

**PROJECT DOCUMENT
LACD/UNFPA 2004**

IP output to which the project contributes: Population, poverty, and development linkages
(Component 1 of the IP, particularly Output 1: Clear conceptual frameworks and models,... etc.)

Project title: Regional Support to Population and Development
in the Implementation of the MDGs

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Signed:

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Director, LACD, UNFPA

Date

Agreement:

IPEA

Presentation

This request is being presented to UNFPA in order to open a new component in the cooperation of UNFPA with the Instituto de Pesquisa Econômica Aplicada (Applied Economic Research Institute – IPEA), which belongs to the Ministry of Planning of Brazil, in order to allow UNFPA and IPEA to jointly support the implementation of the Millennium Development Goals (MDGs) in the Latin American and Caribbean region, with contributions in the areas of Population and Development Strategies (PDS), Sexual and Reproductive Health (SRH), and Gender. This regional cooperation builds upon other components of collaboration between UNFPA and IPEA within the framework of the Brazilian country programme and particularly the South-South cooperation subprogramme of that country programme. The proposed regional project covers a period of three years plus a four month preparatory phase, to be initiated in November of 2004.

I. Background and Analysis

The Millennium Summit, held in September of 2000, adopted a Declaration subscribed by the 189 member States of the United Nations, endorsing the definition of 18 development priorities, organized in 8 broad categories, namely:

1. Eradicate extreme poverty and hunger;
2. Achieve universal primary education;
3. Promote gender equality and empower women;
4. Reduce child mortality;
5. Improve maternal health;
6. Combat HIV/AIDS, malaria, tuberculosis, and other diseases;
7. Ensure environmental sustainability; and
8. Develop a global partnership for development.

The IPEA is one of the main institutions in Brazil involved in the promotion of the MDG agenda and the coordinating agency in the preparation of Brazil's MDG Report. Apart from the internationally recognized economic work of IPEA in poverty reduction strategies, the institution has an interest in developing concepts and methodologies that highlight the social dimension of poverty, inequality, and the implementation of the Millennium Agenda. In particular, IPEA has shown interest in the analysis of inequality and social development from a perspective of the different ethnic groups that make up Brazilian society. This also has potential relevance for other ethnically diverse countries in the region, with some of which IPEA already collaborates through the South-South sub-programme of the UNFPA country programme for Brazil and similar international agreements. The collaboration with UNFPA opens up avenues of potentially fruitful analytical work and policy dialogue focused on the human capital aspects of poverty and inequality which are addressed in the MDGs.

Although most of the MDG categories intersect in some way with the goals of the ICPD Plan of Action, population issues are mostly implicit, rather than explicit in the MDG agenda. As has been noted most frequently, the Millennium Development Goals (MDGs) do not explicitly incorporate the goal of universal access to quality reproductive health services. Unlike the global NGO Forum recently held in Copenhagen, neither do they identify international migration as a priority area for government intervention. Similarly, no explicit mention is made of population ageing or the vulnerability of the elderly. The UNDG Guidance Note *Country Reporting on the*

Millennium Development Goals (Oct. 2003) does not even mention the word “population”, other than in a statistical sense. The MDG that falls most visibly within the UNFPA mandate is the improvement of maternal health (Goal 5), but this addresses only one specific aspect of a much wider ICPD agenda and a much wider institutional mandate. The same is true of Goals 4 and 6, which are important but partial aspects of this mandate. In this context, it is also significant that the responsibility for monitoring of the various components of the MDGs, which involves 48 main indicators (some of which disaggregated into sub-indicators), has been assigned to some twenty international organizations, particularly to UNICEF, WHO, UNESCO, OECD, and the World Bank, but UNFPA’s contribution is only recent and indirect.

In addition to the 8 main categories, 3 cross-cutting problem areas have been identified for the MDGs. These refer to:

1. Human rights;
2. Conflict and peace building; and
3. Gender.

In the case of gender, which is also relevant from the viewpoint of the UNFPA agenda, there have already been a number of publications to highlight its articulation with the MDG agenda, notably *National Reports: a look through a gender lens* (UNDG, 2003), *Gender equality and the MDGs* (World Bank), *Engendering the MDGs on health* (WHO, 2003), and *The Millennium Goals and gender equality: the case of Peru* (ECLAC, 2004). Since population is formally not a cross-cutting theme, no similar production has appeared so far to give greater visibility to the population agenda and its potential contribution to the MDGs.

