

USAID/NEPAL EVALUATION REPORT
FY 1982-10

Recommendation:

The review revealed that the National Population Commission, having gone through three re-organizations since its establishment in 1976, has faced severe problems of administration and management. Since the most recent re-organization occurred only in April 1982, it is recommended that the project be subjected to a rigorous mid-project evaluation in December 1982. Based on the mid-term evaluation findings, AID Nepal should decide whether progress warrants continuation of the project.

Attachment A: Population Policy Development Issues Paper of May 20, 1982

Attachment B: POPCOM's (written) response to the AID-prepared Issues Paper

D/PDR:DMutchler DM

PDIS:JBallantyne JB

A/FM:DMutchler DM

PRM:WBN WBN

D:DJBrennan DJB

Report of the Second Joint Annual Review for the
Population Policy Development Project

(367-0130)

May 25, 1982

Review Setting

The second joint annual review of the Population Policy Development project was held on May 25, 1982 at the Secretariat of NCP in Singha Durbar. The review group was addressed by Dr. Bedh Prakash Upreti, Acting Secretary of NCP, who stated that the National Population Commission had not been able to work in the past as effectively as anticipated due to several organizational changes that had taken place within the Commission. He pointed out that the speed at which the Commission had functioned in the past should not be taken to imply HMG/N's lack of interest in the project. He emphasized that HMG/N was and would be interested in the proper and smooth functioning of the project and that the internal manpower structure of the recently re-organized (April 12, 1982) Commission was being worked out with an eye toward accelerating the speed of its work. Dr. Upreti left the review meeting after making his opening remarks, asking Dr. Raghab Dhoj Pant to take the lead for the Commission.

The review meeting was attended by a large number of participants as follows:

National Population Commission

1. Dr. Bedh Prakash Upreti, Acting Secretary
2. Dr. Raghab Dhoj Pant, Sr. Economic Advisor
3. Mr. Bishwabandhav Mulepati, Joint Secretary
4. Dr. Puspa Lal Joshi, Advisor
5. Mr. Mohan Thapa, Research Officer
6. Mr. Basanta Raj Bhattarai, Section Officer
7. Mr. Tej Narayan Panjiyar, Research Officer
8. Mr. Nir Bahadur Karki, Research Officer
9. Mr. Rewanta Man Shrestha, Accountant
10. Mrs. Amarabati Pandey, Documentation Officer
11. Mrs. Indira Rana, Advisor
12. Dr. Abraham S. David, Advisor

AID/Nepal

13. Mr. Douglas R. Pickett, A/Assistant Director
14. Mr. William B. Nance, Program Officer
15. Dr. David E. Mutchler, D/PDR
16. Dr. Gerold V. van der Vlugt, HFP
17. Mr. John A. Huxtable, ARC
18. Mr. John M. Ryan, PRM
19. Mr. Paul D. Morris, PRM
20. Ms. Laura McPherson, RAD

21. Mr. David H. Lockhart, AM
22. Mr. Ram Chandra Shrestha, PRM
23. Mr. Tri Ratna Tuladhar, D/PDR

Review Purpose

The purpose of the review was to assess the accomplishments or shortcomings of the project since its first review and to discuss the implementation problems/issues noted in the Issues Paper (attached).

Project Accomplishments

The accomplishments noted in the attached Issues Paper remain unchanged except as indicated below:

- Work under the ESO project has progressed well and AID Nepal has been requested to approve a time extension for the project.
- Three of the four IQA reports executed in 2037/38 (1980) have been completed.
- Five of the eight IQA reports executed in 2038/39 (1981) have been completed and the remaining reports are in various stages of draft.

Project Schedule

The review showed the project was behind schedule by several months. While there was some concern expressed that a one year's extension to the present life of the project would compensate for the loss of time suffered by the project due to its late start, the point was made that the project needs first to show improved future performance to justify any consideration of time extension. It was noted also that the project still had several years of operational time left under the original grant agreement.

Major Discussion Points

The Population Commission presented a formal (written) response to the issues identified in the AID-prepared Issues Paper (see the Issues Paper at Attachment A and the response at Attachment B). Discussion of several major points, however, is reflected in the following paragraphs.

Much discussion took place with regard to the staffing requirements of the Commission, civil service protection and proper compensation for the staff. The Commission noted that while its plans are still evolving, it currently

envisions a variety of different program activities under the recent reorganization (see Attachment B). These program activities would involve interaction among different HMG ministries as well as coordination with the international donor community. Moreover, the program activities would vary from broad policy concerns to making specific recommendations on action research programs. It was pointed out during discussion that the kinds and number of personnel the Commission would need to staff the Secretariat would depend in large part on further clarification of how it plans to carry out its functions.

