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EVALUATION OF THE NEPAL
POPULATION POLICY DEVELOPMENT PROJECT

by

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GLOSSARY

HMG	His Majesty's Government
IEC	Information, Education and Communication
NCP	National Commission on Population
PPD	Population Policy Development (Project)
UNFPA	United Nations Fund for Population Activities
USAID	United States Agency for International Development
USAID/N	USAID/Nepal

EXECUTIVE SUMMARY

1. The Project

This report contains the results of an evaluation by a three-person team of the joint Nepal/U.S. Population Policy Development Project which began in 1979 and was scheduled for completion in September 1985. The project's dual purposes were:

1. Institutional development of the National Commission on Population (NCP) (especially its capacity to provide Nepal with useful research on population matters).
2. Support to the NCP in formulation and implementation of a national population policy for Nepal.

It was financed jointly by His Majesty's Government (HMG) of Nepal (\$365,000 worth of rupee contribution) and a grant from the United States Agency for International Development (USAID) (\$2 million).

2. The Evaluation Scope of Work

The evaluation team's scope of work called for examination of the following project-related matters:

- Population research, including dissemination to policy makers.
- Training.
- Finances, including possible future financial constraints.
- Three critical analytical and program balances.
- Any obstacles to overall NCP performance.
- Follow-up of previous evaluations.
- Capability of the NCP, including its need for additional technical assistance.

A constraint placed on the team was the statement by NCP officials that the team should evaluate the utilization of the USAID grant but not the performance of the NCP. Despite efforts to do so, the team was unable to comply with that restriction and still carry out the contractual scope of work.

3. Principal Findings

Useful progress was made during the project's life in a number of areas. The NCP was staffed, procurement and training got underway, and a number of in-country activities were undertaken, including vigorous pursuit of research projects and dissemination of information about population through publications and seminars.

The most notable accomplishment was NCP's lead in the government-wide population planning process which culminated in an ambitious but feasible National Population Strategy aimed at reducing Nepal's total fertility rate to 2.5 by the year 2000.

Partially offsetting these indicators of success, however, was a downturn of project activities in mid-1983. At present, both implementation of population strategy and the institutional strength of the NCP have waned. Behind this decline is an apparent refocusing of government officials on other high-priority areas.

4. Conclusions and Recommendations

The history of the PPD project illustrates the value of focusing on key national development policy issues. Much can be accomplished in a short time. It also illustrates how much those accomplishments depend on active support from the nation's top political leadership. In Nepal, the loss of that support has put in doubt the long-term significance of project expenditures and accomplishments. The following nine recommendations by the team leader constitute his judgment of what practical steps should be taken if this potentially vital activity is once again to be pointed towards success and if the expenditures are to be viewed as significant.

1. The Palace could make a major contribution to remedying Nepal's severe population problem. It could do this by ensuring that with every major change in government leadership an understanding is reached that overseeing operations of the National Commission on Population and implementing the National Population Strategy remains a constant high priority for leadership attention.
2. The Prime Minister should be appraised of the current situation and HMG should take the following simple, clear steps to begin revitalizing the NCP:
 - a) Call a meeting of the NCP for the near future to be chaired by the Prime Minister. The meeting could review implementation of Nepal's National Population Strategy and provide direction for the future.
 - b) Call a meeting of ministry secretaries to be chaired by the Vice Chairman of the NCP. The meeting could outline how the NCP will proceed to carry out its dual functions of coordination and assistance.
3. The NCP Secretariat should lay out a clear plan of action for the next six to 12 months to put renewed vigor into its annual work plan.
4. Donors should endorse the revitalization efforts in conversations with HMG leaders and should continue to encourage HMG leaders to review implementation of the National Population Strategy at the next Nepal USAID Group Meeting.
5. USAID should stand ready to provide prompt and relevant assistance to the NCP when requested by HMG and as soon as NCP revitalization seems likely. (Assistance through AID/Washington-managed projects may be adequate if they have sufficient flexibility.)

6. The NCP should further strengthen its research management process as well as its own technical assistance capacity to help other entities carry out the National Population Strategy. Outside technical assistance should be provided to help with this strengthening, if requested.
7. The NCP should give increasing attention to the issues involved in finding a proper balance between permanent and temporary contraceptive techniques in HMG's programs.
8. The management responsibility for population policy research, population operations research, and NCP's current public information functions, need to stay with NCP, not be shifted to a new Population Studies and Training Center, as proposed.
9. Those recommendations of the 1982 Mid-Term Review which remain "open" should be readdressed as part of the NCP revitalization. As an example, the Ministry of Law and Justice should proceed to carry out the Cabinet Secretariat's instruction to draft a proposal to provide a statutory basis for the NCP.

I. INTRODUCTION AND BACKGROUND

I.1 Assignment Background

A three-person team, selected jointly by the National Commission on Population Policy (NCP) of His Majesty's Government (HMG) of Nepal and USAID/Nepal, spent a month in June-July 1985 evaluating USAID's Population Policy Development (PPD) Project. The project was signed in 1979, and its termination was scheduled for September 1985. HMG provided a rupee contribution valued at \$365,000 and the U. S. government a grant of \$2 million.

I.2 Team Composition

The scope of work had called for an international population expert to act as team leader, plus a population officer from AID/W and a Nepalese population officer. The team leader was Samuel H. Butterfield, Affiliate Professor at the University of Idaho and formerly Director of USAID/Nepal (1976-1980). He was assisted by Dr. Bal Kumar, K.C., a research scholar and faculty member at the Kirtipur Campus of Tribhuvan University in Kathmandu Valley, and Mrs. Shuba Banskota, an economic analyst with USAID/Nepal. AID/Washington was unable to provide the AID population officer for the team; instead Mrs. Banskota from the USAID/Nepal mission was asked to participate.

I.3 Scope of Work

The scope of work requested the team to undertake the following tasks:

- a. examine plans and programs for research, assess the quantity and quality of research subprojects undertaken by the project, matching them with topics identified and described in Appendix A of the Project Paper;
- b. examine the process and effect of research results dissemination to policy makers;
- c. examine the effectiveness of training programs funded under the project grant;
- d. examine the financial aspects of the project and future financial constraints which might bear on the work of the NCP and possible responses to those constraints;
- e. examine whether the project has helped the Commission towards creating a balance:
 - 1) between the supply side and the demand side of the population planning,
 - 2) between the analysis of program activities aimed at reducing population growth under prevailing conditions in the short-term and the analysis of program activities aimed at creating the preconditions necessary for family reduction in the long-term, and

- 3) between satisfying unmet demand with a particular contraceptive mix or stimulating demand by changing the environment in which family decisions are made;
- f. examine any obstacles to overall NCP performance;
- g. review results of previous evaluations and identify follow-up actions which the NCP may take;
- h. assess the level of responsibility the Commission is capable of assuming, identifying areas of weaknesses requiring special attention, and determining whether the Commission has reached the point where it can operate effectively without outside technical assistance; and
- i. make detailed recommendations with respect to each of the above.

This report follows the elements and order of the scope of work, insofar as that is consistent with a clear presentation. Recommendations are made in the narrative where most appropriate. The most important recommendations are signaled with an asterisk and presented in the Executive Summary.

I.4 Methodology

The report is based on examination of publications of the NCP, financial reports of HMG and USAID, discussions within the NCP and with senior officials of other elements of HMG,) and conversations with external donor representatives (see Appendix A for full listing).

The report was prepared in August 1985 by the team leader, and subsequently revised by him in keeping with suggestions from USAID/Nepal, the Government of Nepal and the other evaluation team members. Detailed reports on research and finances were prepared by the other team members and are supplied as Appendices C and D.

I.5 Constraints

One constraint was that the team leader's one-week bout with a virus infection while in Nepal put a limit on the team's ability to study in the detail it desired a number of interesting activities in the NCP's program. However, all major areas of work were addressed and the main conclusions and recommendations probably would have only been made more firm by additional inquiry.

A second constraint was more substantive and related to the issue of whether the evaluation should cover the USAID project alone or whether it should also include an evaluation of the performance of the NCP. Officials of the NCP stated at the outset of the team's review that they expected evaluation only of the USAID grant. The team stated that it would try to work within that constraint but added that it would have to look at the institutional development and prospects of the NCP in considering the subject of future assistance. As the team's inquiries proceeded, it became clear that it was impossible to assess the impact of activities supported by the grant without assessing the NCP performance. Sub-

still comply with the contractual scope of work, especially item f "obstacles to overall NCP performance" (see Section I.3). It is taken as a given that the elements of this precise scope of work were not included casually.

PROJECT BACKGROUND AND ACCOMPLISHMENTS

II.1 Nepal's Early Efforts to Address Population Problem

Nepal is a poor, small, crowded country with a population growth rate between 1971 and 1981 of about 2.7 percent per year and a population that nearly doubled between 1950 and 1980. In an attempt to curb this rapid growth, since the 1960's, HMG has been carrying out an expanding family planning program. HMG recognized that programs to increase the supply of family planning services need to be accompanied by actions and policies that will increase the demand of families for family planning services. In the late 1970's, HMG began to forge a population policy that would effectively coordinate both types of activity.

II.2 Purpose of PPD Grant

The objective of the PPD Project, as set forth in the 1979 grant agreement, was to develop a population policy support system within NCP, including the capacity to undertake and analyze operations research and fertility determinants research and to assess their relationship and impact on development. A second goal was added when the 1982 Mid-Term Review (see Appendix B) recommended that the NCP's purpose should also include development of an integrated and effective government policy for Nepal aimed at rapidly reducing the population growth rate. Although the grant agreement was never amended to reflect the change, this expansion of NCP's scope appears to have been accepted by both governments. Thus, it is generally agreed that NCP has two roles: research and policy development.

II.3 NCP Organization

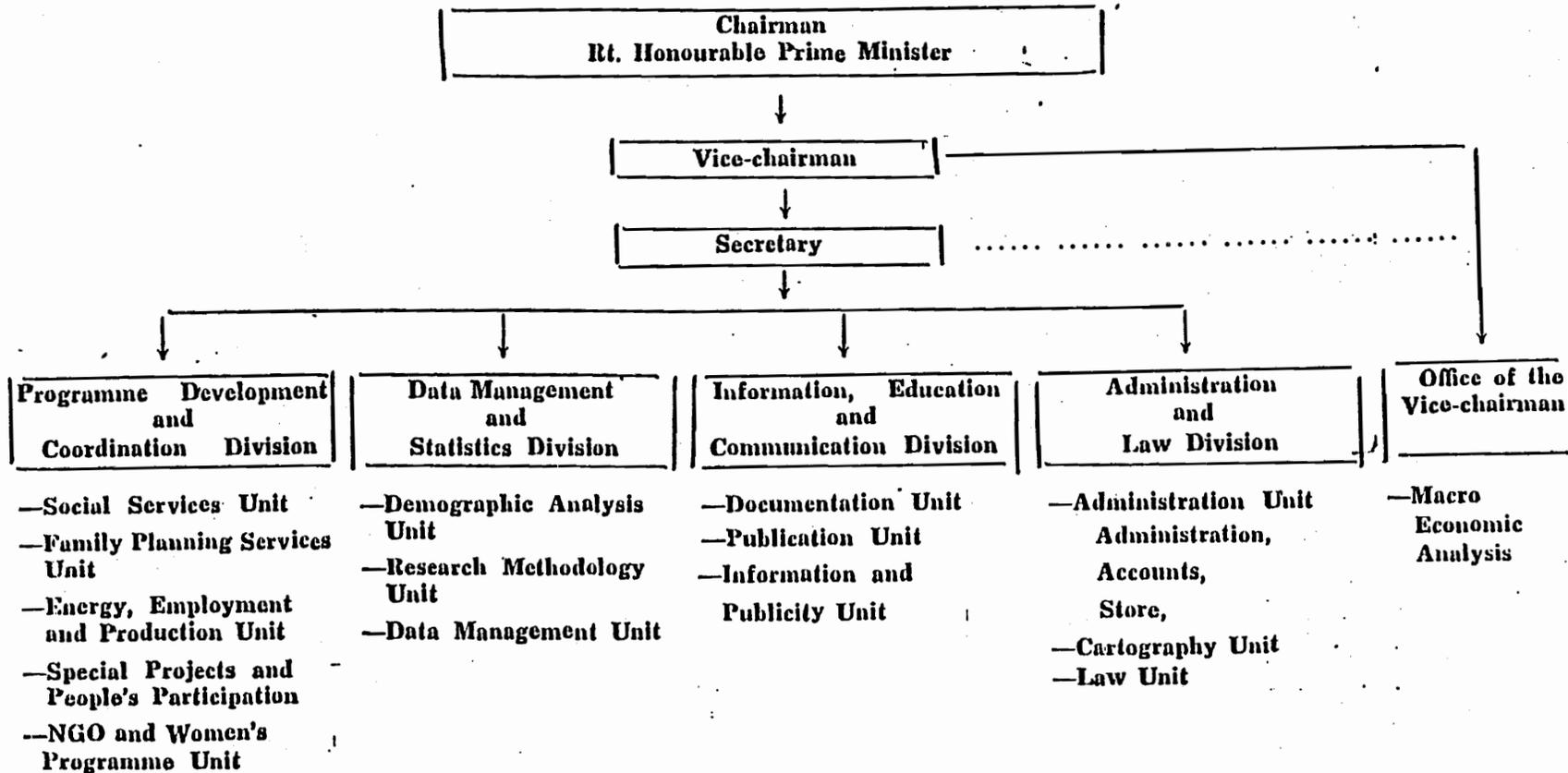
The Commission is a 20-member policy-making body of governmental and non-governmental leaders. It is chaired by the Prime Minister and has a full-time Vice Chairman. The Vice Chairman, assisted by the Secretary (also a member of the Commission), heads the Commission Secretariat, and handles Commission management. The secretariat has four divisions: (i) Programme Development and Co-ordination; (ii) Data Management and Statistics; (iii) Information, Education and Communication; and (iv) Administration and Law. A Senior Economic Advisor is attached to the Officer of Vice Chairman to aid and assist him in overall macro-economic aspects of all population-related activities.

The Secretariat has a staff of about 80, of whom about 50 appear to be permanent and the rest temporary. About 10 of the positions are professional, requiring university degrees at least. The core staff has grown rapidly from its initial strength of only 13 through financing by HMG. Some of the PPD grant funds have been used to hire population experts on a temporary basis, both long- and short-term. About 30 of these are currently on staff. Although some problems are inherent in this approach, given the general recruiting and pay scale rigidities of HMG, there seemed and seems no other way as yet to secure some of Nepal's good, scarce talent for the population sector. Through use of permanent and temporary staff the NCP has produced a sturdy organizational structure which can support a vigorous organization (See Figure 1).

FIGURE 1

NATIONAL COMMISSION ON POPULATION

Administrative Structure



II.4 Summary of Project Accomplishments

Although the PPD project started slowly in 1982, the pace accelerated rapidly and by 1983 significant progress had been made in staffing, procurement, and training. A summary of NCP activities including research, seminars, pilot projects and information projects is provided in Table 1. The volume of approved activities increased from 12 in 1980 to 31 in 1982-83 and 43 in 1983-84.

Details on accomplishments in dissemination and training are contained in Sections III.1 - III.3. In addition, NCP-supported pilot projects have begun in various institutions and rural villages. Some have already shown success and have been turned over to other entities. One or two seem unpromising and are likely to be terminated. Others are still being tested.

The NCP's most impressive activity during the project life was the NCP-led, government - wide population planning process which culminated in an ambitious but feasible National Population Strategy targeted on reducing Nepal's total fertility rate to 2.5 by the year 2000. If achieved this would reduce the population growth rate to 1.2 percent annually and population would be about 21 million in the year 2000.¹ The consensus on this ambitious goal and the strategy to implement it reflected a marked increase in understanding among Nepal's leaders of the population problem and what practical things could be done about it.

Table I, however, also shows a marked decline in the level of project activity during FY 1984-85 (specifically from mid-1983). Reasons for the slowdown are discussed in detail in Section III.6, but essentially the problem seems to be one of the current political leadership being preoccupied with other undoubtedly important issues.

1. The five major thrusts of the strategy are as follows:

1. Accord high priority for fulfillment of the current substantial unmet demand for family planning services
2. Integrate population programs in all projects relating to environment, forestry, agriculture, and rural development.
3. Emphasize programs that help increase the status of women, female education, and employment.
4. Effect mobilization of local panchayats, class organizations and NGOs, in view of the enormously important role of local communities, in all population and fertility reduction programs.
5. Control the steadily increasing immigration into the country.

It should be noted that the targeted reduction in the total fertility rate also depends on mortality rates and net migration.

OVERVIEW

TABLE 1

NCP MANAGED ACTIVITIES WITHIN NEPAL CARRIED OUT UNDER
POPULATION POLICY DEVELOPMENT PROJECT

FISCAL YEAR		NO. OF APPROVED ^{1/} ACTIVITIES	NO. OF ACTIVITIES CARRIED OUT ^{2/}			NO. OF APPROVED ACTIVITIES BY PROJECT COMPONENT		
HMG	USG		TOTAL	COMPLETED	CONTINUED	PD	OR	NON PD/OR
2037/38	1980/81	12	11	10	1	2	9	1
2038/39	1981/82	14	14	5	9	5	9	-
2039/40	1982/83	31	26	5	21	9	19	3
2040/41	1983/84	43	31	5	26	19	12	12
2041/42	1984/85	24	23	5	18	16	5	3

Activities successfully completed by end of 2041/42 (1984/85) = 30

Activities ongoing at end of 2041/42 (1984/85) = 18

PD = Policy Dissemination

OR = Operations Research

1/ Taken from NCP Activity Status Report.

2/ Taken from NCP Activity Status Report. Activities shown as dropped, not yet begun, or otherwise inactive or combined with another activity have been omitted from these figures.

II.5 Roles of NCP, HMG, and of USAID Grant in Project Achievements

The NCP, top leadership of HMG, and funding from USAID and HMG all played important roles in the project accomplishments noted in Section II.4. Major credit goes primarily to the NCP. For example, the improvement in research activities (see Section III.1) reflects the NCP's growing capacity to carry out the review, approval, and monitoring functions involved in management of the population research program. Four well-qualified senior officers of the NCP (as well as the Secretary) are now involved in this important function compared to one or two officers during the first several years of this project. The NCP was also the moving force behind all achievements in dissemination and in the forging of the consensus that brought about the National Population Strategy.