As stated in UNFPA's Strategic Directions, UNFPA's performance is increasingly measured against its overall contribution to the achievement of development goals. This requires moving the Fund towards a more effective role in the implementation of the ICPD Programme of Action and in contributing to the attainment of the MDGs. The Fund needs to become a more effective partner in leveraging the use of far larger resources of national government and other development partners towards the adoption and integration of the ICPD policy agenda into global, regional and national policies and programmes. Given the diffuse nature of the connections between the MDGs and the ICPD Plan of Action, this requires systematic reflection and analysis of the ways in which population issues should be brought to the forefront of the MDG implementation, including the review of current innovative practices, prioritising policy reforms, and identifying means of policy implementation.

This is particularly important as many countries in the region are now in the process of preparing their first or second national reports on progress towards the achievement of the MDGs. First reports have already been prepared in Argentina, Bolivia (2002), Guatemala (2002), Honduras, Nicaragua, Panama (2003), Paraguay, and Uruguay. At present, reports are being prepared in Brazil, Chile, Mexico, and others, in preparation of the Secretary General’s comprehensive review scheduled for 2005. Several of these countries will need guidance and technical assistance in order to properly and consistently incorporate the population dimension into their national reports. As was recently expressed by the Executive Director in her statement to the Executive Board: "The challenge remains to make sure that this linkage is given the visibility it deserves at the 2005 General Assembly event and in all other key political processes, both globally and in regions".

The MDG Reports, however, are meant to be concise and direct. They are not the appropriate vehicle for profound analyses. While the proposed project should produce some simple guidelines to help countries in addressing population, reproductive health, and gender issues in a way that is appropriate to the context of the MDG Reports, it should also produce more conceptually and technically grounded contributions to the subject matter. These should include other population dimensions, such as the racial and ethnic dimensions of poverty and social development.

An aspect that will require particular attention is Goal 1 and its relationship to the remainder of the Millennium Development Agenda. Different interpretations exist with regard to the question whether the 8 main categories of the MDGs constitute 8 different and largely independent development goals or whether all of them address different aspects or provide different instruments to the reduction of poverty. UNFPA is currently in the process of conceptualizing more clearly what has to be its specific contribution to poverty eradication, including the Poverty Reduction Strategy Papers and Processes (PRSPs). The development of a more coherent vision on the role of human capital in poverty reduction is the natural niche in which the contribution of the population field should be conceptualized, including such issues as differential fertility by poverty strata and the incorporation of young people into the labour market. Advancing along these lines, in the particular poverty context of the different geographic regions, would evidently be an important step in operationalizing UNFPA's role in the achievement of the MDGs.

The reasons for tackling all of the previous concerns in a regional project are two:

1. The conceptual and methodological challenges are common to all of the countries of the region and so far there are few successful examples at the country level for dealing with them systematically.
2. The substantive challenges faced in the region are different in many ways from those of faced by other regions. For example, social inequality plays a much more prominent role in the determination of poverty in the LAC region than is the case in Asia or Africa.

The connection between the proposed project and UNFPA's Multi-Year Funding Framework (MYFF) for 2004-2007 is evident at two levels. At the more general level, the MDGs are highly central to UNFPA's strategic orientation, as expressed by the MYFF, to the point where 7 out of a total of 12 MYFF goal indicators are also MDG indicators, namely:

1. Maternal mortality ratio;
2. HIV prevalence among 15-24 year old pregnant women;
3. Under 5 mortality rate;
4. Proportion of the population below USD 1 (PPP) per day;
5. Ratio of girls to boys in primary and secondary education;
6. Literacy rate among 15-24 year old females;
7. Proportion of seats held by women in national parliament.

In this general sense, any project that strengthens UNFPA's contribution to the MDGs is almost certain to contribute to the MYFF as well.

More in particular, the proposed regional project contributes directly to MYFF Outcome 5 (national, subnational and sectoral policies, plans and strategies take into account population and development linkages) and to Outcome 1 (policy environment that promotes reproductive health and rights). The MYFF indicators of the latter outcome specifically mention the incorporation of

reproductive health and gender into Poverty Reduction Strategies and MDG Reports, which are two of the central outcomes of the proposed project. The project also feeds into MYFF Outcome 4 (utilization of age and sex disaggregated population related data is improved).

The present proposal is based on preliminary discussions held between representatives of the Latin American and Caribbean Division of UNFPA and IPEA, on June 23rd of 2004. IPEA and UNFPA share an interest to advance conceptually and methodologically in issues related to the measurement and elaboration of scenarios on alternative trends and the evaluation of interventions to reduce poverty, in both its economic and social dimensions. This would constitute a contribution to the work carried out by both institutions in the context of Brazil. Given the interest and experience of IPEA in establishing links of international cooperation within the region, this work also offers opportunities for enhancing South-South cooperation and offering technical assistance to the region as a whole.

