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MID - TERM REVIEW REPORT

POPULATION POLICY DEVELOPMENT PROJECT

(367 - 0130)

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KATHMANDU, NEPAL

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EXECUTIVE SUMMARY

The present report is a mid-term evaluation of the work of the National Population Commission of the Government of Nepal. The evaluation was undertaken in behalf of the United States Agency for International Development (USAID), under a project on Population Policy Development which provides most of the funds for the Commission. Preparation of the report was accomplished by a team of four persons, a fifth member having been prevented from participation by illness. The team proceded in its evaluation by reading relevant documents and interviewing numerous officials in the Nepalese Government, staff members in the Commission, representatives of international agencies, and Americans concerned with population policy in Nepal. The main work of evaluation was accomplished between November 29 and December 18. On December 18th a draft of the report was left with the USAID Mission.

The report represents the consensus of the evaluation team's four members. Although some small compromises were made in the interest of consensus, there was remarkable agreement among the members. This consensus, plus the fact that two members of the team were experienced Nepalese and therefore could give excellent guidance in official circles, enabled the evaluation to be accomplished expeditiously.

Although authorized by AID in August 1979, the Population Commission Project admittedly accomplished little until the Commission was reconstituted in April 1982. At that time the Commission became an independent agency reporting directly to the Prime Minister, the Prime Minister became active as Chairman of the Commission, the Commission acquired its own full-time

Vice-Chairman, its own Secretary, and its own Secretariat. The shortness of the period since this reorganization has not allowed much time -- only eight months -- for a great deal of accomplishment. The evaluation team was therefore forced to judge the Commission by how well it was accomplishing the preliminary tasks necessary for full-blown activity. These tasks, it would seem, mainly involved recruitment for the Secretariat, organization of the work of the Secretariat, performance of certain research tasks that could be started fairly quickly, communication with the various ministries and other agencies of the government, and formulation of long-range plans. In general, the evaluation team was favorably impressed by the manner in which most of these preliminary tasks had been accomplished. In particular, it was pleased by both the quality and quantity of the personnel recruited for the Secretariat, and by the speed with which the work of the Secretariat had been organized in a definite and clear fashion. In talking with members of the staff, the team felt that they were enthusiastic about their role in the program and that they knew what they were doing. In such terms, it was believed that the Commission in its presently organized form has great promise.

Asked to comment on the expatriate advisor currently being retained beyond the orginal agreement for his services, the team felt that the advantages of continuation beyond the present commitment did not warrant the costs and disadvantages.

The one feature of the Commission that the team felt to be lacking was a full commitment to the formation and implementation of plans to alter incentives with respect to childbearing in Nepal. There was some tendency still to regard the main task as that of calling attention to the population problem, to do research on the causes and consequences of demographic phenomena in the nation, and to coordinate the various activities of HMG with respect to population. While these tasks have their value, the team

felt that the more important activity should be the formation of a comprehensive and detailed policy through which fertility could be brought down rapidly, immigration could be controlled, and internal movement could be regulated. Although it is too much to expect that such a policy would have been formulated in the eight months since the Commission's reorganization, the team would have been pleased to see more emphasis being given to this leadership role in an incentive program designed to get population growth under control quickly.

In its new form the Commission now is in a position to concentrate on getting incentive policies formulated, adopted, and implemented. If it succeeds, it will fulfill its promise and will more than justify the grant that USAID has made in furtherance of its work. On the basis of this promise, the evaluation team enthusiastically recommends continued support for the Population Commission Project.

RECOMMENDATIONS

1. AID should continue its support of the Population Commission at no additional cost until September 1985.
2. Future funding by AID beyond this project should depend on the Commission's performance during the remainder of the present grant.
3. The Commission's overriding purpose should not be simply research and advice but the fashioning of an integrated and effective government policy aimed at rapidly reducing the Nepalese population growth rate.
4. In carrying out the current project, the Commission in view of the recommended change of purpose should make an effort to confine its research to projects that have a clear and direct relevance to population policy, leaving to other agencies the task of basic research concerned with demography and population generally.
5. The Commission should speed up and improve its selection of candidates for long-term training and for invitational travel abroad.
6. The Commission should develop more in-country programs of training in population policy for the personnel in the planning units of the various ministries, including further training of members of its own staff.
7. In order to increase its effectiveness as an agency of government which must work closely with other agencies, the Commission should be given a statutory basis for its existence and function by appropriate amendments to the government's Rules of Business.

8. The Vice-Chairman of the National Commission on Population should have the power, in collaboration with the Ministry of Finance, to allocate funds to various agencies within the Government for the purpose of promoting the implementation of population policies.

9. In view of the excellent staff and leadership assembled by the Population Commission, the position of the expatriate advisor will not be necessary and should not be extended beyond its present extension to July 1983.

10. The Population Commission should have the authority to deal with foreign donors and to provide technical coordination for their programs in population policy in Nepal.

11. Flexibility should be given the Population Commission to recruit suitable core staff at any level necessary and to draw talented personnel from outside the core group as well.

12. The Population Commission should develop informal consultative relations with its counterparts in the line agencies, to facilitate and increase the likelihood of cooperation both in the formation and in the implementation of specific policies.

13. Having built up a large staff quickly, the Population Commission should now give itself time to improve the efficiency of its organization and to streamline its work to achieve major priorities rather than continue to expand its staff.

14. The Commission should have the authority to serve as a clearing-house for information on all population activities in Nepal.

15. The Commission should take the responsibility for pilot projects to test the feasibility and effectiveness of proposed anti-natalist

policies. These projects should be worked out with the line agencies.

16. The Commission should take several specific steps to increase the role of information dissemination in its overall program, including more intense collaboration with its counterpart unit (IEC—Information, Education, Communication) of MCH/FP.

I. INTRODUCTION: Purpose of the Evaluation

This report fulfills the mid-term evaluation requirement for USAID/Kathmandu Project 367-0130 Population Policy Development implemented by the National Commission on Population, HMG of Nepal. The project was authorized by AID in August 1979 but did not meet conditions precedent until almost one year later, June 1980. Given the delays in starting, the mid-term evaluation was also delayed several months.

The issue of timing is very important as the project is characterized by two discrete phases. From the beginning until April 1982, there were problems in start-up, staffing morale, and accomplishment. In April 1982 the Commission was reconstituted, new leadership was provided, and new staff were added to the Commission. In the eyes of many observers, these changes were quite positive. A World Bank team visiting concurrently recommended an expanded role for the Commission within the government. The present evaluation team therefore had to consider not only the specific questions pertaining to the AID-financed project, its design and implementation, but also the changed setting of the project and the role and viability of the Commission structure within the government. The detailed Scope of Work for the evaluation is contained in Appendix C.

The present evaluation was carried out by a team under the leadership of Dr. Kingsley Davis, Distinguished Professor of Sociology, University of Southern California, and Senior Research Fellow at the Hoover Institution, Stanford University. Also on the team were Dr. Sarah C. Clark, Chief, Policy Division, Office of Population in AID/Washington. Mr. Ram Chandra Shrestha, Evaluation Officer in the Program Office of USAID/Nepal, and Mr. Achyut Bahadur Rajbhandary, a private consultant who was formerly the

Secretary for the Forest Ministry, later for the Tourism Ministry, and finally for the Office of the Prime Minister. Field work and report writing were accomplished during a two-and-one-half-week period in Kathmandu, November 29 to December 17, 1982.

II. The Present Status of the National Planning Commission: Changes in Project Setting

The present project, which is now being evaluated, is part of a long history of efforts to provide an effective population policy agency for Nepal (see Figure 1). The Population Policy Development Project Agreement was signed in 1979 to develop a population policy support system to the then National Population Commission (POPCOM), originally chaired by the Prime Minister and later by the Minister of Home and Panchayat. The POPCOM itself was a reformation of the Population Policy Co-ordination Board (POPCOB), which had been chaired by a member of the National Planning Commission and had been largely limited to coordination of the population program at the planning level.

The POPCOM, constituted at the Ministerial level, soon experienced difficulty in meeting regularly, and its committees constituted under the relevant Ministers were non-functional. The Commission's Secretariat located under the Ministry of Health also had difficulty establishing rapport with the Minister of Home and Panchayat (the Commission's Chairman) and with the National Planning Commission (NPC).

This situation led in 1980 to a reconstitution of the Commission with an obvious attempt to tie it in with the National Planning Commission (NPC) The Prime Minister chaired the Commission, the Vice-chairman of the NPC was inducted as its ex-officio Vice-chairman, and the Population Division of the NPC Secretariat was to serve as the Secretariat of the Population Commission.

Figure 1

Changing Organizational Structure for Population Policy

Year	Name	Chairman and Important Members	Secretariat
1975	Population Policy Coordination Board (POPCOB)	Chairman: Member of Planning Commission Members: Representative of the relevant sectors	FP/MCH Office
1978	National Population Commission (POPCOM)	Chairman: Prime Minister / Home and Panchayat Minister Members: Relevant Ministers and Secretaries	POPCOM Secretariat under the Ministry of Health
1980	National Population Commission (POPCOM) (reconstituted)	Chairman: Prime Minister Vice-chairman: Vice-chairman of the National Planning Commission Members: Relevant Secretaries and outside representatives	Population Division of the National Planning Commission
1982	National Population Commission (NPC)	Chairman: Prime Minister Vice chairman: Full-time appointment Members: Relevant Secretaries and outside representatives	Independent Secretariat

This new POPCOM, although more compatible with the National Planning Commission, experienced during the course of a year a lack of political support and leadership and as a result could not come close to meeting expectations.

