REPORT ON MEXICO

by

Elza Berquó and Antonio Ordoñez Plaja

### 1. Introduction

Before the Mexican Fertility Survey, or Encuesta Mexicana de Fecundidad (EMF), the only available data on national fertility levels and trends were based on poor vital statistics, on service statistics from the family planning program, and on some findings from a 1969 survey (PECFAL). The 1970 Mexican census did not include appropriate questions that permitted use of Brass techniques to estimate fertility and child mortality. Nationally representative fertility data were, therefore, urgently needed when Mexico decided to participate in the WFS.

Until 1973, Mexico had no population policy, the prevalent attitude among government officials being pro-natalist. All family planning activities were at the time in the private sector. However, in 1974 an amendment to the Constitution gave equal rights to men and women and declared that everyone is entitled to determine in a free, responsible, and informed way the number of children desired and the frequency of pregnancy. This led to the creation of the National Council on Population (Consejo Nacional de Población, or CONAPO), which was charged with the specific responsibility of defining population policy. The composition of the Board of CONAPO, which included the secretaries of a number of government ministries, clearly indicates the importance the government now gives to population matters.

### 2. Departmental Responsibility for Conducting the Mexican Fertility Survey

The EMF was carried out by the Dirección Nacional de Estadística, but staff had to be specifically recruited for the survey because the existing staff lacked experience in and qualifications for such work. The survey director of the EMF, Carlos Welti, came from the Institute of Social Research in the Universidad Autónoma de México (ISUNAM), as did his research assistant, Guadalupe Spinoza. Guadalupe Lopes Chavez and Alexandro Mina, two young demographers from the Colegio de México who were just finishing master's degrees also joined the staff. This group formed the core unit responsible for the EMF, from its beginning to completion of the First Country Report.

To ensure the participation of the academic community in the EMF, a Technical Committee was formed with representatives from the Colegio de México, ISUNAM, the Dirección de Estadística, and CONAPO. This committee, which met on a number of occasions, played an important role in designing the sample and adapting the questionnaire.

### 3. Country Contribution

Mexico's contribution to the cost of the survey was the equivalent of U.S. \$189,000. The UNFPA provided a grant of \$253,690, of which \$206,107 were spent.

### 4. WFS Assistance in Sample Design and Questionnaire Adaptation

Although there were Mexican experts in sampling design who were available to help design the EMF sample, WFS technical assistance was regarded as useful. The WFS helped adapt questionnaires and prepare special material for training interviewers. Supervision of fieldwork was regarded as "just about right."

### 5. Use and Adaptation of Modules

The household schedule included questions on place of birth and on births and deaths in the last 12 months. Questions on lifetime fertility were omitted. The individual core questionnaire included questions on migration history and on maternal and child health. An integrated pregnancy history was obtained. The community-level modules, modified for local use, part of the abortion module, and the family planning module were used.

### 6. Timetable of the EMF

Fieldwork began in July 1976, on schedule, and continued until February 1977, two months behind schedule. It should be pointed out that the completion of the fieldwork was delayed because of flooding in some sample areas and a stoppage in fieldwork immediately before and after the Mexican presidential elections. Coding and office editing were completed in March 1977, and punching in April 1977, but computer editing was not completed until January 1978. The clean tape was not available until July 1978. Actual publication of the report was 16 months behind schedule.

### 7. Survey Problems

The main problems in the EMF concerned data processing, report writing, and production. The Mexicans believe that the WFS should have explained the basic tabulation plan more explicitly, because the staff in Mexico City did not understand why some tables were to be included and others excluded, and the English-language titles of the tables for the First Country Report were cause for some difficulties and misunderstanding. The First Country Report was published in March 1979.

All stages of the survey were undertaken within the country. Visits of WFS professional staff continued throughout the survey. The staff also attended the National Conference, held in May 1979.

#### 8. Contribution to Building Survey Capability

The group which organized the EMF has been disbanded. The director, Carlos Welti, left the country to work on his doctoral degree in Chicago. Alexandro Mina is at the Colegio de México preparing his masters degree dissertation. Guadalupe Spinoza and Guadalupe Chaves remain at the Dirección Nacional de Estadística and are preparing for the 1980 Mexican census. Although their expertise has not been lost, in fact, no one is available to coordinate the work of the researchers interested in second-stage analysis.

There is general agreement that participation in the WFS has led to better knowledge of and improved skills in survey work. Some of those who worked in the fertility survey have improved their status and have been promoted to new positions.

#### 9. Further Analysis of EMF Data

There is a felt need for a detailed analysis of the fertility survey data, and the implementation of population policy through CONAPO requires such analysis on certain topics. Nevertheless, at the official level, analysis of the 1980 census data will occupy the time of most of the available demographic experts. CONAPO is lacking good analysts.

Eight Mexicans are now engaged in research on the data at various academic institutions both inside and outside the country. These projects were prepared late in 1979 because the researchers had difficulty obtaining copies of the tape.

#### 10. Dissemination and Publications

A national conference was arranged and held in May 1979 to discuss the EMF results and further analysis. The meeting was attended mainly by technical personnel and a few high officials. The Mission, however, was told that the conference received widespread coverage in the press and on television and radio.

The three-volume First Country Report was distributed widely to public officials and university researchers, and it is available to others at a token price of 200 Mexican pesos. However, the summary report does not appear to be known to those with whom the Mission talked in Mexico. One of the researchers involved in the EMF from beginning to end had not received the summary, nor

had he heard about it. A search by CONAPO officials in the library and desks revealed no trace of receipt of the summary report. The director of National Statistics submitted a written statement that his office did not receive the draft of the summary report before it was printed and that, having examined a copy that had been passed to it by the Mission, he found editorial errors which altered the contents.

National non-government research institutions, such as Colegio de México, which sat on the Technical Committee of the EMF throughout the survey, have had considerable difficulty getting the EMF tape. This matter was resolved only after the director of the Colegio formally approached the director of the Dirección Nacional de Estadística. Delays in gaining access to EMF results and EMF methodology were cited as one of the reasons for the decision of the Coordinación del Programa Nacional de Planificación Familiar to carry out its own survey on contraceptive practice.

Clearly, dissemination of survey results within Mexico has been unsatisfactory.

#### 11. Utilization

In discussing use of results, it is necessary to emphasize that the existing population policies were adopted long before the EMF. It is reported that little use is expected to be made of data in the short term to redefine new policies before further analysis.

#### 12. Local Views on Future Fertility Surveys

Although EMF data are considered to be better than the data on fertility obtained in previous surveys, Mexicans oppose additional fertility surveys for precisely the same reason. The 1980 census will shed further light on fertility levels and trends. Furthermore, the local opinion is that another survey should include a large variety of questions on socioeconomic and household variables, family structure, division of labor within the family, etc. Community variables also would be useful in understanding the complex reproductive processes of different social groups. In addition, the sample design should incorporate micro-regions as an appropriate primary sampling unit.

CONAPO will have to take a survey in 1982 to evaluate the ongoing family planning program. Before it designs the sample, it wants to know more about the EMF findings. Instead of receiving the technical assistance of WFS, CONAPO would prefer to receive WFS funds to promote national seminars (in Spanish) for the academics, with the aim of accelerating the analysis of the results. WFS experts in data analysis should participate in those seminars, according to some of the persons interviewed. Itinerant seminars should be offered, that is, WFS staff should travel to the countries participating in

the survey. This would save the time and money of the countries involved, since they would not have to send their staff to London for workshops.

For instance, in Mexico, two universities, Guadalajara and Monterrey, have shown great interest in analyzing EMF data, but they need some assistance from the staff in Mexico City, and funding problems must be resolved before analysis can begin. The WFS should encourage this kind of national meeting to accelerate the second stage of analysis.

Also needed is in-depth research on specific topics to clarify the answers to some survey questions, to understand how the reproductive processes work, etc. The academia in Mexico favor a second survey that serves these purposes, and that uses a small, quantitative scale to determine the sample sizes.

### 13. Comparative Analysis

Mexico does not object to schemes for comparative analysis, provided these schemes do not decrease the funds needed in Mexico for the analysis of Mexican survey results and for training seminars and workshops. Nonetheless, comparative analysis is given low priority.

### 14. Local Perception of the Future Role of the WFS

There was no agreement on the need for an organization like the WFS in the future. Other ideas are described below.

- The composition of the staff should change now that the analytical stage has become more important in most of the participating countries. The attrition rate in the division that collects data should begin to decrease. More staff should be added to the division in charge of analysis.
- The role of a group like the WFS is to summarize demographic information, develop new techniques and methods specific to demography, and promote dissemination of results throughout the various countries. The dissemination may be through seminars and workshops in the various countries or regions.
- The technical assistance is an important contribution of the WFS and should be continued.
- The WFS should have an administrative role until second-stage analysis ends. It should offer seminars and funds for various groups in the countries to help them conduct their analytical projects.

- The WFS could be located in London, but it should be split into sub-groups, one going to CELADE, one to ESCAP, and so on. Location in United Nations institutions is not necessary. Other possibilities can be investigated. CONAPO officials insist that the analysis be carried out by institutions in the region (i.e., CELADE).
- WFS should never have an archival program, because this would perpetuate its existence.

## C. COUNTRY REPORT ON JORDAN

by

Nusret H. Fisek and T. E. Smith

### 1. Introduction

The population of the Hashemite Kingdom of Jordan (HKJ) on the East Bank was 587,000 in 1952. It reached 1,952,000 by 1975, which means that the population increased 3.3 times in 23 years. The high rate of population growth is due to the massive migration from Israeli-occupied territories to the East Bank and to the high natural population growth rate, which is estimated to be 3.5 percent. The population will have doubled in 20 years, if the population growth rate does not decline in the coming decade.

### 2. Previous Censuses and Surveys in Jordan

The first quasi-census was the head count in Trans-Jordan in 1922. In 1928, after the inclusion of Maan and Aqaba, a new population estimate was made. A housing census in 1952 provided an estimate of the population of Jordan, including the West Bank. The agricultural survey in 1953 was another source of information for estimating the rural population. The first proper population census was the 1961 census. A second census in 1967 was planned, but it was canceled for political reasons.

In 1971, it was decided to carry out a series of multi-purpose surveys. One of these surveys was to be the Fertility Survey. The Government of HKJ requested technical assistance from the U.N. for these sampling surveys. U.N. assistance was valuable not only for the data obtained from the surveys; it also helped Jordanian statisticians to become familiar with survey techniques.

The objectives of the 1972 population survey were to estimate fertility level and infant mortality. Two frames were used for sampling in this survey. The frame for urban centers was the list of house owners, which was kept by the Ministry of Finance for taxation purposes. The frame for rural areas and camps was the list of villages and camps. The samples were taken randomly from these lists. The 1972 National Fertility Survey (JFS) in Jordan was carried out by the Department of Statistics in collaboration with UNFPA-funded demographers. A total of 5,214 eligible women were interviewed in 4,555 households. The objectives of the survey were to

determine population composition, fertility patterns, fertility differentials, age at marriage, and knowledge, attitude, and use of contraception. The results of this survey were published in 1976.

### 3. The Jordan Fertility Survey (JFS)

#### a. The Decision to Participate in the WFS

The Government of HKJ pays great attention to collecting statistical data for planning and evaluation. Government officials who attended the 1974 U.N. Population Conference in Bucharest used the opportunity to contact WFS staff and request their assistance. Since the Department of Statistics (DOS) was conducting an agricultural census at the time, it was decided that the JFS should begin in 1976. In December 1975, two WFS staff visited Jordan to prepare the project request, and the UNFPA agreed to finance the project in March 1976.

#### b. Organization and Objectives of the Survey

The Department of Statistics was in charge of carrying out the project under the direction of Mr. Shuja El-Asad, who was then the director of the DOS. Mr. Abdul Manem Abu-Nawar was the survey director. The U.N. staff, H. Rizk, A. Khalifa, and H. Gvorkowski, also assisted the DOS.

The first country visit of WFS staff was made in December 1975. It was decided that the survey activity would be started early in March 1976 and that the First Country Report would be published in June 1977. It was also agreed that the UNFPA would be the funding agency and that \$124,000<sup>1</sup> would be requested; that the Government of HKJ would contribute \$25,000;<sup>1</sup> and that the objectives of the survey would be to collect data on fertility, fertility differentials and norms; contraceptive knowledge and practice; mortality; abortion; and the socioeconomic characteristics of the villages.

#### c. Survey Design

The meeting for designing the survey was held in Amman in March 1976. Two consultants from the WFS, three U.N. consultants residing in Amman, and Jordanian staff in charge of the survey attended this meeting.

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<sup>1</sup> In fact, the current government contribution amounts to \$27,000.

The decisions they made at this meeting and subsequent meetings on mapping, sampling, and questionnaires were as follows:

1. Mapping: Maps were to be used for both sampling and fieldwork in all strata, except 26 small villages, where all the houses were enumerated. However, since maps of towns and large- and medium-size villages were not available, two-stage sampling was used in these strata to save time and money. Only maps of the towns and villages included in the sample were made. In the cities, city plans and parcellation maps were used to draw the map of the city for sampling and for fieldwork. During fieldwork it was observed that the maps were, in fact, somewhat different from the actual situation, the size of blocks in some strata varied considerably, block boundaries were uncertain in some instances, and some parts of the cities were unmapped.
2. Sampling: It was agreed that the country would be divided into seven strata and that a 5 percent equal probability sample would be taken for the household survey. One out of four households would be selected systematically to apply individual questionnaires to eligible women. Thus, the expected numbers of households and eligible women were 14,584 and 3,868, respectively. It was found during fieldwork that the maps had many shortcomings. The sample was then revised with the assistance of WFS staff. This, unfortunately, resulted in a departure from self-weighted samples in three urban centers.
3. Questionnaires: Four questionnaires, including the short household listing on the second visit to identify eligible women, were used in the survey. The household questionnaire was the enlarged version prepared by WFS staff. It also included questions to estimate general mortality. The individual questionnaire was a version of the core questionnaire and it contained questions on contraception and family planning. It was applied to ever-married women between 15 and 49 years of age who slept in the house on the night before the interview. The third questionnaire was a community-level module. It was applied to 62 villages in the sample. All questionnaires were translated into Arabic, and then back into English by another translator, as a check.

d. Survey Manuals, Pretesting, and Training

The survey manuals were prepared by DOS staff in Arabic. Basic WFS documents were used as references.

The training for pretesting began April 10, 1976, as scheduled, and lasted two weeks. Twenty-one trained field workers then worked as listers of households for one week. The pretest began on May 24. It was done by these trained workers in 30 urban, 65 rural, and 48 nomad households in non-sampling areas. A one-week course was given to train enumerators to carry out the household survey. Sixty enumerators were selected for the fieldwork from among 73 participants in the course. The training of the interviewers for the main fieldwork started on June 12, as scheduled. The training lasted two weeks, and 45 participants were selected from among the applicants. The content of the courses, both theoretical and practical, and the educational methodology were excellent.

A member of the WFS staff resided in Jordan throughout this period and participated in the selection of candidates, training, preparation and evaluation of the pretest, and improvement of the questionnaires. When asked to comment on the cooperation of the WFS, the survey director said WFS staff were invaluable.

