Evaluation of UNFPA support to population dynamics and data

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REGIONAL CASE STUDY:

ASIA AND THE PACIFIC

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Acronyms

APA	Asian Population Association
APRO	Asia Pacific Regional Office
ASEAN	Association of Southeast Asian Nations
CCA	Common country analysis
CODs	Common operational datasets
CPD	Country programme document
CRVS	Civil registration and vital statistics
CSE	Comprehensive sexuality education
EECARO	Eastern Europe and Central Asia Regional Office
EmOC	Emergency obstetric care
FP	Family planning
GBV	Gender-based violence
GCM	Global Compact on Migration
HRBA	Human rights-based approach
ICPD	International Conference on Population and Development
ILO	International Labour Organisation
IOM	International Organisation for Migration
LNOB	Leave no one behind
MICS	Multiple indicator cluster survey
MISP	Minimum initial service package
MNH	Maternal and new born health
MoH	Ministry of Health
MPDSR	Maternal and perinatal death surveillance and response
NSO	National Statistics Office
NTA	National transfer accounts
NTTA	National time transfer accounts
OCHA	UN Office for the coordination of humanitarian affairs
OR	Other resources
PoA	Programme of Action
RO	Regional Office
RR	Regular resources
SDGs	Sustainable development goals
SRHR	Sexual and reproductive health and rights
SSC	South-south cooperation
TA	Technical assistance
TFR	Total fertility rate
UNESCAP	UN Economic and Social Commission for Asia and the Pacific
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNSDCF	United Nations Sustainable development cooperation framework
USAID	United States Agency for International Development
VAW	Violence against women
WHO	World Health Organisation

Section 1. Summary

Note that the below section provides an overview high-level summary of the key findings. The evidence for the findings can be found in Section 3 (Evidence Tables).

Key findings:

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Overall, UNFPA APRO has provided timely and differentiated support in region that covers both ageing and demographic dividend contexts. This is despite a general sense that the focus on population and development globally within UNFPA has reduced: the relevance within APRO remains due to request of Governments in the region for continued support.

Through taking a life-cycle approach, APRO links support to harnessing the demographic dividend and support to ageing and low fertility which is relevant to such a diverse region: support to ageing and low fertility is most visible.

The APRO support in the region is focused significantly on population dynamics, which includes supporting the use of national transfer accounts in the region. This support to population dynamics is – i.e. the analysis of trends is the most visible aspect of APRO P&D work at the regional level. There remains though, continued support to population data (i.e. census) in some countries.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

A human rights-based approach (HRBA), gender equality, and inclusion under the framing of Leave No One Behind (LNOB) is embedded within the life-cycle approach taken by UNFPA APRO with regard to population and development issues.

Migration and Climate Change are both areas where there is room for APRO to increase focus within P&D work.

Digitalisation has been well-utilised for population data results in the region but there is room to further maximise the leveraging of digitalisation across all areas of population data, and dynamics.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

There have been clear attempts in APRO to ensure linkages between P&D and SRHR, gender equality, and adolescents and youth. This has been particularly evident in the lifecycle approach which cements linkages between P&D specifically with the UNFPA work on adolescents and youth, with some good practice innovative examples of linkages.

Specifically for SRHR, UNFPA has linked data with a number of SRHR and MNH initiatives.

For gender equality, APRO has focused strongly on GBV/VAW data with good linkages across the GBV and P&D teams.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

APRO maintains effective support to countries for population data, both in terms of supporting census and data collection in those countries that require such support, and in terms of increasing the quality of the data generated and the effectiveness of the whole process, including dissemination. This is achieved across the modes of engagement of knowledge management and capacity strengthening.

In terms of population dynamics, the effectiveness of APRO support to the region and to countries is by far strongest and most visibly effective in the area of support to capacity strengthening around NTAs.

In the area of population and development, UNFPA provides support through the mode of engagement of knowledge management and policy and advocacy. This support is provided both at country level – including the use of NTAs in policy development – and also as a convenor of expertise at regional level.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

APRO has provided support to COs in the region to, in turn, support national governments to develop and implement national population policies which include both demographic dividend issues as well as ageing and low fertility issues.

Since 2014 APRO has had an indicator for P&D effectiveness with regard to regional frameworks and policy dialogue.

The concept of demographic resilience is not fully endorsed by UNFPA within the APRO region.

There is limited reference to how successfully UNFPA has integrated population data and dynamics issues into common planning processes at the regional level.

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

In APRO there are examples of UNFPA supporting population data for humanitarian settings, but in general the distinction between population data in humanitarian settings and other humanitarian programmatic datasets such as MISP calculations (which provide, in essence an SRHR-specific sub-set of humanitarian population data but is used as an SRHR programme tool rather than a P&D population data tool) is not fully and consistently understood or agreed.

Coordination with other humanitarian actors is limited but effective where it exists, particularly coordinating with OCHA on CODs at the regional level. There is strong recognition of how much this links to both migration and climate change issues.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

At the regional level there is a strong partnership with ESCAP and sufficient partnerships with other traditional UN partner agencies. There are strong partnerships with academic institutions particularly for NTA work and with HelpAge International for ageing work. UNFPA APRO coordinate and cooperate very well with the regional Asia Population Association (APA).

Within the region, there are examples of innovative partnerships such as south-south cooperation and public-private partnerships on P&D issues at the country level.

APRO has been investing in strengthening evidence for compelling arguments for assisting public and private partners to recognise the value of contributing to overall financing of population data and dynamics for use in development processes under the broad umbrella of the funding to financing agenda. This has been achieved by having a specific health economist position (under SRHR rather than the P&D portfolio) and is not an area of work that is well understood across UNFPA or partners at regional or country levels.

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

APRO has developed a strong regional P&D team with expertise that is relevant to the region. Funding for P&D in APRO remains, like other regions, a very low proportion of the overall budget but is generally higher than the global average. APRO has developed a strong regional P&D team with expertise that is relevant to the region.

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Section 2. Introduction and Methodology

The Evaluation Office of the United Nations Population Fund (UNFPA) commissioned an independent evaluation of *"UNFPA support to population dynamics and data including links to ageing, low fertility, the demographic dividend and demographic resilience."* The rationale for this evaluation is an identified information gap within centralised UNFPA evaluations on the population dynamics thematic area.[1]

The evaluation assessed the relevance, coherence, efficiency, effectiveness, and sustainability of UNFPA support on addressing population dynamics and population data over the period of the previous two strategic plans (2014-2017 & 2018-2021) in order to identify lessons, good practices innovations and opportunities for UNFPA for implementation, including scale-up and cross fertilization, over the course of the current strategic plan (2022-2025). This assessment focused on UNFPA support to ageing and low fertility, the demographic dividend and demographic resilience within the broader area of population dynamics and data with a gender lens.

The evaluation is forward-looking and strategic in nature with the **primary purpose** being to inform UNFPA future support and programming in the area of population data, population dynamics, population and development within the framework of the current Strategic Plan 2022-2025.

As per the evaluation ToR, the **two specific objectives** of the evaluation are:

- **To assess the relevance, coherence, efficiency, effectiveness and sustainability** of the UNFPA support to population data, population dynamics, as well as population and development with a specific focus on (a) the demographic dividend; and (b) population ageing and low fertility. The evaluation also integrated demographic resilience in addition to a gender-responsive approach across all aspects of the evaluation.
- **To identify lessons learned** which can be used to inform the mid-term review of the 2022 - 2025 Strategic Plan and the design of evidence-based population policies, programmes and strategies.

The **scope of the evaluation** has three aspects:

- **Temporal scope:** 2014-2022;
- **Geographic scope:** the evaluation will cover interventions on population dynamics and data at global, regional and country levels, including the strength of UNFPA linkages and synergies between levels and a particular focus on the country level.
- **Thematic scope:** population data; population dynamics; and population and development with specific focus on UNFPA support to (a) strengthening national population data systems, including data collection, analysis, dissemination and utilisation in both development and humanitarian contexts; (b) promoting rights-based and evidence-based public policies, integrating population dynamics including in common country analyses (CCAs), UN Strategic Development Cooperation Frameworks (UNSDCFs) and Country Programme Documents (CPDs); (c) analysis of population and development trends, utilising and mainstreaming population data / demographic intelligence to improve development policies and leverage the demographic dividend, and addressing ageing and low fertility with a lens of gender and broader inclusion.

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[1] Within both the Strategic Plan 2014-2017 and the Strategic Plan 2018-2021, Population Dynamics was one of four high-level outcomes for UNFPA, the others being sexual and reproductive health and rights (SRHR); gender equality, and adolescents and youth. In the 2022-2025 Strategic Plan, the three transformative results of UNFPA (ending preventable maternal death; ending unmet need for family planning; and ending GBV and harmful practices) have become the outcomes within the Strategic Plan and population change and data is now framed as one of six key outputs necessary to meet these three transformative results (outcomes), with the others being policy and accountability; quality of care and services; gender and social norms; humanitarian action; and adolescents and youth.

The evaluation team has employed a **mixed methods approach** to data collection and analysis that incorporates collection and analysis of both quantitative and qualitative data, ensuring the appropriate sample size and with considerations of gender and types of respondents to ensure a diversity of stakeholders are included. These methods were applied across all components of the evaluation matrix (see above).

The evaluation is framed around a nested approach of **seven** data set components, consisting of three country case studies, three regional case studies, and 'additional' data collected at the global level, the regional level (outside of the three regional case studies), and an online survey and a social media scan. Collectively these data sets will provide evidence for combined analysis which will be used to produce:

1. **Two thematic papers;** one on the demographic dividend, and one on ageing and low fertility.
2. **The overall synthesis** evaluation report.

The APRO case study is one of the six case studies conducted as part of the evaluation, with three focused at the country level (Uganda, Nigeria and Mexico) and three focusing on the regional level (EECARO, APRO and ASRO). The purpose of this case study is to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work in the Asia Pacific region.

The main sampling method for the selection of the case studies was purposive sampling which a non-probability sampling method, in this case based on the combined judgement of the evaluation team, the evaluation office (EO) and the evaluation reference group (ERG). Amongst the regions and countries in which UNFPA works, those that were considered to be particularly informative to the evaluation were selected to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work.

Sampling was based on 6 key criteria:

- CRITERION 1: The relevance to the thematic priorities on "ageing and low fertility" and the "demographic dividend".
- CRITERION 2: The UNFPA financial expenditure on Outcome 4 of the strategic plans 2014-2017 and 2018-2021 combined with the regional distribution and the UNFPA country classification system by quadrants.
- CRITERION 3: The involvement in humanitarian settings.
- CRITERION 4: Factors that might facilitate or hinder the data collection.
- CRITERION 5: Diversification of implementing approaches.
- CRITERION 6: The potential link with other mega-trends such as migration, urbanisation and climate change was also considered a plus for the selected countries. In particular, Mexico and Uganda appear to be well suited to provide a link to migration.

Initially the framing of this evaluation proposed two regional case studies and four country case studies. The sampling strategy for the selection within (Arab States and EECA) and countries (Mexico, Nigeria, Uganda and Viet Nam) for the case studies, based on the above criteria. However, UNFPA and the evaluation team then decided to expand the proposed Viet Nam country level case study into a regional Asia Pacific case study, thus having three country and three regional case studies. Asia Pacific is home to 60% of the global population and can provide insights into both low fertility and ageing, and the demographic dividend across programming and policy work for UNFPA, including south-south cooperation and transitioning phases.

The data universe for this case study was collected from 19 key informants and 73 documents that were reviewed.[2] A list of key informants and documents can be found in Section 6, below. The APRO

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[2] This APRO case study included specifically the 19 key informants and the document review. A separate dataset was the internal UNFPA survey that was conducted in addition to the case studies. The survey had 122 respondents, of whom 25%

case study was conducted by Katie Tong and Preeti Dhillon. This case study will constitute volume 3 of the evaluation report.
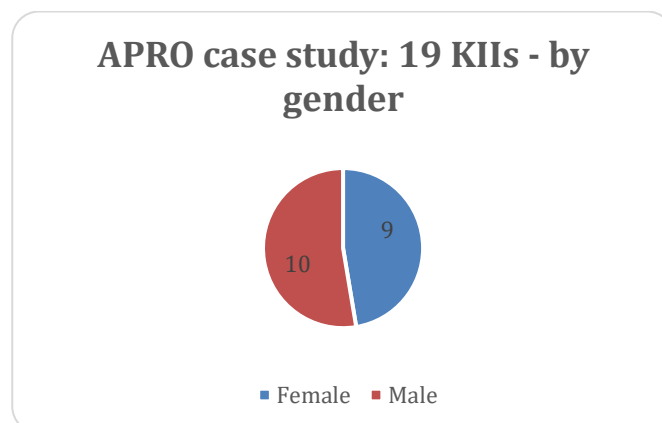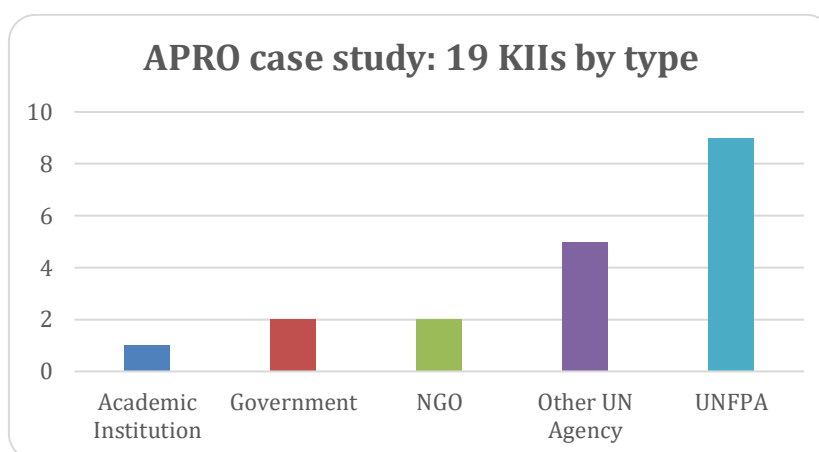
Figure 1. Key Informants by gender

Figure 2. Key Informants by type

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(30) were from the APRO region. Regionally disaggregated data from the survey has been introduced into this case study specifically for EQ5.

Section 3. Regional Overview

3.1 Regional Context

Asia Pacific region is the most populous region accounting for 60% of the world's population in 2019.[3] It is one of the world's most diverse areas, a home to countries with some of the largest and fastest-ageing populations, but also have younger countries. The world's fastest ageing nations, such as Japan (29% over 65), Republic of Korea (18% over 65), China (13% over 65),

Asia Pacific Region Population Data:	
Total Populations (million)	4,149
Average annual rate of population change, 2020-2025:	0.8%
Population aged 10-24:	23%
Population aged 15-64, 2022:	68%
Maternal mortality ratio (deaths per 100,000 live births), 2017:	120
Births attended by skilled personnel:	86%
Adolescent birth rate (per 1,000):	21%
Unintended pregnancy rate (per 1,000)	64%
Contraceptive Prevalence Rate (CPR) women 15-49 (married), any method:	67%
CPR women 15-49 (married), modern methods	62%

and Sri Lanka (12% over 65), from the region, are producing a shift in the narrative of the region's development prospects.[4] According to the World Population Prospects, Eastern and South-Eastern Asia region by 2020 will have more than a quarter of the population above age or 65 years. [5] Many of these countries have been unprepared for the societal implications of ageing, such as an increase in the burden of health and social care expenses and a decline in working-age populations. While the Asia Pacific region's population is rapidly ageing, countries such as India (27%), Bangladesh (26%), Sri Lanka (26%), Pakistan (34%), Nepal (27%), Iran (25%), and Indonesia (25%) still have substantial populations of children aged 0 to 14.[4] The increasing life expectancies in this region add to the burden of health and care expenses. The majority of the countries in this region also have fertility rates that are below replacement levels, while others, like Pakistan and Papua New Guinea, nevertheless have higher fertility rates. More than 140 million Asian women who desire to put off or delay having children do not have access to the top-notch services and resources required to regulate their fertility.

Pakistan, Indonesia, Nepal, India, Bangladesh, Sri Lanka, and Iran still have significant demographic potential prospects due to having a sizable portion of younger populations. By investing in human capital, particularly among girls and women, these countries can reap the demographic dividend because they still have open window of opportunity offered by the changing age structural. While the drop in fertility in this region reduces the burden of younger dependents, the improvement in lifespan is accompanied by a significant burden of ageing and accompanying challenges. The fall in fertility threatens the availability of labour in the future, and the unprecedented pace of ageing generates new socioeconomic and health concerns for the elderly. Individuals are living longer, and the proportion of older people in the total population is rising, with women constituting the majority of the 'oldest old'. UNFPA articulate under the life-cycle approach that the commonly understood two-

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[3]UNFPA Asia-Pacific Regional Office Social Policies Catalogue on Population Ageing. A Rapid Scoping Review. 2020. https://asiapacific.unfpa.org/en/publications/social-policies-catalogue-population-ageing

[4] https://www.unfpa.org/data/world-population-dashboard

[5] United Nations Department of Economic and Social Affairs, Population Division (2022). World Population Prospects 2022: Summary of Results. UN DESA/POP/2022/TR/NO. 3

dimensional binary demographic views on ageing (either the threat of a 'silver tsunami' that will negatively impact on existing social systems, or the benefit of a 'silver economy' that opens up markets for new innovations) provide a false dichotomy. Instead, the life-cycle approach offers a more comprehensive paradigm (see further information in the findings, below).[6]

In addition, the region is home to countries that are emerging as global economic and political players. The Asia-Pacific region is extremely vulnerable to human hazards and risk-related multidimensional conflicts and crises. The region is one of the most disaster-prone on the globe, as well as one of the most severely plagued by epidemics, poverty, inequality, gender bias, hunger, poor child and maternal health, and other sorts of socioeconomic vulnerability. [7]

Figure 3. UNFPA: Asia's rapidly ageing profile[8]

PERCENT OF ELDERLY (≥65 YEARS) IN THE TOTAL POPULATION
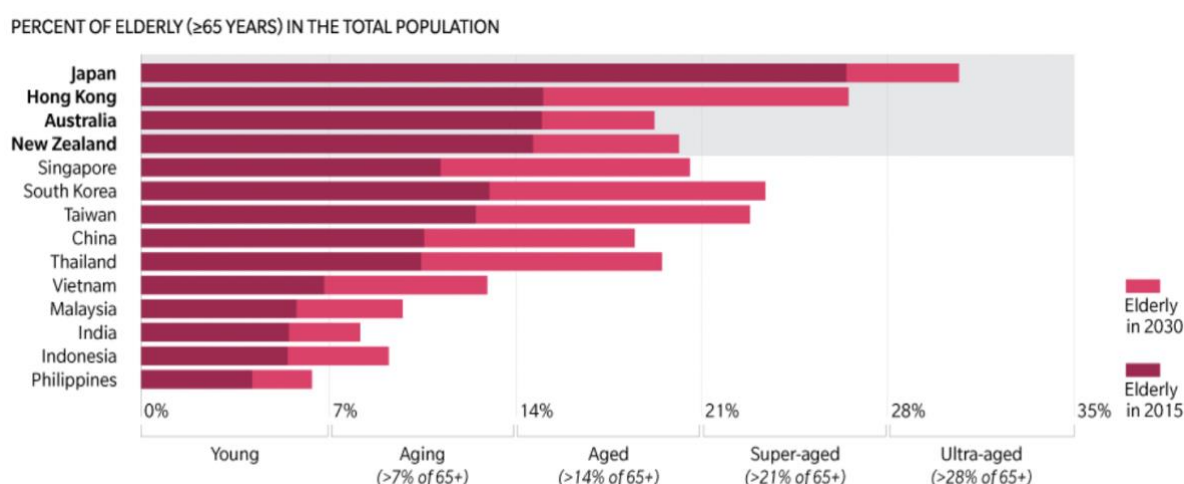
3.2 UNFPA support to Population Dynamics and Data

UNFPA APRO has been critical in bringing up the 1994 International Conference on Population and Development (ICPD) Programme of Action in regional discussions about development and anti-poverty initiatives, along with the 2030 Agenda and the sustainable development goals (SDGs).[9] UNFPA APRO is focused on promoting sexual and reproductive health rights in the region. It acts as a vital link between regional needs, those of the participating countries, and UNFPA's global vision and strategies. It also provides technical expertise and strategic support through APRO's 22 country offices.[10]

The number of women dying during pregnancy or childbirth has almost been cut in half since UNFPA began functioning in the Asia and Pacific region, despite the fact that maternal mortality is still a challenge in many areas of the region. Reaching all women, particularly those in the most disadvantaged, remote areas, or during natural or man-made catastrophes, is one of the most challenging aspects of reducing maternal death and disability, but UNFPA APRO is successfully confronting this challenge. UNFPA APRO is also supporting in the improvement of the region's worst development indices for women and girls by countering chronic discrimination, gender-based violence, and harmful customs like as child marriage and prenatal sex selection that reinforce gender

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[6] UNFPA APRO, Addressing Population Ageing in Asia and the Pacific Region: A Life-Cycle Approach. 2021.

[7]. UN ESCAP Asia-Pacific Disaster Report 2021.

[8] https://asiapacific.unfpa.org/en/news/challenge-opportunity-turning-issue-population-ageing-asia-pacific-its-head

[9] INFORM is a global open-source risk management index.

[10]https://asiapacific.unfpa.org/en/node/15051

inequality. More than half of the world's young people currently reside in Asia and the Pacific region, which can generate a demographic dividend and human capital. The region is also dealing with serious issues related to ageing, and by 2050, one in four people in this region will be elderly. UNFPA emphasises the rights of people of all ages while also investing in people's health and well-being throughout their lifetimes. In response to population dynamics, including harnessing the demographic dividend and addressing ageing and low fertility in the region, UNFPA APRO works with a life-cycle approach. This is an umbrella approach to ensure rights-based polices and programming that responds to demographic changes and "emphasise[s] people's lifelong flexible choices about learning, working, childbearing/rearing and care".[11]

UNFPA support for capacity building on life course data analysis using the National Transfer Accounts (NTA) framework and its uses for policy for the ageing population and demographic dividend is another recognised area of population dynamics and data.

UNFPA APRO provides technical expertise and strategic support through APRO's 22 country offices.[12] UNFPA aims to contribute to strengthening national and sub-national data systems across different modes of engagement such as capacity building, providing technical assistance in data collection, analysis and use for policy. UNFPA advocates for the availability of disaggregated data by gender and minority groups.

In APRO there are currently three P&D advisors: a Technical Adviser on Population and Development (Census and Data); a Technical Specialist on Population & Development; and a Regional Adviser on Population and Sustainable Development.

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[11] UNFPA APRO. Addressing Population Ageing in Asia and the Pacific Region. A life-cycle approach. 2021.

[12] https://asiapacific.unfpa.org/en/node/15051

Section 4. Evidence Tables

The below section presents the findings and the supporting evidence, per Evaluation Question (EQ). At the beginning of each EQ is a table highlighting the key findings and the strength of evidence for those findings, colour-coded green (strong), orange (medium), and red (low). Section 5, below, provides a full table of findings together with strength of evidence and data sources used for each finding.

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Table 1. Source and strength of evidence for EQ1 findings

EQ1 Findings and strength of evidence
Overall, UNFPA APRO has provided timely and differentiated support in region that covers both ageing and demographic dividend contexts. This is despite a general sense that the focus on population and development globally within UNFPA has reduced: the relevance within APRO remains due to request of Governments in the region for continued support.
Through taking a life-cycle approach, APRO links support to harnessing the demographic dividend and support to ageing and low fertility which is relevant to such a diverse region: support to ageing and low fertility is most visible.
The APRO support in the region is focused significantly on population dynamics, which includes supporting the use of national transfer accounts in the region. This support to population dynamics is – i.e. the analysis of trends is the most visible aspect of APRO P&D work at the regional level. There remains though, continued support to population data (i.e. census) in some countries.

Overall, UNFPA APRO has provided timely and differentiated support in region that covers both ageing and demographic dividend contexts. This is despite a general sense that the focus on population and development globally within UNFPA has reduced: the relevance within APRO remains due to request of Governments in the region for continued support.

> [T]here is no single comprehensive policy that can address all aspects of the dynamic population transition of ageing in the region. To that end, there is a need to learn from and improve on existing policies, to further the efforts on ensuring successful ageing and to shape strategies for the region.[13]

The UNFPA APRO covers 22 countries and has a diverse range of countries going through, or coming up to, a period of potential demographic dividend, as well as countries with ageing and low fertility issues. The regional office provides support across the 22 countries to assist country offices (COs) to provide evidence and advocate with governments to develop rights-based policies to invest in young people and ageing issues for broad population benefits.[14]

UNFPA APRO support training across the region in National Transfer Accounts, which is considered relevant to the context of the region (see below in finding 3 for further discussion on NTAs).

National Transfer Accounts[15]

National Transfer Accounts (NTAs) aim to provide a coherent accounting framework of economic flows between generations for a national population ('generational economy') in a given calendar year.

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[13] UNFPA APRO. Addressing Population Ageing in Asia and the Pacific Region. A life-cycle approach. 2021.

[14] APRO UNFPA, academic institutions, other UN agency, and NGO respondents.

[15] https://www.ntaccounts.org/web/nta/show/

> The goal of NTAs is to understand how changing population age structure impacts on economic growth and generational equity at the macro-economy level.
>
> NTAs are used to understand different areas of policy, including pensions, education investment, and healthcare, including sexual and reproductive health and rights (SRHR). Also NTAs are used to understand the full social, political, and economic impacts of ageing and / or low fertility.

Overall, there is a sense in UNFPA APRO that the continued relevance of Population and Development (P&D) investment in the region is not necessarily shared globally.[16] This understanding has not changed with the new 2022-2025 Strategic Plan, where the removal of the previous bullseye – which did well to highlight P&D in the overall framing of UNFPA and was accompanied by a specific P&D outcome – and a shift to the three transformative results as the overarching outcome. The 2022-2025 Strategic Plan does have data as an enabler (not necessarily population data, but data more broadly) and a specific output, rather than outcome, on population change and data.

However, respondents in APRO highlight that the three transformative results pinned to maternal mortality, family planning, and gender-based violence (GBV) have now become synonymous with the core mandate of UNFPA and this means that it is not clear where population and development is anymore, with various respondents highlighting either a 'confusion within ourselves as to what is our mandate" or that UNFPA is "a bit schizophrenic about population and development which does not have the place in the organisation that it deserves."[17]

Respondents also report an overall challenge with remaining relevant, particularly with a focus on the 3 transformative results, in an ageing / low fertility region. Notwithstanding that ageing and low fertility are two separate issues, although often referenced together, and indeed, low fertility is more linked to the core UNFPA mandate as explicitly understood by most stakeholders, it is difficult to make clear linkages between ageing and low fertility and the three transformative results.

> **COVID-19:** In terms of remaining relevant to a changing context; during COVID-19 APRO published different reports, highlighting specifically the impact of COVID-19 on older persons. Coronavirus Disease (COVID-19) Preparedness and Response. UNFPA Regional Technical Guidance Note on Older Persons. 2020; HelpAge International and UNFPA. COVID-19 and older people in Asia Pacific 2020 in review. 2020.

Therefore, remaining relevant in a region where increasing numbers of countries are not concerned with lack of access to family planning, but more concerned with overall declining fertility rates, is challenging.[18]

Despite this, the framing of a life-cycle approach, and the support to use of NTAs has ensured the continued relevance of UNFPA in the region.

Through taking a life-cycle approach, APRO links support to harnessing the demographic dividend and support to ageing and low fertility which is relevant to such a diverse region: support to ageing and low fertility is most visible.

UNFPA APRO work under an umbrella 'life-cycle approach' which emphasises the development steps and events throughout a person's lifespan, including from before birth. This is aligned with the ICPD Programme of Action (PoA) as it takes a rights-based individual approach to addressing macro-level population issues. It also covers generations from childhood to older age.

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[16] ARPO UNFPA Respondents.

[17] Ibid.

[18] APRO UNFPA respondents.

Figure 4. APRO life-cycle: sequential events and development steps throughout the life-cycle[19]
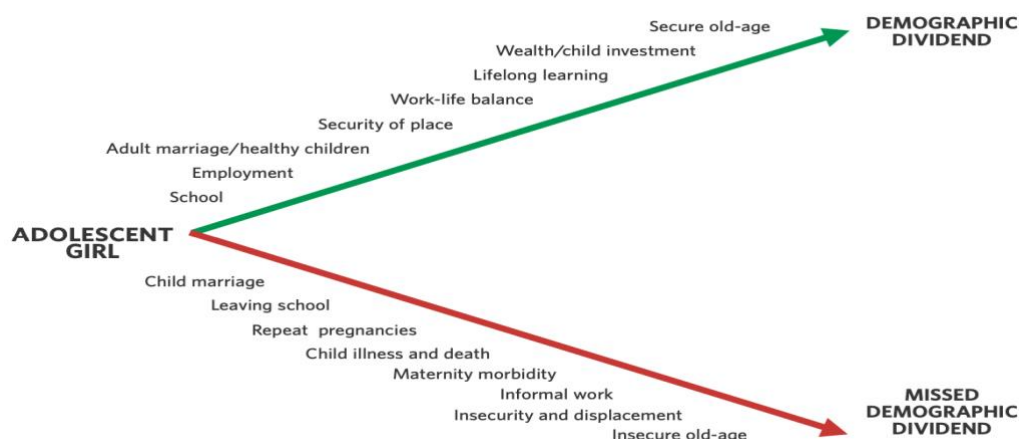
UNFPA recognise that often 'ageing' is presented as a 'false binary'.[20] This is articulated by UNFPA APRO as ageing either being a 'silver tsunami' that will very negatively impact on all existing social systems, or a 'silver economy' that will impact more positively. The life-cycle approach allows a more holistic and longer-term, intergenerational view of the different factors – at the individual level – that will ultimately influence how negatively or positively demographic shifts affect the overall socio-economic wellbeing of a nation.

This links strongly back to use of NTAs for understanding generational economy and is considered by respondents to this evaluation to be a highly relevant approach in a region with diverse demographic shifts associated with both demographic dividend potential and with ageing and low fertility in different countries.

Life-Cycle Approach: Demographic Dividend

The life-cycle approach, starts before birth and applies throughout childhood and adolescents. There are then identified specific sequential events from adolescence onwards (see above Figure 4) that provide a strong framework for reaping a potential demographic dividend. This has been utilised by countries in the region for planning purposes, remaining relevant to context. For example, in the Philippines, UNFPA has created an overarching demographic dividend framework, aligned with the life-cycle approach, where UNFPA aims to support the Government of the Philippines to maximise the economic benefit of a current youth bulge as well as preparing young people of today for older age.[21] The Viet Nam Country Programme Document (CPD)[22] emphasises that Viet Nam is in a "demographic bonus period"[23] and also

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[19] UNFPA APRO. Addressing Population Ageing in Asia and the Pacific Region. A life-cycle approach. 2021.

[20] Ibid.

[21] UNFPA. Country Programme Document for the Philippines. 2018.

[22] UNFPA. Country Programme Document for Viet Nam. 2016.

[23] Ibid.

aims to reduce barriers for all young people, including adolescent girls, to harness the potential dividend – as per the life-cycle approach featured above.

Life-Cycle Approach: Ageing

With regard to ageing, UNFPA proposes, under the life-cycle approach, a new understanding of what ageing means, outside the strict definition of physical age, and taking into account other social, geographic, and temporal factors:

> To conduct holistic analyses of population ageing policies and issues, the definition of 'older ages' as we understand it may have to be modified. Apart from their chronological age, a 65-year-old in contemporary Japan has little in common with a 65-year-old in Sierra Leone or an individual of the same age who lived in 1950, or who would live in 2050. Hence, a shorthand could be derived from the 'prospective age' paradigm, where the 'boundary to old age' is fixed at a given remaining life expectancy. While rather arbitrarily defined, it gives a more pragmatic, comparative starting point to define the older population in need and, in turn, to identify where to begin targeting policies of adaptation in older age.[24]

Life-Cycle Approach: Low Fertility

With regard to low fertility, UNFPA understand clearly that ageing and low fertility are two different things and ageing is not always necessarily a result of low fertility.[25] Indeed, ageing in general is positive – healthier individuals and lifestyles, and better access to modern medicine, increasing average life expectancy. Low fertility linked with increasing life expectancy of course leads to rapid ageing, but low fertility – in terms of below replacement level – is a product of a number of positive factors (increased access to education and higher education by girls, later marriage and first birth, access to increased quality modern contraception and greater choice for women) together with negative factors (cost of living, environmental factors).

UNFPA notes that fertility levels have been dropping more rapidly in the Asia Pacific region than anywhere else.

Figure 5. Global fertility levels[26]

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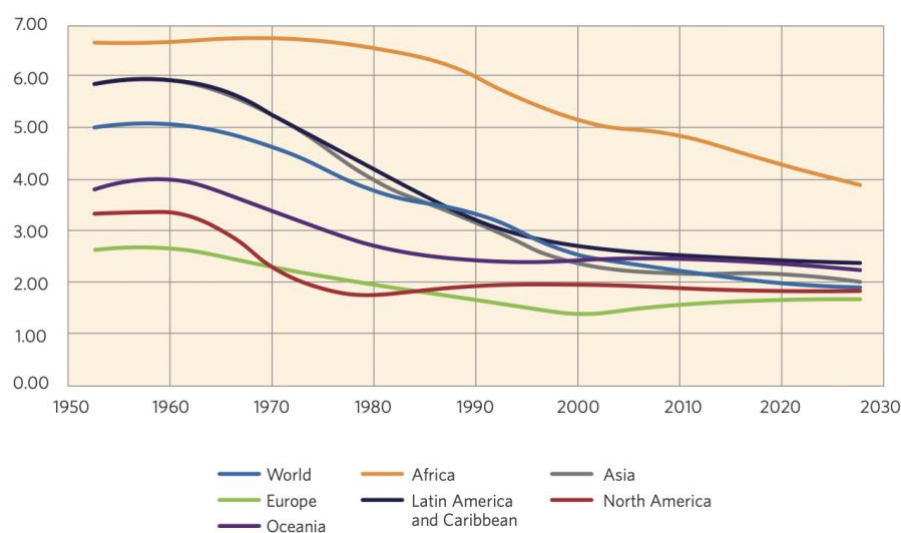
[24] Ibid.

[25] ARPO UNFPA respondents.

[26] Ibid.

UNFPA relevance in the region in this regard has included conducting a review of policies that address low fertility, with analysis of what works and doesn't work.[27]

> The conclusion of the report is that there is no single policy that can meet the individual needs of people. Policies should be formulated not with the sole focus of increasing fertility rates, in other words, a 'pro-natalist' approach, but with the aim of supporting the choices of women and families on their reproductive rights.[28]

The APRO support in the region is focused significantly on population dynamics, which includes supporting the use of national transfer accounts in the region. This support to population dynamics is – i.e. the analysis of trends is the most visible aspect of APRO P&D work at the regional level. There remains though, continued support to population data (i.e. census) in some countries.

APRO support to UNFPA COs in the region is demand-driven, which is COs requesting support that aligns with the support being requested by programme countries or Governments. To this end, UNFPA APRO has invested heavily in NTAs as a means to support population dynamics (forecasting population changes and analysis of trends) and provides trainings and workshops on this for UNFPA staff and external stakeholders, including relevant Government staff in the region. This links very much to population and development support, particularly where influential policymakers are included in training and advocacy.