So far, the actual number of staff that will be required has not been worked out. Once the required positions are identified, the process of obtaining sanction for the positions must be initiated, and persons recruited. The general feeling was that up to four months would be needed to complete the process. At present, the Secretariat has 15 permanent positions (not all filled), 12 research officers without civil service status, and 12 temporary positions. They intend to hire specialists for short term needs and hire staff from the development budget when necessary. However, so long as temporary positions are used and staff are funded from the development budget, the Commission is unable to provide civil service benefits to staff. This has been a drawback in the past to attracting well-qualified candidates.

A major part of the review session focussed on the coordination role of the Commission. It was recognized that the authorities and powers of the Commission as well as the distinguished reputation of the Vice-Chairman should enable the Commission to play a more effective coordinating role in the future with respect to HMG line agencies and other entities. It was recognized also that only six weeks had passed (at the time of the discussion) since the changes had been instituted. Nonetheless, the effectiveness of the Commission will depend on how these inter-ministerial relations develop. It was also pointed out that time may be a factor, in that the longer it takes to establish effective relationships (following the April 1982 reorganizations), the more difficult the task is likely to become. It was suggested that after six months under the new Commission some indication of how this process is proceeding should be available.

Several times during the review, it was noted that the Commission was in the process of preparing a final report on issues raised by the World Bank Population Team. When that report is available it will have direct relevance to the AID-supported Population Policy Development project.

POPULATION POLICY DEVELOPMENT PROJECT
ISSUES PAPER

Project Description

The purpose of this project is to develop (within HMG) a population policy support system, including the capacity to undertake and analyze operation and fertility determinants research and to assess their relationship with and impact on development.

Two million dollars in grant funds are provided over a 5-year period to the National Commission on Population (NCP) to be sub-granted to Nepalese institutions for operations/fertility determinants research; to assist in the general operating costs of the Population Commission Secretariat; to train up to fifteen Nepalese to the M.A. level in research methodology; and to provide technical assistance as necessary where consultants cannot be obtained under AID/W centrally funded contracts. Related activities include the conduct of seminars and workshops to disseminate research results and the arrangement of study tours for HMG officials to other LDC population programs.

Project Background and Accomplishments

Following the recommendation of the 1974 HMG Population Policy Task Force, HMG established the Population Policies Coordination Board (POPCOB) in mid-1975. POPCOB was chaired by a full member of the National Planning Commission with membership including secretaries of the key ministries and some Nepalese specialists on population. It was to coordinate the work of the various ministries that had implications for the structure, distribution, and nature of the Nepalese population and was to suggest means for population control and spatial distribution. The POPCOB was not able to meet its objectives. Consequently, in July 1978, HMG constituted the National Population Commission (POPCOM) to give greater attention to the population issue.

AID/N assistance to POPCOB/POPCOM was started in FY 1976 under the Population/Family Planning project and continued until October 1980 during which time initial funds from the Population Policy Development project were released. During later years, in view of the separateness of the population policy matters from those of the regular population/family planning project, AID/N continued its assistance to POPCOM through a separate Project Grant Agreement with HMG on Population Policy Development. This Grant Agreement was signed on August 31, 1979 and is scheduled to run through September 30, 1984.

An evaluation of AID-Financed Health and Family Planning Projects in Nepal conducted by the American Public Health Association during the period January 26, -- March 26, 1980 stated inter alia, the following finding: "Although the Nepal Government has adopted a national policy to control population growth, it does not, the team believes, fully recognize the serious consequences of rapid increases in population. Neither HMG officials nor the Nepalese population at large seem to understand or be aware of the detrimental effects of rapid, unchecked population growth." The evaluation recommends that USAID/N and other donors should encourage HMG to establish the Population Commission as a fully operational entity and to support its work.

The purpose of the present Review is to assess the accomplishments/failures of the Project after its first Review. This is the second annual Review of the project, the first one having been held on April 30, 1981 in AID/Nepal. Since the completion of the first Review, several developments have taken place:

1. A National Conference on Population and Development was held in Kathmandu April 11-13, 1982, with HMG, World Bank, UNFPA, Population Council and AID participation. Three Regional Conferences were held in Janakpur, Surkhet and Mahendranagar.
2. The Population Division under the National Planning Commission was reconstituted as the National Population Commission on April 10, 1982. The Prime Minister remains the Chairman, while Mr. Kul Shekhar Sharma was appointed as full-time Vice-Chairman of the newly reconstituted NCP. The position vacated by the resignation of Dr. Bedh Prakash Upreti (resigned in January 1982) has been filled in by his being reappointed as Secretary of NCP.
3. Three participants departed in August 1981 for nine months' academic training in the U.S. and one participant in March 1982 for two months' non-academic Micro-computer programming training in the U.S.
4. In January 1982, AID/N approved two months' extension of a subproject with ESO "Population Education and Motivation Through the Nepal Ex-servicemen's Organization". ESO supervisors and motivators were selected from five districts and trained in August-September 1981 at the ESO Headquarters.

