

Eastern Europe and Central Asia

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.



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

	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
<i>Family Planning Direct Costs</i>	2,342	2,615	2,906	3,209	3,529	3,866	4,097
<i>Maternal Health Direct Costs</i>	6,114	7,868	9,488	11,376	13,462	15,746	18,002
<i>Programmes and Systems Related Costs</i>	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 2011, international population assistance increased to \$11.4 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 2012 and 2013. However, given the lingering effects of the global financial crisis, it is uncertain whether this will indeed be the case.

The largest proportion of total population assistance – 66 per cent - goes to fund HIV/AIDS activities. In actual dollar amounts, funding for family planning, which had plummeted to \$393.5 million in 2006 has begun to increase, reaching a high of \$992.5 million in 2011 and accounting for 8 per cent of total final expenditures that year.

The Resource Flows Project estimates that developing countries and countries in transition mobilized \$55 billion for population activities in 2011. 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 Eastern Europe and Central Asia

Resource Requirements for Population Activities in Eastern Europe and Central Asia

Table 2. Revised ICPD Cost Estimates for Eastern Europe and Central Asia, 2009-2015 (Millions of US \$)

	2009	2010	2011	2012	2013	2014	2015
Sexual/Reproductive Health/Family Planning	990	1,157	1,317	1,487	1,611	1,773	2,026
<i>Family Planning Direct Costs</i>	106	121	136	152	169	186	191
<i>Maternal Health Direct Costs</i>	312	422	550	704	877	1,069	1,358
<i>Programmes and Systems Related Costs</i>	573	615	631	632	565	518	477
HIV/AIDS	1,419	1,861	1,918	1,968	2,019	2,060	2,112
Basic Research/ Data/Policy Analysis	317	978	656	355	136	44	41
TOTAL	2,726	3,996	3,891	3,810	3,766	3,877	4,179

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 Eastern Europe and Central Asia

Countries in Eastern Europe and Central Asia received \$219 million in population assistance in 2011 (Table 3). Ukraine received the most assistance of any country in the region--\$53 million, followed by Serbia — \$21 million and Kyrgyzstan--\$18 million. Map 1 shows the per capita population assistance in the region.

**Table 3. Population Assistance to Countries in Eastern Europe and Central Asia, 2002-2011
(Thousands of US \$)**

Country	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Albania	3,806	8,261	7,130	5,361	4,055	4,062	8,067	6,972	5,382	2,164
Armenia	3,871	2,445	1,773	5,024	3,015	5,344	7,458	11,353	9,102	7,796
Azerbaijan	1,876	994	1,142	4,118	9,615	4,090	4,772	4,335	9,518	10,286
Belarus	224	144	601	3,861	3,830	3,898	6,892	9,578	7,785	8,798
Bosnia and Herzegovina	216	3,307	1,824	2,691	3,861	4,946	4,507	4,636	8,040	6,974
Bulgaria	302	1,646	910	378	3,887	3,355	1,984	6,546	6,475	7,345
Croatia	184	1,312	286	2,055	1,644	237	535	20	29	0
Czech Republic	0	38	487	0	0	75	20	0	0	0
Estonia	66	1,077	43	0	2,548	2,836	-8	0	0	0
Georgia	2,751	3,554	1,616	6,295	9,175	10,716	12,229	13,403	17,032	14,515
Hungary	32	100	116	0	0	0	0	0	0	0
Kazakhstan	4,193	5,265	3,917	8,215	9,323	4,232	13,674	6,079	5,234	6,965
Kosovo	NA	1,818	1,154	1,115	1,218	10	752	3,412	6,539	2,980
Kyrgyzstan	8,494	3,395	2,648	7,588	7,001	8,466	14,710	8,168	11,499	17,922
Latvia	229	113	71	75	0	7	0	0	0	0
Lithuania	104	163	718	74	0	0	0	0	17	32
Macedonia	138	1,074	881	1,708	3,658	2,535	3,043	1,995	2,933	4,145
Moldova, Republic of	1,412	7,187	2,291	11,180	3,901	6,781	6,255	9,120	16,071	12,596
Montenegro	NA	NA	NA	NA	1,398	2,163	1,491	1,288	1,434	2,328
Poland	85	343	498	101	10	10	201	0	0	180
Romania	3,778	10,501	9,441	3,580	9,605	6,101	6,064	2,823	1,610	0
Russian Federation	13,896	16,969	10,237	10,715	46,660	49,460	60,004	43,159	31,840	10,833
Serbia and Montenegro	NA	1,401	735	4,513	NA	NA	NA	NA	NA	NA
Serbia	NA	NA	NA	NA	5,935	2,163	6,596	7,862	5,508	21,035
Slovakia	0	47	481	0	0	0	2	0	0	0
Slovenia	0	2	28	0	0	40	0	0	0	0
Tajikistan	4,072	3,253	2,529	4,747	5,304	8,704	7,739	19,093	16,199	9,768
Turkey	2,605	1,008	1,592	9,814	33,902	29,925	3,706	5,261	6,086	2,168
Turkmenistan	843	1,322	1,197	735	622	156	821	1,352	821	542
Ukraine	7,106	14,181	10,345	39,056	43,455	39,200	51,798	55,914	47,627	52,904
Uzbekistan	6,056	8,388	8,758	7,274	6,186	8,646	5,637	10,705	4,563	8,367
Yugoslavia	2,225	271	NA	NA	NA	NA	NA	NA	NA	NA
Regional	12,226	41,038	8,791	80,782	14,384	15,863	15,591	15,883	12,301	8,821
Total	80,790	140,617	82,240	221,055	234,192	224,021	244,540	248,957	233,645	219,464