UNFPA APRO acknowledges that the translation of the analysis produced by NTAs into rights-based policies is still an emerging practice among Governments in the region.[29] There are increasing references to the use of demographic intelligence by UNFPA to help support Governments in the region to develop and implement rights-based policies.[30]

With regard to population data, many respondents to this evaluation – both within UNFPA and externally – highlighted that UNFPA was previously considered to be the 'data agency'.[31] There is a clear sense from respondents that UNFPA is now much more known as the 'SRHR agency'.[32] While this still lends itself to logical linkages with population dynamics' issues, there is less clearly explicit linkages with population *data*. There is still continued support to census in some countries, such as Pakistan and the recent census in Nepal.[33] UNESCAP highlights that UNFPA is a strong partner in continuous national data collection and support to census.[34]

Various CPDs highlight the focus of UNFPA on disaggregated population data at the country level, within the Asia-Pacific region. For example, the Myanmar CPD highlighted how UNFPA supported the Government in the 2014 census (the first Myanmar census in 30 years).[35] In Nepal, a "cornerstone" of the UNFPA programme design was support to the 2021 census, including capacity-development support

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[27] UNFPA Asia-Pacific Regional Office Social Policies Catalogue on Population Ageing. A Rapid Scoping Review. 2020.

[28] Ibid.

[29] APRO UNFPA respondents.

[30] For example, UNFPA. Country Programme Document for the Pacific Island Countries. 2017 and UNFPA. Country Programme Document for the Philippines. 2018.

[31] UNFPA, academic institutions, other UN agency and NGO respondents.

[32] Ibid.

[33] APRO UNFPA respondents.

[34] APRO Other UN agency respondents.

[35] UNFPA. Country Programme Document for the Myanmar. 2017.

for use of digital technology.[36] In Papua New Guinea, UNFPA provided planned for providing both mobilisation support and technical assistance for the planned 2020 census.[37],[38]Overall, there is still a continued lack of clarity within APRO as to whether the role of UNFPA in population data is in overall data, or whether there is a more focused role in data for SRHR and GBV (see finding under EQ3). This links to the fact that population data is, by its very nature, highly political. There is some doubt within UNFPA APRO as to whether UNFPA fully acknowledges this.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Table 2. Source and strength of evidence for EQ2 findings

EQ2 Findings and strength of evidence
A human rights-based approach (HRBA), gender equality, and inclusion under the framing of Leave No One Behind (LNOB) is embedded within the life-cycle approach taken by UNFPA APRO with regard to population and development issues.
Migration and Climate Change are both areas where there is room for APRO to increase focus within P&D work.
Digitalisation has been well-utilised for population data results in the region but there is room to further maximise the leveraging of digitalisation across all areas of population data, and dynamics.

A human rights-based approach (HRBA), gender equality, and inclusion under the framing of Leave No One Behind (LNOB) is embedded within the life-cycle approach taken by UNFPA APRO with regard to population and development issues.

HRBA: There is clear recognition across all staff within UNFPA APRO that pro-natalist polices as a reaction to low fertility and ageing societies is a grave threat to human rights, and because of this, the life-cycle approach clearly highlights a strong HRBA foundation.[39] Indeed the review of policies conducted by APRO and referenced in EQ1[40] concludes that there is no one single policy that meets the needs of all people, but that clearly policies should be developed based on the foundation of providing choice to individuals, rather than on pro-natalist policies aimed solely at increasing fertility.[41] The review highlights as a good example the Bulgarian Government's National Demographic Strategy and highlights the specific example of this Strategy in terms of removing additional taxation on single people if not married before a certain age as a non-rights based approach. The review also highlights that in countries where the total fertility rate (TFR) is higher than 3, the ideal number of children is generally lower (confirming an unmet need for family planning); but in countries where the TFR is lower than three, the ideal number of children is generally higher. This instead confirms an unmet need for childbearing which cannot be addressed by coercing women into having more children but instead can be addressed by identifying the barriers which are preventing women from having their ideal number of children and removing those barriers (such as cost of childcare, unfriendly workplace policies for parents etc).[42]

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[36] UNFPA. Country Programme Document for Nepal. 2017.

[37] UNFPA. Country Programme Document for Papua New Guinea. 2017.

[38] The 2020 census has been deferred, due to COVID-19, to 2024.

[39] APRO UNFPA respondents.

[40] UNFPA Asia-Pacific Regional Office Social Policies Catalogue on Population Ageing. A Rapid Scoping Review. 2020.

[41] Ibid.

[42] Ibid.

> [The review] produces indicative evidence that reproductive aspirations and outcomes may not be aligned in many settings around the world.[43]

This means that shifting from a focus on unmet need for family planning (applicable to high fertility settings) to a focus on reproductive choice for all is a relevant goal for applicability across all settings, including ageing contexts.

There is also a specific nuance with regard to HRBA, in that UNFPA APRO is moving away from arguing just a HRBA but also linking this to economic growth and looking to use population data and analysis of data to shift the paradigm to more of a 'right thing to do and smart thing to do' discourse.[44] The economic argument is an addition, not a replacement, to the HRBA argument.

> To invest in SRHR is not only to fulfil human rights but also makes sense economically we should look at SRHR not just as cost but for investment.[45]

Gender equality: The APRO life-cycle approach also provides a good HRBA foundation for the demographic dividend, highlighting specifically in the graph presented as figure 4 above, the rights-based approach to working with adolescent girls and ensuring access to choices, and supporting good choices, throughout the life-cycle. This also links clearly to an explicit gender-lens within the life-cycle approach.

Further, the economic argument referenced above is also fully conceptualised through a gender-lens: investment in SRHR; choices for women and girls both in terms of labour market participation and reproductive choices, and family-friendly workplace policies are all promoted by UNFPA under the life-cycle approach as the most economical way of addressing low fertility and ageing; and also the most economical way of harnessing the demographic dividend.[46] In addition to a focus on adolescent girls, UNFPA APRO has also increased its focus on examining policies that target fathers, such as longer paternity leave. This is key in the context of declining fertility rates and ageing populations to ensure productivity is maintained.

Inclusion and Leave No One Behind: With regard to inclusion, UNFPA recognises the political aspect to data as referenced above under EQ1 and recognises that there is perhaps more scope for UNFPA to participate in conversations with regard to inclusion of certain populations (such as ethnic, or migrant populations) in matters of population data.[47] This is key, for the inclusion of all persons in *data* which allows for the inclusion of all persons in dynamics, and finally, development.

UNFPA has produced a report on disability that highlights the importance of visibility of disability within national datasets (for the collection of data, the analysis of data, and the incorporation of data within policy frameworks).[48] The linkages between disability and ageing are explicit. For example, in Viet Nam, 80% of the country's population of people with disabilities is also the elder population.[49]

Migration and Climate Change are both areas where there is room for APRO to increase focus within P&D work.

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[43] Ibid.

[44] APRO UNFPA respondents.

[45] APRO UNFPA respondent.

[46] APRO UNFPA respondents.

[47] Ibid.

[48] UNFPA Asia-Pacific Regional Office. Are Persons with disabilities included in the effort to leave no-one behind? Mapping disability data in development in Asia and the Pacific. 2022

[49] APRO UNFPA respondent.

With regard to **migration**, UNFPA respondents from APRO acknowledge that there is not yet enough interest in this, linking strongly within the population and development portfolio, and linking to ageing, low fertility, and the demographic dividend.

A regional UN Network on Migration was established in 2020:

> The United Nations (UN) system in Asia and the Pacific, drawing on the global United Nations Network on Migration, establishes a Regional United Nations Network on Migration for Asia and the Pacific (The Regional Network) to facilitate effective, timely and coordinated UN system-wide support to Member States on the implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM), where such a common UN system approach would add value. The Regional Network promotes migration policies that support the well-being and realisation of the human rights of migrants and their communities in a coherent, holistic and balanced manner. This includes policies and their implementation that are aligned with the Sustainable Development Goals (SDGs) and regional and sub-regional initiatives of relevance, while progressing in the implementation of the 23 objectives of the GCM.[50]

UNFPA have been engaged with this, although respondents report an uncertainty with the capacity of the RO to have meaningful engagement and acknowledge that migration has "disappeared a little bit from the radar of APRO".[51] There has been some coordination with other actors on migration issues, including with the UN Office on the Coordination of Humanitarian Affairs (OCHA) on common operational datasets (CODs).[52]

UNFPA and other respondents report that migration is the weakest link in demographic balancing equation"[53] in terms of data:[54] and of course, if populations affected by different forms of migration are not included within the data then they are not included within any analysis or policy. There is a sense that Governments in the region have increasing levels of interest in this, which in turn, should translate into requests to UNFPA for more support on the data side migration. An example provided is Nepal, where there was a significant level of return migration (mainly of Nepalese migrant workers in Gulf states) due to COVID-19, but the impact of this mass return, including the loss of remittances on the Nepal economy, has yet to be fully understood.[55]

The UNFPA census strategy (that is based on international standards emanating from UN Statistics Division under the UN Department of Economic and Social Affairs – DESA)[56] promotes the inclusion of migration populations in censuses.

It is clear in the Asia Pacific region that migration is viewed both as cross-border, international migration (including migrants, asylum-seekers, and refugees) and internal migration, particularly under the framing of urbanisation as a mega-trend in the region.[57]

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[50] https://migrationnetwork.un.org/sites/g/files/tmzbdl416/files/docs/ap_regional_migration_nw_tor_march_2020.pdf

[51] APRO UNFPA respondent.

[52] See EQ6 for further information.

[53] APRO UNFPA respondent.

[54] APRO UNFPA, NGO, and other UN agency respondents.

[55] APRO UNFPA respondents.

[56] https://unstats.un.org/unsd/demographic/sources/census/census3.htm

[57] Ibid.

For **climate change**, which is strongly linked with migration as a significant driver, UNFPA APRO currently has perhaps even less focus than on migration with regard to P&D work.

> We are struggling to find our way on climate change, but for UNFPA if we want to move on climate change, we have to build a critical mass on staff capacity.[58]

There is an NTA value proposition on climate change, but this is a new area both for NTAs and for UNFPA.[59] UNFPA APRO has worked with a consultant on climate change but there is still a lack of clarity on what UNFPA's position is, what UNFPA's role, and UNFPA's added value.[60]

There are some clear, but standalone and disparate, examples at country level within the region. For example, in Viet Nam UNFPA supported the linking of the census data geospatial system with the disaster management system.[61] In Sri Lanka, UNFPA has worked on disaster preparedness for the elderly, which encompasses vulnerability to climate change and extreme weather conditions. UNFPA partnered with HelpAge for a pilot project to strengthen the meaningful inclusion of older persons in climate change mitigation and disaster risk reduction.[62]

Digitalisation has been well-utilised for population data results in the region but there is room to further maximise the leveraging of digitalisation across all areas of population data, and dynamics.

UNFPA has strongly included digitalisation in support to census in the region. This typically includes provision of d training and support in the use of tablets for data collection.[63] In certain contexts, there has also been the use of satellite imagery to estimate hard-to-reach populations, for example, in Afghanistan.[64]

With regard to dissemination of data – such as disseminating the results of census for use more broadly by different actors – UNFPA has done some work in this area, such as supporting digital platforms for the publication of tables for ease of utility.[65] There has been less uptake of new technologies to do this quickly and efficiently. This also relates to all actors – Governments, UNFPA, and other development partners – not necessarily harnessing the visualisation and graphics technology available to translate heavy and hard-to-read census data into more digestible online information.[66]

At country level, digitalisation has been accelerated due to COVID-19 across a number of service-delivery areas (such as SRHR) and this has increased focus on digitalisation across all of UNFPA work, including P&D. For example, in Viet Nam, the online health, GBV, and life skills services developed during COVID-19 have contributed to a stronger focus on digitalisation as part of the development agenda nationally, which includes population data, dynamics, and development.[67]

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[58] APRO UNFPA respondent.

[59] APRO UNFPA and academic institution respondents.

[60] APRO UNFPA and other UN agency respondents.

[61] APRO UNFPA respondent.

[62] Government of Sri Lanka and UNFPA. 9th Country Programme Evaluation 2018-2022. Final Report April 2019. 2019.

[63] APRO UNFPA and Government respondents.

[64] UNFPA Afghanistan. 3rd Country Programme 2015-2021 Final Evaluation Report. 2021.

[65] APRO UNPFA respondents.

[66] APRO UNFPA, other UN agency, and Government respondents.

[67] APRO UNFPA respondent.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Table 3. Source and strength of evidence for EQ3 findings

EQ3 Findings and strength of evidence
There have been clear attempts in APRO to ensure linkages between P&D and SRHR, gender equality, and adolescents and youth. This has been particularly evident in the lifecycle approach which cements linkages between P&D specifically with the UNFPA work on adolescents and youth, with some good practice innovative examples of linkages.
Specifically for SRHR, UNFPA has linked data with a number of SRHR and MNH initiatives.
For gender equality, APRO has focused strongly on GBV/VAW data with good linkages across the GBV and P&D teams.

There have been clear attempts in APRO to ensure linkages between P&D and SRHR, gender equality, and adolescents and youth. This has been particularly evident in the lifecycle approach which cements linkages between P&D specifically with the UNFPA work on adolescents and youth, with some good practice innovative examples of linkages.

The life-cycle approach links population and development with the other three mandate areas of UNFPA both in terms of physical health but also in terms of mental health with regard to healthy behaviours, and in terms of intergenerational linkages (such as inheritance of healthy behaviours).

This is evidenced not just at regional level but also within programming at country level in the region, supported by the RO. For example, the evaluation of the India Country Programme 2018-2022 highlighted that P&D has supported data on the other three thematic pillars of UNFPA.[68]

There are some innovative examples emerging from the region, specifically linking P&D with adolescent and youth programming. For example, UNFPA in Viet Nam is currently discussing innovative ideas with insurance companies with regard to linking P&D expertise with adolescent and youth programming for ageing planning, such as financial planning and investing in the future. UNFPA acknowledges that many might consider this to be outside the mandate or remit of UNFPA, but it links strongly to the focus on ageing that UNFPA P&D programming has in Viet Nam , again, linked strongly also to the adolescent and youth programming.[69]

Indeed, across the region, there is a clear and visibly explicit UNFPA understanding of the linkages between ageing and the adolescent and youth programming.[70] So as another example, UNFPA worked with the Government in Laos to develop a youth profile monograph using census data to clearly spotlight the potential of the demographic dividend.[71]

Specifically for SRHR, UNFPA has linked data with a number of SRHR and MNH initiatives.

For SRHR and maternal and new-born health (MNH), UNFPA links the P&D work on ageing and low fertility with analysis (population dynamics) and development using evidence to strengthen the argument against pro-natalist policies as a reaction to low fertility. This links back to UNFPA using an umbrella life-cycle approach framework grounded in a HRBA, to support rights-based SRHR policies to

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[68] APRO UNFPA. Evaluation of the UNFPA ninth Country Programme of Assistance to the Government of India. CP9 (2018-2022). 2022.

[69] APRO UNFPA respondents.

[70] APRO UNFPA, other UN agency, academic institution respondents.

[71] APRO UNFPA and Government respondents.

address demographic shifts.[72] Further, it links strongly to adolescent and youth work around access to adolescent SRH services and comprehensive sexuality education (CSE).[73]

UNFPA P&D unit has supported SRHR inequities analyses across multiple countries in the region.[74]

Further, APRO have now a health economist who sits under the SRHR unit, which has contributed to stronger linkages between P&D and SRHR. This is not to say that the RO does not recognise the need for further work. For example, one of the Emergency Obstetric (EmOC) and new-born care global UNFPA indicators is that every pregnant woman should be within two hours travel time of a functioning EMOC facility. This of course requires strong census and DHS data, overlaid with geographical mapping of functional facilities and requires geospatial and data expertise to work. Further, maternal and new-born mortality surveillance systems do not necessarily link with civil registration and vital statistics (CRVS). There is need to significantly improve maternal and perinatal death surveillance and response (MPDSR) systems in many countries in the region and this is an area where strong collaboration between P&D and SRHR is required.[75] UNFPA is currently supporting Indonesia to pilot linkages between MPDSR and CRVS.[76]

For gender equality, APRO has focused strongly on GBV/VAW data with good linkages across the GBV and P&D teams.

Notwithstanding the linkages with adolescents and youth programming, which encompasses gender equality and GBV components under the umbrella of the life-cycle approach, to a large extent, the linkages between P&D and gender equality programming are focused on GBV and focused on data.

P&D provides quality disaggregated and meaningful population data for the other areas. For example, the 2017 APRO annual report reported against an indicator which was articulated as the number of countries that received regional support to improve data on violence against women and girls. In 2017, 9 countries had received this support.[77]

In 2016, APRO introduced the KNOwVAW data initiative to specifically improve the measurement of violence against women (VAW).[78]

> **kNOwVAWdata Initiative:** https://knowvawdata.com
>
> In 2016, UNFPA APRO secure 3.5 years of funding from the Australian Department of Foreign Affairs and Trade (DFAT) for developing capacities of national and regional bodies to collect, analyse, and utilise VAW data.[79]
>
> In 2018, UNFPA reported certain challenges with the initiative, including the pressure that the Sustainable Development Goal (SDG) agenda puts on countries to produce data, which is a

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[72] APRO UNFPA, other UN agency, and academic institution respondents and UNFPA APRO. Addressing Population Ageing in Asia and the Pacific Region. A life-cycle approach. 2021.

[73] Ibid.

[74] UNFPA. 2020 Annual Report – Asia and the Pacific Regional Office. 2021.

[75] APRO UNFPA and other UN agency respondents.

[76] APRO UNFPA respondents.

[77] UNFPA. 2017 Annual Report – Asia and the Pacific Regional Office. 2018.

[78] UNFPA. 2016 Annual Report – Asia and the Pacific Regional Office. 2017.

[79] Ibid.

threat to safe and confidential data systems that protect women and girls and which are crucial for VAW data.[80]
In 2020, UNFPA reported success in continuing to provide technical assistance to countries to improve VAW data capacity, despite the pandemic.[81]

In addition to kNOwVAWdata, UNFPA APRO has linked P&D and gender equality with a review of policies that address gender in the context of population ageing.[82]

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Table 4. Source and strength of evidence for EQ4 findings

EQ4 Findings and strength of evidence
APRO maintains effective support to countries for population data, both in terms of supporting census and data collection in those countries that require such support, and in terms of increasing the quality of the data generated and the effectiveness of the whole process, including dissemination. This is achieved across the modes of engagement of knowledge management and capacity strengthening.
In terms of population dynamics, the effectiveness of APRO support to the region and to countries is by far strongest and most visibly effective in the area of support to capacity strengthening around NTAs.
In the area of population and development, UNFPA provides support through the mode of engagement of knowledge management and policy and advocacy. This support is provided both at country level – including the use of NTAs in policy development – and also as a convenor of expertise at regional level.

APRO maintains effective support to countries for population data, both in terms of supporting census and data collection in those countries that require such support, and in terms of increasing the quality of the data generated and the effectiveness of the whole process, including dissemination. This is achieved across the modes of engagement of knowledge management and capacity strengthening.

For census work, UNFPA has partnered with the US Census Bureau who secured United States Agency for International Development (USAID) funding to produce a series of digestible technical briefs on the UN Stats Division Guidance on Census, many of which have been produced in collaboration with UNFPA.[83] UNFPA APRO has also worked with the US Census Bureau on hosting regional workshops with National Statistics Offices (NSOs) on census-related matters. UNFPA is credited with getting the most appropriate countries to participate and designing the workshop according to regional needs.[84]

Country level collaboration between US Census Bureau and UNFPA is considered by US Census Bureau to be effective in the region, with UNFPA typically supporting a census technical assistance (TA) position within the NSO.[85]

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[80] UNFPA. 2018 Annual Report – Asia and the Pacific Regional Office. 2019.

[81] UNFPA. 2020 Annual Report – Asia and the Pacific Regional Office. 2021.

[82] UNFPA APRO. Social Policies Catalogue on Population Ageing. A rapid scoping review. 2020.

[83] APRO Government respondents.

[84] Ibid.

[85] Ibid.

Across multiple annual reports, UNFPA APRO report against an indicator of supporting NSOs to strengthen and improve capacity to collect, analyse and disseminate data.[86]

In 2019, UNFPA reported that:

> Thanks to regional workshops organized by APRO in 2018 and 2019, in partnership with the US Census Bureau, national statistical offices from 11 countries in the region developed their capacities to collect and process census data through the use of mobile devices.[87]

UNFPA continues to support national governments to increase the quality of census data. For example, UNFPA supported a consultant to review urbanisation trends in the region and this spotlighted some quality issues, such as non-response rates.

For UNFPA in the Asia-Pacific Region, the support provided at national level is not just for the exercise of collecting data for census, but also for the whole process including dissemination. Country level examples, include UNFPA support and advocacy to the Government of Bangladesh resulted in the Bangladesh Bureau of Statistics creating public online access to census data for the first time in 2015.[88]

This support goes beyond census data, of course. In Nepal, UNFPA supported the Central Bureau of Statistics and the Ministry of Health with publishing surveys across the areas of youth, ageing, migration, and urbanisation. UNFPA also contributed to the design of the UNICEF Multiple Indicator Cluster Survey (MICS) design.[89] In the Pacific Island sub-region, UNFPA has supported ten countries to publish reports with census and survey data.[90]

Other stakeholders report that UNFPA's support to census and civil registration in the region is effective and important.[91]

In terms of population dynamics, the effectiveness of APRO support to the region and to countries is by far strongest and most visibly effective in the area of support to capacity strengthening around NTAs.

In 2018, UNFPA introduced the term 'demographic intelligence' in the region[92] and this has consolidated prior work on population dynamics and analysis of trends, elevating the dynamics aspect of P&D into the most visible aspect of P&D for APRO. The aim articulated in the 2018 Annual Report was to "[m]ainstream demographic intelligence to improve the responsiveness, targeting and impact of development policies, programmes and advocacy."[93]

UNFPA has consistently supported the Asian Population Association Conferences with funding, and particularly sessions on NTAs[94] which is where the effectiveness of support to population dynamics is seen most clearly. The UNFPA APRO contribution to understanding NTAs in the region is regarded as

[86] UNFPA. Annual Report – Asia and the Pacific Regional Office. 2015-2020.

[87] UNFPA. 2019 Annual Report – Asia and the Pacific Regional Office. 2020.

[88] UNFPA. Country Programme Document for Bangladesh. 2016.

[89] UNFPA Nepal Country Programme Evaluation 2013-16. Final Evaluation Report February 3rd, 2017.

[90] UNFPA Pacific Sub-Regional Office Multi-Country Programme 5th Cycle 2013-2017, February 2017.

[91] APRO Other UN agency respondents.

[92] UNFPA. 2018 Annual Report – Asia and the Pacific Regional Office. 2019.

[93] Ibid.

[94] UNFPA APRO, NGO, and academic institution respondents.

effective by almost all respondents to this evaluation.[95] The RO support provided is in the areas of training (capacity-building) and knowledge management. Multiple UNFPA country reports in the region highlight the practical impact of the NTA work:

> The construction of the National Transfer Accounts (NTA) was commissioned in 2019. The NTA were constructed and the report done in late 2020. The NTA helps to improve the understanding of the age dimensions of the economy and measures how economic resources are consumed, produced and reallocated among people of different ages in the population. It gives valuable information for policy interventions in pensions, retirement age, health care, education, reproductive health, the economic contribution of women; and specially, the social, political, and economic implications of population aging.[96]

> Another notable effort to generate the life-course evidence is the continued support provided to the [Government] to produce the National Transfer Accounts (NTA) results regularly and to encourage the translation of NTA into policy and practice among relevant government agencies. [97]

The process has not been without challenges. Challenges reported have included initial lack of ownership by the Government (for example, in Sri Lanka),[98] and lack of translation of NTA data and understanding of demographic trends into national policy planning (for example, in Thailand).[99]

In the area of population and development, UNFPA provides support through the mode of engagement of knowledge management and policy and advocacy. This support is provided both at country level – including the use of NTAs in policy development – and also as a convenor of expertise at regional level.

UNFPA APRO respondents to this evaluation report that interest in population and development, corporately within the organisation, has been stronger in previous years than it is now.[100]

Even in APRO, UNFPA respondents report that the population and development aspect is less visible than the data or dynamics aspect.[101] However, APRO maintains a number of initiatives related to population and development at the regional level, as well as the region providing some country-level examples which have been supported by the RO.

From 2014 onwards, APRO has reported results of some kind related to population and development in the annual reports. In 2014, UNFPA collaborated with HelpAge International on a report on elderly community care. UNFPA also supported the ESCAP workshop on social integration and rights of older people.[102]

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[95] APRO UNFPA, government, NGO, other UN agency, and academic institution respondents.

[96] Government of Sri Lanka and UNFPA. 9th Country Programme Evaluation 2018-2022. Final Report April 2019. 2019.

[97] UNFPA. Evaluation of the UNFPA eleventh country Programme of Assistance to the Royal Thai Government CP11 (2017-21). 2021.

[98] Government of Sri Lanka and UNFPA. 9th Country Programme Evaluation 2018-2022. Final Report April 2019. 2019.

[99] UNFPA. Evaluation of the UNFPA eleventh country Programme of Assistance to the Royal Thai Government CP11 (2017-21). 2021

[100] APRO UNFPA respondents.

[101] Ibid.

[102] UNFPA. 2014 Annual Report – Asia and the Pacific Regional Office. 2015.

In 2015, UNFPA reported producing evidence on ageing and human rights. This evidence included data and policy mapping which contributed to guidance on good practice on the development of rights-based policies aimed at older persons.[103]

These types of initiatives, particularly focused on ageing, continued to be reported in subsequent annual reports.

UNFPA support the three-yearly Asian Population Association (APA) Conference with funding and technically, providing expertise through leading certain sessions. For example, in 2018 APRO organised a special session at the 4th Asian Population Association Conference on the criticality of integrating population dynamics into development processes.[104] Other respondents highlight the importance of UNFPA sessions at the APA conference, particularly on the NTA work.[105]

Country level examples are varied. For example, in Laos People's Democratic Republic UNFPA has been working with UNDP on a national financing framework to highlight the different types of financing that are relevant to fund the national agenda and SDG achievement.[106]

In Nepal the 2017 evaluation concluded that UNFPA population data and analysis capacity-building and advocacy initiatives "have influenced major policy documents, strategy papers and plans, including at the highest level." This includes the newly developed Constitution (2-15) and the 2015 National Population Policy.[107]

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Table 5. Source and strength of evidence for EQ5 findings

EQ5 Findings and strength of evidence
APRO has provided support to COs in the region to, in turn, support national governments to develop and implement national population policies which include both demographic dividend issues as well as ageing and low fertility issues.
Since 2014 APRO has had an indicator for P&D effectiveness with regard to regional frameworks and policy dialogue.
The concept of demographic resilience is only slowly being understood and considered relevant within APRO.
There is limited reference to how successfully UNFPA has integrated population data and dynamics issues into common planning processes at the regional level.

APRO has provided support to COs in the region to, in turn, support national governments to develop and implement national population policies which include both demographic dividend issues as well as ageing and low fertility issues.

As referenced above, the UNFPA RO in Asia-Pacific has provided support to UNFPA COs in the region in the area of population and development, working towards ensuring that population data and population analysis is strongly incorporated into national-level policy frameworks. There are examples, as

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[103] UNFPA. 2015 Annual Report – Asia and the Pacific Regional Office. 2016.

[104] UNFPA. 2018 Annual Report – Asia and the Pacific Regional Office. 2019.

[105] UNFPA APRO, NGO, and academic institution respondents.

[106] UNFPA APRO respondents.

[107] UNFPA Nepal Country Programme Evaluation 2013-16. Final Evaluation Report, 2017.2017.

highlighted above, of where UNFPA support in the region has contribute to the development of national population policies. UNFPA support also extends to incorporating population data and analysis into other development policies and frameworks, particularly with regard to the ageing and low fertility issues impacting on the region.

For example, in Pakistan UNFPA supported the development of a report on the demographics in the country which influenced discussions at major national meetings and permeated reproductive health (RH) and more broad health policies.[108]

In Sri Lanka, UNFPA supported the update of national policy frameworks for elderly people to incorporate more sexual rights and gender equality aspects within ageing. One activity under this was the launching of a new initiative – *ageing without limits (enhancing policies, maximising potential)* and the release of a publication on feminization of ageing.[109],[110]

Since 2014, APRO has had an indicator for P&D effectiveness with regard to regional frameworks and policy dialogue.

At the regional level, UNFPA has an indicator within the regional results framework that relates to regional frameworks and policy dialogue. Reporting on this consistently since 2014, UNFPA has made steady progress.

For example, the 2014 annual report highlighted an indicator of the proportion of reports of 'global and regional intergovernmental and inter-agency processes that are supported by UNFPA and address population dynamics".[111] This continued in 2015, and in 2016 the indicator changed to the number of coordination meetings that APRO convened with stakeholders that "result in multisectoral initiatives to promote active ageing policies".[112] The achievements against this included examples such as the ESCAP Asia Pacific Intergovernmental meetings and the Ministers Consultation on Strengthening Climate Change Resilience through reproductive, maternal, child, and adolescent health.[113]

In 2019, APRO reported (against the same indicator) the international workshop, coordinated by APRO and UNFPA HQ, to develop both the regional and global strategy for population ageing, which included the World Health Organisation (WHO), the International Labour Organisation (ILO), ESCPA, HelpAge International, and the Association of Southeast Asian Nations (ASEAN), as well as Governments of the region.[114]

Finally, UNFPA has published a Social Policies Catalogue on Population Ageing in the region which highlights all relevant policies in the region.[115]

The concept of demographic resilience is not fully endorsed within UNFPA APRO.

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[108] UNFPA APRO and academic institution respondents.

[109] Government of Sri Lanka and UNFPA. 9th Country Programme Evaluation 2018-2022. Final Report April 2019. 2019.

[110] https://srilanka.unfpa.org/sites/default/files/pub-pdf/Ageing%20Without%20Limits%20Report%205-12-2019.pdf

[111] UNFPA. 2014 Annual Report – Asia and the Pacific Regional Office. 2015.

[112] UNFPA. 2016 Annual Report – Asia and the Pacific Regional Office. 2017.

[113] Ibid.

[114] UNFPA. 2019 Annual Report – Asia and the Pacific Regional Office. 2021.

[115] UNFPA APRO. Social Policies Catalogue on Population Ageing. A rapid scoping review. 2020.

UNFPA respondents in the region are familiar with the term 'demographic resilience', but other respondents are not.[116] UNFPA interviewee respondents report that the term is "catchy and attractive" but they still don't necessarily know fully what it means, or how to operationalise the concept. They report that it is still "new terminology" in the region and that it will take time for it to be fully "digested" and understood.[117]

Further, there is clear concern within the APRO population and development team and senior management with regard to the term 'resilience'.[118] The concern is that the word 'resilience' implies that trends of ageing and low fertility are problematic and threatening and that countries need to prepare for survival against future negative demographic trends. In APRO the approach is to seek to recognise and harness positive applications of demographic trends and there is concern in APRO that the demographic resilience approach does not allow for this.[119]

Out of the ten external stakeholders interviewed for this evaluation, no-one had heard the term demographic resilience.

From APRO survey responses there is a different, and more positive picture.[120] 59% of the APRO survey respondents (so 17 UNFPA staff across the region) were aware of the concept of demographic resilience and believed it to be useful and/or used, while 41% did not.

APRO has successfully integrated population data and dynamics issues into common planning processes within the region.

Overall in the region UNFPA has been successful in systematically integrating population data and dynamics into country level common processes. Given the consistency of this across the region, it is reasonable to assume a level of support from the RO to COs.

The evidence for this comes from a global scan of CCAs conducted for this evaluation. Out of a total of 17 CCAs (across different regions) from 2015 to 2021, six of them had well-integrated reference to demographic shifts *and* credited UNFPA with this information; five of them had some limited reference to demographic shifts but no acknowledgement of UNFPA contribution; and six of them had no reference to demographic shifts and no reference to UNFPA. [121]

For the APRO region, all five CCAs randomly sampled had extremely good reference to demographic shifts and a very clear acknowledgement of UNFPA as the source of information, with two of these five specifically referencing UNFPA Population Situation Analyses (PSA).

Table 6. APRO CCA analysis

Year	Country	References to demographic trends	Attribution to UNFPA
Countries are colour-coded according to acknowledged attribution of UNFPA to PD analysis within the CCC			
2020	Pacific Islands	Demographic shifts as a driver Demographic dynamics – need to understand	References:

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[116] APRO UNFPA, other UN agency, NGO, Government, and academic institution respondents.

[117] APRO UNFPA respondents.

[118] Ibid.

[119] Ibid.

[120] Note that the key informants for this evaluation were from the regional office and select country offices: the survey respondents are from the Asia Pacific region, across all 22 country offices and the regional office.

[121] The full CCA analysis is referenced in the main evaluation report.

		"increasing demographic tilt towards youth in the Pacific" Urban transition is inseparable from the demographic transition Demographic dividend	UNFPA, IIED and El Colegio de Mexico (2013). The Demography of Adaptation to Climate Change. UNFPA (2014). Population and Development Profiles: Pacific Island Countries (April 2014)
2018	Bhutan	Demographic trends Demographic dividend window until 2040 Rapid demographic transition	References UNFPA PSA 2017
2017	India	Demographic advantage Demographic window of opportunity (at state level – window open, window now closing, window closed) / stages of demographic transition	References UNFPA as the source of demographic transition state-level calculations
2016	Pakistan	Demographic transition Demographic disadvantages (3) Demographic dividend	References UNFPA PSA
2015	Viet Nam	Demographic bonus Demographic growth	References: ILO-UNFPA Policy Brief, Social Pension on Income security on older persons, August 2014. UNFPA, The Imbalanced Sex Ratio at Birth in Viet Nam: Connecting Research and Policy for Change (Policy Brief),2014, UNFPA, Son Preference in Viet Nam: Ancient Desires, Advancing Technologies, Ha Noi,2011. UNFPA, The Aging Population in Viet Nam: Current status, prognosis, and possible policy responses, 2011. UNFPA, The Ministry of Planning and Investment & Development Strategy Institute, Impact of Population Age-Structure Changes of Economic Growth in Vietnam and Policy Recommendations, 2015.

The RO is engaged in inter-agency work at the regional level, and UNFPA respondents acknowledge the challenges that come with this, given the different mandate interests of different agencies:[122] *"Finding commonalities to really work together has been a challenge in these inter-agency groups."*

There is a regional working group on SDG data which is co-led by UNFPA and ESCAP. There is a sense from respondents that despite there being interest and commitment, this group has struggled to find a clear focus: again, due to the different data interests and SDG custodian responsibilities of different agencies.[123]

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

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[122] APRO UNFPA respondents.

[123] APRO UNFPA and other UN agency respondents.

Table 7. Source and strength of evidence for EQ6 findings

EQ6 Findings and strength of evidence
In APRO there are examples of UNFPA supporting population data for humanitarian settings, but in general the distinction between population data in humanitarian settings and other humanitarian programmatic datasets such as MISP calculations (which provide, in essence an SRHR-specific sub-set of humanitarian population data but is used as an SRHR programme tool rather than a P&D population data tool) is not fully and consistently understood or agreed.
Coordination with other humanitarian actors is limited but effective where it exists, particularly coordinating with OCHA on CODs at the regional level. There is strong recognition of how much this links to both migration and climate change issues.

In APRO there are examples of UNFPA supporting population data for humanitarian settings, but in general the distinction between population data in humanitarian settings and other humanitarian programmatic datasets such as MISP calculations (which provide, in essence an SRHR-specific sub-set of humanitarian population data but is used as an SRHR programme tool rather than a P&D population data tool) is not fully and consistently understood or agreed.