Evaluation was carried out in March-April 1982. Consultants from the Population Council, Bangkok were brought in for the evaluation and teams visited the field to interview motivators and clients. Data tabulation is underway and report writing will commence in May 1982.

ESO project funding expired in April 1982. The project needs to be extended until FPIA can take it over in November-December 1982. POPCOM has not yet requested AID/N for extension.

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5. In August-September 1981, POPCOM, with support and technical assistance from the International Fertility Research Program, conducted a "Training Course in Research Methods" for selected staff members of POPCOM, FPAN and other organizations engaged in population and/or family planning research. The training included an analysis of the age/parity of FPAN sterilization acceptors.
6. In late March 1982, the POPCOM Secretariat moved to Singha Durbar from Naxal. While at Naxal, the Secretariat was housed in separate buildings at two different locations. This had caused communication and transportation problems.
7. Of commodities ordered for office and field research activities, sixty percent have been handed over to POPCOM between November 1981 and April 1982. The remaining items have not yet arrived. An Apple II plus computer with accessories was purchased by POPCOM in October 1981. Earlier in March 1981, a similar computer was made available to POPCOM by the Futures Group. The computers are used for policy presentations to decision makers and for analysis of demographic data.

External Events Affecting the Project

1. In December 1981, the Nepal Aid Group Meeting which was held in Paris included a special one-half day session devoted to discussions of Nepalese population problems. POPCOM developed the HMG position for the population discussions. One result of this special meeting was HMG agreement to accept World Bank assistance to formulate a comprehensive population strategy for Nepal.
2. In April 1982 a seven-man World Bank Team visited Nepal to work primarily with POPCOM in developing the parameters for a population strategy.

Project Schedule

The project is not on schedule in many respects, e.g., completion of research reports by local research institutions, nominations of candidates by HMG for training and invitational travel, HMG financial contribution for the project, submission of expenditures report to AID/N, etc.

Implementation Problems

1. The full Commission of NCP has not met in the last eighteen months.
2. HMG financial contribution to the project, agreed to at 16%, is running at 6% of budget.

3. Commission staff is currently either deputed from other agencies or working on a provisional basis without civil service protection or proper compensation. This raises the question of institutionalization of NCP.
4. Since the beginning of the project, a total of 18 subactivities has been approved for funding. This does not include funding for participant training, invitational travel, commodities procurement and consultancy services. Funding for these 18 subactivities totals Rs. 5,065,048. As of this date, release of Rs. 3,053,085 has been made to POPCOM. AID/N extended deadlines for reporting of activity/expenditures for seven of the 18 subactivities. The two subactivities (study on Inter-Regional Migration in Nepal and National Fertility Mapping) of the seven subactivities for which reporting deadlines have been extended have been completed and their reports submitted to NCP and AID/N.
5. A letter requesting participant nominations for 1982 training was sent to POPCOM in August 1981. Six slots were made available. Nominations were not received by November 30, 1981. The deadline was extended twice and AID/Nepal informed NCP in April 1982 that there will be no training available in 1982. Subsequently, a new deadline (May 14, 1982) was set for submission of nominations for training which will start in January 1983. The nominations have still not been received by AID/N.
6. Invitational travel for 25 Rashtriya Panchayat members, proposed in September 1981, did not materialize due to lack of nominations.
7. The Local Participation Project, the Law and Population Project and the Fertility Profiles Project are ten months behind schedule.

Issues

1. The World Bank Population Sector Review Mission submitted the recommendation that NCP should begin to assume greater responsibility for coordination of the population sector, with specific attention focused upon development of a coherent population strategy for Nepal; coordination of the preparation of programs and budgets with relevant HMG line ministries and agencies; monitoring and reporting on plan implementation; identification of principal program constraints, and conduct or subcontracting of relevant research and innovation aimed at eliminating such constraints. The Commission would also coordinate donor assistance to population programs. What progress is being made in these areas?