Apart from its role in the South-South cooperation subprogramme of UNFPA's Brazilian Country Programme, IPEA is well suited to be a regional counterpart for the present project due to a number of other circumstances:

1. IPEA's current role as the coordinator of the preparation of Brazil's national MDG Report, as mentioned previously;
2. IPEA's previous international experience in poverty analysis and PRSPs in a number of Latin American countries;
3. IPEA's cosponsorship of the International Poverty Centre (IPC), in a collaborative endeavor with UNDP;
4. IPEA's history of joint activities with ECLAC (and UNDP) on issues relevant to the project, such as the organization of the Meeting on the Millennium Poverty Reduction Targets in Latin America and the Caribbean, in December of 2002;
5. IPEA's historical experience in hosting international consultants. In fact, when IPEA was founded in the 1960's, it incorporated a number of international experts as part of its basic group of policy analysts;
6. The fact that IPEA already serves as the host institution for the National Population and Development Commission (CNPd), which is one of the main counterparts for UNFPA's country programme in Brazil.

II. Outputs and Strategies

The present project proposal is an integral part of the UNFPA Regional Programme for the Latin American and Caribbean region 2004-2007. It comes under the Population and Development component and directed specifically toward the following output: "Regional inter-governmental for a and non-governmental networks are strengthened in their capacity to adopt a comprehensive approach to the ICPD and the MDGs and have access to quality follow-up information on UN Conferences, especially ICPD, Beijing, and the Millennium Summit". In terms of its contribution to the Inter-country Programme 2004-2007 (IP), the proposed project is part of the first component, which concerns population, poverty and development linkages. The IP identifies four specific Outputs within this component. The proposed project relates to all of these Outputs to some extent, but particularly to the first: "Clear, conceptual frameworks and models linking population dynamics, reproductive health, including HIV/AIDS, human rights and gender to poverty, for use in national and global policy frameworks, notably in Poverty Reduction Strategy Papers (PRSPs)". To a lesser

extent, it also relates to the second, fourth, and third Outputs, in that order of importance.

The immediate objective of the current proposal is to support the process towards the achievement of the MDGs in the LAC region with conceptual contributions from the population field, including reproductive health and gender and the incorporation of race and ethnicity as a relevant category. The four Outputs identified to this end and their main activities are the following:

Output 1:

The national MDG Reports and CCA/UNDAF documents of the LAC region contain systematic references to the relevant population, reproductive health and gender processes and indicators.

This output is the one that needs to take shape most urgently, given the time frame of the preparation of national MDG Reports in the region, which need to be ready for a first review by the Secretary General in 2005. In the case of Brazil, the 2004 MDG Report will be short, but the major challenge is the 2005 Report, which will elaborate more on projections. The work that comes under this Output will build on existing UNFPA publications such as *Achieving the Millennium Development Goals* (Population and Development Strategies Series no. 10). There is, however, a need to sharpen the arguments so that not only the general relationship between the ICPD and Millennium agendas will be visible, but also the specific contributions of the population, reproductive health, and gender areas to the achievement of the MDGs, not only in Goal 5, but across the board. Given the fact that the MDG Reports are fairly simple and concise documents that do not lend themselves to detailed analyses, the contributions that can be made from a population and reproductive health perspective need to be straightforward. In addition to the MDG Reports as such, attention also needs to be given to the CCA/UNDAF documents, which are usually structured around the MDG Agenda. In order to facilitate this process in individual countries of the region, the following activities are being considered:

Activity 1.1: Prepare a concise manual for the UNFPA Country Offices and other interested parties on how to systematically incorporate population, reproductive health, and gender concerns into the national MDG Reports.

This can be done fairly soon, provided that the project initiates at least its preparatory activities during the last months of 2004. The manual needs to focus primarily on simple guidelines to make the contribution of population and reproductive health factors explicit in the reporting on goals. For instance, when reporting on HIV/AIDS (Goal 6), the role of reproductive health interventions (condom use) and population processes (migration) needs to be mentioned. Similarly, when reporting on environmental sustainability (Goal 7), the associated population factors (population stabilization, population distribution) need to be identified, preferably with appropriate indicators. Reference should be made to core components of the UNFPA mandate in SRH not only in the context of maternal health (Goal 5), but also in the context of gender equality (Goal 3). Existing MDG Reports need to be analyzed in order to extract good examples of explicit references to population and reproductive health and, to the extent that no good examples exist, they have to be provided. The experiences of some countries (Mexico, Uruguay, Argentina) in extending the agenda and opening it up to additional concerns should be mentioned as lessons learned. The manual should not be more than 20 pages long and should be produced and distributed to UNFPA Country Offices, partner agencies, and government counterparts by

January of 2005.