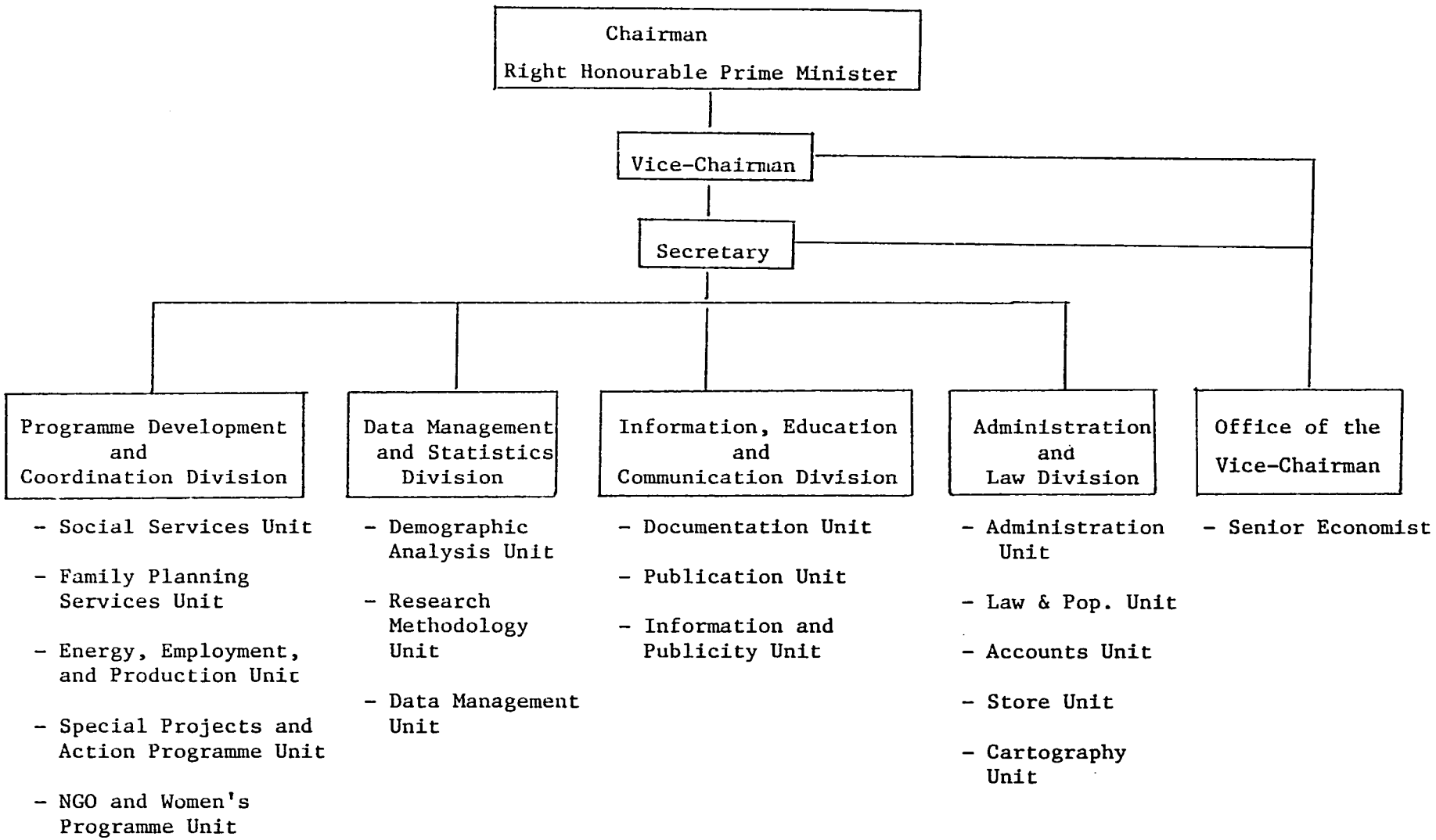
The present National Population Commission, reorganized April 10, 1982, is the fourth incarnation of the national body for population policy, and seems to represent the major step taken so far by the Government towards strengthening the central population organization and capitalizing on previous errors and failures. The ways the present Commission (NCP) can be distinguished from the earlier forms are fourfold:

1. The Prime Minister not only chairs the Population Commission but has, in the Commission, an independent agency that brings to his attention the population problems of the country and the potential measures required for solving those problems.
2. The Commission includes members from different spheres of national life.
3. It provides for a full-time Vice-chairman.
4. It maintains its own independent secretariat.

Thus, the last reconstitution seems to give a new thrust to the whole population program. The sectoral agencies are anticipating more activities and funds in their sector through activities initiated by the Population Commission. Within the NCP staff a new tone has been set. The selection of a person of excellent reputation and background as the Vice-chairman and the special power given to the Commission by the Cabinet to recruit talented personnel and to hire expert services by direct negotiation are indicative of the Government's priority in this field. As a result the

NATIONAL COMMISSION ON POPULATION

Administrative Structure



Population Commission has been successful in attracting a host of highly qualified staff members and motivating them in performance of their jobs. The Commission has held its first meeting in full attendance of its members, with the Prime Minister in the chair. It reviewed a wide range of population policies and problems and outlined its future direction. The Commission is currently developing a population sector strategy for its second meeting which is to take place in December 1982.

III. Performance: Constraints, Problems, and Achievements

At the time AID developed the project that supports the work of the Population Commission, the stated purpose of the project was as follows:

> . . . to develop a population policy support system, including the capacity to undertake and analyze operations and fertility determinants research and assess their relationship and impact on development (pp. 5-6).

The project provided support for the work of the Commission in four categories: local research activity, policy dissemination, training and professional development, and consultative services. The outputs of the project were to be research studies that would form the basis for seminars, workshops, and publications. Ten to 15 Nepalese staff members were trained in research methodology relevant to the work of the POPCOM.

Because of the importance of the research studies in the project and the detailed attention given them in the project paper, particularly in Appendix A, the present evaluation team examined them first.

III. A. Research

It has always been assumed, regardless of the form the National Population Commission took at the time, that it would undertake research as one of its main activities. Accordingly, as constituted at present, the Commission is putting considerable emphasis on research. Indeed,

the Project Paper gave great importance to the research effort, demonstrated by its designation of $850,000 in support of research over the life of the project. Of that, approximately $600,000 had been earmarked by mid-December 1982. However, research was not to be considered as simply research for the sake of research, but was to be guided by a detailed agenda focussing on questions of importance to Nepal. One of the specific research functions was the collection and compilation of an annotated bibliography through a documentation center, a task considered in more detail below.

Many other studies were to be undertaken by staff or by outside contractors. In fact, the list of research topics in Appendix A of the Project Paper runs to 34 pages. The list calls for the Commission to do research on practically every known demographic topic. Among the topics were the following: analysis of existing data, fertility, infant mortality, fertility profiles of Nepalese leaders, impact of high fertility on villages and on the health of women and children, population policy studies including law and population, economic plans, community level analyses, and operation research studies on the effects of other development interventions on fertility (women's literacy, women's employment, and family planning).

Such a comprehensive list of research aims represents, in the opinion of the evaluation team, an overemphasis on research as a function of the Commission. Further, it shows a failure on the donor's part to give guidance to the Commission with respect to priorities. By no stretch of the imagination could the Commission do all of the expected studies. Since family planning studies were covered by the MCH/FP project, they were de-emphasized. However, certain other studies such as one on the fertility of panchayat leaders, another on law and population, and still another on the Sixth Plan have been completed and regional studies relating

food and service needs to population have also been carried out. In the last analysis, the Commission chose seventeen topics, but the direct relevance of most of these to population policy is doubtful.

The Commission's plan to contract out much of its research is commendable. This, however, should not free it from the obligation of applying rigorous criteria of relevance. In our view, research should not be undertaken by the Commission unless its relationship to population policy is clear and demonstrable.

Looking at the list of seventeen research projects being sponsored by the Commission as of the summer of 1982, the evaluation team finds them to be too diverse and too uneven in relevance. Although it is often difficult to understand the rationale of research from a title or brief description, it is not clear that most of the seventeen projects were required for the work of the Commission. For instance, "The Relationship between Family Size, Food Consumption, and Nutrition" strikes us as basic research that might impress upon people the nature of the population problem, but which is hardly required for the development of an effective population program. Similarly, there is a research report from the Commission on "The Symbiotic Relationship Between Population, Forestry, and Energy." It is about forests in the Kingdom and forest policy required to accommodate the population increase. The only statement about population policy is that family planning and delayed marriage would relieve some of the pressure on the forests, but the report does not explain how to achieve those goals or how forests could be managed so as to contribute to their achievement. Instead of this statement (which is of questionable validity), the investigation could have carefully examined the way that energy and forest conservation policies could foster lower fertility and reduce international immigration.

Much the same criticism could be made with respect to eight of the other projects. A further observation is that nearly all of the projects bear on fertility. None has to do with another factor in Nepal's population growth -- international migration. At the present time, however, a survey on this topic is being planned. It also seems that the Commission has not adequately determined the policy implications of the research it has done or is contemplating.

In many ways, basic and applied research have different aims. Much basic research on fertility, for example, is designed to measure the separate contributions of different factors. Thus by now there have been hundreds of studies seeking to measure the separate effects of education and female employment on fertility. In applied research, however, one is testing the effects of a program in which several factors are combined. We already know enough about the determinants of fertility to understand the incentives for sizeable families and the disincentives for small ones in Nepal. We already know about changes that would alter those incentives and disincentives. We have examples of fertility control policies in China, South Korea, and Singapore. We already know enough to plan and institute an effective policy in Nepal. The problem is not lack of knowledge but lack of will. The Government must be willing to put a program into practice. Only if a program is put into practice can the effectiveness of the program be adequately studied. The evaluation team suggests that instead of doing research on a long list of topics, the Commission should develop a policy program and get it approved and into the field as soon as possible. Otherwise there is a danger that research will become another stalling device, an excuse for postponing the real work of the Commission. The Commission could more effectively use its time and talent to formulate, with the collaboration of other agencies, one or more schemes of intervention that will quickly

reduce the birth rate in Nepal. Only then can the required infrastructure be analyzed. Only then can possible pilot trials be inaugurated. Only then can implementation be achieved. Whenever one describes a program that might be effective, a common reaction is: "Yes, but the Government does not have the infrastructure to carry that out." This remark is usually meant to be final and it applies to almost any population program one can visualize. It seems not to occur to such critics that the requirements are themselves a matter of investigation. How much infrastructure is really needed, and in what ways can the need be minimized?

The evaluation team is not denying the importance of demographic research in Nepal. On the contrary, it feels there should be more research and more attention paid to obtaining good population data; and it believes this work would benefit the commission. For instance, the team strongly recommends that every effort be made to analyze the last census as soon as possible, and it is suggested that a series of census monographs be written in which a representative of a given Ministry works with a statistician or demographer to elicit as much information as possible from the census and other sources about topics of interest to the particular Ministry. However, this work should not be done by this Commission.

