

LATIN AMERICA AND THE CARIBBEAN

Financial Resource Flows and Revised Cost Estimates for Population Activities

"The [ICPD] Programme [of Action] is critical to achieving the Millennium Development Goals. It is especially important for goal number five: to cut maternal mortality and achieve universal access to reproductive health care... To fully carry out the Cairo Programme of Action means providing women with reproductive health services, including family planning."

Secretary-General Ban Ki-moon, General Assembly Commemoration of the 15th Anniversary of the International Conference on Population and Development, October 2009

Why Fund Population Activities?

Population dynamics and reproductive health are central to development and must be an integral part of development planning and poverty reduction strategies. The Millennium Development Goals, especially the eradication of extreme poverty and hunger, will not be achieved if issues of population and reproductive health are not adequately addressed. Implementing the ICPD Programme of Action, especially the reproductive health goal, is essential for meeting the Millennium Development Goals directly related to health, including child mortality, maternal health and HIV/AIDS prevention, and social and economic outcomes, including gender equality and poverty eradication.

What Did Cairo Say About Funding To Achieve The ICPD Objectives?

At the ICPD in 1994, the international community agreed that US \$17 billion would be needed in 2000, \$18.5 billion in 2005, \$20.5 billion in 2010 and \$21.7 billion in 2015 to finance programmes in the area of population dynamics, reproductive health, including family planning, maternal health and the prevention of sexually transmitted diseases, as well as programmes that address the collection, analysis and dissemination of population data. Two thirds of the required amount would be mobilized by developing countries themselves and one third, or \$5.7 billion in 2000, \$6.1 billion in 2005, \$6.8 billion in 2010, and \$7.2 billion in 2015 was to come from the international community.

What Will It Take To Achieve The ICPD Objectives Today: Revised Cost Estimates

To ensure adequate funding for the implementation of the ICPD Programme of Action, the United Nations Population Fund (UNFPA) reviewed the existing estimates for the four categories of the ICPD costed population package (ICPD para. 13.14) and revised them to meet current needs. These revised estimates are much higher than the original ICPD targets agreed upon in 1994 because they take into account both current needs and current costs and because they include interventions such as AIDS treatment and care, and reproductive cancer screening and treatment, that were not part of the original costed population package. The revised costs are considered minimum estimates required to finance interventions in the areas of family planning, reproductive health, STD/HIV/AIDS, and basic research, data and population and development policy analysis.



Revised ICPD Global Cost Estimates

TABLE 1
Revised ICPD Global Cost Estimates, 2009-2015
(Millions of US \$)

Population Category	2009	2010	2011	2012	2013	2014	2015
Sexual/Reproductive Health/Family Planning	23,454	27,437	30,712	32,006	32,714	33,284	33,030
Family Planning Direct Costs	2,342	2,615	2,906	3,209	3,529	3,866	4,097
Maternal Health Direct Costs	6,114	7,868	9,488	11,376	13,462	15,746	18,002
Programmes and Systems Related Costs	14,999	16,954	18,319	17,422	15,723	13,672	10,931
HIV/AIDS	23,975	32,450	33,107	33,951	34,734	35,444	36,189
Basic Research/ Data/Policy Analysis	1,551	4,837	3,943	2,239	1,181	864	591
TOTAL	48,980	64,724	67,762	68,196	68,629	69,593	69,810

Source: United Nations (2009), Report of the Secretary-General on *The Flow of Financial Resources for the Implementation of the Programme of Action of the International Conference on Population and Development*, E/CN.9/2009/5. UNFPA (2009), *Revised Cost Estimates for the Implementation of the Programme of Action of the International Conference on Population and Development: A Methodological Report*.

Global Progress Towards the ICPD Financial Commitments

By 2009, international population assistance increased to \$10.5 billion. This includes funding from developed countries, the United Nations system, foundations, NGOs, and development banks. Based on past trends, this number is projected to increase further in 2010 and 2011. However, given the current global financial crisis, it is uncertain whether this will indeed be the case.

The largest proportion of total population assistance goes to fund HIV/AIDS activities. However, funding for both family planning services and basic reproductive health services increased in 2009 both in absolute dollar amounts and as a percentage of all funding for the four ICPD population categories.