Support at the highest levels of government was a second critical component of the project's success. This support was particularly important in the formulation and initial implementation of the National Population Strategy. The strategy was formally approved by the HMG cabinet and implemented in the early stages through links forged by the NCP with operating ministries of HMG at the Secretary level as well as with the Ministry of Finance and the National Planning Commission. Strong support by the then Prime Minister in his role as Chairman of the NCP and vigorous leadership by the then Vice Chairman were also central to progress. Thanks to the interest evinced by the Prime Minister (and to some degree of the Vice Chairman), six formal NCP meetings chaired by the Prime Minister were held in 1982-83 compared with only three the previous year.

Funding both from HMG and from USAID was the third key element in project success. Project money provided the capacity for flexible and relatively rapid acquisition of talent, procurement of equipment, financing of seminars, provision of training, initiating of pilot projects and research studies, and expert advice on the NCP's essential coordinating and helping functions in strategy implementation. A minority view in Nepal held that grant expenditures were too heavily weighted towards research and personnel, but in general the perception in-country is that the grant was extremely useful.

II.6 Summary Assessment and Conclusions

In summary, as of mid-1983, the PPD project appeared likely to be judged an outstanding success with the funds of the HMG and USAID not only being spent effectively by the NCP but significantly assisting Nepal in a worthy purpose.

The more recent decline, however, calls into question the overall project success and the long-term value of the U.S. Government's expenditures even though in the short run they had their intended effect.

The progression of events between 1980 to the present also lead to some general conclusions about the nature of policy-focused projects, namely:

- (1) Rapid action on population policy occurred only after a high-level independent organization had been set up to deal exclusively with that large policy issue;
- (2) Much can be accomplished in a relatively short time by effective assistance on key development policy issues;

- (3) Policy accomplishments are fragile. They must have continuing active support from top political leaders.

III. RESPONSE TO SCOPE OF WORK: FINDINGS AND RECOMMENDATIONS

III.1 Research

What research projects were carried out? What was the quality of the work? Were the projects in conformity with those proposed in the Project Paper?

A total of 43 research studies and other major reports were carried out during the life of the project (Appendix C). Eleven were carried out by nine private research organizations; one by a semi-autonomous research center; three by Tribhuvan University departments; five by University teachers; 10 by University students; one by a task force on migration; 10 by the NCP itself; and the remaining two by advisers of the NCP. The Commission was responsible for identifying subjects for research, for selecting institutions to carry out the work, and for monitoring the results. In addition to generating a number of useful studies, the NCP stimulated interest in research among these various groups and improved their capacity to carry out studies.

The Commission, in the early phase of the project, did not have adequate staff to monitor on a continuous basis the research output. As a result, some of the studies have methodological weaknesses, including problems in sample design, hypotheses testing, analytical techniques and literature review.

During the later years of the project, as more well-qualified researchers joined the staff, the NCP's capacity to manage the research process became stronger. The Secretariat now has at least four senior officers who are able to carry out the review, approval, and monitoring functions involved in management of the population research process. NCP officers, too, are learning from their management experience.

The institutions and organizations carrying out the research projects also learned much from their experience. The private research organizations, some of which coupled the research experience with overseas training for staff members, are now producing reports that are better focused and more professionally designed than those first undertaken with the NCP. The university faculty members too are far more competent researchers than they were originally. In addition, they approach population issues with new understanding and can more effectively impart information on these issues to their students. For the university students, their research experience has made them better data collectors and analysts than most of their fellow students. Their theses showed evidence of their new skills and their final grades were all "merit" marks. Planting knowledge of population problems among these young people will also increase Nepal's stock of informed and concerned leaders of tomorrow. For students and faculty alike, the grants given at Tribhuvan University have proved a most successful means of involving academia in the field of population research. For the long term, these project activities have led to a decision by the University to offer training leading to a post-graduate Diploma in Population.

Over the life of the project, too, the increasingly relevant nature of the research studies has convinced government and private sector authorities alike that research is an area which should be taken seriously. Most of the early studies were theoretical in nature, dealing with such topics as the correlation between family and farm size and agricultural inputs. While extremely

successful in alerting government leaders to the dangers of overpopulation, these studies could not be put to any immediate practical use. The Mid-term Review (see Appendix B) recommended that henceforth the Commission should attempt to confine its research to projects with a "clear and distinct relevance" to population policy. This change reflected the recommended expansion of NCP's role from simply a research organization to one which should help fashion government population policies (Section II.1). Since that time, a number of important policy papers have been produced. The most impressive was the National Population Strategy which was developed through an NCP-led government-wide population planning process (see Section II.4). In addition, NCP research projects have resulted in an apparently excellent collection of population maps and good computer capability, both of which are widely used by HMG and private groups; two studies on causes and treatment of population problems and demographic targets and their attainment; an important study on migration with a comprehensive set of 70 recommendations; and a much needed bibliography on population and development. Although the total number of policy-related studies is relatively low, this was primarily because of the heavy dependence on the University for research cadres. Neither students nor professors, both pursuing population issues primarily for academic ends, were qualified to make proposals on government policy.

The 1979 Project Paper had provided some general guidance regarding areas to be studied. They were contained in Appendix A and listed topics under four general categories: (i) Context of Nepalese Fertility; (ii) Consequences of High Fertility; (iii) Policy Level Population Impact; and (iv) Operations Research on Programs to Reduce Fertility. Though it is almost impossible to equate studies actually undertaken with those proposed, it is possible to place them in the designated categories. Specifically, 14 reports focused on the context of Nepalese fertility (32 percent); 12 on policy level population impact (28 percent); nine on consequences of high fertility (21 percent); and eight on operations research on programs to reduce fertility (19 percent).¹

Study-by-study, however, the match is in most cases only approximate. Only five studies can be described as perfect matches and 13 others are fairly close. The majority of the studies tend to cover two or more of the originally proposed subjects. Meanwhile, some topics deemed to be of major importance have been entirely omitted, or treated very lightly: urban drift; economic costs

1. According to a different analysis (Appendix C, Table V.1), by the end of the project, the subject breakdown of studies was as follows:

	<u>Number of Studies</u>
°Migration	4
°Relationship between Family size and other variables	3
°Relationship between Population and Resources and Services	7
°Fertility Issues	13
°Family Planning Programs	6
°Population-Policy Related	10
TOTAL	43

of children; Five Year Plan impact analysis; literacy programs; and family status and fertility. The original plans were not implemented better because the instructions failed to spell out priorities and phasing among the proposed projects. Closer attention to Appendix A would have yielded benefits. It provides an excellent set of comments on a broad range of research foci in Nepal and several helpful summaries of findings from outside of Nepal on one focus or another. The PPD Grant - funded research program probably would have had more utility overall if the individual research topics and design had been subject to close comparison with the supporting guidance in Appendix A before being approved.

Recommendations

The NCP should further strengthen its research management process as well as its own technical assistance capacity to help other entities carry out the National Population Strategy. Outside technical assistance should be provided to help with this strengthening, if requested* (see Section II.2.8).

This process should involve two steps.

- (i) The NCP should develop a clear statement of research interests with rough priority ranking (by significance and timing).
- (ii) All parties would benefit from a clear, brief handbook providing the process the NCP will follow in receiving, reviewing, and approving research project plans plus the main substantive points on which it will be examining proposals. The handbook could make clear how the NCP will monitor the progress of research and what it will look for in reviewing the research product. It could deal in general with the ground rules for research determination, rights to data, and the like. The plan and handbook could be developed concurrently with and closely related to training exercises for research officers in the NCP.

The focus of research projects on issues that can be utilized for viable policy and program formulation is appropriate and should continue. In addition, the Commission should carry out studies on migration and fertility mapping of the 1981 Census as planned; design pilot studies for continuous program monitoring; and undertake studies on mortality status.

III.2 Dissemination

What has been the process of disseminating research results to policy makers? Has it been successful?

At least four approaches have been used to disseminate research findings: (i) seminars on Nepal's population problems have been held in different parts of Nepal; (ii) information releases from the NCP were used by newspapers generally read by the nation's leaders; (iii) leadership briefings were held; and (iv) the 1983 National Population Strategy, which incorporated findings of some research studies was reviewed, debated, and approved by Nepal's policy makers.

* Team Leader Recommendation 6 (See Executive Summary)

These and other PPD grant-supported consciousness-raising efforts by the NCP were effective. There was general agreement that the awareness of population issues and the recognition that almost every element of leadership has a role to play in dealing with the population growth problem, are far more widespread among Nepal's political and administrative leaders and among educated people in general than they were five years ago.

In the important area of public information, the NCP now produces at least two regular population periodicals. One is in simple Nepali for distribution in villages and the other is a more technical paper for academicians and other professionals. Because of its popularity, the publication for the villages is expanding from 10,000 copies to 30,000 copies per issue.

Recommendations

While these efforts have been very successful, a couple of additional approaches might yield further dividends:

- (i) The Commission should arrange for the presentation in regular colloquia of output on on-going research; and
- (ii) The Commission should make a summary of the conclusions and recommendations provided by different research studies and disseminate them immediately to relevant agencies.

III.3 Participant Training

How effective were training programs funded under the Project?

By the end of the project, 30 Nepalis will have received training abroad in such fields as population economics, demography, computer science and population, and library science. In addition, nine Nepali officials will have participated in international conferences or seminars.

Only one training program was terminated and that was because of family illness. All of the participants who have completed their training have returned to Nepal and to their respective organizations. All of those contacted reported that the training had been valuable. All but one appeared to be using the knowledge gained in jobs in HMG or private research institutions.

Participants in the training program were from both public and private organizations, including:

National Population Commission	17 ¹
National Planning Commission	5
Administrative Management Department	1
Non-Governmental Organizations	5
Ministry of Finance	2
	<hr/>
TOTAL	30

1. One of the 17 was transferred to the Ministry of Education and Culture.

The inclusion of participants from private, non-profit research organizations and from the junior professional ranks of government is unusual in Nepal and reflects useful managerial initiative by the NCP.

III.4 Finances

How well managed were project finances? What financial constraints will NCP face in the future and how should it respond?

In general, despite some delays, funds were managed appropriately in this project. HMG has more than met its commitment of financial support, and the NCP and USAID/Nepal have expended nearly 98 percent of USAID's contribution of \$2 million. The three remaining months of project operations are expected to utilize virtually all of the remaining funds (see Appendix D for complete treatment of financial issues).

Total HMG expenditures for the NCP during the last five years of the project's life totaled \$365,000 worth of rupees, \$43,000 more than anticipated in the 1979 Project Paper. Furthermore, HMG's financial contribution to the NCP has risen in most years (averaging a 98 percent increase annually) to the point that it is providing almost 60 percent of the NCP budget in this final year of the project. USAID's share of the NCP budget for 1984-85 is expected to be about 13 percent, with the United Nation's Fund for Population Activities (UNFPA) providing an estimated 27 percent.

On the other hand, these expenditures are substantially below (49 percent) the level of expenditure that was authorized. Underfunding by half, however, is a general practice in Nepal, and its cause is more technical than political (see description of the HGM's release system in Appendix D). NCP management has tried to shorten the financial delays by adding staff and claims to have reduced the administrative lag time by half (107 to 52 days); however, a USAID analysis concluded that the lag was still as long as 180 days during part of FY 1984/85.

A second cause for underfunding has been that actual donor contributions have sometimes been below planned or committed levels. USAID/Nepal has been no exception. Granted, the NCP tends to be slow in submitting its annual work plan to USAID/Nepal (USAID/N); however, USAID/N has also been slow at times to carry out the review and the regional financial office has not always provided funds requested by USAID/N as expeditiously as possible.

Prospects are bleak for increased HMG financial support of population projects in any new long-term development budget. It will be difficult to provide even NCP's relatively modest funding needs for pilot projects, research, and training or its foreign exchange needs for books and technical equipment.

Recommendation

USAID should be ready to provide continuing financial and short-term technical assistance to the NCP. Amounts will be relatively small and the yield can be high, as the NCP's work in 1981 to 1983 demonstrates. USAID should advise the NCP of steps it should take to justify provision of additional funding. Assistance could be provided through AID/W's centrally managed projects; these are, however, often somewhat specialized and might not provide the range of needed

assistance. If USAID/Nepal opts for a field project, USAID funds should be provided directly to the NCP, not through a line ministry of HMG.

III.5 Major Issues Addressed by NCP

How much emphasis has NCP put on these major issues: (i) the balance between supply of family planning services and demand for them; (ii) changes in the environment which affect decisions on family size; and (iii) the proper ratio between supplies of temporary and of permanent contraceptives?¹

Table 2

Number of NCP Activities Addressing Three Issues
and Consciousness Raising

<u>Fiscal Year</u>		<u>Issue</u>			<u>Consciousness Raising</u>
HMG	USG	i	ii	iii	
37/38	80/81	7	5		7
38/39	81/82	2	1		5
39/40	82/83	7	7	2	6
40/41	83/84	<u>15</u>	<u>15</u>	<u>2</u>	<u>6</u>
TOTALS		31	28	4	24

Source: NCP Annual Activities Status Report

Clearly, a major preoccupation of the NCP has been the relationship between demand for family services and supply. This was an issue faced during the NCP-sponsored preparation of the National Population Strategy, and the conclusion that Nepal needs to increase demand for services underlies many new projects, most notably efforts promoting the education of women. NCP's second major interest, creating an environment which is receptive to family planning initiatives, is linked closely to its concern with the issue of demand. The only area where little concern was shown was that of supply of temporary in contrast to permanent contraceptive methods. The National Population Strategy, however, calls for a change in the present balance, which appears to be skewed in the direction of permanent contraceptive methods. This balance is important and is in dispute in Nepal.

1. The scope of work had asked the team to "examine whether the project has helped the Commission towards creating a balance" among the three issues. The team took this to mean: How much emphasis has NCP put on the three issues? It also decided to examine the issue of the proper ratio between supplies of temporary and of permanent contraceptives.

Recommendation

The NCP should more actively address the issue of the balance between permanent and temporary methods and attempt to help develop a consensus on it. *

III.6 Obstacles to NCP Performance

What are the major obstacles to NCP Performance?

Two major obstacles stand in the way of the continued strong performance of the NCP. One is current and the other prospective. The first stems from an apparent absence of regular attention to the NCP and the National Population Strategy by the leadership of HMG. The second arises from the proposal that a Population Research and Training Center be formed to take over a number of NCP's basic research functions (see Appendix B, recommendation 4).

III.6.1 Declining Interest on the Part of HMG Leadership in Population

The first obstacle involves what is assumed to be an operating conclusion by HMG's current leadership regarding priorities for its attention. No government can do everything its wants to, and sometimes painful choices have to be made by leaders as to what they will and will not attend to. Perhaps the present government concluded in its early months that, despite its importance, Nepal's population strategy was being actively implemented and consequently needed no formal attention at the top. Perhaps, on the other hand, HMG leadership decided that a pause was necessary to permit the major new strategy approaches to become fully accepted.

Whatever the reason the following facts cause concern:

- o No formal meeting of the NCP has been held since mid-1983.
- o There was a delay of many months in appointing a new Vice Chairman of the NCP when the position became vacant around mid-1983.
- o Only 31 of 43 approved NCP activities were carried out in HMG fiscal year 2040-41, which began in mid-1983.
- o The number of approved NCP activities dropped from 43 to 24 in the HMG fiscal year just completed (FY 2041-42).
- o HMG's six key strategy implementing working groups are generally reported to have now stopped functioning despite starting vigorously following earlier cabinet approval of the population strategy.¹

1. The six working groups are as follows:

- o Working Group on Agriculture and Population (Chairman: Secretary, Ministry of Agriculture).
- o Working Group on Forest, Environment, and Population (Chairman: Secretary, Ministry of Forest).
- o Working Group on Panchayat, Class Organizations, Women, and Population (Chairman: Secretary, Ministry of Panchayat and Local Development).
- o Working Group on Family Planning (Chairman: Secretary, Ministry of Health).
- o Working Group on Information, Communication, and Education (Chairman: Secretary, National Commission on Population).

*Team Leader's Recommendation 7 (Executive Summary)

These five facts cause concern. The concern is heightened by the team leader's having heard repeatedly in discussion inside and outside HMG of a sense of "let down" and disappointment with the reported lack of population strategy implementation and sag in the NCP Secretariat's coordinating and helping roles. Such conclusions were accompanied by comments of frustration regarding what was described as the "leadership vacuum" in the population field. (Family planning programs in Nepal were not examined and are not necessarily included in these findings.)

III.6.2 Transfer of NCP Functions to a New Population Studies and Training Center

The proposal initially was to transfer NCP's training and basic research functions to a new organization and thus to leave it free to concentrate more fully on policy-related research (Appendix B, Item 4). Apparently, now it is further proposed that the new Center should become the "research arm" of the NCP, taking over operations research and policy-related research, and that it should also assume all public information functions.

The two latter proposals would seriously weaken the NCP. The NCP needs to oversee operations research and policy oriented research to ensure that the substance is on target, that the methodology is sound, that research talent in the various public and private institutions is being utilized and strengthened and, last but by no means least, to maintain its visible role in this important policy work.

Similarly, the public information aspects of Information, Education and Communications (IEC) are a vital tool for a policy-focused institution. Good IEC work can help build grassroots support that political leaders will need to carry out important changes recommended by the NCP or other entities to bring down the birth rate. Public information activities can create readership and listenership for the NCP and its work. Control of inputs into some public information avenues by the NCP is important to ensure that the messages it wants transmitted are conveyed in ways that it finds most effective. An information function that is primarily limited to briefing of Nepal's leadership, important as that is, leaves the NCP without a major tool that it needs.

Recommendations

o Government Support for Population. The apparent current decline in vigor of population strategy implementation and institutional impact of NCP could be changed for the better in a short time, if the following steps were taken:

1. The Palace could make a major contribution to remedying Nepal's severe population problem. It could do this by ensuring that with every major change in government leadership, an understanding is reached that chairing the National

-
- o Working Group on Population Education (Chairman: Secretary, Ministry of Education and Culture).

These working groups were established with cabinet approval to formulate consistent population programs in their respective areas and to implement the National Population Strategy, and chaired by respective ministry secretaries.

Commission on Population Strategy remains a constant high priority for leadership attention.*

2. The Prime Minister should be appraised of the current situation and HMG should take the following simple, clear steps to begin revitalization the NCP:
 - a) Call a meeting of the NCP for the near future to be chaired by the Prime Minister. The meeting could review implementation of Nepal's National Population Strategy and provide direction for the future.*
 - b) Call a meeting of ministry secretaries to be chaired by the Vice Chairman of the NCP. The meeting could outline how the NCP will proceed to carry out its dual functions of coordination and assistance.*
3. The NCP Secretariat should lay out a clear plan of action for the next 6 to 12 months to put renewed vigor into its annual work plan.*
4. Donors should endorse the revitalization efforts in conversation with HMG leaders and should continue to encourage HMG leaders to review implementation of the National Population Strategy at the next Nepal USAID Group Meeting.*
5. USAID should stand ready to provide prompt and relevant assistance to the NCP when requested by HMG and as soon as NCP revitalization seems likely. (Assistance through AID/Washington managed projects may be adequate if they have sufficient flexibility.)*

o Proposed Transfer of NCP Functions

6. The management responsibility for population policy research, population operations research, and NCP's current public information functions need to stay with NCP. Current proposals to move part of or all of the work in these areas to the proposed Population Studies and Training Center should be rejected.*

III.7 Follow-up on Previous Evaluations

To what degree has the NCP responded to results of previous evaluations? What follow-up actions might it take?