The Commission needs to streamline and focus its work, concentrating on population policy and policy research rather than spending its effort on traditional social science research. For this reason, the evaluation team favors the idea of setting up a Population Research and Training Center, preferably at Tribhuvan University. Such a center, if well managed, could relieve the Commission of the necessity of doing or supervising basic research. For instance, at the present time the formulation of an immigration policy is being handicapped by lack of information on the magnitude and nature of

the problem. So the Commission is planning to contract out a survey on this topic. However, since such a survey will take considerable time to plan, conduct, and analyze, it could be done better under other auspices; meanwhile the Commission should not wait until the survey is finished to propose a migration policy. Working estimates of the volume of net immigration can be obtained quickly from the last two censuses. These could be used until survey results are available.

One type of applied research that everyone could agree the Commission should undertake is research on pilot programs. The Commission undertook one such pilot sub-project called "Population Education and Motivation through the Nepal Ex-servicemen's Organization (ESO)" in August 1981 at a cost of Rs.246,700 NC. The pilot project was launched in five districts: Parbat, Dhankuta, Rupandehe, Kanchanpur, and Lalitpur. ESO supervisors and "motivators" were selected from the five districts and trained in August-September 1981 at the ESO Headquarters.

The purpose of the pilot project program was to educate the villagers on population matters and induce them to adopt permanent or temporary family planning methods to control the size of their families. Since the program was to be launched in a rural setting, a program related to agriculture was added to draw the interest of the villagers. As judged by number of acceptors, the program proved to be successful in four of the five districts. In Lalitpur, where the program was first implemented, it failed because it did not appeal to the sophisticated, well-educated people in that district; but in the other four districts the number of family planning acceptors, temporary as well as permanent, increased significantly. With this background, the project was turned over to the FP/MCH in August 1982 for continuation.

III. B. Information, Education, and Communication

The dissemination of population information was identified as one of the three main activities of the AID-supported project. Over the three-year life of the project, $305,000 was earmarked for such activity. Given the nature of the project design, policy dissemination was initially conceived of as dissemination of research findings through seminars and workshops. However, the Project Paper (p. 18) did anticipate support to more conventional documentation functions, including a library, newsletters, seminars, workshops, and acquisitions.

During 1980 and 1981, while other project activities were still fairly limited, there was an active dissemination function. Most importantly, the Population Commission carried out a series of four regional population and development conferences, each emphasizing a specific theme--population and food, social services and forestry, for example. These seminars were well received in the regions and were well attended. They were meant to culminate in a national seminar in Kathmandu, and this eventually took place in April 1982 (the proceedings have just been published). In addition to the regional seminars, there was one seminar on Food and Population and a series of RAPID presentations for district family planning officers.

Prior to April 1982, research dissemination was limited to one colloquium on the subject of migration. Unfortunately, colloquia based on analyses of available literature (as foreseen by the Project Paper) did not take place.

However, since April 1982, the pace of the IEC program has picked up considerably. The IEC Unit is well staffed and is carrying out an appropriate and balanced work plan. It is now conceived as having three general roles:

1. To raise the awareness of opinion leaders in all parts of the country.
2. To communicate and explain the decisions of the National Commission on Population.

3. To publicize the existence of the Commission itself.

The activities in support of these functions are the same as previously described, but the volume has increased tremendously. Six academic colloquia have arisen from research conducted under the AID-sponsored program as well as from outside researchers; there have also been an increased number of briefings and the already mentioned conference on population and the Sixth Plan. In addition, the Commission has submitted to AID and had approved support for a documentation center and various periodical publications. The number of published reports of seminars and research has also increased. Facilities are adequate and well-maintained. The nucleus of an excellent resources center is in place.

The team feels that the Commission has correctly perceived one of its roles as that of generating high-level support for population policy measures aimed at reducing the birth rate. It has recognized the reinforcing role of IEC and has established s separate division for it. As such, the IEC Unit continues to popularize the basic relationships between population and development, targeted toward special leadership groups, and to identify others such as parliamentarians who need more intensive briefing on population problems and policies. There does not seem to be duplication between IEC's role in the NCP and the educational role of MCH/FP. However, the team notes that the importance and role of an aggressive IEC program is not always acknowledged by the Population Commission in its own strategies. For example, the draft Population Sector Strategy Development prepared for the World Bank Mission in March 1982 does not include a discussion of the role of IEC in mobilization support for population activities. The team notes further that the IEC division has experienced

delays in the request for dollar purchases for the library which are handled through USAID/Nepal. The team urges that steps be taken by USAID to expedite these procurements and to draw upon other outside sources such as the Population Council for free materials.

The IEC division recognizes the importance of adopting modern technology (including the Apple II+ computer and video and radio techniques) to increase its effectiveness. The Population Commission has contracted with private organizations to produce two documentary films that illustrate the relationships between population and the status and role of women, for example. Further, the Documentation Division recognizes the importance of policy briefs and the communication of research results in ordinary language.

The evaluation team offers the following four areas for further development of the Population Commission's program in public education and ideological support:

1. The team recommends that the IEC unit seek to stay at the state-of-the-art in IEC techniques and technology. USAID should continue to assist the NCP to take advantage of outside sources of technical assistance and expertise. In this context, note is particularly made of the resources available through an AID/Washington contract in the field of IEC through Johns Hopkins University, the IQC with the Futures Group, and of course, the Population Council.
2. The team recommends that the IEC unit collaborate more closely with its counterpart in the MCH/FP program. This collaboration can take two forms. The first is in the transfer to the Population Commission of experience, techniques,

and facilities of the more experienced and richer MCH/FP and IE Project. Communication techniques are standard even when messages and target audiences differ. The practical accumulated experiences of the IEC division at MCH/FP and the facilities developed in support of its program should be applied to the problems of the Population Commission. The second form of collaboration is in the development of a joint IE planning document. The World Bank Mission draft report suggested that the IEC division of MCH/FP be consolidated with the Population Commission. The team does not consider that necessary, but believes that both units could profit from the discipline of developing a joint planning document showing the overall HMG approach to mobilization of broad support for fertility limitation. Target audiences, responsibility, and funding should be indicated. In that way, joint approaches to common problems such as the moral basis for family planning can be developed.

3. The team recommends more collaboration within the National Commission on Population between the IEC Division and the Demography Division in two areas: 1) the Statistical Information System. Since a statistical information system within the Population Commission has no value apart from its helpfulness in responding to user needs, it might be more appropriately housed within the IEC Division; 2) Computer-assisted bibliography. The IEC Division should also coordinate with the programmer in order to develop its bibliography in a computer-based system.

4. The team recommends that the IEC Division continue to identify important interest groups and aggressively expand its program to them. One such group has already been identified as the Parliamentarians. The team applauds that initiative, and reminds the Commission that it has at its disposal the presently underutilized resources of study-tours. The team recommends an aggressive and creative approach to other important leadership and opinion groups to benefit from the program of briefings, printed materials, and seminars. Attention should be particularly directed to regional groups and to groups outside the government, NGO's and private clubs and associations.

III. C. Training

The Project Paper calls for participants' training for fifteen people in the U.S. or third-world countries. It also provides for invitational travel for visits of up to twenty-five senior Nepalese policymakers to view population policy and its results in other Asian countries. The cost of training is estimated to be $545,000 (AID) and $81,000 equivalent (HMG). In order to select trainees, the Commission has an internal Training Committee that includes the Secretary, the Senior Economic Advisor, and the Division Chief of the Administration and Law Division. Selection of candidates for training identified by the Commission is made by the Committee from among the Commission staff. The names of candidates selected by the Committee are forwarded to the Ministry of Finance which in turn forwards them to AID/Nepal for processing. The current status of training and invitational travel under the project is shown in Table 1.

Table 1

Participant Training/Invitational Travel

PARTICIPANT TRAINING:

S.No.	PIO/P No.	Name of Participant	Period of Training	Field of Training	University	Obligation
1.	0130/90145	Manu S. Rana	8/27/81-6/24/82 (US) (9 months) Third country 8 days (Hong Kong, Korea, Thailand)	Population Planning	John Hopkins University School of Hygiene & PH Baltimore, Maryland, USA	$ 19,252
2.	0130/90146	Chin Bahadur Baniya	8/27/81-6/24/82 (US) (9 months) third country 8 days (Hong Kong, Korea, Thailand)	Population Economics	John Hopkins University School of Hygiene & PH Baltimore, Maryland, USA	$ 19,252
3.	0130/90147	Shyam Kaji Shrestha	8/27/81-6/24/82 (US) third country 8 days (Hong Kong, Korea, Thailand)	Population Economics	John Hopkins University School of Hygiene & PH Baltimore, Maryland, USA	$ 19,252
4.	0130/90175	Basant R. Bhattarai	3/4/82-5/11/82 (US) (2 months)	Programming for Micro-computers	Control Data Institute Arlington, Virginia	$ 5,718
5.	0130/90179	Basant R. Bhattarai	8/26/82-2/26/84 (US) (18 months)	Computer Science and Population	ISPC Georgetown Univ.	$ 49,113
6.	0130/90176	C.M. Shakya	6/9/82-6/9/83 (Phil.) (12 months)	M.A. Public Administration	College of Public Admin. University of the Phil.	$ 7,700
7.	0130/90177	Bishwa B. Mulepati	18 months (in process)	Population & Human Resources	John Hopkins Univ./Florida State University	$ 35,600
8.	0130/90180	Mohan B. Thapa	18 months (in process)	Population Economics	" "	$ 35,600
9.	0130/90182	Keshari Laxmi Kansakar	9 months (in process)	Population Statistics	- -	$ 18,950
10.	0130/90181	Nir B. Karki	9 months (in process)	Population Communication	- -	$ 18,950
11.	0130/90185	Bharat B. Karki	24 months (in process)	Graduate Proj. in Agri. Economics & Population	University of Minnesota	$ 58,112
12.	0130/90176	Amaravati Pande	18 months (in process)	Library Science Population	Columbia University New York City	$ 35,600

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Table 1 (continued)

INVITATIONAL TRAVEL

T.A.No.	Traveller	Duration	Purpose	Place Visited	Obligation
NEP-178-80	Dr. Bedh Prakash Upreti	7/12/80-8/24/80	Meet with prospective contracts on population research and training programs under the project (Traveller travelling to London to attend conference on World Fertility Survey under UNFPA funds. AID picking up costs to U.S. and return after London conference)	New York, Princeton Baltimore, Boston Chicago, Seattle, Chapel Hill, Los Angeles and Honolulu	$ 3,800
NEP-82-81	Ms. Indira Rana	2/4/81-2/21/81	Discuss organizational aspects of social securities/old age benefit systems currently underway in Asian Countries	Bangkok, Kulahmpur, Singpore and Colombo	2,500
NEP-107-82	Dr. Som P. Pudasaini	8/22/82-9/2/82	Traveller travelling to Bangkok, Jakarta, Singapore and Kulahumpore under Agriculturral Development fund and AID paying per diem for two days only in each place for preparations for a study tour of HMG Rastriya Panchayat Members.	Bangkok, Jakarta, Singapore and Kulahumpore	1,500
NEP-117-82	Mr. Jagadish Upadhyaya	9/18/82-10/2/82	Participate in Third Asian and Pacific Conference in Colombo	Colombo	1,780
NEP-119-82	Dr. Raghab D. Pant	"	" "	"	1,780
NEP-120-82	Dr. Badri R. Pande	"	" "	"	1,780

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NOTE:

Srl No. 7 to 12	-	6 Participants have not yet departed for Training
Srl. No. 7 to 8	-	Messrs. B.B. Mulepati & Mohan B. Thapa, do not qualify for admission to degree program, but one year non-degree program is being considered
Srl.No. 9 to 10	-	Mrs. Keshari Laxmi Kansakar and Mr. Nir B. Karki their placements are being tried in other Univ.

