

FOR PARTICIPANTS ONLY

REFERENCE DOCUMENT

DDR/2

9 November 2001

ENGLISH

ORIGINAL: SPANISH

ECLAC

Economic Commission for Latin America and the Caribbean

Open-ended Meeting of the Presiding Officers of the ECLAC
sessional Ad Hoc Committee on Population and Development

Santiago, Chile, 4-5 December 2001

**NOTE BY THE SECRETARIAT ON INDICATORS FOR FOLLOW-UP TO THE
TARGETS OF THE INTERNATIONAL CONFERENCE ON POPULATION
AND DEVELOPMENT IN LATIN AMERICA AND THE CARIBBEAN**

This document has been reproduced without formal editing.

01-10-936

CONTENTS

	<i>Page</i>
1. Activities conducted.....	1
2. Diagnosis of the mechanisms for the system of indicators for follow-up to ICPD.....	2
3. Strategy for the implementation of a set of indicators for follow-up to ICPD	3
Annex: Executive Summary.....	5

1. Activities conducted

Following the twenty-eighth session of ECLAC, which was held in Mexico in April 2000, CELADE undertook a series of tasks in compliance with the mandate to provide support for national systems and for the preparation of a regional system, of an illustrative nature, of follow-up to the targets established at ICPD. Despite a scarcity of resources, the following activities were conducted during the period:

1. Review of the document submitted to the sessional Ad Hoc Committee on Population and Development in Mexico, which was adjusted to serve as a basis for advisory activities with the countries, to make the indicators operational, identify available sources and find a means to address the demographic diversity of the countries. The result of these efforts is the document presented here which, like the activities mentioned below, is the work of Arodys Robles and Fabiana Del Popolo, entitled “Proposal on indicators for follow-up to the goals of the International Conference on Population and Development in Latin America and the Caribbean”. See Executive Summary annexed.
2. A survey among the countries on institutional mechanisms of follow-up to the targets of ICPD. The results of this survey, to which 19 countries responded, were analysed in conjunction with inquiries conducted by UNFPA and the United Nations Population Division. The analysis of the results is contained in the document entitled “Mechanisms of follow-up to the Programme of Action on Population and Development in the countries of Latin America and the Caribbean”(ECLAC/CELADE, Population and development series, No 15, Santiago 2001).
3. Technical assistance was provided upon request to Panama and Nicaragua. In Panama, this consisted of providing technical support to feed indicators into the program WinR+ plan, which was developed by CELADE. Panama integrates the set of ICPD follow-up indicators into a broader system of an economic and sociodemographic nature.
4. ECLAC/CELADE and UNFPA jointly organized a subregional workshop for Central America and Panama on indicators for follow-up to the Plan of Action of the International Conference on Population and Development (26-27 February 2001). Despite the problems caused by the earthquake in El Salvador, which hit shortly before the workshop was held, representatives from all the countries of the subregion —plus Mexico and Peru— were able to attend. In addition to the exchange of experiences among the countries and presentations by CELADE and UNFPA, the participants prepared a set of recommendations which is included in the material put to the consideration of the Presiding Officers.
5. Regional-level indicators were designed and work was begun on the compilation of the respective information. The data was fed into the program WinR+ plan, developed by CELADE. Improvements were also made to this program, including the option of distributing it on CD-ROM and, in the near future, on-line consultations by Internet or Intranet. The program and its explanatory notes will be available to the countries.

2. Diagnosis of the mechanisms for the system of indicators for follow-up to ICPD

Typically, the institutions that could undertake responsibility for setting up a system for ICPD follow-up in the region are of a very diverse nature. The liaisons involved in preparing meetings and responding to the CELADE survey belonged to a wide range of institutions, including institutes of statistics, ministries or departments of social welfare, national population councils, ministries of the interior and ministries of planning, health, women's affairs and external relations.