The Resource Flows Project estimates that developing countries and countries in transition mobilized \$29.8 billion for population activities in 2009. Domestic resources include government, national NGO and private out-of-pocket expenditures.

The global figure of domestic expenditures reflects the commitment of developing countries, regardless of the amount mobilized, although it contains significant variations among countries in their ability to mobilize resources for population activities. Most domestic resources originate in a few large countries. Many countries, especially those in sub-Saharan Africa and the least developed countries, are not able to generate the necessary resources to finance their own population programmes. They rely to a large extent on donor assistance.

Financial Resource Flows in Latin America and the Caribbean

TABLE 2
Revised ICPD Cost Estimates for Latin America and the Caribbean, 2009-2015
(Millions of US \$)

Population Category	2009	2010	2011	2012	2013	2014	2015
Sexual/Reproductive Health/Family Planning	3,132	3,401	3,627	3,837	3,922	4,119	4,347
Family Planning Direct Costs	310	343	378	414	452	492	518
Maternal Health Direct Costs	958	1,182	1,431	1,706	2,009	2,340	2,680
Programmes and Systems Related Costs	1,864	1,876	1,818	1,717	1,461	1,286	1,150
HIV/AIDS	3,072	3,461	3,562	3,630	3,703	3,770	3,867
Basic Research/ Data/Policy Analysis	162	729	250	309	74	78	106
TOTAL	6,366	7,591	7,439	7,775	7,699	7,966	8,320

Source: United Nations (2009), Report of the Secretary-General on *The Flow of Financial Resources for the Implementation of the Programme of Action of the International Conference on Population and Development*, E/CN.9/2009/5. UNFPA (2009), *Revised Cost Estimates for the Implementation of the Programme of Action of the International Conference on Population and Development: A Methodological Report*.

International Assistance for Population Activities in Latin America and the Caribbean

Latin America and the Caribbean received \$645 million in population assistance in 2009 (Table 3). A total of 33 countries in Latin America and the Caribbean benefited from international population assistance in 2009. Haiti received the most assistance of any country in the region—\$138 million, followed by Peru—\$70 million and Nicaragua—\$51 million. A total of \$77 million was spent on regional programmes. Map 1 shows the per capita population assistance in the region.

TABLE 3
Population Assistance to Countries for Latin America and the Caribbean, 2000-2009

Country	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anguilla	116	44	20	0	0	0	0	0	0	55
Antigua and Barbuda	0	0	50	0	0	*	2	61	49	87
Argentina	1,045	865	570	3,478	1,512	5,788	5,601	7,176	9,329	3,061
Aruba	170	208	166	0	0	0	0	0	0	0
Bahamas	0	0	0	0	0	75	0	0	15	0
Barbados	0	0	0	85	0	80	207	362	530	227
Belize	122	278	325	409	323	452	572	527	460	874
Bolivia	17,015	25,576	25,513	11,248	11,668	16,736	16,779	15,447	32,420	33,278
Brazil	10,602	7,545	12,256	11,489	18,779	6,195	17,509	7,718	29,166	23,356
Chile	108	112	183	4,162	667	9,878	2,963	5,218	2,152	520

(continued)

**FINANCIAL RESOURCE FLOWS AND REVISED COST ESTIMATES FOR POPULATION ACTIVITIES
LATIN AMERICA AND THE CARIBBEAN**

TABLE 3 (continued)
Population Assistance to Countries for Latin America and the Caribbean, 2000-2009

