



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 08.09.1995
COM(95) 295 final

95/0166 (SYN)

Proposal for a

COUNCIL REGULATION (EC)

on aid for population policies and programmes in the developing countries

(presented by the Commission)

EXPLANATORY MEMORANDUM

It took mankind a million years to reach a billion individuals and just a hundred more to pass the three billion mark. Less than half a century on, the world's population numbers nearly six billion. The demographic transition, well under way in most developing countries, suggests that the world population will peak in 2050 at between 7.8 and 12.5 billion, depending on the efforts made today. The demographic transition must be accelerated and above all extended to the Mediterranean rim and Africa, where demographic growth remains truly excessive and represents a significant obstacle to sustainable development.

It is the poorest countries which are suffering the heaviest population pressure. In the last decade their average GNP growth has - where it has kept up at all - barely outstripped the growth in their population.

Living standards and the environment are deteriorating, jobs are not being created fast enough and food production in many countries is lagging behind. Basic social services and housing are subject to increasingly heavy constraints, and are indeed often sacrificed to other priorities, such as overarming. This block on development hits women and children hardest.

Chief among the now familiar factors determining demographic control is the status of women, their level of education and health, and their social, cultural and economic empowerment in general.

The status of women is a cornerstone of the action plan adopted at last September's international conference on population and development in Cairo, at which there was also unanimous recognition of the need to conduct population policies as an integral part of any human-centred and sustainable overall development policy.

The recommendations of the Cairo action plan are directed mainly at the governments of the countries concerned, who are called on to adopt and apply measures to counter discrimination against women, and to develop social policies, particularly in the fields of education and reproductive health, enabling people to choose responsibly and freely the size of their families.

For its part, the Copenhagen summit encouraged international donors to devote at least 20% of their development aid budgets to social spending (on the 20/20 principle³), giving priority to institutional support, which was seen as the only guarantee of sustainability, and improving quality and accessibility of social services.

Under this plan, the Community has to provide appropriate assistance to governments, since they continue to be responsible for drafting and implementing population policies,

³ The principle of voluntary bilateral 20/20 contracts adopted in March at the Copenhagen social development summit involves earmarking 20% of ODA for basic social programmes, to be matched by an undertaking to devote 20% of national budget resources to the same ends.

but also to the voluntary or informal sector, where it can complement or replace government action.

Budget heading B7-5050 "Aid for population policies and programmes in developing countries" was created in 1990. The Commission would now like to define its scope and respond to the Cairo recommendations by increasing its support for population measures.

The programmes financed under this heading are pilot schemes intended as catalysts for subsequent operations funded by the EDF or the financial protocols of cooperation agreements between the Community and other developing countries (ALA or MED countries), and the budget headings for the defence of human rights (B7-522), women in development (B7-5051) or decentralized cooperation (B7-5010).

The annexed proposal for a Regulation is intended to lay down detailed procedures and rules for the administration of the operations funded under this budget heading.

**PROPOSAL FOR A COUNCIL REGULATION (EC) No ...
of ...
on aid for population policies and programmes in the developing countries**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular Article 130w thereof,

Having regard to the proposal from the Commission,

In cooperation with the European Parliament,

Whereas high rates of population growth seriously limit the capacity of most developing countries to achieve social and economic development; whereas these countries have adopted national birth-spacing programmes;

Whereas the Council, in its resolutions of 11 November 1986 and 18 November 1992 respectively concerning population and development and family-planning and cooperation with the developing countries, recognized the urgent need to satisfy unmet demand for family-planning services, at the same time stressing the need to help the developing countries implement broad-based population programmes encompassing all the different factors determining control over fertility;

Whereas the Community has been helping finance specific measures and pilot schemes in pursuit of these objectives since 1990; whereas it is time for the Community to step up its cooperation in this particular area, in accordance with the action plan of the Cairo International Conference on Population and Development;

Whereas the Community has undertaken to follow up the Cairo conference, notably by increasing its financial support for population programmes in the developing countries;