2. Expanded responsibilities will make greater demands upon NCP's financial and staff resources. They also pose difficult problems with respect to organizational linkages and style of operation. How will the Commission address these issues?
3. Can NCP be urged to meet on a regular basis for providing policy guidance to the project?
4. Can HMG financial contribution be raised to its agreed upon level of 16% and project performance in terms of activities/expenditures accelerated (issue outstanding from previous Review)?
5. What is the new organization plan for Commission staff and how will it affect prospects for institutionalization of the Commission?
6. How can local research institutions engaged in research works for the project be urged to complete and submit their reports to NCP within the scheduled time? Are deadlines originally set for completion and submission of IQA reports realistic? Can all remaining research works for the project be completed within the remaining life time of project? Can in-house research activities be satisfactorily completed?
7. What is HMG's problem in submitting nominations to AID/N for training slots?
8. When can AID/N expect to receive nominations for invitational travel for 25 Rashtriya Panchayat members?
9. The Bank Mission has suggested several immediate actions to be undertaken by NCP. These include:
 - 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 areas of Nepal. What actions are underway?
 - 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. This, of course, assumes that the Commission's key senior staff will be appointed shortly. What actions are underway?

- 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. What actions are underway?
- d. The NCP to initiate regular meetings with donor agencies. What actions are underway?


Ram Chandra Shrestha
Office of Program
AID/Nepal
May 20, 1982

Issues Raised by USAID/N and POPCOM's Response

USAID

Implementation issues

1. The full commission of NCP has not met in the last eighteen months.
2. Can NCP be urged to meet on a regular basis for providing policy guidance to the project?

POPCOM

The Population Division of the National Planning Commission was reorganized on April 10 as the National Commission on Population (NCP). The NCP will meet as and when necessary but not less than six times in a year.

A meeting of NCP is expected to be held within a week or two to discuss and finalize, among other things, the budget and programs for the next fiscal year.

USAID

Implementation issues

- HMG financial contribution to the project, agreed to at 16%, is running at 6% of the budget.
- Can HMG financial contribution be raised to its agreed upon level of 16% and project performance in terms of activities/expenditures accelerated (issue outstanding from previous Review)?

POPCOM

HMG contribution is expected to rise sharply to not less than 20% of the budget in the next fiscal year.

USAID

Implementation issues

- Commission staff is currently either deputed from other agencies or working on a provisional basis

without civil service protection or proper compensation. This raises the question of institutionalization of NCP.

Expanded responsibilities will make greater demands upon NCP's financial and staff resources. They also pose difficult problems with respect to organizational linkages and style of operation. How will the Commission address these issues? What is the new organization plan for Commission staff and how will it affect prospects for institutionalization of the Commission?

POPCOM

Five types of program activities are envisaged:

1. Develop policy instruments to integrate population change into existing national development efforts.
2. Coordinate the involvement of various ministries and agencies in both demand & supply aspects of population change phenomena.
3. Monitor and evaluate population impact of development and service delivery programs.
4. Encourage development of action research program that effect the demand for children the provision of services and regulate migration.
5. Obtain support for population program by conducting briefing/seminar/travel exposure to other national programs.

An effective working organization, no doubt, is needed to implement the above programs in a coordinated way. After the reorganization of the former Population Division, the secretariat of NCP was given a permanent home. The operational part of POPCOM, at present, is headed by a fulltime secretary. Four Divisions will be created which will form the nucleus of POPCOM's Secretariat: Program, Implementation and Coordination Division; Research and Statistics Management Division; Documentation Division and General Administration. Each Division will be headed by a senior advisor and or a joint secretary (Table I). The National Commission on Population, however, intend to continue its activities in developing and maintaining program; the line

ministries and agencies will actually implement. The operational type of research will be confined to test new ideas or approaches; if it is successful it will be incorporated into the program of line ministries.

The effective implementation of population program require active local participation and involvement of organizations best suited to function within a community participation frame work. POPCOM intend to maximize involvement of NGOs, social organizations, and various class organization to pursue bottom-up population - development interrelationship.

The size of the core staff will be upgraded from the present level and will be provided civil service protection as soon as possible. The Commission will hire the service of specialists for short term as and when necessary. In addition the commission will hire staff from development budget.

NSAID

Implementation issue

- Invitational travel for 25 Nashtriya Panchayat members, proposed in September 1981, did not materialize due to lack of nominations.
- When can AID/N expect to receive nominations for invitational travel for 25 Nashtriya Panchayat members ?

POPCOM

The nominations will be forwarded not later than by the end of the current fiscal year.