The 2020 APRO annual report highlighted that APRO has supported, within 2020, 532 UNFPA staff on humanitarian data and MISP.[124] A number of UNFPA respondents, when asked about humanitarian data, provided information on MISP.

There are some country-level examples of UNFPA support to population data for humanitarian response. In Indonesia UNFPA provided a coordinating role to geospatial mapping in the humanitarian areas of Central Sulawesi and Lombok.[125] Rapid needs assessments with the Ministry of Health (MoH) and identifying capacity of service providers were also considered to be a P&D population data exercise (rather than an humanitarian needs-based data exercise)[126] which reflects the confusion that exists between baseline population data and different humanitarian datasets used to understand people in need (PiN) at the lowest possible administrative level to inform programmatic response.

In Afghanistan UNFPA used satellite imagery to estimate population data, in the absence of no census since 1979 and extremely limited register-based data.[127]

Coordination with other humanitarian actors is limited but effective where it exists, particularly coordinating with OCHA on CODs at the regional level. There is strong recognition of how much this links to both migration and climate change issues.

UNFPA coordinates with OCHA in the region for CODs. This is reported as being the main coordination link between UNFPA and humanitarian actors.[128]

There is a clear understanding within UNFPA that increased linkages will be required, particularly as migration becomes an ever-increasing issue (globally, and in the region), as migration is currently considered to be the "weakest link in the demographic balancing equation in terms of quality of data".[129]

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[124] UNFPA. 2020 Annual Report – Asia and the Pacific Regional Office. 2020.

[125] UNFPA. Evaluation of the UNFPA 9th Country Programme of Assistance to the Government of Indonesia. 2020.

[126] Ibid.

[127] UNFPA Afghanistan. 3rd Country Programme 2015-2021 Final Evaluation Report. 2021.

[128] APRO UNFPA and other UN agency respondents.

[129] Ibid.

Respondents to this evaluation report that this weakness is increasingly being recognised, acknowledged, and discussed at government level in the region: "it is surprising how many Ministries raise the issue of migration".[130] There are agencies with clear migration and displacement mandates (the UN High Commissioner for Refugees – UNHCR – and the International Organisation for Migration – IOM – specifically) and so work on this area requires strong collaboration with these lead agencies.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Table 8. Source and strength of evidence for EQ7 findings

EQ7 Findings and strength of evidence
At the regional level there is a strong partnership with ESCAP and sufficient partnerships with other traditional UN partner agencies. There are strong partnerships with academic institutions particularly for NTA work and with HelpAge International for ageing work. UNFPA APRO coordinate and cooperate very well with the regional Asia Population Association (APA).
Within the region, there are examples of innovative partnerships such as south-south cooperation and public-private partnerships on P&D issues at the country level.
APRO has been investing in strengthening evidence for compelling arguments for assisting public and private partners to recognise the value of contributing to overall financing of population data and dynamics for use in development processes under the broad umbrella of the funding to financing agenda. This has been achieved by having a specific health economist position (under SRHR rather than the P&D portfolio) and is not an area of work that is well understood across UNFPA or partners at regional or country levels.

At the regional level there is a strong partnership with ESCAP and sufficient partnerships with other traditional UN partner agencies. There are strong partnerships with academic institutions particularly for NTA work and with HelpAge International for ageing work. UNFPA APRO coordinate and cooperate very well with the regional Asia Population Association (APA).

UNFPA and other UN agency respondents to this evaluation report that UNFPA APRO has a strong relationship with ESCAP at the regional level.[131] Examples of good cooperation between the two agencies are numerous. For example, during COVID-19 ESCAP organised a number of online seminars with regard to how to manage data collection during the pandemic, and respondents report that UNFPA was "always there in this work."[132] Further, there is strong coordination on CRVS in the region that ESCAP lead on and that UNFPA supports.

With regard to other agencies, there are sufficient partnerships for population data and dynamics but not without challenges. For example, UNFPA was part of a working group with UNHabitat and IOM on population issues, but respondents report there were limited real or impactful activities that came from that.[133] Consistent and structured coordination with other UN agencies has been challenging due to the difficulties of finding commonalities of interest in data points across different UN agency mandate areas and areas of focus. There is a regional Working Group on SDG data that UNFPA co-lead with ESCAP but

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[130] Ibid.

[131] APRO UNFPA and other UN agency respondents.

[132] APRO other UN agency respondent.

[133] Ibid.

respondents report that this WG has struggled to find clear focus over the years, due to the numerous interests of different agencies across the different SDG focus areas.[134]

> We have had some meetings to support country teams in data and statistics, taking different matters like gender statistics or labour statistics and having discussions and trainings but it has been difficult to move away from gender: that is UN Women; or labour: that is ILO.[135]

At the regional level UNFPA work well with HelpAge International on issues of ageing. There is a regional working group on ageing that ESCAP and HelpAge co-host. UNFPA is considered by respondents to be a committed and respected member of this group.[136] Also at the regional level, UNFPA have a strong partnership with the Asia Population Association (APA).

Finally, APRO has strong partnerships with academic institutions for work on NTAs in the region. This is a strong focus of the UNFPA APRO population dynamics portfolio and the partnerships are commended both from the UN and from the academic institution sides.[137] The partnerships, particularly with the University of Hawaii, are truly complementary in that the academic institution brings the intellectual expertise on NTA to the table, and UNFPA bring the convening power, and the Government relationships that allow for a clear articulation of the rationale and benefit of the NTA process that Governments can understand and that creates the necessary buy-in.[138]

There are other examples of academic institution partnerships in the region, around issues of interpreting census data for example.[139]

Within the region, there are examples of innovative partnerships such as south-south cooperation and public-private partnerships on P&D issues at the country level.

In Viet Nam, UNFPA has conducted a business forum for elderly care with the Vietnam Chamber of Commerce and is currently discussing potential collaboration with insurance companies with regard to working with adolescents and youth on healthy ageing and financial planning and preparation for the future.[140]

In Thailand UNFPA have included private partnerships within their life-cycle work. In 2019 UNFPA worked with a real estate company for investment in youth.[141]

In the Philippines, UNFPA has supported south-south and triangular cooperation (SSTC) initiatives with regard to promoting the demographic dividend.[142]

APRO has been investing in strengthening evidence for compelling arguments for assisting public and private partners to recognise the value of contributing to overall financing of population data and

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[134] APRO UNFPA, other UN agency, and NGO respondents.

[135] APRO UNFPA respondent.

[136] APRO other UN agency respondents.

[137] APRO UNFPA, other UN agency, Government, and academic institution respondents.

[138] Ibid.

[139] APRO UNFPA respondents.

[140] APRO UNFPA respondents.

[141] ARPO UNFPA. Evaluation of the UNFPA eleventh country Programme of Assistance to the Royal Thai Government CP11 (2017-21). 2021.

[142] APRO UNFPA. Country Programme Document for the Philippines. 2018.

dynamics for use in development processes under the broad umbrella of the funding to financing agenda. This has been achieved by having a specific health economist position (under SRHR rather than the P&D portfolio) and is not an area of work that is well understood across UNFPA or partners at regional or country levels.

UNFPA APRO has a health economist working under the SRHR portfolio with a clear focus on funding to financing and strengthening evidence-based economic arguments for the case for investment.[143] This means that within the region there is clear expertise and knowledge on the funding to financing agenda and a clear strategy and workplan for the steps UNFPA need to take to move that agenda forward.

Generally with regard to funding to financing, there is an understanding across UNFPA staff of what this is. There is less understanding, outside of the specific staff positions with foci on this, as to how to do it. However, because of the health economist role in APRO, the strategy is clearly in place. The main activity within this strategy is to develop analysis and advocacy materials in the form of investment cases.[144] These investment cases articulate the argument that investing more in SRHR has a strong and economically beneficial return on investment – it is not just the 'right' thing to do from an individual rights-based perspective, but it is the 'smart' thing to do from a macro population level Government economic perspective.

While the funding to financing agenda properly started in 2015, UNFPA and other respondents report that many agencies – such as, for example, UNICEF – started working on public finance much earlier than that in the region. Taking 2015 as the starting point, respondents highlight that it has really only been in the 2022-2025 UNFPA Strategic Plan that this funding to financing agenda has seen a real prominence. This in itself (the prominence of funding to financing in the Strategic Plan) highlights the real importance UNFPA now places on this concept.[145]

There is a clear understanding within the region that this agenda necessarily requires a shifting of partnership thinking. Particularly, UNFPA has not traditionally had any strong relationships with Ministries of Planning, or Ministries of Finance at country level. This needs to be reconsidered with regard to how to place and advocate for the economic return on investment arguments that UNFPA is developing.[146]

One example from the region provided by respondents is in Laos People's Democratic Republic where UNFPA has been actively partnering with the United Nations Development Programme (UNDP) on the national financing framework.[147]

In 2022 UNFPA APRO produced a report on Financing for Development and had a number of key messages for funding to financing, including the fact that the financial investment needed to achieve the three transformative results is approximately USD 26 billion per year (compared to the overall UNFPA budget of approximately 1.5 billion), of which almost half is required in the Asia Pacific region. Crucially, the investment should lead to a return on investment estimated at between 9-31 billion per 1 billion invested.[148]

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[143] APRO UNFPA respondents.

[144] Ibid.

[145] Ibid.

[146] Ibid.

[147] Ibid.

[148] UNFPA APRO. Financing for Development and the ICPD Agenda. 2022.

The one challenge, as highlighted through APRO respondents, is that there are few health economists in UNFPA – globally – working on this issue.[149]

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Table 9. Source and strength of evidence for EQ8 findings

EQ8 Findings and strength of evidence
APRO has developed a strong regional P&D team with expertise that is relevant to the region.
Funding for P&D in APRO remains, like other regions, a very low proportion of the overall budget but is generally higher than the global average.

APRO has developed a strong regional P&D team with expertise that is relevant to the region.

While there have been some gaps between 2014 and now, the APRO team now consists of three P&D advisors: a Technical Adviser on Population and Development (Census and Data); a Technical Specialist on Population & Development; and a Regional Adviser on Population and Sustainable Development. There is, in addition, a Health Economist position under the SRHR portfolio that contributes to P&D work, specifically around the funding to financing agenda. APRO respondents report that this is considered to be a sufficient team at the regional level: while there is also more work that can be done across different areas, this is a strong team with expertise across population data, dynamics, and development, and a clear staffing focus on ageing and low fertility.[150]

The regional responses on HR capacity and competencies echo the issues raised globally as well: the question of a strategic pivot towards SRHR by UNFPA since 2014[151]: away from overall demographics and towards a focus on data for the three transformative results is reported as having both pros and cons by UNFPA and other respondents. An additional component in APRO is the very clear sense of staffing with competencies related to the contextual direction of the region: and for APRO, that is moving towards the development end of the scale, with competencies as much around communicating the data and trend analysis as collecting the data and doing the analysis.[152]

Funding for P&D in APRO remains, like other regions, a very low proportion of the overall budget but is generally higher than the global average.

Figure 5. APRO and global P&D funding as a % of overall funding 2014-2021[153]

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[149] APRO UNFPA respondents.

[150] Ibid.

[151] There is a sense from some global respondents that this strategic pivot away from P&D and towards SRHR started before 2014, from ICPD in 1994 onwards. However, this evaluation timeline starts from 2014 and in APRO, the shift is very much pegged to the introduction of the bullseye in the 2014-2017 Strategic Plan.

[152] Ibid.

[153] Data from https://www.unfpa.org/data/transparency-portal

APRO P&D expenses as a proportion of overall expenses 2014-2021 compared to global expenses
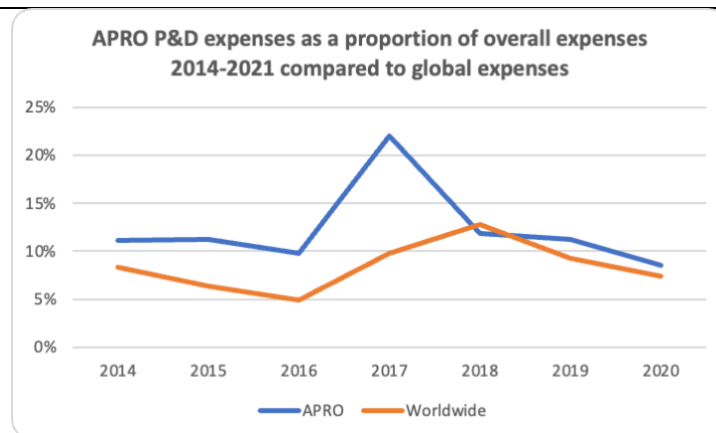
Figure 6. APRO P&D funding core vs non-core 2014-2021[154]

APRO P&D expenses core vs non-core 2014-2021
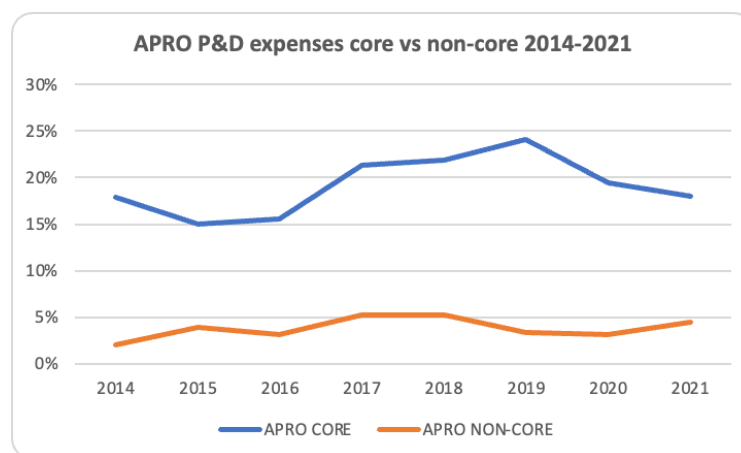
As UNFPA moves away from a strong focus on population data (supporting census for example, which is very expensive) towards analysis and advocacy for integrating demographic trends and intelligence into development policies, the cost of P&D outside of staffing costs reduces significantly. It is not possible to draw conclusions from any comparison of P&D financing compared to other UNFPA mandate areas that may remain more service delivery-orientated, and so more expensive. However, it is clear that P&D relies very heavily on core resources. There is a clear understanding within P&D that in order to remain relevant, investment in IT and technology is critical and as is ensuring enough resourcing within the region to have the right staff capacities at the right levels.[155]

Another clear issue is that funding for foundational data – such as census – is not easy to mobilise through other resources (OR) and so P&D remain heavily reliant on UNFPA regular resources (RR).[156] However, there is a clear link with this back to the funding to financing agenda, particularly in APRO which is a region of predominantly middle-income countries.

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[154] Ibid.

[155] APRO UNFPA respondents.

[156] Ibid.

Section 5. Considerations for action

1. UNFPA APRO should continue on the current trajectory of focus on the life-cycle approach but seek ways to integrate and merge this with the overarching umbrella demographic resilience concept, recognising that the life-cycle approach is understanding issues, challenges and barriers from the individual perspective and the demographic resilience approach is based on ensuring that national Governments fully understand and recognise that adopting a rights-based approach to demographic challenges is the most beneficial approach. Integrating these concepts and approaches will strengthen the APRO work in this area.

2. UNFPA APRO should continue to support NTAs as a means of understanding demographic trends and should seek to ensure that as many countries as possible as moving to NTTA (national time transfer accounts) analysis rather than NTA analysis.

3. UNFPA APRO should review the integration of migration and climate change issues in the regional P&D work and consider how best to increase the genuine consideration of these megatrends in population analysis, as relevant to the region.

4. UNFPA APRO should institutionalise the positive and systematic trend in the region of ensuring demographic shifts are integrated into common UN planning processes (such as CCAs) by mapping and reviewing all CCAs in the region and analysing patterns, with perhaps a workplan and actions allocated to specific roles to take this forward and ensure continual improvement over the next 3-5 years.

5. APRO should review humanitarian P&D issues to be very clear about what is population data in humanitarian settings (the number below the line in a simple fraction, the divisor – the figure representing the total population to be counted) compared to humanitarian data, which is many things, and often the numerator (the number above the line in a simple fraction). So when speaking to MISP calculator data and kNOwVAWdata, ensuring there is clarity within the organisation as to what is population data in humanitarian settings, and what is humanitarian data with a specific programmatic use.

6. UNFPA APRO should map all the innovative P&D partnerships at country level (particularly private sector partnerships) and provide a compendium of initiatives to share with all countries in the region and see where cross-country partnerships with specific private sector partners (who may operate regionally) can be maximised and expanded.

Section 6. Data sources

4.1 Strength of findings summary with data sources

The below table highlights the key findings per EQ, the sources of evidence for each finding, and the strength of evidence – colour-coded green (strong); orange (medium); and red (weak).

FINDING	Sources and strength of evidence
EQ1 Findings	
Overall, UNFPA APRO has provided timely and differentiated support in region that covers both ageing and demographic dividend contexts. This is despite a general sense that the focus on population and development globally within UNFPA has reduced: the relevance within APRO remains due to request of Governments in the region for continued support.	UNFPA APRO respondents, multiple documents.
Through taking a life-cycle approach, APRO links support to harnessing the demographic dividend and support to ageing and low fertility which is relevant to such a diverse region: support to ageing and low fertility is most visible.	UNFPA APRO respondents, multiple documents.
The APRO support in the region is focused significantly on population dynamics, which includes supporting the use of national transfer accounts in the region. This support to population dynamics is – i.e. the analysis of trends is the most visible aspect of APRO P&D work at the regional level. There remains though, continued support to population data (i.e. census) in some countries.	UNFPA APRO respondents, other UN agency respondents, academic institution respondents, multiple documents.
EQ2 Findings	
A human rights-based approach (HRBA), gender equality, and inclusion under the framing of Leave No One Behind (LNOB) is embedded within the life-cycle approach taken by UNFPA APRO with regard to population and development issues.	UNFPA APRO respondents, other UN agency respondents, academic institution respondents, NGO respondents, multiple documents.
Migration and Climate Change are both areas where there is room for APRO to increase focus within P&D work.	UNFPA APRO respondents, other UN agency respondents, academic institution respondents, NGO respondents, multiple documents.
Digitalisation has been well-utilised for population data results in the region but there is room to further maximise the leveraging of digitalisation across all areas of population data, and dynamics.	UNFPA APRO respondents, other UN agency respondents, Government respondents, multiple documents.
EQ3 Findings	
There have been clear attempts in APRO to ensure linkages between P&D and SRHR, gender equality, and adolescents and youth. This has been particularly evident in the lifecycle approach which cements linkages between P&D specifically with the UNFPA work on adolescents and youth, with some good practice innovative examples of linkages.	UNFPA APRO respondents, other UN agency respondents, academic institution respondents, NGO respondents, multiple documents.
Specifically for SRHR, UNFPA has linked data with a number of SRHR and MNH initiatives.	UNFPA APRO respondents, other UN agency respondents, academic institution respondents, NGO respondents, multiple documents.
For gender equality, APRO has focused strongly on GBV/VAW data with good linkages across the GBV and P&D teams.	UNFPA APRO respondents, other UN agency respondents, multiple documents

EQ4 Findings	
APRO maintains effective support to countries for population data, both in terms of supporting census and data collection in those countries that require such support, and in terms of increasing the quality of the data generated and the effectiveness of the whole process, including dissemination. This is achieved across the modes of engagement of knowledge management and capacity strengthening.	UNFPA APRO respondents, other UN agency respondents, Government respondents, multiple documents.
In terms of population dynamics, the effectiveness of APRO support to the region and to countries is by far strongest and most visibly effective in the area of support to capacity strengthening around NTAs.	UNFPA APRO respondents, other UN agency respondents, NGO respondents, academic institution respondents, Government respondents, multiple documents.
In the area of population and development, UNFPA provides support through the mode of engagement of knowledge management and policy and advocacy. This support is provided both at country level – including the use of NTAs in policy development – and also as a convenor of expertise at regional level.	UNFPA APRO respondents, other UN agency respondents, NGO respondents, academic institution respondents, Government respondents, multiple documents.
EQ5 Findings	
APRO has provided support to COs in the region to, in turn, support national governments to develop and implement national population policies which include both demographic dividend issues as well as ageing and low fertility issues.	UNFPA APRO respondents, NGO respondents, academic institution respondents, multiple documents.
Since 2014 APRO has had an indicator for P&D effectiveness with regard to regional frameworks and policy dialogue.	UNFPA APRO respondents, multiple documents
The concept of demographic resilience is only slowly being understood and considered relevant within APRO.	UNFPA APRO respondents, other APRO respondents, and UNFPA APRO survey respondents,
There is limited reference to how successfully UNFPA has integrated population data and dynamics issues into common planning processes at the regional level.	UNFPA APRO respondents, multiple documents
EQ6 Findings	
In APRO there are examples of UNFPA supporting population data for humanitarian settings, but in general the distinction between population data in humanitarian settings and other humanitarian programmatic datasets such as MISP calculations (which provide, in essence an SRHR-specific sub-set of humanitarian population data but is used as an SRHR programme tool rather than a P&D population data tool) is not fully and consistently understood or agreed.	UNFPA APRO respondents, multiple documents.
Coordination with other humanitarian actors is limited but effective where it exists, particularly coordinating with OCHA on CODs at the regional level. There is strong recognition of how much this links to both migration and climate change issues.	UNFPA APRO respondents, multiple documents.
EQ7 Findings	
At the regional level there is a strong partnership with ESCAP and sufficient partnerships with other traditional UN partner agencies. There are strong partnerships with academic institutions particularly	UNFPA APRO respondents, other UN agency respondents, NGO respondents,

for NTA work and with HelpAge International for ageing work. UNFPA APRO coordinate and cooperate very well with the regional Asia Population Association (APA).	academic institution respondents, Government respondents.
Within the region, there are examples of innovative partnerships such as south-south cooperation and public-private partnerships on P&D issues at the country level.	UNFPA APRO respondents, other UN agency respondents, NGO respondents, academic institution respondents, Government respondents, multiple documents.
APRO has been investing in strengthening evidence for compelling arguments for assisting public and private partners to recognise the value of contributing to overall financing of population data and dynamics for use in development processes under the broad umbrella of the funding to financing agenda. This has been achieved by having a specific health economist position (under SRHR rather than the P&D portfolio) and is not an area of work that is well understood across UNFPA or partners at regional or country levels.	UNFPA APRO respondents, multiple documents.
EQ8 Findings	
APRO has developed a strong regional P&D team with expertise that is relevant to the region.	UNFPA APRO respondents
Funding for P&D in APRO remains, like other regions, a very low proportion of the overall budget but is generally higher than the global average.	UNFPA APRO respondents and funding analysis.

4.2 List of Stakeholders interviewed

Name	Position	Organisation
Annette Sachs Roberts	Regional Director, UNFPA APRO	UNFPA APRO
Aris Ananta	Former President	Asian Population Association
Arman Bidar Bakhtnia	Head, Statistical Data Management Unit	UN ESCAP
Babatunde Ahonsi	UN Resident Coordinator in Sierra Leone	UN
Catherine Kamkong	Technical Advisor on SRH/MCH	UNFPA
Christophe Lefranc	Technical Adviser on Population and Development (Census and Data)	UNFPA
Davide Debeni	Technical advisor on health economics, APRO	UNFPA
Gavin Jones	Emeritus Professor	Australian National University
Jan Smit	Regional advisor on SDG statistics	UN ESCAP
Jayachandran Vasudev	Statistics and Monitoring Specialist	UNICEF EAPRO
Naomi Kitahara	Representative, UNFPA Viet Nam	UNFPA
Nicholas McTurk	Census coordinator, UNFPA Nepal (formerly UNFPA Timor Leste and UNFPA APRO)	UNFPA
Oliver Fischer	Center Chief, International Programs Center	US Census Bureau
Reiko Hayashi	President	Asian Population Association
Rintaro Mori	Regional advisor on Population Ageing and Sustainable Development	UNFPA APRO
Sabine Henning	Chief, Sustainable Demographic Transition Section, Social Development Division of UNESCAP	UN ESCAP
Sujata Tuladhar	Technical Advisor on GBV, APRO	UNFPA
Thirahka Chanthalanou	Director General, Department of Social Statistics, Lao Statistics Bureau,	Lao Statistics Bureau
Wassana Im-Em	Technical Specialist on Population & Development	UNFPA

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REGIONAL CASE STUDY:

EASTERN EUROPE AND CENTRAL ASIA

Table of Contents

Acronyms

APRO	Asia Pacific Regional Office
ASRO	Arab States Regional Office
CIS	Commonwealth of Independent States
CO	Country Office
CRVS	Civil Registration and Vital Statistics
DESA	United Nations Department of Social and Economic Affairs
EECA	Eastern Europe and Central Asia
EECARO	Eastern Europe and Central Asia Regional Office
ERG	Evaluation Reference Group
EO	Evaluation Office
GBV	Gender Based Violence
GDB	Global Data Barometer
GGS	Generations and Gender Survey
GIS	Geographic Information System
HIV	Human Immunodeficiency Virus
IAPPD	International Advisory Panel on Population and Development
INSTAT	Institute of Statistics of Albania
IOM	International Organization for Migration
IP	Implementing Partner
KOSTAT	Statistics Korea
MIC	Multi-Country Middle-Income Countries
MICS	Multiple Indicator Cluster Surveys
MHSE	Moscow Higher School of Economics
NSO	National Statistical Office
OHCHR	Office of the United Nations High Commissioner for Human Rights
P&D	Population and Development
PHC	Population Housing Census
RIAP	Regional Interventions Action Plan
RO	Regional Office
SDG	Sustainable Development Goals
SRH	Sexual and Reproductive Health
SRHR	Sexual and Reproductive Health and Rights
TAPV	Family Health and Planning Foundation of Türkiye
UNECE	United Nations Economic Commission for Europe
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSD	United Nations Statistics Division
WHO	World Health Organization

Section 1. Summary

Note that the below section provides an overview high-level summary of the findings. The evidence for the findings can be found in Section 3 (Evidence Tables).

Key findings:

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Finding 1: UNFPA has historically provided valued support to the generation of high-quality population data in the region. While the contribution to analytics is seen to be more limited, the emergence of the demographic resilience paradigm is demonstrating promise as a powerful, comprehensive and rights-based framework for influencing national policies in a context of ageing.

- The Demographic Resilience Programme provides an alternative paradigm to address population issues in the context of low fertility, ageing and out-migration in the region, and offers an opportunity for UNFPA to regain relevance and respond with a more articulated, comprehensive and innovative approach to the regional population trends and challenges within the ICPD mandate.

- UNFPA is recognised for its valuable support to the generation of population data across different contexts, including its positive influence in mainstreaming the importance of quality data for policy making. There is a need, however, for a clearer regional orientation and uniform strategy towards data quality standards and harmonisation to enable comparability.

- UNFPA support to the analysis of population trends is not identified as a substantial, consistent and systematic contribution in the EECA region.

- While supporting evidence-based policy making has a longer history, most recently UNFPA has focused on influencing policy making and implementation under the principles and assumptions of the demographic resilience approach, to address the current demographic trends and countervail conservative public policies from a comprehensive, rights-based perspective.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA is recognised for integrating human-rights-based approaches to population dynamics and data in the region, but has experienced challenges in boosting gender-responsive and Leave No One Behind within programming approaches. Similarly, although some inroads have been made to address both regional needs on migration and the opportunities of digitalisation, challenges remain in defining and demonstrating the clear value that only UNFPA can deliver.

- There is a wide recognition that UNFPA has supported and integrated a rights-based approach to population dynamics and data.

- Different efforts have been identified to boost gender approach in population and development work across the region. Despite the advancements, persistent external and internal challenges are identified at the conceptual, strategic, political and operational level to fully develop and implement engendered P&D work.

- Under the Leave No One Behind (LNOB), increased efforts to address marginalised groups have been in place, but there is room for a strengthened, systematic cross-cutting approach to address the most vulnerable populations.

- Despite some achievements, UNFPA approach to migration is perceived as inconsistent and insufficient to address the regional needs and countervail the non-scientific analysis and policy-responses. Further coordination and the definition of a clear niche are important to boost this theme.

- Register-based census are the main digitalisation-related project for the region, while the needs of migrants returning to their home countries due to COVID-19 point to increased digital modernisation and connectivity.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: While in general more fluid structures that favour interarea linkages are recognised in the organisation, there are different perceptions of the degree of interconnection between population data and dynamics and the other areas. However, there is agreement on the existence of room for improvement to enhance P&D support and area interlinkages. Currently, interconnections are limited to specific coordination and collaboration efforts and a less structural approach.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: UNFPA has made significant contributions to strengthening national data systems and country-level capacity for census and disaggregated data. Greater regional 'additionality' above and beyond aggregating country-level results is expected by stakeholders, as is greater support to analysis of population dynamics. Whilst the region wide capacity to support population   projections is unlikely to be forthcoming given current resources, the Demographic Resilience Programme is breathing new life into the UNFPA mandate for population and data.

- The contribution of UNFPA to strengthening national data systems responds to the regional diversity and also to institutional restrictions in capacities and resources. There are data limitations to report on outcomes, while increased attention is paid to the need to capture and disseminate changes. Greater clarity on the role and priority focus of P&D is required at country level. Enhancing the regional programme beyond the sum of country achievements is expected by different partners.

- UNFPA has effectively supported capacity strengthening and enabled collection of quality disaggregated population data in different countries throughout the region, with a stronger emphasis on CIS countries after the start of the CISPOP project. The 2020 round of population and housing censuses provides an opportunity to further boost national capacities. The move towards register-based census is considered the major future challenge.

- While some contributions are highlighted, UNFPA has supported analysis of population dynamics in a less consistent and systematic way. Enhancing capacities to engage in population projections as well as National Transfer Accounts cannot be expected in the short term.

- Policy advice and advocacy are recognised as the main and most significant contribution of P&D work in the EECARO, with the Demographic Resilience Programme enabling UNFPA's mandate to gain a new lease of life.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Within UNFPA, ECCAR is pioneering implementation of Demographic Resilience as an applied framework. While the region has found success in integrating both ageing and the demographic dividend

into regional and national frameworks (albeit with more focus on ageing), success in influencing UN systemwide planning processes has been more limited.

- EECARO as a region is leading the way on providing a regional and an organisational framework of Demographic Resilience

- As a region with a mixture of high fertility / demographic dividend countries and ageing countries EECARO works to integrate both concepts into regional and national frameworks. However, there is more focus on ageing and low fertility than there is on the demographic dividend. Further, EECARO understands migration to link to both ageing populations and to demographic dividend concepts (where migration poses a risk for the harnessing of a demographic dividend).

- EECARO has been somewhat effective at integrating population issues into UN-wide planning processes.

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: There are mixed responses within EECARO as to both the actual achievements of UNFPA and the role / mandate of UNFPA with regard to population data in humanitarian settings.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: UNFPA has developed both strategic and innovative partnerships to support work on population and data in the region and has made steps to shift away from a funding-centred approach to greater focus on financing.

- UNFPA has a diverse range of partnerships in EECARO which appear thoughtful and well-considered across population data, dynamics, and development, and across both traditional and more innovative partnerships. However, coordination between UN agencies is reported to not always be optimum.

- There is some limited evidence from EECARO on shifting from funding to financing with a key question emerging from the region being one of political will rather than effective mechanisms.

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: In a reflection of the perceived corporate focus away from population and data, financing P&D work in the region remains a challenge and the level of specialist staffing does not meet the scale of regional needs. This is manifested in tactical decisions, such as focusing digitalisation on the census and data collection at the expense of innovation in other areas of population and data.

- The EECA region covers 17 diverse countries and with many of these countries not having a full-time P&D role, but rather P&D focal points, the region is understaffed in the area of P&D.

- Financing P&D work remains a challenge within the EECARO region which is as much a perception of how important P&D is to UNFPA corporately as it is about funds required to implement all P&D activities.

- In relation to innovation and digitalisation, EECARO has been very pro-active with regard to digitalisation for census and data collection, but has been less dynamic with regard to more innovative approaches across all other areas of P&D.

Section 2. Introduction and Methodology

The Evaluation Office of the United Nations Population Fund (UNFPA) commissioned an independent evaluation of *"UNFPA support to population dynamics and data including links to ageing, low fertility, the demographic dividend and demographic resilience."* The rationale for this evaluation is an identified information gap within centralised UNFPA evaluations on the population dynamics thematic area.[157]

The evaluation assessed the relevance, coherence, efficiency, effectiveness, and sustainability of UNFPA support on addressing population dynamics and population data over the period of the previous two strategic plans (2014-2017 & 2018-2021) in order to identify lessons, good practices innovations and opportunities for UNFPA for implementation, including scale-up and cross fertilization, over the course of the current strategic plan (2022-2025). This assessment focused on UNFPA support to ageing and low fertility, the demographic dividend and demographic resilience within the broader area of population dynamics and data with a gender lens.

The evaluation is forward-looking and strategic in nature with the **primary purpose** being to inform UNFPA future support and programming in the area of population data, population dynamics, population and development within the framework of the current Strategic Plan 2022-2025.

As per the evaluation ToR, the **two specific objectives** of the evaluation are:

- **To assess the relevance, coherence, efficiency, effectiveness and sustainability** of the UNFPA support to population data, population dynamics, as well as population and development with a specific focus on (a) the demographic dividend; and (b) population ageing and low fertility. The evaluation also integrated demographic resilience in addition to a gender-responsive approach across all aspects of the evaluation.
- **To identify lessons learned** which can be used to inform the mid-term review of the 2022 – 2025 Strategic Plan and the design of evidence-based population policies, programmes and strategies.

The **scope of the evaluation** has three aspects:

- **Temporal scope:** 2014-2022;
- **Geographic scope:** the evaluation will cover interventions on population dynamics and data at global, regional and country levels, including the strength of UNFPA linkages and synergies between levels and a particular focus on the country level.
- **Thematic scope:** population data; population dynamics; and population and development with specific focus on UNFPA support to (a) strengthening national population data systems, including data collection, analysis, dissemination and utilisation in both development and humanitarian contexts; (b) promoting rights-based and evidence-based public policies, integrating population dynamics including in common country analyses (CCAs), UN Strategic Development Cooperation Frameworks (UNSDCFs) and Country Programme Documents (CPDs); (c) analysis of population and development trends, utilising and mainstreaming population data / demographic intelligence to improve development policies and leverage the

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[157] Within both the Strategic Plan 2014-2017 and the Strategic Plan 2018-2021, Population Dynamics was one of four high-level outcomes for UNFPA, the others being sexual and reproductive health and rights (SRHR); gender equality, and adolescents and youth. In the 2022-2025 Strategic Plan, the three transformative results of UNFPA (ending preventable maternal death; ending unmet need for family planning; and ending GBV and harmful practices) have become the outcomes within the Strategic Plan and population change and data is now framed as one of six key outputs necessary to meet these three transformative results (outcomes), with the others being policy and accountability; quality of care and services; gender and social norms; humanitarian action; and adolescents and youth.