Three prior evaluations of the PPD Grant were undertaken. Only the third, the 1982 Mid-Term Evaluation, contained substantive recommendations for action.

Of the 16 recommendations in the Mid-Term Review (see Appendix B), 14 were accepted and were vigorously followed up by the NCP and other elements of HMG through most 1983.

As of mid-1985, however, implementation actions had either slowed or stopped on most. Perhaps five of the 16 recommendations could have been considered completed at that time (Recommendations 1, 3, 5, 7, and 8). One of these, recommendation 9, which dealt with the issue of extending the position of expatriate advisor past July 1983, was not accepted by HMG and USAID/Nepal; instead the contract of the then advisor was extended for an additional year, a step approved by the evaluation team.

* These six recommendations correspond to recommendation 1-5 and 8 in the Executive Summary.

The rest of the issues are still open, including three of major importance: Recommendations 4, 2, and 7. Recommendation 7, which resulted in the proposal for creation of the Population Studies and Training Center, is discussed in Section II.6. Recommendation 2, which indicated that a decision on future USAID funding should depend on the Commission's performance during the remainder of the present grant, has resulted in a termination of the present project, a decision which apparently accelerated the decline in morale in the NCP. The door was left open, however, for additional funding for population projects by AID/Washington. The NCP has requested such assistance, but this as yet has not been approved. Recommendation 7, urged that the NCP should be given a statutory basis for its existence. Although the Cabinet, via its Secretariat, directed the Ministry of Law and Justice to draft such a proposal, with a follow-up reminder from the NCP Secretariat, there is no evidence to date that the Ministry has complied.

Recommendation

Those recommendations of the 1982 Mid-Term Review that remain open should be readdressed as part of the NCP revitalization. In particular, the HMG's Ministry of Law and Justice should proceed to carry out the Cabinet Secretariat's instruction to draft a proposal to provide a statutory basis for the NCP.*

III.8 Outside Technical Assistance

What level of responsibility is the Commission capable of assuming? Which areas of weakness require special attention? Has the Commission reached the point where it can operate effectively without outside technical assistance?

The NCP has demonstrated that is capable of assuming complete responsibility for all of the functions that it is charged to perform. It does not need continuing outside technical assistance to carry out its main functions. On the other hand, intermittent technical assistance over the next several years may be helpful in two areas: (i) research management and (ii) operational collaboration.

III.8.1 Research Management

NCP's marked improvement in management of the various research projects carried out under its rubric has been detailed in paragraph II.1, as has the need for yet further fine tuning of procedures and methods. It may be beyond the capability of present staff to carry out the various recommended changes.

Recommendation

Technical assistance from a consultant in research management with experience in policy-oriented and operations research should be used for the next few years, until NCP's management system is established and operating efficiently.**

* This is the ninth of the team leader's recommendations (see Executive Summary).

** This is equivalent to the team leader's recommendation 6.

III.8.2 Operational Collaboration

As for operational collaboration, it is desirable that the NCP continue to play a crucial role in assisting other organizations at the national and district levels to plan, carry out, and evaluate activities which implement the National Population Strategy. This job will not be easy. It will require tact and skill. The NCP has had its share of criticism as to the way it has dealt with other government bodies in the past; a number of organizations, however, have training programs to equip technical experts with just the type of skills needed: human relations, management, and progress measurement skills.

Recommendation

A full-time advisor is not needed or desirable in this sort of training effort. A long-term arrangement with a reputable training center, however, to provide short-term help as needed could be of great value to the NCP in improving the short-term effectiveness and long-term consistency of its vital collaborative work.

* This is equivalent to the team leader's recommendation 6.

APPENDIX A
LIST OF PERSONS CONTACTED

APPENDIX A

POPULATION POLICY DEVELOPMENT PROJECT

FINAL EVALUATION

LIST OF PERSONS CONTACTED

HMG/Nepal

1. Prof. Shankar Raj Pathak
Vice Chairman
National Commission on Population
2. Dr. Bedh Prakash Upreti
Member-Secretary
National Commission on Population
3. Dr. Raghab Dhoj Pant
Senior Economic Advisor
National Commission on Population
4. Dr. Mohan Man Sainju
Vice Chairman
National Planning Commission
5. Dr. Narsingh Narayan Singh
Secretary
Ministry of Education and Culture
6. Mr. Mukti Prasad Kafle
Secretary
Ministry of Panchayat and Local Development
7. Mr. Jitendra Lal Maskey
Secretary
Ministry of Forests and Soil Conservation
8. Mr. Dhrubabar Singh Thapa
Secretary
Ministry of Law and Justice
9. Mr. Heet Singh Shrestha
Additional Secretary
Ministry of Finance
10. Dr. Tara Bahadur Khatri
Chief
Nepal FP/MCH Project

11. Mr. Chandra Bir Gurung
Member-Secretary
Social Services National Coordination Council
12. Dr. Som Prasad Pudasaini
Advisor
National Commission on Population
13. Mr. Thirtha Bahadur Manandhar
Joint Secretary
National Commission on Population
14. Dr. Bimala Shrestha
Advisory
National Commission on Population
15. Mr. Laxmi Prasad Gyawali
Consultant
National Commission on Population
16. Mr. Iswar Ballabh
Consultant
National Commission on Population
17. Mr. Rudra Prasad Aryal
Librarian
National Commission on Population

US Government

American Embassy

1. Mr. Leon Jerome Weil
American Ambassador
2. Mr. David R. Telleen
Political and Economic Officer
American Embassy

USAID/Nepal

3. Dr. Janet C. Ballantyne
Acting Director
4. Mr. George E. Lewis
Acting Deputy Director
5. Dr. David H. Calder
Chief
Health and Family Planning

6. ~~Dr.~~ Barbara Spaid
Assistant Health and Family Planning Officer
7. Dr. Josette L. Maxwell
Acting Program Officer
8. Mr. Tri Ratna Tuladhar
Project Officer

Others

1. Mr. Toshiyuki Niwa
Resident Representative
UNDP
2. Mr. Malcolm Kennedy
Representative
UNICEF
3. Dr. P. Micovic
Representative
WHO
4. Dr. George Axinn
Representative
FAO
5. Mr. Michael Heyn
Coordinator
UNFPA

APPENDIX B

MIDTERM REVIEW: EVALUATION TEAM'S ASSESSMENT OF CURRENT STATUS

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APPENDIX B

MIDTERM REVIEW: EVALUTION TEAM'S ASSESSMENT OF CURRENT STATUS

	<p align="center"><u>POPULATION POLICY DEVELOPMENT GRANT - FINAL EVALUATION</u></p> <p align="center">Fact Sheet #5</p> <p align="center"><u>Implementation of Recommendations of Prior Evaluations of PPD Grant</u></p> <p><u>Note:</u> Three prior evaluations of the PPD Grant were undertaken. Only the third, the Mid-Term Evaluation, contained recommendations for action. The second evaluation simply recommended that the third evaluation be undertaken. Implementation of each of these Mid-Term Evaluation's recommendations is shown below.</p>	
<p>Recommendation</p>	<p>Actions as reported by USAID/N in September 1983^{1/}</p>	<p>Final Evaluation Team's conclusions as to status as of July 1985</p>
<p>1. AID should continue its support of the Population Commission at no additional cost until September 1985.</p> <p>2. Future funding by AID beyond this project should depend on the Commission's performance during the remainder of the present grant.</p> <p>3. The Commission's overriding purpose should not be simply research and advice but the fashioning of an integrated and effective government</p>	<p>The project is being extended as recommended. USAID/N is waiting for a formal letter from the Ministry of Finance to this effect. The National Commission on Population has formally requested Ministry of Finance that a letter requesting one-year extension be sent to USAID/Nepal as soon as possible.</p> <p>When the project is extended the present grant will run through September 1985. His Majesty's Government of Nepal has not yet requested USAID/Nepal to continue support to the project after the grant expires. Therefore, it has not yet been decided whether or not to continue future funding. However, should it become necessary, this recommendation will be considered.</p> <p>The National Commission on Population in its meeting on January 7, 1983 made population policy decisions and adopted a population policy strategy. The strategy adopted by the Commission was submitted to His Majesty's Government of Nepal for approval and in February 1983, the Cabinet approved the strategy as recommended by the Commission. The population strategy, in addition to emphasizing family planning services, covers other areas of population and development as well. A booklet containing the population policy of Nepal is being published by the Commission.</p>	<p>Completed.</p> <p>USAID/N has informed UNFPA that this project will not be extended but support from AID/Washington population projects may be possible.</p> <p>Completed.</p>
<p>1/ The Final Evaluation Team has concluded that the USAID/N report of September 1983 giving the status of actions as of that date was accurate.</p>		

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policy aimed at rapidly reducing the Nepalese population growth rate.

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| <p>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.</p> | <p>The National Commission on Population has decided to establish a non-profit organization called a Population Studies and Training Center. The Center's main functions will be to conduct basic research in demography and population in general. In addition, the Center will also act as the research arm of the National Commission on Population. The Center will be supported by a government grant initially. However, within two years the Center is expected to be self-sufficient. The National Commission on Population, in its research activities, will concentrate mainly on areas of relevancy to population policy.</p> | <p>No significant change.</p> |
| <p>5. The Commission should speed up and improve its selection of candidates for long-term training and for invitational travel abroad.</p> | <p>Nominations (100%) for long-term training programs have been received and processed. Invitational travel to Asian countries proposed for Rashtriya Panchayat Members will not take place as originally planned. However, National Commission on Population, in lieu of the proposed invitational travel for Rashtriya Panchayat members, will seek invitational travel for its own staff in appropriate areas from time to time.</p> | <p>Completed.</p> |
| <p>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.</p> | <p>The Population Studies and Training Center's other functions will be to develop training materials and conduct in-country trainings for concerned personnel from various ministries and departments, including the staff of the National Commission on Population. In addition, the National Commission on Population Secretariat has been organizing and will continue to organize policy briefs of short duration (two hours) to members of the Cabinet and other high ranking government officials.</p> | <p>No significant change.</p> |
| <p>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.</p> | <p>The decisions of the National Commission on Population of January 7, 1983 was sent to the Cabinet and on February 2, 1983 the Cabinet approved the Commission's decision in its entirety. One of the decisions that was approved by the Cabinet concerned the statutory basis for the Commission's existence and functions. The Cabinet Secretariat on February 21, 1983 circulated directives to all ministries with respect to the implementation of the National Commission on Population recommended decisions that were approved by</p> | <p>No further action by HMG is apparent.</p> |

the Cabinet. With respect to the decision concerning the statutory basis of the National Commission on Population, the Ministry of Law and Justice has already received a directive towards drafting a proposal for approval by the Cabinet. A follow-up letter reminding the Ministry of Law and Justice to this effect has been sent by the National Commission on Population Secretariat.

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.

Following the January 7, 1983 decisions, His Majesty's Government has decided that the Ministry of Finance will allocate funds to population programs of various agencies only with the prior concurrence of the National Commission on Population.

Despite what has been recommended concerning the term of the expatriate advisor, the period of services of the advisor has been extended until August 7, 1984. This was done at the request of His Majesty's Government. The National Commission on Population find that the services provided by the advisor have been useful and concluded that the advisor should continue his job to help orient and support senior Commission staff in major areas of Commission activities. USAID/Nepal also viewed this extension as the most important element that could be provided to the Commission over the remaining years of the project.

The National Commission on Population has been given this authority. The Commission will be convening a donor's meeting on September 2, 1983.

The National Commission on Population has been given this flexibility by the Cabinet.

It appears that HMG is carrying out this decision.

Expatriate advisor's contract was extended. That work is now completed and the contract has ended. The Final Evaluation Team agrees with HMG's and USAID/N's 1983 decisions in this matter.

NCP does not appear to be fully carrying out this responsibility.

There is some uncertainty as to the NCP's present ability to exercise the 1983 cabinet decision.

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.

In order to implement the population policy recommended and subsequently adopted by the government, six Working Groups comprising of senior staff of the National Commission on Population and representatives of concerned line ministries have been formed in different areas. The line ministries will develop internal mechanisms to monitor the implementation of approved programs by the departments and agencies under them. The six Working Groups are as follows:

1. Working Group on Agriculture and Population
(Chairman: Secretary, Ministry of Agriculture);
2. Working Group on Forest, Environment and Population
(Chairman: Secretary, Ministry of Forest);
3. Working Group on Panchayat, Class Organizations, Women and Population
(Chairman: Secretary, Ministry of Panchayat and Local Development);
4. Working Group on Family Planning
(Chairman: Secretary, Ministry of Health);
5. Working Group on Information, Education and Communication
(Chairman: Secretary, National Commission on Population);
6. Working Group on Population Education
(Chairman: Secretary, Ministry of Education and Culture).

The consultative relations have significantly weakened.

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.

Staff expansion has been stopped. The National Commission on Population Secretariat is presently concentrating on improving the efficiency of the staff and the organization. One of the ways to achieve this objective will be by providing necessary trainings to its staff. Several of the Commission staff members are presently on training abroad. Appropriate in-country training programs for other Commission staff will be developed and conducted in the near future.

No significant change.

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

The Working Group on Information, Education and Communication has been formed under the Chairmanship of the Secretary of the National Commission on Population. The Commission now has the authority to serve as the clearing-house for information on all population activities in Nepal.

The NCF issues regular bulletins on population activities. However, the IEGC Working Group appears not to be functioning.

(5)

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.

The National Commission on Population, in consultation with concerned line agencies, is presently engaged in developing pilot projects in several areas concerning population activities.

No significant change, but NCP initiatives and consultation appear diminished.

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.

The National Commission on Population has employed a Nepali advisor to prepare a strategy paper on Information, Education and Communication (IEC). Once the strategy paper is prepared and approved by the Commission, the task force on IEC will implement the strategy.

No significant change.

July 21, 1985

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APPENDIX C
RESEARCH EVALUATION

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I. INTERNAL QUALITY OF RESEARCH

I.A. Research Studies Carried Out by Private Research Organizations

1. Studies Before the Mid-Term Review

- a. The study on interregional migration in Nepal formulates five hypotheses regarding pull and push factors of migration. Hypotheses were not adequately tested with sound methods. Many useful data from 1952/54, 1961, and 1971 were used to analyse migration characteristics. A comprehensive set of population policy is provided. This study was the initial analysis to be followed by the study on "Internal and International Migration in Nepal". Good maps were constructed for depicting migration flows.
- b. The study on districtwise population projection attempted to verify district boundary changes in 1975. Although the projection method does not fit with the data projected because of computational errors, this type of projection was essential for making the data of earlier censuses more comparable.
- c. The study on relationship between family size to female employment outside home is based on secondary data of 10 districts. This study would have analyzed the effect of female employment outside home in reducing family size. The study indicated in page 7 that this did not fall within the scope of the study although the question related to this problem was addressed in page 11. It would make no difference even if the study would have concentrated on districts with more concentration of industries, because the family size of these districts did not significantly differ from those having less concentration of industries. Major error in this study was that the family size was computed on the basis of district average. A comparable picture could be obtained if the average family size of women engaged in different employment categories were analyzed. This is a good attempt to analyse the secondary data systematically but the failure to use the right kind of data minimized its usefulness. Useful recommendations for policy purposes are included.

- d. The study on family size, farm size, and agricultural inputs is closely related to two other studies that focused on correlates of family size. The message from these studies are similar. This study has many broad objectives and very often confuses the reader with functional hypotheses and structural relationships. Inappropriate analytical technique was used to test statistical hypotheses which required population rather than sample. Interpretation problem of regression coefficients exists and most of the recommendations were not related to conclusions. This study has all ingredients of carelessly conducted basic research.
- e. Another study relates family size to food consumption and nutrition. The Mid-Term Review indicated this study as basic research hardly required for the development of an effective population program. The terms of reference were vague and compelled to formulate hypothesis that required to establish two way relationship among family size, food consumption and nutrition. The methodology developed was causal connection. The actual analysis stressed on infant and child mortality and fertility. The findings obtained from different literature review were presented independently without considering their interrelationships. The conclusions are obvious and common sense type. Since a vast number of literature already existed in this area, any policy suggestions could be easily derived from the study of other developing countries.
- f. The study of factors that influence demand for contraceptives in Western Development Region includes too many hypotheses than can be tested. The objectives are not known until three chapters are read. The first two chapters contain unnecessary description of population of Western Development Region not demanded in the objectives. Since purposive or convenient sampling of 2,790 contraceptive users was used, the relevancy of testing hypotheses that would require probability sampling may not be justified. The study could have confined itself within the literature review that would unravel important factors influencing demand for contraceptives. But then what was really expected by the commission in the way of recommendation was not known from the study. The major policy recommendations consisted of inadequate supply of pills and failure to find target population for family planning. The study somehow ties conclusions with objectives.

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- g. The study on industrialization and employment vis-a-vis population of Eastern Development Region is an useful study for making the policy makers aware of the relationship between industrial employment and population at present and in the future by using charts and diagrams. The materials are also useful for communicating to local leaders. Important policy implications can be derived with respect to population growth and its effect on increasing demand on industrial employment for the future. Although many of the estimates are approximations, they give some clues about the posited relationship between population growth and future industrial employment in the region.
- h. The study on fertility rate determination is concerned with how much reduction in fertility has taken place due to family planning services and conforms the target set in the sixth five year plan of Nepal. It reviews the usefulness of different methods and uses converse method for determining fertility rate in Nepal. This is basically methodological study with quantitative exercise.

2. Studies After the Mid-Term Review

- a. The study on relationship between food and population in the Mid-West and Far-West development regions of Nepal is technically sound. It establishes relationship between food and population and projects the future need of food in these regions. Increased food production as well as population control are recommended. The data included in this study can be utilized by means of charts and diagrams for communicating to leaders.
- b. The study on the role of NGOs and COs in family planning programs selected eight districts purposively and claimed to have selected these on the basis of their representatives of the respective regions. In reality, the selection was based on accessibility. In the absence of sample frames, the selection of acceptors, motivators, supervisors, and program officers resulted in purposive sampling even though the study claimed to have used random sample. This study suffers from poor organization of the chapters. For example, the matters discussed in pp. 69-75 were repeated in Chapter IV. Chapter V and Chapter VI are redundant. The findings

included in Chapter V could have been included in Chapter VI by deleting Chapter V. Too much space is given to interpreting survey data. It also fails to differentiate between conclusions and recommendations. The strength and weaknesses of NGOs and COs in family planning programs remained unanswered in terms of objectives and many of the recommendations are unsubstantiated. The report is unnecessarily long and lack coherence in presentation. The informations gathered, however, are useful.