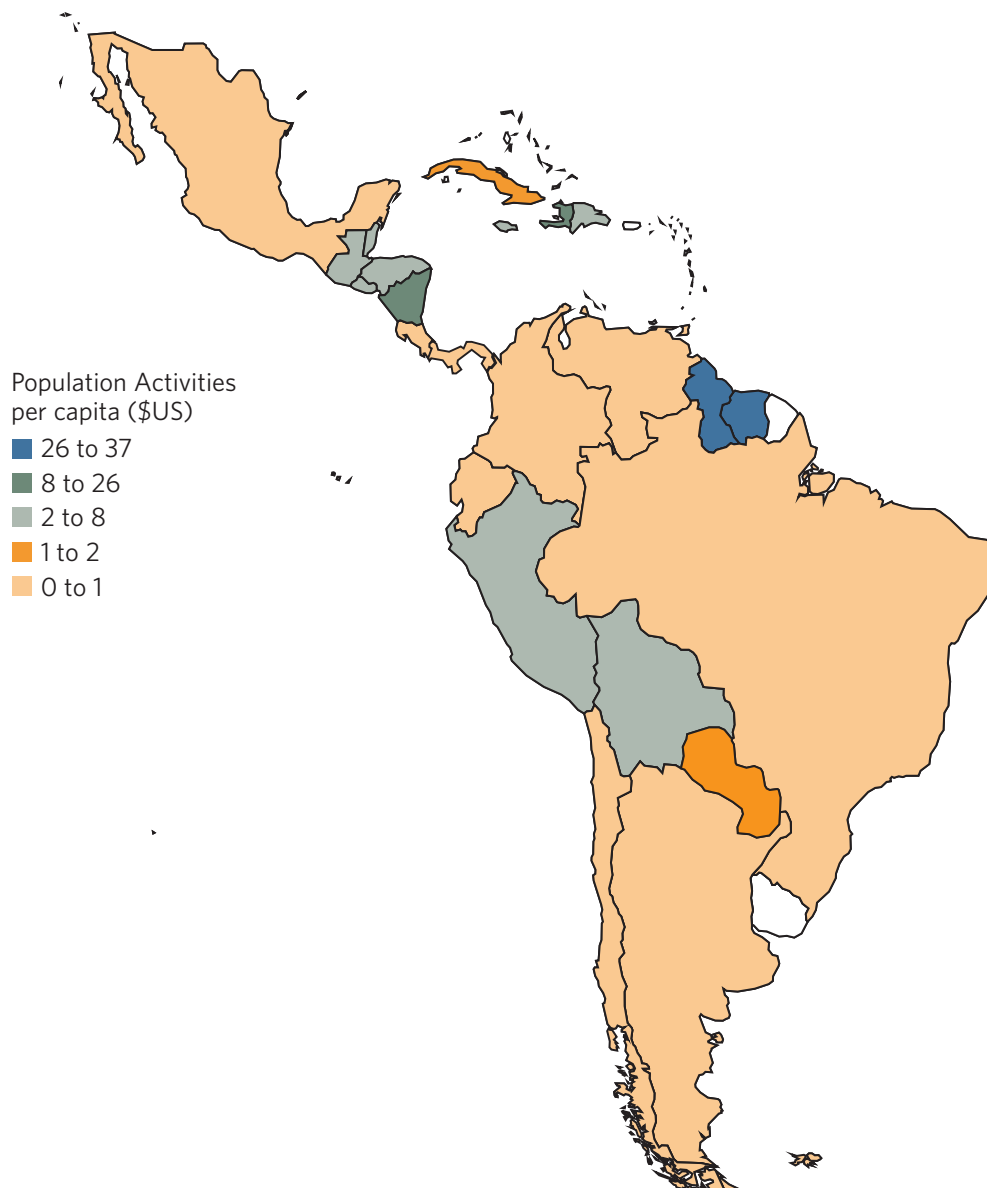
Country	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Colombia	1,652	1,427	1,315	1,692	3,267	4,603	8,306	3,773	6,632	7,901
Costa Rica	419	344	378	660	601	1,202	1,582	1,456	2,967	1,489
Cuba	455	1,469	1,382	5,988	1,531	5,042	5,116	12,059	5,515	11,740
Dominica	0	0	0	0	25	7	16	19	20	94
Dominican Republic	6,909	8,135	8,524	8,524	7,420	13,283	14,453	16,224	26,276	28,283
Ecuador	6,600	9,697	5,132	3,492	4,041	9,610	11,128	11,694	14,068	11,802
El Salvador	5,057	7,760	6,268	7,626	8,325	15,390	9,241	6,814	10,625	24,557
Grenada	0	0	21	0	0	1,048	4	14	252	74
Guatemala	7,578	12,474	25,636	19,757	16,943	15,187	14,992	18,159	39,962	42,482
Guyana	482	1,064	1,315	4,387	11,794	19,135	22,889	19,462	27,692	27,694
Haiti	11,419	16,621	17,647	39,388	25,951	75,896	96,668	116,948	126,106	138,488
Honduras	13,256	13,853	14,551	11,635	10,540	17,031	15,175	19,061	35,162	33,646
Jamaica	5,066	3,534	6,544	4,677	5,000	7,170	7,396	7,021	11,326	10,582
Mexico	16,214	9,849	16,318	15,646	13,028	8,127	11,322	7,654	8,610	16,578
Montserrat	0	0	181	931	0	*	0	0	0	167
Netherlands Antilles	133	217	123	0	0	0	0	0	0	0
Nicaragua	11,888	16,685	18,477	15,823	20,728	23,018	29,598	36,732	37,280	50,993
Panama	318	474	688	594	871	925	1,686	341	356	1,282
Paraguay	2,306	3,761	3,552	4,167	3,673	4,373	5,189	5,340	7,534	11,605
Peru	20,085	23,635	26,167	18,839	23,715	43,426	35,316	24,499	28,605	70,050
Puerto Rico	0	0	0	36	0	0	0	8	0	0
Saint Kitts and Nevis	0	0	0	5	0	*	*	0	0	80
Saint Lucia	104	26	51	89	0	605	65	46	229	255
Saint Vincent and the Grenadines	0	0	0	0	0	913	32	258	15	395
Suriname	824	139	336	1,083	3,884	9,019	2,384	4,725	934	12,776
Trinidad and Tobago	331	530	370	849	63	657	1,948	1,253	3,108	771
Turks and Caicos Islands	0	0	67	0	18	0	0	0	0	0
Uruguay	107	193	154	288	571	430	538	437	312	0
Venezuela	459	879	779	1,312	1,028	1,665	3,534	677	597	2,376
Regional	15,694	21,208	60,609	23,591	40,206	35,711	49,562	43,464	50,400	77,191
TOTAL	156,534	188,602	255,666	221,948	236,173	352,677	391,772	394,650	518,707	644,810