Whereas the recipient countries must be helped to introduce balanced population programmes that are compatible with sustainable development, and to develop strategies for the emancipation of women, which is a determining factor in birth control, through measures in a variety of social, economic and cultural sectors, and in particular the key sectors of education and health;

Whereas new operations of this kind are conducive to the sustainable economic and social development of the developing countries and their harmonious and progressive integration into the world economy;

Whereas this programme must be funded by grants from the Community budget;

Whereas administrative rules and procedures must be laid down for cooperation in this field,

HAS ADOPTED THIS REGULATION:

Article 1

The Community shall conduct cooperation in support of population policies in the developing countries.

Article 2

1. In operations funded in the course of the cooperation referred to in Article 1, account shall be taken of the following priority objectives:
 - enabling women and men to make a free and informed choice about the number and spacing of their children;
 - contributing to the creation of a sociocultural, economic and educational environment conducive to the full exercise of that choice, especially for women;
 - helping develop or reform health systems in order to improve the accessibility and quality of reproductive health care, thereby appreciably reducing the risks to the health of women and children.

2. Community aid may be granted to projects involving activities in the following areas:
 - support for the establishment and development of family-planning services as part of policies implemented by governments, international bodies and NGOs, particularly targeting marginal groups for whom the issue is especially important;
 - help with the drafting, application or financing of policies in the sectors of the education of women and health;
 - the improvement of reproductive health care infrastructure, equipment, supplies or training;
 - support for information, education and awareness campaigns aimed, in particular, at promoting understanding of the wider social benefits of speeding up the demographic transition;

- the development of grassroots structures, the voluntary sector, local NGOs and South-South cooperation for the implementation of programmes, the exchange of experience and support for cooperation networks between partners.

Article 3

The recipients of aid and cooperation partners shall include not only states and regions, but local services, regional organizations, government agencies, traditional or local communities, private operators and industries, including cooperatives, NGOs and grassroots associations.

Article 4

1. Community assistance in the implementation of the operations referred to in Article 2 shall include studies, technical assistance, training or other services, supplies and works, and evaluation and monitoring missions and audits.
2. According to the needs of the operations concerned, Community financing may cover both capital investment, other than the purchase of real estate, and operating costs in foreign or local currency. However, with the exception of training programmes, operating costs may normally be covered only during the start-up phase and on a degressive basis.
3. A systematic effort shall be made to obtain a contribution, and in particular a financial contribution, from the ultimate beneficiaries (countries, local communities, firms or others), according to their means and the nature of the operation concerned.
4. Opportunities shall be sought for cofinancing, in particular with the Member States or with multilateral, regional or other organizations. The requisite measures shall be taken to highlight the Community character of aid granted under this Regulation.
5. The Commission shall take all coordination measures necessary to maximize overall efficiency by enhancing the consistency and complementarity of operations financed by the Community and the Member States, and in particular:
 - (a) the setting-up of a standard system for exchanges of information on the operations financed or considered for financing by the Community and the Member States;

- (b) on-the-spot coordination of operations through regular meetings and exchanges of information between the representatives of the Commission and the Member States in the recipient country.

Article 5

Financial support under this Regulation shall take the form of grants.

Article 6

1. The Commission shall be responsible for appraising, approving and managing operations covered by this Regulation in accordance with the budgetary and other procedures in force, and in particular those laid down in the Financial Regulation applicable to the general budget of the European Communities.
2. Decisions relating to grants of more than ECU 2 million for individual operations financed under this Regulation and any changes resulting in an increase of more than 20% in the sum initially approved for such an operation shall be adopted under the procedure laid down in Article 7.
3. All financing agreements or contracts concluded under this Regulation shall provide for the Commission and the Court of Auditors to conduct on-the-spot checks according to the usual procedures laid down by the Commission under the rules in force, and in particular those of the Financial Regulation applicable to the general budget of the European Communities.
4. Where operations are the subject of financing agreements between the Community and the recipient country, such agreements shall stipulate that the payment of taxes, duties or any other charges is not to be covered by the Community.
5. Participation in invitations to tender and the award of contracts shall be open on equal terms to natural and legal persons of the Member States and of the recipient country. It may be extended to other developing countries.
6. Supplies shall originate in the Member States, the recipient country or other developing countries. In exceptional cases, where circumstances warrant, supplies may originate elsewhere.