Very few countries reported having a specific system of indicators for the purpose of follow-up to ICPD. This lack appears to be associated with the weak institutional structure of population policies in most of the countries, although some countries which have explicit population policies also lack such systems. The institutionalization of a follow-up system might serve to draw attention to the need to establish policies directed at the accomplishment of the targets set by ICPD.

It has been found, however, that the countries generally have systems of indicators for monitoring and evaluating social policies and programmes. Although these systems have certain limitations for monitoring the Cairo Programme of Action, they do include many of the indicators it requires. The limitations affect mainly the extent and type of disaggregation of indicators of health and sexual and reproductive rights, special population groups—such as indigenous peoples, adolescents and migrants—and environmental conditions.

When approaching the preparation of a set of indicators to be adopted by the countries, it is necessary to consider each country's position with respect to the demographic transition process and the available sources of information. The status of the demographic transition varies enormously in the region, with some countries at very early stages and others very advanced, although the majority are in full transition. Sources of information are also very diverse in the region, as some countries have censuses and administrative processes of very good quality while in others the records are practically non-existent or highly deficient.

With regard to indicators, the availability of information is affected by the fact that new data is not available on a regular basis. At least ten years elapse before indicators based on census data can be updated, while in many countries household surveys are conducted only in urban areas. Some countries do not conduct population and health surveys and updating is not systematic, despite the fact that these surveys are one of the few sources of reproductive health-related information. Even so, the countries of the region possess a minimum stock of information on which to base follow-up; it is also important to encourage programmes to improve sources or conduct special research.

The document entitled "Proposal on indicators for follow-up to the goals of the International Conference on Population and Development in Latin America and the Caribbean" reviews the systems of indicators of the United Nations institutions and other international agencies with respect to follow-up to the various summits at the world and regional levels. A

visit to the Internet pages of the agencies quickly reveals a series of duplications. As well as the high cost this generates, it raises problems of data compatibility.

Agencies that undertake the responsibility of creating systems at the international —and sometimes national— level using locally-provided data usually have sizeable earmarked budgets and representations in each of the countries. This is true, for example, of the UNDP Human Development Index and the systems of indicators maintained by UNICEF, PAHO/WHO and UNESCO.

3. Strategy for the implementation of a set of indicators for follow-up to ICPD

Any attempt to implement a system or set of indicators for monitoring the targets of ICPD must be based on the situation described here and the resources available. It would appear reasonable to assume that there is no real possibility of deploying a major financial effort for this purpose, although there are projects in some countries, particularly in those considered a priority.

From this it can be surmised that each country's efforts need not necessarily be directed at forming an autonomous and specific system of ICPD follow-up. A more advisable strategy would be to integrate ICPD follow-up into existing systems created to monitor social programmes and policies, of which the achievement of the Cairo targets should be a part. For example, in Panama UNFPA is participating in a project to establish a broad-based system of sociodemographic indicators. Depending on the situation, the best approach in this case might be to incorporate a specific module on population and development, or to integrate an additional set of specific indicators.

From this perspective, it would be necessary to identify the best approach in each country so that CELADE and UNFPA could provide the technical and resource support needed to take the initiative forward. This method would have the added advantage of encouraging the integration of population policies into the countries' economic and social development programmes, probably in close association with priority population issues.

In parallel, with the support of UNFPA, CELADE would carry forward efforts to conduct follow-up at the regional level, by means of a selection of indicators. Many of these indicators are produced by CELADE, in coordination with country-level agencies, and others may be obtained directly from the countries once their systems are in place. In order to avoid duplication of efforts, information could also be drawn from secondary sources from specialized agencies. It would also be beneficial to encourage coordination activities within the United Nations system, in order to exchange experiences and facilitate the coordination of the work. Within ECLAC, for instance, CELADE maintains an ongoing dialogue with the Women and Development Unit concerning gender equity and reproductive health indicators.