#### e. Main Fieldwork and Quality Control

The fieldwork for the expanded household survey and community level module began May 15 and ended June 10 as planned. The work was carried out by 12 teams, each team consisting of 4 female enumerators and 1 male supervisor. The fieldwork for the individual questionnaire started June 19 and was completed by September 4 by 8 teams, each team consisting of 4 interviewers, 1 female editor, and 1 supervisor. The supervisors were selected from among the interviewers who participated in the pretest. The response rates in urban sectors were over 95 percent. They varied between 70.5 percent and 96.0 percent in the rural areas, with an average of 90.9 percent. A staff member from the WFS assisted the local staff during the fieldwork.

The built-in quality control of the data was very strict. There was an editor on the team who edited all the questionnaires before leaving the area. Supervisors joined the interviewers or checked tape-recorded interviews regularly. The supervisors re-interviewed randomly-selected interviewees to check the accuracy of questioning. In addition to the work of the supervisors, a special team made spot checks randomly. The members of the interviewing team did not know when and where they would be supervised. They checked the performance of the team and filled in short questionnaires on the conduct of the interviewers by asking household members questions. They also made a few re-interviews using individual questionnaires.

#### f. Data Processing

The data processing for the expanded household survey started when the first batch of questionnaires was received in the office. The WFS staff gave advice to the local staff about processing the data. It was planned that the data of the individual questionnaires would be processed in Jordan. The editing, coding, and punching were carried out in Jordan, and the loaded tape was sent to WFS in London because the computer available was not large enough. When the data were tabulated in London, it was found that there were many errors. A WFS staff member went to Jordan and worked there with local staff for six weeks to clean the tape.

Data processing was the bottleneck which prevented the completion of the study on time. It was planned that the study would be completed early in 1977. In April 1977, a clean tape for household data only was ready. The individual questionnaire had been partially edited. At the end of 1977, the tape of the individual questionnaire was sent to the WFS in London, but the data were only partially edited. WFS staff assumed the responsibility for cleaning the tape, and the clean tape was ready by February 1978. The tabulation of individual questionnaires was completed in London in September 1978.

It seems that WFS staff did their best to assist local staff in data processing to complete this stage in Jordan. In the end, they had to assume this responsibility to complete the project. The survey director with whom the Mission talked said that data processing staff learned quite a lot from the WFS staff and that they will be able to do better work in the surveys which are planned for the future.

The report was written in collaboration with WFS staff and was published in London at the end of 1979. It has been translated into Arabic and is being printed.

#### 4. Inputs by WFS, UNFPA, and Governments

##### a. WFS Staff Contribution

WFS staff assisted the national survey from the beginning of the project (that is, they helped prepare the survey proposal) until the National Seminar. During the project and post-project periods, 10 WFS staff members visited Jordan 24 times. The total time WFS staff spent in Jordan was 308 days. Most of the visits were short, except for the three visits to assist with the preparation of the survey, training of field staff, monitoring of

fieldwork, and correction of individual questionnaire data after machine-editing in London. One hundred sixty-eight working days were used for these purposes.

b. Cost of the Survey

It was agreed that the UNFPA would grant 148,850 U.S. dollars to meet the local cost of the survey and that the Government of HKJ would contribute the equivalent of 59,931 U.S. dollars in local currency. The UNFPA later contributed an additional 31,314 U.S. dollars to meet the increasing costs.

As of March 31, 1980, the total cost of the project (i.e., projected expenditures by ISI/WFS, in addition to direct contributions of the UNFPA) was as follows:

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	<u>Survey</u>	<u>Second-Stage Analysis*</u>	<u>Total</u>
Direct Assistance	205,000	8,000	213,000
Backup Cost	<u>133,000</u>	<u>5,000</u>	<u>138,000</u>
TOTAL	<u>338,000</u>	<u>13,000</u>	<u>351,000</u>

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\* Two new projects not included. Their estimated cost is 14,200 dollars.

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At the end of the survey, \$25,838 remained in the account of the project, and \$15,750 were used to publish the country report. Although the cost of the project seems quite high, it should be regarded as reasonable when compared with the achievements.

5. The Survey: Its Impacts and Its Future

a. Validity of the Survey

The methodology of the survey was appropriate for Jordan. The methodological aspects (e.g., the design, sampling, and data processing) are universal, and not culture-bound. The only problem is fitting the questionnaires to the culture and needs of the country. This was achieved in Jordan.

In general, the Mission members see no reason to suspect the validity of the JFS data. There is, however, one major contradiction in Country Report No. 1, which deserves to be investigated. This is the contradiction between the rates of contraceptive practice and total fertility, which are 37.2 percent and 7.3, respectively. These findings appear to be inconsistent. It would be expected that the total fertility rate would be lower in a country where contraceptive practice is so high. A second major discrepancy which should be further explained is the discrepancy between "not to desire more children" and "not using contraception."

b. Increasing the Survey Capabilities of DOS

The Mission asked Mr. A. M. Abu-Nawar, the survey director, whether WFS staff helped his own staff to increase their knowledge of and experience in carrying out surveys and to identify the contributions of the WFS. Among others, Mr. Nawar stressed the following:

We realized after working with WFS staff that our knowledge about sampling, questionnaire design, preparation of manuals, methods of training of the field staff were minimal.

We learned PERT technique in the school, but never used it. We learned to use it in this survey and keep using it now.

We used model cases and tape recorders in the training and the supervision of the interviewers for the first time. We find it a very effective method of teaching.

The use of evaluation teams making spot checks in order to question the performance and behavior of the field staff while visiting the houses and to check the quality of the collected data are very effective methods which we learned during JFS.

The capacity of our computer was limited. Our experience in office and machine editing, tabulation and report writing were not as wide as WFS staff. If we had had to carry out the survey by ourselves the report would not have been as good.

We learned the usefulness of changing the composition of the teams in the field in order to avoid perpetuation of mistakes.

The collection of internationally comparable data is not only good for policy decision but also motivates demographers in less developed countries to carry out in-depth studies.

The community level module was found very useful for planning. It is now in general use in village surveys.

The Mission also asked Mr. Nawar to mention negative aspects of the survey. He only noted three points: the shortcomings in the sampling, which were due to errors in mapping; delay in the translation of the questionnaires into Arabic; and lack of insurance for field workers. (The field workers who were injured in a car accident had to pay their own hospital bills and received no compensation.)

There is no reason to doubt that the WFS increased the capability of the DOS to carry out the survey. If the country report of Jordan is compared with the report on the 1972 fertility survey, great advancement in the methodology and the tabulation will be seen. In the 1972 survey, even the crude birth rate could not be estimated, and the mean number of live births in the different age groups was used as the general fertility rate (see page 46 of the report).

#### c. Dissemination of JFS Results

The WFS and the DOS organized a National Seminar on Population Growth in Jordan. The seminar was held on May 7-8, 1980, in Amman, and was inaugurated by His Highness, Crown Prince Hassan. Five ministers and other important persons attended the seminar. The press and television gave it wide coverage. This seminar certainly made officials aware that the high population growth rate in Jordan is a problem.

#### d. Impact of JFS on Policy Decisions

Although His Majesty, the King Hussein, signed the World Leaders Declaration on Population in 1966, the country has no official population

policy. It is premature to think that an anti-natalist policy will be accepted and implemented in the near future. There are many important obstacles, such as the strongly pro-natalist attitude of some of the religious leaders and fear of upsetting the delicate balance between Palestinians and Jordanians by asking them to limit the size of their families.

The findings of the JFS demonstrate that the large family is still the norm in the country. The under-secretary of the Ministry of Labour believes that the norm is changing, because families are beginning to feel the pressure of having too many children. The increase of women in the labor force from 4 percent to 14 percent during recent years is evidence of the increased cost of childrearing because of inflation.

#### e. Prospect of Implementation of a Population Policy

At this time, there is a committee in charge of planning population activities, but the government is considering the creation of a High Council of Population and Manpower, under the chairmanship of the Ministry of Labour, to pay more attention to the problem. This council is expected to hold its first meeting in early September. His Royal Highness, the Crown Prince, will preside over the meeting.

One important activity which should be noted is the family planning education given to trade union leaders by the Ministry of Labour. The Family Planning Association and private physicians provide family planning services on request. Pills are available at the pharmacies and sold without prescription. The family planning activities of the Ministry of Health are limited. Supplies are given only to multiparous or sick young women for spacing on request. There are only two MCH centers where IUDs are fitted. In 1979, 136 insertions were made. The number of pills distributed in 1979 was approximately 2,000 cycles. There was some increase in the distribution of pills during the first half of 1980. The head of the MCH/FP unit had not seen the JFS report, nor had he heard about it.

#### f. Further Analysis of JFS Data

The Department of Statistics in the Government of Jordan is very keen on further analysis of the data. The first second-stage analysis was done by Professor Brass at the London School of Hygiene and Tropical Medicine. He applied his new technique to data from household questionnaires to obtain information on levels of and trends in adult and childhood mortality. Two Jordanian demographers have received grants from the WFS to study childhood mortality, fertility levels and trends, and birth intervals.

The following second-stage analysis subjects were recommended for study at the National Seminar in Jordan in May 1980:

- socioeconomic determinants of fertility;
- socioeconomic determinants of fertility preferences; and
- family structure and fertility.

g. Fertility Surveys and Future Demographic Studies

The Mission asked the survey director, Mr. A. M. Abu-Nawar, about the future prospect of carrying out surveys successfully without outside assistance. Mr. Nawar said that continuing education of the technical and professional staff is needed and that staff cannot themselves yet undertake surveys satisfactorily. He noted that continued turnover of the staff is inevitable in all countries, and that new staff will need the assistance of experienced international staff.

A second point he raised is the need for assistance in data processing. He said that staff had not yet acquired enough experience in machine processing of data. A new high capacity computer and two mini-computers have been purchased: the NCR V 8455 and the NCR V 8570, respectively. The Royal Scientific Society and Internal Revenue Office in Jordan have the same make of computers. If the software developed by the WFS is made available and fitted to NCR computers, it will facilitate the processing of the fertility data in the future.

A unit of research and analysis was recently established in the DOS as part of the Jordanian Statistical Training Center. The head of the unit is Dr. Shafik Al-Atoum. Dr. Ahmed Hammoudeh, Mr. A. M. Abu-Nawar, one computer scientist, and three demographers from the DOS are members of the unit. This unit will be responsible for planning demographic surveys and for ensuring that the demographic center of Amman University cooperates with the DOS.

The establishment in the university of a demographic center, which is assisted by the UNFPA, and the employment of two demographers with doctoral degrees are indications that more progress will be made in Jordan in the development of survey capability. The continuing professional support of a well developed center is still needed.

It should be mentioned that an agreement was recently made with the International Program of Laboratories for Population Statistics (POPLAB), at the University of North Carolina at Chapel Hill, for a new fertility survey.

## D. COUNTRY REPORT ON KENYA

by

Nusret Fisek and Ted Smith

### 1. Introduction

Kenya has a major population problem. Its population is growing at the rapid annual rate of 3.9 percent to 4.0 percent. Fertility apparently rose during the 1970s. The total fertility rate (TFR) was found to be 8.1 in the Kenya Fertility Survey (KFS). The number of married women using modern contraceptive methods is well under 10 percent of the total number of currently married women below the age of 50, and younger women do not appear to be more responsive to government efforts to promote family planning than older women. Only 6 percent of women desire a completed family size of less than four children. Most of these facts were revealed in the first report of the KFS, which was published in June 1980.

The KFS was, in fact, undertaken at a critical point in Kenya's demographic history. The WFS project director discussed the possibility of Kenyan participation with the director of the Central Bureau of Statistics (CBS) in 1974. The CBS took some time to consider the project, but gradually came to a decision to participate, partly because the adjusted 1969 census estimates of fertility needed updating and verification. The Ministry of Economic Planning and Development, of which the CBS is a part, accepted the proposal to conduct a survey, and there were no major problems in framing a successful project request.

The first results of the survey began to emerge shortly after President Moi took over his high office following the death of President Kenyatta. The new president immediately voiced his concern about his country's demographic situation and his conviction that it was necessary for Kenyans to reduce the average size of their families and to make more use of the country's family welfare clinics, at which family planning advice and equipment could be obtained. The survey results were naturally a disappointment to officials of the Ministry of Health concerned with the National Family Welfare Centre, for they had hoped to find that fertility was decreasing and that contraceptives, whether modern or traditional, were finding increasing favor with married women, and particularly younger married women. But perhaps they should not have been disappointed, because most Kenyan women still have a pro-natalist attitude, and service delivery points for family planning are still too few in number. Moreover, many doctors working in the field need more motivation before they will give any kind of priority to the provision of family planning services.

## 2. The Kenya Fertility Survey

Kenya was the first country in Africa south of the Sahara to complete a fertility survey in the WFS program and to publish a first report. The country has had since 1974 a National Integrated Sample Survey Programme, thanks largely to the foresight and competence of the Central Bureau of Statistics, under the direction of Mr. Parmeet Singh. The fertility survey was undertaken as one component of this program. A multi-purpose national area sample already existed; it covered all the country, except the Northeastern Province, which contains only 5 percent of the population. A sub-sample of the national sample was used in the KFS, with the help of some technical advisers from WFS headquarters.

The household schedule contained only enough information for the interviewer to list household members and identify eligible women. There was nothing in the household schedule to encourage pursuit of household socio-economic research. The individual questionnaire was a combination of the WFS core questionnaire and one module only, the module known as Factors Other than Contraception Affecting Fertility. Originally, it was planned to use the WFS mortality module as well, but it was decided that other demographic surveys undertaken by the CBS provided an adequate picture of mortality. Thus, the module was dropped.

The questionnaire was translated into the eight major tribal languages, as well as Swahili and English, and the interviewers employed were all female and were proficient in Swahili, English, and at least one tribal language. The 12 supervisors employed in the survey remained throughout the fieldwork; they were specially recruited for the work, as the CBS regular survey supervisors had other business. Some of the supervisors recruited for the survey have become permanent CBS employees.

The Kenya Fertility Survey was funded jointly by the British and Kenyan governments. The United Kingdom has been the donor organization for only a very few of the country fertility surveys. It was appropriate for the J.K. Overseas Development Administration to accept responsibility for funding, in view of the generally close relationship between the two countries as fellow members of the Commonwealth and given the earlier involvement of British demographers and statisticians in East African census-taking and population research. The two governments contributed equally to the expenses of the survey, which amounted to the equivalent of U.S. \$359,866 (this included the costs of publishing the First Country Report).

A good working relationship developed between the WFS in London and the CBS in Nairobi, and, on a personal basis, between John Cleland of the WFS and John Kekovole of the CBS, the local survey director. The WFS made important contributions to the Kenya Fertility Survey when necessary.

For instance, WFS training methods for field staff and WFS assistance in data processing have been invaluable. But WFS professional officers visited Kenya only at the request of the local survey director. There were no additional visits which were not welcomed.

### 3. National Capability for Surveys

Outside technical assistance was needed to process the WFS records inside Kenya. Generally, insufficient progress has been made in building up a sufficient, national, permanent data processing capability within the CBS to carry out all requirements. This is not because Kenyans have not been trained in data processing, but because, as in so many other countries, fully trained ADP staff can easily find more lucrative employment in Nairobi outside government service. National capability in data collection has, undoubtedly, been increased as a result of the work done on the Kenya Fertility Survey.

### 4. Further Analysis at Population Studies and Research Institute

Further analysis of the survey data by the Population Studies and Research Institute (PSRI), in the University of Nairobi, will strengthen even more the already close links between that institute, the CBS, and the Ministry of Economic Planning and Development. It is hoped that closer links will also be forged between the PSRI and the evaluation unit of the National Family Welfare Centre.