Activity 1.2: Carry out an analysis of the national MDG Reports prepared up to 2005, and of recent CCA/UNDAF documents, to extract lessons learned and identify deficiencies in the systematic incorporation of population and reproductive health concerns, analogous to the work already being carried out in the area of gender.

Once the immediate rush of the production of national MDG Reports before the 2005 deadline has passed, it would be appropriate to carry out a more calmly paced analysis of MDG Reports, including those produced in other regions, to extract best practices and suggestions for the appropriate presentation and documentation of population and reproductive health concerns in future reports. Within this longer time frame, it would also be appropriate to consider recent CCA/UNDAF documents. This activity needs to be coordinated with Activity 1.3, in order to maximize the amount of input, including inputs from other regions. This would lead to the publication of a second edition of the manual in late 2005 or early 2006, once again to be distributed to the same beneficiaries, which would be better integrated with the CCA/UNDAF documents and processes than the first version.

Activity 1.3: Develop a knowledge asset on MDG Reports and the way to address MDGs in the CCA/UNDAF documents, based on the forementioned activities, also involving experiences from other regions, through collaboration with the Country Support Teams (CSTs) and the Millennium Project.

The knowledge asset on BBS would be an alternative way to disseminate the results of the analysis carried out under Activity 1.2, complemented with independent suggestions for improvements to be made in future MDG Reports and CCA/UNDAF documents. As is usually the case in the development of knowledge assets, the activity needs to be coordinated with experts in other regions. The CSTs and the Millennium Project would be obvious places to look for such expertise, although experts from other institutions may also be approached.

Activity 1.4: Carry out technical assistance missions to countries which request such assistance, in order to participate in the preparation of the national MDG Reports and train local UNFPA staff in the systematic incorporation of population, reproductive health, and gender concerns in the MDG Reports.

Countries may request direct technical assistance to the project in cases where their needs cannot be met only through the manuals. This would particularly be the case in countries which have decided to go beyond the standard reporting format of the MDG Reports and want to include special topics, some of which may be related to population and reproductive health. All direct technical assistance is coordinated by the CST in Mexico and the CTA of the regional project whether or how to accommodate specific requests. Although not directly related to the MDG Report, IPEA has already requested some assistance from the project in the preparation of the Social Atlas (directed to the population in general) and the Book of the Year (indicators for parliamentarians and opinion makers), both of which serve similar purposes.

First tasks to be carried out:

- *Discussion with the Mexico CST, in order to draft a proposal for the main population, reproductive health, and gender elements to be included in the MDG Reports.*
- *Participate in the IPPF Symposium on Sexual and Reproductive Health and the Millennium Development Goals, to be held in Rio de Janeiro, on November 30th, 2004.*

- *Participation in the national MDG Report of Brazil, contributing expertise and methodological orientation on population and reproductive health matters.*
- *Production of the first version of a manual to guide UNFPA offices and other interested parties in the introduction of a population and reproductive health perspective into the MDG Reports.*

Output 2:

Enhanced in-depth understanding, within UNFPA and other international organizations as well as academic and policy-oriented institutions in the LAC region, of the way in which population, reproductive health and gender processes interact and influence the outcomes of policy efforts to achieve the MDGs.

While providing a population and reproductive health background to the MDG reporting process has immediate utility for the greater public visibility of these issues within the MDG agenda, this contribution has obvious limitations from a more analytical viewpoint. The MDG Report is simply not the appropriate vehicle for more detailed conceptual and statistical analyses of the many linkages between population, reproductive health, gender, race/ethnicity and the achievement of the MDGs. For this purpose, it will be necessary to invest in analysis and dialogue at the academic and policy level with appropriate institutions within the LAC region. Much of the analysis could be carried out by IPEA, taking the Brazilian case as an example, and using some of the time of some of the professionals that IPEA intends to hire in August of 2004 to constitute the poverty studies group. Specifically, the following activities are being considered:

Activity 2.1: Collaborate with the Millennium Project in producing a detailed analysis of how population issues and SRH policies are central to achieving the MDGs and adapt (including translation) this analysis to the particularities of the LAC region.