The proposal of indicators that would be maintained by CELADE, with the support of UNFPA, would enable each country to start with a base proposition which could be adapted to its needs and requirements. A variety of activities could be organized to disseminate this

proposal and provide technical assistance to those countries that request it. A specific project could thus be prepared to obtain the resources to organize subregional seminars, such as the one held in Nicaragua, and technical assistance missions to the countries. It must be understood, in any case, that developing a proposal of indicators is a dynamic process, to which adjustments must be made as a function of requirements and experiences. An ongoing review process is therefore necessary, based on the evolution of the system in the region and in each of the countries.

In summary, the following activities are proposed for the biennium 2002-2003:

- (a) Organization of subregional workshops, to promote awareness of the need for follow-up to indicators of accomplishment of the targets of ICPD and to discuss the scope of this.
- (b) Continued assistance to the countries on the part of CELADE, in coordination with UNFPA, to help them implement systems of indicators or integrate them into systems already in place to monitor sociodemographic status and/or social policies.
- (c) Maintenance by CELADE of a regional system of indicators based on the information that is already available, if possible deriving from national systems as and when they are implemented.
- (d) From an operational point of view —both to improve the quality of the work and of user transparency, and to save the cost of duplication of labour— it is proposed that ways be found to coordinate the follow-up activities of the various summits among the agencies involved.
- (e) In order carry these activities forward, CELADE, with the support of UNFPA, would require to prepare a project, which would need to include resource requirements.

ANNEX: EXECUTIVE SUMMARY

Proposal on indicators for follow-up to the goals of the International Conference on Population and Development in Latin America and the Caribbean

Background

At the *International Conference on Population and Development (ICPD)* held in Cairo in 1994, 179 countries endorsed a set of recommendations and common targets known as the *ICPD Programme of Action*. In the case of Latin America, the objectives, targets and recommendations for action in the framework of this Programme were defined for the region in the context of the Economic Commission for Latin America and the Caribbean (ECLAC) sessional Ad Hoc Committee on Population and Development. The Ad Hoc Committee resolutions take into account the specific needs and conditions of the region and propose a set of objectives that comprise a Regional Plan of Action.

The Latin American and Caribbean Demographic Centre (CELADE), in close coordination with the United Nations Population Fund (UNFPA), conducts a number of activities directed at pursuing the resolution of the Ad Hoc Committee on Population and Development of the twenty-eighth session of ECLAC. This resolution instructed CELADE to provide support to the countries for the preparation of information systems with indicators enabling follow-up and evaluation of the implementation of the Programme of Action and the Regional Plan of Action.

At the open-ended Meeting of the Presiding Officers of the Committee on Population and Development in December 1998, CELADE presented the document *Sistema de indicadores para el seguimiento y la evaluación de las metas del Programa de Acción de la Conferencia Internacional sobre la Población y el Desarrollo para los países de América Latina y el Caribe. Un primer borrador para análisis*. The purpose of this document was to move forward with the construction of a common basis on which to build a system of indicators, to generate a set of indicators on which there was consensus, in addition to a number of groundlines for defining qualitative indicators.

The implementation and follow-up of the PA must take into account the mechanisms of the institutions responsible for population programmes and policies. In order to gain an overview of this, in late 2000 CELADE conducted a survey on *Mechanisms in follow-up to the targets of the Programme of Action of the International Conference on Population and Development*. The information from this survey is complementary to inquiries conducted two years earlier by the United Nations Population Division and by UNFPA. Another of the activities proposed by CELADE to integrate the different countries' widely varying situations with respect to information systems was a Workshop to compile the countries' experiences in establishing systems and indicators and analyse the possibilities of implementing a set of indicators for follow-up to the targets of the ICPD Programme of Action.

In summary, the present document has been prepared on the basis of the experience gained thus far, in order to serve as a framework for the design and implementation of a system of indicators to provide follow-up to the targets established at ICPD and in the Regional Plan of Action.

Sociodemographic diversity in Latin America and the ICPD Programme of Action

The sociodemographic diversity in the countries of Latin America makes it difficult to arrive at a single means of monitoring the targets of the Programme of Action (PA). First, the countries are at varying stages of the demographic transition, that is, they are at different stages of the shift from high to low mortality and fertility rates.