Article 7

1. The Commission shall be assisted by an advisory committee made up of representatives from the Member States and chaired by a representative of the Commission, namely, depending on the recipient country or region:
 - in the case of the ACP countries, the EDF Committee set up by Article 21 of Internal Agreement 91/401/EEC on the financing and administration of Community aid under the fourth Lomé Convention, adopted on 16 July 1990 by the representatives of the Member States meeting with the Council;
 - in the case of the Mediterranean countries, the MED Committee set up by Article 6 of Council Regulation (EEC) No 1762/92 of 29 June 1992;
 - in the case of the Asian and Latin American countries, the ALA Committee set up by Article 15 of Council Regulation (EEC) No 443/92 of 25 February 1992.
2. The Commission representative shall submit to the committee a draft of the measures to be taken. The committee shall deliver its opinion on the draft within a time limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition each Member State shall have the right to ask to have its position recorded in the minutes.

The Commission shall take the utmost account of opinion delivered by the committee. It shall inform the committee of the manner in which its opinion has been taken into account.

3. The committee shall meet once a year, during a joint meeting of the three committees mentioned in the first paragraph, to discuss general guidelines presented by the Commission representative for operations in the year ahead.

Article 8

At the end of each budget year, the Commission shall present a report to Parliament and the Council summarizing the operations financed in the course of that year and evaluating the implementation of this Regulation over that period.

The summary shall in particular contain information about those with whom contracts have been concluded.

The report shall also summarize any independent evaluations conducted of specific operations.

Article 9

This Regulation shall enter into force on the third day following its publication in the *Official Journal of the European Communities*.

This Regulation shall be binding in its entirety and directly applicable in all Member States.

Done at Brussels, ...

For the Council
The President

FINANCIAL STATEMENT

B7-5050 "Aid for population policies and programmes in the developing countries"

1. **Title of operation:**
Aid for population policies and programmes in the developing countries
2. **Budget heading involved:**
B7-5050
3. **Legal basis:**
Treaty on European Union, Article 130w

4. Description of operation

4.1 General objective

Most developing countries are currently experiencing unprecedented rates of population growth. The operation is aimed at helping the developing countries to design, implement and evaluate population programmes and projects founded on the principles that individuals and families must be free to choose and that family-planning activities must be designed to complement health services.

Last September's Cairo conference on population and development made the status of women, their level of education and their health, and more generally their social, cultural and economic empowerment a cornerstone of its action plan. The Community has undertaken to follow up this conference within the spirit of that action plan.

4.2 Period covered and arrangements for renewal or extension

Ad hoc operations, pending adoption of the legal basis.

5. Classification of expenditure

- Non-compulsory expenditure
- Differentiated appropriations

6. Type of expenditure

- Subsidy in the form of a 100% grant.
- Subsidy for cofinancing with other public and/or private-sector sources, such as: Member States, non-member countries in the region, multilateral bodies or the developing countries themselves.
- Support measures may take the form of technical assistance, training, the establishment of health services, studies and supplies.

7. Financial impact

7.1 Method of calculating total cost of operation (establishment of unit costs)

The amount requested reflects the specific objectives of the operation and the scale of the operations to be financed in the field of population, and in particular the scope for contributing to information and awareness programmes, the establishment and fitting-out of family-planning centres and the requisite supplies.