NSAID

Implementation issue

USAID

ISSUE

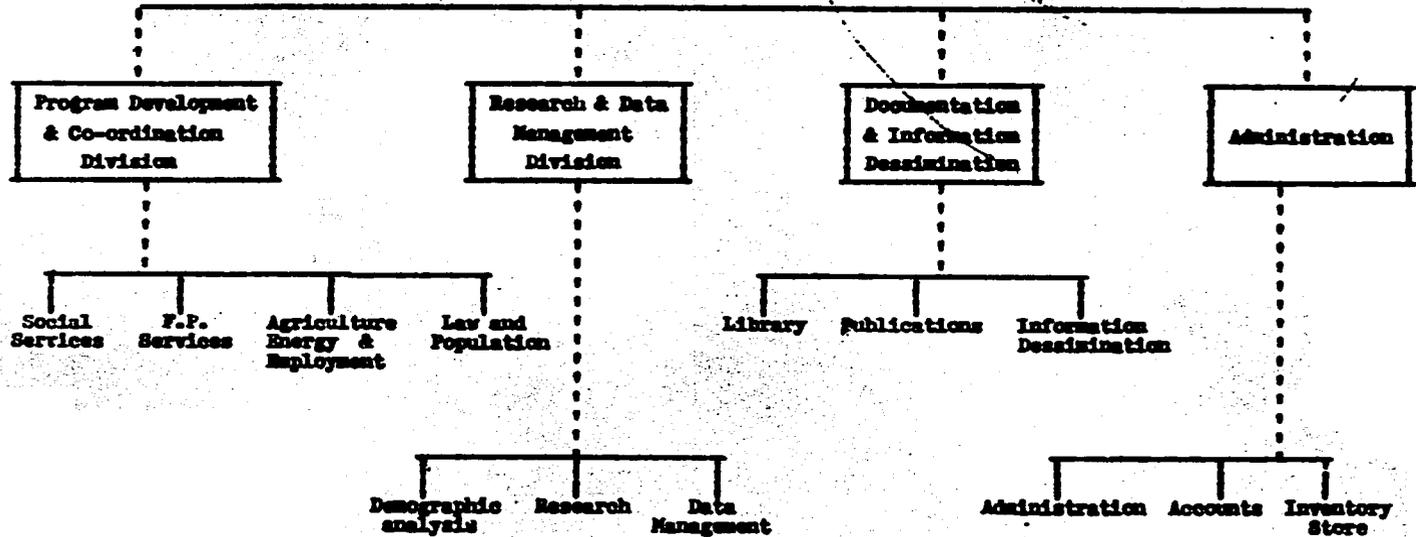
The World Bank Population Sector Review Mission submitted the recommendation that NCP should begin to assume greater responsibility for coordination of the population sector, with specific attention focused upon development of a coherent population strategy; coordination of the preparation of programs and budgets with relevant FMG line ministries and agencies; monitoring and reporting on plan implementation; identification of principal program constraints, and conduct or sub-contracting of relevant research and innovation aimed at eliminating such constraints. The Commission would also coordinate donor assistance to population programs. What progress is being made in these areas?

- The NCP in conjunction with UNFPA to prepare a work program in cooperation with relevant service programs of the MCH (FP/MCH, CHFP, DHS) for FP services to include the redeployment of services in the more densely populated areas of Nepal. What actions are underway?
- The NCP to prepare a working paper setting out the work program of the Commission. This will include review of alternative ways of ensuring maximum coordination with other central agencies, line agencies and NGOs. This, of course, assumes that the Commission's key senior staff will be appointed shortly. What actions are underway?
- The NCP to produce a working paper for discussion with relevant donor agencies on the coordination of donor support for population activities in Nepal. What actions are underway?
- The NCP to initiate regular meetings with donor agencies. What actions are underway?

It might be recalled that a comprehensive report, Population Sector Strategy Development, was prepared by the National Commission on Population with an objective to layout the current FMG thinking on the needed strategy in a way that will help the World Bank Team to develop realistic plan of action in the population sector. The report was presented in a meeting attended by the concerned government ministries and the representatives of donor agencies, including USAID, UNFPA, World Bank Team, UNICEF & WHO.

The report was well received by both World Bank and other donor agencies and a final report, that takes into account the issues raised by the World Bank, including those pointed by H&U/N, is under preparation, and will be submitted, in the near or distant future, for H&U approval and action.