From the funds that remain, the Population Commission plans to send six persons to the U.S. for training in the areas of population planning, demography, family planning evaluation, and family planning information, education, and communication. In order to provide opportunity for private research institutions to increase their capabilities through outside training, the Commission is considering allotting three of the remaining six training slots to private research institutions. The plan seems reasonable, but care should be taken that candidates selected are competitive with those selected from the government.

The utilization of training has been a difficult thing to observe but the confidence of the senior staff of the NCP in the abilities of people trained in the U.S. to handle population program work indicates that training is playing an important role in upgrading the skills of the Commission's staff. Unfortunately, the Commission lost two persons trained under the project because of their reassignment to Tribhuvan University.

The problem with regard to training has been the usual delay in receiving nominations from HMG/N by AID/Nepal of candidates for training or observational tours.

Besides making arrangements with the foreign donors for the foreign training of its staff, the Commission has conducted a one-month training course in Kathmandu for five members of its staff on Research Methodology.

III. D. Administration and Personnel

The Project Agreement initially stipulated that prior to any release of AID/N funds, HMG/N would furnish AID satisfactory evidence that POPCOM had recruited necessary staff in the Commission's Secretariat

and made it functional. This requirement remained long unfulfilled by HMG/N, causing delay in the implementation of the Agreement. There was only a core staff of 15 persons (see Table 2). The Secretariat of POPCOM had a full-time Executive Director on a daily wage basis, with one Section Officer and ten other lower staff members on deputation from the Ministry of Education.

It was not until POPCOM was aligned with the National Planning Commission and invested with special power to recruit its staff that the appointment of professional staff took place. POPCOM was empowered by an executive decision to hire experts to meet the needed quality and standard of work. The following were the first professional staff recruited:

Senior Advisor	1
Research Officer	4
Assistant Research Officers	8

These recruitments were made on the basis of public advertisement and seem to have been accomplished without going through the cumbersome process of formal HMG recruitment. This was soon followed by the recruitment of 11 coders which brought the total number of staff to 41 at the time of the reconstitution of the present Commission (see Table 3).

After the reorganization, the Secretariat began to function. A U.S. Population Economist was contracted for two years of service. An arrangement was made to contract with Nepalese research institutions for work on population policy related issues. With the growth in its staff, the Secretariat's ability to manage its work in terms of holding conferences, arranging training programs for its staff, and undertaking

Staff Position in the POPCOM Secretariat

at the Time of Agreement

Designation	Number	Basis of Appointment
Executive Director	1	On Wage
Administrative Officer	1	Vacant
Demographer	1	"
Section Officer	1	Permanent
Documentation Officer	1	On Deputation from other Office
Accountant (Non Gazatted I)	1	Permanent
Naib Subba " "	1	"
Typist " "	1	
Kharidar (Non Gazatted II)	2	"
Driver (Non Gazatted III)	1	"
Peon	3	
Sweeper	1	
	15	

Staff Position in the POPCOM Secretariat
before April 10, 1982

Designation-	Number	Basis of Appointment
Chief of the Division	1	On Remuneration
Senior Economic Advisor	1	"
Advisor	4	"
Under-Secretary	1	Permanent
Section Officer	1	"
" "	1	On Deputation
Document Officer	1	Permanent
Research Officer	4	On Remuneration
Asst. Research Officer	6	"
Accountant (Non Gazetted I)	1	Permanent
Naib Subba " "	1	"
Typist " "	1	"
Coder " "	11	Temporary
Kharidar (Non Gazetted II)	2	Permanent
Driver	1	
Peon	3	
Sweeper	1	
	41	

research studies through its own staff as well as through other Nepalese research institutions grew significantly.

The present Commission hired 12 more people to meet the needs of the expanded program in a short time (see Table 4). Many entrants this time were on deputation from other offices and a few were on remuneration basis, while a small number only were accommodated in vacant positions. Hiring these qualified people was made possible by the absence of position constraint and flexibility in fixing their remuneration on an individual basis. This quick recruitment of competent staff has no doubt helped the Commission Secretariat to make progress in a relatively short time.

At the present, the Secretariat personnel can be divided into four categories. First, there is a class of permanent civil servants who essentially form the administrative core staff. Second, there are temporary staff appointed for a fixed period of time. Third, there are those coming on deputation from other offices. Fourth, there are new entrants hired on a remuneration basis.

Unfortunately, the majority of staff and almost all of the professional personnel are found in the third and fourth categories not covered by established civil service rules. Of course, the number and nature of the professional personnel should vary with projects being undertaken, but it is highly essential for the Commission to maintain and carry a corps of professional staff who receive regular support. This can only be supplemented as needed by the third and fourth categories.

There is already to be noted among the third and fourth categories of staff some concern for their future employment. The Commission is

Staff Position in the POPCOM Secretariat
at the Time of Evaluation

Designation	Number	Basis of Appointment
Secretary	1	On Remuneration
Chief of the Division	3	On Deputation
Senior Economic Advisor	1	On Remuneration
Advisor	1	"
"	1	On Deputation
Under Secretary	1	Permanent
Demographer	1	On Deputation
Advisor	4	"
"	2	On Remuneration
Research Officer	3	"
Section Officer	1	Permanent
" "	2	On Deputation
Document Officer	1	"
Research Officer	5	On Remuneration
" "	2	Temporary
Accountant (Non Gazetted I)	1	Permanent
Naib Subba " "	1	"
Typist " "	1	"
Coders " "	12	Temporary
Kharidar (Non Gazetted II)	2	Permanent
Driver	1	"
Peon	3	
Sweeper	2	
Expatriate Advisor	1	
	53	

already taking steps towards establishing permanent positions for the core staff, but given the present civil services commission rules of recruitment, the Commission is sure to face problems in accommodating talented staff. Also, the practice of retaining too long personnel not covered by civil service tenure and benefits may invite personnel problems in the future, to the detriment of institutionalization of the organization.

The reorganized Commission has more power than the previous Commission. The Prime Minister has all the power needed to run the business of the Commission, including the delegation of his power to the Vice-chairman and the Vice-chairman to the Secretary. The Chairman therefore does not have to refer to the full Commission except on policy matters. The Secretary has been given the authority to act as a departmental head and that authority, as the Secretary himself admits, is more than sufficient to create a body that can work effectively. The present administrative structure of the Commission is given in Figure 2.

One of the important accomplishments of the Population Commission has been the creation of the above administrative structure and the staffing of the four divisions with highly qualified persons. With increased qualified staff and increased management ability, the Commission now appears to be ready to work on the process of bringing about an integration of population programs with other development programs of the government as well as non-government agencies, under the framework of an overall population strategy which is in the process of formation.

There has also been an improvement in the division of work within the Commission. According to the previous business transaction rules, all items of business except those delegated by the Commission fell under its purview. But the new rules have defined the primary business

of the Commission, the Chairman, the Vice-chairman, the Secretary, and other officials. At the same time, the rules have also created a framework for delegation. This seems to streamline the business at different levels. However, the delegation of authority taking place at different levels was not available to the team in writing. The team did not find a plan for the responsibility for training under the project.

III. E. Funding and Financial Questions

Another problem the NCP is facing is the experience of strict financial rules of HMG/N which are not suited to crash programs requiring rapid disbursement of funds. Finally, the NCP's progress appears to have been impeded by the slow movement of funds to the project -- a slowness originating in the systems of both HMG/N and USAID/Nepal. Visible future progress in NCP's activities would certainly require some short-circuiting wherever possible in the present cumbersome system of request, approval, release, and receipt of project funds by the project.

AID obligated a total of two million dollars for the Population Policy project in 1979. Of this total, the Commission is to administer approximately $958,000 directly in research and policy dissemination. (See Table 5.)

The training budget ($545,000) and the consultants budget ($300,000) are to be disbursed directly by USAID/Nepal after approval by the Population Commission. In addition, some commodities in support of the dissemination and research activities were or will be procured directly by USAID in the amount of $128,050. To date support for the work of the Commission by other donor agencies has been limited to:

the Population Council, which provided in kind $6,000 - 7,000 in typing and incidental expenses for the April 1982 national meeting on Population and the Sixth Plan.

-- the Pathfinder Fund, which provided in kind one project jeep and four motorbikes.

The Evaluation Team has addressed three issues about project funding and financial matters:

1. the rate of expenditure, hence the level of funding,
2. delays in reimbursement,
3. HMG contribution.

Because of delays in the start-up of the project, the initial rates of expenditure have been seriously behind schedule, as indicated in Table 4. As a result, it seems unlikely that the project funds will be fully expended within the project time frame.

A second problem which has influenced the rate of expenditure is the difficulty of subproject approval and reimbursement. The Project Paper was specifically designed to insure that no project funds would be released directly for core support to the project; rather, they were earmarked activity by activity on the basis of the annual submission of work plans. This was done in the early stages to emphasize the importance of output by the Population Commission.