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

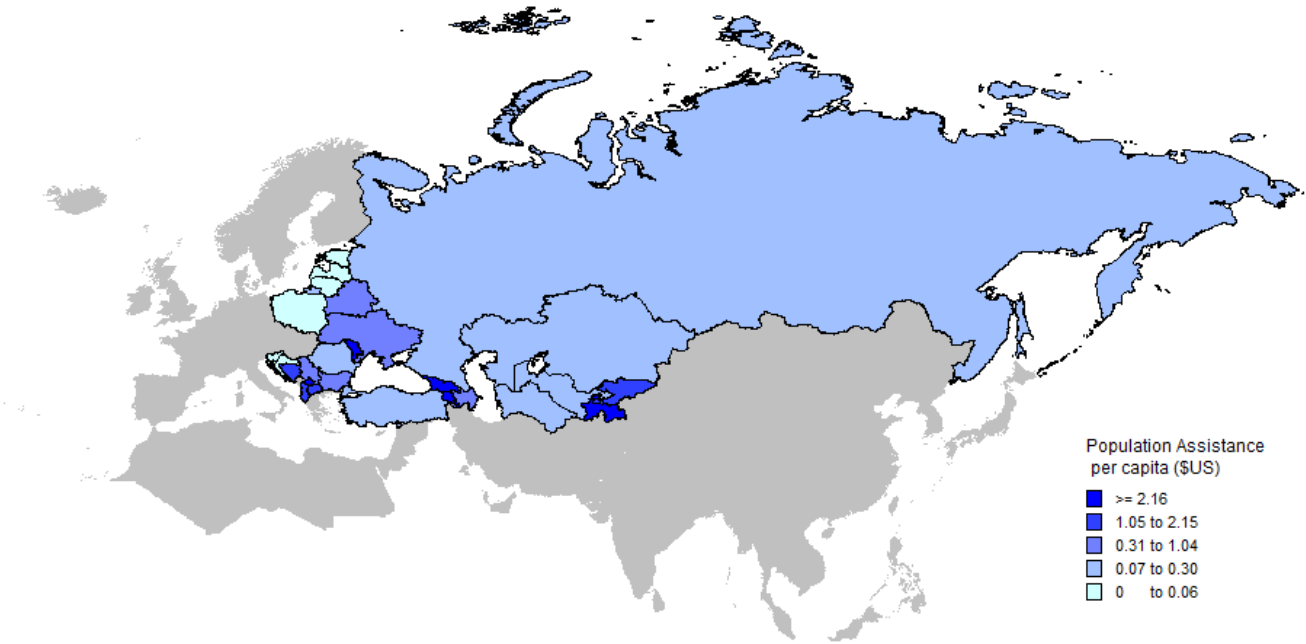
Table 4. Population Assistance to countries in Asia and the Pacific by ICPD category (in percentages), 2007-2011. (Totals in Thousands of US \$ *)