- c. The publication of annotated bibliography is one of the many useful works of the Commission. The collection of works mostly represents those possessed by the Commission. The inclusion of studies in different categories seems reasonable though a further classification of the first and second group would be more useful. This work should be continued to update the works on population.
- d. The study on evaluation of family planning programs includes some good policy suggestions. Management problems at the central level and lack of coordination among various family planning agencies were stated as serious problems. The result is the lack of systematic family planning activities in Nepal. The study recommended the need for changing organizational set up and role of the Commission to lead in this area of utmost importance in reducing population growth of Nepal.

I.B. Studies by University Departments

- a. "National Fertility Maps of Nepal" is a study useful to students, scholars, and planners in Nepal. These maps are unparalleled in scope and mapping technique in Nepal. Various types of population characteristics were cartographically represented in 106 maps. Each map was interpreted with the methods employed. Census data of 1961, 1971 and 1976 were utilized to construct maps of 75 districts, 14 zones and five development regions with comparable data.
- b. The objectives of "Economic Value of Children in a Tharu Community" were stated as the extent to which children contribute to the household economy and the examination of economic cost of children to the household. Since most of the information were derived from the "Status of Women" series conducted by CEDA, the usefulness of this exercise to the

Commission is unexplained. The whole analysis is performed in hurry. One important message from the study, however, was the better economic possibility of a large family in an agrarian economy. Child rearing in such a society is relatively inexpensive compared to their value as contributing member of the family in the long run. An analysis based on the sample size of 24 households would cast doubt on the generality of conclusions thus derived.

- c. What is really expected from "A Study on Population Growth in Relation to Capital Formation and Savings" by the Commission is unexplained but the terms of reference were hard enough for researchers to carry out this study. This is a study on capital formation and saving rather than on the interrelationship between population growth and capital formation. Very often the appropriate constituent materials relevant to the main theme are missing while time-consuming devices were exercised to include too many varieties of information just to add the pages. The study is inconclusive but very informative on capital formation and saving if that is what is expected by the Commission. Population growth is related to almost everything, that does not really mean one should try to establish relationship by means of inadequate data and reach a false conclusion. The Commission can not and should not do almost everything it wants.

- d. The three documents "The Population Problem of Nepal: Causes and Treatment", "Demographic Targets and Their Attainment", and "Final Report of Advisory Services to the HMG/USAID/N Population Development Project" amply testify the problems and prospects for effectively formulating population policies and implementing them. These documents favor for stimulating interest in the population research and thereby increase the national capacity to undertake demographic and fertility research in the country. To that end, the Commission has achieved a considerable success within a period of five years notwithstanding the fact that quality of research still remains to be improved. The Commission involved the Nepalese researchers - individuals and firms - to use the existing data to the maximum possible extent. The Commission has been very selective in sponsoring policy related research after the Mid-Term Review. The documents "Population Sector Strategy", "National Population Strategy",

"Population Policies and Program", "A Brief Review of Population Programs and Activities in Nepal", and a number of monographs on fertility, census data, and family planning services and different regional and national seminars suggest the Commission's commitment to formulate national population policies.

The Commission, in the earlier phases of research, did not have adequate staff to continuously monitor the research work and set a high standard by effective evaluation mechanism for the research output to be more useful to the Commission. After the Mid-Term Review, the Commission has used a rigorous criteria for selecting research proposal on the basis of numerical rating system. The rating system would be useful only when the proposals submitted are of acceptable quality. The rating system is based on subjective judgement and is bias towards quantity rather than quality with respect to individual and firm's previous publications and administrative staff. A rigorous criterion must be devised to include necessary components the Commission wants to have in a proposal in order to avoid duplication and diversion in the final report. Presentation of these research output in the presence of qualified Commission staffs would result in a significant change in the quantity and quality of research output.

I.C. Findings on Internal Quality of Research by Private Research Organizations and University Departments

- a. Ten studies had included useful conclusions and recommendations (Table 1.1 and 1.2).
- b. Eight research studies based on secondary data attributed inconclusive nature of study to inadequate data.
- c. Nine research studies used inappropriate analytical techniques. Most of these failed to distinguish between correlation and causation.
- d. Six of the studies formulated functional hypotheses but secondary data coupled with inappropriate analytical technique precluded from testing hypotheses and drawing inferences.
- e. More than 50 percent of these studies suffered from poor organization and editing as a result of careless planning of research operation.

- f. More than 50 percent of these studies failed to utilize literature review for drawing rational conclusions in relation to the study objectives. Most literature review being long annotations did not help isolate the rationality of the study both conceptually and methodologically. Majority of these studies reviewed literature of identical nature but treated differently. This would not be objectionable if these would be used critically in terms of their similarities and differences with the studies carried out.
- g. Five studies used inappropriate method of sample. The usual claim for the method of sample selection is random but because of lack of appropriate sampling frame purposive sampling was used.
- h. The quality of research studies sponsored by NCP in recent years has improved compared to many of those conducted at the beginning of the project. Although there are not many research studies conducted after the Mid-Term Review, the Commission has been more cautious in contracting out the research by applying more rigorous criteria of relevance. For example, the studies on Internal and International Migration in Nepal, The Role of Non-Governmental and Class Organizations in Family Planning, and Family Planning Evaluation, are more relevant in policy formulation and focus more on the practical aspect of the problem rather than on theoretical side. The recently continuing studies on "Fertility and Mortality in Nepal" and "Cost and Benefit of Children in Nepal" carried out by New ERA and IDS respectively are expected to be better qualities because of their better focus on the topic objectives and continuous monitoring by NCP.

I.D. Studies by University Teachers

Five studies were conducted by Tribhuvan University teachers. These were "In-migration in Birgunj Urban Area", "Implication of Population Growth on Basic Need Service in Kathmandu Valley", "Interrelationship Between Socio-Economic Development and Fertility, Mortality and Migration: A Study of Kaski District", "A Study on the Level of Education and Its Effectiveness on Fertility Behavior: A Case Study of Mid-Western Development Region", and "Growth of Population and Economic Development in Western Development Region."

- a. The necessity of conducting a migration study in Birgunj is hard to justify. This area was extensively covered in the study of Task Force on migration entitled "Internal and International Migration in Nepal". Almost all recommendations included in the Birgunj study were also included in the study of the Task Force. The Birgunj study suffers from many methodological and conceptual vagueness. For example, the objective of the study did not call for the inclusion of immigrants. Definition of migration is not clear. Sampling technique used for selecting in-migrants seems purposive because of the selection of 160 males and 5 female respondents. The study claims to have used 15 percent of the total in-migrant households (2,475) but calculation does not show that. Since the study could not include the magnitude of immigration, the importance of such study to policy implication is limited. the bibliography contains more books than the author has actually used them in the text. Conclusions and recommendations are not interrelated. How would a sample a 165 represent the

total in-migrant population is not clear. Some expert supervision could have been provided in the conduct and organization of the research study. Recommendations are good but then somebody else already said them. This poses question on the relevancy of carrying out such study.

- b. The study on population growth and basic need services in Kathmandu Valley is a good exercise in projecting the basic needs of the people such as schools, post office, health posts, and hospital beds. The objectives of the study were clear and the analysis amply fulfilled the objectives. However, migration component would have been incorporated in projecting the demand for basic needs. This study has direct policy relevance to growing population in the valley.
- c. The study on the interrelationship between socio-economic development and fertility, mortality and migration in Kaski district contains unnecessary details. Objectives were clearly stated but the way hypotheses were formulated was not in conformity with objectives. The way hypotheses were formulated demands for cause and effect among variables but the actual analysis did not test for the significance of causal relationships among variables. In the absence of sampling frame, systematic sampling technique was used but how could a systematic counting procedure in an unsystematic or scattered houses be conformed to standard sampling technique is questionable. The sample size of 166 households is so small that it raises the question of representativeness and adequacy of sample size to represent the district as a whole. Otherwise, the title could have been changed to a study of villages. Comparison between birth rate, death rate, and natural growth rates of 166 households in Kaski district and those of other Asian countries appears meaningless. The congruency of using analysis of variance for testing hypotheses is debatable. The nature of hypotheses formulated in the study required the use of regression analysis. Recommendations are too general and do not tally with overall analysis.
- d. The study on the level of education and its effectiveness on fertility behavior in Mid-Western Development Region suffers from many methodological weaknesses. The title itself is misleading since only two village panchayats were purposively selected to interview 160 households. How the wards of Nepalgunj and Parashpur villages were homogeneous and thus random sample was used, was not clear. The sampling procedure for selecting married couples was

unstated. Analytical procedure contains the specification of variables that are neither useful for fulfilling objective nor are suitable to the title of the study. The results became inconclusive because of the failure to identify the relative importance of independent variables. The R^2 in most of the model is too low to interpret. Relevant policy implication could have been derived if the thrust of the study were closely related to the topics of research.

- e. The study that attempts to relate population growth with economic development in Western Development Region begins with vague and very general objectives and ends unsuccessfully in establishing the interrelationship between population growth and economic development. Tables are repeated with many misleading tables that do not help fulfill the objectives. Recommendations are not in accordance with stated objectives nor are they derived from the conclusion. This study is very general and poorly organized. The total content of the report, however is informative and represents general introduction of Western Development Region.

II.E. Studies by University Students

Research studies completed by TU students fall into two categories: one category is concerned with contraceptive social marketing in Nepal and another category is concerned with general fertility determinants. Six of the ten studies were submitted to the Department of Economics and two each to Department of Statistics and Home Science for M.A. degree. The topics of the thesis submitted to the Department of Economics were similar: population composition and fertility in Jhapa; demographic case studies of Lahan town panchayat, effect of education on fertility behavior and population structure and migration in Ilam town panchayat, factors affecting fertility rate in Lalitpur, and effectiveness of IEC activities of family planning in Nepal. The topics in statistics were: affecting fertility rate in Nawalaprasi and contraceptive social marketing in Nepal. The topics in Home Science were impact of female education on fertility in Rupendehi district and awareness and attitude of people towards family planning in a Nepalese village community. A striking similarity in terms of the focus of study exists among the studies carried out under difference departments. A substantial portion of all these studies is devoted to describing different demographic vital rates. A majority of these studies deal similarly with the population of Nepal and the World in their first

Chapter. Except the study on contraceptive social marketing, all studies were carried at the village panchayat level. Majority of these case studies also use purposive sampling technique in the selection of households but claim to have used random sample. Two of the studies had selected 180 households for study. The sample size of the nine case studies ranged from 150 to 254 households. The hypotheses formulated in these studies were similar and the regression and correlation analysis used for testing hypotheses was common to most of these studies. None of these studies justifies the selection of the study area but reaches identical conclusions. Some differences in the depth of study, however, exist in these studies.

- a. The study on population composition and fertility in Jhapa related fertility to occupational groups, literacy, and income on the basis of 180 sample households in two village panchayats. Although the hypotheses formulated were not tested well, this study identified lack of adequate family planning information among the sample households. The entire study concentrates on computing different types of demographic vital rates and emphasizes too much on Nepalese and World population not related to the objective of the study.
- b. The study on population structure and migration in Ilam town panchayat also contains computation of demographic vital rates and describes in detail the population of Nepal, although some good analysis could have been performed with the sample data of households. The sample size was 180 with 20 households distributed proportionately among 9 wards. A chapter on internal migration is also included.
- c. The study on factors affecting fertility rate in Lalitpur deals with population of the world and population censuses of Nepal. Altogether 254 sample households in two panchayats were selected for study. Usual demographic vital rates were computed. The analysis of fertility behavior was one of the objectives of this study but behavioral aspect was skipped. It included a good exercise in the use of multiple regression analysis. Some good recommendations on the need to provide population education and female education were provided indicating that the sample household lacked family planning information.

- d. Demographic study of Lahan town panchayat deals with income, education, and ethnicity as determinants of fertility of a sample of 250 households. Computation of demographic vital rates is long enough. The recommendations are that marriage age should be extended and the low income groups and lower castes should be the targets of family planning.
- e. The study on effect of education on fertility behavior in Ilam town panchayat deals with husband and wife's education as determinants of fertility behavior. This study differentiates between 262 urban and rural households with respect to their fertility behavior and recommends the necessity of female's participation in non-agricultural activity. It contains econometric analysis and good literature review.
- f. The study on effectiveness of IEC activities of family planning program in Nepal (Bhaktapur and Dhulikhel) reviews population policies of Nepal, examines the roles of donor agencies, NGOs and COs, and includes extensive literature review. Out of a total of 193 pages, this study devotes only 14 pages for case study of 150 households (85 in Bhaktapur and 45 in Dhulikhel). The whole study is focused more on examining family planning practices rather than on IEC activities. Main concern of the title begins only after Chapter VI. Contradictory hypotheses and defective sample design reduce the value of this study. Although the recommendations were not related to objectives and analysis, these are in the area of increased education and income in reducing fertility. This study suffers many of the weaknesses found in the study on capital formulation and saving by lumping too many things together. It is, however, a good attempt to visualize population problems of Nepal.
- g. The study on factors affecting fertility rate in Nawalparasi attempts to measure socio-economic and ethnic determinants of fertility of 400 households selected on the basis of stratified random sampling technique with ethnicity as homogeneous criteria. Test of hypotheses was adequately and appropriately carried out by means of path model. Some of the recommendations included were: program to reduce infant mortality and child mortality to discourage the birth of additional babies, integration of village people to rural development, extension of marriage age, population education, rewards for people having fewer children, and incentives for the use of contraceptive. This is a good study with better methodology.

- h. The study on contraceptive social marketing in Nepal uses secondary data and the computation of statistical formula was carried out than it was interpreted adequately. It focuses more on how contraceptives are distributed rather than the state of art of contraceptive social marketing. This study recommends for free distribution of contraceptives and follow-ups. This study suffers from methodological short-coming because of data unavailability.
- i. The study on impact of female education on fertility in Rupandehi district includes the interview results of 120 married women in Motipur village panchayat, 32 in Butwal, and 30 in Kathmandu. Defective sample design provides dubious conclusion. This study includes computer print-out of multiple regression analysis but suffers from the problem of interpretation. The finding was that illiterate women wanted more children than educated women. Audio-visual communication method and female education were some of the recommendations.
- j. The study on awareness and attitude of the people towards family planning in a Nepalese village community includes random sample of 260 household in two village panchayats of Kathmandu. Post stratification of sample households were carried out on the basis of different socio-economic and ethnic characteristics. The sample size was composed of 75 percent married and 25 percent unmarried people. Since most of the tables were given in percentage figures, it is hard to know the magnitude of the actual figure. The findings of the study is that the sample households are aware of family planning practices.
- k. Majority of the studies conducted by T.U. students reflects commonality in methodology and represents mainly those materials that they studied in class. The class room experience has been well tested in the field.

I.F. Findings on Internal Quality of Research by Teachers and Students

- a. Thirteen of the 15 studies carried out by university teachers and students contained reliable data based on case studies of villages (Table I.3 and I.4).
- b. Most of these case studies failed to give appropriate titles and treated the text in a slightly different way. This also contributed to poor organization of the text.

- c. Eleven studies employed purposive sample for collecting data in order to test hypotheses, which required random sampling.
- d. Ten out of 15 studies tested hypotheses inappropriately.
- e. Majority of these studies had analytical techniques inappropriately used, descriptive literature review and not so useful recommendations.

I.G. Summary of Findings on Overall Quality of Research

- a. The Commission seemed to have stimulated research interest among private research organization, university departments, and individuals in population research in order to increase national capacity to undertake demographic and fertility research in Nepal (Appendix A).
 - b. The Commission in its early phase of establishment did not have adequate staff to continuously monitor the research work and set a high standard by effective evaluation mechanism for the research output to be more useful to the Commission.
 - c. After the Mid-Term Review, the Commission has been using rigorous criteria for selecting project proposal. But the Criteria the Commission used is based on quantity of research rather than quality already carried out by individuals and private research organizations.
 - d. Five University faculty members who teach either at the undergraduate level or are teaching in various campuses outside the valley have completed their research funded by NCP. The overall quality of their research demonstrates that they have developed the capacity to conduct research independently and competently regardless of some minor methodological weaknesses. These teachers now understand the population issues better than before and can effectively teach the research materials they have produced to their students. Moreover, these research studies have enabled them to discuss about population problems with senior professors of the university more competently.
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- f. The university students usually do not spend much time in the field collecting data because of time and research constraints. The quality of their theses has significantly improved because of funding by NCP. They collected better quality data and performed more complicated multivariable analysis than most of the other students who were not able to receive funds. This is also exhibited by all of these students receiving above 70 percent (merit) marks in their respective departments. The funding by NCP has significantly contributed to increasing the quality of these despite some minor methodological weaknesses.