Although major decreases in mortality and fertility were observed in the second half of the twentieth century, there are still major differences between countries. For example, for the period 1995-2000 countries at an incipient stage of transition recorded an average life expectancy at birth of less than 60 years of age, while in the advanced transition countries, this indicator was around 74 years of age. Incipient transition countries turned in an average total fertility rate of 4.4 children per woman, while advanced transition countries recorded a figure of 2.4 for this indicator. Moderate and full transition countries record figures somewhere between these two extremes, with the full transition countries turning in the most heterogeneous demographic indicators.

With regard to mortality, the PA established targets both for the reduction of infant and child mortality and for life expectancy at birth and maternal mortality. Clearly, these objectives are most simply expressed as a single one: to reduce mortality. Where mortality rates are very high, infant and child mortality must be reduced in order to achieve an increase in life expectancy. Countries with low rates of infant and child mortality are likely to require an additional decrease in adult mortality to reach the life expectancy target. Lastly, where these two figures are already below the objectives set, life expectancy is also likely to be higher than the targets established.

Targets of maternal mortality, reproductive health care and knowledge and prevalence of contraceptive methods do not complement each other in the same fashion. It has not been possible to establish a clear relationship between maternal mortality rates and measures to improve reproductive health care and access to family planning methods. This is partly attributable to the difficulties involved in measuring maternal mortality, but is also a function of the diversity of situations with respect to specific measures and the operation of programmes.

The PA does not establish specific fertility-rate objectives, but makes reference to access to reproductive health care that can guarantee the information and the means for free choice in family formation. From this perspective, it is more important to reduce unmet demand for family planning than to increase the prevalence of contraceptives. It is hoped that this objective of the PA may be accomplished in the short term. The PA targets also refer to reproductive health care, including sexual health.

The fact that the countries are at different stages of the transition process has additional implications, particularly with regard to the difference in age structure. In countries with high birth and mortality rates, children aged under 15 account for over 40% of the population; and the population aged over 60 accounts for a greater proportion in countries that have low birth and mortality rates, which translates into major differences in dependency ratio. It is estimated that in 2000 there were 55 inactive persons for each 100 potentially active members of the population in Chile, while in Guatemala the inactive members number 89. The difference in the relative weight of the various age groups indicates that the emphasis of policies and programmes directed at improving the welfare of the population should also take the stage of the demographic transition into account. Other examples of these differences are to be seen in programmes directed at reducing mortality and in social security programmes.

The variation of the demographic situation from one country to another means that actions to comply with the PA need to be directed at a variety of sectors of the population. For this reason, any proposal of indicators for monitoring the targets must take account of the demographic transition, in order to distinguish the issues that are most relevant for each country. This demographic diversity is compounded by social and economic heterogeneity, which implies that differentiated needs arise in some countries, such as factors associated with international migration.

Methodological aspects of the selection of indicators

The fundamental importance of the ICPD Programme of Action lies in the shift from targets defined in demographic terms to goals which aim to improve the welfare of the population; an essential part of the PA is the emphasis on reproductive health and on the empowerment of women, and also on the recognition and the broadening of the rights of the individual.

This emphasis of the PA implies that the policies that countries adopt in pursuance of population and development targets encompass different spheres. These policies must therefore include programmes and projects of different types and they must change their objectives in line with national priorities. Such projects and programmes are closely related to other plans, in particular those directed at reducing poverty.

Gender equity—a central aspect of the ICPD Programme of Action— provides a prime example of the range of actions needed to carry forward the PA. Improving women's social status and full female empowerment require action to correct the marginalization which has historically generated inequality between men and women, such as access to education and labour and other mechanisms that protect women from violence and discrimination.

The actions to be designed in each country depend on the type of opportunities that are lacking, and the nature of non-respect for rights and discrimination. From this point of view, it is important that the set of indicators not only measure the accomplishments of the projects and programmes that have been implemented but also serve to identify spheres in which specific action is needed.