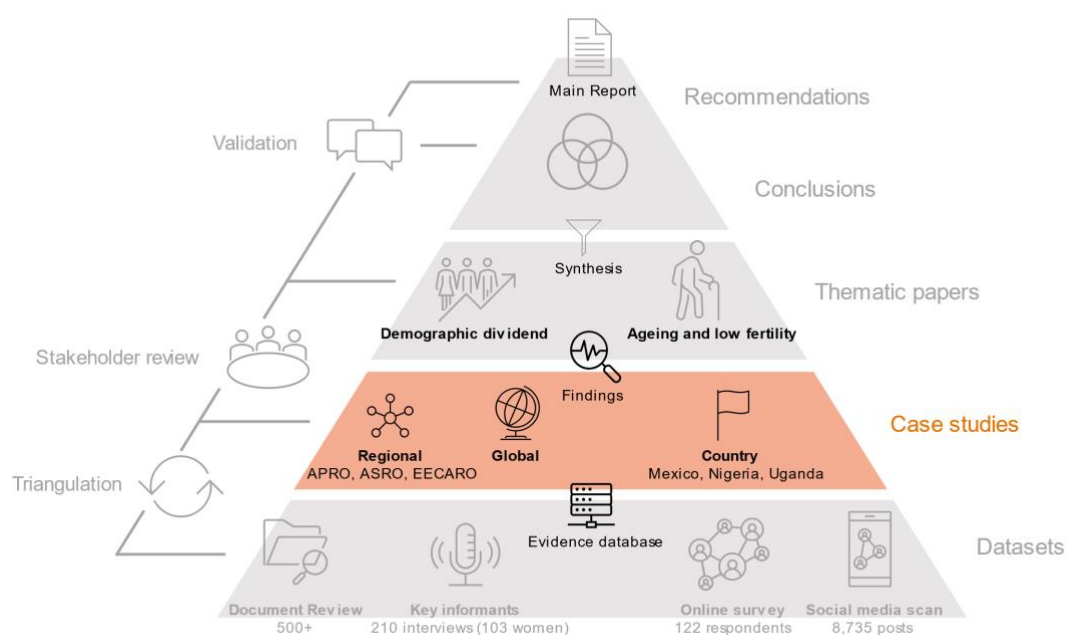demographic dividend, and addressing ageing and low fertility with a lens of gender and broader inclusion.

The evaluation team has employed a **mixed methods approach** to data collection and analysis that incorporates collection and analysis of both quantitative and qualitative data, ensuring the appropriate sample size and with considerations of gender and types of respondents to ensure a diversity of stakeholders are included. These methods were applied across all components of the evaluation matrix (see above).

The evaluation is framed around a nested approach of **seven** data set components, consisting of three country case studies, three regional case studies, and 'additional' data collected at the global level, the regional level (outside of the three regional case studies), and an online survey and a social media scan. Collectively these data sets will provide evidence for combined analysis which will be used to produce:

1. **Two thematic papers;** one on the demographic dividend, and one on ageing and low fertility.
2. **The overall synthesis** evaluation report.

The EECARO case study is one of the six case studies conducted as part of the evaluation, with three focused at the country level (Uganda, Nigeria and Mexico) and three focusing on the regional level (EECARO, APRO and ASRO). The purpose of this case study is to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work in the Eastern Europe and Central Asia region.

Figure 1: Location of the regional case studies in the overall evaluation approach

The main sampling method for the selection of the case studies was purposive sampling which is a non-probability sampling method, in this case based on the combined judgement of the evaluation team, the evaluation office (EO) and the evaluation reference group (ERG). Amongst the regions and countries in which UNFPA works, those that were considered to be particularly informative to the evaluation were selected to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work.

Sampling was based on 6 key criteria:

- CRITERION 1: The relevance to the thematic priorities on "ageing and low fertility" and the "demographic dividend".
- CRITERION 2: The UNFPA financial expenditure on Outcome 4 of the strategic plans 2014-2017 and 2018-2021 combined with the regional distribution and the UNFPA country classification system by quadrants.
- CRITERION 3: The involvement in humanitarian settings.
- CRITERION 4: Factors that might facilitate or hinder the data collection.
- CRITERION 5: Diversification of implementing approaches.
- CRITERION 6: The potential link with other mega-trends such as migration, urbanisation and climate change was also considered a plus for the selected countries. In particular, Mexico and Uganda appear to be well suited to provide a link to migration.

Initially the framing of this evaluation proposed two regional case studies and four country case studies. The sampling strategy for the selection within (Arab States and EECA) and countries (Mexico, Nigeria, Uganda and Viet Nam) for the case studies, based on the above criteria. However, UNFPA and the evaluation team then decided to expand the proposed Viet Nam country level case study into a regional Asia Pacific case study, thus having three country and three regional case studies. Asia Pacific is home to 60% of the global population and can provide insights into both low fertility and ageing, and the demographic dividend across programming and policy work for UNFPA, including south-south cooperation and transitioning phases.

The data universe for this case study was collected from 29 key informants and 89 documents that were reviewed.[158] A list of key informants and documents can be found in Section 6, below. The EECARO case study was conducted by Silvia Salinas and Tomas Kucera. This case study will be part of volume 3 of the evaluation report.

Figure 2: Key informants by sex

EECARO case study: 29 KIIs by sex

12 17

■ Female ■ Male

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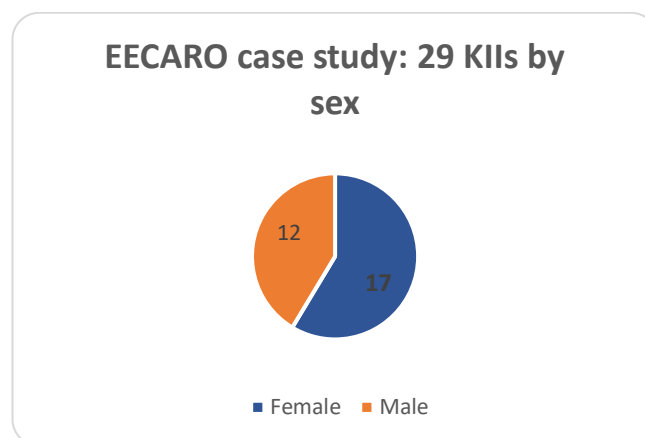
[158] This EECARO case study included specifically the 29 key informants and the document review. A separate dataset was the internal UNFPA survey that was conducted in addition to the case studies. The survey had 122 respondents, of whom 13% (16) were from the EECA region. Regionally disaggregated data from the survey has been introduced into this case study specifically for EQ5 and EQ7.

Figure 3: Key informants by type
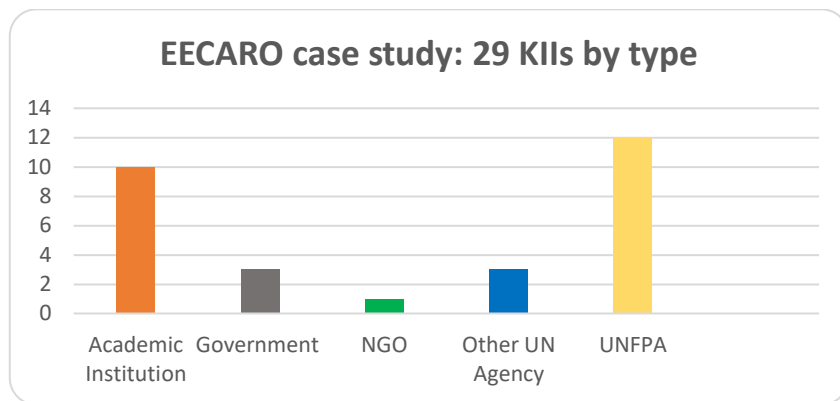
Section 3. Regional Overview
3.1 Regional Context

EECARO covers 17 countries, with a diverse demographic landscape and a total population of 251 million. Demographic trends in Eastern Europe and Central Asia vary from some countries experiencing high fertility rates and growing youth populations (mostly in Central Asia) to those countries with fertility rates below replacement, population decline, and ageing. The effects of labour migration and high male mortality in some countries further complicate the situation and have generated so-called "demographic anxiety".

Eastern Europe and Central Asia Region Population Data:	
Total Populations (million)	251
Average annual rate of population change, 2020-2025:	0.5%
Population aged 10-24, 2022:	21%
Population aged 15-64, 2022:	66%
Maternal mortality ratio (deaths per 100,000 live births), 2017:	20
Births attended by skilled personnel:	99%
Adolescent birth rate (per 1,000):	26%
Unintended pregnancy rate (per 1,000)	54%
Contraceptive Prevalence Rate (CPR) women 15-49 (married), any method:	64%
CPR women 15-49 (married), modern methods:	49%
Unmet need for family planning rate women aged 15-49:	8%

The world's ten fastest shrinking populations are all in Central and Eastern Europe. Population decline can be caused by out–migration, low fertility, and high mortality. In Eastern Europe, all three factors play a role:

1. **Most countries have a negative migration balance** (i.e., more people emigrate than immigrate). Countries like Romania and Georgia lost about 300,000 people through outmigration in 2010–2015 alone. And it is often young people of reproductive age who are leaving. Although low fertility receives a lot of attention in national debates, outmigration actually is often a far more important factor in driving population decline and for finding effective responses.

2. **All countries in Eastern Europe have total fertility rates below replacement level (2.1 children per woman),** and in some cases below 1.5, like Moldova.

3. **In most Eastern European countries, more people die every year than are being born. Mortality rates are particularly high among men.** In Belarus, the Russian Federation and Ukraine, men's life expectancy is over 10 years shorter than that of women. In Belarus, the life expectancy of men is slightly over 67 years, while women's life expectancy is a bit more than 78 years old).[159]

These trends have critical implications for development. Population dynamics are strongly inter-linked with development issues such as sexual and reproductive health, including maternal health, family planning and Human Immunodeficiency Virus (HIV), the needs of young people, gender equality and

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[159] UNFPA. Shriking Populations in Eastern Europe. Q&A's for policy-makers and advocates. No date.

poverty reduction. Understanding of these inter-linkages is insufficient in the region and sometimes distorted, thus weakening the national response to development challenges.[160]

Figure 4: UNFPA Map of Eastern Europe and Central Asia Region

When it comes to Central Asia, in terms of many demographic parameters, the region is either close to the middle of the global ranking or a bit closer to more developed parts of the world. Between 1990 and 2019, the total population of Central Asia has grown by 46.1% from 50.1 million people to 73.2 million, which is almost the same as the worldwide relative population growth. By 2050, the population of Central Asia is expected to grow by 36.9%, which is higher than the world average of 26.2%, crossing the benchmark of 100 million people. Uzbekistan would remain the most populous state of the region with 42.9 million people, followed by Kazakhstan (24.0 million), Tajikistan (16.2 million), Kyrgyzstan (9.1 million) and Turkmenistan (7.9 million).

The median age in Central Asia is currently 27.6years, and is expected to rise between 31 and 34 in 2050.

The yearly population growth rate for Eastern Europe for the year 2020 was negative: -0.15%.[161] In 2021, Serbia ranked eighth among the European countries with the highest share of population that aged 65 years and older, with 21.1%. On the other hand, Turkey and Luxembourg registered the lowest percentage of elderly people in Europe. In 2015, the largest age group in Eastern Europe were those aged between 30 and 34, at over 23 million people. By 2025 however, the largest age group is forecasted to be those aged 35-39 (23.4 million) and by 2035 those aged 45-49 (22.6 million).[162] The median age in 2019 was 40.8 years and, for the same year, 69.4 % of the population was urban.[163]

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[160] https://eeca.unfpa.org/en/node/9631

[161] https://www.worldometers.info/world-population/eastern-europe-population/

[162] https://www.statista.com/statistics/

[163] https://www.worldometers.info/world-population

In Eastern Europe, 6.2% of the male population and 11.2% of the female population is 65 and older (Figure 4). The female percentage almost doubles the male percentage. In Central Asia, the male population 65 and older is only 2.2%, while the female 65+ population is 3.5% (Figure 5).

Figure 5: Population Pyramid Eastern Europe 2021

Source: https://www.populationpyramid.net/eastern-europe/2021/
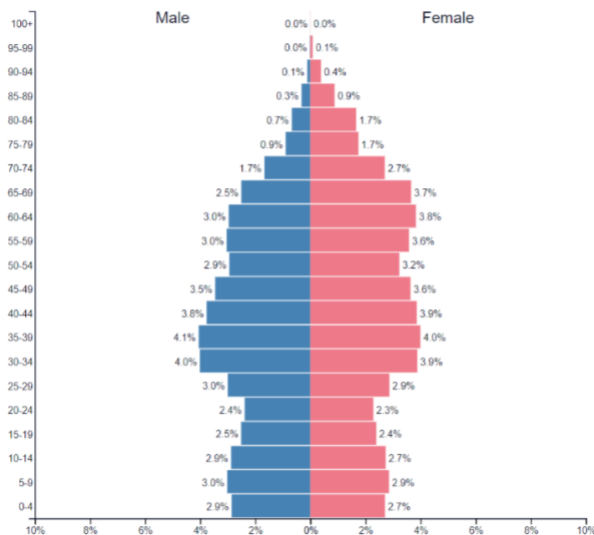
The yearly population growth rate for Central Asia in 2020 was 1.54%. A total of 48 % of the population was urban in 2019 and the median age was 27.6 years.[164]

Figure 6: Population Pyramid Central Asia 2021

Source: https://www.populationpyramid.net/central-asia/2021/

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[164] https://www.worldometers.info/world-population/

58
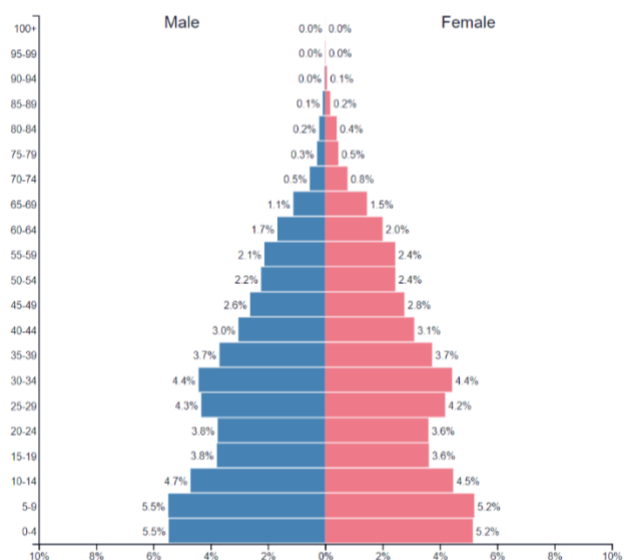
The demographic and development policies governments put in place in response to the population challenges are not always based on evidence. National policies on youth are not well positioned in relation to population and development dynamics and lack robust linkages with sectors affecting youth, such as economic development, employment, education and health. The availability and quality of disaggregated data is a concern for the region. Lack of data and relatively weak national capacity to analyse and utilise statistical data undermines the integration of population and development issues into national policies. While it is critical to make census data available, it is equally important to ensure data is used for effective policy making. [165]

In relation to humanitarian situations in the region, the ongoing war in Ukraine continues to take a toll on the lives of an estimated 14.5 million people in need of health assistance and an estimated 17.7 million people requiring protection assistance and services inside Ukraine. The estimated number of internally displaced people is 6.9 million, and more than 7.5 million refugees are recorded in European countries.[166]

Climate change also affects countries in Eastern Europe. Apart from severe floods, there are reports of decreasing water reserves in the southern regions, and of gradual changes in biodiversity and agricultural production. In the South Caucasus area, for instance, climate change models project a decline in precipitation and suggest that it will continue to become drier this century. Many Eastern European countries, especially the non-EU ones, have weak national climate policies, and transboundary collaborations, as well as limited public engagement in matters related to climate change. As a result, climate change poses a serious threat to their economic stability and development and to the sustainable development of the region.[167]

In Central Asia, the impacts of climate change vary widely. Date reflects 30% decrease in glacier surface area over the past 50-60 years as a result of changing climate conditions. The melting of snow caps combined with intensifying weather events have triggered natural calamities such as floods and landslides that are happening more frequently and severely. Another example is Uzbekistan's current 3 billion cubic meters water deficit, which could increase to 7 billion cubic meters by 2030 and up to 15 billion cubic meters by 2050 given the decrease of water volumes in the Syr Darya and Amu Darya basins.[168]

3.2 UNFPA support to Population Dynamics and Data

UNFPA work in the region aims to further strengthen the capacity for quality data collection, analysis and utilization in policy making and programming around population issues, gender equality and reproductive health, including data in humanitarian settings. A special focus is given to analysis of data on vulnerable populations such as ethnic and sexual minorities, people living with HIV, international and internal migrants, ageing, and others. To strengthen the capacity for analysis of population dynamics and inter-linkages and to support policy analysis, UNFPA collaborates with academia and regional institutions active in the population and development field.[169]

In 2021, EECA spent $5.8 million on Population and Data, representing 9.8% of total expenditure in the region: the third highest proportion among UNFPA regions and substantially   higher than the global average. Around two thirds of this was spent on national data systems, and the remainder on

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[165] https://eeca.unfpa.org/en/node/9631

[166] UNFPA. Ukraine Emergency Situation Report #13. 18 October 2022

[167] https://books.google.com.bo/books/about/Climate_Change_Adaptation_in_Eastern_Eur.html?id=-HN_DwAAQBAJ&redir_esc=y

[168] https://www.adb.org/news/features/numbers-climate-change-central-asia

[169] https://eeca.unfpa.org/en/node/9631

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demographic intelligence. This amount is a significant jump on the two previous years, and more closely inline with the proportion of expenditure on Population and Data in the period 2014-2016 (which had significantly lower dollar amounts, but the same proportion of expenditure as 2021). As observed in other regions, the proportion of core resources allocated by offices' to Population and Data is much higher than the proportion of additional funding that is mobilised.

Since 2018, EECARO works under the Demographic Resilience Programme, which assists countries in the region with strengthening their capacity to understand and anticipate the population dynamics they are experiencing, and ensure they have the skills, tools, political will and public support to manage them. In this way, countries can mitigate potentially negative effects for individuals, societies, economies and the environment, and harness the opportunities that come with demographic change for people, prosperity and the planet. It is grounded in the understanding that demographic trends are influenced by a complex and interconnected set of social, cultural, economic, environmental and political factors and therefore require comprehensive, holistic policy responses that are based on evidence and put people and their rights and choices first.[170]

> Governments across the Europe and Central Asia region recognize addressing demographic change as a top priority. Many governments in Eastern Europe are concerned about how low fertility, migration, population ageing and, in some cases, decreasing populations will affect economies and the sustainability of social security systems, as well as vital infrastructures and services in areas with low or decreasing population density. In Central Asia demographic resilience relates to relatively large youth populations, and harnessing the demographic dividend.[171]

Figure 7: Overview of the Integrated Demographic Resilience Programme

Source: UNFPA. Demographic Resilience Programme for Europe and Central Asia. 2020

On 1-2 December 2021, EECARO launched the Decade of Demographic Resilience at the Ministerial Conference on "Shaping Europe's Demographic Future" in Sofia, to galvanize action for enabling countries to thrive in a world of rapid demographic change.[172] The Sofia Alliance, a Member States-

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[170] https://eeca.unfpa.org/en/decade-demographic-resilience

[171] UNFPA. Demographic Resilience Programme for Europe and Central Asia. 2020

[172] Ibid.

led policy and practice community facilitated by UNFPA, contributes to achieving the goals of the Decade of Demographic Resilience. It offers interested countries a platform to receive support, and share experiences, in addressing challenges and harnessing opportunities related to demographic change in areas such as population ageing, migration, rural revitalization, empowering young people, gender equality, financing of social policies, and enabling people to have the number of children they want.

As the world approaches its 8-billion mark, UNFPA emphasises the importance of data, among the eight things it suggests for countries in the region to do to mitigate potentially negative effects for individuals, societies and economies. Data to analyse the present, respond to needs, and plan for the future; data to predict demographic developments in the coming decades. It also highlights the need to adjust the way data is collected to the new realities, towards more granular data to anticipate and prepare for the region's demographic future.[173]

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[173] https://georgia.unfpa.org/en/news/world-8-billion-8-ways-countries-can-manage-demographic-change-1

Section 4. Evidence Tables

The below section presents the findings and the supporting evidence, per Evaluation Question (EQ). At the beginning of each EQ is a table highlighting the key findings and the strength of evidence for those findings, colour-coded green (strong), orange (medium), and red (low). Section 5, below, provides a full table of findings together with strength of evidence and data sources used for each finding.

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Finding 1: UNFPA has historically provided valued support to the generation of high-quality population data in the region. While the contribution to analytics is seen to be more limited, the emergence of the demographic resilience paradigm is demonstrating promise as a powerful, comprehensive and rights-based framework for influencing national policies in a context of ageing.

Table 1. Source and strength of evidence for EQ1 findings

EQ1 Findings and strength of evidence
The Demographic Resilience Programme provides an alternative paradigm to address population issues in the context of low fertility, ageing and out-migration in the region, and offers an opportunity for UNFPA to regain relevance and respond with a more articulated, comprehensive and innovative approach to the regional population trends and challenges within the ICPD mandate.
UNFPA is recognised for its valuable support to the generation of population data across different contexts, including its positive influence in mainstreaming the importance of quality data for policy making. There is a need, however, for a clearer regional orientation and uniform strategy towards data quality standards and harmonisation to enable comparability.
UNFPA support to the analysis of population trends is not identified as a substantial, consistent and systematic contribution in the EECA region.
While supporting evidence-based policy making has a longer history, most recently UNFPA has focused on influencing policy making and implementation under the principles and assumptions of the demographic resilience approach, to address the current demographic trends and countervail conservative public policies from a comprehensive, rights-based perspective.

The Demographic Resilience Programme provides an alternative paradigm to address population issues in the context of low fertility, ageing and out-migration in the region, and offers an opportunity for UNFPA to regain relevance and respond with a more articulated, comprehensive and innovative approach to the regional population trends and challenges within the ICPD mandate.

Though not solely regionally-focused, many respondents mentioned the loss of prominence of UNFPA in relation to population issues, as the lack of a specific unique contribution, limited outreach and systematic work.[174]   At the same time, most respondents recognised and highly valued EECARO's increased comprehensive understanding, timely and positive reaction to the demographic regional context, where issues of population are key among different governments given population decline, low fertility, out-migration, workforce loss and population ageing.

The 2017 Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017 recognised the contributions of the P&D component in proposing new concepts and approaches to population analysis, in some countries "driving new ways of thinking about population dynamics".[175] However, it is

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[174] UNFPA respondents.

[175] UNFPA Eastern Europe and Central Asia. Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017. 2017

not until the more recent boost from the regional leadership and the launch of Demographic Resilience Programme (officially December 2021 at the Sophia Conference) that the P&D strategic contribution gained momentum with a clear, articulated human rights-based intervention framework, strengthening its political dialogue and providing alternative approaches to guide policy decisions to address demographic trends.[176]

The Demographic Resilience Programme aims to support and build the capacity of countries in the region in developing population and social policies and programmes to respond to demographic change, strengthen human capital and shape a prosperous future. It provides support to countries in building a solid evidence base and analysing complex demographic processes and their impact on relevant policy areas. This is carried out utilizing an array of data, tools and studies.[177]

Understanding and addressing the highly political nature of population issues in the region has enabled UNFPA to be relevant and at the same time influential, contributing to countervail conservative, pro-natalist forces through evidence-based political dialogue and using demographic resilience as an alternative conciliatory framework to address the demographic challenges beyond the demographic insecurity approach. UNFPA leadership capacity to positively manage diverse and complex national situations and governmental positions, making its point heard, has been crucial to ensure relevance.[178]

In the last five years, UNFPA EECARO has strengthened its profile and networking related to the ageing agenda. In 2017 it joined the creation of Titchfield City Group on Ageing and Age-disaggregated Data, which focused on the need of information about older people to challenge current underlying assumptions and nourish evidence-based thinking and relevant policy making.[179]

The regional office has also been pivotal within the organisation by offering the demographic resilience umbrella as a potential framework to address UNFPA commitment to work with countries to address population ageing, low fertility, quality of life, and life cycle issues based on human rights and individual choice. The essence of the demographic resilience approach is aligned with the thinking about the second demographic dividend, that of older age, voices of experience and talent of older people.[180] It is also in line with mandate on enabling all couples to meet their reproductive goals, and the need to appreciate how the unfolding demographic changes will affect development objectives that are at the top of national agendas — inequality and poverty, employment and social protection, human capital and women's empowerment, education and health, among others — and how progress towards these development objectives will in turn affect demographic changes. [181]

UNFPA is recognised for its valuable support to the generation of population data across different contexts, including its positive influence in mainstreaming the importance of quality data for policy

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[176] Multiple respondents.

[177] UNFPA. Demographic Resilience Programme for Europe and Central Asia. 2020

[178] Multiple academic and research institution respondents.

[179] UNFPA et.al. Report of Workshop in support of the establishment of the Titchfield City Group on Ageing and Age-disaggregated Data. 2017

[180] UNFPA Executive Board: Second Regular Session Thursday, 5 September 2019. LUNCHTIME SIDE EVENT. What has changed in the past 25 years? Enabling choices: fertility, families and women's empowerment. 2019

[181] UNFPA. Responses to Low Fertility and Ageing, and the Imperative of Rights and Choices. 2019

making. There is a need, however, for a clearer regional orientation and uniform strategy towards data quality standards and harmonisation to enable comparability.

The contributions of UNFPA across countries around the census are considered highly relevant and much appreciated, particularly in relation to the support to the 2020 round. Censuses are the top one country expectation and the current 2020 round is perceived as a critical cycle to draw lessons learned on data disaggregation, interpretation and utilisation, particularly aiming to mainstream the importance of understanding the "stories" behind the numbers and build the required capacities.[182]

UNFPA has contributed to create an enabling environment for inter-institutional collaboration to implement the census in different countries. At the end of March, Kyrgyzstan began its third population and housing census since independence in 1991.[183] Census during 2020 also include Armenia,[184] Turkmenistan,[185] and after more than 30 years Uzbekistan.[186]

In relation to partnerships, the CISPop 2020 Annual Report Executive Summary reconfirms the agreements with the Interstate Statistical Committee for the Commonwealth of Independent States (CIS-Stat) and Moscow Higher School of Economics (HSE), and informs about new collaboration agreements signed with the Center for Information and Publication "Statistics of Russia" (Rosstat), Institute of Demographic Research Russian Academy of Sciences (IDR RAS), Charles University (CUNI), and Global Data Barometer (GDB).[187] Despite the departure of UNFPA from Russia, its role in the field of statistics has remained unchanged in providing an advisory role to statistical offices, specifically Rosstat and the Interstate Statistical Committee of the Commonwealth of Independent States (CIS). The improvement of statistical databases in the CIS region is recognised as the most successful project of UNFPA in the CIS region.[188]

In some contexts, scarcity of resources is mentioned as an important limitation to provide more substantive and comprehensive support to match the country plans and ambitions in data collection.[189]

UNFPA's capacity to address different contexts with unequal institutional and political situations is recognised: advanced countries where population issues are even embedded in the development plans, countries where censuses have not taken place in a decade or are not as regular as they should be, and some countries not very keen to share data. However, there is also a call for more systematic and

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[182] UNFPA respondent.

[183] https://eeca.unfpa.org/en/kyrgyzstan-conducts-national-population-and-housing-census

[184] https://eeca.unfpa.org/en/events/population-and-housing-census-armenia

[185] https://eeca.unfpa.org/en/events/population-and-housing-census-turkmenistan

[186] https://eeca.unfpa.org/en/news/unfpa-supports-pilot-population-and-housing-census-uzbekistan

[187] UNFPA. CISPop 2020 Annual Report. Executive Summary. 2020.

[188] Academic and research institution respondent.

[189] UNFPA respondent.

methodological guidance on how to address the challenges of particular contexts, for example where data transparency and accessibility are an issue, or where only estimates are available.[190]

Different respondents referred to the need for a clearer regional orientation and uniform strategy towards data quality standards and harmonisation in collection, analysis and dissemination to enable comparative analysis and avoid limiting the contribution to scattered disconnected experiences in several countries, based mainly on governments' demands and capacities. While no "one size fits all" approach is expected, space for more uniformity is perceived.[191]

UNFPA has also contributed to the generation of regional data within global initiatives. This is the case of the Global Data Barometer (https://globaldatabarometer.org/) aimed at understanding the state of public data for public good around the world. In 2020 and 2021, twelve countries in EECARO contributed to the design, national capacity building and dissemination of the Global Data Barometer, that covers a total of 109 countries.

Further EECARO contributed to the implementation of the second wave of the Generations and Gender Survey, providing financial support and supporting the strengthening of national institutional capacities to implement the survey.

UNFPA has also made significant contributions supporting the Active Aging Index development in several countries like Azerbaijan, Moldova, Ukraine and Georgia. The Active Ageing Index (AAI) measures to what extent the potential of older persons to participate in the economy and society through paid activities (employment), unpaid activities (social participation), and living independently is used, as well as to what extent the environment the older people live in enables them to age actively.[192]

Data collection is recognised as a good demand-based entry point to potentially address other P&D relevant areas of interest.[193]

UNFPA support to the analysis of population trends is not recognised as a substantial, consistent and systematic contribution in the EECA region.

While recognised to be a key pre-condition for the utilisation of data for policy design and implementation, in general data analysis is not clearly recognised as a specific UNFPA contribution in the region. At the same time, understanding population trends and their implications is mentioned as a weakness at country level, where limited capacities to use demographic analysis for the formulation of social and economic development strategies and programmes are encountered.[194]

In the CIS region, the SDGs have been monitored since 2015 and in 2021 a brochure on *Youth in the commonwealth of independent states and sustainable development goals* was produced.[195]

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[190] Multiple UNFPA respondents.

[191] Multiple academic and research institutions respondents.

[192] UNFPA Azerbaijan. Concept Note on Ageing in Azerbaijan.

[193] UNFPA respondent.

[194] UNFPA respondent and academic and research institutions respondent.

[195] CIS STAT, UNFPA EECARO. Youth in the commonwealth of independent states and sustainable development goals was produced. 2021.

Nevertheless, different stakeholders refer to UNFPA support to data analysis as limited, insufficient and unsystematic.[196]

Furthermore, there is some questioning on the extent to which this absence in terms of capacities and support is taken into account with anticipation, to ensure that proper data analysis follows data collection, and that collected or available data meets the requirements for data analysis, for example in terms of disaggregation.[197]

In 2020 UNFPA jointly with UNDP launched a call for proposal on the Depopulation Data Challenge for Serbia. The fundamental objective was to answer the question: what does depopulation really mean for Serbia? The focus was on ideas and perspectives beyond quantifying population, targeted to: 1. Illustrating clear developmental impacts or opportunities of depopulation (i.e. for a particular sector, group, or geographic area); 2. Bringing new data or projections closer to real-time (i.e. solutions that rely on a continuous flow of data over time, to help track a particular aspect of depopulation); 3. Illuminating a new aspect of depopulation, not covered by existing research.[198] A total of 50 applications were received and a total of 11 multidisciplinary teams were evaluated in the final phase. International migration, as the weakest link in official demographic statistics, was the central theme of the two winning solutions. Two other winning solutions focused on micro data, considering the spatial dimension of depopulation. The strong forecasting capacity of all four winning solutions is emphasised, 'thanks to the capabilities of machine learning algorithms, related to processing of big data on which these alternative sources are based.'[199]

While supporting evidence-based policy making has a longer history, most recently UNFPA has focused on influencing policy making and implementation under the principles and assumptions of the demographic resilience approach, to address the current demographic trends and countervail conservative public policies from a comprehensive, rights-based perspective.

The 2017 regional programme evaluation highlighted that the work on gender disaggregation of data, as well as support for censuses and improving systems for vital registration, were essential to the quality of public policy and planning in the region. In particular, concepts and methodologies related to the demographic dividend and national transfer accounts were mentioned as contributions to better inform national policies, particularly in contexts where fertility is low and populations are rapidly ageing.[200]

With the Demographic Resilience Programme, UNFPA's approach to population issues in the region shifted from data-centred to a more holistic and constructive approach, offering alternative multidisciplinary and multi-sector perspectives and solutions to the prevailing population paradigms guiding policy design and implementation. The regional conference of 2019 on Population Dynamics, Human Capital and Sustainable Development highlighted the importance of investment in gender equality, active and healthy ageing, and youth participation and engagement, as well as more active policies to take advantage of migration.

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[196] Multiple respondents.

[197] Academic and research institution respondent.

[198] UNDP, UNFPA. Call for proposal on Depopulation Data Challenge for Serbia. 2020

[199] https://www.undp.org/serbia/blog/how-alternative-data-can-shed-new-light-depopulation-serbia

[200] UNFPA Eastern Europe and Central Asia. Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017. 2017

Specifically, the Demographic Resilience Programme offers UNFPA strategic assistance for the implementation and impact assessment of comprehensive population and social policies, including:

Population Policy Lab: An innovative space bringing together world-class experts and national and local authorities to co-design evidence-based policy responses.

Population policy reviews: Evaluations and reviews of policies on a range of issues, including active and healthy ageing; family-friendly and youth policies; migration; sexual and reproductive health; and urban and rural development.

Costing: Includes provision of training and model templates for costing exercises to ensure adequate financing for population policies and programmes.

Monitoring frameworks: Monitoring systems with clearly defined timelines and accountabilities allowing for the tracking of progress on implementation and expenditures.[201]

It is acknowledged that the Programme can potentially touch important and sensitive issues that are timely and critical for the countries, but it also prevents misleading problem analysis to guide ineffective policies. Furthermore, having learned from regional experiences in different countries, UNFPA is in the position to provide advice and guidance based on evidence of what worked and what did not work, to avoid repeating mistakes and failure.[202]

UNFPA has learned to strategically manage complex situations and expectations, for example in the routine elaboration of policy documents that reflected the data without watering the arguments, but also that policy makers will want to read and use.[203]

In Russia UNFPA has done a great job to intensify discussions at the political level and has built a platform for public discussions on population and development. It supported the development of demographic programs; conferences, and large-scale studies on population and development. UNFPA has acted as an essential interlocutor between donors and beneficiaries; between the science community and politicians, especially in the CIS region.[204] In general, the ability to boost political dialogue and manage complex, diverse political positions, has been key to boost the relevance of UNFPA in relation to the use of population data for policy making and implementation.

Finally, relevance is not only linked to   the interest and position of national governments but also to the priorities of the country offices.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA is recognised for integrating human-rights-based approaches to population dynamics and data in the region, but has experienced challenges in boosting gender-responsive and Leave No One Behind within programming approaches. Similarly, although some inroads have been made to

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[201] UNFPA. Demographic Resilience Programme for Europe and Central Asia. 2020

[202] Multiple respondents.

[203] UNFPA respondent.

[204] Academic and research institutions respondent.

address both regional needs on migration and the opportunities of digitalisation, challenges remain in defining and demonstrating the clear value that only UNFPA can deliver.

Table 2. Source and strength of evidence for EQ2 findings

EQ2 Findings and strength of evidence
There is a wide recognition that UNFPA has supported and integrated a rights-based approach to population dynamics and data.
Different efforts have been identified to boost gender approach in population and development work across the region. Despite the advancements, persistent external and internal challenges are identified at the conceptual, strategic, political and operational level to fully develop and implement engendered P&D work.
Under the Leave No One Behind (LNOB), increased efforts to address marginalised groups have been in place, but there is room for a strengthened, systematic cross-cutting approach to address the most vulnerable populations.
Despite some achievements, UNFPA approach to migration is perceived as inconsistent and insufficient to address the regional needs and countervail the non-scientific analysis and policy-responses. Further coordination and the definition of a clear niche are important to boost this theme.
Register-based census are the main digitalisation-related project for the region, while the needs of migrants returning to their home countries due to COVID-19 point to increased digital modernisation and connectivity.

There is a wide recognition that UNFPA has supported and integrated a rights-based approach to population dynamics and data.