Preliminary Draft

FORCUM Internal Structure

seminars

June 19, 1981 June 26, 1981 July 24, 1981 Sept. 14, 1981

75,000 75,000

24	a. PIL# 7 Activity 1	June 19, 1981	July 2, 1981	July 14, 1981	Sept. 14, 1981	10,62,216	-		
	b. PIL# 7 Activity 2	June 19, 1981	July 2, 1981	July 14, 1981	Sept. 14, 1981	5,40,000	3,60,000	5,13,268	115 days
	c. PIL# 7 Activity 3	June 19, 1981	July 2, 1981	July 14, 1981	Sept. 14, 1981	1,25,252	-		
	d. PIL#11 Activity 1	June 19, 1981	July 2, 1981	July 14, 1981	Sept. 14, 1981	1,90,000	-		
	e. PIL#11 Activity 2	June 19, 1981	July 2, 1981	July 14, 1981	Sept. 14, 1981	1,12,625	1,12,625		
24	a. PIL# 7 Activity 1	Dec. 3, 1981	Jan. 4, 1982			10,62,216		not yet released	
	b. PIL# 7 Activity 2					1,80,000			
	c. PIL# 7 Activity 3					1,25,252			
	d. PIL#11 Activity 1					1,90,000			
	e. PIL#12					1,23,350			
	f. PIL#16					47,500			
	g. PIL#17 Activity 1					1,09,230			
	h. PIL#17 Activity 2					95,760			
	i. <u>New Activities</u>								
	I. Briefings					3,00,000			
	II. Monthly w/dly flyers					1,00,000			
	III. Publication Series					75,000			
	IV. Audio-visual Prep.					1,00,000			
	V. Mini research Grant					2,50,000			
25	Research through IQA	Oct. 5, 1981	Jan. 7, 1982	-	-	2,64,290		not yet released	

A. Total Authorized Amount	48,74,490
B. Amount Released by AID to FM	18,01,912
C. Amount Received by PD from FM	18,01,911
D. Percentage of Amount Received by FM with respect to the total authorized amount	Approx. 37%

Status of Research Undertaken Through I. O. A.

Institution	Research Topic	Status of the Report
1. National Research Associates	Reversal of Tax Benefits for Population Controls: A Cost Benefit Analysis	First Draft Submitted; need revisions
2. East Consultants	Fertility Rate Determination Study	Report submitted; will be O.K. with minor revisions
3. Himalayan Study Center	Relationship of Family Size to Female Employment outside the Home	Completed
4. Seem Consultants	District wise Population Projection for 1980	Completed
5. Highland Research Associates	Demand for and supply of contraceptives in the Western Development Region of Nepal	First Draft submitted; need minor revision; final report will be submitted this week
6. Management Research Associates	Relationship of Size of Land Holding to Family Size	Completed
7. Economic Instruction Committee	Population Growth in Relation to capital formation and Savings Behavior.	Second revised draft submitted; need minor revisions
8. Center for Development Research	Relationship Between Family Size and Food Consumption	Report submitted; need revision; final draft will be submitted this week

367-0130

For project file

USAID/NEPAL EVALUATION REPORT
FY 1982-8

Population Policy Development
(367-0130)

Recommendations: None

Attachment: Population Policy Development
Project Issues Paper
April 23, 1981

D/PDR:DMutchler *DM*

A/FM:DMutchler *DM*

PDIS:JBallantyne *JB*

PRM:WBNance *[Signature]*

D:DJBrennan *DR*

June 1982

Report of the First Annual Evaluation
For
Population Policy Development
(367-0130)
April 30, 1981*

Evaluation Setting

In May of 1978 the HMG Population Policy Coordination Board, constituted in 1976, was officially re-organized as the National Population Commission under the Chairmanship of the Prime Minister with membership including Ministers of Home and Panchayat, Education, Law and Justice, and Health, as well as the Vice-Chairman of the National Planning Commission, and the Chief of Nepal Family Planning and Maternal Child Health (FP/MCH) who also served as Member-Secretary of the Commission. The organization did not develop an active secretariat. The Chairmanship of the Commission was eventually relegated to the Minister of Home and Panchayat. Impact on HMG policies and programs was minimal.

In August 1979, USAID signed the Project Agreement with HMG for project 367-0130.

The project purpose is to develop within His Majesty's Government of Nepal (HMG) a population policy support system, including the capacity to undertake and analyze operations and fertility determinants research (outlined in Appendix A of the project paper) and to assess their relationship with and impact upon development.

Two million dollars in grant funds are provided over a 5-year period to the National Commission on Population to be sub-granted to Nepalese institutions for operations/fertility determinants research; to assist in the general operating costs of the Population Commission Secretariat; to train up to fifteen Nepalis to the M.A. level in research methodology; and to provide technical assistance as necessary where consultants cannot be obtained under AID/W centrally funded contracts. Related activities include conduct of seminars and workshops to disseminate research results and the arrangement of study tours for HMG officials to other LDC population programs.

Between the signing of the project agreement and May 1980, project activities were unable to get underway as there was little activity by the Commission. In May of 1980, the Commission was re-organized, with the Prime Minister resuming the Chairmanship. The Vice-Chairman of the National Planning Commission was designated Vice-Chairman of the National

*Publication of this evaluation report was delayed.

Population Commission. Additional Members included the Secretaries of Health, Law and Justice, Home and Panchayat, Finance, Education, and the Chief of the Population Division of the National Planning Commission as well as the Member Secretary of the National Planning Commission, a representative of the Social Services National Coordination Council and five population experts to be nominated by the Prime Minister. The reorganization established positions for a full-time Secretariat. This met conditions precedent for release of project funds.