One of the activities already foreseen in the TORs of the UNFPA policy advisor on Sexual and Reproductive Health matters to the Millennium Project is the production of a paper outlining how population issues and SRH policies are central to achieving the MDGs. The intention is to work together with the Millennium Project on this endeavor, to contribute additional elements, adapt the analysis to the Latin American and Caribbean context (including elements referring to the racial/ethnic context), and to provide translation of documents into Spanish and Portuguese (also in view of the Portuguese speaking countries in Africa). During the formulation of this paper, the process will be accompanied by internal discussion of the advances. At some point, it would be worthwhile to bring the UNFPA policy advisor of the Millennium Project to IPEA, for a joint discussion with the IPEA staff.

Activity 2.2: Continue the development of a specific social indicator base to give greater visibility to population, reproductive health and gender processes within the context of the achievement of the MDGs in the LAC region.

In order to visualize and monitor the specific contributions of population, reproductive health, and gender to the achievement of the MDGs, more specific indicators must be devised, within the larger context of the 48 global Millennium Indicators. At present, work is underway at the Mexico CST in order to produce a first set of such indicators. This work will be discussed at the Global Meeting in November of 2004. It is likely that this discussion will lead to suggestions for further work along these lines. It is proposed that the follow-up of these discussions, at least the

aspects most relevant to the LAC region, constitute one of the activities of the regional project. The implementation of the indicator base, with actual numerical values, will be coordinated with the Country Offices and the CST.

Activity 2.3: Give wider dissemination to the research results of Activities 2.1 and 2.2 among international organizations and academic and policy-oriented institutions within the LAC region through publications, the organization of international workshops at IPEA, and a regional workshop within the context of professional associations like ABEP and ALAP.

The results of the activities mentioned under 2.1 and 2.2 need to be made available to academic researchers and policy institutions. Apart from making the publications available through the mail and internet (IPEA and CST websites), the project plans to organize one international workshop in Brasília, probably in 2006, and one activity within the framework of the Brazilian Association for Population Studies (ABEP) and the recently constituted Latin American Population Association (ALAP). The latter would probably take place in the form of round-table discussions at one of ABEP's national and ALAP's regional meetings. Opportunities to disseminate the results within the framework of ECLAC also need to be explored.

Activity 2.4: Carry out technical assistance missions to countries which request such assistance, in order to provide local training on the multiple interactions between population, reproductive health and gender processes and their influence on the outcomes of policy efforts to achieve the MDGs.

As in the case of the MDG Reports (Activity 1.4), countries may request direct technical assistance to the project for advancing their understanding of the role of population, reproductive health, and gender issues in the achievement of the MDGs. A first request has already been received from Panama. Likely beneficiaries of such assistance are local universities and national planning institutes. As always, direct technical assistance is coordinated by the CST in Mexico, which will decide jointly with LACD and the CTA of the regional project whether or how to accommodate specific requests.

First tasks to be carried out:

- *Discussion with the Mexico CST, in order to reach a common vision on the population, reproductive health, and gender aspects that should be elaborated on in the detailed studies on the achievement of the MDGs.*
- *Establish contact with the Millennium Project and explore the possibility of joint work on the concept paper highlighting the contributions of the population, reproductive health, and gender areas to the achievement of the MDGs.*
- *Joint publication with the Mexico CST of a first version of the paper on specific indicators for the measurement of contributions from the areas of population, reproductive health and gender to the achievement of the MDGs.*

Output 3:

Improved knowledge base, including theoretical models, within UNFPA and other international organizations as well as academic and policy-oriented institutions in the LAC region, on the various pathways linking population, reproductive health and gender processes to income poverty outcomes.

Although there is over-all agreement that poverty is not only an economic or monetary issue, but

has varied social dimensions, the economic dimension of poverty should not be forgotten. UNFPA should make it explicit that the population domain does not only concern itself with the social dimensions of poverty, but that it also has direct relevance for the achievement of Goal 1. To this end, it will be necessary to invest more in research on the economic linkages between population dynamics and poverty outcomes. From a more practical point of view, the potential contribution of the population domain and UNFPA in particular to the PRSPs should be made more explicit. In this context, the project envisages the following activities:

Activity 3.1: Collaborate in the structuring of a poverty studies group at IPEA through methodological contributions in the area of population, reproductive health, and gender, including projection methodologies.

Although IPEA has considerable expertise and international recognition in the measurement and analysis of income poverty, the institution feels that it needs to strengthen its expertise in the analysis and projection of the demographic, social, cultural, and gender related determinants of poverty. To this end, a poverty research group is being constituted, for which eight professionals have been hired in August of 2004. The project could play an important role in structuring the activities of these new professionals and providing them with analytical and methodological skills to incorporate the population, reproductive health, gender, and racial/ethnic dimensions into their work. Through the structuring of this poverty studies group and the experience it will acquire in the course of the project, a foundation will be laid for the future sustainability of the actions envisaged in the project.