From 2014 EECARO strengthened the capacity of national partners with knowledge and tools to produce evidence for policy makers and national partners through cutting edge analysis on population dynamics with a focus on disadvantaged and vulnerable populations. Through partnership agreements, policy makers were supported to implement rights-based policies.[205]

In 2016, the Assessment Report of the National Strategic Programme on Demographic Security 2011 – 2025 in Moldova implemented a methodology concentrated on identifying the key human rights and gender equality issues for the most important demographic challenges. Those challenges were defined as any inequalities that arise from discrepancies such as: income (poorest/richest quintile), rural and urban, age cohort, and male and female population.[206]

There is a wide recognition of the role of UNFPA in implementing and supporting the integration of a human rights-based approach in all population related activities, also acknowledging that despite some delicate contexts and positions, it usually remains very consistent:

> This is the kind of thing that unifies UNFPA focus. When doing some analysis, data collection, consultancies, reports, they almost always try to look at it with the lenses of human rights, sexual

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[205] UNFPA. Annual Work Plan for EECARO and Charles University PGCZ01. 2014

[206] Alexei Buzu, Victor Lutenco. Assessment report of the National Strategic Programme on Demographic Security 2011 – 2025. 2016

and reproductive rights. It goes at the core of the mission of UNFPA. Extremely useful because often local governments are neglecting rights.[207]

Political dialogue and good relationships have helped UNFPA identify, question and address naturalized human rights violations linked to population issues. Nevertheless, there is no clarity about the existence and use of specific tools to guide a systematic and standardized integration of a human rights-based approach as a fundamental part when addressing data and population issues.[208]

Data disaggregation is recognised as an important factor to ensure a rights-based approach, and an often ignored one, for example, when addressing ageing or the effects of the pandemic on women.[209]At the same time, while considered an adequate approach in general terms, at country level there is a need to translate the more general definitions and understanding of a human rights-based approach to local realities:

> One is an issue of who belongs to these groups, and the other issue is how the definition of these groups is adequate to the reality in these countries. However, if we are talking about the definitions adopted in the UN structure there, of course, UNFPA takes this approach into account in its work.[210]

Rights based approach is strongly linked to and frequently focused on gender mainstreaming and particularly to gender-based violence.

Different efforts have been made to boost gender approach in population and development work across the region. Despite the advancements, persistent external and internal challenges are identified at the conceptual, strategic, political and operational level to fully develop and implement engendered P&D work.

The EECA Revised Intervention Action Plan of 2016 highlighted the lack of gender-responsive data collection, analysis and use: It was manifested that the lack of sex-disaggregated data and focused studies addressing gender issues undermined the ability to design evidence-based advocacy in the EECA region.

Since then, different regional and country initiatives have been implemented to promote gender mainstreaming in population issues, including most recent efforts to assess gender or differential impact of COVID on men and women. The recent launch of the research report *Comprehensive Sexuality Education in Formal Education: Boundaries and Results*, undertaken by UNFPA Turkey and the Family Health and Planning Foundation of Türkiye (TAPV), highlighted the importance of including gender and reproductive health issues in the education curriculum, in accordance with the specific age groups.[211]

> According to the report of UNFPA and TAPV; understanding gender, sexuality, and sexual behavior, and sexual and reproductive health are the least covered topics in formal education

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[207] Academic and research institutions respondent.

[208] UNFPA respondent.

[209] Other UN respondent.

[210] Academic and research institutions respondent.

[211] https://turkiye.unfpa.org/en/news/why-should-sexual-health-education-be-added-curriculum

curricula in Türkiye. For this reason, the compulsory education curriculum in Türkiye can only meet one-fifth of the United Nations' universal standards for sexual health education.[212]

UNFPA has now become a really big supporter of the Generations and Gender Survey, a major data resource to support demographic resilience and gender equality. Based to a great extent on the GGS data, the Expanding Choices programme is advocating at regional and country level for legislation amendments and policy level changes to promote an enhanced work-life balance and family-friendly policies.[213] Last September UNFPA organised the Eastern Europe and Central Asia's Inclusive Family Policies for a Better Future conference. The event brought together policymakers, the private sector and experts to discuss gender-responsive family policies in Eastern Europe and Central Asia.[214] In Moldova UNFPA has partnered with the Ministry of Health, Labor and Social Protection and Chamber of Commerce and Industry to foster a favourable environment for a sustainable work-life balance among women and men.[215]

UNFPA has also promoted a gender analysis in addressing the issue of ageing. For example, the report of the 2019 Regional Conference highlights that the number of women emigrating from the region is at least as high as the number of men. This is due to the demand for work in health care centres, homes for older persons or in child care centres where women are mostly employed. This is significantly influencing the gender roles in families as steadily women become breadwinners and carers instead of performing non-paid jobs at home.[216]

Yet, the gender approach and the concept of gender-sensitive policies confront culturally-derived political resistance in the Commonwealth of Independent States (CIS) region and UNFPA efforts are seen as not having succeeded in their efforts to revert these trends.[217] Within the challenging context of a bipolar male-female approach and the promotion of the traditional family, the Demographic Resilience approach promotes gender equality as a condition to help countries to deal with demographic challenges.

> Narrative that speaks about human rights. What we do in that sense, from a gender perspective, we insert that under the framework of people's choices, at the end about child bearing and child caring. There is a gap overall in demographic thinking about how you understand the complexity of people's decisions- not looking in the problem in the right way.[218]

The Demographic Resilience conference held in December 2021 is perceived as a good attempt to countervail the anti-gender high-political actors. However, the challenge for EECARO is seen as a really

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[212] Ibid.

[213] Multiple respondents.

[214] https://eeca.unfpa.org/en/events/inclusive-family-policies-better-future

[215] https://eeca.unfpa.org/en/video/expanding-choices-through-family-friendly-policies-moldova

[216] UNFPA. Population Dynamics, Human Capital and Sustainable Development in South-East Europe. Regional Conference. Conference Report. 2019

[217] Multiple respondents.

[218] UNFPA respondent

uphill struggle, and more constant actions are needed to confront complex solutions with easy fake ones, and with little institutional and financial support.[219]

Internally, challenges are also identified to fully embrace gender in population work and systematic mainstreaming, with the risk to fall in 'buzz' words and superficial approaches. While the Demographic Resilience framework represents the general vision, gender has not been fully integrated in demographic thinking, and implications of gendered analysis, expectations, power issues, maternal ideology, care have not really been fully analysed and unpacked:

> To create a Demographic Resilience narrative, that starts innocent, at the end of the day, it will go to the issue of power, interests and dividend that people are getting from inequalities, demographic anxieties, the strengthening of the traditional discourse.[220]

The challenges of engendering population and development are also addressed in relation to the Albanian Census:

> It is important to make the census gender sensitive so that it can truly reflect men's and women's position in society. It is important to clarify that a census cannot be considered engendered just because it collects and publishes data on males and females. Provision of sex-disaggregated data is an important first step towards analysing gender issues but not necessarily sufficient for gender analysis.[221]

Under the Leave No One Behind (LNOB), increased efforts to address marginalised groups have been in place, but there is room for a strengthened, systematic cross-cutting approach to address the most vulnerable populations.

The 2017 regional programme evaluation recommended the development of a specific cross-programme strategy to address the needs of marginalised populations, taking into consideration the Regional and Country Programmes' experience with young key populations, Roma, migrants and refugees, including internally displaced persons.[222] The 2018 Annual Report includes in the lessons learned the following reflection:

> LNOB agenda is difficult to operationalise, the conceptual understand of who we are talking about is not completely clear. To operationalise it is useful to start from disadvantaged groups such as PWD, Roma and LGBTI, while working on how to better target interventions.[223]

Since 2018 ageing, disabilities, the Roma population and other particularly vulnerable groups are recognised to have received increased though not necessarily systematic attention.[224] The planning and

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[219] NGO/Civil Society respondent

[220] UNFPA respondent

[221] INSTAT. Albanian Population and Housing Census 2020 Strategy and Planning Document. 2018

[222] UNFPA Eastern Europe and Central Asia. Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017. 2017

[223] UNFPA. 2018 Annual Report. 2018.

[224] UNFPA respondent

annual reports since 2018 mention vulnerable population groups like the Roma population and include some specific results and milestones.

In relation to older populations, the Regional Interventions Action Plan (RIAP) for Eastern Europe and Central Asia 2018-2021 mentions the fact that adult mortality rates in EECA countries are typically more than two times higher for men than for women, which points to a gender dimension challenge with regards to healthy ageing and a prospect of relatively high proportions of elderly widows. The 2018-2021 RIAP also highlights that:

> Young people living in rural areas, those in state care, in humanitarian settings – as refugees, migrants, internally displaced people, and living in conflict and frozen conflict zones, unaccompanied minors, and from Roma, Egyptian and other indigenous and minority communities, face additional layers of marginalisation.[225]

In some countries of the CIS region questions on disability, children, migrants, old people, and small indigenous groups have been included in the 2020 census round as the Statistical Offices traditionally do not collect such data. Further support to data disaggregation and inclusion is considered desirable.[226] In the case of Serbia, there was also a recommendation to integrate disability-related questions.[227] In relation to the GGS, the data captured could be used as a policy instrument as it helps to better understand the situation of vulnerable families and individuals, obstacles to fertility, gender inequality, complexities of families and patterns of intergenerational support.[228]

UNFPA has produced different studies and reports that address particular populations and situations of vulnerability and exclusion, including for example poverty of older people.[229] Such studies evidence the importance of a diversified approach to avoid invisibility, capture interrelated disadvantages and finetune the identification of vulnerable sub-groups.

The 2019 UNFPA regional Conference on Population Dynamics, Human Capital and Sustainable Development in South-East Europe amplifies the LNOB focus on inclusion of young people and marginalised groups in the conversation to bring their experience and ideas on connecting population dynamics with sustainable development goals.[230]

Despite some achievements, UNFPA approach to migration is perceived as inconsistent and insufficient to address the regional needs and countervail the non-scientific analysis and policy-responses. Further coordination and the definition of a clear niche are important to boost this theme.

The 2017 regional programme evaluation highlighted that an unclear UNFPA corporate positioning on migration had contributed to a tentative approach to this important issue, with a number of interventions

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[225] UNFPA Regional Interventions Action Plan for Eastern Europe and Central Asia 2018-2021. 2018.

[226] Government and statistics respondent.

[227] Ian White. Report on the strategy and planning of the National Statistics Committee of Kyrgyzstan. 2018

[228] n.a. Report: Regional Symposium on Evidence-based Family Policies (Generations and Gender Survey data used in the UNECE Region. 2018?

[229] UNFPA, Statistics Korea. The Madrid International Plan of Action on Ageing Where is Eastern Europe and Central Asia region fifteen years later? 2017

[230] UNFPA. Population Dynamics, Human Capital and Sustainable Development in South-East Europe. Regional Conference. Conference Report. 2019

including a joint programme with UNECE on capacity building on migration statistics, but it has not been a focus of its support. The evaluation report highlights a specific concern that migration is the core mandate of the IOM. However, the complementarities of the two organisations' agendas and capacities have not yet been sufficiently explored.[231]

The region has since made limited efforts to address the concern with migration. For example, the innovative efforts in Moldova to identify and link proper data sources and develop a methodology to allow the calculation of reliable estimates of the migratory balance.[232] In 2021 UNFPA supported Moldova in the development and implementation of an informational system on population and migration statistics.[233]

However, according to various respondents, UNFPA approach to migration issues remains inconsistent and insufficient, with ups and downs in the last years. Also, the specific expected role and contribution of UNFPA in relation to migration is not completely clear, particularly in relation to the mandates of other UN bodies. Weak or absent coordination does not favour greater clarity.[234]

While the importance of   linking population data and development with climate change is recognised by various UNFPA and other respondents, there is no clarity on how and on what this would imply. No work or plans were evidenced.

Register-based census are the main digitalisation-related project for the region, while the needs of post-COVID19 returning population point to increased digital modernisation and connectivity.

Moving to register-based census, a mega trend globally, is one of the main projects and challenges of the regional office. Doing so is a major operation, and its difficulty is often underestimated. Turkey is the only country in the region that is successfully undertaking register-based census. In Europe, 30% of the EU member states are conducting either full or partly register-based census. The technical challenges in this regard are that many administrative data   bases need to be converted to become useful for statistical purposes, while complying with a set of conditions and requirements. Many of the programme countries   are aiming to do it in 10 years, while others like Moldova want to accelerate the transition.[235]

As earlier mentioned, Moldova implemented the informational system "Population and Migration Statistics", based on available administrative registers. Another contribution within the CIS project was the translation into Russian language of a manual for QGIS – an open-source Geographic Information System (GIS) for digital cartography. Digital cartography is an essential part of the modern census, it greatly facilitates planning, monitoring and evaluation activities of the census."[236]

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[231] UNFPA Eastern Europe and Central Asia. Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017. 2017

[232] https://statistica.gov.md/en/improving-the-institutional-capacity-of-the-national-bureau-of-statistics-194_4551.html

[233] UNFPA, India-UNDPF, NBS. International Technical Advisory Board on the development and implementation of the Informational System "Population and Migration Statistics" of the Rep. of Moldova. 2021

[234] Several UNFPA and academic institutions respondents.

[235] UNFPA respondent

[236] UNFPA. Progress Report on the Project "Strengthening data collection, analysis and utilization for evidence-based policy making in the Commonwealth of Independent States". 2020"

Finally, studies on post pandemic trends highlight that, strategies towards migrants returning to their home countries, must include technology and digitalisation:

> Given minimum conditions returnees can work anywhere, hence long-term strategic planning must include the acceleration of digital modernization and the best standards of connectivity. [237]

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: While in general more fluid structures that favour inter-area linkages are recognised in the organisation, there are varying perceptions of the degree of interconnection between population data and dynamics and the other areas. However, there is agreement on the existence of room for improvement to enhance P&D support and area interlinkages. Currently, interconnections are limited to specific coordination and collaboration efforts and a less structural approach.

Table 3. Source and strength of evidence for EQ3 findings

EQ3 Findings and strength of evidence
While in general more fluid structures that favour interarea linkages are recognised in the organisation, there are different perceptions of the degree of interconnection between population data and dynamics and the other areas. However, there is agreement on the existence of room for improvement to enhance P&D support and area interlinkages. Currently, interconnections are limited to specific coordination and collaboration efforts and a less structural approach.

The Strategic Plan, 2022-2025 brings a more holistic strategic approach, and the Demographic Resilience Programme resonates with it, but the question is to what degree the staff, internally, is aligning to these new more fluid structures and multidisciplinary expectations in its daily way of working. A number of key factors are recognised to slow down integration: i) personalities, how they perceive the other areas and manage this interconnectedness; ii) the organization that does not encourage joint interdisciplinary conversations to approach multidimensional topics; iii) leadership that needs to move from portfolio thinking to common results and reinforce accountability.[238] Portfolio logic, budget management, competition for resources and donor accountability are identified to inhibit the attitude towards collaborative work. Integration is perceived as theoretically supported but in practice "still fighting a piece of the cake".[239]

Currently interconnections with P&D are perceived mainly as specific and potential collaborations without a real change in the mindsets towards integrated working. Quite different perceptions about the degree of existing integration between each area and P&D highlight the absence of a shared understanding of what integration implies and what should be expected.[240]

In the area of Sexual and Reproductive Health (SRH), support towards the Sofia Conference is highlighted. Other opportunities and potential collaborations relate for example to the outcomes of an action research on infertility and assisted reproductive technologies, which are expected to apply to SRH, but also to provide evidence to the Demographic Resilience Programme. Based on the successful work on

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[237] UNFPA (Lida Vračić & Tim Judah). TURNING THE TIDE? The COVID-19 pandemic has created unexpected opportunities for the depopulating countries of South-East Europe – even in rural areas. 2021

[238] UNFPA respondent.

[239] UNFPA respondent

[240] Various UNFPA respondents.

ageing of the P&D component, the SRH area envisions some opportunities to expand its outreach. SRH shift to digital trainings is seen as an opportunity to develop some innovative surveys.

In relation to gender, a strong buy in is perceived, particularly based on its European funded project on Expanded Choices, which is part of the Demographic Resilience Programme. It is recognised that gender is embedded in the demographic resilience approach, which provides a theoretical framework that expects and favours gender integration. Nevertheless, this has not necessarily implied the existence of a shared vision of "gender" and of "integration" and different approaches on equality, and to the implications on how to address social phenomena from a gender perspective. The need for conversations to exchange information and approaches was addressed.

In the case of adolescents and youth, a current work around the development of the Youth Index is expected to be a cornerstone for more substantial and continuous integration. Emphasis on ageing and low fertility is perceived as having diminished the collaboration opportunities in the past, at the same time that a life-cycle approach to ageing could expand future perspectives.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: UNFPA has made significant contributions to strengthening national data systems and country-level capacity for census and disaggregated data. Greater regional 'additionality' above and beyond aggregating country-level results is expected by stakeholders, as is greater support to analysis of population dynamics. Whilst the regionwide capacity to support population projections is unlikely to be forthcoming given current resources, the Demographic Resilience Programme is breathing new life into the UNFPA mandate for population and data.

Table 4. Source and strength of evidence for EQ4 findings

EQ4 Findings
The contribution of UNFPA to strengthening national data systems responds to the regional diversity and also to institutional restrictions in capacities and resources. There are data limitations to report on outcomes, while increased attention is paid to the need to capture and disseminate changes. Greater clarity on the role and priority focus of P&D is required at country level. Enhancing the regional programme beyond the sum of country achievements is expected by different partners.
UNFPA has effectively supported capacity strengthening and enabled collection of quality disaggregated population data in different countries throughout the region, with a stronger emphasis on CIS countries after the start of the CISPOP project. The 2020 round of population and housing censuses provides an opportunity to further boost national capacities. The move towards register-based census is considered the major future challenge.
While some contributions are highlighted, UNFPA has supported analysis of population dynamics in a less consistent and systematic way. Enhancing capacities to engage in population projections as well as National Transfer Accounts cannot be expected in the short term.
Policy advice and advocacy are recognised as the main and most significant contribution of P&D work in the EECARO, with the Demographic Resilience Programme enabling UNFPA's mandate to gain a new lease of life.

The contribution of UNFPA to strengthening national data systems responds to the regional diversity and also to institutional limitations in capacities and resources. There are data limitations to report on outcomes, while increased attention is paid to the need to capture and disseminate changes. Greater clarity on the role and priority focus of P&D is required at country level. Enhancing the regional programme beyond the sum of country achievements is expected by different partners.

The 2016 UNFPA Revised Regional Intervention Action Plan for Eastern Europe and Central Asia, highlighted the insufficient capacity in some EECA countries in data collection, analysis and use, particularly related to quality issues and dissemination. The Action plan called for every effort to be made at the country and regional levels to support evidence-based arguments and data explaining the linkages between SRH, reproductive rights, population dynamics, the needs of young and older people, gender equality, and development. [241]

In 2017, the regional evaluation concluded that expected outputs in P&D had been consistently achieved or surpassed, but broader outcomes or expected changes resulting from a series of activities, were not well understood or deserved little attention and follow-up. For example, while the P&D training interventions were considered to be of very high quality, follow-up at country level had been under-emphasised.[242] It is also recognised that very often after survey preparations track is lost on how data was used.[243] It is perceived that capturing results is currently getting better given increased investments in analysing the root causes, developing a Theory of Change and discussions on how to measure.[244] Also, increased efforts dedicated to improve data visualization and dissemination are work in progress.[245]

At country level, ensuring that the country offices understand the broader demographic resilience concept, adopt and apply it to their own particular contexts, has been challenging. Though it is worth noting the success of countries such as Moldova, where UNFPA has been able to establish long-term partnerships, leaving its mark. However, country-level responses are uneven, capacity-dependent and having monetary and political dimensions inhibit a broader replication of this intensive model.[246]

Many respondents strongly echoed the need for greater clarity on UNFPA's position and focus with regards to population data, to better frame the national response, ensuring organizational consistency, addressing diversity, and being mindful of the limited available resources and capacities.

> UNFPA should position itself on what it considers the most important support to data, which areas of the data. If we speak about disaggregation of data, such data are not in traditional statistics then – does UNFPA have a methodology, how I can support this particular disaggregation with INSTAT [Institute of Statistics Albania], which is our main institution for statistics and then breaking it down to ministries. This is how I see this question. We really do the maximum with minimum budget.[247]

On the other hand, there is a call to go beyond the summary of country results, boosting the knowledge management function to promote exchange, replication of success stories and less failures, contributing to enhancing   effectiveness and efficiency.[248] The 2017 regional programme evaluation highlighted that knowledge management was central to the work of ECCA, but a deliberate and comprehensive

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[241] UNFPA. Revised Regional Intervention Action Plan for Eastern Europe and Central Asia, 2014–2017. 2016

[242] UNFPA Eastern Europe and Central Asia. Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017. 2017

[243] Academic and research institutions respondent

[244] UNFPA respondent

[245] UNFPA respondent

[246] Multiple respondents

[247] UNFPA respondent

[248] Academic and research institutions respondents

approach was lacking, particularly related to how the region fostered knowledge brokerage between COs and national partners. This still remains a challenge.

The Better Data for Better Policies regional programme launched in 2019 embraces a more holistic and systemic approach to capacity strengthening, building on previous close collaborations by UNFPA and the Russian Federation, and aiming to build upon and expand these models into a more regional approach, while linking regional population analysis to global dialogues on the Sustainable Development Goals (SDGs).[249] The war with Ukraine has negatively impacted on this interesting approach that could be the basis for a future regional strategic approach.

In terms of sub-regions, a certain Eastern European bias is recognised. The assumption was that greater EU collaboration would benefit work in Eastern Europe, but this has not happened.[250]

UNFPA has effectively supported capacity strengthening and enabled collection of quality disaggregated population data in different countries throughout the region, with a stronger emphasis on CIS countries after the start of the CISPOP project. The 2020 round of population and housing census gives an opportunity to further boost national capacities. The move towards register-based census is considered the major future challenge.

UNFPA has contributed steadily to strengthen data collection capacities in the region, with an important boost in its activities in 2019 after the RIAP 2018-2022 and the design of the Demographic Resilience Programme. Activities reported for 2019 included: i) preparation of the Multiple Indicators Cluster Surveys (MICS) Round 6 launch at regional and national level; agreement with the Generations and Gender Programme regarding inclusion of questions for SDG 5.6.1 in the new questionnaire; partnership with WHO regarding the global Platform on Ageing; continued delivery of training on Population and Development, now including National transfer Accounts; enhanced collaboration with the Interstate Committee on Statistics (CISStat) in the area of census support.

Various stakeholders including government officials, recognise the valuable UNFPA contribution.

> When we started out, we did not have much experience in demographic research, so the training opportunities provided by UNFPA and the Government of the Russian Federation were very timely and much-needed, says centre director Natalia Krasovskaya. Today we apply the most advanced methods and can use the latest scientific achievements in our research. We have drawn not only knowledge, but also inspiration for our work from these opportunities.[251]

UNFPA has amongst others, supported countries to strengthen their capacities to collect and record disaggregated data, mainly sex and age disaggregated.

In collaboration with UNECE, EECARO supported the documentation of lessons learned from the 2010 census round, identifying and filling data gaps, with focus on gender indicators. Joint collaboration with UNECE also included support for two training activities on gender statistics.[252] Further, UNFPA assisted

[249] CISPOP. Better Data for Better Policies. 2019

[250] UNFPA respondents

[251] UNFPA Belarus. Supporting smart, sustainable population policies in Belarus. 2017

[252] UNFPA. 2014 Annual Report - EECA Regional Office. 2014

the Government of Moldova in carrying out the second Population Census, and for the first time, a Population Housing Census (PHC) in May 2014.[253]

During the period between 2015 and 2019 the following capacity strengthening interventions and milestones can be highlighted:

- In 2015, census workshops resulted in the establishment of a taskforce on register-based censuses. The fact that three countries (Bosnia & Herzegovina, Moldova, Turkmenistan) had not finalised their 2010 census process as of end 2015, alerted that UNFPA support to population and housing censuses needs to be focused on the data processing and dissemination phases of a census, where serious bottlenecks occur.[254]

- In 2016 an agreement with WHO, the United Nations Statistics Division (UNSD), UNECE, the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), and the United Nations Children's Fund (UNICEF) on collaboration in the area of Civil Registration and Vital Statistics (CRVS) was formalised. Inputs were provided on the global census guidelines and in the preparation for Generations and Gender Surveys in Belarus and Kazakhstan. Funding limitations precluded substantive follow up on plans to support CRVS.[255]

- In 2017 UNFPA supported the use of new technologies in countries planning to do their census either in 2020 or 2021. CISstat stepped up its involvement at sub-regional level. The census in Moldova was brought to a satisfactory conclusion, despite severe coverage issues and Belarus had successfully completed the first GGS wave.[256]

- The regional evaluation in 2017 highlighted that the censuses to be conducted in 2020 in a number of countries in the region would provide an important opportunity for UNFPA to invest in the quality of basic demographic data, addressing persistent gaps in countries' abilities to collect basic census and vital events data.[257]

- Results achieved in 2018 highlight that all three countries that did not have a census in the 2010 round were working towards a census in the 2020 round. The ICPD/SDG regional monitoring framework was finalised and launched. Successful collaboration was ongoing with UNICEF regarding ICPD/SDG data collection through Multiple Indicator Cluster Survey (MICS).[258]

- In 2019 UNFPA data collection capacity strengthening included the agreement with the Generations and Gender Programme regarding inclusion of questions for SDG 5.6.1 (the proportion of women aged 15-49 years married or in union who make their own decision on sexual relations, use of contraceptive, and health care) in the new Generations and Gender Survey questionnaire. Also, important to mention is the continued support to development of

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[253] Eliahu Ben Moshe. Evaluation Report of the 2014 Population and Housing Census in the Republic of Moldova. 2017

[254] UNFPA. 2015 Annual Report - EECA Regional Office. 2015

[255] UNFPA. 2016 Annual Report - EECA Regional Office. 2016

[256] UNFPA. 2017 Annual Report - EECA Regional Office. 2017

[257] UNFPA Eastern Europe and Central Asia. Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017. 2017

[258] UNFPA. 2018 Annual Report - EECA Regional Office. 2018

UNECE Roadmaps on ageing (Belarus)., and the continued delivery of training on Population and Development, now being expanded into the area of National Transfer Accounts (NTAs), by the Moscow Higher School of Economics. During this year UNFPA enhanced collaboration with the Interstate Committee on Statistics (CISStat) in the area of census support.[259]

The pandemic impacted UNFPA P&D work in 2020 and 2021, particularly in relation to National Statistical Offices (NSOs) and work related to census preparations and implementations:

COVID has shaken up routine processes   at many NSOs, with heavy demands for current data. The different responses to this reflect to a large extent the maturity of existing data systems on the one hand, and mentality with regards to "open data", on the other hand.[260]

As a response to the pandemic, in 2020 UNFPA prepared a paper on the implications of COVID-19 on census, offering a series of considerations and recommendations for countries.[261]

Despite the limitations, the annual UNFPA/ UNECE census workshop was completed successfully and EECARO entered into a collaboration with a new initiative: the Global Data Barometer (GDB), with 11 EECA countries participating. The GDB work continued progressing very well. The implications of COVID on census plans accelerated the move towards register-based censuses in many cases.

The CISPOP project started and provided technical support on the census costing exercise in Turkmenistan. It also supported organising the 2020 Group of Experts meeting on Population and Housing Censuses (PHS) and translated the papers and presentations into Russian language to support knowledge sharing with NSOs. It also co-funded the assessment of the Civil Registration and Vital Statistics (CRVS) systems in Tajikistan and Kyrgyzstan and allocated small grants to support CIS countries in addressing country specific demographic shifts.

While some contributions are highlighted, UNFPA has supported analysis of population dynamics in a less consistent and systematic way. Enhancing capacities to engage in population projections as well as National Transfer Accounts cannot be expected in the short term.

UNFPA has contributed to the analysis of population dynamics in a less consistent and systematic way. For example, Population Situation Analysis is considered a powerful tool that can be used to mainstream population issues. It was applied in various countries like Georgia since 2014, but investments to operationalize its   subsequent use have been insufficient and require a more amplified and systematized approach.[262]

While not to the same extent as in the case of data collection, stakeholders recognise UNFPA contribution to population data analysis. For example, partners from the CIS countries managed to create an informal regional hub focused on predictive analytics and forecasting.[263]

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[259] UNFPA. 2019 Annual Report - EECA Regional Office. 2019

[260] UNFPA. 2020 Annual Report - EECA Regional Office. 2020

[261] UNFPA. Technical Brief on the Implications of COVID-19 on Census. 2020

[262] UNFPA respondent

[263] Government and national statistics respondent

More thematic analyse   s supported by UNFPA are also identified as important contributions, such as the study on maternal mortality being currently undertaken in Turkey that includes monthly data of preventable mortality and involves a wide set of institutions working on the availability of services and assistance.[264] Another thematic example is the research project on low contraceptive use in low fertility settings formulated and implemented in 2016. However, no further information is available on the application of the data analysis.[265]

Several trainings to strengthen data analysis capacities in countries are supported by UNFPA, such as the Population Projection training implemented by Charles University.[266]

Policy advice and advocacy are recognised as the main and most significant contribution of P&D work in the EECARO, with the Demographic Resilience Programme enabling UNFPA's mandate to gain a new lease of life.

The regional evaluation of 2017 concluded that the expected P&D outcome of "strengthened national policies and international development agendas through integration of evidence-based analysis on population dynamics and their links to sustainable development, SRHR, HIV [human immunodeficiency virus] and gender equality" had been ad hoc, limited by the general assumption of theory of change – increased capacities will affect the quality and use of data.

However, today policy advice and advocacy are recognised as the main and most significant contribution of P&D work in the EECARO.[267] While this was considered quite challenging due to conservative political trends, regional diversity and prior experiences focused on advising countries with high fertility, with the launch of the Demographic Resilience Programme in 2018 along with enhanced advocacy and political dialogue competencies in regional office, important achievements are recognised. This gives new momentum to UNFPA's mandate as it focuses on low fertility and ageing, while remaining fully in line with the ICPD.[268]

UNFPA has contributed to the availability and accessibility of disaggregated data to support policymaking on gender, ageing, rural vs. urban populations, ethnic groups. In 2016 the UNFPA Revised Regional Intervention Action Plan included a focus on strengthened national policies and international development agendas by integrating evidence-based analysis on population dynamics and their links to sustainable development, sexual and reproductive health and reproductive rights, HIV and gender equality. While the plan includes a series of strategies and priority tasks, an integrated, coherent narrative framework to guide engagement to influence policy design and implementation was not yet available in the earlier years.[269] The more recent RIAP 2018-2022 and the Demographic Resilience Programme offer today a clearer vision to guide advocacy and policy design.

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[264] Academic and research respondent

[265] UNFPA. 2016 Annual Report - EECA Regional Office. 2016.

[266] UNFPA respondent

[267] Multiple respondents

[268] UNFPA. 2018 Annual Report - EECA Regional Office. 2018

[269] UNFPA Revised Regional Intervention Action Plan for Eastern Europe and Central Asia, 2014–2017. 2016

The inauguration of the International Advisory Panel on Population and Development (IAPPD) in 2016, to advise on policy and strategy directions, for UNFPA and governments in the EECA region, in tackling key concerns in Population and Development, contributed to strengthen UNFPA's positioning and creating enabling conditions towards upstream advocacy and stronger political dialogue.[270]

Good policy-related examples at country level also contributed to mainstream a more positive, human rights-based policy approach to population dynamics. In 2018 the results of the Belarus Generations and Gender Survey were used for a conference with international participants on family friendly policies.[271] In Moldova, based on the GGS data they created four initiatives to amend existing legislations to improve work-life balance amongst other issues.

In parallel, numerous initiatives on ageing were developed with RO support: Titchfield City Group on Ageing; WHO/UNFPA Ageing Platform; Global Programme on Ageing and Low Fertility (with KOSTAT support), contributing to nourish a new narrative framework with a new set of possible, holistic solutions to ageing and low fertility.

The 2019 annual report highlights the strengthening of the knowledge hub and a policy matrix that captures and monitors relevant SRH, population and youth policies, important tools to promote inter-country policy exchange and learning.[272] Further to knowledge management, with support of partners at IIASA, a regional report on "Policy responses to low fertility How effective are they?", was prepared and disseminated in 2019. The same year the Regional Conference on Population and Development in Sarajevo was evaluated as successful and substantive contributions were provided to the Population and Development working group for the Nairobi Summit.

The 2020 report of the project "Strengthening data collection, analysis and utilization for evidence-based policy making in the Commonwealth of Independent States" highlights two trainings under its Objective 3: Enhanced regional dialogue and knowledge exchange on population data and evidence-based population policies development. An online training on Population and Development attended by 63 civil servants, and the development of a comprehensive virtual learning programme on Demographic Resilience for EECA countries.

In 2020 ageing work takes off significantly, including more intensive collaboration with WHO and the UN Decade of Ageing and the launch of both the Demographic Resilience Programme and the Joint Initiative on Ageing, which includes UNECE and WHO as partners, amongst others.[273] Additionally, since 2020 solid research supported by UNFPA on topics like depopulation, post pandemic return and loneliness, nourish the new proposed narrative and policy framework on ageing and low fertility.

> Increasingly, Member States experiencing population ageing and low fertility are seeking to develop comprehensive population policies or revise existing ones to prepare for demographic change, and support the wellbeing of societies and individuals. UNFPA has responded to this growing demand by providing technical support to help governments understand, anticipate,

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[270] UNFPA Revised Regional Intervention Action Plan for Eastern Europe and Central Asia, 2014–2017. 2016

[271] Ibid

[272] UNFPA. 2019 Annual Report - EECA Regional Office. 2019

[273] UNFPA. 2020 Annual Report - EECA Regional Office. 2020

and adapt to rapidly shifting population dynamics, while capitalising on their opportunities, to ensure sustainable development while protecting individual rights.[274]

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Within UNFPA, ECCAR is pioneering implementation of Demographic Resilience as an applied framework. While the region has found success in integrating both ageing and the demographic dividend into regional and national frameworks (albeit with more focus on ageing), success in influencing UN systemwide planning processes has been more limited.

Table 5. Source and strength of evidence for EQ5 findings

EQ5 Findings and strength of evidence
EECARO as a region is leading the way on providing a regional and an organisational framework of Demographic Resilience
As a region with a mixture of high fertility / demographic dividend countries and ageing countries EECARO works to integrate both concepts into regional and national frameworks. However, there is more focus on ageing and low fertility than there is on the demographic dividend. Further, EECARO understands migration to link to both ageing populations and to demographic dividend concepts (where migration poses a risk for the harnessing of a demographic dividend).
EECARO has been somewhat effective at integrating population issues into UN-wide planning processes.

EECARO as a region is leading the way on providing a regional and an organisational framework of Demographic Resilience.

In December 2021 UNFPA hosted a conference in Sofia, Bulgaria, on the concept of Demographic Resilience. This Ministerial Conference aimed to "contribute to strengthening the capacity of countries in Europe and Central Asia to respond to the profound demographic shifts the region is experiencing."[275] It reflects the contribution EECARO has been making towards regional and national-level frameworks, increasingly founded upon the concept of demographic resilience in the region.

The purpose of demographic resilience, as a concept that increased national and regional approaches are being framed around, attempts to shift the concerns around low fertility and ageing from security foci to a more resilient, and rights-based foci. It supports governments in moving away from viewing demographic change as a threat and towards viewing demographic change as an opportunity for people and nations to thrive.[276] It is a useful but also challenging approach.