During July and August of 1980, the Commission Secretariat began to function, recruiting senior staff and beginning to design research and other activities, using as a framework the outline of activities contained in the 367-0130 Project Paper.

Project Accomplishments

See attached Issues Paper.

Major Discussion Points

Following the reorganization of the National Population Commission in May 1980, the Secretariat began to function. The Secretariat was staffed with four officers holding doctorates in social science (two in anthropology, one in demography/biostatistics, one in economics). A Nepal-trained lawyer was also attached to the Secretariat. Project funds were used to secure the long-term (two years) services of a U.S. Population Economist. The Commission developed an efficient arrangement for contracting with other Nepalese research institutions for work on policy related issues. At the time of the first annual evaluation, research was underway in eleven of the fourteen research areas outlined in the project paper. Plans were also underway to begin additional studies, to arrange international study tours for the new staff, and to hold a National Conference on Population and several regional conferences.

In April 1981 the project was roughly one year behind schedule, due to the earlier delays in meeting AID conditions precedent. Following the initial release of AID funds in October 1980, actual project expenditures amounted to a total of \$22,000 as of April 31, 1981. It was felt, however, that the momentum established since the reorganization in the areas of research, training and policy dissemination would lead to a marked increase in project expenditures over the coming year.

The evaluation group devoted considerable discussion to the question of the Commission's perceived role vis a vis the

various HMG ministries. While the Commission's role is still evolving, it is not intended to function as an implementing agency. Line ministries are expected to retain the responsibility for implementing action programs; the Commission will function primarily to coordinate implementation and to formulate policy. It must, however, clarify its relationships with other elements of the Government, especially with the National Planning Commission and the Ministry of Health.

REVISED

Population Policy Development Project
Issues Paper

Project Description

The project purpose, as outlined in the PP, is to develop (within HMG) a population policy support system, including the capacity to undertake and analyze operations and fertility determinants research and to assess their relationship and impact on development.

Project Background and Accomplishments

Following the recommendation of the 1974 HMG/N Population Policy Task Force, HMG/N established the Population Policies Coordination Board (POPCOB) in mid-1975 chaired by a full member of the National Planning Commission with membership including secretaries of the key ministries and some Nepalese specialists on population. The Board was to coordinate the work of the various ministries that had implications for the structure, distribution, and nature of populations and to suggest means for population control and spatial distribution. The POPCOB was not able to meet its objectives. Consequently, in July 1978, HMG/N constituted the National Population Commission (POPCOM) to give greater attention to population.

USAID/N assistance to POPCOB was started in FY 1976 under the Population/Family Planning project and continued until October 1980 during which time funds from the Population Policy Development project were released in support of POPCOM. During later years, in view of the separateness of the population policy matters from those of the regular population/family planning project, USAID/N continued its assistance to POPCOM through a separate Project Grant Agreement with HMG/N on Population Policy Development. This Grant Agreement was signed on August 31, 1979 and would run until September 30, 1984.

An evaluation of AID-Financed Health and Family Planning Projects in Nepal conducted by the American Public Health Association during the period January 26, - March 26, 1980 has come up with the following finding: "Although the Nepal Government has adopted a national policy to control population growth, it does not, the team believes, fully recognize the serious consequences of rapid increases in population. Neither HMG officials nor the Nepalese population at large seem to understand or be aware of the detrimental effects of rapid, unchecked population growth." The evaluation recommends, "USAID/N and other donors should encourage HMG to establish the Population Commission as a fully operational entity and to support its work".

The purpose of the present evaluation is not to assess the USAID/N assistance provided to POPCOB/POPCOM under the Population/Family Planning project but to evaluate the accomplishments/failures of the Population Policy Development Project which was signed on August 31, 1979. Since the signing of the Population Policy Development Project Grant Agreement, the following accomplishments have been made:

1. The National Population Commission was re-organized in May 1980 under the Chairmanship of the Prime Minister. The Vice Chairman of the National Planning Commission was designated Vice Chairman of the National Population Commission with membership including, the Secretaries of Health, Home and Panchayat, Finance, Education, and the Chief of the Population Division of the National Planning Commission as well as the Member Secretary of the