As each proposed activity submitted to AID was approved, a project implementation letter was issued by USAID giving the budget allocation and advancing a certain portion (one quarter) of the total funds. Additional funds were provided only when a satisfactory account had been made of each of the 33 subactivities the Commission wished to undertake on account. A record of this process is shown in Table 6.

Another source of difficulty in prompt funding has been the lack of congruity between AID and HMG fiscal years. HMG program initiatives come due in July whereas AID programs begin in October. Funding for subproject

Table 5

Financial Status of Project

	Life of Project	Earmarked July 82	Spent July 82	Earmarked Dec 82
Operations Research	$850,000	$300,718[1]	$182,338	$593,788
Policy Dissemination	305,000	153,290[2]	58,440	126,324
Consultants	300,000	267,442[3]	(4)	368,885
Training	545,000	335,811	68,719	338,853[5]

1. Includes $89,000 in commodities to be procured directly by USAID.

2. Includes $39,050 in commodities to be procured directly by USAID.

3. Fully administered by USAID.

4. To be supplied by USAID/Nepal.

5. Earmarked in the sense that candidates and training program have been identified.

Table 6

TIME-LAG IN FINANCIAL FLOW ; GURANTEE FOR A SUCCESSFUL IMPLEMENTATION (?)

PILL #	Activity(s)	Date of Request sent to AID for funding	Date of Pill issued by AID	Date of funds released by AID to FM.	Date of receipt of funds by Pop. Div. from FM.	Total Authorized amt. for this Activity.	Amt. released AID to FM	Amt. released by FM to PD.	Time Lag (in Approx.) No. of Days.
7	1. Local Participation in Pop. Devt. Activities	Sep. 29, 1980	Oct. 8, 1980	Nov. 17, 1980	Dec. 16, 1980	1416288	354072	354072	
	2. Fertility Profile Leaders	Sep. 29, 1980	Oct. 8, 1980	Nov. 17, 1980	Dec. 16, 1980	720000	180000	180000	77 days
	3. Law & Pop. Project.	Sep. 29, 1980	Oct. 8, 1980	Nov. 17, 1980	Dec. 16, 1980	167002	41750	41750	
1	1. Hosting of 4 Regional Conference	Dec. 7, 1980	Jan. 16, 1981	Feb. 4, 1981	May. 25, 1981	380000	190000		168 days
	2. Technical Preparation for the Conferences	Dec. 7, 1980	Jan. 16, 1981	Feb. 4, 1981	May. 25, 1981	225250	112625		168 days
2.	FSO Project	Jan. 12, 1981	Jan. 28, 1981	Feb. 19, 1981	May. 25, 1981	246700	123300	507831	133 days
6.	Far-Western Zone Regional Conference on Food & Pop.	Mar. 1, 1981	Mar. 13, 1981	Apr. 20, 1981	May. 25, 1981	95000	47500		85 days
7.	1. National Fertility Maping	Apr. 1, 1981	May. 22, 1981	Jun. 30, 1981	Jul. 10, 1981	218460	109230	109230	
	2. Inter-regional Migration	APr. 1, 1981	May. 22, 1981	Jun. 30, 1981	Jul. 10, 1981	191500	95760	95760	100 days
9	Prep. of Audio-visual material for Seminars.	Jun. 19, 1981	Jun. 26, 1981	Jul. 24, 1981	Sep. 4, 1981	75000	75000		
20.	a. PILL#7 Activity 1	Jun. 19, 1981	Jul. 2, 1981	Jul. 14, 1981	Sep. 4, 1981	1062216	-		
	b. PILL#7 Activity 2	Jun. 19, 1981	Jul. 2, 1981	Jul. 14, 1981	Sep. 4, 1981	540000	360000	513268	
	c. PILL#7 Activity 3	Jun. 19, 1981	Jul. 2, 1981	Jul. 14, 1981	Sep. 4, 1981	125252	-		115 days
	d. PILL#11 Activity 1	Jun. 19, 1981	Jul. 2, 1981	Jul. 14, 1981	Sep. 4, 1981	190000	-		
	e. PILL#11 Activity 2	Jun. 19, 1981	Jul. 2, 1981	Jul. 14, 1981	Sep. 4, 1981	1112625	112625		

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activities submitted in August 1982 still had not been received as of early December 1982.

A review by the AID auditor with the accounting staff of the Population Commission has resulted in a simplified accounting system, with expenditures submitted by line item on a standard financial reporting form (HMG S.F. 13). This format should provide sufficient project detail, but if not, it can be supplemented by specific status reports for certain subprojects.

The HMG proportion of the budget, earmarked as 15% over the life of the project, has barely exceeded 6% according to USAID/Nepal records. The HMG contribution is allocated by the Nepalese fiscal year, with the result that the AID contribution is made prior to the Nepalese contribution. From the current fiscal year, however, HMG proposes a 20% contribution and USAID will authorize funds to bring the total to 100%, thereby insuring a correct proportion of HMG support. If Nepalese government funds are reduced, the USAID contribution will be reduced accordingly.

III. F. Relationship with Other Agencies

1. Within HMG

There is no doubt that the success of the Commission depends on an effective working relationship with other agencies of the Government. That is one of the reasons why POPCOB was changed into an organization of multi-sectoral representation, including Panchayat and social sectors.

However, during the time POPCOM was chaired by the Home and Panchayat Minister, the population responsibility was decentralized to different Committees under different Ministers and much of the seriousness of purpose was diffused. The Commission's Secretariat, which was under the Health Ministry, also suffered a serious lack of leadership. Even when POPCOM was

aligned with the National Planning Commission, things were no better. The population problem remained largely the concern of the Planning Commission, and was not significantly shared by other sectors.

With the advent of the reorganized Population Commission, the population problem is directly taken up by the Prime Minister. In this changed setting, one can hope that the seriousness of purpose will be communicated to different governmental and non-governmental agencies. The proposed alignment of responsibility between the Commission and other sectors is as follows:

1. Since the Commission is essentially an institution at the national level for formulating population policies and co-ordinating population programs, the Commission itself will not implement programs, but will entrust program implementation to concerned governmental and non-governmental institutions.
2. The role of the Commission will be concentrated on providing policy directives to various institutions and assisting them in the development of population and related programs in their spheres of activities. In this respect the Commission will work in close contact with concerned ministries and departments towards integrating population components in various development programs.

The Commission will issue general policy directives to all concerned institutions with respect to programs for the coming year. Concerned institutions will prepare annual programs in conformity with these policy directives and send these to the Commission.

Such a plan, however, assumes the readiness of the ministries to adopt and implement policies. To date, however, not much change has transpired in the Ministries' attitudes towards population matters. Presently, policy

guidelines are being issued by the Commission to different agencies. Although these guidelines may be acceptable to the higher echelon of the organization, they cannot be pervasive enough to move the whole sector unless queries and difficulties at different levels are resolved by dialogues, meetings, and seminars. A short-term orientation course for persons holding key positions in sectoral programming seems to be of the utmost necessity. In this sense, the Commission has more to do in terms of education, communication, and motivation of the sectoral agencies.

Besides a good relationship with other sectors, a clear-cut working relationship with the National Planning Commission and the Ministry of Finance seems very important. The Commission's proposed division of work in this respect is as follows:

1. After the programs (of the Ministries) thus prepared are received by the Commission, they will be analyzed to determine whether or not they conform to general policy directives and meet other requirements, will be given final shape and integrated into a single population program that will be sent to the National Planning Commission to be included in the annual development program of HMG. Representatives of the Population Commission will participate in the budget discussion to be held in the Ministry of Finance with respect to funds necessary for the implementation of the approved programs.
2. With respect to making provisions for necessary financial resources for population programs, the Foreign Aid Division of the Ministry of Finance will regularly make available to the Commission the details on the available financial and other resources. While requesting assistance for current and new

population projects, the Finance Ministry will comply with the opinion and the request of the Commission.

Since the above division of work was mapped out in July 1982, the Commission has not had time to try it through a budget cycle; hence it is not possible for the Evaluation Team to see how it is working. But the Commission's Vice-chairman and the Finance Secretary, who also participated in its formulation, appear to be positive towards the Commission's new role--that is, planning, programming, monitoring, and evaluation as well as allocation of resources in regard to population acitvities. However, when the population components are intricately interwoven with the sectoral process, the means to execute plans may not easily be amenable to separate measurement.

On the other hand, there is a danger that the division of work may lead to a dichotomy in the country's development efforts, which would be self-defeating. It should not appear to sectoral agencies that population activities are a separate program belonging to a separate body outside the development organization. Although development agencies must assure a certain level of service to the people as a developmental target, they also have an inherent responsibility to control population growth.

So the dichotomy between the Population Commission and the Planning Commission should be minimized. The allocation of resources, monitoring, and evaluation regarding the population program has to be done hand-in-glove with the Planning Commission. A common understanding and coordination is necessary between the two working staffs under the two Commissions.

Similarly, the effectiveness of the Population Commission will depend on how much success it will have in claiming annual budgetary resources for executing its population policy as well as how much leverage it can get in

allocating resources to different sectoral agencies. Within the ceiling earmarked for population activities, the Commission should have full authority to allocate and reallocate funds to different sectors depending on the absorptive capacity and effectiveness shown by the sectoral agencies in carrying out population activities. Since population policy has its own goal that cuts across different sectors, it is only logical to provide the Population Commission with flexibility in the inter-sectoral transfer of funds. This would not only enable the NCP to utilize its funds better, but would also give some measure of leverage.

2. Relationships with Donor Agencies

To date, AID has been the principal funding agency for the Population Commission. In this regard, there have been two small problems in project implementation which have borne on the relationship between the agencies--one is the delay by the Commission in nominating trainees, the other is the delay by AID in disbursing project funds. However, both agencies agree that relationships to date have been adequate and supportive, although the Commission would appreciate more active involvement by AID in resolving problems and initiating programs.

The Commission has also collaborated with UNFPA. At the request of UNFPA, the Commission completed in mid-December a major part of the report of the UNFPA mid-term review. Further, UNFPA has under review a proposal by the Commission to set up a review room to bring together various levels of administrative officials to monitor population policies. The aim of the project is to strengthen the outreach of the Commission to the community level and to strengthen its coordinating role. Support is anticipated at the level of $100,000 over two years to cover equipment, training, materials development, space, and miscellaneous expenses.

Other donor support has been received in kind from the Pathfinder fund in the form of a project vehicle and four motorbikes and from the Population Coundil for the April 1982 national conference on Population and the Sixth Plan.