> Thanks to the active work of UNFPA, such concepts as the demographic dividend and demographic resilience have become part of the development strategies of states, both economic and political. This is recognised at a high level, but the realization of (for example) the demographic dividend and the realization of this is still far away.[277]

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[274] UNFPA. Draft Guidance Note: Developing a National Population Policy in the Context of Population Ageing and Low Fertility. n/d

[275] https://eeca.unfpa.org/en/shaping-europes-demographic-future

[276] UNFPA respondents.

[277] Academic institution respondent.

EECARO covers 17 countries, with a diverse demographic landscape, including both countries on the brink of harnessing a demographic dividend (mostly Central Asian countries) and countries struggling with both ageing and decreasing populations due to low fertility and / or migration (mostly Eastern European countries).

However, some respondents highlighted that, while UNFPA has been making efforts to introduce the concept of the demographic dividend into national development strategies and policies, there has been minimal tangible results apart from the 2021 Sofia conference.[278] Furthermore, lack of follow-up to commitments and plans after the Sofía Conference has weakened the political momentum gained.

Others feel that the Sofia conference was a strong launch of the demographic resilience concept within the region and that this regional framework will be key in shifting the narrative from demographic change being deterministic and catastrophic to a more rights-based and positive way of addressing demographic shifts[279]

All this regional work and achievements have impacted the whole organisation and today Demographic Resilience is a global programme within UNFPA and progressively a shared language and used approach across regions and countries.[280] According to the survey results, of a total of 122, 57% of the respondents answered positively about using the concept of Demographic Resilience in their work at regional or country level. Of the positive responses, 51% considered the concept of Demographic Resilience to be 'very useful', 35% responded with 'useful' and 8% with 'somewhat useful'.

As a region with a mixture of high fertility / demographic dividend and ageing countries EECARO works to integrate both concepts into regional and national frameworks. However, there is more focus on ageing and low fertility than there is on the demographic dividend. Further, EECARO understands migration to link to both ageing populations and to demographic dividend concepts (where migration poses a risk for the harnessing of a demographic dividend).

Both at a regional level, and within different country contexts within the region, UNFPA has achieved significant results on issues of ageing across capacity development, advocacy and policy dialogue, knowledge management, and even service delivery. The RO has supported countries based on CO identification of needs. For example, in Serbia, EECARO has provided technical assistance to the CO to both support a national policy on ageing and also implement concrete activities. The same in Bosnia, where UNFPA supported healthy ageing centres. The RO has provided technical assistance to UNFPA Moldova to support the Government in developing demographic resilience-based ageing policies.[281] The National Commission for Population and Development established linkages, with the support of UNFPA, with the International Advisory Panel on Population and Development which contributed to the development of rights-based and resilience-based policies.[282]

For many respondents to this evaluation, both within UNFPA and externally, older people are the future target group of UNFPA.

In 2019, UNFPA supported a regional event "Policy Options for Low fertility and Ageing: Choices and Prosperity". The main purpose of this event was to further the dialogue on policy options for countries in the region with ageing and low fertility populations, and to highlight UNFPA support to countries in

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[278] Government and UNFPA respondents.

[279] UNFPA and academic institute respondents.

[280] Several UNFPA respondents.

[281] UNFPA respondents.

[282] UNFPA. Special Briefing on Population Dynamics and Sustainable Development. Meeting Report. 2018

the three complementary areas of demographic intelligence, policy guidance, and convening knowledge.[283]

UNFPA EECARO has also played an important role as a member of the informal inter-UN group on ageing and older persons. This was established by the United Nations Department of Social and Economic Affairs (DESA) and UNFPA in 2017.[284]

In EECARO, UNFPA has been able to link migration to both ageing (with regard to a higher ratio of older people in a population due to migration out of the country) and the demographic dividend (in relation to the risk of missing the demographic dividend due to the outflux of young people). This aligns also with the concept of demographic resilience which acts as an umbrella concept across the two notions of demographic dividend and ageing, which are often viewed as contradictory, or at least contrasting ideas. In countries such as Armenia and Kyrgyzstan, UNFPA has contributed to migration policies under the framework of demographic resilience.[285]

UNFPA EECARO has supported various countries, such as Uzbekistan, Serbia, Moldova and Turkmenistan, to use demographic resilience as a framework to develop youth strategies.[286] These strategies incorporate youth unemployment and housing issues (both as a social harm in itself and as a driver of migration and of low fertility); and family policies that might provide solutions to this.[287]

EECARO has been somewhat effective at integrating population issues into UN-wide planning processes.

Multiple respondents report that UNFPA has been proactive in ensuring that population issues are accounted for in UN-wide planning processes: although some of these respondents provide details that highlight it is more gender and SRHR data that UNFPA brings to the table rather than pure population data.[288] However, other UN agencies are clear on the efforts of UNFPA to introduce population dynamics into UN-wide planning processes.[289] In general, evidence shows diverse realities in terms of integrating population issues into UN-wide planning processes.

A global scan of CCAs was conducted for this evaluation. Out of a total of 17 CCAs (across different regions) from 2015 to 2021, six of them had well-integrated reference to demographic shifts *and* credited UNFPA with this information; five of them had some limited reference to demographic shifts but no acknowledgement of UNFPA contribution; and six of them had no reference to demographic shifts and no reference to UNFPA.[290] For the EECARO region, the two CCAs randomly sampled in this exercise reference some demographic shifts but no (related) reference to UNFPA.

Table 6. EECARO CCA analysis

Year	Country	References to demographic trends	Attribution to UNFPA

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[283] Commission on Population and Development. Commission on Population and Development, Commission on Population and Development. Commission on Population and Development, fifty-second session. Summary Report. Policy Options for Low Fertility and Ageing: Choices and Prosperity. 2019

[284] UNFPA respondents.

[285] Academic institution respondents.

[286] Government and UNFPA respondents.

[287] Multiple respondents.

[288] UNFPA and NGO respondents.

[289] Other UN agency respondents.

[290] The full CCA analysis is referenced in the main evaluation report.

		Countries are colour-coded according to acknowledged attribution of UNFPA to PD analysis within the CCC	
	Bosnia and Herzegovina	Demographic decline, deepening demographic situation, different demographic future Demographic change, scale and speed	No references to UNFPA contribution to PD analysis
2019	Uzbekistan	Demographic window, and ineffective use of the demographic window Demographic and ageing trends Demographic potential Demographic changes, and demographic trends	References UNFPA only for non-PD information

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: There are mixed responses within EECARO as to both the actual achievements of UNFPA and the role / mandate of UNFPA with regard to population data in humanitarian settings.

Table 7. Source and strength of evidence for EQ6 findings

EQ6 Findings and strength of evidence
There are mixed responses within EECARO as to both the actual achievements of UNFPA and the role / mandate of UNFPA with regard to population data in humanitarian settings.

Note that a lot of responses referenced general results data or programmatic data rather than population data in humanitarian settings. This question seeks to understand how well UNFPA generates, utilises, and provides to other actors, population data for understanding population sizes, locations, composition, and potentially movement during a humanitarian crisis.

Some UNFPA respondents highlighted that UNFPA has made efforts to be the leading data organisation within humanitarian contexts, with success in some places but not in others: however, there is a question as to the capacity of UNFPA to be doing this consistently across all contexts.[291]

In 2020 UNFPA supported the Government of the Russian Federation to prepare and publicise a review on available statistical datasets at the regional level for use in humanitarian response.[292] In addition, UNFPA respondents highlighted the use of Common Operational Datasets, to which UNFPA contributes significantly, and which are considered to be very useful at the outset of a crisis. However, there is recognition of a need to do more beyond this, including working more closely with key humanitarian actors such as the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM) to track population movements and keep population data as updated as possible.[293]

There were many respondents, however, who highlighted that UNFPA does not have the technical capacity to be an expert in population data in humanitarian settings.[294] Some UNFPA colleagues reported that they do not believe that the collection, collation or dissemination of population data in humanitarian contexts is within UNFPA's mandate.[295]

While the EECARO case study highlighted key examples of collaboration with other humanitarian actors, these are referenced more so for other areas of UNFPA expertise (GBV and SRHR) rather than specifically for population dynamics. As above, there is recognition within EECARO that there are opportunities to

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[291] UNFPA respondents.

[292] Government respondents.

[293] Multiple respondents.

[294] UNFPA and academic institution respondents.

[295] UNFPA respondents.

expand on relationships with other humanitarian actors, specifically IOM and UNHCR, with regard to population data.

Multiple respondents to this evaluation referenced Ukraine when speaking to examples of collaboration with other actors – understandably, given that the Ukraine crisis is currently the largest regional crisis in the EECA region. However, while various key examples of collaboration were provided, few of them referenced population data specifically; most of them referenced collaboration across SRHR and GBV issues.[296] There is limited evidence from the EECARO case study on specific collaboration in the P&D domain with other humanitarian actors.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: UNFPA has developed both strategic and innovative partnerships to support work on population and data in the region and has made steps to shift away from a funding-centred approach to greater focus on financing.

Table 8. Source and strength of evidence for EQ7 findings

EQ7 Findings and strength of evidence
UNFPA has a diverse range of partnerships in EECARO which appear thoughtful and well-considered across population data, dynamics, and development, and across both traditional and more innovative partnerships. However, coordination between UN agencies is reported to not always be optimum.
There is some limited evidence from EECARO on shifting from funding to financing with a key question emerging from the region being one of political will rather than effective mechanisms.

UNFPA has a diverse range of partnerships in EECARO which appear thoughtful and well-considered across population data, dynamics, and development, and across both traditional and more innovative partnerships. However, coordination between UN agencies is reported to not always be optimum.

UNFPA EECARO has a range of partnerships including academic institutions across the regional parliamentarian bodies, and other regional groups such as the Interstate Statistical Committee of the CIS. These partnerships have often been long-term multi-year partnerships.[297]

Partnerships with policymakers and donors are very strong. UNFPA EECARO has strong partnerships, which are thoughtful and diverse and provide good support to population data, dynamics, and development, and complement UNFPA's own strengths and added value. In particular, EECARO is extremely strong on partnerships with regional parliamentarian bodies and policymakers where UNFPA acts as an impactful convenor to bring together high-level expertise in the area of P&D.

> They are really good in building the links with policymakers, regardless of how traditional these are, and engaging in dialogue.[298]

In addition to the Implementing Partner (IP) relationships, UNFPA EECARO created the International Advisory Panel on Population and Development (IAPPD), This is a mechanism to bring together various institutions (policy makers and academics) to engage on matters of P&D. It was initially focused within

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[296] Multiple respondents.

[297] Multiple UNFPA-IP AWPs 2014-2021.

[298] Academic institution respondent.

Moldova but has expanded to other countries in the region – Georgia, and Kyrgyzstan – and acts to both bring together high-level expertise on P&D matters *and* to highlight UNFPA's work in this area.[299]

Academic Institutions: UNFPA has solid partnerships with academia, across different countries within the region and all with a particular expertise to contribute which complements UNFPA's expertise. For example, partnership with the Hacettepe University in Turkey, the Moscow Higher School of Economics (MHSE) and Charles University in Czechia) have contributed to continued P&D training activities on different subjects like population projections, market segmentation analysis and NTAs.[300]

Civil Society Partnerships: This area is less strong than with policymakers, based on the general context of Non-governmental Organisation (NGO) and civil society being less mature and well-established within EECA compared to other regions. However, respondents to this evaluation have a sense that there are more potential NGO partners, as more large NGOs have started reframing their issues into a more sophisticated analysis which includes demography. For example, partnership with the International Planned Parenthood Fund (IPPF) which also links across different UNFPA mandate areas (P&D and SRHR).[301]

UN agencies. UNFPA EECARO partnerships with other UN agencies is relatively strong at regional level. While there are many reports from respondents to this evaluation of lack of coordination across the UN system at the regional level, there are also good practice examples of good collaboration within the UN system for P&D issues.

Many respondents have a rather critical view of UN agency coordination.[302]

> I have observed that many UN agencies collect sometimes very similar data and there is practically no coordination between these UN agencies. I think that the collection and disaggregation of data would be better if the UN agencies could develop a coordination tool for their activities in this field.[303]

There is a sense that there are overlapping roles, particularly between UNFPA and WHO on the issue of mortality, and UNFPA and UNICEF on issues of birth registration.

However, there are, as referenced above, also examples of good practice. UNFPA and WHO have partnered on the Decade of Healthy Ageing, and on the Madrid Plan of Action. UNFPA also works closely in EECARO with the United Nations Economic Commission for Europe (UNECE) and with the Office of the United Nations High Commissioner for Human Rights (OHCHR).[304]

There is some limited evidence from EECARO on shifting from funding to financing with a key question emerging from the region being one of political will rather than effective mechanisms.

UNFPA reports investing more in highlighting return on investments in population data systems and incorporating demographic analysis into development policies: this links to building the argument for shifting from funding to financing but UNFPA EECARO also acknowledges there is an opportunity to focus

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[299] UNFPA Eastern Europe and Central Asia. Independent Evaluation of UNFPA's Regional Intervention Action Plan 2014-2017. 2017

[300] Several UNFPA and academic institution respondents; 2014, 2015 and 2019 UNFPA Annual Reports.

[301] UNFPA respondents.

[302] Multiple respondents.

[303] Academic institutions respondent.

[304] UNFPA respondents.

more on this area.[305] Countries in the EECARO region are generally not low income countries, and therefore there are regional discussions on shifting to a more financing-based modality for a number of areas, including for example contraceptive commodity security as well as demographic intelligence needs. However, respondents report that where the financing modality incorporates higher national contributions there is some pushback, based more on political rather than fiscal motivations.[306]

The EECA responses to the statements on leveraging partnerships for funding to financing[307] reflect a diverse panorama. While the majority agreed with the statements, in particular with the one that refers to UNFPA starting to shift from funding to financing, there are also disagreements and also people that reported now knowing. Most disagreements correspond to the statement on leveraging partnerships with traditional partners for shifting from funding to financing for effective population dynamics and data interventions.

Figure 7. EECA survey responses to statements on leveraging partnerships for funding to financing
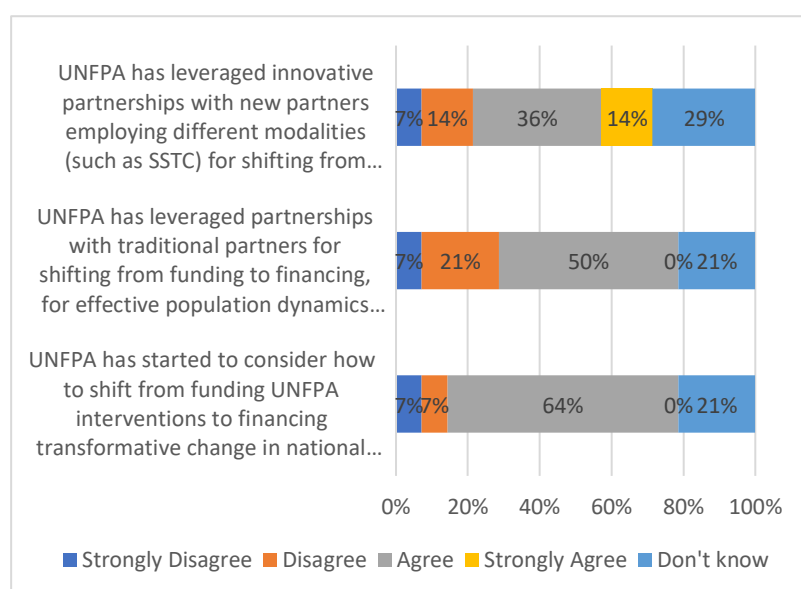
Additionally, comments provided by EECA survey respondents mention the difficulties of moving from funding to financing, including barriers in the organisational culture, and also emphasise that so far resource mobilisation efforts were concentrated on data systems and less on population   dynamics and development linkages. As a good practice, Moldova mobilised domestic funding and the private sector to support demographic resilience programmes in the country, including on Generations and Gender Survey and promoting intergenerational dialogue.[308]

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: In a reflection of the perceived corporate focus away from population and data, financing P&D work in the region remains a challenge and the level of specialist staffing does not meet the scale of regional needs. This is manifested in tactical decisions, such as focusing digitalisation on the census and data collection at the expense of innovation in other areas of population and data.

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[305] UNFPA respondents.

[306] Multiple respondents.

[307] 14 out of the 16 EECA respondents answered this question.

[308] Survey comments (Q15)

Table 9. Source and strength of evidence for EQ8 findings

EQ8 Findings
The EECA region covers 17 diverse countries and with many of these countries not having a full-time P&D role, but rather P&D focal points, the region is understaffed in the area of P&D.
Financing P&D work remains a challenge within the EECARO region which is as much a perception of how important P&D is to UNFPA corporately as it is about funds required to implement all P&D activities.
In relation to innovation and digitalisation, EECARO has been very pro-active with regard to digitalisation for census and data collection, but has been less dynamic with regard to more innovative approaches across all other areas of P&D.

The EECA region covers 17 diverse countries and with many of these countries not having a full-time P&D role, but rather P&D focal points, the region is understaffed in the area of P&D.

The challenge highlighted in EECARO is that not all of the 17 COs (many of which are very small UNFPA COs) have a full-time P&D staff member. In many countries there is a P&D focal point. At the regional level, there are 1.5 senior positions (being a Regional Advisor, and a global Senior Advisor who is based in EECARO and works 50% globally and 50% regionally) but this is still a stretch to cover the needs of 17 diverse countries.[309]

The 2019 Annual Report mentions that 'alignment of CO staffing to CPD has resulted in loss of competent CO PD staff which had detrimental effect on UNFPA's capacity to adequately respond to country requests for assistance in the area of census (Ukraine case especially).' Financial constraints at both RO and CO level. Increasing demand on PD related activities with limited resources to adequately respond.[310]

There is also a question with regard to the specific skillsets required, particularly at the country level. Capacities to address political dimensions of demography are growing, but still not strong. Partnerships (see above) are able to support this to a certain extent but do   not fully replace the knowledge and technical skillsets that are missing at CO level across the region.[311]

Financing P&D work remains a challenge within the EECARO region which is as much a perception of how important P&D is to UNFPA corporately as it is about funds required to implement all P&D activities.

Aligned with the finding above, which highlights that the region is understaffed in the area of P&D, is the finding on funding. Funding and staffing go hand-in-hand, and overall, there is a sense from UNFPA respondents that the region does not have enough resources for P&D. This is especially true given the small size of the UNFPA EECA Regional Office, but the large number of COs (also small in size, and middle-income countries, so with more upstream capacity building, technical assistance and advocacy and policy dialogue than service delivery) to support. Further, EECARO reports that it is much harder to fundraise for population and development interventions than it is for SRHR or gender issues.[312]

Funding for P&D in EECARO has never been above 10% of the overall budget since 2014.
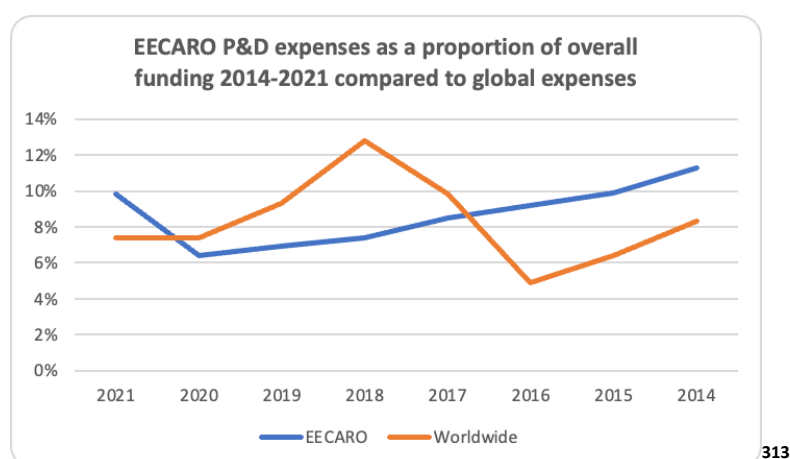
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[309] UNFPA respondents.

[310] UNFPA. 2019 Annual Report.
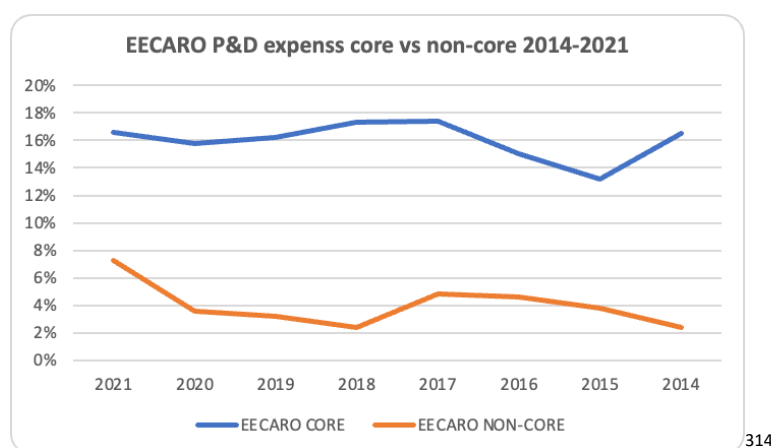
[311] UNFPA respondents.

[312] UNFPA respondents.

EECARO P&D expenses as a proportion of overall funding 2014-2021 compared to global expenses

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Figure 9: EECARO P&D funding core vs non-core 2014-2021

EECARO P&D expenss core vs non-core 2014-2021

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In relation to innovation and digitalisation, EECARO has been very pro-active with regard to digitalisation for census and data collection, but has been less dynamic with regard to more innovative approaches across all other areas of P&D.

Respondents report that UNFPA has paid sufficient attention to digitalisation with regard to population data: i.e. support to census and other surveys. The 2020 census round has seen many countries in the EECA region using different digital tools to make the census exercise more efficient and more effective. [315] External stakeholders have commented that digitalisation is "quite noticeable"[316] and also that it was advanced more during the COVID-19 pandemic. Many respondents reported how UNFPA supported these processes, such as providing tablets for population census data collection.[317]

While this is a strong move towards digitalisation of census, the more complete move towards register-based data collection (i.e. relying on administrative data) rather than interview-based data collection has yet to be properly started in the region. Turkey is the only country in the region that successfully conducts register-based census, which is becoming a mega trend globally. Many of the EECA region countries are planning to move towards this within the next decade.[318]

Outside of population data collection for census, there is a sense that UNFPA EECARO has been slower at fully embracing innovation, but there are good practices. One example of UNFPA EECARO moving towards this is market segmentation analysis, where UNFPA has worked with Avenir Health to provide training directly to existing regional partners using a curricula tailored to the region: these modules were then provided on a digital platform (MOODLE) for participants of the training.[319]

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[313] Data from https://www.unfpa.org/data/transparency-portal

[314] Ibid.

[315] Multiple respondents.

[316] Academic institution respondent.

[317] Multiple respondents.

[318] UNFPA respondents.

[319] UNFPA. Revised Regional Intervention Action Plan for Eastern Europe and Central Asia, 2014–2017. 2016

Section 5: Considerations for action

The following nine considerations for action have been derived directly from the findings, above, with a view to support both the overall evaluation analysis, and practical steps forward for P&D programming in the EECA region.

1. UNFPA EECARO should develop a regional strategy with data quality standards and harmonisation parameters in collection, analysis and dissemination to enable comparative analysis and avoid limiting the contribution to scattered disconnected experiences in several countries, based mainly on governments' demands and capacities. While no "one size fits all" approach is expected, space for more uniformity is perceived. This could imply a more centralized regional team to coordinate data collection and analysis across countries, but budget limitations are acknowledged.

2. UNFPA EECARO should strengthen its systematic contribution to the analysis of population trends, a precondition for effective evidence-based policy and programme design and implementation.

3. UNFPA EECARO should boost follow-up to the Sofia Conference government commitments and plans to recover lost momentum and advance the effective implementation of the Demographic Resilience approach.

4. UNFPA EECARO is expected to further expand its internal influence in the building of the ageing agenda, which is seen as emerging "bottom-up" within the whole UN system and specifically within UNFPA, while the need for stronger top-leadership support is emphasised.

5. While important achievements are recognised in the implementation of gender and LNOB approaches, there is room for a strengthened, consistent and systematic cross-cutting approach to reach the most vulnerable populations.

6. A more consistent and stronger UNFPA EECARO role related to migration is recognised as being fundamental in the region to countervail non-scientific ways of analysing and addressing migration, but there is a need for UNFPA to further define its specific niche, keeping in mind the holistic, integrated approach of the Demographic Resilience framework to guide policy development. Similar consideration applies to climate change.

7. More structured and permanent coordination and interlinkages with the other mandate areas are needed, to ensure the effective mainstreaming of P&D.

8. UNFPA EECARO should stimulate and guide country offices to ensure the integration of population issues in UN-wide planning, following existing guidelines and ensuring certain harmonisation and comparability.

9. UNFPA EECARO should further explore innovative partnerships in particular with the private sector, using the ageing and life-cycle approaches to develop potential financing strategies. Increased attention on capturing and reporting on changes/transformations (outcomes) is important to increase potential interest.

Section 6. Data sources

4.1 Strength of findings summary with data sources

The below table highlights the key findings per EQ, the sources of evidence for each finding, and the strength of evidence – colour-coded green (strong); orange (medium); and red (weak).

SUB-FINDINGS	Sources and strength of evidence
EQ1 Findings	
The Demographic Resilience Programme provides an alternative paradigm to address population issues in the context of low fertility, ageing and out-migration in the region, and offers an opportunity for UNFPA to regain relevance and respond with a more articulated, comprehensive and innovative approach to the regional population trends and challenges within the ICPD mandate.	UNFPA EECARO respondents, other UN agency respondents, academic institution respondents, multiple documents.
UNFPA is recognised for its valuable support to the generation of population data across different contexts, including its positive influence in mainstreaming the importance of quality data for policy making. There is a need, however, for a clearer regional orientation and uniform strategy towards data quality standards and harmonisation to enable comparability.	UNFPA EECARO respondents, other UN agency respondents, academic institution respondents, government respondents, multiple documents.
UNFPA support to the analysis of population trends is not identified as a substantial, consistent and systematic contribution in the EECA region.	UNFPA EECARO respondents, academic institution respondents, document.
While supporting evidence-based policy making has a longer history, most recently UNFPA has focused on influencing policy making and implementation under the principles and assumptions of the demographic resilience approach, to address the current demographic trends and countervail conservative public policies from a comprehensive, rights-based perspective.	UNFPA EECARO respondents, other UN agency respondents, academic institution respondents, NGO respondents, multiple documents.
EQ2 Findings	
There is a wide recognition that UNFPA has supported and integrated a rights-based approach to population dynamics and data.	UNFPA APRO respondents, other UN agency respondents, academic institution respondents, multiple documents.
Different efforts have been identified to boost gender approach in population and development work across the region. Despite the advancements, persistent external and internal challenges are identified at the conceptual, strategic, political and operational level to fully develop and implement engendered P&D work.	UNFPA APRO respondents, other UN agency respondents, academic institution respondents, NGO respondents, multiple documents.
Under the Leave No One Behind (LNOB), increased efforts to address marginalised groups have been in place, but there is room for a strengthened, systematic cross-cutting approach to address the most vulnerable populations.	UNFPA ECCARO respondents, government respondents, multiple documents.
Despite some achievements, UNFPA approach to migration is perceived as inconsistent and insufficient to address the regional needs and countervail the non-scientific analysis and policy-responses. Further coordination and the definition of a clear niche are important to boost this theme.	Academic respondents, multiple documents.
Register-based census are the main digitalisation-related project for the region, while the needs of migrants returning to their home countries	UNFPA respondent, documents.

due to COVID-19 point to increased digital modernisation and connectivity.	
EQ3 Findings	
While in general more fluid structures that favour interarea linkages are recognised in the organisation, there are different perceptions of the degree of interconnection between population data and dynamics and the other areas. However, there is agreement on the existence of room for improvement to enhance P&D support and area interlinkages. Currently, interconnections are limited to specific coordination and collaboration efforts and a less structural approach.	UNFPA EECARO respondents.
EQ4 Findings	
The contribution of UNFPA to strengthening national data systems responds to the regional diversity and also to institutional restrictions in capacities and resources. There are data limitations to report on outcomes, while increased attention is paid to the need to capture and disseminate changes. Greater clarity on the role and priority focus of P&D is required at country level. Enhancing the regional programme beyond the sum of country achievements is expected by different partners.	UNFPA EECARO respondents, academic institution respondents, multiple documents.
UNFPA has effectively supported capacity strengthening and enabled collection of quality disaggregated population data in different countries throughout the region, with a stronger emphasis on CIS countries after the start of the CISPOP project. The 2020 round of population and housing censuses provides an opportunity to further boost national capacities. The move towards register-based census is considered the major future challenge.	Multiple documents.
While some contributions are highlighted, UNFPA has supported analysis of population dynamics in a less consistent and systematic way. Enhancing capacities to engage in population projections as well as National Transfer Accounts cannot be expected in the short term.	UNFPA EECARO respondents, academic institution respondents, Government, documents.
Policy advice and advocacy are recognised as the main and most significant contribution of P&D work in the EECARO, with the Demographic Resilience Programme enabling UNFPA's mandate to gain a new lease of life.	Multiple documents.
EQ5 Findings	
EECARO as a region is leading the way on providing a regional and an organisational framework of Demographic Resilience	UNFPA EECARO respondents, academic institution respondents, government respondents, documents, survey responses.
As a region with a mixture of high fertility / demographic dividend countries and ageing countries EECARO works to integrate both concepts into regional and national frameworks. However, there is more focus on ageing and low fertility than there is on the demographic dividend. Further, EECARO understands migration to link to both ageing populations and to demographic dividend concepts (where migration poses a risk for the harnessing of a demographic dividend).	UNPFA EECARO respondents, academic institutions respondents, government respondents, documents.
EECARO has been somewhat effective at integrating population issues into UN-wide planning processes.	UNFPA EECARO respondents, NGO respondents, other UN respondents.
EQ6 Findings	

There are mixed responses within EECARO as to both the actual achievements of UNFPA and the role / mandate of UNFPA with regard to population data in humanitarian settings.	UNFPA EECARO, academic institutions respondents, government respondents.
EQ7 Findings	
UNFPA has a diverse range of partnerships in EECARO which appear thoughtful and well-considered across population data, dynamics, and development, and across both traditional and more innovative partnerships. However, coordination between UN agencies is reported to not always be optimum.	UNFPA EECARO respondents, academic institution respondents, multiple documents.
There is some limited evidence from EECARO on shifting from funding to financing with a key question emerging from the region being one of political will rather than effective mechanisms.	UNFPA EECARO respondents, academic institution respondents, survey data.
EQ8 Findings	
The EECA region covers 17 diverse countries and with many of these countries not having a full-time P&D role, but rather P&D focal points, the region is understaffed in the area of P&D.	UNFPA EECARO respondents.
Financing P&D work remains a challenge within the EECARO region which is as much a perception of how important P&D is to UNFPA corporately as it is about funds required to implement all P&D activities.	UNFPA EECARO respondents and funding analysis.
In relation to innovation and digitalisation, EECARO has been very pro-active with regard to digitalisation for census and data collection, but has been less dynamic with regard to more innovative approaches across all other areas of P&D.	UNFPA EECARO respondents, academic institution respondents, documents.

4.2 List of Stakeholders interviewed

Name	Position	Organisation
Irina Zbarskaya	Head of the Department	Department of Social and Demographic Statistics, Interstate Statistical
Olga Remenets	Head of the Division	Division of Population and Labour Statistics, Interstate Stat Committe
Elsona Agolli	PD Focal Point	UNFPA CO Albania
Dovran Yamatov	PD Focal Point	UNFPA CO Turkmenistan
Aliona Cristei	Project Officer	Project GGP, UNFPA CO Moldova
Ekaterina Aksenova	Head of Division	Division of International Statistical Projects, Department for International Statistics, Federal State Statistics Service (Rosstat)
Sergey Ryazantsev	Director of the Institute	Institute for Demographic Research of the Federal Center of Theoretical and Applied Sociology of the Russian Academy of Sciences
Banu Ergocmen	Director of the Institute	Institute of Population Studies, Hacettepe University
Wolfgang Lutz	Founding Director	Wittgenstein Centre for Demography and Global Human Capital (IIASA, OeAW, University of Vienna)
Mikhail Denisenko	Director of the Institute	Vishnevski Institute of Demography, Moscow Higher School of Economics
Giulia Vallese	EECA Deputy Regional Director (Regional Director a.i.)	UNFPA EECARO
Silvana Fumega	Director	Global Data Barometer
Alanna Armitage	Former Representative	UNFPA EECARO
Tomas Sobotka	Leader	Vienna Institute of Demography Research Group on Comparative Eurc
Tara Keck	Researcher	University of London
Tamar Khomasuridze	Regional SRH Advisor	UNFPA EECARO
Rune Banrupt	Youth Specialist	UNFPA EECARO
Neil Datta	Executive	European Parliamentary Forum on Sexual and Reproductive Rights
Marta Diavolova	Coordinator	Demographic Resilience Programme
Kerem Renda	Programme Assistant	UNFPA EECARO
Hakan Ozkan	Programme Associate	UNFPA EECARO
Andres Vikat	Chief of Section for Social and Demographic Statistics	UNECE
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REGIONAL CASE STUDY:

ARAB STATES

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Acronyms

AITRS	Arab Institute for Training and Research in Statistics
ASRO	[UNFPA] Arab States Regional Office
AU	African Union
CCA	[UN] Common Country Analysis
COD	Common Operational Dataset
COVID-19	Coronavirus Disease
CPR	Contraceptive Prevalence Rate
DHS	Demographic Health Survey
DFID	Department for International Development [UK]
ECA	[United Nations] Economic Commission for Africa
ESCWA	[United Nations] Economic and Social Commission for Western Asia
FCDO	Foreign, Commonwealth and Development Office [UK]
FGM	Female Genital Mutilation
GBV	Gender-based Violence
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
IBC	Issue-Based Coalition
ICPD	International Conference on Population and Development
IDRC	International Development Research Centre [Canada]
IPPF	International Planned Parenthood Federation
LAS	League of Arab States
MENA	Middle East and North Africa
MIPPA	Madrid International Plan of Action on Ageing
NSO	National Statistics Office
PAPFAM	Pan-Arab Population and Family Health Project
PCDI	Population Composite Development Index
RCP	Regional Collaboration Platform
PD	Population Dynamics
RIAP	Regional Intervention Action Plan
SIDA	Swedish International Development Cooperation Agency
SRHR	Sexual and Reproductive Health and Rights
TFR	Total Fertility Rate
ToR	Terms of Reference
UAE	United Arab Emirates
UN	United Nations
UNFPA	United Nations Population Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSDCF	United Nations Sustainable Development Cooperation Framework

Section 1. Summary

This section provides an overview high-level summary of the findings. The evidence for the findings can be found in Section 3 (Evidence Tables).

Key Findings:

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Finding 1: While the regional work of UNFPA on ageing and the demographic dividend is timely and relevant, the global pivot of UNFPA to focus on SRHR has caused some regional-level challenges with UN coordination and country-level shortfalls in the capacity of UNFPA teams to deliver Population and Data programming.

● UNFPA work on ageing and the demographic dividend in ASRO has been timely and relevant and reflects the diverse needs of countries in the region.