7.2 Itemised breakdown of cost

Breakdown	1995	1996
Supply of equipment/products	1.85	2
Reproductive health	1.5	2
Family planning	1.5	1.4
Training	1	1.5
Studies/evaluation	0.15	0.1

7.3 Indicative schedule of commitment appropriations

(million ECU)	Budget	Preliminary budget (PDB)
Aggregate position		
Late 1994	1995	1996
13.5	6.0	7

8. Fraud prevention measures

- Normal checks by Commission officials
- External audits may be conducted for operations under this Regulation
- Contracts shall contain a clause entitling the Commission to conduct financial controls and check performance at the contractor's premises
- Commission delegations shall monitor projects implemented in the countries concerned

9. Elements of cost-effectiveness analysis

- 9.1 The long-term effect of these operations will ultimately be a fall in birth rates in the developing countries. The half-term impact will, for example, be manifested by the increase in number of women visiting clinics compared with previous years; the increase in use of contraceptives; the number of midwives per 1000 women; the improvement of quality of services etc.

Specific and quantified objectives

- The conduct of research into the factors determining, and consequences of, fertility;
- The provision of aid for information, awareness and education campaigns concerning reproductive health and family planning;
- Schemes to promote awareness of the link between development and population;
- The establishment and improvement of mother and infant health services and family-planning services;
- The promotion of education for women, in particular on mother and infant health, family planning and social development;
- Assistance for associations undertaking activities in the above areas;
- The exchange of experience, information and equipment, and support for cooperation networks aimed at promoting policies and conducting operations in those same areas.

Targeted population

Men and women in the developing countries who, through the lack of knowledge are unable to exercise freedom of choice regarding the number and spacing of their children.

Initiatives may come from public authorities in developing countries and in E.U. Member States; International organisations; NGOs; Universities, study and research centres and the like, whether public or private; individuals.

Indicators

Some operations will be conducted in close synergy with government measures, others will be monitored by means of specific direct or indirect indicators enabling the results of the Community operation to be quantified.

9.2 Grounds for the operation

Not only will the Community's action complement the Member States' and help the developing countries cope with the problems associated with high rates of population growth, but it will, above all, contribute to improving the coordination of policy by the Member States and the Community.

These measures will contribute to the developing countries' economic and social development, and in particular to:

- reducing unmet demand for family planning;
- reducing infant mortality and disease.

Decisions relating to grants of more than 2 mecus for individual operations financed under this regulation and any changes resulting in an increase of more than 20% in the sum initially approved for such an operation shall be adopted under the procedure of an advisory Committee made up of representatives from the Member States and chaired by a representative of the Commission (EDF, ALA or MED).

Grants of less than 2 mecus are presented for an internal Commission selection.

The guidelines for the financing of population related initiatives in developing countries gives all the relevant conditions (eligible applicants, eligible initiatives, submission of applications, admissible costs, financing etc.)

As an example, the guidelines underline that, "Priority shall be given to initiative which concern: - ACP countries and dovetail with other EDF funded activities (national or regional), especially those implementing the 4th Lomé Convention
- ALA or MED countries and dovetail with other activities implementing the cooperation agreements between the the country or countries and the Community."

9.3 Monitoring and evaluation of the operation

Performance indicators are to be adopted for each project (e.g. the number of new clients at a family-planning centre).

Depending on a project's nature, outputs are to be identified by ongoing monitoring of the project (technical assistance).

A number of specific impact studies will also be carried out. The completion of the main operations financed will be followed by an evaluation report.

Country-evaluations are carried out systematically. The Commission also takes into account the results of evaluations undertaken by other organisations (USAID, ODA, UNFPA, IPPF etc.).

An evaluation of the cost-effectiveness of the budget heading concerned is planned for 1995, covering the period 1990-1995. The results/recommendations will be integrated into the conditions for financing and others. A copy will be sent to DG XIX. This type of evaluation will be carried out on a five-yearly basis.

9.4 Coherence with financial programming

1. Provision has been made for the operation in DG I's financial programming for the relevant years.
2. In DG I's financial programming, the proposed operations serves the broader objective of fostering cooperation with the developing countries in the matter of birth spacing.

ISSN 0254-1475

COM(95) 295 final

DOCUMENTS

EN

11 13

Catalogue number : CB-CO-95-322-EN-C

ISBN 92-77-90958-7

Office for Official Publications of the European Communities

L-2985 Luxembourg