The PSRI, founded as the result of an agreement between the Government of Kenya and the USAID in 1976, has recovered from a shaky start. It has a potentially invaluable part to play, in close cooperation with the government, in analyzing the immense amount of population data that is becoming available. The PSRI's plans to further analyze the KFS data are detailed below. Not only is KFS data analysis required, but there will be a call on the institute's staff to play a major part in the analysis of the 1979 census data, which will become available shortly. The institute is headed by Professor Ominde, the former university professor of geography. Although not a demographer, Professor Ominde is an excellent administrator and he has the right political contacts. The institute relies heavily on expatriate demographers, who are provided by the Population Council in accordance with the agreement with the USAID. The Kenyanization of the institute, one of its primary aims, has not yet progressed far, and the pace in the future will depend on the return of fully-trained

Kenyan demographers who complete higher degrees overseas. The first such demographer, who is in training at the University of Pennsylvania, is expected to return to Kenya in 1982. Others will follow.

The PSRI is pursuing a research program of further analysis of KFS data. Professor Henin prepared a paper, "Analysis of Birth Histories," which was read in London in April 1980 before a workshop organized by the International Union for the Scientific Study of Population. He is also preparing jointly with Mrs. Ailsa Kortén a paper entitled "Fertility Differentials in Kenya." This paper also will be based on KFS data. Dr. Henry Mosley of the PSRI has completed a second draft of a paper, "Some Determinants of Marital Fertility in Kenya," jointly with Linda Werner, who is working in the CBS, and Stanley Becker, from the International Centre for Diarrhoeal Disease Research, in Bangladesh. This paper has been submitted to the WFS for publication. Dr. Thomas Dow plans to undertake the further analysis of the KFS findings on family size preference, knowledge and use of contraceptives, and non-contraceptive factors affecting fertility. His intention is to suggest possible changes or modifications in family planning policy that seem to follow logically from the KFS findings.

#### 5. Validity of KFS Data

There can be little doubt about the validity of the KFS data, apart from the responses to questions on desired family size, which is not a concept about which the majority of Kenyan women thinks deeply. Clearly, field operations were handled efficiently. The total fertility rate of matched CBS expectations based on other surveys. Indeed, the 1969 census data on fertility will be reanalyzed to determine whether the adjusted total fertility rate, estimated at 7.6, was too low. The confirmation of a high fertility rate has already proved invaluable to those involved in the internal struggle in Kenya to convince politicians, civil servants, local community leaders, and the general public that the country has a dangerously high rate of population growth. However, the country still has a long way to go.

#### 6. Dissemination

Some senior politicians, including the president and some senior civil servants, are now aware of Kenya's population problems and realize the implications of rapid population growth for education and health services, for employment, and for land use. It must be stressed, however, that there

is still much opposition to family planning among members of parliament and other community leaders. Furthermore, the great majority of Kenyans desires large families. Indeed, Kenyan women are not fulfilling their assigned role in society if they fail to produce many children. Educated women want, as a bare minimum, two sons and two daughters. The data produced by the KFS, however widely publicized, will not change this situation. It is almost inevitable that much time will pass before there is an appreciable change of attitude towards family size among the general public of Kenya. It would be idle to think that democratically-elected politicians can move far ahead of the electorate when such an attitude is held so firmly.

The official first report on the KFS was published in June 1980, after having been subjected to serious delays at the printers. A paper in the November 1979 CBS Social Perspectives series (Vol. 4, No. 1) was devoted to the implications of Kenya's high fertility and high rate of population growth. It used KFS data as a base. This series avoids more than the minimum of technicalities, provides simple interpretations of data, and is widely distributed. Kenya's high birth rate also was publicized in the Weekly Review, September 7, 1979, which had as its main article "This Fertile Kenya." Discussion of Kenya's position on population has also been pursued in seminars, two of which have been held at the provincial level. More such seminars are planned in the provinces and districts. No national conference has been arranged to discuss the results of the Kenya Fertility Survey exclusively, but there are tentative plans to call a national conference to focus on Kenya's demographic problems generally, using material both from the KFS and the 1979 census. The plans await the satisfactory completion of a major policy document, Population and Policy in Kenya 1980.

#### 7. The Ministry of Health and Use of KFS Data

The family planning program has made little headway so far. Indeed, to date it has been a family-spacing program rather than a family planning program. Regrettably, the tangible return on the considerable amount of foreign aid and Kenyan funds which have been put into the program is very low. Family planning has not been a high priority within the Ministry of Health, although new proposals to improve it are due for consideration by the government. The education and information inputs into the program have been particularly weak. The Evaluation and Research Unit, attached to the National Family Welfare Centre in the Ministry of Health, is isolated and is not a member of the working group organized by the Central Bureau of Statistics (see below). Nor has it done any worthwhile work on the KFS

data which would assist the Ministry of Health in reframing the national family planning program. There is complacency and sheer lack of interest in family planning among most medical and nursing staff in the field, but this situation may improve now that population and family planning courses have become part of the curriculum in medical education. It must be added that one of the difficulties in the Ministry of Health has been that the Ministry is overwhelmed with large numbers of offers of aid from donor organizations, which neither the Ministry nor the donors appear to be willing or able to coordinate.

#### 8. Use of KFS Data in Plans for Development

A working group of representatives from several ministries, the Central Bureau of Statistics, and the Population Studies and Research Institute at the university meets quarterly. So far, the discussions of this group have tended to be one-way, with the CBS and PSRI representatives doing most of the talking; the Ministry representatives are just beginning to make critical comments and counter suggestions. Some ministries are revising their plans in the light of the latest demographic information available, and there is a growing recognition of the difficulty of allotting resources, given a 3.9 percent rate of population growth, for educational and health services, and employment of the rapidly growing number of school dropouts who tend to become frustrated when they cannot get the "right" kind of job outside the subsistence agriculture sector of the economy.

#### 9. Future Fertility Surveys

It must be said that the CBS intends to organize another demographic survey in 1982 to incorporate not only fertility data, but also indicators on health, nutrition, and other social factors. Assistance is likely to be needed for questionnaire and systems design. If the WFS is able and willing to provide that assistance, the CBS would be pleased to receive it. In the opinion of senior officials at the Central Bureau of Statistics, the National Household Capability Survey Programme of the U.N. Statistical Office will not be in a position to provide the services which the WFS now provides. There is a felt need for a restructured WFS able to assist developing countries in meeting their identified survey needs.

## E. COUNTRY REPORT ON NEPAL\*

by

John Knodel and Harriet Presser

### 1. Recruitment into Program

Initial information about the WFS came from several sources, including the AID mission and a WFS staff person, who had previous contacts in Nepal. There was consensus among Nepal Fertility Survey (NFS) staff that Nepal's participation in the WFS was an expression of the country's own interest, and not the result of external pressure.

### 2. Problems Associated with Survey Agreement

There were no major problems in negotiating the survey agreement. Minor issues that required resolution involved the inclusion and content of the abortion module (see Question 8) and the splitting of the agreement into two parts, each of which required separate signatures. The Ministry of Finance signed the part concerning policy and the budget. The Family Planning/Maternal and Child Health (FP/MCH) project signed the technical part of the agreement.

### 3. Departmental Responsibility for Conducting the NFS

The FP/MCH Project carried out the NFS. This decision resulted in part from self-selection, since the Central Bureau of Statistics (CBS) is alleged to have been less interested because of other activities, including the Demographic Sample Survey (DSS), to which the staff were fully committed. The Mission suspects that an equally or more relevant factor was the assessment by WFS staff (as indicated in field notes), and possibly AID mission staff, that the FP/MCH was considerably better qualified than the CBS to carry out the survey. In the authors' opinion, this was a correct assessment; moreover, there appeared to be no other logical contenders.

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\* The numbered headings in this report correspond to the numbered "Questions to be Answered During Country Visits" (Appendix II).

#### 4. Country Contribution

The total cost of the survey, as noted on the data sheet, was \$121,123. AID contributed \$100,643, Nepal \$15,223, and other donors \$5,257.

#### 5. Existing Survey Expertise and Fertility Knowledge

The existing survey expertise was extremely limited. No representative national sample survey had been conducted previously, although the CBS was engaged in the DSS at the time (the DSS is, apparently, a purposive rather than nationally representative sample). Limited and clearly deficient data were available on fertility from the decennial census and various other sources (including the first round of the DSS, conducted in 1974-1975). There were no available national data on contraceptive knowledge and prevalence.

#### 6. Anticipated Benefits and Anticipated Survey Problems

The chief anticipated benefits were acquisition of high quality fertility data on a national level; ability to assess the impact of the national family planning program; and ability to develop a capacity for future surveys.

A range of survey problems, some of which were unique to Nepal, were initially anticipated. These included the intelligibility of questions on, for example, fertility preferences; translations, given the multilingual population; communications and transportation, given the mountainous terrain of much of the country; and recruitment of female interviewers, given the difficulties in the field and the culture.

#### 7. WFS Assistance in Sample Design and Questionnaire Adaptation

The WFS provided considerable technical assistance to Nepal. Visits by headquarters staff were made and a three-quarter-time resident adviser co-opted from an ongoing AID project. According to the WFS staff who were interviewed, the amount of assistance was "about right."

#### 8. Use and Adaptation of Modules

The following modules were added to the core questionnaire: fertility regulation, family planning (modified), and abortion (in part). Apart from the questions on abortion, there was interest in the added modules

because the FP/MCH and the funding agency perceived that these modules would meet their needs for information on fertility and family planning. The FP/MCH seems to have acquiesced to the funding agency's desire to include the abortion module, although the staff did not feel that this was an appropriate area of inquiry. The resolution was a substantially modified module, the validity of which is the subject of much criticism (see Question 21).

A number of other modifications to the modules and to the core questionnaire were made to adapt them to the perceived cultural context. One noteworthy change was made in the core questionnaire in the section on marital history. Questions on remarriage were deleted because they were perceived to be too culturally sensitive and of minimal significance. In the actual fieldwork, however, enough spontaneous reference to remarriage emerged to suggest that remarriage was more common (and perhaps less culturally sensitive) than anticipated. Moreover, subsequent demographic analysis indicated that the elimination of data on remarriage creates difficulties in interpreting the findings on marriage patterns.

#### 9. Arrangements and Assistance for the Various Stages of the Survey

Most work was done in Nepal with the help of a resident adviser and WFS HQ staff who made frequent visits. The major exceptions were the final stages of editing, which took place in London; tabulations of results, which took place in Berkeley (these were redone in London); and the final drafting of the First Country Report, which took place in London. In all three cases, the survey director of the NFS participated in activities outside Nepal. The major reason for editing and tabulating data outside the country was the inadequate computer facilities in Nepal. In general, NFS staff thought the amount of help the WFS gave was "about right," although there was some dissatisfaction with one visit by headquarters staff in connection with training activities. A special outside consultant was brought to Kathmandu for one month to help develop editing programs.

#### 10. Sample Coverage

The entire country, including the three major regions, Terai, Hills, and Mountains, was sampled.

## 11. Survey Problems

Nepal was a rare exception in that it met successfully the initial time schedule for the various stages of the survey. In general, the NFS went more smoothly than WFS HQ staff anticipated. The staff felt that the NFS was one of the smoothest operations to date. As anticipated, transportation and communication presented a serious challenge which did not prove to be insurmountable. Some occasional difficulties arose in using male interviewers, but according to the field supervisors, this was not a major problem (a comparison of results between areas using male and female interviewers revealed little difference). Other problems in field-work, as well as in training, pretesting, and preparations, are documented in the WFS trip reports and have been discussed with NFS staff. In the authors' opinion, these problems were resolved satisfactorily. Data processing, tabulations, and the writing of the First Country Report required special assistance, and some work had to be done outside the country. This assistance contributed to the timely completion of the survey, including production of the First Country Report.

## 12. New Data Produced by the NFS

The NFS produced a substantial amount of new information on such key areas as fertility levels and trends, infant mortality, and contraceptive knowledge and prevalence. These three areas are perceived by persons familiar with the NFS to be the WFS's most significant contribution and the data most relevant for planning. New data on other topics, such as literacy, breastfeeding, and a variety of background characteristics, were also produced, but they are less frequently mentioned, presumably because they have less significance for the Nepalis. A number of persons mentioned the importance of documenting the strong preference for sons, which helps to illuminate a constraint on the prospects for successful family planning and other population programs (i.e., population education).

Previous estimates of fertility and infant mortality based on other sources were available. However, the people who were interviewed generally agreed that the NFS data were considerably superior. The Mission concurs with this opinion. The NFS data are not without problems, but clearly they represent a substantial improvement over the poor quality data that previously existed. Fertility data from the 1971 census, for example, were seriously deficient. Since the 1981 census is using the same approach for collecting fertility data, it is doubtful that good national estimates will be yielded.

### 13. Contribution to Building Survey Capability

There is no question that the NFS contributed to some extent an improved survey capability within the FP/MCH. The survey director clearly benefited from this experience and appears to be in a position to contribute significantly to future studies. The staff also gained experience by participating in the NFS, but there are doubts about their ability to carry out a similar survey with the same high standards, without the active involvement of the survey director.

The training of interviewers and coders also contributed to the improved survey capability. Some interviewers were reemployed by the FP/MCH Project and some were referred to other survey organizations. Because of its previous experience with reusing interviewers, the FP/MCH is reluctant to continue to do so. It is felt that some interviewers have learned the "tricks of the trade" (e.g., short cuts in interviewing and ways to extend the fieldwork to lengthen the pay period) and that they might "contaminate" newly recruited interviewers. The reuse of coders is considered to be a positive contribution, without problems. Another contribution is the editing programs that were developed for the NFS. These have been applied to subsequent surveys.

### 14. In-Country Use of Data and Experience for Teaching, Training, and Fieldwork

Apparently little to no use is made of NFS data for classroom teaching in the university. Indeed, demography is rarely taught. Several Nepalese students who are studying abroad have used or are using NFS data to write their graduate papers and dissertations. In addition, one staff member of the FP/MCH participated in a regional workshop in which he analyzed NFS data. Some FP/MCH staff indicated that they applied their experience with NFS training and fieldwork when they participated in a longitudinal KAP survey.

### 15. Benefits to Survey Capabilities of Other Institutions

The family planning questions in the NFS questionnaire were incorporated into the schedule for the Mid-Term Health Review Survey, which was conducted by a private survey organization. Some NFS interviewers were used in this survey, and the NFS survey director provided technical

advice. Other parts of the NFS questionnaire have been used, the team was told, by local university graduate students as research for master's theses.

## 16. Publicity of NFS Results

A national conference was held in Nepal in June 1978 to publicize the results of the NFS and to stimulate further analysis. Several distinguished demographers and statisticians from outside Nepal attended, in addition to 30 Nepalis from different sectors of the government and the university research institutes, and numerous representatives from international funding agencies. A member of the Royal Family opened the conference. The proceedings have been published in full in English, and an abridged version in Nepalese is available. The research proposals prepared for the conference by the Nepalese were not sufficiently developed to be acted upon, and the investigators were encouraged by the ESCAP representative to further develop the proposals and to submit them to the NFS for consideration for funding. To date, this has not been done. Moreover, a follow-up by the ESCAP representative failed to elicit any additional proposals. It is difficult to determine the impact of the conference on the dissemination of results at this time. Several people who attended the conference apparently retained little of the information on the NFS results that was provided. Overall, the Mission's impression is that the conference had, at best, a limited impact in generating publicity and was notably unsuccessful in generating viable proposals.