Source: UNFPA/NIDI Resource Flows database and *Financial Resource Flows for Population Activities, selected years*.

* Less than US \$500.

FINANCIAL RESOURCE FLOWS AND REVISED COST ESTIMATES FOR POPULATION ACTIVITIES
LATIN AMERICA AND THE CARIBBEAN

MAP 1
Population Assistance Per Capita, Latin America and the Caribbean, 2009



Source: UNFPA/NIDI Resource Flows database

Figure 1. Population Assistance by Type of Donor, Latin America and the Caribbean, 2009

OECD/DAC donor countries contributed the most population assistance, accounting for 63 percent of assistance in 2009. This was followed by United Nations organizations, international NGOs, foundations and private non-profit organizations and development banks.

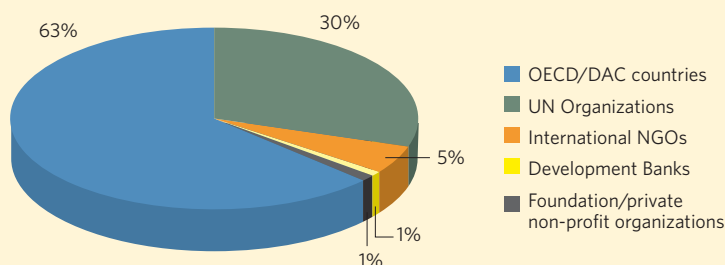


Figure 2. Population Assistance by Channel of Distribution, Latin America and the Caribbean, 2009

Of the total amount spent for population assistance in Latin America and the Caribbean in 2009, 26 per cent was channeled through bilateral programmes, 37 per cent was channeled through multilateral organizations and 37 per cent was spent by international NGOs.

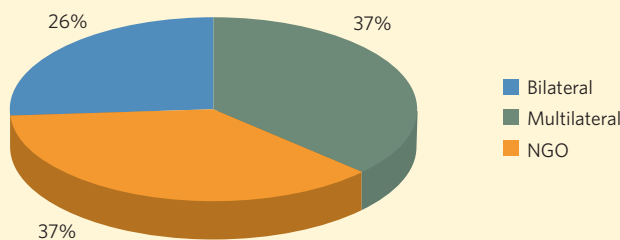
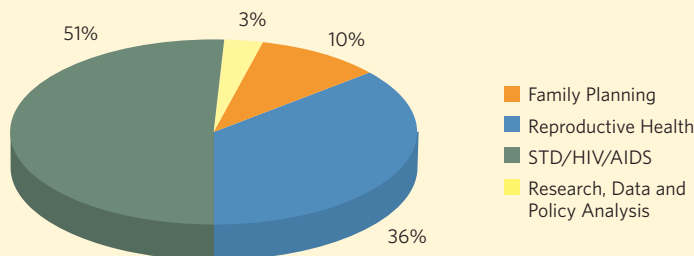