● The strategic pivot of UNFPA to SRHR has caused a degree of overlap between UN agencies' mandates at the regional level and is affecting the organisation's capacity to deliver on its population dynamics and data programme at the national level.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA programming on population dynamics and data   in the Arab States regions has both significant strengths and challenges. A key strength is integration of gender and human rights-based approaches. Some missed opportunities are filling data gaps in left-behind population groups (migrant populations, people with disabilities, and those living in chronic emergency contexts) and on the intersection of climate change with migration. A significant weakness and overall risk to UNFPA is not being seen as a partner of choice in supporting digitalisation.

● UNFPA is widely commended for its integration of a gender lens and human rights-based approach into its population dynamics and data programme in the region.

● There is a need for data and demographic intelligence on a range of population groups in ASRO including migrant populations, people with disabilities, and those living in chronic emergency contexts; UNFPA is missing an opportunity to fill these gaps, in part because of an 'over-focus' on SRHR and because of the sensitive nature of these population groups.

● There is an unmet need for analysis of the effects of climate change and migration on population dynamics; this is especially true in ASRO where a large proportion of countries are experiencing acute climate change and there are very large, displaced populations.

● UNFPA suitability as a partner capable of supporting digitisation efforts are shifting in the region; the organisation is increasingly not perceived to be a partner capable of supporting digitisation.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: There is a strategic opportunity at the regional level to improve the collection and use of data to strengthen communications and advocacy messages across SRHR, gender equality, and adolescents' and young people's rights in the region.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: The operating context in the region, including the COVID-19 pandemic, has compounded the effects of the organisational focus towards SRHR and stretched UNFPA support to national data collection and systems to the point where stakeholders are beginning to look for other organizations to fill the gap.

● While UNFPA ASRO plays a key role in supporting the development of national data systems through support to country offices and its partnerships, it has faced challenges arising from COVID-19 and the high proportion of humanitarian crises in the region.

● There is concern amongst stakeholders about which UN agency/ies will fill the gaps in supporting countries with foundational data collection exercises given the strategic pivot to SRHR.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Building on regional success in strategic positioning the agendas of the ICPD and demographic dividend, ASRO is continuing to respond to changing country-level realities by paying increasing attention to ageing.

● UNFPA has been successful in strategically positioning and mainstreaming the ICPD agenda in ASRO.

● While UNFPA has worked to strategically position the demographic dividend in ASRO, it has responded to changing regional and country needs by focusing more on ageing in recent years.

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: The Arab States region has generated significant experience for UNFPA in responding to humanitarian responses. While UNFPA is seen as a proactive humanitarian actor, experience also reveals an internal tension between maintaining the traditional quality standards of statistical data while engaging with the realities of humanitarian programmatic and operational data. Perhaps as a result, stakeholder perceptions are mixed about UNFPA contributions to Common Operational Datasets on population dynamics in emergencies.

● There is a tension between UNFPA's traditional role as the supporter of the production of statistics in countries, and the need for less statistically vigorous operational and programmatic data in emergency contexts, and as a result the exact parameters of UNFPA's role in emergency contexts is not clearly defined.

● UNFPA plays an active role within the UN system to coordinate humanitarian responses, but there are mixed views as to the utility of its contributions to CODs.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: UNFPA has the right partnerships to deliver on population dynamics and data, but these are hampered by the shift in strategic attention to SRHR and scope for better leveraging innovation and non-traditional data sources.

● While UNFPA has the right partnerships in place to deliver its work on population dynamics and data in the region, some of these partnerships are under strain because of the strategic pivot to SRHR.

- There is an opportunity for UNFPA to engage in more innovative partnerships and leverage the potential of non-traditional data sources to support data collection and analysis of population dynamics.

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: Overall, funding for population dynamics and data work is lower in Arab States than in other UNFPA regions, and reduced availability of resources and technical capacity is eroding UNFPA influence with partner country governments.

- Funding for population development and data in ASRO is lower than the global average within UNFPA

- There is concern that the reduced availability of resources and technical capacity within UNFPA to support work on population dynamics and data is affecting the organisation's influence with partner governments.

Section 2. Introduction and Methodology

The Evaluation Office of UNFPA commissioned an independent evaluation of *"UNFPA support to population dynamics and data including links to ageing, low fertility, the demographic dividend and demographic resilience."* The rationale for this evaluation is an identified information gap within centralised UNFPA evaluations on the population dynamics thematic area.[320]

The evaluation assessed the relevance, coherence, efficiency, effectiveness, and sustainability of UNFPA support on addressing population dynamics and population data over the period of the previous two strategic plans (2014-2017 & 2018-2021) in order to identify lessons, good practices innovations and opportunities for UNFPA for implementation, including scale-up and cross fertilization, over the course of the current strategic plan (2022-2025). This assessment focused on UNFPA support to ageing and low fertility, the demographic dividend and demographic resilience within the broader area of population dynamics and data with a gender lens.

The evaluation is forward-looking and strategic in nature with the **primary purpose** being to inform UNFPA future support and programming in the area of population data, population dynamics, population and development with a gender lens within the framework of the current Strategic Plan 2022-2025.

As per the evaluation terms of reference (ToR), the **two specific objectives** of the evaluation are:

- **To assess the relevance, coherence, efficiency, effectiveness and sustainability** of the UNFPA support to population data, population dynamics, as well as population and development with a specific focus on (a) the demographic dividend; and (b) population ageing and low fertility. The evaluation also integrated demographic resilience in addition to a gender-responsive approach across all aspects of the evaluation.

- **To identify lessons learned** which can be used to inform the mid-term review of the 2022 - 2025 Strategic Plan and the design of evidence-based population policies, programmes and strategies.

The **scope of the evaluation** has three aspects:

- **Temporal scope:** 2014-2022.

- **Geographic scope:** the evaluation covered interventions on population dynamics and data at global, regional and country levels, including the strength of UNFPA linkages and synergies between levels and a particular focus on the country level.

- **Thematic scope:** population data; population dynamics; and population and development with specific focus on UNFPA support to (a) strengthening national population data systems, including data collection, analysis, dissemination and utilisation in both development and humanitarian contexts; (b) promoting rights-based and evidence-based public policies, integrating population dynamics including in CCAs, UNSDCFs and CPDs.; (c) analysis of population and development trends, utilising and mainstreaming population data / demographic intelligence to improve development policies and leverage the demographic dividend, and addressing ageing and low fertility with a lens of gender and broader inclusion.

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[320] Within both the Strategic Plan 2014-2017 and the Strategic Plan 2018-2021, Population Dynamics was one of four high-level outcomes for UNFPA, the others being SRHR; gender equality, and adolescents and youth. In the 2022-2025 Strategic Plan, the three transformative results of UNFPA (ending preventable maternal death; ending unmet need for family planning; and ending GBV and harmful practices) have become the outcomes within the Strategic Plan and population change and data is now framed as one of six key outputs necessary to meet these three transformative results (outcomes), with the others being policy and accountability; quality of care and services; gender and social norms; humanitarian action; and adolescents and youth.
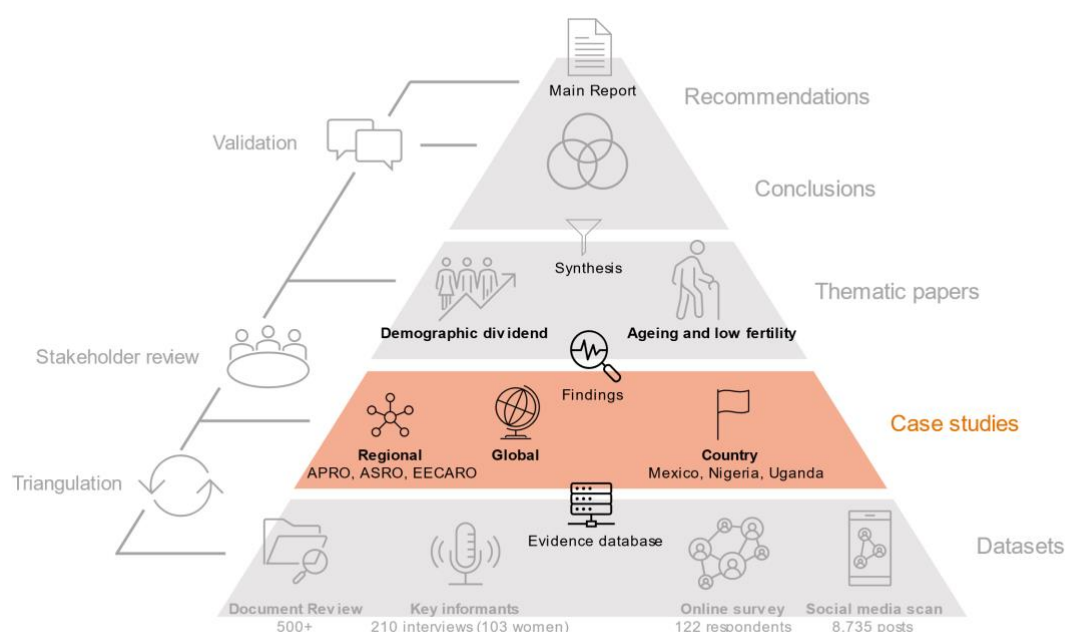
The evaluation team has employed a **mixed methods approach** to data collection and analysis that incorporates collection and analysis of both quantitative and qualitative data, ensuring the appropriate sample size and with considerations of gender and types of respondents to ensure a diversity of stakeholders are included. These methods were applied across all components of the evaluation matrix (see above).

The evaluation is framed around a nested approach of **seven** data set components, consisting of three country case studies, three regional case studies, and 'additional' data collected at the global level, the regional level (outside of the three regional case studies), and an online survey and a social media scan. Collectively these data sets will provide evidence for combined analysis which will be used to produce:

1. **Two thematic papers;** one on the demographic dividend, and one on ageing and low fertility.
2. **The overall synthesis** evaluation report.

The ASRO case study is one of the six case studies conducted as part of the evaluation, with three focused at the country level (Uganda, Nigeria and Mexico) and three focusing on the regional level (EECARO, APRO and ASRO). The purpose of this case study is to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work in the Arab States region.

Figure 1: Location of the regional case studies in the overall evaluation approach

The main sampling method for the selection of the case studies was purposive sampling which is a non-probability sampling method, in this case based on the combined judgement of the evaluation team, the evaluation office (EO) and the evaluation reference group (ERG). Amongst the regions and countries in which UNFPA works, those that were considered to be particularly informative to the evaluation were selected to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work.
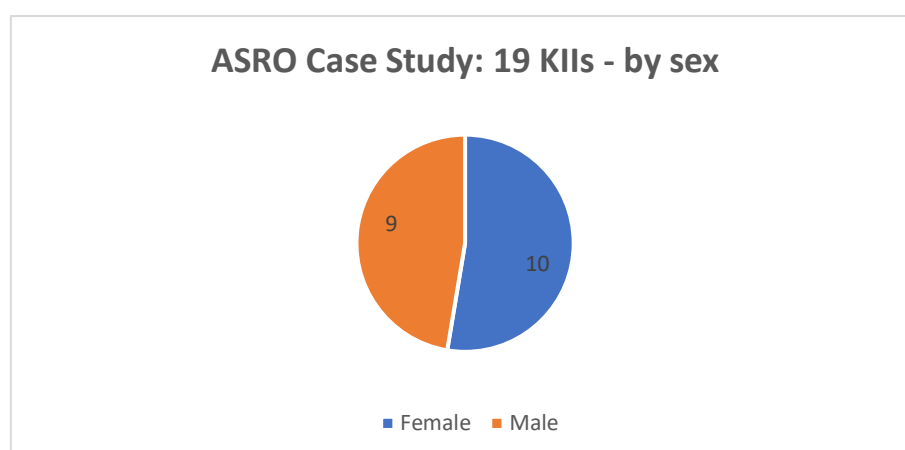
Sampling was based on 6 key criteria:

- CRITERION 1: The relevance to the thematic priorities on "ageing and low fertility" and the "demographic dividend".
- CRITERION 2: The UNFPA financial expenditure on Outcome 4 of the strategic plans 2014-2017 and 2018-2021 combined with the regional distribution and the UNFPA country classification system by quadrants.

- CRITERION 3: The involvement in humanitarian settings.
- CRITERION 4: Factors that might facilitate or hinder the data collection.
- CRITERION 5: Diversification of implementing approaches.
- CRITERION 6: The potential link with other mega-trends such as migration, urbanisation and climate change was also considered a plus for the selected countries. In particular, Mexico and Uganda appear to be well suited to provide a link to migration.

Initially the framing of this evaluation proposed two regional case studies and four country case studies. The sampling strategy for the selection within (Arab States and EECA) and countries (Mexico, Nigeria, Uganda and Viet Nam) for the case studies, based on the above criteria. However, UNFPA and the evaluation team then decided to expand the proposed Viet Nam country level case study into a regional Asia Pacific case study, thus having three country and three regional case studies. Asia Pacific is home to 60% of the global population and can provide insights into both low fertility and ageing, and the demographic dividend across programming and policy work for UNFPA, including south-south cooperation and transitioning phases.

The data universe for this case study was collected from 19 key informants and 49 documents that were reviewed.[321] A list of key informants and documents can be found in Section 6, below. The ASRO case study was conducted by Tom Orrell and Dr Khaled Hassan. This case study will constitute volume 3 of the evaluation report.

Figure 2: Key Informants by sex

ASRO Case Study: 19 KIIs - by sex

9   10

■ Female ■ Male

Figure 3: Key Informants by type
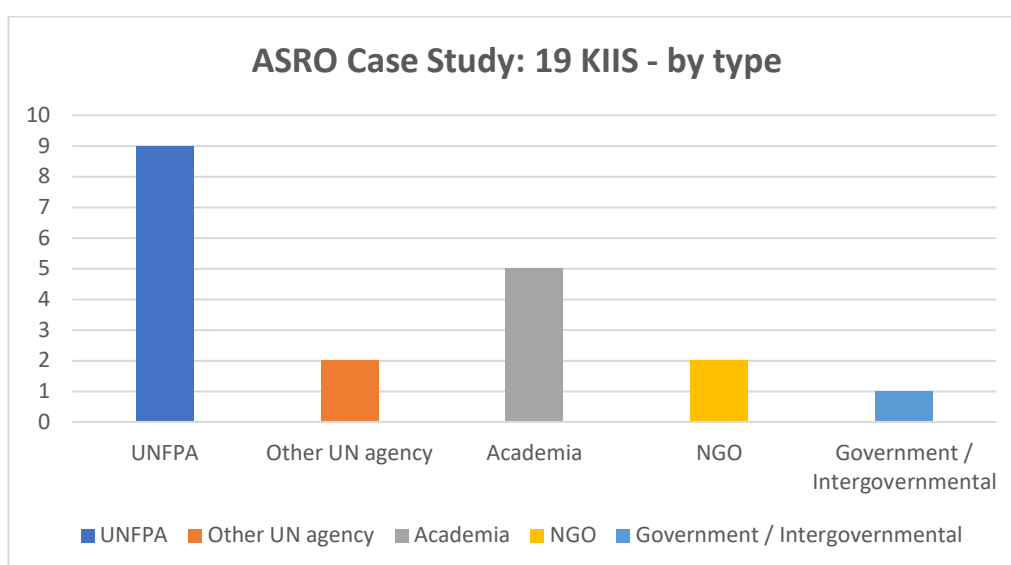
Section 3. Regional Overview

3.1 Regional Context

The Arab States region is relatively small compared to other parts of the world, with a total population of 393 million as of 2022.[322] Despite its small population size, the region is characterised by vast socioeconomic, political, and demographic contrasts.

While the region enjoys relative linguistic, cultural, and religious homogeneity, it simultaneously contains some of the world's richest and poorest nations.[323]

The Arab States region is also home to the highest

Figure SEQ Figure * ARABIC 4: Arab States Region Population Data

Arab States Region Population Data:	
Total Populations (million):	393
Average annual rate of population change, 2020-2025:	2%
Population aged 0-14, 2022:	34%
Population aged 10-24, 2022:	28%
Population aged 15-64, 2022:	61%
Population aged 65 and older, 2022:	5%
Maternal mortality ratio (deaths per 100,000 live births), 2017:	151
Births attended by skilled personnel:	86%
Adolescent birth rate (per 1,000), 2004 - 2020:	45
Unintended pregnancy rate (per 1,000), 2015 – 2019:	87
Contraceptive Prevalence Rate (CPR) women 15-49 (married), any method:	53%

proportion of humanitarian crises in the world,[324] making it complex to operate in. Compounding the effects of these humanitarian crises on regional population dynamics are external megatrends including migration and climate change, both of which substantially impact upon the region. Moreover, many of the issues that UNFPA advocates for, especially gender equality and access to SRHR, are culturally and politically sensitive in many of the region's countries.

While the average total fertility rate (TFR) across the region stands at 3.2, the contrasts in wealth and stability across the region means that this figure masks vast discrepancies. Wealthy countries in the region including United Arab Emirates (UAE) and Kuwait have respective TFR's of 1.3 and 2; both under the replenishment threshold of 2.1. Conversely, Somalia and Sudan, two of the poorest countries in the region have respective TFR's of 5.7 and 4.2; some of the highest rates in the world.[325] In turn, variance in fertility

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[322] UNFPA. 2022. *World Population Dashboard: Arab States.* Online at: https://www.unfpa.org/data/world-population-dashboard, accessed: 19 October 2022.

[323] For instance, Qatar's per capita gross domestic product (GDP) stood at USD 62,088 (2019) and UAE's at USD 43,103 (2019); while that of Somalia stood at USD 309 (2020) and Yemen at USD 824 (2018). Source: World Bank. 2022. *World Development Indicators.* Online at: https://datatopics.worldbank.org/world-development-indicators/, accessed 19 October 2022.

[324] The UN Office for the Coordination of Humanitarian Affairs (UNOCHA) estimates that over 55 million people in the Middle East and North Africa (MENA) region need humanitarian assistance. Source: UNOCHA. 2022. *Middle East and North Africa.* Online at: https://gho.unocha.org/appeals/middle-east-and-north-africa, accessed 19 October 2022.

[325] *Supra* at 3.

over time has led to some countries within the region experiencing a youth bulge, while others contend with an increasingly elderly population**.**

There is far less variance in the proportion of people aged 65+ across the region, with the average across Arab states being just 5%.[326] Notwithstanding this small percentage of elderly, the ageing agenda has gained a lot of momentum in the region in recent years.[327] Taken together, these factors result in a complex, challenging but dynamic region in which population dynamics have the potential to play an outsized role in policy planning – across development, humanitarian, and nexus settings – in the years to come.

Figure SEQ Figure * ARABIC 5: UNFPA map of Arab States Region

Source: https://arabstates.unfpa.org/en/where-we-work-0

3.2 UNFPA support to Population Dynamics and Data

UNFPA ASRO is located in Cairo, Egypt and supports operations across 15 UNFPA country offices, spanning from Morocco in the West to Oman in the East. The regional office's role is to ensure that "the objectives, programs and messages of the organisation are coherent and in line with UNFPA global priorities of ensuring that every pregnancy is wanted, every childbirth is safe and every young person's potential is fulfilled."[328]

To achieve these objectives, staff at the regional office provide advice and technical assistance, supporting the development of policies around family planning, maternal health, child marriage, female genital mutilation (FGM), GBV, human rights and gender equality, census and data collection, the demographic dividend, and ageing.[329] Taken together, these objectives contribute to UNFPA efforts to realise the

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[326] *Ibid.*

[327] UNFPA. 2017. *Ageing in the Arab Region: Statistical Trends and Policy Perspectives.* Online at: https://www.unfpa.org/resources/demographic-dividend-atlas-africa-tracking-potential-demographic-dividend, accessed 21 October 2022.

[328] UNFPA. 2022. *Where we work.* Online at: https://arabstates.unfpa.org/en/where-we-work-0, accessed 21 October 2022.

[329] *Ibid.*

principles of the ICPD agenda, and emphasise the value of investing in women and girls for development.[330]

Within its programme on data and population dynamics, UNFPA ASRO supports the generation of population data in the region through support to national census, and other large-scale data collection, exercises; helping countries to not just measure their current populations but glean the data that they will need to model and predict future demographic shifts.[331] UNFPA also helps to analyse data and supports the production of demographic intelligence in countries across the region.[332] Finally, UNFPA ASRO also supports the application of demographic data and intelligence into national – and regional – population-related policies that help to guide development objectives, including the SDGs.[333]

In 2021, UNFPA expenditure on Population and Data was $6.5 million, around 3.2% of total expenditure in the region (by comparison, $86.7 million was spent on gender equality and empowerment of women and girls in the same timeframe). The vast majority of this expenditure, $5.8 million, was on supporting population data systems, with a small amount spent on demographic intelligence.

Expenditure over time has varied. In 2014, around $2.3 million was being spent on population data analysis, in 2018 no expenditure was recorded, while in 2019 it surged to over $8.3 million. Indeed, 2019 was the peak of expenditure on Population and Data in Arab States, representing 4.6% of the region wide total. It is more typically in the range of 1%-3% of total expenditure during the scope of the evaluation. Proportionally, the Population and Data work has received a greater share of core resources, receiving up to 10%-14% of offices' allocations.

In addition to the support that ASRO provides to country offices in the region, it also works at the regional level; engaging and coordinating with other UN agencies, including with the UN Economic and Social Commission for Western Asia (ESCWA) through the Issue-Based Coalition (IBC) on data and statistics within the Regional Collaborative Platform (RCP).[334]

ASRO also conducts advocacy through regional political fora to forward agendas on both the demographic dividend and ageing. For instance, as a regional office that straddles both the African and Asia continents, ASRO has engaged with the African Union's (AU) efforts to promote policies to harness the demographic dividend in Africa; [335] especially through the support for the AU's *Harnessing the Demographic Dividend through investments in youth* year, held in 2017.[336] It has also supported the LAS to develop the Arab region's first strategy on ageing and has subsequently supported governments in the region to develop

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[330] UNFPA. 2022. *International Conference on Population and Development.* Online at: https://www.unfpa.org/icpd, accessed 21 October 2022.

[331] UNFPA. 2022. *What We Do: Census.* Online at: https://arabstates.unfpa.org/en/topics/census-5, accessed 22 November 2022.

[332] For example, see: UNFPA. Looking towards a brighter tomorrow: Mobility of the Somali People, Vol. 6, 2016., and UNFPA. Somalia Drought Response Map showing the affected population by district. unknown date.

[333] For example, see: UNFPA. Mapping of Population Policies in the Arab Region and Their Alignment with Existing Strategies in Relation to the ICPD, Regional Report. 10 October 2019.

[334] UN. 2022. *RCP: Arab States.* Online at: https://unsdg.un.org/un-in-action/rcp-arab-states?tab=countries-listing, accessed 21 October 2022.

[335] Weny, K., Snow, R. & Zhang, S. 2017. *The Demographic Dividend Atlas for Africa: Tracking the Potential for a Demographic Dividend.* UNFPA. Online at: https://www.unfpa.org/resources/demographic-dividend-atlas-africa-tracking-potential-demographic-dividend, accessed 21 October 2022.

[336] UNFPA. *Arab States: What We Do: The Demographic Dividend.* Online at: https://arabstates.unfpa.org/en/topics/demographic-dividend-6, accessed 21 October 2022.

and implement their own ageing strategies.[337] A further key regional partner through which ASRO conducts advocacy, raises awareness around issues central to its mandate and provides support is the Gulf Cooperation Council (GCC).[338]

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[337] LAS. *Arab Region Strategy on Ageing 2019-2029.* 2019.

[338] UNFPA. 2022. *Gulf Cooperation Council.* Online at: https://gcc.unfpa.org, accessed 21 October 2022.

Section 4. Evidence Tables

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Finding 1: While the regional work of UNFPA on ageing and the demographic dividend is timely and relevant, the global pivot of UNFPA to focus on SRHR has caused some regional-level challenges with UN coordination and country-level shortfalls in the capacity of UNFPA teams to deliver Population and Data programming.

Figure 6: Source and strength of evidence for EQ1 findings

EQ1 Findings and strength of evidence
UNFPA work on ageing and the demographic dividend in ASRO has been timely and relevant and reflects the diverse needs of countries in the region.
The strategic pivot of UNFPA to SRHR has caused a degree of overlap between UN agencies' mandates at the regional level and is affecting the organisation's capacity to deliver on its population dynamics and data programme at the national level.

UNFPA work on ageing and the demographic dividend in ASRO has been timely and relevant and reflects the diverse needs of countries in the region.

As elaborated upon in Regional Overview above, the Arab region is made up of countries with a very wide range of political, socio-economic, and demographic characteristics. UNFPA ASRO's challenging operational context makes it a region in which both policies about the harnessing of the demographic dividend and planning for an ageing population are extremely relevant. Throughout interviews with stakeholders across a range of entities, UNFPA's role in supporting both agendas was commended. This commendation on relevance mirrors that established in an evaluation published in December 2020 which found that:

> "The PD component of the RIAP is a reflection of the context of Arab States region, and are relevant to the priority needs of the region and provide unique and valued contributions to the RIAP. UNFPA is addressing highly relevant population dynamics (PD) issues in the Arab States and indeed, in some countries is driving new ways of thinking about PD. Population dynamics is concurrently a focus programme and provider of support, and has been an enabler in the policy-development processes. Including policies surrounding SRH, young people, and GBV. […] The PD component is responding to the priority needs in the region through the support of COs and through strong strategic partnerships."[339]

Regarding the agenda to harness the demographic dividend, it was noted that UNFPA's ASRO supported several country offices in the region to develop strategies and studies to leverage its potential.[340] For example, ASRO supported the Jordan country office to develop a full strategy on harnessing the demographic dividend, including the development of new questions for the national census designed to capture more granular data on young people. In Egypt, ASRO supported a study on the potential of the

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[339] UNFPA. *Evaluation of the United Nations Population Fund Regional Interventions Action Plan for Arab States 2018 – 2021.* 2021.

[340] ASRO UNFPA, Iraq and Egypt CO UNFPA respondents.

demographic dividend in the country which then informed a government initiative to engage marginalised young people and engage them in productive economic activities. ASRO also facilitated cross-country learning and studies on the demographic dividend in the region, for instance producing a comparative study of demographic dividend policies in Morocco and Egypt, and comparing them to those of South Korea to inform policy in the region.[341]

Regarding the policy agenda around ageing, this is an area that member states have had a particular interest in, in recent years. Several interviewees[342] noted UNFPA's role in supporting LAS's development of the *Arab Region Strategy on Ageing 2019-2029* (2019)[343] as the main example of the organisation's strategic relevance in this area. The strategy was developed at the Head-of-State level within the League.

UNFPA ASRO's ability to maintain a balance in providing support between the agendas on the demographic dividend and ageing, and to support the attainment of tangible strategic results in both, is testament to its relevance and ability to adapt to priorities as they evolve in the region.

The strategic pivot of UNFPA to SRHR has caused a degree of overlap between UN agencies' mandates at the regional level and is affecting the organisation's capacity to deliver on its population dynamics and data programme at the national level.

Notwithstanding the relevance of UNFPA's work on the demographic dividend and ageing in ASRO, almost every interviewee consulted as part of this evaluation in the region raised concerns about the impact of UNFPA's pivot to SRHR on the clarity of the organisation's mandate and its ability to deliver its programme on population dynamics and data in future.[344] While it was noted that the issue of clarity between UN agencies' mandates was not a challenge that is limited to UNFPA, it is one that is more prominent within the organisation since the pivot to SRHR.

In particular, concerns were raised about the effect that the pivot to SRHR has had on UN agency mandates. A perception exists that in recent years UNFPA has encroached upon the mandate of UN Women and that there is a general overlap in the gender mandates between UNFPA ASRO, UNFPA country offices, and UN Women. It was suggested that to be most relevant, UNFPA should lead not only on women's rights issues but all components of the family: youth, the elderly, women, people with disabilities, etc.[345]

The sense that UNFPA focused on women at the expense of other categories of people was echoed by several interviewees, with one also drawing out the link to country needs: "The strategic change that UNFPA is making [by focusing more on women] is not being driven by changing national needs. In many countries there are a lot of needs [around data] that are being unmet because of the over-focus on gender."[346]

There was a common perception that to counter this challenge, UNFPA's focus on SRHR should be accompanied by a renewed focus on population dynamics and data. As an interviewee put it, "both are

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[341] *Ibid.*

[342] ASRO UNFPA and external respondents.

[343] *Supra* at 18.

[344] Both ASRO UNFPA and external respondents.

[345] Other UN Agency respondents.

[346] Other UN Agency respondent.

needed [...] no other UN agency is able to fill this gap [around population dynamics and data]." The focus on SRHR that is now so central to UNFPA's agenda has, "shrunk UNFPA's role as a cross-cutting producer and supporter of population data."[347]

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA programming on population dynamics and data   in the Arab States regions has both significant strengths and challenges. A key strength is integration of gender and human rights-based approaches. Some missed opportunities are filling data gaps in left-behind population groups (migrant populations, people with disabilities, and those living in chronic emergency contexts) and on the intersection of climate change with migration. A significant weakness and overall risk to UNFPA is not being seen as a partner of choice in supporting digitalisation.

Figure 7: Source and strength of evidence for EQ2 findings

EQ2 Findings
UNFPA is widely commended for its integration of a gender lens and human rights-based approach into its population dynamics and data programme in the region.
There is a need for data and demographic intelligence on a range of population groups in ASRO including migrant populations, people with disabilities, and those living in chronic emergency contexts; UNFPA is missing an opportunity to fill these gaps, in part because of an 'over-focus' on SRHR and because of the sensitive nature of these population groups.
There is an unmet need for analysis of the effects of climate change and migration on population dynamics; this is especially true in ASRO where a large proportion of countries are experiencing acute climate change and there are very large, displaced populations.
UNFPA suitability as a partner capable of supporting digitisation efforts are shifting in the region; the organisation is increasingly not perceived to be a partner capable of supporting digitisation.

UNFPA is widely commended for its integration of a gender lens and human rights-based approach into its population dynamics and data programme in the region.

UNFPA ASRO was commended for its integration of a gender lens and human rights-based approach into its work on population dynamics and data.[348] For instance, in the development of the Population Development Composite Index (PDCI),[349] a tool developed by ASRO to measure how countries are progressing against the ICPD agenda, all 39 indicators used in the index emanate from human rights. Moreover, ASRO has learnt from this exercise and has adopted a similar rights-based approach in its development of an index on adolescent girls.

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[347] ASRO UNFPA respondent.

[348] Across all respondent groups and corroborated by survey data which found that 89% of UNFPA staff respondents either strongly agreed or agreed that UNFPA has clearly and visibly supported and integrated gender within population dynamics and data; and that 87% of UNFPA staff respondents either strongly agreed or agreed that UNFPA has supported and integrated broader inclusion recognising contextual issues of marginalisation and vulnerability.

[349] UNFPA. Population Development Composite Index, PCDI Report 2020. 2020.

Operationally, the incorporation of a gender lens and human rights-based approach into ASRO's work on population dynamics and data involves a degree of synergy and cooperation within the office to achieve results. Studies, strategies, tools produced on population dynamics and data are shared with the Gender and Human Rights team for input and comment, thus ensuring that both gender and human rights lenses are incorporated in all final outputs.[350] This approach was taken with the *Arab Region Strategy on Ageing 2019-2029* (2019)[351] for example and has subsequently been built on through UNFPA's partnership with HelpAge International. Through this partnership, ASRO developed guidelines on adopting a rights-based approach in the development of policies on ageing which is now used in the region.[352]

At country level, taking a gender sensitive approach to UNFPA's work in the Arab region is extremely important. UNFPA Somalia achieved this in practice by leveraging local knowledge of cultural norms. For example, when the recent Demographic and Health Survey (DHS) was undertaken in Somalia, UNFPA insisted that the majority of enumerators employed be women. This was deemed important to ensure that data on women's sexual and reproductive health be collected given the cultural sensitivities around these issues. As a result, approximately 70% of the enumerators hired were women.[353]

These findings reflect those in the *Evaluation of the United Nations Population Fund Regional Interventions Action Plan for Arab States 2018 – 2021* published in December 2020 which found that:

> "Promoting human rights and gender equality in diverse regional, national and local contexts is integrated in PD programming. The PD programming encompasses a human-rights-based approach, is culturally sensitive and gender aware, and is inclusive and participatory. Creating an enabling environment for people to engage in a participatory process, make their own informed choice, exert their freedoms, expand their capabilities, and ensure that they 'own' the process and develop a sense of entitlement."[354]

There is a need for data and demographic intelligence on a range of population groups in ASRO including migrant populations, people with disabilities, and those living in chronic emergency contexts; UNFPA is missing an opportunity to fill these gaps, in part because of an 'over-focus' on SRHR and because of the sensitive nature of these population groups.

Notwithstanding the incorporation of a gender lens and human rights-based approach into UNFPA's work on population dynamics and data, the 'over-focus' on SRHR, as the evidence shows, has resulted in a gap on demographic intelligence on marginalised groups in many countries in the region. This is despite the organisation being vocal in its advocacy for marginalised groups in the region, a point of commendation that was repeated by numerous interviewees.[355]

Where UNFPA ASRO has produced demographic intelligence on migrants, it has generally been through the lens of SRHR. For instance, the office undertook data collection and produced a study in Cairo and

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[350] Multiple ASRO UNFPA respondents.

[351] *Supra* at 18.

[352] NGO respondent.

[353] UNFPA Somalia Country Office respondents.

[354] *Supra* at 20.

[355] Across several respondent groups including ASRO UNFPA, Other UN Agency and NGO.

Beirut on the reproductive service needs of migrants. The study indicated that young urban migrants do not consider SRHR a priority.[356]

One opportunity that was highlighted as a way for UNFPA to potentially do more to fill the gap around demographic data on migrant communities in ASRO was through the work being done in the Arab Region's Issue-Based Coalition (IBC) on migration, of which UNFPA ASRO is a co-Chair together with ESCWA and the ILO. UNFPA could perhaps do more to help strategically position it in a way that helps to leverage the whole UN to produce and share data on migrant communities in the region.[357]

It is important to also recognise the external factors that have impacted UNFPA ASRO's ability to engage in data collection and the production of demographic intelligence on vulnerable groups in the region. As the *Evaluation of the United Nations Population Fund Regional Interventions Action Plan for Arab States 2018 – 2021* published in December 2020 puts it:

> "Migration is an important component of the ICPD. PD does not have sufficient data on migrants in different countries in the regions due to its highly politicized nature. Migration is a very important component of the ICPD. The lack of sufficient data on migration is due to the perception and views on migration flows and patterns across the region as 'highly political'. The PD component in ASRO best approach filling the gap on data on migration has been to partner with different organisations on efforts to collect data and instituting research on migrants in the region. A number of the key stakeholders, including IPs and government representatives in Somalia, indicated that UNFPA's continued active engagement in this thematic area would add significant value to the RIAP."[358]

There is an unmet need for analysis of the effects of climate change and migration on population dynamics; this is especially true in ASRO where a large proportion of countries are experiencing acute climate change and there are very large, displaced populations.

Building on the above finding, given the extent of displaced populations in the Arab region and the extreme temperatures that much of the region faces, numerous interviewees highlighted the data gap around the climate change, and the climate change-migration nexus. There is a perceived need among many stakeholders for more data on the effects of climate change on migration patterns. There is recognition that data on this nexus is a gap across the whole UN system but that UNFPA is well situated and mandated to work towards filling this knowledge gap.[359]

As it stands, this would appear to be a substantive gap in reviews and evaluations across the region. A scan of the UNFPA evaluation database[360], searching for every country in the Arab States region yields a result of seven country-level evaluations. Of the seven evaluations, four make no reference to climate change at all – let alone a climate change-migration nexus, and the remaining three make no more than two references, all of which are cursory, as demonstrated in Figure 5 below:

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[356] ASRO UNFPA respondent referencing ASRO publication.