Both the World Bank and UNFPA see an expanded role for the Commission as a coordinating body for HMG Population activities, particularly for donors. The Commission is asked to convene informal meetings of donor agencies and to provide review and comment on various population activities proposed by donors to the Planning Commission and the Finance Ministry.

IV. A Re-examination of the Purpose of the Commission

The variety of tasks proposed for the Commission should not confuse the priorities. The central purpose of the Population Commission must be kept in mind at all times. This purpose, as the Evaluation Team sees it, is to reduce and soon eliminate the population growth that is such an obstacle to Nepal's development and welfare. Any activity undertaken by the Commission should clearly and significantly contribute to this goal. If an activity cannot be shown to be immediately relevant to this goal, it should not be undertaken by the Commission.

To curtail population growth in Nepal, the Commission must move simultaneously and immediately in two directions. It must reduce the birth rate in Nepal as a whole, and it must reduce or eliminate net migration into the country.

There is naturally a tendency in official circles to avoid these issues, because they are strewn with real or imagined political hazards. With respect to fertility reduction, for example, an effective program must inevitably require changes in basic institutions, interests, and customs that the people of Nepal cherish. In regard to immigration, a

successful program must somehow reckon with the size and influence of India. It is easy, therefore, to declare that measures that would be effective cannot be taken, and to occupy oneself with measures that are harmless but ineffective.

But at the present juncture, the Commission cannot avoid these issues. It cannot allow itself to be drawn into the pursuit of tangential goals or fail to propose concrete solutions. The Commission was created to find solutions to the problem of population growth, and it has been given the power and resources to proceed. Now is the time for it to act. If it fails to propose a concrete system of measures designed to quickly reduce fertility and immigration, it will have failed the government and the people of Nepal.

The Commission appears to be moving in the right direction. It is seeking to enlist the cooperation of the various line ministries in developing conditions and incentives conducive to small families and it is beginning to deal with concrete policies on immigration. However, since there is still some timidity in the Commission and some readiness to be drawn into ancillary or remote problems, the evaluation team wishes to stress the importance of sticking to the overriding goal and making sure that the activities of the Commission all contribute systematically to reaching it. For this reason, at the risk of reiteration, let us consider two or three examples of common distractions in Nepal.

Often the problem of population gets redefined as a problem of food supply. One tends to view the "solution," then, as agricultural improvement, especially increased yields per hectare. However, food scarcity is caused by population growth. If every family in Nepal had ten to twenty hectares of arable land, there would be no food scarcity. Therefore, to solve the

food problem one must solve the population problem. To ignore this truth in a country like Nepal -- that is, to undertake agricultural improvement without also limiting population growth -- is tantamount to a policy of promoting population increase. To the extent that the agricultural policy succeeds, it generates a rapid increase in human numbers that wipes out the gain in agricultural production and leaves the country just as hungry as it was before, but in a more crowded and environmentally less satisfactory condition. Yet the tendency to pursue agricultural policy alone is great, because it is a goal that everybody appreciates whereas curbing births or restricting immigration involves constraints on traditional behavior.

Another preoccupation that unwittingly tends to distract attention from the main issue is internal migration and the changing regional balance of Nepal's population. Should resettlement in the Terai be speeded up or slowed down? Can the economy of the hill regions be improved so as to slow the out-migration? Can the growth of Kathmandu be contained? Can impoverished Nepalese families be prevented from using the forest preserves? Such questions are certainly worth asking, but the answers are worth very little if the influence of overall population growth is ignored. Nepal is currently adding 350,000 to its population each year. These additional people must live somewhere. If they do not live in the hills, they must live in the Terai. In fact, the Terai is relentlessly filling up, but according to the census, all but four hill districts also showed a population gain between 1971 and 1981. The availability of land in the Terai has temporarily lessened the pressure on Kathmandu Valley, but as soon as the Terai is filled up, in another ten years or so, the growth of Kathmandu Valley will explode. The increase in the Valley is now about 16,000 per year; in another decade it will be around 30,000 each year. Already crowded and smoggy, Kathmandu will become just another bloated Asian capital, parasitic on the rest of

the country and characterized by immense squatter settlements. In short, unless and until the overall massive population growth in Nepal is stopped, no regional policy stands a chance of succeeding. It is like trying to direct the flow of a river than is in flood. That is why the Population Commission cannot afford to let a concern with regional balance serve as a distraction from the main issue, national population increase.

As was noted earlier, there is also a tendency to be drawn into research as a means of postponing difficult decisions and policies. The answer to this has already been given in the present report.

There is also some tendency to get drawn into purely bureaucratic questions, such as the integration of population activities. Insofar as it saves money and time, integration is of value, provided it does not stifle initiative; but it tends to be viewed as a question of authority (who is to integrate whom?) rather than a substantive question. The important integration that must take place is to see that activities in local districts and villages mutually reinforce each other. If they do, each activity will have more of an impact than it would if it were pursued separately. If the education of girls, for instance, is accomplished by measures that lead to marital postponement, it will have more effect on fertility than if it were carried out alone. In other words, there is a multiplier effect, or interaction effect, when different measures for reaching the goals are pursued in concert. Thus it is integration in implementation that counts, and this requires cooperation. It would therefore be a mistake and a distraction for the Commission to be drawn into a preoccupation with asserting its authority in regard to population policy, especially in the established family planning program. In the last analysis, all branches of the Government must work together if an effective population policy is to be achieved. By clearly and consistently pursuing its central task -- development and execution of an effective policy

for stemming population growth in Nepal -- the Commission will naturally establish its leadership. The relevancy of its various activities will then become clear and its authority will be recognized.

The World Bank report recommends five functions for the Population Commission: to develop a population plan, to coordinate with line ministries, to monitor plan implementation, to identify program defects, and to coordinate applied research. However, none of these activities is worth doing unless there is a demonstrated connection between it and reduction of population growth. The five functions stipulated by the Bank have no value in themselves -- indeed, they may be counter-productive if pursued for their own sakes. As if in recognition of this fact, when the World Bank turns to the subject of "targets" it immediately switches to the family planning program, viewing targets in terms of "acceptance" rates. It seems to visualize reduction in the birth rate as coming only from family planning. Thus it implicitly assumes that the Population Commission will not be doing anything concrete.

The evaluation team's view is the opposite. It believes that the Population Commission has a chance to develop, for the first time in Nepal, a fertility reduction program that will give people incentives for small families and disincentives for big ones. Up to now, the history of population policy in Nepal has been a history of disappointment. At first it was thought that establishing a family planning program would be sufficient, but the birth rate rose instead of declining. A population unit was set up in the family planning program to handle demographic research and make proposals for increasing the demand for contraception, but it did not accomplish much on the policy side.

During all the time that the Commission was being formed and re-formed, the increase in population in Nepal reached crisis proportions. It would be

a great tragedy, and certainly the surrender of a last hope, if the Population Commission in its present state should fail to lead the country in an effectively implemented policy of population control.

Any further delay will make the effort too late. As the population grows larger, it becomes more unmanageable. The sheer demand for subsistence becomes an overriding preoccupation of government, with the result that long-term improvements are postponed or forgotten. The impact on the environment becomes so massive that degradation is unavoidable, further impoverishing the nation. Eventually, in a desperate effort of more and more people to keep alive under deteriorating circumstances, there is a demand for absolute equality. The poverty is thus to be shared by everyone, for only in that way can an expanding population be kept alive.

The present moment, then, is the time for an effective population policy. The Population Commission has the opportunity to take hold and provide leadership in formulating and implementing such policies. The evaluation team hopes that by concentrating on that task the Commission can succeed where others have failed.

IV. A. Suggested Policy Formulation

In order to clarify the evaluation team's conception of the Commission's role, let us suggest two or three population policies that the Commission might consider. This is by way of illustration only, and of course it does not include all of the planning that would have to go into the formulation and implementation of an actual policy; but it helps make the point that the Commission should concentrate on effective incentive measures.

The Commission might for example devote itself to the preparation of a comprehensive fertility-reduction program. Here traditionally, the approach has been a family-planning effort lodged in the Ministry of Health. It has consisted of furnishing contraceptives, some sterilization, and propaganda

about the supposed advantages of small families. The Population Commission would probably not recommend any diminution of this effort -- in fact, it might recommend an increased effort to reach people and a legal change to allow abortion as a means of family size limitation. But in recognition of the fact that people in Nepal still want four or more children, not through ignorance but because it is in their interest to have them, the Commission might want to concentrate on the so-called "demand" side -- that is, the alteration of the conditions under which reproductive decisions are made. It might, therefore, with the help of the various ministries, prepare a governmental program that would make small families of greater value to people than large families. In order to deprive parents of one of their strongest incentives for large families, it might recommend compulsory schooling and child labor laws. It might recommend that particular attention be given to the education of girls, that the age at marriage be pushed higher than it is now, and that the school curriculum include material on the population problem, on family life, and on family planning. It might also recommend that the employment of women outside the home be encouraged by vocational training for women and by the development of industries suitable for female employment. Finally, the Commission might recommend the provision of a small amount of social security for elderly people who have fewer than three living children.

Obviously, in formulating such a comprehensive "demand-side" scheme, the Commission would have to pay attention to the costs and the needed infrastructure. It would have to use ingenuity in planning short-cuts and cost-saving innovations. It would have to include in the plans public education with respect to the nature and purposes of the program. It would have to work with the national radio networks, the press, and the educational ministry to get interesting and instructive information to people throughout the nation.

Clearly, formulating such a comprehensive scheme would not be easy. That is why the evaluation team believes that the energies of the Commission should be concentrated on population policy and not be diverted to other tasks.

If Nepal is to have a comprehensive population policy, as it should have, an integral part of that policy is a concerted program with respect to immigration. So the Commission should prepare such a program. How can it do so quickly? It can hold hearings in which people who know about immigration first-hand can testify. It can also hear from government officials and experts who are concerned in one way or another with migration. It can have its own research unit gather such facts as are available and make estimates of the nature and magnitude of the problem. The Commission would then prepare a set of recommendations for the Government which, taken together, would constitute the country's immigration policy. Such a policy might be aimed at limiting immigration. If so, it might forego an attempt to exercise control at the border, because the border is long and the people on either side are similar; hence to control passage across the border would probably use up resources at a prohibitive rate. The Commission might recommend instead a system whereby control is exercised by regulating the employment of aliens, their ownership or rental of land, and their freedom to set up businesses or to deal in urban real estate. The controls in the first instance might be exercised by local authorities, with community and individual incentives for satisfactory performance; but supervision and inspection would be provided by Kathmandu. The Commission would have to determine the infrastructure, funds, legislation, and procedures needed to implement such a policy, always looking for the simplest and most economical way to do it. This would be policy research, and it would be of enormous value to the Government in facing the migration question.