Country	2007					2008					2009					2010					2011					
	FP	RH	AIDS	BR	Total	FP	RH	AIDS	BR	Total	FP	RH	AIDS	BR	Total	FP	RH	AIDS	BR	Total	FP	RH	AIDS	BR	Total	
Regional Eastern Europe and Central Asia	22	28	41	9	15.861	19	17	38	26	15.591	21	30	39	10	16.359	19	25	12	45	12.301	20	7	3	70	8.821	
Albania	14	33	53	1	4.062	20	38	22	21	8.067	24	37	23	16	7.126	31	31	14	24	5.268	24	51	25	0	2.164	
Armenia	7	63	27	3	5.344	11	51	26	12	7.458	36	24	40	1	11.393	22	34	13	31	8.682	14	27	56	4	7.796	
Azerbaijan	20	15	40	26	4.090	46	4	48	2	4.772	66	10	11	13	4.431	23	12	51	14	9.320	2	8	79	11	10.286	
Belarus	0	6	94	0	3.898	0	15	51	34	6.892	0	5	89	6	9.947	0	11	80	9	7.785	0	2	94	4	8.798	
Bosnia and Hercegovina	0	46	55	0	4.673	1	17	79	2	4.507	2	26	71	2	4.801	2	17	80	1	8.040	0	14	86	0	6.974	
Bulgaria	0	0	99	1	3.355	0	2	98	0	1.984	0	1	99	1	6.582	0	0	98	2	6.475	0	0	100	0	7.345	
Croatia	6	83	10	0	0.237	3	6	0	91	0.535	0	100	0	0	0.020	0	83	0	17	0.028						
Czech Republic	18	13	51	18	0.075	0	0	0	100	0.020																
Estonia	0	0	100	0	2.836	0	0	100	0	-0.008																
Georgia	3	23	73	0	10.713	26	30	38	6	12.229	13	28	49	11	13.625	11	39	43	7	16.715	12	27	59	2	14.515	
Kazakhstan	0	8	92	0	4.232	0	2	98	0	13.674	4	22	73	1	6.277	3	25	69	4	5.228	1	4	95	0	6.965	
Kosovo	0	50	50	0	0.010	0	0	100	0	0.752	1	66	33	0	3.417	2	36	23	39	6.152	0	66	18	16	2.980	
Kyrgyzstan	0	17	83	0	8.466	4	20	76	0	14.710	8	41	45	5	8.214	4	28	66	2	11.303	1	23	76	0	17.922	
Latvia	0	0	100	0	0.907																					
Lithuania																0	0	0	100	0.017	0	100	0	0	0	0.032
Macedonia	0	16	84	0	2.535	0	12	87	0	3.043	5	29	53	12	2.040	2	30	58	10	2.508	0	6	94	0	4.145	
Moldova, Republic of	0	12	88	0	6.781	0	35	25	40	6.255						2	24	63	11	16.059	0	52	38	10	12.596	
Montenegro	0	37	51	12	2.163	1	18	80	1	1.491	1	7	52	41	1.288	0	11	89	0	1.434	0	1	67	32	2.328	
Poland	0	50	50	0	0.010	25	28	3	45	0.201											60	3	17	20	0.180	
Romania	0	0	100	0	6.101	0	0	100	0	6.064	5	6	87	2	2.878	0	0	55	45	1.610	0	0	100	0	-0.152	
Russian Federation	0	0	100	0	49.460	0	0	100	0	60.004	0	1	98	1	43.387	1	1	97	1	31.840	0	0	100	0	10.833	
Serbia	0	36	63	1	5.024	1	30	53	17	6.596	0	22	72	6	7.862	1	23	71	5	5.508	0	7	19	74	21.035	
Slovakia						100	0	0	0	0.002																
Slovenia	27	14	59	0	0.040																					
Tajikistan	0	20	77	3	8.704	12	31	52	6	7.739	5	32	61	2	19.093	9	24	67	0	16.056	3	39	53	5	9.768	
Turkey	0	84	16	0	29.925	0	100	-12	12	3.706	34	54	4	8	5.442	34	53	4	8	6.035	51	42	7	0	2.168	
Turkmenistan	7	0	93	0	0.149	20	26	54	0	0.821	15	46	24	14	1.470	10	55	15	20	0.784	7	48	45	0	0.542	
Ukraine	0	4	94	2	39.200	2	2	90	5	51.798	4	3	92	0	56.167	5	4	90	1	47.601	4	3	93	0	52.904	
Uzbekistan	1	12	84	2	8.646	0	37	63	0	5.637	2	31	66	1	10.924	3	30	63	4	4.543	1	11	88	0	8.367	

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

*) Percentages have been rounded off and may not add to 100 per cent.

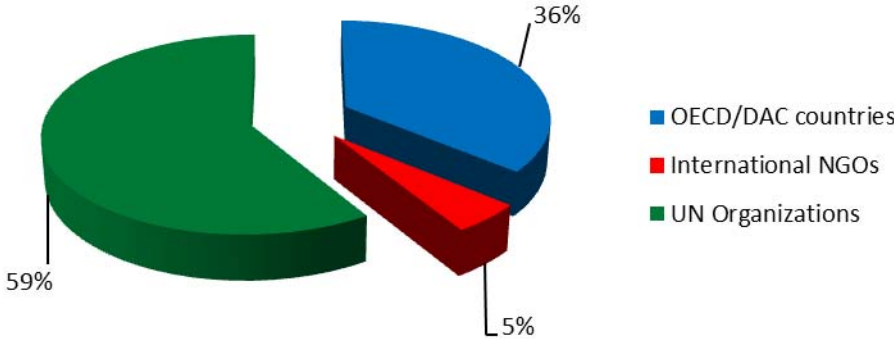
Map 1. Population Assistance Per Capita, Eastern Europe and Central Asia, 2011



Source: UNFPA/NIDI Resource Flows database

United Nations organizations contributed the most population assistance, accounting for 59 percent of assistance in 2011. This was followed by OECD/DAC donor countries and international NGOs (Figure 1).