The fact that a wide range of actions needed to promote the targets of the PA means that **monitoring** and **evaluation** are very important (a detailed account of the different activities that each of these forms of follow-up entail is provided in the unabridged version of this document). In any case, whether it is a case of formulation, monitoring or evaluation of social projects, it is advisable to develop systems of indicators that are purpose-designed and compatible with the analysis requirements. A methodological issue that arises is the importance of making an analytical distinction according to the type of indicator. In general terms, a relatively “balanced” number of indicators is needed to capture features of the inputs, processes and outputs (or concrete results) of programmes and projects.

Substantive dimensions must be considered in the definition of indicators, to ensure that they are relevant to the programme and that the respective information is readily accessible. A key aspect in choosing indicators to be included in the system is the specification of the purpose and type of indicator required. Logically, the definition of each indicator should be consistent with the objectives to be achieved (the unabridged version describes the desirable features of an indicator and other related methodological considerations).

The proposal included in this document is intended to serve as a basis for the development of national systems for monitoring both the ICPD Programme of Action and the Regional Plan of Action. The regional system is devised at the macro level, that is on a national scale, and makes it possible to compare indicators with targets in order to measure progress towards an objective. It also identifies inequalities between different population groups by socioeconomic or sociodemographic features and by geographical area. In addition, it provides information for specific programmes and for evaluation in the social sectors. A number of requirements had to be taken into account in order to make the shift from a set of indicators that served for projects and programmes to one suitable for monitoring at the regional level. It was also necessary to bear in mind the proposals prepared by different United Nations agencies at the behest of different conferences held during the 1990s. Recently steps have been taken to unify these proposals in order to avoid overburdening the countries with requirements for information for each one.

Availability of information

A key aspect of the various proposals is that they require indicators to be calculated on the basis of existing sources. This raises problems of data comparability, as the existing sources vary in availability, coverage and quality from one country to another.

In addition, given that changes in the countries are to be measured subsequent to ICPD, the indicators must refer to at least two periods. The unabridged version mentions the main sources of information and their respective advantages and limitations.

Vital statistics, population censuses and fertility censuses enable measurements to be made of mortality and fertility and provide a basis for evaluating changes. One of the main advantages of population censuses is that they can provide population estimates for geographic units or by social groups, and disaggregated information on the economic, social and educational

features of the population. Population and health surveys, however, offer the opportunity to explore a wide range of health-related issues.

Other types of inquiries, such as households surveys and standard-of-living surveys, constitute traditional mechanisms for monitoring the status of the population, in areas such as employment, education and poverty.

The availability of sources of information has a significance that goes beyond the calculation of indicators. In fact, one of the targets of the Programme of Action is to integrate demographic factors into development policies and programmes. To this end, there is a need to reinforce the capacity of the countries to compile information and research population- and develop-related subjects. This requires timely access to the results of ongoing statistics, surveys and censuses, and an appropriate distinction between the aggregate results and the actual inquiry data (known as microdata, or the information at the level of the individual, household and/or dwelling).

Despite a substantial improvement in the delivery of results, in most countries access to microdata within information sources continues to be limited, which means that these sources—in which a considerable amount of resources have been invested—are being underused. There are many advantages to be gained from using these sources more widely: studies could be conducted on specific issues or focussed on the status of determined social groups or different geographical areas of the country; the quality of the source could be examined and evaluated in greater details; demand for new information would increase; and, lastly, it would help to raise awareness of the importance of investing in resources to generate and disseminate good quality information in a timely manner.

CELADE made a major effort to encourage access to and use of microdata with the programme REDATAM, which provides a means to process data from censuses, vital statistics, surveys and other sources quickly and easily, for user-defined geographical areas. The program's specific applications—of the R+Xplan type—serve to generate pre-defined indicators and create thematic maps. These bases can be defined by different access options (by geographical level, for example) which safeguards the confidentiality of the data.