IV. B. Suggested Action

As the previous section has indicated, there are many policies and programs the Population Commission can endorse and the government can adopt. Many others have been suggested in regional and national seminars. There is no lack of ideas. The team feels strongly that the Commission should take the lead in implementation of these ideas. It can do so with its present organization and staffing in at least three ways.

1. Policy Pronouncements

The Population Commission should strongly advocate anti-natalist policies even when they may be ahead of politicians and the general public in so doing. Only by having someone or some agency take the lead can public opinion be swayed and traditional practices be changed. Academic researchers argue that not enough is known to identify specific interventions and policies for government to adopt, but the team feels that enough is known to get things started. Commission debate on such policies as abortion, the two-child family, curtailment of health benefits after the second child, and compulsory education should be reported in the press and carried to the people.

2. Population Impact Analysis

The Population Commission should consistently and relentlessly identify and work to remove all government programs, policies, and procedures which are pronatalist in effect. Further, the Commission should play an active role in proposing legislation and procedural changes which would remove pro-natalist laws and policies. In this way the long interest shown by the Commission in law and population can have its pay-off. The Commission can and should take this role further, by actively identifying and pursuing opportunities for procedural and legislative change which would have anti-natalist effects. This could include aggressive enforcement of existing laws

and regulations as well as introduction of new procedures. Some examples of new procedures are: giving greater opportunity for promotions among civil servants and the armed forces to those who have a completed family size of two children, locating development projects in villages which attain their fertility target. Only when regulations and policy are consistent and when enforcement follows can the full weight of the government bureaucracy be brought to bear on the calculus of fertility decision-making at the household level.

3. Pilot Projects

As indicated above, the Population Commission should design a detailed fertility reduction strategy to implement a population policy that involves line ministries, development programs, and all other points of leverage of the government at the village level. This strategy should be fully articulated, comprehensive, and detailed enough to guide decision-making in the rural area. Cost implications and budgets should be fully developed. The strategy should be identified with the Population Commission, widely distributed and discussed, and should be tried in two or three pilot areas. The Commission should command sufficient funds and authority to succeed in those areas. The Pilot Projects should be accompanied by intensive IEC efforts and subject to rigorous field monitoring and evaluation so that conclusions and recommendations may be applied in other areas.

IV. C. Future Role of the Commission

Based on ESO experience described above, the NCP is developing a proposal for a pilot project. The idea behind the project is to give local people the responsibility to develop their own resources which previously were controlled by the central government, so that they will begin to recognize the relationship between development and population directly, and this will help to persuade them to opt for smaller families. On the

basis of this hypothesis, the program calls initially for the utilization by the local panchayat of funds generated through Panchayat Development and Land Tax (PDLT) for the support of primary schools. Any surplus for other services (e.g., health, drinking water, etc.) will be decided by the local panchayat. Because the PDLT is a production tax, the tax realization would depend on the level of production--the higher the production, the greater the tax returns. Since the immediate effect of population increase is an increased enrollment in the primary schools, local people would supposedly see the need to increase their production in order to realize increased tax generation to support their primary schools. Indirectly, this puts pressure on the local people to have fewer children so that their support cost for primary schools is lessened and the tax surplus is made available for other development works in their village. This spirit is reflected in a way in the Decentralization Bill which the government has recently passed.

The above proposal has been discussed by the Commission staff with the Ministry of Education, the Ministry of Local Development, local people of the Panchayat of Jhapa district, and other related local HMG/N offices in Jhapa. The suggestions of the local people as well as related HMG/N offices are being sought in order to make the pilot project more meaningful and to obtain active public support for the project if it is implemented. If the pilot project is successful in Jhapa, similar pilot projects will be launched in Kailali, Dang, Dolakha, and Palpa; so that each of the five development zones in the country will have a pilot project. Once the pilot project is launched by the local people in Jhapa, the Commission will begin to monitor the project as needed to ensure its completion, to discover its weaknesses, and to evaluate its success or failure.

Another possible future pilot project concerns the coordination of the activities of the non-governmental organizations (NGOs), such as Mothers' Club,

Youth Club, etc. Since the various NGOs have used different approaches and have given different messages to villagers with regard to family planning matters, the Commission is planning to coordinate their activities so that the approaches and messages are similar and the villagers are not confused in the process.

IV. D. Policy Evaluation and Monitoring

Since many actions of government have an effect on fertility or migration, an important function of the Population Commission is to keep track of and evaluate the demographic significance of all activities of the Nepalese government. In many cases, of course, there will be no discernible effects, but in some cases there will be. The latter activities are often undertaken without awareness of their demographic consequences. In such instances, the Population Commission -- preferably before the activity is begun -- should draw attention to the probable consequences, and if these tend to increase population growth, changes in the proposed governmental activity may be suggested.

In addition, of course, the Population Commission will wish to monitor and evaluate those efforts (both governmental and non-governmental) that are specifically designed to have a demographic effect. The evaluation of such projects is often difficult, but it must be remembered that the essential criterion of success or failure is the effect in stopping population growth. If, for example, a campaign to deposit condoms in every household in a district for a period of two years was 88% successful in the household distribution, it would hardly be a sign of success if during the two years the fertility rate rose by 4%.

In general there is a tendency, especially on the part of government agencies, to assume that their activity is successful, and either to evade evaluation altogether or to have it done "in-house" so to speak -- that is,

by the same agency that undertook the activity in the first place. The Population Commission can perform a useful function by being a neutral or outside evaluator of proposed population activities in other agencies. Doubtless it is preferable to evaluate projects before they are launched. If the Commission is informed about projects being contemplated, it can have a chance to examine their chances of success before a great amount of money and time is invested in them.

IV. E. Public Education and Ideological Support

As described above, the evaluation team is impressed with the vigorous program carried out by the Commission in the field of public education and ideological support. The staff of the IEC division correctly interprets its role as generating high level support for measures to reduce fertility (including family planning) and support for the Population Commission in carrying out this work. The IEC division can clearly differentiate its work from that of the IEC division of the MCH/FP.

The IEC division, in the opinion of the evaluation team, will have an essential role in support of pilot programs and initiatives undertaken by the Population Commission. As such, the IEC division will need to publicize contemplated policies and to work at every level in designated pilot project sites -- with leadership groups including political, religious, and special interest organizations, and with leaders as well as intended project beneficiaries -- to communicate the purposes of the projects, to discuss suggestions and changes, and in general to prepare the way for successful project implementation. This will require more field orientation and local level visits and preparation than has been done previously.

The team notes in conclusion that a successful IEC program cannot stand alone. Population conferences and seminars have been carried on for over a decade in Nepal. The Commission and the government should actively follow up

on interest generated and initiatives proposed through such occasions. The Commission is in a position to carry out small action projects or to coordinate action programs with other parts of the government. By the same token, IEC activities must be an integral part of pilot action programs at the community level and must prepare the way for activities that require the initiative and cooperation of other government ministries.

IV. F. Clearinghouse Functions

According to the present working arrangement set forth by the Commission, sectoral agencies have to clear all their population-related programs through the Commission. The Commission checks them against its own standards and their role in the total policy picture, using its information to fix priorities, avoid duplication and develop multi-sectoral complementarity. The Commission also has to make sure that any action or decision contemplated by other agencies which may affect population policy comes up for prior consultation with the Commission.

The Commission can act as a coordinator among five or more agencies whenever their programs overlap. As the seat of national population policy, the Commission may also have to work with the executive agencies in order to implement their programs.

All those details may have to be comprehensively broken down in the working arrangement of the Commission, and to perform its clearinghouse function the Commission may need a regular reporting system.

In order to enable the Commission to perform its functions in an institutional way, necessary insertions in the HMG allocation and Transaction of Business Rules should be completed as soon as possible. This would ensure the flow of information, reporting, and consultation as a legal requirement.

V. Staff and External Assistance

The evaluation team has been very favorably impressed with the quality of the staff that the Population Commission has been able to bring together in a relatively short period. It is difficult to see how better people could have been found, both in technical training and overall intelligence. Of course, the staff have not, for the most part, been trained for the specific tasks that the Population Commission needs to have done, but few people in any country have been trained specifically in population policy.

The view of the team is that quality of staff is much more important than quantity. For this reason, it is surprising not only how fast the present sizeable staff has been built up but also how many new members the Commission wants to add in the future. If the advice of the team is followed concerning the Commission's focus on population policy, with a rigorous set of criteria of relevance, there may be no need for a continued rapid build-up of staff. Additions could be made gradually as the slow work of developing and applying policies is accomplished. Above all, the danger must be avoided of accumulating a very large retinue for whom projects are sought whether relevant or not.

The evaluation team has been asked whether the position occupied by the expatriate advisor should be continued beyond the six-month extension recently granted. After talking with staff members, reading research reports, and learning about current activities, the team has come to the conclusion that a continuation of the position is inadvisable. To be sure, it has been extremely helpful to have a high-level outside advisor, and it could continue to be helpful; but there are two reasons for opposing continuation. First, the team is proposing a much more active and visible role for the Commission than it has had up to now, so that it is not advisable to have a foreign advosor closely associated with the inner coundils of the Commission. Second,

the staff seems able to stand on its own and probably should be allowed to do so. If so, the retention of the post of expatriate advisor would not justify the rather high cost which represents a disproportionate share of the project's funding.

VI. Funding and Timing

The process of policy development and its effective implementation in the population area is a long one. The process does not stop with the enunciation of a policy -- rather it involves the implementation of successively more detailed strategies and programs. It is unrealistic to think, therefore, that the process will be complete within the AID project cycle or that the activity will be "self-sustaining" in a country as heavily dependent on foreign assistance in all sectors as Nepal. AID has made a significant contribution toward establishing within HMG a body charged with furthering informed policy choices and strategies. The National Commission on Population, receiving financial support from this project, has a streamlined structure and is poised to take on new activities at the behest of the government. It is in the position of responding to a need for broader program coordination, as identified within the World Bank report, and working with line ministries on generating demand for family planning such that all government policies and development programs may bear consistently on reducing fertility.