Activity 3.2: Collaborate with TSD, the Millennium Project, the International Poverty Centre (IPC), and ECLAC in producing a detailed analysis of how SRH and population related policies should fit into PRSPs and other core planning documents related to poverty reduction and adapt (including translation) this analysis to the particularities of the LAC region.

As in the case of 2.1, the positioning of UNFPA with respect to the PRSPs is best realized in collaboration with the Millennium Project, contributing additional elements, adapting the analysis to the Latin American and Caribbean context, and providing translation of documents into Spanish and Portuguese. TSD is already in the process of preparing a PRSP manual which includes Nicaragua as a regional example. Again, the process will be accompanied by internal discussion of the advances, and at some point, it would be in the interest of both projects to have a joint discussion with the IPEA and IPC staff. The work of CELADE, Population Division of ECLAC, on international migration may also be relevant in this context. The UNDP regional advisor on poverty and a representative from CELADE should probably also participate in this discussion.

Activity 3.3: Advance in the further development of a formal economic model to link population, reproductive health and gender processes and factors to poverty outcomes, as an alternative to the largely macro-economic model (IMMPA) proposed by the World Bank, which provides little detail on human capital aspects.

The analysis of income poverty and its causes has been mostly the work - as one would expect - of economists. Consequently, these analyses have focused particularly on macro-economic determinants: aggregate economic growth, growth-poverty elasticities, aggregate investment and the role of financial institutions. The IMMPA model that is being promoted by the World Bank is a clear reflection of this orientation which gives relatively little consideration to human capital formation, health, education, population, and gender factors. Nevertheless, it can be

demonstrated that these factors play a decisive role in economic, as well as social poverty outcomes. An analytical model to demonstrate these interactions in a more formal manner has begun to be constructed at the Mexico CST and is yielding its first results. It is proposed to continue and extend this work in the regional project. The model needs to be perfected and made more directly applicable to specific country contexts. At first, it will serve primarily as an advocacy instrument, but if it can be more attuned to the context of specific countries, it may serve for actual projection purposes.

Activity 3.4: Give wider dissemination to the research results of Activities 3.2 and 3.3 among international organizations and academic and policy-oriented institutions within the LAC region through publications and through the organization of international workshops at IPEA.

As in the case of Activities 2.1 and 2.2, the results of the activities mentioned under 3.2 and 3.3 need to be made available to academic researchers and policy institutions. Apart from making the publications available through the mail and internet (IPEA and CST websites), the project plans to organize a second international workshop in Brasília. This workshop should probably be co-organized with the IPC and count with the presence of other experts from UNDP and ECLAC. Other opportunities to disseminate the results through academic channels and within the framework of ECLAC also need to be explored.

Activity 3.5: Carry out technical assistance missions to countries which request such assistance, in order to provide local training on the linkages between population, reproductive health and gender processes to poverty outcomes.

As in the case of the previous outputs, countries may request direct technical assistance to the project for advancing their understanding of the role of population, reproductive health, and gender issues in the reduction of income poverty, in addition to other poverty dimensions, and more specifically in the formulation of PRSPs. Likely beneficiaries of such assistance are local UNFPA offices (for assistance with the PRSPs), universities and national planning institutes. As always, direct technical assistance is coordinated with the CST in Mexico and the CTA of the regional project whether or how to accommodate specific requests. Given that IPEA has its own expertise in poverty analysis, joint missions or solo missions by IPEA staff could also be sponsored by the project or in collaboration with the South-South subprogramme. Taken together, Activities 3.5, 2.4 and 1.4 should not occupy more than 15% of the CTA's time, in order to allow the development of more strategic activities at IPEA.

First tasks to be carried out:

- *Discussion with the Mexico CST, in order to reach a common vision on the population, reproductive health, and gender aspects that should be elaborated on in the detailed poverty studies.*
- *Establish contact with the Millennium Project and explore the possibility of joint work on the population and poverty concept paper.*
- *Joint publication with the Mexico CST of a first version of the formal economic model to link population, reproductive health, and gender processes and factors to poverty outcomes.*

Output 4:

Country case study or studies incorporating all of the elements mentioned under Outputs 1-3, which may serve as a model for other countries in the region.

In order to put all of the previous elements into context, it is proposed to prepare one or two country case studies with in-depth analyses of all the relevant population, reproductive health, gender and race/ethnicity aspects. These studies should be developed in collaboration with local researchers and research institutions. It is hoped that part of the cost involved in these studies can be covered out of the country programme budgets. The following activities form part of this component:

Activity 4.1: Select a country (or countries/states/regions) and produce a country case study, possibly in collaboration with the Millennium Project, contributing expertise in the areas mentioned under Outputs 1-3.