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Table 1.1

INTERNAL QUALITY OF RESEARCH BY PRIVATE ORGANIZATIONS

Research Studies Contracted Out by NCP	Quality of Data	Sample Design	Hypothesis Testing	Analytical Technique	Literature Review	Conclusion	Recommendation	Organization
1. Fertility Profiles of Panchayat Leaders (NCP)	A	W	-	A	-	A	A	A
2. Study on Interregional Migration in Nepal	A	-	W	W	A	A	A	A
3. Districtwise Population Projection	W	-	-	-	-	-	-	W
4. Relationship Between Family Size to Female Employment Outside Home	W	W	W	A	W	W	A	A
5. Family Size, Farm Size & Agricultural Inputs in Nepal: A Search for Linkages	W	-	W	W	W	W	W	W
6. Relationship Between Family Size, Food Consumption, and Nutrition	W	-	W	W	A	A	A	W
7. Factors Influencing Demand for Contraceptives in Western Dev. Region	W	A	W	W	W	A	A	W
8. Industrialization and Employment Vis-a-Vis Population: A Study of Eastern Development Region	W	-	-	W	-	A	W	W
9. A Research Study on Fertility Rate Determination	W	-	-	A	-	A	W	A
10. Relationship Between Food and Population in the Mid-West and Far-West Development Region of Nepal: 1980-2000	A	-	-	A	-	A	A	A
11. Internal and International Migration in Nepal (NCF)	A	A	-	A	A	A	A	A
12. The Role of Non-Governmental and Class Organization in Family Planning Programs	A	W	-	W	-	W	A	W
13. Evaluation of Family Planning Program	A	W	-	W	-	A	A	W
14. Economic Value of Children in a Tharu Community	A	W	-	W	W	A	A	W
15. National Fertility Maps	A	-	-	A	-	-	-	A
16. Population Growth in Relation to Capital Formation and Saving	W	-	W	W	W	W	W	W

A = Acceptable
W = Weak

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Table 1.2

INTERNAL QUALITY OF RESEARCH BY PRIVATE ORGANIZATIONS

<u>Research Contracted Out by NCP</u>	<u>Positive Fact (Acceptable)</u>	<u>Negetative Fact (Weak)</u>
1. Quality of Data	8	8
2. Sample Design	2	5
3. Hypotheses Testing	0	6
4. Analytical Technique	6	9
5. Literature Review	3	5
6. Conclusions	10	4
7. Recommendations	10	4
8. Organization	7	9

Table 1.3

INTERNAL QUALITY OF RESEARCH BY TEACHERS AND STUDENTS

Research Studies Contracted Out by NCP	Quality Sample Hypothesis Analytical Literature							
	of Data	Design	Testing	Technique	Review	Conclusion	Recommendation	Organization
1. Interrelationship Between Socio-Economic Dev. and Fertility, Mortality, and Migration: A Study of Kaski District	A	W	W	W	W	W	W	W
2. In-migration Pattern in Birgunj	A	W	W	W	W	W	W	W
3. Implication of Population Growth on Basic Needs Services in Kathmandu Valley	A	-	-	A	W	A	A	A
4. A Study on the Level of Education and Its Effect on Fertility Behavior: A Case Study of Mid-Western Dev. Region	A	W	W	A	W	W	-	W
5. Growth of Population and Economic Development in Western Dev. Region	A	-	W	W	W	W	W	W
6. Population Composition and Fertility: A Case Study of Satasi Dhas and Shivganj Village Panchayat, Jhapa	A	W	W	A	W	A	W	W
7. Demographic Case Study of Lshan Town Panchayat, Siraha District	A	W	W	W	A	A	A	W
8. Factors Affecting Fertility Rate: A Case Study of Godavari and Jharasi Village Panchayat of Lalitpur District	A	W	W	A	A	A	W	W
9. Factors Affecting Fertility Rate: A Case Study of Benimanipur and Dunkibas Village Panchayat, Nawalparasi District	A	W	A	A	A	A	A	A
10. A Study on Effectiveness of Information, Education, and Communication Activities on Family Planning Program of Nepal	A	W	W	W	A	A	A	W
11. An Econometric Analysis of Effect of Education on Fertility Behavior: A Case Study of Ilas Town Panchayat	A	W	A	A	A	A	A	A
12. Population Structure and Migrations: A Case Study of Iiam Town Panchayat	A	A	W	W	A	W	W	W

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Research Studies Contracted Out by NCP	Quality of Data	Sample Design	Hypothesis Testing	Analytical Technique	Literature Review	Conclusion	Recommendation	Organization
13. Awareness and Attitude of the People Towards the Family Planning in a Nepalese Village Community	A	W	-	W	A	A	W	W
14. Impact of Female Education on Fertility: A Case Study of Motipur Village Panchayat in Rupandehi District	W	W	W	W	W	W	A	W
15. Contraceptive Social Marketing in Nepal	W	-	-	A	W	W	W	W

A = Acceptable
W = Weak

Table 1.4

INTERNAL QUALITY OF RESEARCH

<u>Research by Teachers and Students</u>	<u>Acceptable</u>	<u>Weak</u>
1. Quality of Data	13	2
2. Sample Design	1	11
3. Hypotheses	2	10
4. Analytical Technique	7	8
5. Literature Review	7	8
6. Conclusions	8	7
7. Recommendations	6	8
8. Organization	3	12

II. UTILIZATION OF RESEARCH

The utilization of research by the Commission after the Mid-Term Review is reflected in the policy and program guidelines of the Commission to various government agencies at the beginning of each fiscal year. On the basis of these guidelines, all government agencies concerned formulate their annual programs and send them back to the Commission. The Commission examines all the programs sent by these agencies to see their conformity to general guidelines and integrates them to a single population program to be forwarded to the National Planning Commission. The integrated population programs thus formulated is included in the annual development program of HMG. These programs seem closely related to the recommendations from International Conference on Population held in Bucharest in 1974 and in Mexico in 1984.

II.A. Family Planning Service Delivery System

The Commission, on the basis of research results, has identified many problems in the areas of family planning and maternal child health. These problems are:

- a. Overextension of family planning programs;
- b. Lack of sterilization services in zonal and district hospitals;
- c. Absence of appropriate incentives for acceptors of permanent methods; and
- d. Low continuation rate of temporary methods.

In order to overcome these problems the Commission has devised several measures to strengthen family planning delivery system. The programs thus devised are:

- a. Training of more physicians in vasectomy and mini-laproscopy;
- b. Remuneration increase for providers of service;
- c. Provision of sterilization service in district and zonal hospitals;
- d. Wage compensation of Rs.100.00 to acceptors of permanent methods;
- e. Establishment of Contraceptive Retail Sales (CRS) Project as a non-profit organization;
- f. Provision of temporary methods in some selected town panchayats through CRS.

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- g. Concentration of family planning services in densely populated areas;
- h. Improvement of continuation rates through motivational outreach;
- i. Improvement in the quality of services through CRS; and
- j. Through effective access incorporate younger couples of reproductive age for using appropriate contraceptive methods for child-spacing.

II.B. Women and Development

In the areas of women and development, the commission's directives concentrate on:

- a. Provision of fuel, water, and labor saving technology in the rural areas so that women devote more time in generating income from off-farm activities with appropriate training.
- b. Provision of increasing enrollment of female school age population in both formal and non-formal education.
- c. Involvement of qualified women in programs related to agriculture, forestry, and rural development; and
- d. Encourage agencies involved in women's development.

II.C. Demand Generation and Community Participation

The Commission has designed programs to involve and activate local panchayats, class organizations, and non-governmental agencies in carrying out population programs. The guidelines issued to Local Development and Panchayat Ministry include:

- a. Establishment of Population Activity Co-operation Committee at the district level for assisting district panchayats in the formulation and implementation of population related activities.
- b. Provision of spending 20 percent of the development grant provided by HMG on population program.
- c. Provision of fiscal authority to the local panchayat for raising revenue in running population programs.

These provisions are expected to generate positive attitude and behavior among local community for reducing population growth.

For effective implementing service delivery, demand generation, and community participation, the role of IEC is very important. The Commission has designed a program for integrating the role of IEC Division of FP/MCH, FPAN, and NCF in the areas of field personnel training and material production.

II.D. Migration

The Commission has utilized the research recommendations provided by the Task Force on "Internal and International Migration in Nepal." Ten Sets of 70 recommendations are provided in the areas of international boundary, transport, immigration, citizenship, industry, labor, employment, resettlement, land use, urbanization, and regional development. These policy recommendations associated with some viable programs have been disseminated nationwide through newspapers, publications, and national seminars. The implementation of these programs has yet to be carried out by HMG.

The detail programs based on research as well as the Commission's own experience from the national and international seminars in conjunction with the needs of related agencies are incorporated in "Population Policy and Programs" based on the decision made by the Fourth meeting of the National Commission on Population on January 7, 1983 and subsequently approved by HMG in the form of "National Population Strategy."

II.E. Modality of Research Utilization

The forms of modality are many. The Commission frequently presents the results of research at regular colloquia and sends summaries of findings to all relevant agencies. It also calls on secretaries of related agencies and makes various decisions on population policies based on research findings. It also calls on very frequently the secretary of concerned agency individually and solves problems of population program coordination. In the matters where a cabinet decision is made, the chief secretary issues policy directives on population matters to all the secretaries of HMG. This directive is then closely followed by the secretary of NCF with reminder to other secretaries. In addition, all the population related programs are monitored by the Commission. This is shown in a publication in March, 1985, which consists of the brief description of follow ups of program decided in October 1983. This has been the standard procedure of the Commission for utilizing the research results by diffusing them to other agencies and translating them into

population policies and programs. An example of the use of research results by the Commission can be found in "Summary of Training Needs" based on "Assessment of Training Needs for the Integration of Population and Development," prepared by CERID in September, 1984.

II.F. Future Plan for Research

The Commission's plan for research in the future is stated to be in those areas that reflect important policy implications. The priority areas are:

- a. Demographic survey capability and training;
- b. Vital events and civil registration system;
- c. Contraceptive prevalence survey;
- d. Fertility and mortality survey (running);
- e. Efficacy of family planning methods;
- f. Migration; and
- g. Program evaluation studies.

The Commission has been initiating the establishment of Population Research and Training Center for conducting research on multi-sectoral programs on population, training, seminars, workshops, and collection and production of materials on population programs. Equipped with library and documentation center, this center will reduce the present burden of the Commission in the areas of research and training so that the Commission would contribute more on policy formulation, program development, monitoring, and overall coordination.

The population policies as the cumulative effort of the Commission have been included in the seventh five year plan. The task ahead is to insure their effective implementation. If that's done, the Commission will have contributed significantly in reducing the population growth of Nepal. In this matter the Commission should not slow down in any way.

II.G. Findings on Research Utilization

1. Strength

Four studies after the Mid-Term Review (Table II.1 and II.2) have direct relevance to population

policy. Three completed research except Annotated Bibliography and those by University Teachers and students, one study by University teachers are relevant to population policy formulation.

Altogether 24 Commission sponsored research studies were utilized for academic purposes. The Commission also used 13 studies for information, education and communication purposes (Table II.3). All the three research studies completed after the Mid-Term Review were utilized for policy formulation. Out of a total of 16 studies contracted out (except those by teachers and students) eight were used for population policy formulation (Table II.4).

2. Weaknesses

Only six out of a total of 16 studies that were carried out before the Mid-Term Review had some population policy relevance. Altogether 15 studies were conducted by university teachers and students. These studies would not contribute very much to new population policy formulation.

Before the Mid-Term Review only five out of 16 studies were utilized for policy formation because of less policy relevance of others.

Table II.1

UTILIZATION OF RESEARCH BY NCP

Research Topics	Population Policy	Academic	IEC	Field Operation	Relevance to Population Policy
1. Economic Value of Children in a Tharu Community	-	Yes	-	-	Yes
2. Seminar on Population, Forest, Research, and Energy in Western Dev. Region	-	-	Yes	-	-
3. Symbiotic Relationship Among Population, Forestry and Energy: A Case of Western Dev. Region	-	-	Yes	-	-
4. National Fertility Maps	Yes	Yes	Yes	-	Yes
5. Seminar on Population and the Social Service Sector	-	-	Yes	-	-
6. Study on Interregional Migration in Nepal	Yes	-	-	-	Yes
7. Districtwise Population Projection, 1980 Based on 1971 Population Census	-	-	Yes	-	-
8. Fertility Profiles of Panchayat Leaders	Yes	-	Yes	-	Yes
9. Relationship of Family Size to Female Employment outside Home	Yes	-	-	-	Yes
10. Family Size, Farm Size, and Agricultural Inputs in Nepal: A Search for Linkages	-	Yes	-	-	-

Best Available Document

Research Topics	Population Policy	Academic	IEC	Field Operation	Relevance Populat: Policy
11. Relationship Between Family Size, Food Consumption, and Nutrition	-	Yes	-	-	-
12. Factor Influencing Demand for Contraceptives in Western Dev. Region	-	Yes	-	-	-
13. Industrialization and Employment vis-a-vis Population: A Study of the Eastern Dev. Region	-	-	Yes	-	-
14. A Study of Population Growth in Relation to Capital Formation and Saving in Nepal	-	Yes	-	-	-
15. A Research Study on Fertility Rate Determination	-	Yes	-	-	-
16. Proceeding on the National Conference on Population and the Sixth Plan	Yes	-	Yes	-	Yes
<u>AFTER MID-TERM REVIEW</u>					
17. Relationship Between Food and Population in Mid-West and Far-West Dev. Region of Nepal: 1980-2000	-	-	Yes	-	-
18. Population Composition and Fertility: A Case Study of Satasi Dham and Shivganj Village Panchayat Jhapa	-	Yes	-	-	-
19. Internal and International Migration in Nepal	Yes	Yes	Yes	-	Yes

Research Topics	Population Policy	Academic	IEC	Field Operation	Relevance to Population Policy
20. Interrelationship Between Socio-economic Dev. and Fertility, Mortality, and Migration: A Study of Kaski District	-	Yes	-	-	-
21. In-migration Pattern in Birgunj	-	Yes	-	-	-
22. Implication of Population Growth on Basic Needs Services in Kathmandu Valley	-	Yes	Yes	-	Yes
23. Demographic Case Study of Lahan Town Panchayat, Siraha District	-	Yes	-	-	-
24. Factors Affecting Fertility Rate: A Case Study of Godavari and Jharasi Village Panchayat of Lalitpur District	-	Yes	-	-	-
25. Factors Affecting Fertility Rates: A Case Study of Benimanipur and Dumkibas Village Panchayat, Nawalparasi District	-	Yes	-	-	-
26. Population and Development in Nepal: An Annotated Bibliography	-	Yes	Yes	-	-
27. A Study on Effectiveness of Information, Education and Communication Activities on Family Planning Program in Nepal	-	Yes	-	-	-
28. Growth of Population and Economic Development in Western Dev. Region	-	Yes	-	-	-
29. An Economic Analysis of Effect of Education on Fertility Behavior: A Case Study of Ilam Town Panchayat	-	Yes	-	-	-

Research Topics	Population Policy	Academic	IEC	Field Operation	Relevance Populatio Policy
30. Population Structure and Migration: A Case Study of Ilam Town Panchayat	-	Yes	-	-	-
31. Awareness and Attitude of the People Towards the Family Planning in a Nepalese Village Community	-	Yes	-	-	-
32. Impact of female education on Fertility: A Case Study of Motipur Village Panchayat in Rupandehi District	-	Yes	-	-	-
33. A Study on the Level of Education and Its effect on Fertility Behavior: A Case Study of Mid-Western Dev. Region	-	Yes	-	-	-
34. Contraceptive Social Marketing in Nepal	-	Yes	-	-	-
35. The Role of Non-Governmental and Class Organization in Family Planning Programs	Yes	-	Yes	-	Yes
36. Evaluation of Family Planning Programs in Nepal	Yes	-	-	-	Yes
Total	7	23	13	-	10

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Table II.2

RESEARCH WITH POPULATION POLICY RELEVANCE

	<u>Relevant</u>	<u>Not Relevant</u>
Before Mid-Term Review	6	10
After Mid-Term Review	4	16*

*Fourteen of these studies were conducted by Teacher and students.

Table II.3

NUMBER OF RESEARCH UTILIZED BY NCF

<u>Purpose of Utilization</u>	<u>Before the Mid-Term Review</u>		<u>After the Mid-Term Rev.</u>	
	<u>Utilized</u>	<u>Not Utilized</u>	<u>Utilized</u>	<u>Not Utili:</u>
Policy	5	11	3	17 *
Academic	7	9	17	3
IEC	8	8	5	5

* Fifteen of these were conducted by teachers and students.

Table II.4

UTILIZATION OF RESEARCH BY NCP

	Academic Use by (Students, Teachers and Researchers)	IEC Use
1. Economic Value of Children	Used by CEDA researchers in many research works	
2. Seminar on Population, Forest Resources, and Energy in Western Dev. Region		Seminar conducted in Western Dev. Region (Pokhara)
3. Symbiotic Relationship Among Population, Forestry and Energy A Case of Western Development Region.		Summary depatched to National Planning Commissio
4. National Fertility Maps (used for Policy purposes for Density of Population, and high and low fertility area for family planning)	Maps were used by T.U. Students for preparing M.A. Thesis	Mpas were circulat to different Ministry's of HMG
5. Seminar on Population and Social Service Sector		Seminar conducted for administrative leaders and pancha in Janakpur
6. Study on Interegional Migration (used for Population Policy in National Population Strategy)		
7. Destrucwise Population Projection		Dissiminated to different ministri of HMG
8. Fertility Profiles of Panchayat leaders (used for making policy in reducing fertility of leaders as reflected in Population strategy)		Summary dispatched to National Planni Commission
9. Relationship of Family Size of Female Employment Outside Home (used for increasing Employment of Female in off-farm employment as stated in National Population Strategy)		

- | | | | |
|-----|---|--|--|
| 10. | Family Size, Farm Size, and Agricultural Inputs in Nepal
A Search for Linkage | Used by TU students of Economic for preparing theses | |
| 11. | Relationship Between Family Size, Food Consumption and Nutrition | Used by TU Economics Students for research | |
| 12. | Factors Affecting Demand for Contraceptives in Western Development Region | Used by T.U. faculties for research. Also used by Students at Post Graduate Diploma in Population | |
| 13. | Industrialization and Employment vis-a-vis Population
A Study of Eastern Dev. Region | | Projection of Industrial emment and popu dispatched to different Ministries of |
| 14. | A Study of Population Growth in Relation to capital formation and Saving in Nepal | Used T.U. Students of Economics for preparing M.A. thesis | |
| 15. | A Study on Fertility Rate Determination | Used by Students of Statistics for preparing M.A. thesis
Also used by population Commission Advisers for preparing monographs.
Also used for Post Graduate Diploma in Population at T.U. | |
| 16. | Proceeding on the National Conference and the Sixth Plan | | This proceedin been widely dessiminated Ministries and and Universiti |
| 17. | Relationship Between Food and Population in Mid-West and Far-West Development Region of Nepal 1980-2000 | | Whole Report (dispatched to Ministry of H and National Planning Comm |
| 18. | Population and Development in Nepal: An Annotated bibliography | Used for Post Graduate Diploma in Population Studies | Disseminated (relevant Minis of HMG |

19. The Role of Non-Government and Class Organization in Family Planning Progress (incorporated in National Population Strategy)
20. Evaluation of Family Planning Programs in Nepal (used in National Population Strategy)

Summary dispatch
to FP/MCH Project

III. RESEARCH PLAN OF THE COMMISSION

III.A. Before the Mid-Term Review

At the beginning National Commission on Population seemed to have concentrated its research on understanding the "State of the Art" of population of Nepal. The research studies like "Symbiotic Relationship Among Population, Forestry and Energy", "National Fertility Maps", "Districtwise Population Projection", and "Interregional Migration in Nepal" represented population information and issues not clearly understood before. Raising awareness of population issues among Nepalese leaders was the prime objective of series of Seminars before the Mid-Term Review. The study on "Economic Value of Children in a Tharu Community" reflected the necessity of understanding the value of children of a community unique to the Nepalese Society. Review of population programs and activities was also conducted at the end of 1981. The objective of the seven research studies conducted before 1981 reflected the Commission's necessity to understand population issues and thereby disseminate population issues to Nepalese leaders through seminars.