The team received several complaints about the limited circulation of the First Country Report. However, in each case, it found that reports could be located in a nearby office and were accessible. The complete First Country Report appears to have been examined or read by few people, even those who have received copies. Other efforts (e.g., distributing the summary of findings) may have been made to publicize the results, but, apparently, these efforts had minimal effect. The team was generally struck by the lack of familiarity with the survey results, other than the low prevalence of contraceptive knowledge and practice. Indeed, a key person responsible for disseminating results indicated that he had not read any part of the full report, except the summary.

There are plans to establish a Population Information Clearinghouse which would, presumably, disseminate the results of studies such as the NFS. The team doubts that this will remedy the situation, since the problem is essentially a lack of interest in research results. There were

some complaints about the detailed way the data were presented. However, there generally appeared to be minimal interest in reading research reports in any format.

#### 17. Use of Data by FP/MCH for Policy

The low level of contraceptive prevalence and knowledge generated great concern and debate within the FP/MCH (3 percent current use and 22 percent any knowledge). Reportedly, these findings accelerated the ongoing effort to shift from a clinic-based to a community-based approach. The findings seem to have led also to a decision to seek additional funds for and expand the IEC component of FP/MCH.

#### 18. Use of Data in Development Programs

The NFS data have been an important factor in population projections. These projections are, presumably, circulated for use in development-related programs, but the team was unable to assess the extent to which they are in fact used. Moreover, the team suspects that little direct use is made of NFS results, except for projections; this was confirmed by the UNDP representative. The Mission had no direct contact with other development program personnel.

#### 19. Use of Data for National Population and Social Policies

It is the authors' impression that the NFS findings that indicate low contraceptive prevalence and high fertility have strengthened the official commitment to reduce population growth. Moreover, there seems to be increased concern about the high level of infant mortality. The findings probably reinforced the official commitment to health programs. The Mission found no evidence that other social policies were directly affected by the NFS findings.

It appears that the findings of the NFS led to the formation of a National Population Commission following the National Conference. This commission has been inactive for the past two years, but recent efforts have been made to restructure and reinvigorate it. (AID has made a substantial investment in this effort.)

## 20. Use of Data by International Aid Organizations

It is evident that AID has used the NFS data to assess the population situation in Nepal and to help evaluate its past efforts. It also appears that the low contraceptive prevalence and knowledge reported by the NFS are a rationale for additional funding for UNFPA population projects, particularly in the area of population education. In addition, the WHO is reported to have used the infant mortality data for a health survey. A number of NFS results are being used as a standard source for demographic estimates cited in reports from international organizations (e.g., the UNFPA Needs Assessment Report).

## 21. Local Opinion on the Validity of Data

The fertility estimates appear to be regarded locally as the most accurate estimates to date, although CBS staff tend to be defensive about their own estimates. There is considerable local doubt, however, about the validity of the NFS data on contraceptive and abortion knowledge and on knowledge of where to go for contraceptive services. Many people outside the FP/MCH evaluation unit believe that the NFS seriously underestimated the prevalence of knowledge in all these areas. This doubt arose largely from a study by anthropologists who attempted to test the validity of survey data on a variety of topics, including the NFS study. In the authors' view, the critique was methodologically unsound and inappropriately interpreted, although it did raise some valid questions about abortion knowledge that have yet to be tested. The doubts cast by this critique on the low level of contraceptive knowledge, however, appear to the Mission to be unjustified, despite their widespread acceptance. The doubts are so pervasive that an influential person in the government believes it is necessary to conduct a second-round survey primarily to test the validity of the first round, and particularly the data on contraceptive knowledge.

## 22. Local Views on Future Fertility Surveys

Most people think a second national fertility survey should be taken within the next five years. The rationale varies. One person wants to monitor change; others think a second survey would be useful but cannot give specific reasons. Some persons feel that higher priority should be given to analyzing existing data before new data are collected. It should

be noted that a Contraceptive Prevalence Survey (CPS) is planned for the end of 1980. The issue of whether or not a pregnancy history will be incorporated into the questionnaire is still unresolved. It was the opinion of a senior staff member at FP/MCH that if this was done, it would postpone the need for another NFS-type study.

23. Locally-Perceived Need for Continued Technical Assistance for Fertility Surveys

There was general consensus that technical assistance would be needed for any fertility surveys in the near future, although at a level less than that required for the NFS. Opinions varied on the amount and type of assistance needed. The survey director felt that some short-term consulting would still be useful for sampling and data processing, while others thought assistance in other areas would also be needed.

24. Locally-Perceived Need for an International Coordinating Organization for Future Fertility Surveys

There was little perceived need for an international coordinating organization. However, there was agreement that external assistance in the form of technical advice and funding, whether coordinated with or without other countries, was needed.

25. Local Views on the Future of the WFS

The team could not generate much discussion on this issue. The future of local fertility surveys and the need for external assistance, and not the future of any worldwide effort, were the primary concerns.

26. National View on Content of Future Fertility Surveys

There was little criticism about the level of detail in the NFS, and therefore little discussion about changes or additional topics. As a result of criticism from anthropologists, some persons outside the FP/MCH feel that substantial changes in the questionnaire are needed or that alternatives to the survey approach should be considered. However, within

the FP/MCH only minor modifications to the questionnaire are viewed as necessary. There was general consensus that in future studies there should be considerable emphasis on questions on contraceptive knowledge and use. Little consideration was given to the greater use of socioeconomic and household variables, perhaps because a lack of socioeconomic differentials was indicated in the NFS.

#### 27. Institutionalization of National Fertility Surveys and Alternatives

Some people believe that it would be useful to have an ongoing program of national fertility surveys, similar to the NFS, conducted every five or ten years. Given the fact that the NFS was the first nationally representative fertility survey, and given the general lack of surveys on other social topics, it may be premature to think about the institutionalization of a broader national survey in Nepal. No thought has been given to this as an alternative for collecting fertility data. A CPS is considered to be useful, although it would not fulfill the need for a national fertility survey unless it included detailed fertility questions.

#### 28. Local View on Release of Data

In general, the policy on the release of data appears to be fairly liberal. Permission is required. Some bad feeling seems to have been created when the NFS released data to Princeton for an evaluation study without involving a Nepalese collaborator in the decision (which, it was understood, would happen).

#### 29. Comparative Analysis

Little interest was expressed in comparative analysis outside the country, and no comparative analysis has been undertaken in the country.

#### 30. Training for Analysis

As stated above, the survey director spent time in London and Berkeley working on the analysis for the First Country Report. He regarded these visits as very beneficial. The resident adviser and the survey director apparently played a major role in writing the First Country Report. This collaborative experience is viewed positively by the survey director, but its benefit to other staff members is questionable. One staff member told

the team that this arrangement prevented or discouraged staff from contributing to the analysis of the First Country Report. The ability of other staff members to write the analysis is not known.

In 1979, one staff member attended a workshop on multivariate analysis of WFS data which was sponsored by ESCAP and the WFS. This workshop lasted two months. A one-week follow-up was conducted in 1980. ESCAP will probably publish a paper resulting from this experience, which was viewed positively by the staff member concerned. At a meeting in Bangkok, the staff member reported that the workshop had been beneficial to him.

## F. COUNTRY REPORT on the PHILIPPINES

by

John Knodel and Harriet Presser

### Preface

The Philippines was not one of the countries initially selected for a case study, primarily because a short period of time had elapsed since publication of the First Country Report (December 1979). A last-minute cancellation by another country and problems of timing visits to other countries led to the selection of the Philippines before the Mission's departure for Asia. The team very much appreciated the efforts of the AID mission in the Philippines, who quickly arranged this visit, and the willingness of all the concerned parties in the country to meet for discussions at such short notice. The team felt somewhat handicapped by not having an opportunity to discuss the situation in the Philippines with WFS staff at headquarters and to read the relevant documentation in London before the visit to Manila. This difficulty was compounded by the unusually complex organizational structure for population-related activities in the Philippines. It is the team's impression that even with some preliminary preparation, more than one week is needed to gain a thorough understanding of the situation.

#### 1. Recruitment into Program

One of the most influential persons in population research in the Philippines is also a member of the WFS Technical Advisory Committee and the Programme Steering Committee. She is convinced that a WFS-sponsored survey could be important and useful for the Philippines. She was a key person responsible for the decision to participate.

There is no evidence that funding agencies exerted undue pressure to participate; indeed, everyone expressed positive views about the Philippines' participation in the WFS. Although the WFS did encourage an earlier participation date, the local decision to conduct the survey in 1978 was based on the desire to maintain a five-year interval between the country's own national surveys (earlier demographic surveys were carried out in 1968 and 1973).

#### 2. Problems Associated with Survey Agreement

There were, reportedly, no problems in negotiating the survey agreement. Negotiation focused on financial rather than substantive issues.

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\* The numbered headings in this report correspond to the numbered "Questions to be Answered During Country Visits" (Appendix II).

### 3. Departmental Responsibility for Conducting the WFS

The Republic of the Philippines Fertility Survey (RPFS) was conducted in 1978 by the National Census and Statistics Office (NCSO) in close collaboration with the University of the Philippines Population Institute (UPPI), the Commission on Population (POPCOM), and the National Economic and Development Authority (NEDA). Since it is official policy that all national surveys be conducted by the NCSO, no decision about which organization would carry out the RPFS had to be made.

### 4. Country Contribution

As noted in the WFS Survey Data Sheet, the USAID contributed \$179,798 to the RPFS, and the Philippines contributed \$60,247--a total of \$240,225.<sup>1</sup>

### 5. Existing Survey Expertise and Fertility Knowledge

There was considerable experience with sample survey work before the RPFS. Both the NCSO and the UPPI, as well as other organizations not directly involved with the RPFS, had conducted surveys, including fertility and KAP-type surveys, but until the RPFS no single nationally-representative fertility survey had been taken. As a result of these surveys and the analysis of census data (including the 1970 and 1975 censuses), considerable information on fertility levels and training was available. There was, however, uncertainty about these figures, given the variety of the sources and doubts about the data's quality.

### 6. Anticipated Benefits and Anticipated Survey Problems

The following benefits, as stated in the objectives, were anticipated:

- Acquisition of national and sub-national data on fertility levels and patterns that are comparable to those of the countries participating in the WFS;
- acquisition of reliable national and sub-national data on socio-biological variables affecting fertility; and
- acquisition of data that will permit the study of the use and efficiency of and attitudes toward fertility regulation methods.

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<sup>1</sup> In fact, as reported by the ISI/WFS, the USAID contributed \$186,000 and the country \$69,000.

The team was unable to obtain any information on anticipated survey problems unique to the RPFS.

#### 7. WFS Assistance in Sample Design and Questionnaire Adaptation

WFS technical assistance had a considerable impact on the design of the sample. Initial work on the sample by the NCSO had to be substantially revised as a result of WFS input. The WFS also assisted in developing the questionnaire. The team was consistently told that the amount of technical assistance provided was "just right." What was unusual was that much of the assistance of the WFS came from one headquarters staff member, rather than from different staff members at each stage of the survey. This was arranged at the request of the survey's co-directors, who believed it would best meet the country's needs. The amount of time the WFS staff member spent in the country was substantial. Before the questionnaire design stage, other WFS staff spent short periods of time in the country, and during data processing, another WFS staff member also spent some time there.

#### 8. Use and Adaptation of Modules

The following modules were added to the core questionnaire: Factors Other than Contraception Affecting Fertility; Family Planning; Abortion (incorporated in the pregnancy history); and Fertility Regulation. A community-level module was used in rural areas only. The modules used and the adaptations were determined by a committee composed of members of different organizations. There was no reported pressure from the funding agencies to choose a particular module.

#### 9. Arrangements and Assistance for the Various Stages of the Survey

As the answer to Question 7 revealed, WFS assistance was given at all stages, especially by one non-resident adviser. The report was written almost entirely by nationals, without the usual WFS editing and clearance from headquarters. Parts drafted by other nationals were edited considerably, however, by one of the study's co-directors. A WFS staff member reviewed the edited manuscript in-country and wrote one of the chapters. The amount of WFS input was reported to be "about right" for all stages.

#### 10. Sample Coverage

Almost the entire country was sampled. However, roughly 3 percent of the selected sample areas could not be interviewed because of inaccessibility and security problems. An unusually large sample for WFS, 9,268 women, was interviewed.

## 11. Survey Problems

There were some feelings that the extensive experience of the executing agency in survey operations, while of considerable benefit, also accounted for resistance to the innovative aspects of the WFS methodology. For example, some regional supervisors reportedly questioned the need for extensive training, and senior staff had to insist on this component. The long, continuous fieldwork created some discontent, especially among those with family responsibilities. There was also a problem with one team of field workers who were doing unsatisfactory work; all members of the team were disbanded after the first week, which delayed work until a new team was formed. Questionnaires for two sample areas were lost in the mail and were excluded from the sample. There were numerous problems with data processing, especially during the data editing phase; this caused considerable delay. The problems were attributed to a conflict of opinion among data processors about procedures, the operation of CONCOR, and the need for manual imputation of data. There was also attrition among data processing personnel at this stage. During production of the report, the tables for the appendices, originally produced in-country, had to be redone in London because staff there had an up-dated version of the data tape and needed clearer camera-ready copies of the output.

## 12. New Data Produced by the RPFS

A variety of estimates of fertility levels and trends existed before the RPFS. A series of Area Fertility Surveys (AFS) covering seven of the thirteen regions in the country was taken at the same time as the RPFS. Key sources of national data on fertility for earlier years were the 1968 and 1973 National Demographic Surveys (NDS), which were riders to periodic multi-purpose household surveys. There were also fertility estimates for various periods based on census data. However, there was a lack of consensus on which source provided the most reliable estimates of fertility. Most people have more confidence that the RPFS results provided a new set of estimates. It was specifically mentioned that the RPFS fertility data settled the debate about fertility levels among members of the Population Commission, the major population-policymaking body. While the RPFS fertility data do not radically differ from those projected from earlier sources or from the levels implied from the concurrent AFS, they suggest a sharper fertility decline. The opinion in the AID mission is that the greater confidence in the RPFS results is partly attributable to the survey's association with the WFS international program. AID staff indicated that the RPFS is a standard against which other surveys are measured. The relative agreement between the RPFS and the locally-sponsored surveys has added credibility to the latter.

Another major contribution of the RPFS was new data on contraceptive prevalence. These were perceived to be of particular importance because there is a reported lack of trust in family planning service statistics which have limitations as national estimates of contraceptive use. The RPFS results indicate a considerably higher prevalence and a different mix of contraceptive methods than had been anticipated from a review of other sources. This is considered to be an important finding.

RPFS data on age at marriage and their relation to fertility are also considered to be of significance. The ability to examine in detail age-at-marriage distributions for different groups is deemed to be particularly useful. New national data on breastfeeding and amenorrhoea and their relationship to fertility are also perceived to be a valuable contribution in an important area.