Figure 3. Population Assistance by ICPD Category, Latin America and the Caribbean, 2009

Figure 3 shows the total population assistance in Latin America and the Caribbean by ICPD category. Fifty-one per cent of population assistance went to STD/HIV/AIDS activities, 36 per cent to reproductive health, 10 per cent to family planning and 3 per cent to research, data, and population and development policy analysis. It is important to point out that because of integration of services, some funding for family planning could in fact be reported under reproductive health expenditures.



Source: UNFPA/NIDI Resource Flows database

Domestic Resources for Population Activities in Latin America and the Caribbean

Domestic financial resources for population activities originate from the following major sources: Governments, NGOs, the private sector and consumers. The number and complexity of sources make it much more difficult to monitor domestic resource flows than international assistance for population. Although it is possible to collect information from Governments and NGOs, it is more difficult to track this information from the private sector and individual consumers due to insufficient data. Table 4 provides estimates of domestic expenditures for population activities by governments, NGOs and consumers.

TABLE 4
Estimated Domestic Expenditures for Population Activities in Latin America and the Caribbean, By Source of Funds, 2009
(Thousands of US \$)

Source of Funds					
Government	NGO	Consumers*	Total	Percentage of consumer expenditures	Percentage spent on STD/HIV/AIDS
2,759,332	96,443	1,828,458	4,684,234	39%	48%

*Consumer spending on population activities covers only out-of-pocket expenditures and is based on the average amount per region as measured by the WHO (2004) for health care spending in general. For each region, the ratio of private out-of-pocket versus per capita government expenditures was used to derive consumer expenditures in the case of population activities.

Source: Erik Beekink, *Projections of Funds for Population and AIDS Activities, 2009-2011*, The Hague, 2010.

Key Areas Requiring Further Action

Current funding levels are far below what is required to meet needs. Given the current global financial crisis and the uncertainty of future funding levels, full implementation of the ICPD Programme of Action may be in jeopardy. To accelerate the implementation of the Cairo agenda and to achieve the Millennium Development Goals, the international community should continue to:

- Ensure that population and reproductive health are seen as an integral part of the achievement of the Millennium Development Goals and that they figure prominently in national development programmes and poverty reduction strategies
- Mobilize sufficient resources to fully implement the ICPD Programme of Action and ensure that all four areas of the costed population package, including family planning and reproductive health, receive adequate attention
- Establish an effective partnership of donor and recipient countries based on mutual trust, accountability and donor coordination in support of country goals
- Increase attention to cost-effectiveness and programme efficiency so that resources reach all segments of the population, especially those that are most in need
- Enhance the role of the private sector in the mobilization of resources for population and development, in monitoring population expenditures and ensuring that financial targets and equity objectives are met
- Establish a system of monitoring of resource flows to identify funding gaps and for budgeting and planning purposes. Governments are urged to make a special effort to monitor all expenditures going to population activities, including those at subnational levels and those that are part of integrated social and health projects and sector-wide approaches so that all efforts at resource mobilization can be captured in UNFPA's annual reports

The success of the ICPD depends greatly upon the willingness of Governments, local communities, the non-governmental sector, the international community and all concerned organizations and individuals to turn the ICPD recommendations into action.

The challenge before the international community is to mobilize the additional resources required in all areas of the ICPD costed population package: family planning services, reproductive health services, STD/HIV/AIDS activities and basic research, data and population and development policy analysis. Both international and domestic allocation of resources to population activities must increase from present levels to meet current needs.

Annex I. The Resource Flows Project

Why Monitor Resource Flows? UNFPA complies with General Assembly resolutions 49/128 and 50/124 to monitor progress towards the financial targets set out in the ICPD Programme of Action. It also responds to a request made at the twenty-eighth session of the Commission on Population and Development for an annual report on the flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development. UNFPA collaborates with the Netherlands Interdisciplinary Demographic Institute (NIDI), the Indian Institute of Health Management Research (IIHMR), the African Population and Health Research Center (APHRC) and UNAIDS in the data collection.