Synthesis of the proposal of indicators

The indicators proposed were grouped by priority areas, as presented in this Annex. The objectives and targets agreed at in the Regional Plan of Action and at ICPD were also taken into consideration. In general terms, the system contains indicators which make it possible to directly evaluate the degree of progress towards a target defined in the PA, at both the regional and international levels. It also has indicators intended to provide contextual information on the main areas of interest.

It would be worthwhile for each country to incorporate a subsystem for follow-up to summits into its national information systems for monitoring social policies, in order to avoid the

duplication of labour. Countries could then build upon this in accordance with their particular needs and features.

For each indicator, the proposal comprises the following: conceptual and operational definition; transcription of the target, wherever it is explicitly included in the ICPD Programme of Action or the Regional Plan of Action; the primary sources of the data; the cut-off variables which define the groups or subpopulations for which the indicator will be calculated; the relevance by state of demographic transition, and general comments on the application of the indicator and/or any additional clarification on the practical implementation of the indicator or the sources of the basis data.

1. Population and public policy	2. Gender equity, full equality of opportunity and women's empowerment
<p><i>1.a. Population growth and structure</i></p> <ul style="list-style-type: none"> - Number of inhabitants - Growth rate - Age structure - Dependency ratio - Total fertility rate - Life expectancy at birth <p><i>1.b. Territorial location</i></p> <ul style="list-style-type: none"> - Degree of urbanization - Urban population distribution - Primacy of the capital - Population density in the main urban areas <p><i>1.c. Demographic ageing</i></p> <ul style="list-style-type: none"> - Percentage of older adults - Ageing index - Percentage of households with older adults - Structure of households with older adults <p><i>1.d. Poverty</i></p> <ul style="list-style-type: none"> - Percentage of the population that is poor - Percentage of the population that is indigent 	<p><i>2.a. Gender equity in education</i></p> <ul style="list-style-type: none"> - Illiteracy rate - Net primary school enrolment ratio - Gap in education (primary, secondary and further education) - Level of schooling of the population aged 15 to 24 <p><i>2.b. Equality of employment opportunities</i></p> <ul style="list-style-type: none"> - Percentage of households with female heads of household - Rate of economic participation - Unemployment rate - Percentage of women employed according to qualification - Gap in the level of income - Percentage of women in parliament

3. Health and reproductive rights, family planning and family well-being	
<p><i>3.a. Health and mortality</i></p> <ul style="list-style-type: none"> - Infant mortality rate - Mortality rate in childhood (for the under-5s) - Life expectancy at birth - Malnutrition in children aged under 5 - Non-use of health services - Health coverage - Measles vaccination coverage - Complete vaccination coverage - Access to potable water - Access to sanitation services <p><i>3.b. Sexual and reproductive health</i></p> <ul style="list-style-type: none"> - Number of births - Total fertility rate - Availability of centres with obstetric services - Availability of health centres with reproductive health services - Quality standards in reproductive health - Availability of contraceptive methods - Rate of contraceptive use - Unmet need for family planning - Total desired fertility - Maternal mortality rate - Pregnancy services provided by qualified personnel - Births assisted by skilled attendants - Rate of prevalence of HIV in pregnant women - Prevalence of HIV in the population of reproductive age - Existence of a national plan to combat RTIs and STDs 	<p><i>3.c. Sexual health of adolescents</i></p> <ul style="list-style-type: none"> - Fertility rate of mothers aged 15-19 - Percentage of adolescent mothers - Knowledge of contraceptive methods - Knowledge of the fertile period - Awareness of STI prevention - Centres with sexual and reproductive health services for adolescents <p>Note: Some of the indicators listed in section 3.b. can be disaggregated by age groups. The above section can thus be supplemented with the information for the age group 15-19. The indicators are: number of births; rate of contraceptive use; unmet need for family planning; desired fertility rate; pregnancy services by skilled personnel; birth care by skilled personnel; HIV prevalence rate in pregnant women.</p>