Several countries could be considered for such a study. Given the interests of the host institution, Brazil (or one of its states/regions) would be an obvious candidate. In addition, the Dominican Republic might be considered because this country (and possibly Haiti) will already be the object of a study conducted by the Millennium Project. The different time frames of the projects, however, may constitute a barrier to this collaboration. Furthermore, Bolivia, Honduras, and Nicaragua might be considered because they are HIPC countries with which IPEA already has horizontal cooperation through the South-South subprogramme. Finally, Uruguay has been mentioned as a possibility, owing to its proximity, its MERCOSUR status, and the particularities of its recent poverty evolution.

Activity 4.2: Establish cooperation with academic and research institutions in the chosen country or countries in order to involve local researchers in these activities and to give local dissemination to the results.

Involving local researchers and institutions serves a double purpose. On the one hand, it allows the project to tap local expertise on the country context. On the other hand, it is an opportunity for training local researchers in the type of analysis and methodology which the project intends to develop. The results will also feed back into the strategy development of the UNFPA country programme. In the case of Brazil, the study might focus on one particular state and involve researchers from that state or region.

Activity 4.3: Regional workshop(s) for the critical discussion and dissemination of the experiences acquired and lessons learned to other countries of the LAC region.

In addition to the workshops mentioned under Outputs 2 and 3, the in-depth country study warrants an international event in Brasília and/or in the country to disseminate the results to a wider audience, particularly academic researchers and policy analysts from other countries of the LAC region. This event should serve as a benchmark for the development of similar studies in other countries (not necessarily supported by the present project). The studies, methodologies, and results will be published and disseminated through UNFPA country offices in the region.

First tasks to be carried out:

- *Selection of country, countries, and/or Brazilian States that would be suitable candidates for in-depth case studies and establishment of contacts with researchers in those countries or States.*

For the purpose of budgeting, a fifth Output has been added, which has been labeled Output 0. This covers the general costs of coordinating the project, which are not associated specifically to

any of the previous Outputs, but nevertheless make up most of the budget, including the personnel costs of the Project CTA and some general costs associated with office infra-structure and travel.

Strategy and institutional arrangements

UNFPA's Regional Programme is based on the overarching principle of developing the national capacity for promoting the implementation of the ICPD Programme of Action and achievement of the MDGs. Consequently, this project has been designed in such a way as to ensure the production of strong evidence in support of population and development linkages and of methodologies, tools, and trained national staff at the country level.

National capacity building is addressed at several levels:

1. Capacity building of the local UNFPA field offices and government counterparts to systematically incorporate population, reproductive health, and gender issues into the MDG Reports and PRSPs;
2. Specifically, contribute to the capacity building of the poverty studies group that is being formed at IPEA;
3. Capacity building of academic and planning institutions in the region to perform in-depth analyses of the population-linkages relevant to the achievement of the MDGs;
4. Capacity building of academic and planning institutions in the region to deepen the understanding about the human capital determinants of poverty outcomes and the way in which population, reproductive health, gender, and race/ethnicity influence these processes;
5. Involvement of local researchers as participants in detailed country case study or studies.

The instruments used in building this capacity are also varied: manuals, research reports, direct involvement of local researchers, dissemination of results through the internet, workshops in Brasília or in the countries of the region, tele-conferences, and technical assistance missions.

The project will be based in the Brasília office of IPEA, which is the office in charge of IPEA's contribution to the preparation of the Brazilian MDG Report. IPEA also has an office in Rio de Janeiro, which has a more academic orientation. For the purposes of the project, it will be necessary to interact with both offices. In addition, the project will also need to liaise with the following other entities:

1. The Country Support Team for Latin America and the Caribbean (CST/LAC) in Mexico City: through the CST office, the project will be available to the countries of the region as a source of technical assistance in the area of the MDGs and poverty reduction strategies. Arrangements for technical assistance missions will be the same as in the case of CST advisors based in Mexico. In addition the CTA of the regional project will participate in some of the meetings of the CST based on the criterion of the CTA and the CST Director, particularly in order to receive inputs from other CST advisors with respect to the contents of the project material.
2. The UNFPA, UNDP, and ECLAC offices in Brasília. Liaison with the UNFPA Country Office will concern primarily two aspects: 1. Preparation of the Brazilian MDG Report; and 2. The South-South cooperation of the Brazilian Country Programme with other countries in Latin America, in which IPEA is one of the participating national institutions. In the case of UNDP, a contact of particular relevance to the project is

UNDP's International Poverty Centre (IPC), established in Brasília since August of 2002, which has a global mandate in the areas of poverty and inequality monitoring; the analysis and promotion of pro-poor growth policies; and social protection and human development strategies. IPEA also participates in maintaining this centre. By creating a forum for South-South cooperation on the forementioned issues, IPC aims to foster the exchange of global best practices for combating poverty at the country level.