### 13. Contribution to Building Survey Capability

As previously noted, considerable local capability in conducting surveys had been developed before the Philippines began to participate in the WFS program. The WFS methodology, however, contained a number of new aspects for the NCSO and generally required more demanding standards (and higher financial costs) than had previous surveys. Among the changes were translations of the questionnaire into eight languages; exclusive use of female interviewers; use of the team approach in fieldwork; more extensive training; cluster sampling; and more extensive editing. In general, these innovations have been viewed positively by NCSO staff. However, it is not clear that all these practices will be followed in future surveys. In particular, doubt was expressed at NCSO about the agency's ability to continue to translate questionnaires into local languages. The team suspects that training as extensive as that required for the WFS will not be provided unless it is encouraged and adequately funded by an outside agency. The team approach has been enthusiastically endorsed, since it distributes the workload and involves extensive editing in the field. It seems likely that this approach will be incorporated in a separate future fertility survey, but financial constraints and the existing organizational structure in the field make it unlikely that the ongoing multi-purpose household survey program will adopt it. In data processing, the use of CONCOR for editing (CONCOR was used for the RPFS) has been institutionalized.

Supervisors were recruited directly from the existing field staff and apparently were retained after the RPFS was completed. Interviewers who were hired specifically for the RPFS do not seem to have been retained. There was significant attrition among the permanent data processing staff, some of whom went to other countries.

### 14. In-Country Use of Data and Experience for Teaching, Training, or Fieldwork

The short period since the completion of the First Country Report may make an assessment of in-country use of RPFS data for teaching purposes premature. Some classroom use is made of the data at the UPPI, but reportedly not in the Demographic Economics Program at the School of Economics, University of the Philippines. At the time of the team's visit, a series of special seminars on the RPFS and relevant methodologies (including comparative analysis) was being conducted at the UPPI by an expatriate specialist (and former WFS staff member), who will also be collaborating with a UPPI staff member on a special analysis of the RPFS data. These seminars were attended by people from various organizations other than the UPPI, and some were interviewed.

They all indicated that the seminars were beneficial to them. Future plans for similar seminars and collaboration are under consideration at the UPPI. It is difficult to judge the extent to which the WFS methodology and RPFS experience have found their way into training and fieldwork procedures. Interviews with a multiplicity of organizations, including several outside Manila, are necessary. The team did learn that, for the forthcoming Community Outreach Survey sponsored by the UPPI, it is planned to translate the questionnaire into multiple languages.

#### 15. Benefits to Survey Capabilities of Other Institutions

The team does not feel it can adequately assess this issue for the reason noted above (see No. 14). In its limited interviews with organizations not directly involved with the RPFS, the team noted examples of interested parties who were receiving materials from WFS headquarters and of other interested persons who were not. It is probably too early to assess the benefits that other institutions derive from materials specifically developed for the RPFS and the experience associated with it.

#### 16. Results

A National Seminar on the RPFS was held in December 1979, and was attended by more than 100 people. The general impressions of participants were favorable. The First Country Report seems to have been widely distributed, and there is general familiarity with several key results. Responses to questions on detailed familiarity with the report revealed, in some cases, a lack of awareness of results that were potentially useful to the person being interviewed. The team also met persons who had made good use of data relevant to their program.

Several efforts have been made to publicize in a non-technical form the key results of the RPFS. A short article highlighting some findings appeared in a magazine circulated by POPCOM to about 15,000 persons, including field workers. The Population Information Division of the Population Center Foundation (PCF) provided summaries of key results through two different series: POPNEWS and SDI (Selectively Disseminated Information). The division also incorporated RPFS data in an updated Basic Population Data Sheet and in an updated version of a short monograph on the Philippine population (now in press).

#### 17. Use of Data by FP/MCH for Policy

This issue is difficult to assess, because in the Philippines the national family planning program is administered by a variety of agencies, coordinated, in theory, by POPCOM. The team talked with the head of the Evaluation Unit in the Ministry of Health. At this level, little direct use seems to be made of the RPFS data in evaluating family planning. (The Ministry of Health, reportedly, has about half of all program acceptors.) At the higher policymaking

level, POPCOM, the contraceptive prevalence rate derived from the RPFS has been used as a basis for setting the goals for the next five-year plan (1981-1985) and, apparently, for retargeting the goals for the current five-year plan.

#### 18. Use of Data in Development Programs

NEDA, the chief formulator of economic development policy, was one of three organizations that assisted the NCSO in planning and executing the RPFS. The team was told that population projections are an initial input for planning in all major sectors. These projections are made by the NCSO for the NEDA. On the basis of the RPFS, the NCSO reassessed its earlier projections and suggested that the projection based on low fertility was the most likely course of future population growth. The RPFS data will presumably be incorporated into the next set of projections.

#### 19. Use of Data for National Population and Social Policies

The RPFS data play a role in the specification of the goals of the National Population Program, as outlined in the next five-year plan (1981-1985) prepared by POPCOM. More specifically, both the targeted growth rate and contraceptive rates are based on RPFS findings, as is the targeted increase in the postponement of marriage. Another goal is to reduce family size from the level found in the RPFS, 4.4, to three children. One area of social policy in which the RPFS is having an impact is the promotion of breastfeeding. In particular, the RPFS data indicated a higher prevalence of breastfeeding and a greater impact on fertility than was generally anticipated. While it is not clear what policies will eventually emanate from these findings, it is apparent that RPFS data are an important element in current thinking and discussions.

#### 20. Use of Data by International Aid Organizations

The RPFS data are being used extensively by the AID in evaluations of past efforts and the formulation of new projects. Specifically, these data were an important input for the recently prepared Multi-Year Population Project (written to coincide with the government's next five-year plan). The UNFPA coordinator, who also has duties within the UNDP, indicated that no use is made of RPFS data in connection with UNFPA activities, nor, to the best of his knowledge, with UNDP activities. The team was unable to examine the use of RPFS data by other AID organizations.

#### 21. Local Opinion on Validity of Data

The people with whom the team spoke expressed few doubts about the validity of the data; indeed, they generally had a greater respect for the RPFS results

than for other data. A member of the NCSO assessed at a London workshop the quality of data from the RPFS. Her study indicated that there are relatively few serious defects in the data on basic demographic variables. Her analysis also revealed that RPFS yielded higher fertility estimates than the two previous NDSs, presumably because the RPFS contained more complete retrospective data on births. Attitudinal data were not assessed, but an analysis of the Post-Enumeration Survey (PES) now underway should yield estimates of reliability on some of these items.

## 22. Local Views on Future Fertility Surveys

There is a consensus that additional fertility surveys are needed; indeed, Area Fertility Surveys are underway, and a new round of a national fertility survey, probably one that resembles the NDS, is planned (and included in the AID Multi-year Population Project). In addition, estimates of contraceptive prevalence will be determined by a rider to the multi-purpose household survey. In the team's opinion, insufficient attention has been given to possible discrepancies between results of the NDS and RPFS-type surveys. Although many people mentioned the complementarity of estimates derived from the RPFS and other sources, the team believes they have underestimated the lack of compatibility between sources, as revealed by the as yet uncirculated report on the quality of RPFS data.

## 23. Locally-Perceived Need for Continued Technical Assistance for Fertility Surveys

Staff at the NCSO indicated that less technical assistance would be needed for a survey of the RPFS type. Reduced assistance was specifically mentioned in regard to sampling and training, but a need for considerable assistance in data processing was cited. In the team's opinion, there is a need for continued technical assistance in all areas to ensure that a survey of the same quality as the RPFS is taken. The NCSO has extensive survey experience, but this has apparently reinforced procedures based on lower standards than those typifying the WFS. It is doubtful that this will change without pressure from outside experts and the support of an international organization.

## 24. Locally-Perceived Need for an International Coordinating Organization for Future Surveys

It was one person's view that to the extent that a comparative approach is desired, an international organization is needed. Another expressed the

view that such an international effort increases the quality of expertise that can be made available but, at the same time, increases costs. Some persons also indicated that because the RPFS was a part of a prestigious international effort, the results are accorded greater respect. In the team's view, the quality of a future survey would be significantly enhanced if the survey was done under the auspices, and with the technical assistance, of a prestigious international coordinating agency.

25. Local Views on the Future of the WFS

The director of the NCSO expressed the view that in the future the WFS should help resolve technical statistical issues, such as the design of samples and estimations. The team did not discuss this issue with the other RPFS co-director because of her close links with the WFS.

26. National View on Content of Future Fertility Surveys

A variety of views about future data needs and the construction of the questionnaire has been expressed. Numerous people believe that more socio-economic variables should be included. At the School of Economics, the need to include data on income was stressed. At the UPPI, there was also an expressed interest in migration data. The director of the NCSO indicated that a more streamlined questionnaire would be preferable. There is considerable interest in data on contraceptive prevalence, but since a special rider will be included in a forthcoming multi-purpose household survey, one person felt that this reduced the need for detailed questions on this topic in future fertility surveys.

27. Institutionalization of National Fertility Surveys and Alternatives

Fertility surveys (at five-year intervals) have been institutionalized as part of an ongoing national survey program. Questions have been attached to the multi-purpose household survey in the past, and this approach will be taken in the future, although it has a variety of shortcomings. In brief, it is believed that multi-purpose household surveys only partly meet the need for fertility and contraceptive data. The director of the NCSO did not see an immediate need for participating in the U.N. Household Survey Capability Program.

## 28. Local Views on Release of Data

In general, the policy on the release of data appears to be restricted. A detailed set of guidelines, including the priority given to different categories of users, has been prepared. First priority is given to persons from the four co-sponsoring organizations, second priority to persons associated with other in-country organizations, and third priority to international organizations and individuals outside the country. Permission for comparative analysis has been given to WFS headquarters, the U.N. Population Division, and the USAID, but not to ESCAP. Any country analysis done by non-nationals must be done in collaboration with nationals. There is a clear preference for non-nationals to work in the Philippines when doing their analyses. The team's impression is that the Filipinos very much feel that these are their data and that they have effective control over them.

## 29. Comparative Analysis

There is interest in comparative analysis, which is considered to be useful in training. The ongoing seminars at the UPPI that focus in part on the comparison between the Philippines and Sri Lanka are looked upon favorably by both participants and staff.

## 30. Training for Analysis

As mentioned above, one staff member of the NCSO attended a four-month workshop in London to evaluate the quality of demographic data from the RPFs. As her paper and conversations indicate, she has acquired considerable skill in doing a type of analysis that should be highly relevant to her work in the Philippines. Two others from the UPPI were members of a WFS working group that met this summer at the East West Population Institute in Honolulu, Hawaii.

The UPPI is planning to sponsor a month-long workshop with several outside consultants which will focus on second-stage analysis of RPFs data. It will be modeled on the successful ESCAP/WFS workshop held in 1979 in Bangkok (which was scheduled too early for anyone from the Philippines to attend). The team feels that this is a good approach, but it cannot, of course, judge its eventual usefulness. A number of proposals (seven or so) for second-stage analysis has been submitted to WFS headquarters for approval mainly by persons at the NCSO and the UPPI. The proposals apparently have been revised and are now awaiting decision in London. The team did not have access to copies of the proposals and thus cannot comment on their quality.

The general policy of the UPPI is to encourage researchers from the more developed countries who wish to use RPFS data to come to Manila and work on the analysis in collaboration with a staff member. The visitor can present seminars locally and perhaps stimulate further second-stage analysis in the country in this way. As was indicated above, a former member of the WFS headquarters staff was at the UPPI under such an arrangement during the team's visit and apparently gave quite well received seminars.

In brief, there appear to be considerable potential benefits to be gained locally from involvement in the analysis of RPFS data, but because the data tape has only recently been completed, it is too early to determine whether these benefits will, in fact, accrue.

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## APPENDICES

Appendix I

PERSONS SEEN DURING MISSION'S COUNTRY VISITS

## Appendix I

### PERSONS SEEN DURING MISSION'S COUNTRY VISITS

#### 1. Dominican Republic

Dr. Herrera-Cabral, Coordinator of Foreign Aid, SESPAS

Dr. Porte Carrasco, MCH, SESPAS

John Clary, Director, Division of Population Programs, AID

Francisco de Moyer, former Dean, School of Social and Economic Sciences at UASD,\* Demographer, Researcher; Director, "Oficina de Empleo," ONAPLAN (Oficina Nacional de Planeación) (working with Grunt)

Mr. Lard Erickson, Resident Representative, UNDP

Manuel Ortega, Political Scientist (now completing DRFS research sponsored by Rockefeller Foundation)

Dr. V. Martínez Persio, Sub-Secretary of State, SESPAS\*\*

Nelson Ramirez, Director, Dominican Republic Fertility Survey, and Professor of Statistics, UASD

Dr. Oscar Rivera, Consultant in P.H., Division of Population Programs, AID

Dra. María Mabel Rodríguez, PAHO Representative in the Dominican Republic

Gerardo Tavera, National Program Officer, UNFPA

Dr. Martín Vásquez, Director, MCH, SESPAS

Dr. Martín Vásquez-Vigo, Head of Administration, PAHO, Washington (Visiting PAHO's offices in Dominican Republic)

Sandra de Velezoso, Librarian, PAHO

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\* SESPAS - Secretaria de Estado de Salud Publica y Asistencia Social

\*\* UASD - Universidad Antonoma de St. Domingo

2. Jordan

Mr. Dirwas Alkhas, Program Officer, UNFPA

Dr. Leila Ender, Representative, The Population Council

Dr. Tayseer Abdul Jaber, Under-Secretary, Ministry of Labour

Dr. Sami Khoury, Medical School, University of Jordan

Dr. Tawfig Lubani, Head, MCH/FP Unit, Ministry of Health

Mr. Abdul Monem Abu Nawar, Census Director and Survey Director,  
Jordan Fertility Survey, Department of Statistics

Dr. Yaser Sarah, Director, Manpower Planning, National Planning  
Council

Mr. Jack Thomas, Population Officer, USAID

3. Kenya

Mr. Dieter Ehrhardt, UNFPA Coordinator, Kenya

Dr. I.E. Githinji, National Family Welfare Centre, Ministry of  
Health

Dr. S. Kanani, Director, National Family Welfare Centre, and  
Deputy Director, Medical Services, Ministry of Health

Mr. John Kekovele, Central Bureau of Statistics (Survey Director,  
Kenya Fertility Survey)

Mr. Nelson Keyonza, Evaluation Unit, MCH/FP Division, Ministry of  
Health

Professor W.A. Mosley, Population Studies and Research Institute,  
University of Nairobi

Mr. L.E. Ngogi, Senior Economist, Ministry of Economic Planning  
and Development

Professor S. Ominde, Director, Population Studies and Research  
Institute, University of Nairobi

Mr. Robert R. Peterson, Evaluation Unit, MCH/FP Division, Ministry  
of Health

Mr. S. Silverstein, USAID

Mr. Parmeet Singh, Director, Central Bureau of Statistics

Ms. Linda Werner, Central Bureau of Statistics (on WFS payroll)

Mrs. Pam Wilkinson, British High Commission, Kenya

4. Mexico

Joop Alberts, UNFPA

Lic. Analía Babinski, Encargada de Diseño Muestral

Lic. Raúl Benítez-Zenteno, Investigador, Inst. de Investigaciones Sociales, ISUNAM

Lic Enrique Brito, Coordinator Area, Social y Demográfica, CONAPO

Lic. Gustavo Cabrera, Secretario General, CONAPO

Guadalupe Chapela, UNFPA

Octavio Krojarro, Asesor IMSS en Encuestas

Lic. Elsa López, Enc. Análisis de Crecimiento Natural

Lic. Guadalupe López Ch., Dirección General de Estadística\*

Dra. Carmen Miró, PISPAL

Axel Mundigo, Population Council

Leopoldo Núñez, Asesor Análisis Demográfico

Lic. Efrén Ocampo, Coordinator Area Económica, CONAPO

Lic. Manuel Ordorica, Jefe Unidad de Estudios de Población, CONAPO

Lic. Julieta Quilodián, Researcher, Centro de Estudios Económicos y Demográficos, El Colegio de México

Raul Reyna, UNFPA

Claudio Stern, PISPAL

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\* She was involved with C. Welti in the MFS from its inception to its termination.