Attempt to raise awareness of population issues culminated in the study of "Fertility Profiles of Panchayat Leaders." The other eight research studies conducted before the Mid-Term Review of December 1982, were focused on understanding the demand for contraceptives, fertility rates, industrialization and employment, capital formation and saving, and relationship of family size with female employment, farm size, agricultural inputs, and food consumption and nutrition. These studies conducted before 1982 seemed to have provided the Commission's staff enough background materials for the preparation of population sector strategy and for conducting seminars.

III.B. After the Mid-Term Review

After the Mid-Term Review population programs and policies were formulated, which were translated as National Population Strategy in June 1983. Two of the advisers of National Commission on Population produced two study reports on causes and treatment of population problems and demographic targets and their attainments. It was at the beginning of 1983 that National Commission on Population formed a team of Task Force consisting of qualified professionals to carry out the much needed study (See Mid-Term Review, pp. 10-12) on "Internal and International Migration in Nepal." This study, completed in five months, provided a comprehensive set of 70

recommendations for regulating internal migration and restricting international migration.

The Commission handed over to Tribhuvan University the responsibility for involving teachers and students for carrying out basic research on topics like basic needs services, fertility, migration, and demographic characteristics. Almost all the studies conducted by students under NCF through Research Division of Tribhuvan University were demographic case studies. The objective of carrying out such research studies was to prepare additional cadres in population field.

At the beginning of 1984, the much needed annotated bibliography on population and development was prepared by one of the Commission's staff: One private organization was involved in submitting report on the roles of non-governmental organization and class organization while another evaluated family planning programs. Rest of the other studies was completed by University teachers and students. However, these studies completed during 1984 were different from those completed in 1983 in emphasis in terms of topics selection.

The difficulties and complexities of implementing the Commission formulated and HMG accepted population policies and programs however have remained relatively unresolved. The Commission's plan for research indicates more priority on what was to be studied who should study rather than what topics had more relevancy of study for concurrently formulating relevant policies and programs.

III.C. Findings on Research Plan of NCF

- a. Before the Mid-Term Review Commission seemed to concentrate its research on topics that were helpful to understand various population issues.
- b. The Commission attempted to use the research materials for seminars for disseminating informations regarding causes and consequences of population growth in Nepal.
- c. The Commission's plan for research seemed to have also based on increasing population research capability among research in Nepal
- d. The Commission did not have any phasewise written priority for research.
- e. After the Mid-Term Review however, the Commission concentrated more on policy formulations and focused only on those topics which had policy relevance.

IV. MATCHING OF RESEARCH TOPICS WITH APPENDIX A OF PPD

- a. The matching of research studies sponsored by NCP with the topics listed and described in Appendix A of Population Policy Project is rather cumbersome. This is because very few research topics sponsored by NCP had one to one correspondence with the topics listed in Appendix A. The topics that matched with the topics of Appendix A were fertility profiles of Panchayat Leaders, Economic Value of children, Annotated Bibliography, Seminar Report, and Documents of Population Policies and Programs of NCP. All migration studies matched very closely to the topics in Appendix A (Table IV.1) studies concerned with roles of NGO and CO and attitude and awareness of family planning and IEC were also related implicitly.
- b. Many of the other research studies were only approximately related to Appendix A. Majority of the study were related to more than one sections and sub-sections in Appendix A. This resulted from the failure of sponsoring agency to look through the description of topics listed in Appendix A. For example Appendix A has a five page description of economic costs and utility of children, only one study was related to this topic. Not a single study was carried out on monitoring the urban drift. Topics related to analysis of Sixth Five Year Plan are many but their relevancy with respect to the description in Appendix A is doubtful. Impact analysis is negligible. Rigorous studies on literacy programs that has three page description in Appendix A, were not carried out. Family status and fertility alone has a 15 page description but the research studies related to these description are quite scattered and uneven. All these happened because of absence of priority and phasing instruction in Appendix A.
- c. During the project period, 14 research studies were related to context of Nepalese fertility, out of which seven were carried out before the Mid-Term Review and seven were after the Mid-Term Review, five fertility related studies were carried out during 1983, most of them were carried out by University students and teachers. All studies related to family size were carried out before the Mid-Term Review (Table IV.2).
- d. Nine studies were related to consequences of high fertility and eight studies were concerned with migration and projection of social service needs.

- e. Twelve studies were related to policy level development impact out of which eight studies were related to population policy development. These studies were more relevant only topicwise and less relevant in terms of description under the topics given in Appendix A.
- f. Altogether, eight studies were related to operations research on programs to reduce fertility and all of them were carried after the mid-term evaluation was conducted. Two of the studies population policies and programs and national population strategy were prepared in response to mid-term evaluation.
- g. A total of 43 studies related to one or more topics in Appendix A was carried out during the life of the project. Out of this total 32.6 percent was from Section A, 20.9 percent from Section B, 27.9 percent from Section C, and 18.6 percent from Section D. Almost equal distribution of topics among sections has been insured. Similarly the distribution of the topics in time frame exhibited almost similar distribution. In 1981, 18.6 percent of the total topics (43) was studied. This percentage was 25.6, 30.2, and 25.6 for 1982, 1983, and 1984 respectively. Subjectwise and timewise the research studies were carried out almost proportionately.
- h. Some duplication of topics conducted by M.A. students was noticed but duplication itself was justified on the fact that the areas they had selected for study were not repeated. In case of repetition of the topics the focus was supposed to be different. The Commission, however, did not have way to verify it. Moreover, students were concerned more about completing their degree rather than conducting studies that would generate policy recommendations from their conclusions. The Commission did not expect this either.
- i. The Commission seemed not to bother about following the exact description of the topics in Appendix A. This was because of absence of priority and phasewise breakdown of topics in Appendix A that provided flexibility to the Commission in the section of research projects to meet its own necessity.
- j. Two studies (role of NGOs and COs and internal and international migration) were conducted following the suggestion of the Mid-Term Review.

Table IV. 1

MATCHING WITH TOPICS DESCRIPTION IN APPENDIX A OF PROJECT PAPER

<u>Research Studies Carried Out by NCF</u>	<u>Related Topics Listed in Appendix A</u>
• Economic Value of Children: A Case Study of a Tharu Community (May, 1980).	1. Intensive Community Level Caste Studies: Economic Cost and Utility of Children p. 10, A4.a.
• Seminar on Population, Forest Resources, and Energy in Western Development Region (March 1981).	2. Relationship between population and development variables (p.C2, d and p-20, C3 first paragraph).
• Symbiotic Relationship Among Population, Forestry, and Energy: The Case of Western Development Region (April 1981).	3. Related to p. 20, C3.
• National Fertility Maps with Interpretations (August 1981).	4. Related to p.9, A3, paragraph 2. The scope of this project is greater than those listed in Appendix A for general population characteristics. It falls within mapping and analysis of existing census data not explicitly mentioned in Appendix A but implicit in many sections.
• Seminar on Population and the Social Service Sector (September 1981).	5. Related to p.20, C3.
• Study on International Migration in Nepal (October 1981).	6. Related to p.18, B3, but carried out at Macro Level using census data.
• Districtwise Population Projection 1980 Based on 1971 Population Census (October 1981).	7. Not explicitly stated in Appendix A but was necessitated by district boundary changes in 1975 as it would affect both micro and macro level area studies of population component related to p.17, B2.
• A Brief Review of Population Programs and Activities in Nepal (December 1981).	8. It is a periodic review of population programs. This review focuses on "What is there" and suggests future actions for population policy and program development related to C3.

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- Fertility Profiles of Panchayat Leaders (1982).
 - Relationship of Family Size to Female Employment Outside Home (January 1982).
 - Family Size, Farm Size and Agricultural Inputs in Nepal: A Search for Linkages (1982).
 - Relationship Between Family Size, Food Consumption, and Nutrition (March 1982)
 - Factors Influencing Demand for Contraceptives in Western Dev. Region (March 1982).
 - Industrialization and Employment vis a vis Population: A Study of the Eastern Development Region (March 1982).
 - A Study of Population Growth in Relation to Capital Formation and Savings in Nepal (March 1982).
 - A Research Study on Fertility Rate Determination (June 1982)
 - Population Sector Strategy (March 1982).
 - Proceedings of the National Conference on Population and the Sixth Plan (April 1982).
 - Nepal: Population and Development (September 1982).
 - Population Policies and Program (January 1983).
 - Relationship Between Food and Population in the Mid-West and Far-West Development Region of Nepal: 1980-2000 (1983).
- 9. Related to p.15, A5.
 - 10. Related to p.14, A4.b, paragraph 2,; p.21, D1; also related to p 23-26, D1.b under Vocational Training and Cooperatives.
 - 11. Very roughly related to B1; p.14, A4.d; also see p.10, A4.
 - 12. Related to p.14, A4.b second paragraph which states comparison of food expenditures by family size and composition with the cost of some standard diet. Also see p.10, A4.
 - 13. Related to p.19, C2, paragraph 2; D2.b.
 - 14. Although roughly related to p.19 C2, it is not explicitly mentioned anywhere in Appendix A.
 - 15. Not related explicitly. It may have been derived from p.19, C2.c.
 - 16. Related to A2, but World Fertility Survey is not referred, p.19, C2
 - 17. Related to p.19, C2; p.20, C3.
 - 18. Related to C3.
 - 19. Related to p.20, C3.
 - 20. Related to Recommendation No.3 of Mid-Term Review.
 - 21. Related to p.9, A3, paragraph 3; p.17, B9.

2. Population Problem of Nepal: Causes and Treatment (1983).
3. Demographic Targets and their Attainments: The Case of Nepal (1983).
4. National Population Strategy (June 1983).
5. Population Composition and Fertility: A Case Study of Satasi Dham and Shivganja Village Panchayat, Jhapa (August 1983).
6. Internal and International Migration in Nepal (August 1983).
7. Interrelationship Between Socio-Economic Development and Fertility, Mortality and Migration: A Study of Kaski District (November 1983).
8. In-migration Pattern in Birgunj Urban Areas (December 1983).
9. Implications of Population Growth on Basic Needs Services in Kathmandu Valley (December 1983).
0. Demographic Case Study of Lahan Town Panchayat Siraha District (December 1983).
1. Factors Affecting Fertility Rate: A Case Study of Godavari and Jharasi Village Panchayat of Lalitpur District (December 1983).
2. Factors Affecting Fertility Rate: A Case Study of Benimanipur and Dumkibas Village Panchayat, Nawalparasi District (December 1983).
3. Population and Development in Nepal: An Annotated Bibliography (1984).
22. Related to p.20, C3; p.2, paragraph 2 (classification of basic issues and conditions in Nepal). This is an adviser's analysis.
23. Related to p.6, A2; p.7 paragraph 3. This is an advisor's analysis.
24. Related to the Recommendation No. 3 of Mid-Term Review. This was an official document of His Majesty's Government on National Population Strategy. Also related to p.11 of Mid-Term Review.
25. Related to p.7, A3; p.14, A4.b.
26. Related to p.18, B3; and Mid-Term Review, pp 10.12, 36-37.
27. Related to p.7, A3; p.18, B3.
28. Related to p.18, B3.
29. Related to Basic Human Needs in p.19, C2; perfectly matched with p.17, B2.
30. Related to p.7, A3.
31. Related to p.7, A3.
32. Related to p.17, A3.
33. Matched with compilation of existing studies, p.6, A1.a.

A Study on Effectiveness of Information, Education, and Communication Activities Family Planning Program in Nepal (January 1984).

Growth of Population and Economic Development in Western Development Region (1961-1981) (January 1984).

An Economic Analysis of Effect of Education on Fertility Behavior: A Case of Ilam Town Panchayat (March 1984).

Population Structure and Migration: A Case Study of Ilam Town Panchayat (March 1984).

Awareness and Attitude of the People Towards the Family Planning in a Nepalese Village Community (April 1984).

Impact of Female Education on Fertility: A Case Study of Motipur Village Panchayat in Rupandehi District (May 1984).

A Study on the Level of Education and Its Effect on Fertility Behavior: A Case Study of Mid-Western Dev. Region (May 1984).

Contraceptive Social Marketing in Nepal (May 1984).

The Role of Non-Governmental and Class Organization in Family Planning Program (June 1984).

Evaluation of Family Planning Programs in Nepal (June 1984).

34. Related to p.20, C3, paragraph 2; also related to Mid-Term Review, p.17, first paragraph.

35. Related to p.17, B2.

36. Related to p.17, B1.

37. Related to p. 19, B3.

38. Related to p.26, D2.a, pp. 27-28, D2.a; also related to Mid-Term Review p.41, IV.E.

39. Related to p.21, D1.a.

40. Related to p.21, D1.a.

41. Related to pp. 26-27, D1.a,c.

42. Related to D2.b; also related to Mid-Term Review, p.40, IV D; p.39, IV.C.

43. Related to p.28, D2 (Evaluation Studies).

Table IV.2

MATCHING OF TOPICS WITH APPENDIX A

Topics Listed in Appendix A of Project
Paper Population Policy Development
(367-0130)

NCP Research Studies Related to
the Topics in Appendix A

	1981	1982	1983	1984	Total
A. CONTEXT OF NEPALESE FERTILITY	2	5	6	1	14 (32.6)
A.1 Compilation of Existing Studies	-	-	1	1	2
A.2 Macro-Determinants of Fertility Analysis of Existing Data	-	1	1	-	2
A.3 Infant Mortality and Fertility	1	-	5	-	6
A.4 Intensive Community Level Case Studies: Family Size and Family Welfare	1 (1980)	3	-	-	4
A.5 Fertility Profile of Nepalese Leadership	-	1	-	-	1
B. CONSEQUENCES OF HIGH FERTILITY	2	-	4	3	9 (20.9)
B.1 Impact on Local Community	-	-	-	1	1
B.2 Projection of Social Service Needs at District and National Level	1	-	2	1	4
B.3 Migration	1	-	2	1	4
B.4 Monitoring of Urban Drift	-	-	-	-	-
C. POLICY LEVEL POPULATION IMPACT	4	6	1	1	12 (27.9)
C.1 Analysis of Nepalese Legal Code	-	-	-	-	-
C.2 Analysis of Sixth Five Year Plan	-	4	-	-	4
C.3 Population Policy Development	4	2	1	1	8
D. OPERATIONS RESEARCH ON PROGRAMS TO REDUCE FERTILITY	-	-	2	6	8 (18.6)
D.1 Female Status and Fertility	-	-	-	2	2
D.2 Family Planning and Fertility Related to the Recommendation of Mid-Term Review	-	-	2	4	4
	-	-	2	-	2
TOTAL	8 (18.6%)	11 (25.6%)	13 (30.2%)	11 (25.6%)	43 (100%)

IV.A. Findings on Matching of Research Topics with Appendix A of FPDG

1. Very few research topics sponsored by the Commission had one to one correspondance with the topics listed in Appendix A of FPD. Because most of the research topics were only approximately related with Appendix A.
2. Appendix A did not include phasewise priority for research and that the commission seemed to have picked up topics at random .
3. the selection of topics for research indicated a proportionate distribution in term of both time and areas of research listed in Appendix A.
4. Most of the research studies (except those by university teachers and students) conducted after the Mid-Term Review closely followed its suggestion. These topics were concentrated on examining the roles of NGOs and COs as well as on internal and international migration.

V. RESEARCH CAPABILITY

V.A. Research Categories

As the evaluation team sees it the research topics studied can be divided into seven broad categories. Four studies were related to migration, three studies were concerned with establishing relationship between family size and other variables; seven studies concentrated on establishing relationship of population with industrialization and employment, forestry and energy, capital formation and savings, food, economic development, and services; thirteen studies focused on fertility, and six studies focused on family planning. The number of population policy related studies was ten (Table V.1).

V.B. Institutions Involved in Research

Nine private research organization were involved in carrying out 11 research studies. Three university departments conducted one study each. One semi autonomous research center conducted one study. Task force on migration conducted one study whereas two of the advisers of NCP completed two reports. NCP itself was responsible for designing and conducting ten studies including seminars and formulation of policies and programs. Ten university students wrote M.A. thesis and five University teachers conducted one study each (Table V.2).

V.C. NCP's Involvement in Research

Except in few cases as in "Fertility Profile of Panchayat Leaders", "Annotated Bibliography" and seminar papers and proceedings the NCP staffs were not directly involved in carrying out research. The NCP staff and advisers were responsible for managing research contracts and monitoring and evaluation. Occasionally, however, NCP publishes monographs prepared by its professional staff. Two such studies completed on 1984 were "Estimates of Total Fertility Rate for Nepal and Its Geographical Sub-divisions and Administrative Zones", 1971 and 1981 and "Financial and Physical Requirements for the Expansion of Family Planning in Nepal." In addition the NCP staff also examined the organization and quality of the 1981 census.

V.D Private Research Organizations

Among the private research organizations, enough research capability is being built from the administrative point of view. The main conduct of the research contracted, however, depended very much on hired experts. All researchers are supposed to be qualified professionals who are experts in their subject area. The research capability in these private research organization needs to be strengthened in the area of research methods. Commercial mentality of such organization can be avoided by effective monitoring, rigorous methods of evaluation and training in research methodology.

V.E. Research Capacity of University

University departments at Kirtipur have well qualified professionals capable of conducting any kind of basic research. The capacity of involving in applied research, however, varies from one department to another. NCP can identify such capability on the basis of past performance.

The University teachers who were assigned research projects by NCP through Research Division of Tribhuvan University are beginning to catch-up the expectation of NCP in terms of research quality. Some orientation on research methods and supervision are desirable.

The University students are taught population issues and research methods but lack maturity in conducting research works. NCP has been encouraging them to expose themselves by thesis writing in population issues so that they will be absorbed in private or government organizations.