This conception of the Commission has implications for USAID/Nepal funding in two ways:

1. It implies that the project be extended so that current funds, being expended by the Commission at the rate of approximately $18,000 per month, may be fully utilized. The current project, therefore, should be extended at no additional cost until September 1985.

2. Further, the current method of providing funding, based on detailed

activity briefs for a multiplicity of sketchily designed projects, should be simplified. Since program planning is to begin in early January for the next year, such a system should be adopted soon.

As AID continues its funding and as other donors participate, the system of internal accounts within the Commission must be made more efficient. The team recommends the computerization of the accounting function, an idea that has already been discussed within the Commission. The NCP should procure and install a canned software program so that up-to-date fiscal status reports may be quickly generated in conformity with HMG, USAID, and other donor reporting periods and requirements. Occasional reports such as pipeline analyses might then be quickly generated as needed. If expertise to install and make operational such a system is not available within the Commission or USAID, then USAID should help identify such expertise from outside the project. Further, senior staff of the project should be acquainted with this system and use it as a budgeting and management tool.

Over the long run, the team recommends continued AID support for the work of the Commission. AID has taken a pioneering role by being willing to help the Commission get started and by providing assistance to enable the Commission to reach its current promising position. AID should continue to acknowledge the importance of demand creation and the importance of a focal point within the government for initiation and coordination of activities by providing funds outside the health sector.

The team suggests two conditions for this continued support:

1. A thorough and critical evaluation of the progress of the Commission approximately two years hence, which would include conformity to directions indicated by this evaluation. It is important to note that the timing of the current evaluation is only seven months after the reconstitution of the Commission and is consequently based on potential rather than actual performance of the reconstituted Commission.

2. In order to relate the Commission's activities more closely to those of the MCH/FP, the team recommends return to the pre-1979 funding mechanism; that is to say, funding of the work of the Commission should be a line item within the overall USAID project in population. This should require staffing in the Mission sensitive to and capable of monitoring population policy activities as well as other population initiatives.

VII. Resource Requirements and Authority

The Population Commission is only a planning body without any authority to implement population programs. The implementing agencies are the government and the non-government agencies. Practically speaking, therefore, the execution of the plans, programs, and policies formulated by the Commission require active cooperation and support from the implementing agencies on a continuing basis. The degree of cooperation which the Commission will recieve from the implementing agencies depends both on the authority that the Commission has been given and on the kind of relationship it can develop with them.

The present authority of the Commission to issue directives to the implementing agencies on population matters and to coordinate their population programs is based on the decision of the Cabinet. This authority has not yet been given any statutory basis. Of course, the implementing agencies may not question the authority of the Commission in the short run since the Prime Minister himself is heading the Commission and is Head of the Cabinet. He can demand the cooperation of the line ministries in implementing the plans and programs of the Population Commission. Therefore, in the interest of institutionalizing the NCP, the authority of the NCP that extends to the domain of other autonomous agencies should be given a statutory basis as soon as possible by incorporating appropriate provisions to that effect

in HMG/N's Transaction of Business Rules and Allocation of Business Rules through revisions to these rules. It would be still better if a separate law could be enacted that would give due recognition to the population problem and give the Population Commission the necessary authority on population matters.

If the Commission is to continue as a functioning body in the future, it must be given more authority than it has now. It must have authority to negotiate as well as coordinate with foreign donors regarding all programs on population matters. However, the funding portion of the programs should be left for the Ministry of Finance to coordinate. Also, the Commission should have funding leverage when it reviews the other agencies' programs pertaining to population matters. In its relation with the National Planning Commission (NPC) on population matters, it should be given adequate authority to prevail on NPC for the incorporation of its program in the national plan as it sees fit. It should also be given liberty to deliberate and suggest even drastic policy measures that would reduce fertility; e.g., incentive/disincentive programs that could be applied to HMG/N and Corporation employees.

VIII. Prospects of Success

In a real sense, the Population Commission cannot be completely successful; it is already too late for that. The time for success was some years back when the population of Nepal was half of what is is today. Regardless of what the Commission does, the country has, and will continue to have, a serious population problem. The future is made difficult by past rapid growth, not only because of the deterioration in resources but also because the population is so young that even a drastically lowered fertility will still bring about a massive increase of people.

The Population Commission cannot be expected to redress past mistakes, nor can it be expected to perform miracles in the future. In the last analysis, it is not the Population Commission alone that can ameliorate the situation in the future, but rather the Government as a whole. The Population Commission can work with the other agencies to produce a systematic policy for stopping population growth, but the Government in its various branches will have to implement the policy.

With these caveats in mind, we can say that the moment is propitious for the stronger implementation of a coordinated population policy. The unwelcome and unintended growth of the nation's population is evident even to the casual observer. Its effects in nullifying gains from technological and economic development are apparent in the statistics. A Commission for the special purpose of developing and implementing population policy has been given independence, adequate staff, and sufficient funding. The moment has therefore arrived when something concrete can be done.

In short, the chance of success seems better at the present moment than it has been previously, and possibly greater than it will be in the future. USAID is to be commended for having supported what, in effect, is a bold venture in population policy. The place in government that the Commission now occupies is unusual, and it provides a good basis for future success.

If this opportunity is lost, an equally favorable moment may not recur in the future, because poverty induced by population growth tends to be self-reinforcing. The efforts of government can be wasted on ineffective discussions instead of actively pursuing goals of purposeful long-range development. Foreign exchange and international loans can be used for short-run survival rather than basic improvement. Under such circumstances the Government cannot mount an effective population policy.

Political instability sets in and eventually the population tends to sustain itself by a universally low level of consumption.

Nepal has been given some breathing space by the opening of the Terai, but in a few years that safety valve will be used up. The time for action is now. The evaluation team believes that the task can be done, if the Government has the will to do it.

Appendix A : Persons Contacted

HMG

Rt. Hon'ble The Prime Minister
Mr. Soorya Bahadur Thapa
Chairman
National Commission on Population

Mr. Kul Shekhar Sharma
Vice-Chairman
National Commission on Population

Dr. Mohan Man Sainju
Vice-Chairman
National Planning Commission

Mr. Karna Dhoj Adhikari
Secretary
Ministry of Finance

Dr. Narsingh Narayan Singh
Secretary
Ministry of Education

Mr. Emrald Jung Rana
Secretary
Ministry of Forests

Dr. Bedh Prakash Upreti
Secretary
National Commission on Population

Mr. Dip Raj Sharma
Acting Secretary
Ministry of Agriculture

Mr. Tirtha Bahadur Manandhar
Joint Secretary
Information, Education and
Communication Division
National Commission on Population

Mr. Vishwa B. Mulepati
Administrative Officer
National Commission on Population

Dr. Raghab Dhoj Pant
Senior Economic Advisor
National Commission on Population

Dr. Pitamber Sharma
Advisor
Programming Division
National Commission on Population

Dr. P. L. Joshi
Advisor
Demographic Analysis
National Commission on Population

Dr. Lekh N. Belbase
Advisor
Social Services Sector
National Commission on Population

Dr. Som P. Pudasaini
Advisor
Productive Sector
National Commission on Population

Dr. Poorna K. Adhikary
Advisor
Multi-Sectoral Action Oriented Program
National Commission on Population

Dr. Vijaya Shrestha
Advisor
Women and NGO Sector
National Commission on Population

Mrs. Pancha Kumari Manandhar
Family Planning and Health Advisor
National Commission on Population

Ms. Indira Rana
Law Advisor
Administration and Law Division
National Commission on Population

AID/Nepal

Mr. Dennis J. Brennan
Mission Director

Mr. William B. Nance
Program Officer
Office of Program

Mr. Douglas R. Pickett
Agricultural Development Officer
Office of Agriculture and Resource Conservation

Dr. David E. Mutchler
Population Advisor
Population and Development Resources Division

Dr. Gerold v. van der Vlugt & staff
Health and Family Planning Development Officer
Office of Health and Family Planning

Mr. Richard Nishihara
Project Manager
Rural Development
Office of Rural Area Development

Other

Dr. Melvyn C. Thorne
Chief of Party
John Snow Inc. Contractor for AID/Nepal
Integrated Rural Health and Family Planning Services Project

Mr. Michael Heyn
Resident Representative
United Nations Fund for Population Activities

Mr. Grant Slade
Resident Representative
The World Bank

Dr. Abraham S. David
Advisor
National Commission on Population

Ms. Laurie Zivetz
Mr. Ram Prasad Risal
Economists
Integrated Development Systems

Appendix B:

Document Examined

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Appendix C: Scope of Work of the Evaluation

The evaluation is specifically required to:

1. Examine the effectiveness of procedures used by the National Commission on Population (NCP) of GON to elicit, evaluate and Commission research studies;
2. Examine NCP plans and programs, for utilization of research activities and assess quantity and quality of sub-projects undertaken, matching them with topics identified and described in Appendix A of the Project Paper;
3. Examine the quality of in-house research sub-projects implemented by National Commission on Population staff;
4. Examine the effectiveness of NCP in disseminating research results to policymakers;
5. Examine the effectiveness of training programs funded under the Population Policy Development grant;
6. Identify obstacles to institutional performance in terms of recruitment and placement of senior staff within NCP, their competence and performance in administering, monitoring and utilizing the results of research;
7. Examine financial aspects of the project, the need to modify funding levels in view of the expenditure history and projected needs, and to identify budgetary constraints in terms of level of activity;
8. Review results of previous evaluations and identify their impact on NCP organization and performance;
9. Examine the effectiveness of expatriate technical assistance provided to NCP under the grant as well as from AID/W centrally-funded contracts.

Examine the status of NCP action on issues, listed below, raised by the World Bank Population Review Team during their April 1982 mission:

a. The NCP in conjunction with MOH to prepare a work program in cooperation with relevant service programs of the MOH (FP/MCH, CHIP, DHS) for FP services to include the redeployment of services in the more densely populated area of Nepal.

b. The NCP to prepare a working paper setting out the work program of the Commission. This will include a review of alternative ways of ensuring maximum coordination with other central agencies, line agencies and NGOs.

c. The NCP to produce a working paper for discussion with relevant donor agencies on the coordination of donor support for population activities in Nepal.

d. The NCP to initiate regular meetings with donor agencies.