5. Nepal

Ms. Sigrid Anderson, Acting Chief, Office of Health and Family Planning, USAID, Nepal

Professor Dor B. Bista, Executive Director, Research Center for Nepal and Asian Study, Tribhuvan University, Kirtipur

Mr. Ham Hamal, Chief, Information, Education and Communication, FP/MCH Project

Dr. Puspa Lal Joshi, Chief, Evaluation Division, FP/MCH Project, Ram Shah Path, Kathmandu

Dr. Vidya Bir Singh Kansakar, Assistant Research Officer, CEDA, Kirtipur

Mr. Mark Ledird, Posted Adviser, UNFPA

Dr. Fatte B. Malla, Chief of the Planning Cell, Ministry of Health, Teku, Kathmandu

Professor Upendra Man Malla, Member, National Planning Commission, Thapathali, Kathmandu

Mrs. Manandher, Assistant Director, Central Bureau of Statistics

Mr. John Melform, Resident Representative, UNDP, Lazimpat, Kathmandu

Mr. David E. Mutchler, Special Assistant for Population Coordination, USAID, Nepal

Dr. Badri Raj Pande, Chief, FP/MCH Project, Ram Shah Path, Kathmandu

Dr. Duane Smith, Chief of Party, Management Sciences for Health, Teku, Kathmandu

Mr. Shyam Biharilal Sribastav, Director-General, Central Bureau of Statistics, Thapathali, Kathmandu

Dr. Linda Stone, Reader, Research Center for Nepal and Asian Study, Tribhuvan University, Kirtipur

Mr. Yadav Singh Thapa, Deputy Research Officer, CEDA, Kirtipur

Dr. Kokila Vaidya, Deputy Chief, FP/MCH Project, Ram Shah Path, Kathmandu

Mr. Peter H. Witham, UNFPA Coordinator, Kamalpokhari, Kathmandu

WFS/Nepal Project Staffs (FP/MCH Project

Mr. Tek B. Dange, Family Planning Officer

Mr. Vinaya Ratna Dhakhwa, Statistician

Mr. Bhakta B. Gubhaju, Demographer

Mr. Muneswar Mool, Family Planning Officer

Mr. Jayanti Man Tuladhar, Acting Chief, Planning Research  
Evaluation Division

6. Philippines

Ricky Abad, Director, Institute of Philippines Culture,  
University of the Philippines, Manila

A. Anguro, Chief, Division of Maternal and Child Health  
Care, MOH, Manila

Mercedes Concepcion, Dean, University of the Philippines,  
Co-director, RPFS (Philippines Fertility Survey), Manila

Luisa T. Engracia, Supervising Census Statistical Coordinator,  
National Census and Statistics Office, Manila

Aurora S. Go, Director, Project Development Division, Population  
Center Foundation, Manila

William Goldman, Population Adviser, USAID, Manila

Lin Gona, Chief, Population Section, Social Services Staff,  
NEDA, Manila

Myrna C. Gonzales, Census Statistical Coordinator, National  
Census and Statistics Office, Manila

Harold E. Haight, Chief, Office of Population, USAID, Manila

Alex Herrin, Demographic Economics Program, University of the  
Philippines, Manila

John Laing, Population Institute, University of the Philippines,  
Manila

Dr. Conrade Ll. Lorenzo, Jr., Executive Director, Population Center Foundation; Vice Chairman, Board of Commissioners, Commission on Population, Manila

Titu Mijares, Director, NCSO; National Director, RPFS, Manila

Virginia A. Miralao, Chief of Operations, Institute of Philippines Culture, Ateneo de Manila University, Manila

Luisa B. Nartatez, Population Planning Officer, Population Commission, Population Center Foundation, Makati

Francisco V. Nazaret, Supervising Census Statistical Coordinator, National Census and Statistics Office, Manila

Filo Pante, Assistant Director-General, NEDA; Chairman, Steering Committee, Population and Development Planning Unit, NEDA, Manila

Ernesto M. Pernia, Associate Professor, School of Economics, University of the Philippines, Manila

Thomas Pullum, Department of Sociology, University of Washington, Seattle, USA

Florentina L. Reyes, Census Statistical Coordinator, National Census and Statistics Office, Manila

Jose Rimon, Associate Director, Information, Education, and Communication, Division of Population Commission, Manila

Emma Robles, Director, National Family Planning Office, MOH, Manila

Timoteo R. Rosete, Supervising Census Statistical Coordinator, National Census and Statistics Office, Manila

Remedios V. Sabino, Supervising Statistician, National Family Planning Office, Ministry of Health, Manila

Patrick R. Shima, Deputy Coordinator, UNFPA, Makati

Steven Sindig, USAID, Manila

Flor Tones, Director, Social Services Staff, NEDA, Manila

7. Bangkok, Thailand\*

- Mr. John Cleland, WFS, London (in Bangkok for follow-up to workshop)
- Mr. Khan, Population Division, ESCAP, Bangkok (in charge of comparative analysis of WFS data at regional level)
- Mr. Boonlent Leoprapi, Chief, Population Division, ESCAP, Bangkok
- Mr. James Palmore, East-West Population Institute, Honolulu, Hawaii, USA (consultant to workshop)
- Mr. J. R. Rele, Technical Adviser, World Fertility Survey/Asia, ESCAP, Bangkok

Workshop Participants

- Mr. Byung Mok Choi, Korean Institute for Family Planning, L55 Nokbundong, Sudaimun-ku, Seoul, Republic of Korea
- Ms. Sri Haryati Hadmadji, Head, Training Section, Demographic Institute, University of Indonesia, Salemba 4, Jakarta, Indonesia
- Mr. Nam II Kim, Chief, Vital Registration Section, Population Division, National Bureau of Statistics, Economic Planning Board, Seoul, Republic of Korea
- Mr. Tey Nai Peng, Assistant Director, Research and Evaluation Unit, National Family Planning Board, P.O. Box 416, Jalan Ipoh, Kuala Lumpur, Malaysia
- Ms. Mathana Phananimai, Population Survey Division, National Statistical Office, Lan Luang Road, Bangkok 1, Thailand
- Mr. Abdur Rahim, Research Officer, Evaluation Unit, Population Section, Planning Commission, Dacca, Bangladesh
- Mr. Idris Abdul Rahman, National Family Planning Board, Bunguman Umno Selangor, Jalan Ipoh, Peti Surat 416, Kuala Lumpur, Malaysia
- Mr. G. Regmi, Family Planning/Maternal and Child Health, Ram Shah Path, Kathmandu, Nepal

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\* In connection with ESCAP/WFS workshop and ESCAP's role in the WFS.

Mr. Budi Soeradji, Central Bureau of Statistics, 8 Jln. Dr. Sutomo,  
Jakarta, Indonesia

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Bangladesh

Appendix II

QUESTIONS TO BE ANSWERED DURING COUNTRY VISITS

## Appendix II

### QUESTIONS TO BE ANSWERED DURING COUNTRY VISITS

1. How did the country come to be recruited to the program?
2. What problems had to be overcome before the survey agreement was signed?
3. What ministry or department was responsible for the survey? How was this decided?
4. What contribution to the costs of the survey did the country government make?
5. How much individual expertise on sample survey work was there in the country before the survey started? What was known about fertility levels and trends?
6. What benefits to the country and what survey problems were foreseen at the beginning from participation in the program?
7. What help was given by WFS experts in setting up the sample and in adapting the questionnaire to be used? Was the help (a) about right, (b) too much, (c) too little?
8. What modules were used and how was the content of the questionnaire decided? What were the reasons for adopting those used? Why were adaptations, if any, made?
9. What were the arrangements for the various stages of the survey (pretesting, training, coding and editing, tabulations, report writing)? How much help was given by WFS: (a) about right, (b) too much, (c) too little?
10. If the entire country was not sampled, why not?
11. What were the main problems (a) in the fieldwork, (b) in processing the results, (c) in report writing and production?
12. Did the survey produce much new information on fertility? On other topics of perceived importance? How important were the WFS data relative to other available sources?
13. What permanent survey institutional capability was established?
14. To what extent have WFS data and experience been used in in-country (a) teaching, (b) training and/or (c) fieldwork?

15. To what extent have other institutions not involved directly in the WFS utilized the WFS questionnaires, manuals, or other materials? To what extent have other institutions benefited from hiring or receiving advice from local personnel directly involved in WFS?
16. What efforts have been made to publicize and interpret the results of the survey? Has there been a national meeting to announce the results and has this been of value?
17. Have the data been used for policymaking by the country's national family planning program, if any?
18. Have the data been used or are they likely to be used for policy-making in development programs? In particular, have they been used in population projections?
19. In general, have the data been used to help to formulate a national population policy or other social policies?
20. To what extent have national data been used by the international aid organizations?
21. What are the local opinions on the validity of the data (a) generally and (b) on particular items?
22. What are the local views on future fertility surveys?
23. What need is seen locally for continued technical assistance for conducting future fertility surveys?
24. Is there continuing need for an international coordinating organization for future fertility surveys in the LDCs?
25. What are the local views on the future of the WFS?
26. Should future national fertility surveys in the national view be more detailed? Should they have a different kind of questionnaire? How much emphasis should there be on questions on contraceptive knowledge and/or use? Should there be greater use of socioeconomic and household variables?
27. Should fertility surveys become part and parcel of an ongoing national survey program? Do you feel a multi-purpose household survey could fulfill this need? Do you feel a contraceptive prevalence survey could meet this need?

28. What is the local view on the release of national WFS data to (a) international organizations, (b) developed country research organizations, (c) national non-government research organizations not involved in survey fieldwork and data processing? Do you see any benefits for comparative analysis done outside the country?
19. Has any comparative analysis been undertaken in the country?
30. What arrangements were made for training in analysis (e.g., workshops)? Was there a benefit in such training arrangements?

Appendix III

SUMMARY OF ACTUAL AND PLANNED EXPENDITURES  
OF THE ISI/WFS HEADQUARTERS  
(1977-June 1980)

a/c No.	DESCRIPTION	1977		1978		1979 JAN/JUNE		ACTUALS Jul '79/JUN '80		BUDGET Jul '79/June 80		BUDGET BALANCE	
		Year	average month	Year	average month	half year	average month	12 mths.	average month	Year	average month	%. mths.	aver. mon.
	<u>STAFF COST LONDON</u>												
600	Professional Staff	720	60	951	79	639	106	1689	141	1902 <sup>X</sup>	158	29	
601	Support Staff	107	9	176	15	161	27	506	42	550	46	22	
604	Temporary Staff	13	1	12	1	4	1	22	2				
605	Consultants' Fees	89	8	95	8	91	15	164	14	258	21	94	
606	Housing Allowance	96	8	97	8	86	14	184	15	above		-	
607	Home Moving/Home Leave	19	1	44	4	28	5	55	5	57	5	2	
608	Staff Recruiting	5	1	13	1	13	2	28	2	20	2	(8)	
609	Other/Temp.Qtr.All. nance	5		11	1	17	3	18	1	24	2	6	
	Sub-total	1054	88	1399	117	1039	173	2666	222	2811	234	145	
	<u>STAFF COST THE HAGUE</u>												
602	ISI Staff	320	27	367	31	211	35	463	39	498	42	(5)	
603	Temporary Staff	16	1	43	3	22	4	40	3				
60.	Sub-total	336	28	410	34	233	39	503	42	498	42	(5)	
	TOTAL	1390	116	1809	151	1272	212	3169	264	3309	276	140	
	<u>STRENGTH</u>	31/12		31/12		30/6		30/6		30/6			
	Prof.Scient.Staff Ldn	31.0		35		41.0		41.0		48.0			
	Support Staff Ldn **	23.2		29		38.0		40.0		42.0			
	Prof.Admin.Staff Hague	7.5		7.2		8.2		8.2		} 14.8			
	Support Staff Hague	3.8		4.4		5.0		5.0					
		65.5		75.6		92.2		97.2		104.8			
	** Incl Temp Staff.												
	* Incl. housing allowance												

Position 30 JUNE 1980 (PROV)  
Prepared 27 July 1980

DISTR.: See MIS IV-X (+ PA)

EXPENDITURE AGAINST BUDGET (US\$ 000's)

STAFF

M.S.

IV-5

a/c No.	DESCRIPTION	1977		1978		1979 JAN/JUNE		ACTUALS Jul '79/ Jun '80		BUDGET Jul '79/ June '80		BUDGET	
		Year	average month	Year	average month	half year	average month	12 mths.	average month	Year	average month	12 mths.	average month
	<u>TRAVEL (FARES, OTHER) STAFF</u>												
610/630	Professional Staff Ldn	227	19	252	21	169	28	348	29	346	29	(2)	
611/631	Other Staff Ldn	25	2	25	2	9	1.5	28	2	30	3	2	
612/632	Staff The Hague	23	2	24	2	15	2.5	36	3	39	3	3	
	Sub-total	275	23	301	25	193	32	412	34	415	35	3	
613/633	<u>COMMITTEES</u>	39	3	13	1	30	5	48	4	62	5	14	
618/638	<u>CONSULTANTS</u>	43	4	75	6	74	12	108	9	136	11	28	
	<u>CONFERENCES/MEETINGS/ SEMINARS *</u>												
615/635	Regional Conferences	74	6	2	-	41	7	76	6	80	7	4	
616/636	Seminars, other Conf.	-	-	16	2	41	7	64	6	126	10	62	
	Sub-total	74	6	18	2	82	14	140	12	206	17	66	
	* For WFS Conference 1980 see MIS Sheet IV - 7												
	TOTAL	431	36	407	34	379	63	708	59	819	68	1	

Position 30 JUNE 1980 (PROV)  
Prepared 27 JULY 1980

DISTR.: See MIS IV-X

EXPENDITURE AGAINST BUDGET (US\$ 000's)  
TRAVEL

a/c No.	DESCRIPTION	1977		1978		1979 JAN/JUNE		ACTUALS Jul '79/JUN '80		BUDGET Jul '79/June '80		BUDGET BALANCE	
		Year	average month	Year	average month	half year	average month	12 mths.	average month	Year	average month	mths.	aver. mon.
	<u>OFFICE REQUIREMENTS</u>												
640	Accommodation London	141	12	192	16	144	24	448	38	365	30	(83)	
641	Furniture	3	-	19	2	14	2	23	2	20	2	(3)	
642	Equipment	35	3	41	3	52	9	83	7	76	6	(7)	
643	Utilities/Other	11	1	21	2	20	3	63	5	85	7	22	
	TOTAL	190	16	273	23	230	38	617	52	546	45	(71)	
	<u>CONTRACTUAL PAYMENTS</u>												
	<u>Contracts - Research</u>												
652	CELADE	44	3	35	3	11	2	30	3	33	3	3	
656	Illustrative Analysis	46	4	49	4	1	-	4	-	1	-	(3)	
659	Research - Other			5	-	6	1	7	1	26	2	19	
	Sub-total	90	7	89	7	18	3	41	4	60	5	19	
	<u>Contracts - IDRC</u>												
657	Research - IDRC	22	2	11	1	-	-	33	3	20	2	13	
	TOTAL	112	9	100	8	18	3	74	6	80	7	6	

Position 30 JUN 1980 (PROV)

DISTR.: See MIS IV-X

EXPENDITURE AGAINST BUDGET (US\$ '000's)

MIS

Prepared 27 JULY 1980

OFFICE REQUIREMENTS/CONTRACT. PAYM.