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Table V.1

SUBJECTWISE CATEGORIES OF RESEARCH STUDIES OF NCF

- A. Studies Related to Migration
1. Interregional Migration
 2. Internal and International Migration
 3. In-migration of Birgunj
 4. Population Structure and Migration of Ilam
- B. Relationship with Family Size
1. Food Consumption and Nutrition
 2. Female Employment
 3. Farm Size and Agricultural Inputs
- C. Relationship with Population
1. Industrialization and Employment (EDR)
 2. Forestry and Energy (WDR)
 3. Capital Formation and Saving
 4. Food (Mid-West and Far-West)
 5. Economic Development (WDR)
 6. Social Services Sector (CDR)
 7. Basic Needs Services (Kathmandu Valley)
- D. Related to Fertility
1. Education and Fertility
 2. Factors Affecting Fertility Rate
 3. Factors Affecting Fertility Rate
 4. Female Education
 5. Population Composition and Fertility
 6. Population Composition and Fertility
 7. Education and Fertility
 8. Fertility Rate Determination
 9. National Fertility Maps
 10. Fertility Profiles of Panchayat Leaders
 11. Fertility, Mortality, Migration and Socio-Economic Factors
 12. Economic Value of Children
 13. Demographic Case Study
- E. Districtwise Population Projection
- F. Related to Family Planning
1. Demand for Contraceptive (WDR)
 2. Evaluation of Family Planning
 3. Contraceptive Social Marketing

4. Awareness and Attitude Towards Family Planning
5. Effectiveness of IEC Activities on Family Planning Programs
6. Roles of Non-governmental Organizations and Class Organizations

6. Population Policy Related Studies

1. Population Problems of Nepal: Causes and Treatment
2. Demographic Targets and Their Attainment
3. Review of Population Programs and Activities
4. Population Sector Strategy Development
5. National Population Strategy
6. Nepal: Population and Development
7. Population and the Sixth Plan
8. Population Policies and Programs
9. Annotated Bibliography.

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Table V.2

NUMBER OF ORGANIZATIONS INVOLVED IN NCF SPONSORED
RESEARCH STUDIES

	<u>Number of Research Carried out</u>
A. <u>Private Research Organizations</u>	
1. Center for Development Research	1
2. East Consult	1
3. Highland Research Associates	1
4. Himalayan Studies Center	2
5. Industrial Services Center	1
6. Integrated Development System	1
7. Management & Research Associates	2
8. New ERA	1
9. Seem Consultants	1
B. <u>Semi-Autonomous Research Center</u>	
1. Agricultural Project Services Center	1
C. <u>Tribhuvan University Departments</u>	
1. Center for Economic Development and Administration (CEDA)	1
2. Economic Instruction Committee	1
3. Geography Instruction Committee	1
D. Tribhuvan University Teachers	5
E. Tribhuvan University Students	10
F. National Commission on Population	10
G. Task Force on Migration	1
H. Advisers of National Commission on Population	2
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V.F. Findings on Research Capability in Population

- a. Altogether seven categories of research were conducted. Four studies were related to migration; three to correlates of family size, seven to correlates of population; 13 to determinants of fertility; six to family planning and 9 to population policy formulation.
- b. Nine private research organization, one semi-autonomous research center, three university departments, five university teachers, and 10 university students were involved in the Commission sponsored research studies
- c. The Commission also produces some monographs written by its staff
- d. Enough research capability exists among private organization except that rigorous training in research method is lacking or atleast not adequately demonstrated in the quality of output.

VI. FINDINGS

VI.A. Findings on Internal Quality of Research by Private Research Organizations and University Departments

- a. Ten studies had included useful conclusions and recommendations (Table I.1 and I.2).
- b. Eight research studies based on secondary data attributed inconclusive nature of study to inadequate data.
- c. Nine research studies used inappropriate analytical techniques. Most of these failed to distinguish between correlation and causation.
- d. Six of the studies formulated functional hypotheses but secondary data coupled with inappropriate analytical technique precluded from testing hypotheses and drawing inferences.
- e. More than 50 percent of these studies suffered from poor organization and editing as a result of careless planning of research operation
- f. More than 50 percent of these studies failed to utilize literature review for drawing rational conclusions in relation to the study objectives. Most literature review being long annotations did not help isolate the rationality of the study both conceptually and methodologically. Majority of these studies reviewed literature of identical nature but treated differently. This would not be objectionable if these would be used critically in terms of their similarities and differences with the studies carried out.
- g. Five studies used inappropriate method of sample. The usual claim for the method of sample selection is random but because of lack of appropriate sampling frame purposive sampling was used.

- h. The quality of research studies sponsored by NCP in recent years has improved compared to many of those conducted at the beginning of the project. Although there are not many research studies conducted after the Mid-Term Review, the Commission has been more cautious in contracting out the research by applying more rigorous criteria of relevance. For example, the studies on Internal and International Migration in Nepal, The Role of Non-Governmental and Class Organizations in Family Planning, and Family Planning Evaluation, are more relevant in policy formulation and focus more on the practical aspect of the problem rather than on the theoretical side. The recently continuing studies on "Fertility and Mortality in Nepal" and "Cost and Benefit of Children in Nepal" carried out by New ERA and IDS respectively are expected to be better qualities because of their better focus on the topic objectives and continuous monitoring by NCP.

I.B. Findings on Internal Quality of Research by Teachers and Students

- a. Thirteen of the 15 studies carried out by university teachers and students contained reliable data based on case studies of villages (Table I.3 and I.4).
- b. Most of these case studies failed to give appropriate titles and treated the text in a slightly different way. This also contributed to poor organization of the text.

VI.C. Summary of Findings on Overall Quality of Research

- a. The Commission seemed to have stimulated research interest among private research organizations, university departments, and individuals in population research in order to increase national capacity to undertake demographic and fertility research in Nepal (Appendix A).
- b. The Commission in its early phase of establishment did not have adequate staff to continuously monitor the research work and set a high standard by effective evaluation mechanism for the research output to be more useful to the Commission.

- c. After the Mid-Term Review, the Commission has been using rigorous criteria for selecting project proposal. But the Criteria the Commission used is based on quantity of research rather than quality already carried out by individuals and private research organizations.
- d. Five University faculty members who teach either at the undergraduate level or are teaching in various campuses outside the valley have completed their research funded by NCP. The overall quality of their research demonstrates that they have developed the capacity to conduct research independently and competently regardless of some minor methodological weaknesses. These teachers now understand the population issues better than before and can effectively teach the research materials they have produced to their students. Moreover, these research studies have enabled them to discuss about population problems with senior professors of the university more competently.
- f. The university students usually do not spend much time in the field collecting data because of time and research constraints. The quality of their theses has significantly improved because of funding by NCP. They collected better quality data and performed more complicated multivariable analysis than most of the other students who were not able to receive funds. This is also exhibited by all of these students receiving above 70 percent (merit) marks in their respective departments. The funding by NCP has significantly contributed to increasing the quality of these despite some minor methodological weaknesses.

VI.D. Findings on Research Utilization

1. Strength

Four studies after the Mid-Term Review (Table II.1 and II.2) have direct relevance to population policy. Three completed research except Annotated Bibliography and those by University Teachers and students, one study by University teachers are relevant to population policy formulation.

Altogether 24 Commission sponsored research studies were utilized for academic purposes. The Commission also used 13 studies for information, education and communication purposes (Table II.3). All the three research studies completed after the Mid-Term Review were utilized for policy formulation. Out of a total of 16 studies contracted out (except those by teachers and students) eight were used for population policy formulation.

2. Weaknesses

Only six out of a total of 16 studies that were carried out before the Mid-Term Review had some population policy relevance. Altogether 15 studies were conducted by university teachers and students. These studies would not contribute very much to new population policy formulation.

Before the Mid-Term Review only five out of 16 studies were utilized for policy formation because of less policy relevance of others.

VI.E. Findings on Research Plan of NCP

- a. Before the Mid-Term Review Commission seemed to concentrate its research on topics that were helpful to understand various population issues.

- b. The Commission attempted to use the research materials for seminars for disseminating informations regarding causes and consequences of population growth in Nepal.
- c. The Commission's plan for research seemed to have also based on increasing population research capability among research in Nepal .
- d. The Commission did not have any phasewise written priority for research.
- e. After the Mid-Term Review however, the Commission concentrated more on policy formulations and focused only on those topics which had policy relevance.

VI.F. Findings on Matching of Research Topics with Appendix A of PPDG

- a. Very few research topics sponsored by the Commission had one to one correspondance with the topics listed in Appendix A of PPD. Because most of the research topics were only approximately related with Appendix A.
- b. Appendix A did not include phasewise priority for research and that the commission seemed to have picked up topics at random
- c. the selection of topics for research indicated a proportionate distribution in term of both time and areas of research listed in Appendix A.
- d. Most of the research studies (except those by university teachers and students) conducted after the Mid-Term Review closely followed its suggestion. These topics were concentrated on examining the roles of NGOs and COs as well as on internal and international migration.

VI.G. Findings on Research Capability in Population

- a. Altogether seven categories of research were conducted. Four studies were related to migration; three to correlates of family size, seven to correlates of population; 13 to determinants of fertility; six to family planning and 9 to population policy formulation.

- b. Nine private research organization, one semi-autonomous research center, three university departments, five university teachers, and 10 university students were involved in the Commission sponsored research studies
- c. The Commission also produces some monographs written by its staff
- d. Enough research capability exists among private organization except that rigorous training in research method is lacking or at least not adequately demonstrated in the quality of output.

VII. RECOMMENDATIONS

1. The Commission should carry out studies on migration out of the country and on fertility mapping of 1981 Census as they are already planned to be conducted.
2. The Commission should also design studies that involve pilot study by continuous monitoring which can be directly used for formulating population policies and programs as well as for reducing population growth of Nepal.
3. Little is known on mortality status that needs to be studied nationwide.
4. The Commission should devise a detail and rigorous format for research proposal to be submitted to the Commission for research in order to avoid duplication and diversion in the final report.
5. The Commission should arrange for the presentation of output on ongoing research in regular colloquia.
6. The Commission should make a summary of the conclusions and recommendations provided by different research studies and disseminate them to relevant agencies immediately after the final submission of research report.
7. The Commission must strictly monitor the work progress of the research studies to ensure that they are completed as planned in the research proposal.
8. Research by University teachers should be supervised by qualified individuals with specialization in population related fields to ensure better methodology and organization of the research report.
9. Research to be awarded to University students for writing their Master's Thesis should be based on avoiding duplication as well as on using rigorous research methodology.
10. The Commission must use rigorous criteria for selecting individuals and organization for carrying out research on the basis of quality of output in the past rather than quantity of output.
11. The Commission should conduct only those studies which can be directly utilized for viable policy and program formulation to help reduce population growth of Nepal.

12. The Commission should not directly involve in any academic research which is the domain of University. But it should continue to support the University in research and population diploma program
13. The Commission must have a formal plan for carrying out research studies on a priority basis.
14. The Commission should concentrate on follow-ups monitoring and coordinating programs that were already formulated and disseminated to related agencies.
15. Rigorous training in research method should be provided to the individuals and firms that are likely to be involved in the Commission sponsored research studies.
16. The Commission should make a qualified staff and all the research studies and derive necessary recommendations to be disseminated to relevant agencies

BACKGROUND MATERIALS

RESEARCH STUDIES/OTHER MAJOR REPORTS

1. Centre for Economic Development and Administration, "Economic Value of Children: A Case Study of a Tharu Village", National Commission on Population, May 1980, Kathmandu, 60 p.

This study attempts to assess the economic contribution of Nepalese children to the household in terms of time spent.

2. National Commission on Population "Seminar on Population, Forest Resources, and Energy in Western Development Region", National Commission on Population, March 1981, Kathmandu, 72 p.
3. Integrated Development Systems, "The Symbiotic Relationship Among Population, Forestry and Energy: The Case of Western Development Region", National Commission on Population, April 1981, Kathmandu, 89 p.

In view of the importance of the forestry/population relationship for the economy and development of Nepal this project is undertaken to quantitatively examine this relationship in terms of current and future trends for the Western Development Region of Nepal.

4. Geography Instruction Committee (Tribhuvan University), "National Fertility Maps - With Interpretations", National Commission on Population, 1981, Kathmandu, 123 p.

The present fertility mapping is the first of its kind in scope and mapping techniques. The objective of the present work is to make cartographic representation of various characteristics of population in an accurate way.

5. National Commission on Population, "Seminar on Population and the Social Services Sector in Central Development Region", National Commission on Population, September 1981, Kathmandu, 45 p.
6. New ERA, "Study on Inter-Regional Migration in Nepal", National Commission on Population, October 1981, Kathmandu

The overall objective of the study was to better understand the nature, extent, and causes of inter-regional migration in Nepal with the hope of delineating factors that influence permanent and seasonal migration.

7. Seem Consultants (P.) Ltd., "Study Report on Districtwise Population Projection 1980 Based on 1971 Population Census", National Commission on Population, October 1981, Kathmandu, 47 p.

The objective of this study is to project the population figure to 1980 based on 1971 census after adjusting the population of those districts whose boundaries were changed after the second amendment of the constitution. The adjustment of population is based on the changes in the boundaries of the districts as published in "Nepal Rajpatra Part 3" issued on various dates and the population census of 1971, published by Central Bureau of Statistics.

8. National Commission on Population, "A Brief Review of Population Programmes and Activities in Nepal", National Commission on Population, December 1981, Kathmandu, 62 p.

This study report focuses on finding "What is there" which began by collecting relevant information from secondary sources conducting general study to evaluate the "Consistencies" among the programs of various institutions, conducting in-depth study of working procedures of related organizations and examining the general relation among the related institutions at sectoral level.

9. National Commission on Population, "Fertility Profile of Panchayat Leaders", National Commission on Population, 1982, Kathmandu, 53 p.

Keeping in view that the success of family planning program depends much on the fertility level and attitudes of elite groups, the Population Commission has adopted a policy of determining their fertility level and attitudes towards family planning programs.

10. Himalayan Studies Centre, "Relationship of Family Size to Female Employment Outside the Home", National Commission on Population, January 1982, Kathmandu, 77 p.

The study traces out the connection between family size and the employment of women outside the home, also aims at cutting down the size of the family thereby discouraging the growth of population. All available data, statistics and information indicate to conclude that the more women are absorbed in employment outside the home, the greater is the impetus for shrinking the size of the family.

11. management and Research Associates, "Family Size, Farm Size, and Agriculture Inputs in Nepal: A Search for Linkage", National Commission on Population 1982, Kathmandu, 79 p.

Population rise, besides being dependent upon the fertility of women of the country and migration, is also a function of many socio-economic and culture factors. In this research, an attempt is made to explore the relationship between family size and land holding size, and family size and access to agriculture inputs.

12. Centre for Development Research, "Relationship Between Family Size, Food Consumption and Nutrition", National Commission on Population, March 1982, Kathmandu, 138 p.

The paper attempts to analyse a set of functional hypotheses that explains the two-way relationship between family size, food consumption, and nutritional status through extensive, state-of-the-art review of available literature in order to develop structural relationships and study policy implications.

13. Highland Research Associates, "Factors Influencing Demand for Contraceptives in Western Development Region of Nepal", National Commission on Population, March 1982, Kathmandu, 73 p.

The major focus of this research effort is primarily to establish a functional relationship that explains the demand function for contraceptives in the Western Development Region of Nepal based on available set of secondary information. The study seeks to present the general characteristics of family planning acceptors together with a brief review of relevant literature in the field of contraceptive users.

14. Industrial Services Centre, "Industrialization and Employment vis a vis Population: A Study of Eastern Development Region", National Commission on Population, March 1982, Kathmandu, 64 p.

This study examines the major interrelationship between population on the one hand and industrialization and employment on the other. The study relates to the Eastern Development Region and covers a time perspective of 20 years - 1980 through 2000. A brief profile of the Eastern Development Region and a review of industrial sector in the Sixth Plan have been presented to set the stage.

15. Economics Instruction Committee (Tribhuvan University), "A Study on Population Growth in Relation to Capital formation and Savings in Nepal", National Commission on Population, March 1982, Kathmandu, 121 p.

This study aims at fulfilling the objectives of reviewing literatures on capital formation/savings and population growth and based on the review develop a set of structural relationships that explain the workings of relationships between population growth and structure to capital formation/saving. Working hypotheses that explain the central relationship under study based on available statistics are identified and further research needs recommended.

16. East Consult (P.) Ltd., "A Research Study on Fertility Rate Determination", National Commission on Population, June 1982, Kathmandu, 51 p.

This study was carried out to check whether the targeted reduction of fertility in Nepal by the end of the Sixth Five Year Plan period could be achieved with the targets set in number of acceptors.

17. His Majesty's Government of Nepal, "Population Sector Strategy Development," National Commission on Population, March 1982, Kathmandu, 100 p.

The objective of this strategy is to develop a comprehensive framework for dealing with the population-development imbalances. The focus is more on the determinants of population change phenomenon. The report briefly summarizes the historical dimensions of population dynamics of Nepal and HMG's response to the population-development challenge. It also builds on the past achievements and constraints by delineating the framework and strategy for dealing with the population problem.

18. National Commission on Population, "Proceedings of the National Conference on Population and the Sixth Plan", National Commission on Population, April 1982, Kathmandu, 124 p.
19. National Commission on Population, "Nepal: Population and Development", National Commission on Population, September, 1982, 27 p.
20. National Commission on Population, "Population Policies and Programs", National Commission on Population, January 1983, Kathmandu, 75 p.
21. Agricultural Projects Services Center, "Relationship Between Food and Population in Mid-West and Far-West Development Region of Nepal: 1980-2000", National Commission on Population, 1983, Kathmandu, 52 p.

This study explores the relationship between food and population and highlights the likely food problem that could arise in Mid-West and Far-West Development Regions of Nepal, given the current trends in population growth and food production. Future population growth rate has been projected under reduced fertility assumptions and the resulting population size has been indicated. Increased food production and population control are recommended as essential measures.

22. David, A.S. and Laurie Zivetz, "The Population Problem of Nepal: Causes and Treatment", National Commission on Population, 1983, Kathmandu, 78 p.

This paper presents a review of the theoretical and factual foundation of population policy development as it is related to Nepal. It also explains that the existence of a population problem must be viewed in a relative and dynamic fashion. The relativeness is necessitated by the fact that population size, growth, and distribution do play a very important role in both determinants and consequences of development goals and objectives.

23. Joshi, P.L. and A.S. David, "Demographic Targets and Their Attainments: The Case of Nepal", National Commission on Population, 1983, Kathmandu, 54 p.

The paper reviews the demographic targets fixed in the development plans starting with the Third Plan and the progress in the attainment of these targets. It also explains the process of determination of these targets. It also discusses the methods adopted to test the attainment of the targets.

24. National Commission on Population, "National Population Strategy", National Commission on Population, June 1983, Kathmandu, 59 p.

The policy statements and program directions indicated in this document are aimed at achieving a Total Fertility Rate (TFR) of 2.5 by the year 2000. It is within the overall framework and guidelines of these policies that time specific periodic and annual programs will be developed and implemented through various government agencies, non-governmental organizations, class organizations and Panchayat, for the attainment of the long term demographic target.

25. "Population Composition and Fertility: A Case Study of Satasi Dham and Shivaganja Village Panchayats", August 1983 (M.A. Theses).

26. Task Force on Migration, "Internal and International Migration in Nepal", (in Nepali), National Commission on Population, August 1983, Kathmandu, 1205 p.