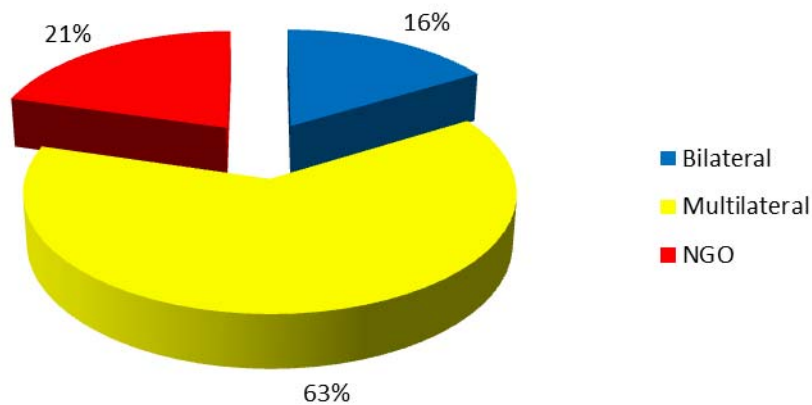
Figure 1. Population Assistance by Type of Donor, Eastern Europe and Central Asia, 2011



Source: UNFPA/NIDI Resource Flows database

Of the total amount spent for population assistance in Eastern Europe and Central Asia in 2011, 16 per cent was channeled through bilateral programmes, 63 per cent was channeled through multilateral organizations and 21 per cent was spent by international NGOs (Figure 2).

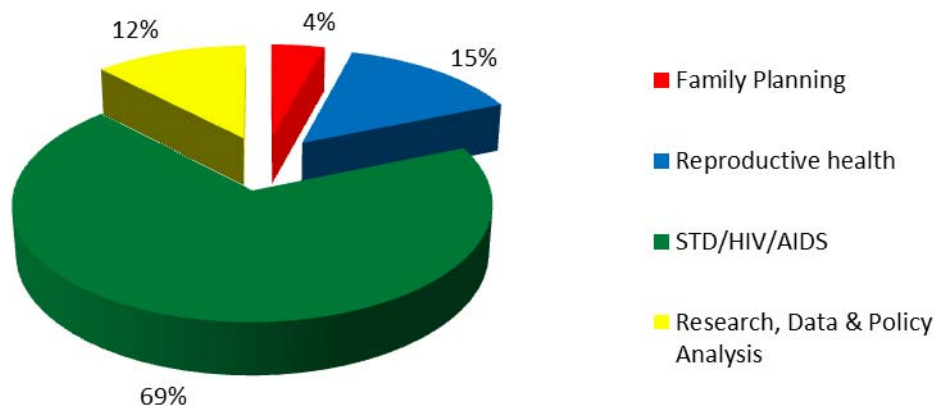
Figure 2. Population Assistance by Channel of Distribution, Eastern Europe and Central Asia, 2011



Source: UNFPA/NIDI Resource Flows database

Figure 3 shows total population assistance in Eastern Europe and Central Asia by ICPD category. The largest percentage of assistance went to STD/HIV/AIDS activities – 69 per cent, followed by 15 per cent for reproductive health, 12 per cent for research, data and population and development policy analysis, and 4 per cent for family planning. It is important to point out that because of integration of services, some funding for family planning could in fact be reported under HIV/AIDS or reproductive health expenditures.

Figure 3. Population Assistance by ICPD Category, Eastern Europe and Central Asia, 2011



Source: UNFPA/NIDI Resource Flows database

Domestic Resources for Population Activities in Eastern Europe and Central Asia

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 5 provides estimates of domestic expenditures for population activities by source of funds.

Table 5. Estimated Domestic Expenditures for Population Activities in Eastern Europe and Central Asia, By Source of Funds, 2011-13 (Thousands of US \$)

Year	Government	NGO	Consumers*	Total	Percentage spent on AIDS
2011	2,669,365	16,025	1,374,723	4,060,113	96 %
2012	1,154,684	16,114	594,662	1,765,460	92 %
2013	1,168,394	16,649	601,723	1,786,766	91 %

*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 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, 2011-2013*, The Hague, 2013.

Key Areas Requiring Further Action

Current funding levels are far below what is required to meet current needs. Given the lingering effects of the 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 family planning and reproductive health issues receive the attention they deserve at a time when the increased focus is on combating HIV/AIDS
- 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 Ann Pawliczko (pawliczko@unfpa.org). At NIDI, the project is coordinated by Leo van Wissen and Erik Beekink is directly responsible (beekink@nidi.nl).



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