IV-2/

a/c. NO.	DESCRIPTION	1977		1978		1979 JAN./JUNE		ACTUALS Jul '79/June '80		BUDGET Jul '79, June '80		BUDGET BALANCE	
		Year	average month	Year	average month	half year	average month	12 mths.	average month	Year	average month	7. mths.	average month
	<u>PUBLICATIONS</u>												
660	WFS Diary	0.2		0.1		-	-	08	-	-		(08)	
661	Occasional Papers	4.4		-		7.7	1.3	32.8	2.7	10.5	1	(22.3)	
662	Summaries	3.2		15.0		2.3	0.4	42.4	3.5	28.0	2	(14.4)	
663	Basic Documentation	19.0		16.7		6.8	1.1	64.0	5.3	15.9	1	(48.1)	
664	Annual Reports	6.1		7.5		15.3	2.6	4.4	0.4			(4.4)	
665	Technical Bulletins	2.1		6.2		-	-	31.6	2.6	16.0	1	(15.6)	
666	Scientific Reports	10.9		8.4		-	-	233.0	19.8	84.0	7	(149.0)	
667)	Other Publications	0.7		0.8		-	-	62.4	5.2	77.0	6	) 26.6	
668)	Printing/Mailing Country Rep.	11.8		14.0		(11.2)	(1.9)	)	)	12.0	1	)	
669	Other	7.1		3.3		-	-	7.2	0.6	10.0	1	2.8	
	<u>EXTRA PROMOTION PROGRAMME</u>												
667)	Printing Brochures, Extra	-		-		63.9	10.6	82.1	6.9	158.0	14	78.4	
668)	Reports, Mailing, etc.							(25)	(0.2)				
669	Recoveries												
	TOTAL	65.5	5	72	6	84.8	14.1	558.2	46.5	411.4	34	(146.8)	

Revision 30 JUNE 1980 (PROV)

Prepared 27 JULY 1980

DISTR.: See MIS IV-X (+ WP)

EXPENDITURE AGAINST BUDGET (US\$ 000's)

PUBLICATIONS

MIS

IV-4

DESCRIPTION	1977		1978		1979 JAN/JUNE		ACTUALS Jul '79/ JUN '80		BUDGET Jul '79/June '80		BUDGET BALANCE	
	Year	average month	Year	average month	half year	average month	12 mths.	average month	Year	average month	12 mths.	average month
<u>COMPUTER SERVICES</u>												
6a. Equipment Acquisition/ Rental	6	1	4	-	53	9	164	13	146	12	(18)	
671. Computer Stationary	2	-	7	1	7	1	14	1	16	2	2	
672. Data Processing	253	21	271	23	45	7	35	3	40	3	5	
674. Maintenance	-	-	30	2	-	-	49	4	72	6	23	
677. Initial acquisition cost computer	-	-	387	32	-	-	-	-	-	-	-	
<b>TOTAL</b>	<b>261</b>	<b>22</b>	<b>699</b>	<b>58</b>	<b>105</b>	<b>17</b>	<b>262</b>	<b>22</b>	<b>274</b>	<b>23</b>	<b>12</b>	

30 JUNE 1980 (PROV)  
27 JULY 1980

DISTR.: See MIS IV-X

EXPENDITURE AGAINST BUDGET (US\$ 000's) MIS  
COMPUTER SERVICES IV-5

DESCRIPTION	1977		1978		1979 JAN/JUNE		ACTUALS Jul '79, Jun '80		BUDGET Jul '79/June '80		BUDGET BALANCE	
	Year	average month	Year	average month	half year	average month	12 mths.	average month	Year	average month	12 mths.	average month
<b>OTHER DIRECT COST</b>												
680. Bank Charges	5		4		2.4	0.4	5.5	0.5	6		0.5	
681. Library	-		-		0.1	-	0.7	0.1			(0.7)	
682. Postage												
- London	5		4		4.2	0.7	15.8	1.3	34	3	(12.5)	
- The Hague	18		27		10.4	1.7	30.7	2.6				
683. Communications												
- London	34		51		25.9	4.3	66.3	5.5	107	9	31.5	
- The Hague	9		2		2.4	0.4	9.2	0.8				
684. Reproduction												
- London	8		2		0.5	0.1	1.0	0.1	2		0.6	
- The Hague	5		5		0.7	0.1	0.4	-				
685. Office Supplies												
- London	6		10		6.5	1.1	31.5	2.6	58	5	(8.7)	
- The Hague	7		11		6.4	1.1	35.2	2.9				
686. Insurance	9		23		11.1	1.9	25.9	2.1	20	2	(5.9)	
687. Auditors	19		17		13.0	2.2	18.6	1.5	21	2	2.4	
688. Translations												
- London	12		6		2.5	0.4	10.5	0.9	9	1	(1.5)	
- The Hague	( 2)		2		0.3	-	-	-				
689. Other												
- London	-		1		1.5	0.3	10.8	0.9	17	1	(1.8)	
- The Hague	4		5		-		8.0	0.7				
<b>TOTAL</b>	<b>139</b>	<b>12</b>	<b>170</b>	<b>14</b>	<b>87.9</b>	<b>14.7</b>	<b>270.1</b>	<b>22.5</b>	<b>274</b>	<b>23</b>	<b>3.9</b>	

30 JUNE 1980 (PROV)

27 JULY 1980

DISTR.: See MIS IV-X (+ GS)

EXPENDITURE AGAINST BUDGET (US\$ 000's)

MIS

OTHER DIRECT COST

IV-6

a/c No.	DESCRIPTION	1977		1978		1979 JAN/JUNE		ACTUALS Jul '79/JUN '80		BUDGET Jul '79/June '80		BUDGET BALANCE	
		Year	average month	Year	average month	half year	average month	..... mths.	average month	Year	average month	..... mths.	av n
	W.F.S. CONFERENCE 1980.												
71 x	<u>ACCOMMODATION</u>					1.3		12.2					
72 x	<u>MATERIALS</u>					0.2		14.3					
617/37 73 x	<u>PREPARATION &amp; PRESENTATION</u>			13		1.8		12.5					
74 x													
75 x	<u>GENERAL</u>							0.2					
76 x	<u>TRAVEL AND PER DIEMS</u> <u>PARTICIPANTS</u>							72.8					
79 x	<u>REGISTRATION FEES</u>												
	TOTAL			13		3.3		112.0		480.0		368.0	

Position 30 JUNE 1980 (PROV)  
Prepared 27 JULY 1980

DISTR.: See MIS IV-X (+ DSW)

EXPENDITURE AGAINST BUDGET (US\$ 000's)  
World Fertility Survey Conference IV

	DESCRIPTION	POSITION END JUN 1979		POSITION END DEC 1979		MOVEMENT JUL79/ 1980		POSITION END JUNE 1980		BUDGET (COMMITMENTS ONLY)		BALANCE LEFT FOR COMMITTEE	
		Comm. ments	Paid	Comm. ments	Paid	Comm. ments	Paid	Comm. ments	Paid	END JUN80	END JUN '81	TO JUN80	TO JUN80
1	Bangladesh	182	173	182	173			174	173	182	182		
2	Fiji	161	161	161	161			161	161	161	161		
3	Indonesia	172	179	169	168			172	168	169	169		
4	Malaysia	158	158	158	158			158	158	158	158		
5	Nepal	106	107	106	107			107	107	107	107		
6	Philippines	184	179	184	186			186	186	186	186		
7	Sri Lanka	116	118	116	118			118	118	118	118		
-	Thailand	28	29	28	29			29	29	29	29		
8	Colombia (incl. pre-test)	226	226	226	226			226	226	226	226		
9	Panama	141	141	141	141			141	141	143	143		
10	Venezuela	112	108	108	108			108	108	108	108		
11	Cameroon	486	419	436	419			436	419	436	436		
12	Tunisia	176	171	179	171			200	171	171	171		
13	Ghana (incl. pre-test)	300	191	278	221			278	247	278	278		
14	Paraguay	188	119	188	168			188	170	188	188		
15	Ivory Coast	295	-	319	-			319	100	319	319		
16	Morocco	254	51	294	94			327	233	327	327		
-	Yemen AR	10	-	10	8			10	8	10	10		
-	Pre-tests (Zaire and UK)	21	21	21	21			21	21	21	21		
	<u>ADDITIONAL ITEMS</u>												
	Ivory Coast-Add. grant.							75	-	75	75		
	In budget for overexpend.									103	103		
	Of which used									(12)	(12)		
	<b>TOTALS</b>	<b>3316</b>	<b>2551</b>	<b>3304</b>	<b>2677</b>			<b>3434</b>	<b>2944</b>	<b>3503</b>	<b>3503</b>	<b>69</b>	

Position 30 JUNE 1980 (PROVIS)

Distribution: DR-CW-CO-AD

EXPENDITURE AGAINST BUDGET (US\$000's)

DATE 30

LI DIR 108

Country code	DESCRIPTION	POSITION END JUN 1979		POSITION END DEC 1979		MOVEMENT JUL79/ 1980		POSITION END JUNE 1980		BUDGET (COMMITMENTS ONLY)		BALANCE L FOR COMMI	
		Comm. ments	Paid	Comm. ments	Paid	Comm. ments	Paid	Comm. ments	Paid	END JUN80	END JUN '81	JUN80	JUN
	USAID-2ND STAGE ANAL.												
1	NP Eval.Birth Hist. - Coale	28.8	14.4	28.8	14.4			28.8					
2	LK Inf. Child Mort.-Meegama	20.5	15.2	20.5	15.2			20.5					
3	VE Determ. of Fert.-Gaslonde	10.0	5.0	10.0	5.0			10.0					
4	Sev Unwanted fertility-Westoff	20.0	10.0	20.0	19.0			20.0					
5	PK Age at marriage-Karim	4.9	4.9	4.9	4.9			4.9					
5	BD Analysis PES data-M.Ahmad	3.8	1.8	3.8	1.8			3.8	( )				
5	PE Reg. Fert. trends-Belgrano	26.2	5.0	26.2	20.0			24.6					
7	MX Eval.Demogr.data-Unikel	12.1	4.0	12.1	10.0			12.1					
3	LK Contraceptive use-Immerwahr	10.0		10.0	4.3			10.0					
3	LK Fert.Beh.Est.Pop.-Langford			3.1	2.2			3.1					
3	PK Contr.non-use - Nasra			3.3	2.3			3.3					
3	Sev Breast feeding impact-Page			60.0	9.0			60.0					
3	MX Fert.& Nupt.Lev.-Unikel			19.6	10.0			19.6					
3	KR In-depth An.Pr.-Bur.Stat.			64.4				64.4					
3	BD Reg.Nupt.Pat.-Matin NIP			8.0	1.5			8.0					
3	KE F.An.Data KFS -P.Singh			8.3	3.3			8.3					
3	BD Transl. BFS tapes-Matin NIP			2.0				2.0					
3	Sev Eff. SD & CA on fert.-Tsul			53.1	20.0			53.1					
3	Sev Lat.Am.Ev.W/shop -Potter			45.0	43.7			45.0					
3	Sev Carib.Ev.W/shop-Harewood			11.8	10.6			10.6					
3	Sev Asian Ev.W/shop-Shea			17.9				38.0					
3	JO Househ. Quest. data-Brass							10.1					
3	CR Determ.Fert.decl.-Dir.Gen.F							37.6					
3	KE Study KFS + Related Data							20.1					
3	Jo Fertility Levels / Trends							?					
3	Jo Childhood Mortality							?					
	TOTALS	136	60	452	197			518	321	660	1260	142	

1/100 30 JUNE 1980 (PROVIS)

Distribution : DR-CW-CO-AD - Lnd Directors

EXPENDITURE AGAINST BUDGET (US\$000's) MTC

	CONTRACTS DESCRIPTION (UNFPA - SURVEYS)	ORIGINAL CONTRACT	Position end JUNE '80	Position end JUNE '80	Position end JUNE '80	
			REVISED CONTRACTS (a)	LATEST ESTIMATE (b)	REQUESTS IN PROCESS (b - a)	
<b>IN OPERATION</b>						
1	Korea	245	245	227		
2	Pakistan	174	177	163		
3	Thailand	147	162	162		
4	Guyana	114	147	147		
5	Jamaica	144	158	159		
6	Trinidad	102	106	106		
7	Haiti	67	138	139		
8	Portugal	128	192	192		
9	Costa Rica	118	118	119		
10	Dominican Republic	132	158	184		
11	Mexico	248	246	206		
12	Peru	174	201	190		
13	Jordan	124	155	145		
14	Syria	166	166	222	56	
15	Turkey	190	236	236		
16	Lesotho	64	93	93		
17	Senegal	239	413	425		
18	Egypt	247	247	255		
19	Ecuador	253	253	268	15	
20	Mauritania	280	280 +96	378		
	Chile			53		
	Benin			125		suspended provisional
	<b>SUB-TOTAL</b>			4194		
<b>EXPECTED</b>						
	Tanzania					under appraisal
	Nigeria					under appraisal
	<b>TOTAL</b>					

Position 30 JUNE 1980  
Prepared 27 JULY 1980

Distribution: DR-CW-CO-AD  
LDN-DIRECTORS USAID/UNFPA/ODA

(US \$ 000's)  
UNFPA-SURVEYS (WFS Cont. uti)

MIS  
TV

DONOR	DESCRIPTION	NUMBER OF SURVEYS		NUMBER OF SURVEYS		WFS - CONTRIBUTION		COUNTRY - CONTRIBUTION		COMMENTS	
		IN	UNDER APPRAISAL		SUSPENDED		US\$ 000's		US\$ 000's		
LINAPA	As 62 (Att. MIS IV - 8C)	20					4016		1763		
	Benin (Provisional)		1				125		?		Incl. G.
	Tanzania		1				?		?		Underway
	Nigeria		1				?		?		71. L...
	Chile				1		53		-		Up to
	Burma				1		-		-		UNFA show
											Incl. G.
USAID	As 62 (Att. - MIS IV - 8a)	16					3434		2265		
ODA	Kenya	1					138		138		
	Sudan	1					258		150		
	Yemen AR	1					324		341		
IRAN	Iran	1					-		250		
	TOTAL LDC'S	40	3		2		4194		4908		
	TOTAL DC'S	20					-		?		
		60	3		2						

POSITION	30 JUNE 1980
PREPARED	27 JULY 1980

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SUMMARY OF SURVEYS	MIS IV
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Appendix IV

WFS PUBLICATIONS PROGRAM  
(Status as of June 30, 1980)

## Appendix IV

### WFS PUBLICATIONS PROGRAM (Status as of June 30, 1980)

#### 1. General Brochure

English, French, Spanish, Arabic

#### 2. Progress Reports (English only)

The World Fertility Survey: The First Three Years

The World Fertility Survey: January 1975-December 1975

The World Fertility Survey: January 1976-December 1976

The World Fertility Survey: January 1977-December 1977

The World Fertility Survey: January 1978-December 1978

The World Fertility Survey: January 1979-December 1979

#### 3. Basic Documentation

The following documents were prepared by the WFS central staff. Nos. 1-10 are or will be available in Arabic, English, French, and Spanish. The English version of No. 11 is in press.