- National Planning Commission, a representative of the Social Services National Coordination Council and five population experts to be nominated by the Prime Minister.
2. During July and August of 1980, the Commission Secretariat began to function, recruiting senior staff and beginning to design research and other activities, using as a framework the outline of activities contained in Appendix A of the Project Paper.
 3. The Conditions Precedent were met by HMG/N in October 1980, a year later than originally anticipated, and during the same month AID/Nepal made the first release of funds under the project to support the following three sub-projects to be carried out by the Secretariat itself:
 - a. A Study of Local Participation in Population Development Activities (10/80 - 9/81);
 - b. A Fertility Profile of Panchayat Leaders (9/80 - 8/81); and
 - c. A Survey of Nepalese Laws Affecting the Fertility Rate.
 4. Also in October 1980, the Secretariat issued to Nepalese institutions a request for proposals in the following three areas of research:
 - a. National Fertility "Mapping" at the Regional, Zonal and District levels. (Award to Dept. of Geog.; T.U.)
 - b. The Role of Family Planning Program in Reducing Fertility (No Award Made).
 - c. Internal Migration (Award to New Era).
 5. In November 1980, HMG/N and AID/Nepal approved a two year contract with Research Triangle Institute for the resident consultant services of a Population Economist, Dr. A.S. David.
 6. A UNFPA project design mission prepared a proposal to cooperate in the funding of POPCOM and Planning Commission training activities with respect to integration of population and development planning.
 7. The Population Commission began to plan a National conference on Population and Development to be carried out in July 1981 and to be preceded by five regional workshops, one of which has already been held in Pokhara. The format of the conference is to be modelled on the successful RAPID computer/video presentation given in Kathmandu during April 1980. A palace presentation of the RAPID-Nepal program may be given in conjunction with the conference. Partial analytical support of the conference/workshops was requested from Battelle Memorial Institute, Research Triangle Institute, Population Council and Futures Group through AID/W centrally-funded contracts. In addition, Indefinite Quantity Contracts were drawn up with the following Nepalese Institutions to obtain local technical and consultation services for technical preparation for the remaining four regional workshops:
 - a. APROSC (Agricultural Projects Services Center) for two conferences (12/1/80 - 7/15/86).

- b. CERID (Center for Educational Research, Innovation and Development) for one conference (12/15/80 - 7/15/86).
 - c. ISC (Industrial Services Center) for one conference (12/1/80 - 7/15/86).
8. On February 11, 1981, the Population Commission gave the RAPID computer/video presentation on population and development to the Prime Minister and to the National Development Council. District Panchayat Chairmen were also in attendance. The presentation received significant coverage in radio and press along with positive comments by the Prime Minister.
 9. Three Nepalese have been identified for training in the U.S. under the project.

Project Schedule

The project lost a year of implementation from its five-year life because of the late fulfillment by HMG/N of the Conditions Precedent outlined in the Project Grant Agreement. Therefore, the project is behind schedule in every respect by a year.

Implementation Problems:

The Population Commission Secretariat does not appear to have made much progress in carrying out the three sub-projects noted above.

Project Issues

1. Is POPCOM now an adequately started and fully operational entity? What is the significance of including a representative of SSNCC in the membership of POPCOM and what is the role of five "population experts" in the membership?
2. What specific impact upon national policy is intended through regional and national conferences? What follow-up is planned at the local level?
3. What progress is being made in preparations for the remaining four regional workshops and the National conference on Population and Development.
4. What is the rationale which lies behind the design of the research projects so far approved:
 - a. Local Participation in Population Development
 - b. Fertility Profiles of Panchayat Leaders
 - c. National Fertility Mapping
 - d. Internal Migration
5. Why is the Population Commission Secretariat moving slowly in carrying out the three sub-projects mentioned above? What are the problems?
6. What are POPCOM's priorities for future research? What is the rationale behind the priorities?
7. What procedure is followed in selecting local consulting firms under IQC arrangement? Does existing procedure permit inclusion of other local consulting firms in future, if required?

8. What changes in HMG's legal code are likely as a result of POPCOM's survey of laws affecting population?
9. What specific steps are being taken to integrate population concerns into overall development planning? What models of population change and development relationships are implicit in POPCOM's strategy?
10. What action is being taken to coordinate the programs of other ministries and development sectors to increase impact upon population variables?
11. Is the magnitude of outputs contained in the Project Paper achievable within the remaining life of the project and with the present staffing of the Population Commission Secretariat?
12. Are the assumptions noted in the Project Paper including HMG/N commitment to population programs along with the goal and the purpose of the project still valid?
13. Does the PP provide adequate flexibility to switch from several short-term to a single long-term expatriate consultant? What are advantages in doing so?
14. What is next for the RAPID computer/video presentation after its presentation to the Prime Minister?
15. What is the status of UNFPA project design mission proposal? What impact, positive or negative, will the proposal be making should the proposal receive the necessary approval from the concerned Nepalese authorities? What impact, positive or negative, is the project having through other donors' activities in the population area?

for Salgotpal
PRM/RCSHrestha:prs
April 23, 1981