The main objectives of this study are to study and analyse the nature, magnitude, and causes of internal and international migration on the basis of field surveys; to analyse the impact and probable consequences of internal and international migration in economic and related fields; and to suggest national policy measures and directions for programs that should be pursued with regard to migration.

27. "Interrelationship between Socio-Economic Development and Fertility, Mortality, and Migration: A Study of Kaski District", November 1983.

This study attempts to explore the relationship between demographic and socio-economic variables in three wards of three panchayat in Kaski district. The demographic variables selected were fertility, mortality, and migration.

28. "In-Migration Pattern in Birgunj Urban Area", December 1983.

This study attempts to identify characteristics, volume, and pull and push factors influencing in-migration of 165 households in Birgunj urban area.

29. "Implications of Population Growth on Basic Need Services in Kathmandu Valley", December 1983.

This study examines the existing situation of education, health, and postal services in Kathmandu Valley in relation to its area and population and projects than as additional requirements of services in relation to growing population for the period 1985-2000.

30. "Demographic Case Study of Lahan Town Panchayat, Siraha District (Population Composition and Fertility)", December 1983 (M.A. Thesis).

31. "Factors Affecting Fertility Rate: A Case Study of Godavari and Jharasi Panchayat in Lalitpur District", December 1983 (M.A. Thesis).

32. "Factors Affecting Fertility Rate: A Case Study of Benimanipur and Dumkibas Village Panchayat of Nawalparasi District", December 1983 (M.A. Thesis).

33. Thacker, Prabha (ed.), "Population and Development in Nepal: An Annotated Bibliography", National Commission on Population, 1984, Kathmandu, 99 p.

34. "A Study on Effectiveness of Information, Education and Communication Activities of Family Planning Program in Nepal", January 1984 (M.A. Thesis).

35. "Growth of Population and Economic Development in Western Development Region of Nepal (1961-1981)", National Commission on Population, January 1984, Kathmandu 139 p.

This study attempts to analyse the growth of population and its impact on the resource development of the Western Development Region of Nepal. It is hypothesized that the growth of population surfaces the rate of resources development leading to regional disparities and backwardness. Several aspects of population and resources of economic development have been examined on the basis of available data and information.

36. "An Econometric Analysis of Effect of Education on Fertility Behavior in Ilam Town Panchayat, March 1984 (M.A. Thesis).
37. "Population Structure and Migration: A Case Study of Ilam Town Panchayat", March 1984 (M.A. Thesis).
38. "Awareness and Attitude of the People Towards the Family Planning in Nepalese Village Community", April 1984 (M.A. Thesis).
39. "Impact of Female Education on Fertility: A Case Study", May 1984 (M.A. Thesis).
40. "A Study on the Level of Education and Its Effect on Fertility Behavior: A Case Study of Mid-Western Development Region", May 1984.

This study attempts to examine effects of education of husband or wife, employment, and migration on fertility behavior in one village and one town panchayat of Mid-Western Development Region

41. "Contraceptive Social Marketing in Nepal", May 1984 (M.A. Thesis).
42. Himalayan Studies Center, "The Role of Non-Government and Class Organization in Family Planning Program", National Commission on Population, June 1984, Kathmandu, 251 p.

This study makes inventory of existing Non-governmental Organization and Class Organizations in Nepal and reviews their activities in family planning programs.

43. Management and Research Associates, "Evaluation of Family Planning Programs in Nepal", National Commission on Population, June 1984, Kathmandu, 162 p.

The major objective of the study is to review and assess the current family planning service delivery programmes by geographic coverage as well as by contraceptive mix. Also included are developing of analytical framework to assess the family planning service delivery programmes run by various agencies and its impact on fertility reduction program, providing detailed analysis of the bottlenecks faced by various institutions to expand the existing service delivery program, and preparing policy and program recommendations.

MAJOR PROJECT DOCUMENTS

1. Project Paper, Population Policy Development Project, August 1979, (367-0130).
2. Grant Agreement, Population Policy Development Project, (367-0130).
3. Mid-Term Review Report, Population Policy Development Project, December 1982 (367-0130).
4. Project Implementation Letter (PILs), Population Policy Development Project (367-0130).
5. Final Report of Advisory Services to National Commission on Population, submitted by Dr. Abraham S. David under Population Policy Development Project, August 1984 (367-0130).

ADDITIONAL DOCUMENTS EXAMINED

1. His Majesty's Government Secretariat, "Working Procedure of National Commission on Population", His Majesty's Government, August 1983, Kathmandu, 3 p.
2. Karki, Y.B., "The Organization and Quality of 1981 Census of Nepal", National Commission on Population, 1984, Kathmandu, 31 p.
3. Karki, Y.B., "Estimates of Total Fertility Rates for Nepal and its Geographical Sub-Divisions and Administrative Zones, 1971 and 1981", National Commission on Population, 1984, Kathmandu, 25 p.
4. Karki, Y.B., "Financial and Physical Requirements for the Expansion of Family Planning Services in Nepal", National Commission on Population, 1984, Kathmandu, 42 p.
5. National Planning commission, "Basic Principles of the Sixth Plan", National Planning commission, April 1979, Kathmandu, 72 p.
6. National Commission on Population, "Request for Proposal", National Commission on Population, March 1983, Kathmandu, 29 p.
7. National Commission on Population, "Population Policy and Programs Development and Achievement", Paper Presented at the Meeting of Nepal Aid Group, Paris, His Majesty's Government of Nepal, December, 1983, Kathmandu, 27 p.
8. National Commission on Population, "External Assistance in Nepal's Population Programs: Program and Priorities", National Commission on Population, September 1983, Kathmandu, 10 p.
9. National Commission on Population, "External Assistance in Nepal's Population Programs: Process and Priorities," National Commission on Population, September 1983, Kathmandu, 10 p.
10. National Commission on Population, "Summary and Estimated Budget of Population Related Program to be Implemented by Government and Non-Government Agencies", (in Nepali), National Commission on Population, July 1983, Kathmandu, 61 p.
11. National Planning Commission, "Basic Principles of the Seventh Plan (1985-1990)", National Planning Commission, March 1984, Kathmandu, 75 p.

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12. National Commission on Population, "Follow-up of General Directives Issued by HMG's, National Commission on Population, April, 1984, Kathmandu, 1 p.
13. National Commission on Population, "Brief Description of follow up of Population Programs", National Commission on Population (in Nepali), March 1985, Kathmandu, 63 p.
14. Office of the Main Committee, National Population Year 1984, "Proceeding of the National Conference" (in Nepali), Office of the Main Committee, National Population Year 1984, August 1984, Kathmandu, 205 p.
15. Office of the Main Committee, National Population Year 1984, "Report of the Main Committee" (in Nepali), Office of the National Population Year, National Population Year 1984, Kathmandu, 22 p.
16. Research Center for Education Innovation and Development, "Assessment of Training Needs for the Integration of Population and Development", National Commission on Population, September 1984, Kathmandu, 176 p.

APPENDIX D
FINANCIAL ANALYSIS

APPENDIX D
FINANCIAL ANALYSIS

Conclusions:

1. Though HMG has met its share of commitment for the population project, the actual expenditure is only 49% of the total authorized.
2. Though the authorized amount is high, it may not actually be available for spending.
3. HMG's expenditures increased on an annual average basis by 98% for the project period.
4. The level of financing for the population sector in the Seventh Plan is too low to meet the ambitious targets.
5. Increasing dependence on foreign aid and widening resource gap of the government will result in less funds being available for the sustenance of projects.
6. NCP's consistent delay in submitting its workplan has lengthened time-lag between the release of funds and its receipt by NCP which has resulted in project slackness.
7. USAID on one occasion has been slow by three months in releasing its funds.

A. NCP's Financial Performance

Since NCP has not kept its expenditure records for the four categories ("operations research", "training", "consultants" and "policy dissemination"), it is not possible to find the exact HMG's share in each of these categories. Since IMG's share of total project expenditures was only 15% (\$322,000) and it has already spent more than that amount, it can be assumed that it has met its commitment to those categories.

By the time the first release of funds was made on Oct. 8, 1980, there was already a delay of almost a year following signing of the grant agreement before the project was actually started. The project's duration was later extended by one year.

The following is one of the main reasons for the slow movement of project activities: consistent delay by NCP in submitting its fiscal year workplan; sometimes the workplans were submitted three months after the beginning of the fiscal year, thus lengthening the time lag between the release of funds and its receipt by NCP (though this lag according to an official of NCP has been reduced to 52 days now from 107 days during the earlier life of the project); furthermore, to reduce the lag NCP has an accountant just to hand-carry the checks. In spite of the above efforts taken by NCP, the problem of time lag remains acute (see Table I for details).

<u>FY</u>	<u>HMG Fiscal Year Begins</u>	<u>Request to Aid from NCP</u>	<u>Date PIL Issued</u>	<u>Date check deposited by Aid</u>	<u>Time La</u>
1982/83	July 16	X1st. Request: 8/22/82 X2nd. Request: 9/3/82	12/3/82	12/15/82	5 month
1982/84	July 16	10/11/83	10/25/83	11/2/84	2½ mont
1984/85	July 16	9/30/84	11/16/84	1/9/85	6 month

Through NCP has consistently delayed in submitting its workplan, USAID has also delayed in preparing PIL on one instance, in 1982/83 because of (i) aid's request to NCP on further explanation on the Work Plan, and (ii) Mission's review of 31 Activity Briefs which was delayed due to the departure of Project Officer for home leave. The review was later carried out by another Aid Official. There also appears to have been a delay by USAID/N ~~in~~ 1984/85.

HMG's release procedure in general causes delay in project activities. The Ministry of Finance releases its funds after it reviews (i) a statement of expenditures for funds spent in the quarter prior to the one terminating e.g. first trimester release is based on statement of expenditures through second trimester of the previous year and (ii) a request for funds for the upcoming quarter. Since the Ministry of Finance has the authority to question both the statement of expenditures and funding request, sometimes it takes "3 - 8 weeks" ^{1/} to clarify a question. To get a consolidated statement of expenditures from 75 districts is also a problem. A delay in reporting from one district affects all districts.

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1/ John W. Varley, Robert R. Nathan Associates, Inc.
Washington, D.C., May 28, 1980.

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At the end of the Nepali Fiscal Year (around July 15), the unspent funds are frozen and cannot be spent until the next fiscal year's budget is passed by the Rastriya Panchayat and the first quarterly request has been accepted. During the first quarter of the fiscal year there is a shortage of funds even to effectively run the government. The experience in the field is even more severe.

Table - 11

ESTIMATED BUDGET AND ACTUAL
EXPENDITURES OF NCP

Fiscal Year	AUTHORIZED AMOUNT				ACTUAL EXPENDITURES			
	USAID	HMG	UNFPA	TOTAL	USAID	HMG	UNFPA	TOTAL
1980/81	252,250	15,500	-	267,750	96,119	15,500	-	111,619
in %	94.2	5.8	-	100	96	14	-	100
1981/82	350,463	24,306	-	374,769	154,381	24,201	-	178,582
in %	93.5	6.5	-	100	86.5	13.5	-	100
1982/83	404,040	101,010	-	505,050	261,898	93,795	-	355,693
in %	80	20	-	100	73.6	26.4	-	100
1983/84	475,878	92,783	227,568	796,229	226,283	92,149	23,622	342,054
in %	59.7	11.7	28.6	100	66.2	26.9	6.9	100
1984/85*	72,732	323,972	153,690	550,394	31,362	139,732	66,142	237,236
in %	13.2	58.9	27.9	100	13.2	58.9	27.9	100
5 Year Total	1,555,363	557,571	381,258	2,494,192	770,043	365,377	89,764	1,225,184
			Consultants		539,800			
			Training		426,964			
			Commodities		55,774			
			USAID TOTAL		1,792,581			

Source: National Commission on Population
Kathmandu

* As of May 13, 1985

Note: Exchange rate used for \$1: 1980/81 = Rs 12.00
1981/82= 12.96, 1982/83=13.86,
1983/84= 15.38, and 1984/85= 17.75

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As planned in the Project Paper (PP), NCP has been successful in increasing its share of budget from 14% in the first year to 26.9% in 1983/84, and is expected to be almost 60% in the final year. AID's contribution in the final year is going to be only 13.2% which is lower than the percentage mentioned in the PP (which is between 25% - 75%). HMG's actual contribution to the project which is roughly \$365,377 has far exceeded the amount of \$322,000 in the PP. Beginning from 1983/84 UNFPA has also made contributions to the project (see Table - II).

Table - III

AID'S SHARE IN NCP BUDGET

	<u>1979 Estimate</u>		<u>Revised Total</u>		<u>Total (June 30, Spent 1985)</u>		Balance
	<u>Life of Project</u>		<u>Estimated</u>				
	Amount	%	Amount	%	Amount	%	
1. Operations Research	\$850,000	(42.5)	\$865,149	(43.2)	\$833,884	(42.3)	\$31,2
2. Policy Dissemination	\$305,000	(15.3)	\$103,197	(5.2)	\$103,197	(5.3)	0
3. Consultants	\$300,000	(15)	\$550,395	(27.5)	\$549,445	(28.1)	\$ 9
4. Training	\$545,000	(27.3)	\$481,259	(24.1)	\$468,306	(24.0)	\$ 12,
TOTAL	\$2,000,000		\$2,000,000		\$1,954,832		\$ 45,

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Source: USAID

Table III shows AID's share in the NCP budget. Total expenditures account for 98% of what is earmarked. The original amount earmarked was revised with the result that the actual expenditure for consultants went up to 28% from 15%, while for policy dissemination the actual expenditure went down to 5.3%. Differences in total AID expenditures shown in Table I and Table III seem to be the result of different exchange rates used for converting rupees to dollars.

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Table - IV

Percentage Increase in HMG's share of Expenditures from the Previous Year

	<u>Total</u>	<u>HMG</u>
1981/82	60	56
1982/83	99	288
1983/84	- 4	- 2
1984/85	-31	52
<hr/>		
Average	31%	98%

Source: Derived from Table I

Table IV indicate that though the increase in expenditures contributed by HMG has been erratic, the expenditures have increased on an annual average basis by 98% as compared to 31 % for the total project expenditures.

Table - V

BUDGET ESTIMATES		(Rs in Million)		
	1983/84	1984/85	1985	
GON Dev. Budget	6086.2	6730.0	748	
Population and Related Activities	84.8	80.3	11	
Population and Related Activities as% of Dev. Budget	1.4%	1.2%		
Foreign Aid as % of Dev. Budget	55.6%	62.7%	6	
Actual Dev. Exp. as % of Original Estimates	84.8%	82.1%		

Source: "Red Book" and Economic Survey,
Ministry of Finance.

B. Future Constraints

The above table shows the government's overall budget performance. The share of population and related activities against the development budget was expected to be 1.4% in 1983/84, 1.2% in 1984/85 and 1.6% in 1985/86. Since actual development expenditure as percentage of original estimates is a little over 80%, the actual expenditures for population and related activities will also be lower than the above table indicates.

In the Seventh Plan, the Nepal government has allocated Rs 21.5 million to the population sector. The corresponding allocation in the Sixth Plan was Rs 29 million. Even without allowing for inflation, the allocation during the Seventh Plan is 26% less than it was during the previous Plan period. The total outlay in the proposed Plan is Rs 29 billion. The allocation for the population sector is low in comparison to the total outlay and is among the lowest allocated to various sectors, thus raising the question whether the HMG part of the allocation for the population program will continue to be as satisfactory as it has been so far. This would suggest that financial allocation is inconsistent with the stated policy of the Seventh Plan which gives a high priority to the population sector.

Against this background the targets set forth by the Plan for the population sector look ambitious as compared to the budget allocation. The Plan proposes to reduce the fertility rate to 2.5% from the existing 6.38% and the population growth rate from 2.7% to 1.2% by ^{the year} 2000 A.D. This will mean effectively involving a very large proportion of over 16 million people and particularly 7 million women of the ages between 15 and 44. In the light of earlier experience the population program will need a much more vigorous pursuit. However, the low level of financing will adversely affect the implementation.

The government's dependence on foreign assistance has been increasing while the revenue surplus is decreasing steadily. Increasing foreign assistance carries obligation for increasing local contribution. In the Fifth Plan, the actual foreign aid was 48% of the total outlay. This percentage went up to 51 in the Sixth Plan and is expected to rise to 70.6% in the Seventh Plan. Revenue surplus (domestic revenue minus regular expenditure), on the other hand, is expected to be only 10.7% of the total development expenditure as compared to the actual 35.5% in the Fifth Plan. With increasing allocation to the regular budget, the government has very little funds available to finance development programs. The revenue surplus is not sufficient even to finance the agriculture sector alone. The actual revenue surplus has been invariably lower than the Plan targets (See the accompanying table).

On the whole, the financial aspect of the Seventh Plan does not give a very encouraging picture. As presently proposed, the government will have very little funds of its own to support increasing development programs. This general position is likely to affect the population program also.

	Fifth Plan (1975/76-1979/80) (in Million Rs)				Sixth Plan (1980/81-1984/85) (in Million Rs)				Seventh Plan (1985/86-1989-90) (in Million Rs)	
	Actuals Amount	Percent	Planned Amount	Percent	Actuals*** Amount	Percent	Planned Amount	Percent	Planned Amount	Percent
Development Expenditure	8832.6	100	7545.0	100	22131.5	100	21750.0	100	29000.0	100
Regular Expenditure	4577.3		4580.0		10261.4		7180.0		18970.0	
<u>Internal Sources</u>	4591.7	52	4151.0	55.0	11423.4	51.6	8700.0	40.0	8520.0	29.4
a. Revenue Surplus	(3135.0)	(35.5)	2432.5	(32.3)	(5143.6)	(23.2)	(6750.0)	(31.0)	(3090.0)	(10.7)
b. Internal Loan *	(1120.0)	(12.7)	(670.0)	(8.9)	(4994.9)	(22.6)	(1600.0)	(7.4)	(130.0)	(6.7)
c. Other Sources **	(336.7)	(3.8)	(1048.0)	(13.9)	(1284.9)	(5.8)	(350.0)	(1.6)	(3500.0)	(12.0)
<u>Foreign Aid</u>	4240.0	48	3395.0	45.0	10708.2	48.4	13050.0	60.0	20480.0	70.6
a. Grants	(2623.7)		(1630.0)		(4926.4)		(6790.0)		(10400.0)	
b. Loan	(1617.1)		(1765.0)		(5781.8)		(6260.0)		(10080.0)	

* Government borrowing from banks.

** Use of cash balance

*** Figures for 1984/85 are revised estimates

Source: Economic Survey and
Sixth and Seventh Plans