1. Core Questionnaires
2. Survey Organization Manual
3. Manual on Sampling Design
4. Training Manual
5. Supervisors' Instructions
6. Interviewers' Instructions
7. Editing and Coding Manual
8. Guidelines for Country Report No. 1

9. Strategies for the Analysis of WFS Data
10. Modifications to the WFS Core Questionnaire and Related Documents
11. Data Processing Guidelines

#### 4. First Country Reports

These reports are published by the countries and are available from the ISI, Netherlands. Microfiche copies are available free of charge. So far, 19 countries have published their reports, namely, Bangladesh, Colombia, Costa Rica, Dominican Republic, Fiji, Guyana, Indonesia, Jamaica, Jordan, Korea (Rep.), Malaysia, Mexico, Nepal, Pakistan, Panama, Peru, Philippines, Sri Lanka, and Thailand. The reports of Kenya and Venezuela are in press.

#### 5. Summaries

WFS publishes summaries of the main findings of each First Country Report in English, French, and Spanish.

#### 6. Technical Bulletins (English)

1. Sir Maurice Kendall, Some Notes on Statistical Problems Likely to Arise in the Analysis of WFS Surveys, October 1976.
2. M.G. Kendall and C.A. O'Muircheartaigh, Path Analysis and Model Building, March 1977.
3. T.W. Pullum, Standardization, August 1978.
4. V.K. Verma, Basic Fertility Measures for Retrospective Birth Histories, May 1980.
5. R.J.A. Little, Generalized Linear Models for Cross-Classified Data from the WFS, October 1978.
6. D.P. Smith, Life Table Analysis, April 1980.
7. G. Rodríguez and J. Trussell, Maximum Likelihood Estimation of the Parameters of Coale's Model Nuptiality Schedule for Survey Data, May 1980.
8. R.J.A. Little, Linear Models for WFS Data, June 1980.

7. Scientific Reports (English)

1. G. Rodríguez, Assessing the Availability of Fertility Regulation Methods: Report on a Methodological Study, February 1977.
2. H. Ware, Language Problems in Demographic Field Work in Africa: The Case of the Cameroon Fertility Survey, October 1977.
3. A.L. MacDonald, P.M. Simpson, and A.M. Whitfield, An Assessment of the Reliability of the Indonesia Fertility Survey, October 1978.
4. C.F. Westoff, J. McCarthy, N. Goldman, and F. Mascarín, Illustrative Analysis: Contraceptive Sterilization and Births Averted in Panama, August 1979.
5. J.G. Cleland, R.J.A. Little, and P. Pitaktepsombati, Illustrative Analysis: Socio-Economic Determinants of Contraceptive Use in Thailand, August 1979.
6. N. Goldman, A.J. Coale, and M. Weinstein, The Quality of Data in the Nepal Fertility Survey, December 1979.
7. K. Srinivasan, Birth Interval Analysis in Fertility Surveys, February 1980.
8. S.A. Meegema, Socio-Economic Determinants of Infant and Child Mortality in Sri Lanka: An Analysis of Post-War Experience, March 1980.
9. T.W. Pullum, Illustrative Analysis: Fertility Preferences in Sri Lanka, March 1980.
10. J. Somoza, Illustrative Analysis: Infant and Child Mortality in Colombia, May 1980.
11. C.E. Forez and N. Goldman, An Analysis of Nuptiality Data in the Colombia Fertility Survey (in press).
12. R.J.A. Little and S. Pereira, Illustrative Analysis: Socio-Economic Differentials in Cumulative Fertility in Sri Lanka, A Marriage Cohort Approach (in press).
13. J. Trussell, Illustrative Analysis: Age at First Marriage in Sri Lanka and Thailand, May 1980.
14. J.M. Guzmán, Evaluation of Dominican Republic National Fertility Survey 1975, May 1980.
15. J. Hobcraft, Illustrative Analysis: Evaluation of Fertility Levels and Trends in Colombia, May 1980.
16. G. Rodríguez and J. Hobcraft, Illustrative Analysis: Life Table Analysis of Birth Intervals in Colombia, May 1980.

17. D.P. Smith, Illustrative Analysis, Marriage Dissolution and Remarriage in Sri Lanka and Thailand (in press).
8. Comparative Studies - Cross National Summaries (English) (All except Nos. 5 and 14 are in press.)
1. S. Singh and P. Platridis - Characteristics of Surveys
  2. S. Singh - Comparability of Questionnaire
  3. S. Singh - Comparability of First Country Report Tabulation
  4. S. Singh - Background Characteristics
  5. J. Otto et al. - Date Reporting (being finalized)
  6. M. Kabir - Demographic Characteristics of Household Population
  7. D.P. Smith - Age at First Marriage
  8. M. Vaessen - Knowledge of Contraceptive Methods (May 1980)
  9. E. Carrasco - Contraceptive Practice
  10. R. Lightbourne - Urban-Rural Difference in Contraceptive Practice
  11. R. Hanenberg - Current Fertility
  12. M. Hodgson and J. Gibbs - Children Ever Born (May 1980)
  13. B. Ferry - Breastfeeding
  14. A. MacDonald - Family Size Preference (being finalized)
  15. J. Casterline and T.J. Trussell - Age at First Birth (May 1980)
  16. V.C. Chidambaram, J.G. Cleland, and Vijay Verma - Some Aspects of WFS Data Quality and Preliminary Assessment (May 1980)

9. Occasional Papers

1. W.G. Duncan, Fertility and Related Surveys, October 1973.
2. J.C. Caldwell, The World Fertility Survey: Problems and Possibilities, November 1973.
3. S. Baum, K. Dopkowski, W.G. Duncan, and P. Gardiner, World Fertility Survey Inventory: Asia 1960-1973, April 1974.
4. S. Baum, K. Dopkowski, W.G. Duncan, and P. Gardiner, World Fertility Survey Inventory: Africa 1960-1973, April 1974.
5. S. Baum, K. Dopkowski, W.G. Duncan, and P. Gardiner, World Fertility Survey Inventory: Latin America 1960-1973, April 1974.
6. S. Baum, K. Dopkowski, W.G. Duncan, and P. Gardiner, World Fertility Survey Inventory: Europe, North America and Australia 1960-1973, April 1974.
7. J.C. Caldwell, The Study of Fertility and Fertility Change in Tropical Africa, May 1974.
8. R. Freedman, Community Level Data in Fertility Surveys, May 1974.
9. R. Freedman, Examples of Community-Level Questionnaires, May 1974.
10. G.T. Acsádi, A Selected Bibliography of Works on Fertility, July 1974.
11. D.S. Freedman, Economic Data on Fertility Analysis, August 1974.
12. D.S. Freedman and E. Muller, Economic Modules for Use in Fertility Surveys in Less Developed Countries, October 1974.
13. H. Ware, Ideal Family Size, October 1974.
14. D. Goldberg, Modernism, December 1974.
15. M.A. Sahib, N.B. Navunisaravi, R. Chandra, and J.G. Cleland, The Fiji Fertility Survey: A Critical Commentary, April 1975.
16. M.A. Sahib et al., The Fiji Fertility Survey: A Critical Commentary - Appendices.
17. L. Kish, R.M. Groves, and K.P. Krotki, Sampling Errors for Fertility Surveys, January 1976.

18. N. Ramirez, P. Tactuk, E. Hardy, and M. Vaessen, The Dominican Republic Fertility Survey: An Assessment, July 1976.
19. WFS Central Staff, WFS Modules: Abortion, Factors other than Contraception Affecting Fertility, Family Planning and General Mortality, August 1977.
20. R.J.A. Little and T.W. Pullum, The General Linear Model and Direct Standardization: A Comparison, August 1979.
21. K.S. Srikantan, An Evaluation of the Fiji Fertility Survey Based on the Post-Enumeration Survey, September 1979.
22. Regional Workshop on Techniques of Analysis of World Fertility Survey Data, March 1980.

Appendix V

USE OF WFS FINDINGS IN POLICYMAKING:  
SUMMARY OF REPORTS FROM TWELVE COUNTRIES

## Appendix V

### USE OF WFS FINDINGS IN POLICYMAKING: SUMMARY OF REPORTS FROM TWELVE COUNTRIES\*

Now that the results from the WFS inquiries are becoming available, the commonly asked question is: What is the use of WFS and the findings from WFS for the participating countries? This is an important question not only for the funding agencies, but also for all those who are directly involved in the WFS activities. The main object of this note is to provide an answer to the above question, based on information made available by the participating countries.

In every country the government policymakers do need and indeed use demographic information on a regular basis.

1. Most of the countries have prepared future development plans and such plans invariably require population projections of different types--age-sex, education, rural-urban, labor force, etc.--at national as well as regional levels. Information on all three components of population growth is needed for the basic age-sex projections. The data from WFS mainly supply reliable information on the current level of fertility. They also provide some insight for making assumptions on possible future trends for this purpose.
2. At present, many countries do have national family planning programs and the results from the surveys provide some essential ingredients, if not all, for evaluating the effect of the programs and for modifying the programs if necessary. In countries without such programs, the findings may be instrumental to the very initiation of a program.
3. The survey also helps to assess the overall social and demographic change that is taking place in the country, which again is something the policymakers need to know.

But these kinds of statements, factual and clearly evident though they may be, may not be convincing. What is needed is more concrete evidence showing how the findings have been actually used in the countries.

In most of the developing countries (even in developed countries for that matter), available demographic information is used by the governments and by their various departments. When new and better data, such as data from fertility surveys, become available, they are immediately fed into the system, but no one

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\*This appendix was prepared by the WFS and will be widely distributed by that organization in the future.

systematically keeps a record of the various instances of such use. If there was no fertility survey, the projections still would be done, but they probably would be based on less reliable estimates or even "guesstimates." The results from the surveys have contributed to a better understanding of the phenomena in different ways. In some instances, new information not hitherto known became available; sometimes the analysis confirmed or refuted a priori beliefs. Above all, in many situations the survey provided more accurate and refined information.

In this connection, we requested the national directors of surveys, for which the First Report had been published, to provide us with factual information about the use of WFS data in their countries. Responses have been received from 12 countries--Bangladesh, Colombia, Costa Rica, Dominican Republic, Fiji, Kenya, Korea, Malaysia, Nepal, Philippines, Sri Lanka, and Thailand.

The major points emerging from the replies are as follows. Copies of the original statements received from the countries can be made available on request.

Bangladesh  
(Col. A.F. Matin)

The BFS is the first of its kind on a national basis. Until BFS no reliable countrywide data which could be used with confidence by the planners were available. A two-year population plan (1978-1980) based on BFS findings was prepared. Second five-year plan (1980-1985) strategies in population planning were based on BFS results. A new program strategy to improve and accelerate the family planning service delivery system was developed. The inclusion of MCH services with population control and family planning programs was another achievement. The BFS report is widely used as a reference document.

Colombia  
(Mr. G. Lopez)

NF results were used in each stage of planning and executing the PROFAMILIA programs. ENF findings formed an integral part of the Plan of National Integration presented by the president of the Republic. ENF data provided the input for different chapters of the General Plan of Development.

Costa Rica  
(Mr. Rene Sanchez Bolanos)

The authorities concerned with national planning have recently undertaken a major project designed to produce an up-to-date profile of Costa Rica's population; it will include consideration of possible future trends and stress the need to continually evaluate all population-related programs to ensure that they are consistent with the objectives of the national development plan.

Dominican Republic  
(Mr. Luis Gonzalez Fabra)

The survey was very useful in the context of serious deficiencies in demographic statistics. Partly unexpected findings--decline in fertility, universal knowledge of FP methods, higher levels of use than known so far, and wide acceptance of female sterilization--resulted in the modification of programs and the initiation of new plans. New population projections were made, based on survey results, and used by the National Office of Planning to estimate economically-active and unemployed populations. National FP program activities were re-oriented--a female sterilization program was started in 1977, the education and information program was re-oriented, and there was reinforcement of FP services in rural areas. There have been modifications and extensions of programs on maternal and child health care.

Fiji  
(Mr. R.N. Lodhia)

The survey findings were responsible for the shift in the population policy. Now, the target group is identified primarily on the basis of socio-economic factors. The FP program was intensified in outer islands. A hospital-based FP program was initiated; the sterilization program will now include vasectomy. Improvements were made in family health records and reporting.

Kenya  
(Mr. Parmeet Singh)

The KFS is the most extensively integrated survey ever undertaken in Kenya and shows high fertility. Analysis is now going on; it is too early to report on uses. For the formulation of the five-year development plan, CBS provides data from the demographic and socioeconomic survey. A national symposium is planned in 1981.

Korea  
(Mr. Heung-Koo Kang)

The results are widely used. Many institutes, administrators, planners, and researchers use KFS data and results, but written documents that prove such use are not provided. This is the most frequently referred to and richest source of reliable demographic data for Korea. Seventeen research studies are being undertaken. KNFS provides benchmark data, and the survey is used to monitor trends. Findings from the KNFS played an important role in bringing about the modifications of government policy towards population control. Population projections for the fourth five-year plan (1977-1981) were based on KNFS results. The KNFS served as a source for "Population Information," which is published by KIFP.

Malaysia  
(Mr. Tey Nai Peng)

MFFS findings were used to evaluate ongoing programs and to formulate future policies and strategies. The results were used in the preparation of a document on population and development and as baseline information for comparison. Acceptor targets for the FP program were set on the basis of MFFS results. MFFS data were used to estimate parameters for population projections (age-at-marriage will increase, and there will be smaller fertility preference, greater use of contraception, and further decline in fertility). As input to evaluate the effect of FP programs, the results of MFFS were invaluable. An evaluation is currently under way. (Sixteen analytical projects are in progress.)

Nepal  
(Dr. Badri Raj Pande)

NFS results are used in the formulation of economic and social policies. Formulation of FP targets for the sixth five-year plan (1980-1985) was based on NFS results. The survey gives reliable estimates of fertility and infant mortality rate that were not hitherto available. The establishment of a Population Commission was another significant outcome.

Philippines  
(Dr. Tito A. Mijares)

The RPFS gained recognition as one of the more valuable and comprehensive sources of data. According to the Deputy Director of the Commission of Population, "We will now be having a firmer basis in the prioritization of projects and allocation of scarce resources." Using evidence from RPFS, the National Census and Statistics Office was able to recommend the more likely set of projections. This recommendation was adopted by the Statistical Advisory Board. The RPFS data were used for a mid-term appraisal of the five-year development plan (1978-1982), particularly the section on population and family planning. Re-targeting was done for five-year and ten-year development plans. Also, RPFS results were used for the dissemination of information to the general public. The USAID mission has used the RPFS results.

Sri Lanka  
(Dr. Wickrema Weerasooria)

SLFS results were used to revise population projections. Emphasis was shifted to promoting motivation in the programs of the family Planning Association. The findings led to further investigation (with the World Bank) on age-at-marriage and its bearing on fertility. The survey data identified high mortality groups and pointed out features of efficiency and relevance of health services. The need to improve conditions in the estate sector is emphasized by the survey results.

Thailand  
(Mrs. Anuri Wanglee)

SOFT data were used for formulation of the fifth five-year Economic and Social Development Plan (1981-1985). Population projections were revised, using SOFT results. Survey data were used to assess the feasibility of achieving a population growth rate of 1.5 percent by the end of the fifth plan period. Evaluation of past program performance and setting of targets for the fifth plan were two other major areas where SOFT data were particularly useful.