3. The Millennium Project, instituted by the UN Secretary General and UNDP and based at UNDP in New York. UNFPA directly contributes to this project through a policy advisor on Sexual and Reproductive Health matters, who assumed his duties in early 2004 and works closely together with the project director and the policy advisors on environmental sustainability; health; and poverty and gender equality. It is essential that the conceptual and operational proposals produced by the regional project be coordinated with those being discussed in the global project and in particular with the two reports which the global project will produce: one outlining how population issues and SRH policies are central to achieving the MDGs and one proposing how SRH and population related policies should fit into PRSPs and other core planning documents. The Millennium Project will also execute a number of country case studies, one or two (the Dominican Republic and possibly Haiti) of which will be in Latin America, and which constitute an obvious area of collaboration between the two projects.

All products of the project will acknowledge the support received and credit UNFPA's auspices. This applies particularly to publications, documents, reports, meeting minutes, invitations, and software applications. In the case of publications and documents, particularly those produced in the countries of the case studies, the products will be cleared with UNFPA to assess the convenience of making the agency's contribution explicit.

III. Project management

This proposal will be implemented directly by the Latin American and Caribbean (LAC) Division of UNFPA in New York. The technical assistance component will be coordinated with the CST in Mexico, in order not to duplicate its technical assistance activities to the countries of the region; the missions will be paid for out of the country budgets, in the same way as regular CST missions. It is expected that country budgets can also contribute to the project in some activities for which the project itself has insufficient resources, such as training and the hiring of local consultants. Project activities will be supervised by the Director of the LACD and there will be a mid-year and an annual project reviews convened by LACD, in which both the project's CTA, the CST Director and one representative from IPEA should participate.

The main input from UNFPA is to make available a senior technical advisor currently based at the Mexico CST, to be detailed to IPEA, and who will have the function of Chief Technical Advisor to the Project. In addition, UNFPA will provide a limited amount of funds for travel (local and international, including participation in UNFPA regional meetings), organization of events and courses, and a small amount of funds for publications and physical infrastructure. It will also provide a project assistant, to help with the administration of funds and other clerical tasks.

IPEA is in the process of hiring eight young professionals for its Brasília staff, to constitute a

poverty studies group. Some of these would be assigned to the CTA for training in the specific subject matter of the project and would be available to support project activities, particularly those related to the national MDG Report of Brazil, but also activities related to the preparation of technical papers on indicators, population analysis, and poverty.

One of the major risks affecting the project is the time frame. Given the fact that several of the countries of the region, including Brazil itself, are in the process of preparing their MDG Reports (in some cases, the second one) and that these reports should be finished in time for the Secretary General's comprehensive review scheduled for 2005, the project activities should initiate as soon as possible, so that they can still have an impact on these ongoing processes. Time is also of the essence in order not to lose valuable opportunities for collaboration with the Millennium Project, which has already started its activities. In order to speed up the process, it is proposed that the future CTA undertake two preparatory missions to IPEA in November and December of 2004, to advance activities, particularly with respect to the MDG Reports. These would cover a total of about 5 weeks between the Brasília (4 weeks) and Rio de Janeiro (1 week) offices of IPEA.

Other risks relate to the continued commitment of the Brazilian government to technical assistance vis à vis the countries of the LAC region and the commitment of the countries themselves to the achievement of the MDGs and the use of evidence on the relevant linkages for public policy formulation. In view of the latter, it is important to disseminate the project's products as widely as possible, in a format that is appealing to policy makers.

As required by the Guidelines for the Management of the Inter-Country Programme (April 2004), the project will submit Annual Project Reports, as well as a Final Report. Although the project will be audited at some point, no specific provisions have been made to this effect because the project is executed by UNFPA and therefore conforms to UNFPA's internal auditing procedures.

The attached Work Plan (Annex 2) and the Log-frame (Annex 3) identify the indicators and the means of verification which allow for an appropriate monitoring and evaluation of the current proposal. The Terms of Reference (Annex 4) identify the specific obligations of each of the parts (IPEA and UNFPA) in the execution of the project. Annex 5 specifies the Terms of Reference of the CTA.