Each year, UNFPA presents its findings in the *Report of the Secretary-General on The Flow of Financial Resources for Assisting in the Implementation of the Programme of Action of the International Conference on Population and Development* which is submitted to the Commission on Population and Development. The Fund also prepares an annual advocacy brochure, *Financing the ICPD Programme of Action* and the report on *Financial Resource Flows for Population Activities*. The information is useful for policy and planning as well as for advocacy and mobilization of resources. The reports are intended to be a tool for donor and developing country Governments, multilateral organizations and agencies, private foundations and non-governmental organization to monitor progress in achieving the financial resource targets agreed to at the ICPD, to identify funding gaps and coordinate financing of population programmes. Development cooperation officers and policy makers in developing countries can use the reports to identify the domestically generated resources and complementary resources from donors needed to finance population and reproductive health programmes.

What Do We Monitor? The Resource Flows Project tracks financial resource flows based on the “costed population package” as described in paragraph 13.14 of the ICPD Programme of Actions: 1) Family planning services; 2) Basic reproductive health services; 3) Sexually transmitted diseases and HIV/AIDS prevention; 4) Basic research, data and population and development policy analysis. The ICPD recognized (paras 13.17 to 13.19) that the “costed package” did not include all interventions necessary for the achievement of universal access to reproductive health. It has since become possible to cost and include some additional elements, particularly in the context of the Millennium Development Goals. To simplify reporting procedures and to harmonize resource tracking with UNAIDS, data on AIDS expenditures are obtained directly from UNAIDS.

How Do We Monitor Resource Flows? Data on population assistance are gathered with the use of a detailed questionnaire sent to major players in the field of population and AIDS which account for most population assistance. These include donor countries that are part of the OECD/DAC and the European Union, multilateral organizations and agencies, major private foundations and other international NGOs that provide substantial population assistance. Most information for donor countries is obtained from the OECD/DAC database.

Data on domestic resources are collected via an annual survey sent by e-mail to UNFPA Country Offices for further distribution to government departments and national NGOs. A separate questionnaire for national consultants asks for information on the national budget, future commitments, private sector, coverage, quality of data, problems facing follow-up and response. Data collected are 1) based on primary sources; 2) actual expenditures (not commitments); 3) restricted to public sector (government and NGOs, not private household or out-of-pocket expenditures, employers, etc); and 4) include project level information to avoid double counting.

Questionnaires for governments are for distribution to those departments that are involved in population activities, for example, Ministries of Health, Population, Education, or Central Statistical Offices, government-run research centers or universities. Questionnaires for national NGOs are for distribution to national non-governmental, not-for-profit organizations involved in population activities that are responsible for more than about one percent of the total funds for population activities in the country. This means that national foundations, research centers, etc can also fill out the NGO questionnaire.

UNFPA Country Offices are responsible for the distribution, follow up and collection of the questionnaires. They are expected to check the responses and assist respondents in completing the forms or making estimates, if necessary. In many cases, Country Offices hire national consultants for this purpose. To build national capacity to monitor resource flows, ensure country ownership and sustainability of the project, UNFPA Country Offices are encouraged to identify an institution which will be responsible for data collection, preferably one which is tasked with MDG monitoring. This could be a government ministry, NGO, or an academic or research institution.

The Resource Flows Project provides a summary of the data gathered in the form of feedback reports. The Resource Flows Project is part of the Population and Development Branch of the Technical Division under the coordination of Jose Miguel Guzman; Ann Pawliczko is directly responsible for the project (pawliczko@unfpa.org). At NIDI, the project is coordinated by Leo van Wissen and Erik Beekink is directly responsible (beekink@nidi.nl).

Annex 2. The Resource Flows 2009 Sample

A total of 19 countries in Latin America and the Caribbean were included in the sample for fiscal year 2009.

Of these, 11 provided data on resource flows:

- Bolivia
- Brazil
- Colombia
- Cuba
- Dominican Republic
- El Salvador
- Mexico
- Panama
- Paraguay
- Peru
- Venezuela

The following countries did not provide data:

- Argentina
- Chile
- Ecuador
- Haiti
- Honduras
- Jamaica
- Nicaragua
- Trinidad & Tobago



For more information, please visit the Resource Flows Web Site at www.resourceflows.org