[357] Other UN Agency respondent.

[358] *Supra* at 20.

[359] References to this theme and gap were made by several respondents across stakeholder groups including ASRO UNFPA, Other UN Agency, NGO and Government.

[360] UNFPA. 2022. Evaluation database. Online at: https://www.unfpa.org/evaluation/database, accessed 6 December 2022.

Evaluation	Reference to Climate Change
UNFPA. 2022. UNFPA Libya Country Programme Evaluation: 1st Country Programme 2019 – 2022.[361]	One reference to climate change, in the context of it being part of the title of the "Paris Agreement on climate change".
UNFPA. 2020. Somalia Country Programme Evaluation: 2018 – 2020.[362]	One reference to climate change in 'Country Context' in reference to spikes of severe drought and flooding being, "a reminder that Somalia has become increasingly vulnerable to climate change."
UNFPA. 2022. Evaluation of the UNFPA Jordan 9th Country Programme (2018 – 2022): Final Evaluation Report.[363]	Two references to climate change, both appear in the same sentence quoting the text of SDG 13.
UNFPA. 2017. Evaluation of the UNFPA 9th Country Programme Egypt (Mid 2013-2017).[364]	No reference.
UNFPA. 2019. Evaluation of the UNFPA response to the Syria crisis (2011 – 2018).[365]	No reference.
UNFPA. Evaluation of the Iraq 2nd Country Programme 2016 – 2019.[366]	No reference.
UNFPA. 2020. UNFPA CPE: Syria. 8th Country Programme 2016 – 2018.[367]	No reference.

UNFPA suitability as a partner capable of supporting digitisation efforts are shifting in the region; the organisation is increasingly not perceived to be a partner capable of supporting digitisation.

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[361] UNFPA. 2022. UNFPA Libya Country Programme Evaluation: 1st Country Programme 2019 – 2022. Online at: https://www.unfpa.org/sites/default/files/2022-11/Libya%20CPE%20Report%20_%20Final.pdf, accessed 6 December 2022.

[362] UNFPA. 2020. Somalia Country Programme Evaluation: 2018 – 2020. Online at: https://www.unfpa.org/sites/default/files/CPE_Somalia.pdf, accessed 6 December 2022.

[363] UNFPA. 2022. Evaluation of the UNFPA Jordan 9th Country Programme (2018 – 2022): Final Evaluation Report. Online at: https://www.unfpa.org/sites/default/files/2022-11/Jordan%20CPE.pdf, accessed 6 December 2022.

[364] UNFPA. 2017. Evaluation of the UNFPA 9th Country Programme Egypt (Mid 2013-2017). Online at: https://www.unfpa.org/sites/default/files/CPE_-_UNFPA_Country_Programme_Evaluation_-_Egypt.pdf, accessed 6 December 2022.

[365] UNFPA. 2019. Evaluation of the UNFPA response to the Syria crisis (2011 – 2018). Online at: https://www.unfpa.org/sites/default/files/Syria_Evaluation_Report_Volume_1_UPDATED_4MB.pdf, accessed 6 December 2022.

[366] UNFPA. Evaluation of the Iraq 2nd Country Programme 2016 – 2019. Online at: https://www.unfpa.org/sites/default/files/CPE_Iraq.pdf, accessed 6 December 2022.

[367] UNFPA. 2020. UNFPA CPE: Syria. 8th Country Programme 2016 – 2018. Online at: https://www.unfpa.org/sites/default/files/2022-07/UNFPA%20Syria%20Country%20Programme%20Evaluation%20Report_Final_2021_final.pdf, accessed 6 December 2022.

There was concern from both within UNFPA, and in partner organisations, about ASRO's ability to support digitisation drives in the region.[368] While there was recognition and appreciation for the expertise that *does* exist, for instance UNFPA's support to the Government of Iraq and the digitisation of its census, there was concern that the organisation lacks the technical skills and resources to support more complex or large-scale digitisation efforts.[369]

In Morocco for instance, although UNFPA supported the High Commissioner for Planning in the country to establish administrative databases at the regional level (governorate), there was concern expressed about the ability of UNFPA to advise on the building of these systems and whether the organisation had the technical expertise necessary to do so.[370]

Further concern around ASRO's ability to support digitisation efforts related to the lack of funding to support projects in the region. In 2019, an initiative by ASRO to develop an application to track SRHR issues that young people in the region faced was terminated due to insufficient financial resources. Funding was available and used to develop the application but there was not enough to proceed with dissemination, so the project was discontinued.[371]

Improvements in funding streams and technical capacity are necessary for ASRO's future ability to support digitalisation efforts.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: There is a strategic opportunity at the regional level to improve the collection and use of data to strengthen communications and advocacy messages across SRHR, gender equality, and adolescents' and young people's rights in the region.

Figure 8: Source and strength of evidence for EQ2 findings

EQ3 Findings

There is a strategic opportunity at the regional level to improve the collection and use of data to strengthen communications and advocacy messages across SRHR, gender equality, and adolescents' and young people's rights in the region.

Overall, there was a documented willingness and history of coordination and collaboration across programmatic areas within UNFPA ASRO, especially at the intersection of their work in relation to LNOB.[372] The 2021 Annual Report for instance noted that,

> As part of ASRO's efforts to leave no one behind, SRH team [sic] led a regional multi-thematic, multi-country research on SRH, GBV and data related needs and challenges faced by persons with disabilities. The research took place in 4 countries representing the diversity of the region namely Jordan, Palestine, Morocco and Sudan.[373]

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[368] ASRO UNFPA and Other UN Agency respondents.

[369] ASRO UNFPA and Iraq Country Office respondents.

[370] ASRO UNFPA respondent.

[371] *Ibid.*

[372] ASRO UNFPA respondents.

[373] UNFPA. 2021 Annual Report - Arab States Region. 27 January 2022.

Despite ASRO's best efforts though, the Middle East region has data gaps across all UNFPA mandate areas.[374] This is generally due to a combination of political and humanitarian factors across the region. Staff at UNFPA ASRO recognised that data is generally a weakness in the region and that many countries do not have the data that they need.[375] As a result of this, sometimes the quality of UNFPA ASRO research has been limited, with knock-on effects for advocacy around gender rights.[376]

Examples of this limitation in practice include recent research that the Gender and Human Rights Unit at ASRO undertook on harmful practices such as FGM, GBV and child marriage during COVID-19 in the region. Ultimately, it was found that there was very little data, and very few mechanisms for collecting data, on these issues during the pandemic. When the study was published, the data on which it was based were patchy and thin. As a result, the evidence needed to persuade countries that there had been a serious uptick in GBV during lockdowns and this required a policy response was anecdotal and unreliable, making advocacy extremely hard. [377]

These types of issues are common not just in UNFPA's gender equality work but across all of its mandated areas. In sum, thematic work areas across UNFPA all face similar challenges in relation to data limitations, which then also limit the ability of the organisation to conduct advocacy at the regional and national levels.[378]

One interviewee recommended that more could therefore be done to align messaging and pool examples across areas of work at the regional level, to collectively support advocacy campaigns in various countries as needed. [379]

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: The operating context in the region, including the COVID-19 pandemic, has compounded the effects of the organisational focus towards SRHR and stretched UNFPA support to national data collection and systems to the point where stakeholders are beginning to look for other organizations to fill the gap.

Figure 9: Source and strength of evidence for EQ4 findings

EQ4 Findings
While UNFPA ASRO plays a key role in supporting the development of national data systems through support to country offices and its partnerships, it has faced challenges arising from COVID-19 and the high proportion of humanitarian crises in the region.
There is concern amongst stakeholders about which UN agency/ies will fill the gaps in supporting countries with foundational data collection exercises given the strategic pivot to SRHR.

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[374] Respondents from across stakeholder groups.

[375] ASRO UNFPA respondents.

[376] ASRO UNFPA respondent.

[377] *Ibid.*

[378] *Ibid.*

[379] *Ibid.*

While UNFPA ASRO plays a key role in supporting the development of national data systems through support to country offices and its partnerships, it has faced challenges arising from COVID-19 and the high proportion of humanitarian crises in the region.

ASRO was commended for its deployment of resources and technical expertise in population dynamics and data in the region.[380] However, the COVID-19 pandemic and the high number of humanitarian crises in the region made the implementation of UNFPA's programme on population dynamics and data very challenging in recent years.[381] The *Evaluation of the United Nations Population Fund Regional Interventions Action Plan for Arab States 2018 – 2021* published in December 2020 highlighted this point pertinently in relation to planned censuses in the region:

> "Upcoming censuses are being threatened by the advent of COVID-19 including in the Arab States. UNFPA is being challenged to find innovative ways involving new country-based approaches to population and housing census enumeration Ongoing humanitarian crisis and political instability in the region coupled by the advent of COVID-19 has introduced added barriers and challenges in conducting censuses. Participants highlighted these challenges and barriers as a major blow to the plans that UNFPA was putting in place to improve on censuses."[382]

In relation to the high proportion of humanitarian crises in the region, while this is explored further under EQ6 below, it was highlighted that because UNFPA's main partners at the country level consist of NSOs and Planning Authorities, there is often substantial delay and difficulty in providing support during acute emergencies as routine data collection and use becomes less of a priority.[383]

It must be noted that despite these significant challenges, UNFPA at the regional level does play a crucial role in the development of national data systems in the region. ASRO's coordination and support to the Iraq country office exemplifies this well.[384] UNFPA is responsible for coordinating support to Central Statistics agencies in Iraq and Iraqi Kurdistan. Its support includes technical support, providing guidance on international standards and promoting knowledge sharing between countries in the region. To this end, ASRO played a key role in facilitating knowledge sharing between the Iraqi NSO and those in Egypt and Jordan. ASRO also facilitated introductions to private sector partners to support Iraqi efforts to digitalise and modernise their census processes. Examples such as these illuminate UNFPA ASRO's value in supporting national-level data collection and use.[385]

There is concern amongst stakeholders about which UN agency/ies will fill the gaps in supporting countries with foundational data collection exercises given the strategic pivot to SRHR.

Related to UNFPA's strategic pivot to SRHR, concerns were raised about who governments should turn to within the UN system as resources within UNFPA for foundational data collection activities dwindle.[386]

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[380] Evidence from respondents across all stakeholder groups.

[381] ASRO UNFPA respondent.

[382] *Supra* at 20.

[383] ASRO UNFPA respondent.

[384] UNFPA Iraq Country Office respondent.

[385] *Ibid.*

[386] ASRO UNFPA and Other UN Agency respondents.

As one interviewee put it, "data and statistical services at country level are very important and impactful for NSOs. They cannot make it without UNFPA. Someone needs to fill the gap that they have left in the statistical production of population and family data."[387] This is corroborated by the findings under EQ8 of this case study which indicate that funding for population development and data work in the ASRO region are approximately half the global average for population dynamics and data within UNFPA.

A case in point is the Somali country context, which provides many unique challenges for international partners. In Somalia, UNFPA has been central to not only supporting the collection, analysis and use of data, but to the foundational task of establishing an independent NSO in a country with many competing centres of power.

Beyond the establishment of the Somali NSO, UNFPA has supported the Government of Somalia to develop foundational data systems and to get all parts of Somalia's complex political system to agree to procedures for data collection and harmonisation.[388] Despite this long history of foundational support, there is concern in the Somali Country Office and UNFPA ASRO that because UNFPA has moved into SRHR so much, they are no longer able to support core national work on population dynamics and data, leading to government partner disappointment.[389]

Moreover, a number of interviewees[390] mentioned the value of UNFPA ASRO's historic support to the Pan-Arab Project for Family Health (PAPFAM) which was aimed at helping Arab countries,

> to improve and strengthen the accessibility, availability range and quality of family health and reproductive health programmes, including the coverage of the underserved and vulnerable communities, through the creation of a reliable information database.[391]

The value of PAPFAM was acknowledged in UNFPA Annual Reports dating back as far as 2014, where PAPFAM was recognised,

> as a well-established Arab project assisting countries to conduct national family health surveys and has been upgraded into a permanent programme of LAS which indicates success and reflections in many ways national political commitment and support to data collection.[392]

Despite achieving this level of recognition and support, there was widespread concern that because of the strategic pivot to SRHR, UNFPA ASRO has been unable continue to support PAPFAM at effective levels and that given the competition from DHS and UNICEF's Multiple Indicator Cluster Survey (MICS) which are better resourced, the unique value of PAPFAM data is being lost.[393]

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[387] Other UN Agency respondent.

[388] UNFPA Somalia Country Office.

[389] ASRO UNFPA and Somalia Country Office respondents.

[390] UNFPA ASRO and Other UN Agency respondents.

[391] OPEC Fund for International Development. *Pan Arab Project for Family Health (PAPFAM) II.* Online at: https://opecfund.org/operations/list/pan-arab-project-for-family-health-papfam-ii, accessed 23 November 2022.

[392] UNFPA. 2014 Annual Report - Arab States Region. 18 December 2014.

[393] Multiple UNFPA ASRO and Other UN Agency respondents.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Building on regional success in strategic positioning the agendas of the ICPD and demographic dividend, ASRO is continuing to respond to changing country-level realities by paying increasing attention to ageing.

Figure 10: Source and strength of evidence for EQ5 findings

EQ5 Findings
UNFPA has been successful in strategically positioning and mainstreaming the ICPD agenda in ASRO.
While UNFPA has worked to strategically position the demographic dividend in ASRO, it has responded to changing regional and country needs by focusing more on ageing in recent years.

UNFPA has been successful in strategically positioning and mainstreaming the ICPD agenda in ASRO.

UNFPA is regarded as the 'champion' of the ICPD agenda in the Arab region, including the advocacy and practical support that ASRO has provided to countries.[394] ASRO is recognised as being one of the earliest proponents of the need to establish and develop foundational data systems that capture key demographic characteristics that can be used to inform national policy making. In 2014 for instance, UNFPA ASRO played a key role in facilitating the Arab region's participation and contribution to ICPD Beyond 2014 (B2014), publishing regional reports on the ICPD regional conference in English and Arabic, and translating the findings of the global survey for ICPD B2014 into Arabic.[395]

In more recent years, UNFPA ASRO's activities have extended beyond advocacy for the agenda, through to the development of tools designed to facilitate and track implementation of key provisions at the national level. The *Population Development Composite Index* (2020) produced by ASRO is a key example of this shift.[396]

The index allows countries to track progress against 39 rights-based indicators linked to ICPD targets and categorised into five dimensions, including: dignity, SRH, mobility, governance, and sustainability. As the document states in its introduction, it "reflects an   overall metric for achieving the ICPD Programme of Action in the context of a people-centred SDG approach."[397] Countries are "urged to use this new index for the purpose of benchmarking, monitoring, and evaluating progress of SDGs from a population lens."[398]

While UNFPA has worked to strategically position the demographic dividend in ASRO, it has responded to changing regional and country needs by focusing more on ageing in recent years.

While UNFPA ASRO's work on the demographic dividend has been timely and relevant, in recent years its attention has shifted more to the ageing agenda, based on regional needs.

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[394] Respondents across UNFPA ASRO, Country Offices, Other UN Agencies, Academia, and Government.

[395] *Supra* at 74.

[396] UNFPA. Population Development Composite Index, PCDI Report 2020. 2020.

[397] *Ibid.*

[398] *Ibid.*

UNFPA led substantial advocacy and strategic work[399] that contributed to the Heads of State of the LAS adopting the *Arab Region Strategy on Ageing 2019-2029* (2019).[400] Moreover, ASRO has played a critical role in mainstreaming and cascading the Regional Strategy at national level, and its work with HelpAge International to develop guidelines for national level implementation. Further, UNFPA ASRO has supported Egypt, Jordan, and several Gulf countries to develop their own national level ageing strategies, building on the Regional Strategy.[401]

To this end, UNFPA positioned itself as an indispensable partner on the ageing agenda, with one interviewee stating that "work on the elderly is gaining momentum and moving forward in the region thanks to UNFPA."[402]

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: The Arab States region has generated significant experience for UNFPA in responding to humanitarian responses. While UNFPA is seen as a proactive humanitarian actor, experience also reveals an internal tension between maintaining the traditional quality standards of statistical data while engaging with the realities of humanitarian programmatic and operational data. Perhaps as a result, stakeholder perceptions are mixed about UNFPA contributions to Common Operational Datasets on population dynamics in emergencies.

Figure 11: Source and strength of evidence for EQ6 findings

EQ6 Findings
There is a tension between UNFPA's traditional role as the supporter of the production of statistics in countries, and the need for less statistically vigorous operational and programmatic data in emergency contexts, and as a result the exact parameters of UNFPA's role in emergency contexts is not clearly defined.
UNFPA plays an active role within the UN system to coordinate humanitarian responses, but there are mixed views as to the utility of its contributions to CODs.

There is a tension between UNFPA's traditional role as the supporter of the production of statistics in countries, and the need for less statistically vigorous operational and programmatic data in emergency contexts, and as a result the exact parameters of UNFPA's role in emergency contexts is not clearly defined.

When UNFPA refers to humanitarian data, evidence shows that there is often some confusion as to what that means in practice.[403] Traditionally, and in line with its mandate, UNFPA focuses on population and demographic data, however, in humanitarian settings what is often pressing is the need for operational and programmatic data that provide insight into real-time conditions in often fast-changing contexts. There is therefore a perceived tension between much of UNFPA ASRO's work on population dynamics and data, and the operational needs of humanitarian response at country-level.

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[399] Respondents across multiple stakeholder groups.

[400] *Supra* at 18.

[401] ASRO UNFPA respondents, UNFPA Country Office respondents, Other UN Agency and Intergovernmental respondents.

[402] Other UN Agency respondent.

[403] ASRO UNFPA and Other UN Agency respondents.

Notwithstanding the above tension, there is acknowledgement and recognition of the value that UNFPA-supported data collection activities can play in emergency preparedness. For instance, it was recognized that census and survey data can help to establish the demographic characteristics of a population that then experiences an acute humanitarian crisis.[404] Statisticians and foundational data system experts often strive to establish methodologically sound and validated statistical systems but in humanitarian contexts the data usually just need to be 'good enough' for a particular operational use case.[405]

There was also widespread recognition of the political challenges that ASRO faces in producing and handling humanitarian data. For instance, it was noted that there are often barriers to humanitarian data access, especially potentially useful administrative data, in instances where there is a perceived security threat associated with that data.[406] Interviewees made several pertinent suggestions about actions that UNFPA may want to consider strengthening their support to data collection and analysis in humanitarian situations. These suggestions are set out at Section 5: Considerations for Action, below.

UNFPA plays an active role within the UN system to coordinate humanitarian responses, but there are mixed views as to the utility of its contributions to CODs.

UNFPA was widely recognized for its willingness to coordinate and engage with other parts of the UN system in responding to humanitarian crises in the region. UNFPA's partnerships beyond the UN system were also commended including for instance ASRO's partnership with IPPF in Syria, Yemen, and Sudan.[407]

However, evidence shows mixed views on the utility of UNFPA's contributions to the development of Common Operational Datasets (CODs) in the region. CODs were identified as being useful for capturing the demographic characteristics of a population at the outset of an emergency,[408] However, their shortcomings outweighed their utility. It was noted that CODs do not contain enough granularity to be useful in humanitarian response at the individual level and that this is often due to intentional denial of data access due to political reasons. CODs "become useless almost immediately and have a very short shelf-life"[409] in terms of the demographic data that they contain given how fast-paced many humanitarian emergencies are.

To improve the capture and use of demographic data across the UN system within humanitarian context, UNFPA should consider more widespread experimentation with innovative data collection and use, potentially leveraging geospatial data-based population estimation models, and mobile application-based systems.[410]

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

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[404] Other UN Agency respondent.

[405] ASRO UNFPA respondent.

[406] ASRO UNFPA, Academic and Other UN Agency respondents.

[407] ASRO UNFPA and NGO respondents.

[408] ASRO UNFPA and Other UN Agency respondents.

[409] ASRO UNFPA respondent.

[410] ASRO UNFPA and Other UN Agency respondents.

Finding 7: UNFPA has the right partnerships to deliver on population dynamics and data, but these are hampered by the shift in strategic attention to SRHR and scope for better leveraging innovation and non-traditional data sources.

Figure 12: Source and strength of evidence for EQ7 findings

EQ7 Findings
While UNFPA has the right partnerships in place to deliver its work on population dynamics and data in the region, some of these partnerships are under strain because of the strategic pivot to SRHR.
There is an opportunity for UNFPA to engage in more innovative partnerships and leverage the potential of non-traditional data sources to support data collection and analysis of population dynamics.

While UNFPA has the right partnerships in place to deliver its work on population dynamics and data in the region, some of these partnerships are under strain because of the strategic pivot to SRHR.

There was a broad understanding that UNFPA ASRO has the right partnerships to advance its work on population dynamics and data. The main institutional partnerships that were noted included ASRO's partnership with LAS with which the *Arab Region Strategy on Ageing 2019-2029* was produced;[411] the partnership with the GCC Statistical Forum; the partnership with ESCWA around the Madrid International Plan of Action on Ageing (MIPPA) review; the partnership with the AU on the demographic dividend; and, the partnership with UNOCHA to produce CODs in humanitarian settings.[412]

UNFPA's partnerships with academic institutions in the region, in particular ASRO's partnership with academic institutions in Australia as part of the kNOwVAWdata initiative,[413] and its partnerships with the American University of Beirut and American University of Cairo, and its training of trainer courses there are recognized to have contributed – and be contributing – to improved capacities within partner countries to collect data and produce demographic intelligence.[414]

These findings on the appropriateness and utility of ASRO's partnerships is aligned with that of the *Evaluation of the United Nations Population Fund Regional Interventions Action Plan for Arab States 2018 – 2021* published in December 2020 which found that:

> "The PD component has brought together high level, well-placed partners who provide expert assistance and political leverage, and bring significant visibility to UNFPA's PD work. Overall, the implementing partners selected by ASRO are widely recognised as leaders in the area of PD."[415]

Notwithstanding the validity of UNFPA's partnerships at the regional level, there was concern about the impact on traditional data partnerships of UNFPA's pivot to SRHR.[416] A reaffirmation by UNFPA leadership

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[411] *Supra* at 18.

[412] ASRO UNFPA, Other UN Agency, intergovernmental, academic and government respondents.

[413] UNFPA. *Data initiative to end violence against women goes global: kNOwVAWdata*. Online at: https://www.unfpa.org/updates/data-initiative-end-violence-against-women-goes-global-knowvawdata, accessed 23 November 2022.

[414] ASRO UNFPA, Other UN Agency and academic respondents.

[415] *Supra* at 20.

[416] ASRO UNFPA respondents.

of the importance of population dynamics and data as a programme area, coupled with renewed strategic interest and investment, could go some way to quelling such concerns.

There is an opportunity for UNFPA to engage in more innovative partnerships and leverage the potential of non-traditional data sources to support data collection and analysis of population dynamics.

A thread that ran through many interviews that were undertaken during data collection was that UNFPA lacks partnerships with large private sector, social media data producers. UNFPA recognises the benefits of partnerships with large data producers which would include access to non-traditional data that could improve the range, timeliness, and quality of demographic intelligence that ASRO produces. Such partnerships could also help to bridge any real or perceived shortcomings in UNFPA's ability to support countries with their digitalisation efforts.

A positive development in terms of the establishment of new, innovative partnerships is a pivot in the region towards UNFPA engaging in more partnerships with women's advocacy groups at the country level.[417] It was noted that these groups are often better placed than NSOs or other national data producers to run data collection exercises such as perception surveys on men and women's views on GBV.[418] Further building partnerships centred on data collection and data use for advocacy was seen as a potential area for future improvement.

Finally, the Arab Parliamentarians Forum project that was supported by ASRO and brought together Parliamentarians from across Arab States to discuss key demographic and gender issues was cited as an example of UNFPA's ability to foster innovative partnerships aimed at catalysing change over time on key priorities within the organisation's mandate.[419]

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: Overall, funding for population dynamics and data work is lower in Arab States than in other UNFPA regions, and reduced availability of resources and technical capacity is eroding UNFPA influence with partner country governments.

Figure 13: Source and strength of evidence for EQ8 findings

EQ8 Findings
Funding for population development and data in ASRO is lower than the global average within UNFPA
There is concern that the reduced availability of resources and technical capacity within UNFPA to support work on population dynamics and data is affecting the organisation's influence with partner governments.

Funding for population development and data in ASRO is lower than the global average within UNFPA

Funding analysis trends portrayed in Figures 13 and 14 below indicate that funding for population development and data work in the ASRO region are approximately half the global average for population dynamics and data within UNFPA. Moreover, as Figure 14 shows, there is a high reliance on core funding,

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[417] ASRO UNFPA respondent.

[418] *Ibid.*

[419] ASRO UNFPA respondent.

with other resources for population dynamics and data work making up on average just 2% of UNFPA's budget between 2014 – 2021.

The spike in core funding to population dynamics and data in 2018, and indicated in Figure 14, is a result of increased spending that year in anticipation of the 2020 census round.

Figure 14: ASRO and global P&D funding as a % of overall funding 2014-2021 (Source: https://www.unfpa.org/data/transparency-portal)
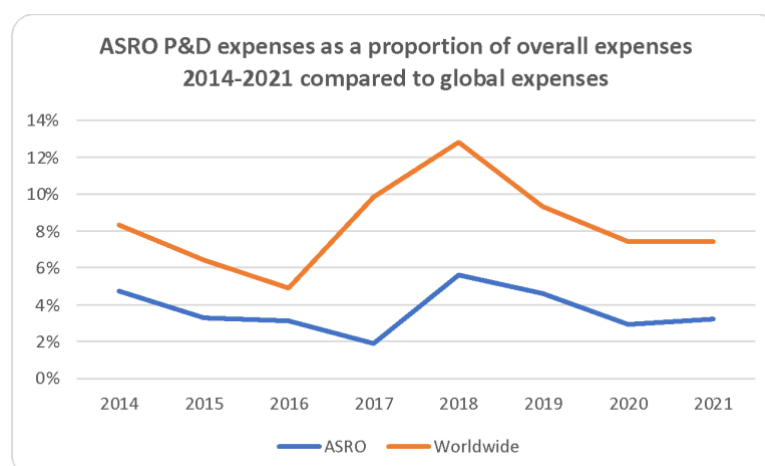
Figure 15: ASRO P&D funding core vs non-core 2014-2021 (Source: https://www.unfpa.org/data/transparency-portal)
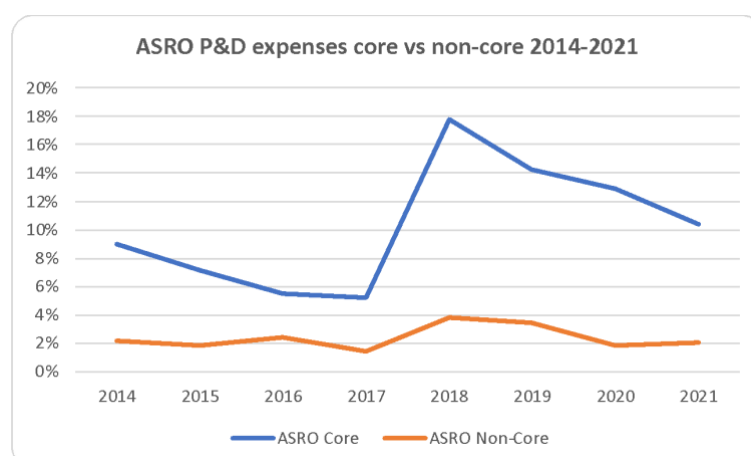
There is concern that the reduced availability of resources and technical capacity within UNFPA to support work on population dynamics and data is affecting the organisation's influence with partner governments.

There was unanimous recognition among respondents that decreasing support to ASRO's population dynamics and data programme was impacting the scope of its ambition and the organisation's ability to achieve its objectives in this area. As the *Evaluation of the United Nations Population Fund Regional Interventions Action Plan for Arab States 2018 – 2021* published in December 2020 put it:

> Finding 13: Through strategic partnerships with well-placed IPs, the PD component of the
> RIAP makes very efficient use of limited resources. Engagements with the LAS [Arab

League], ESCWA, AITRS, ECA and IDRC are examples of the RIAP leveraging significant and highly valued technical assistance for the benefit of countries.[420]

Despite this previous evaluation finding that UNFPA makes very efficient use of limited resources, numerous respondents pointed to the gradual erosion of the organisation's reliability and integrity as a partner in population dynamics and data in the region.[421] As one interviewee put it:

> Core funds are very scarce. Population dynamics and data receives a lot less support than other areas. As a result, there is a heavy reliance on bilateral donors including DFID [now FCDO], SIDA and others. This reliance on bilateral support, and the agendas that come with that, undermines UNFPA's ability to claim that it is *the* key UN partner in population development and data at country level.[422]

As has been stated throughout this case study, UNFPA's strategic pivot to SRHR has caused a lot of uncertainty within the organisation.

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[420] *Supra* at 20.

[421] ASRO UNFPA, Other UN Agency and academic respondents.

[422] ASRO UNFPA respondent.

Section 5. Considerations for Action

The following six considerations for action have been derived directly from the findings, above, with a view to support both the overall evaluation analysis, and practical steps forward for P&D programming in the Arab States region.

1. UNFPA ASRO should work alongside other UN agencies, in particular UN Women, at the regional level to clarify and delineate mandates as they relate to gender issues. If ambiguities or gaps remain, UNFPA ASRO should consider seeking clarification and support from UNFPA HQ on how the strategic positioning of UNFPA programming on population dynamics and data vis-à-vis the pivot to SRHR is likely to be moving forward.

2. Linked to the above, UNFPA senior management should reaffirm the importance of population dynamics and data as a programme area and should produce a circular for all UNFPA staff at regional and country level that clarifies where the organisation now sits with regard to its programme on population dynamics and data.

3. UNFPA should work together with the other co-Chairs of the IBC on migration (ILO and ESCWA) to identify joint opportunities to fill data gaps on migrant communities in the Arab States region and thereafter facilitate the sharing of these data across relevant parts of the UN system.

4. UNFPA should consider how it can better align messaging across and within UNFPA on the limitations that a lack of data create. By aligning messaging and examples of where there are gaps, this can help to strengthen a common narrative about why data are needed. UNFPA is very good overall at pushing the narrative of the need for data, but often that communication is siloed. There is an opportunity to better align and integrate those messages.

5. UNFPA should explore ways to ensure that the demographic data that it collects is more inclusive of people who live in humanitarian contexts in the Arab region. This is especially true in terms of people living in areas adversely affected by climate change. UNFPA should consider what more it can do to forecast the vulnerability of populations to climate change-induced issues. There is a need for demographic intelligence on this point, and how it affects mobility within and across borders.

6. UNFPA should consider how it could play a greater role in making humanitarian data more gender sensitive and responsive to certain SRH and gender equality needs. For e.g., UNFPA collecting data on points such as the proportion of women-headed households, etc. Overall, there are big gaps in gender sensitive humanitarian data, and this is a systemic issue that should be acknowledged. This is particularly true when it comes to data regarding GBV for instance. In the absence of any major data collection exercise like a census or a DHS, it is extremely hard, if not impossible, to get data on the prevalence of GBV. There is a need to think about what the parameters for 'us able' data are within UNFPA in this context and establish workable standards. UNFPA might want to consider establishing standards and guidelines that establish parameters for what this means for the humanitarian contexts in which it works.

Section 6. Data sources

6.1 Strength of findings summary with data sources

The below table highlights the key findings per EQ, the sources of evidence for each finding, and the strength of evidence – colour-coded green (strong); orange (medium); and red (weak).

SUB FINDINGS	Sources and strength of evidence
EQ1 Findings	
UNFPA work on ageing and the demographic dividend in ASRO has been timely and relevant and reflects the diverse needs of countries in the region.	ASRO UNFPA and external respondents, previous evaluations, regional strategy documents.
The strategic pivot of UNFPA to SRHR has caused a degree of overlap between UN agencies' mandates at the regional level and is affecting the organisation's capacity to deliver on its population dynamics and data programme at the national level.	UNFPA and other UN agency respondents, no documentary evidence despite widespread anecdotal evidence.
EQ2 Findings	
UNFPA is widely commended for its integration of a gender lens and human rights-based approach into its population dynamics and data programme in the region.	Respondents from multiple stakeholder groups, previous evaluations.
There is a need for data and demographic intelligence on a range of population groups in ASRO including migrant populations, people with disabilities, and those living in chronic emergency contexts; UNFPA is missing an opportunity to fill these gaps, in part because of an 'over-focus' on SRHR and because of the sensitive nature of these population groups.	Respondents from multiple stakeholder groups, with corroboration of the sensitivity of these issues from previous evaluations.
There is an unmet need for analysis of the effects of climate change and migration on population dynamics; this is especially true in ASRO where a large proportion of countries are experiencing acute climate change and there are very large, displaced populations.	Based on responses from UNFPA and external respondents.
UNFPA's suitability as a partner capable of supporting digitisation efforts are shifting in the region; the organisation is increasingly not perceived to be a partner capable of supporting digitisation.	Based on responses from UNFPA and external respondents.
EQ3 Findings	
There is a strategic opportunity at the regional level to improve the collection and use of data to strengthen communications and advocacy messages across SRHR, gender equality, and adolescents' and young people's rights in the region.	Based on ASRO UNFPA respondents.
EQ4 Findings	
While UNFPA ASRO plays a key role in supporting the development of national data systems through support to country offices and its partnerships, it has faced challenges arising from COVID-19 and the high proportion of humanitarian crises in the region.	Data from respondents across multiple stakeholder groups, corroborated by previous evaluations.
There is concern amongst stakeholders about which UN agency/ies will fill the gaps in supporting countries with foundational data collection exercises given the strategic pivot to SRHR.	Data from respondents within UNFPA and in Other UN Agencies.

EQ5 Findings	
UNFPA has been successful in strategically positioning and mainstreaming the ICPD agenda in ASRO.	Interview evidence from across stakeholder groups, strategy, and policy documents.
While UNFPA has worked to strategically position the demographic dividend in ASRO, it has responded to changing regional and country needs by focusing more on ageing in recent years.	Interview evidence from across stakeholder groups, strategy, and policy documents.
EQ6 Findings	
There is a tension between UNFPA's traditional role as the supporter of the production of statistics in countries, and the need for less statistically vigorous operational and programmatic data in emergency contexts, and as a result the exact parameters of UNFPA's role in emergency contexts is not clearly defined.	Interview data from across multiple key stakeholder groups.
UNFPA plays an active role within the UN system to coordinate humanitarian responses, but there are mixed views as to the utility of its contributions to CODs.	Interview data drawn from a limited number of respondents.
EQ7 Findings	
While UNFPA has the right partnerships in place to deliver its work on population dynamics and data in the region, some of these partnerships are under strain because of the strategic pivot to SRHR.	Evidence from multiple interviewees across stakeholder groups, corroborated by policy documentation and past evaluations.
There is an opportunity for UNFPA to engage in more innovative partnerships and leverage the potential of non-traditional data sources to support data collection and analysis of population dynamics.	Evidence from limited ASRO interviews.
EQ8 Findings	
Funding for population development and data in ASRO is lower than the global average within UNFPA	UNFPA ASRO respondents and funding analysis
There is concern that the reduced availability of resources and technical capacity within UNFPA to support work on population dynamics and data is affecting the organisation's influence with partner governments.	UNFPA and external respondents, previous evaluations.

6.2 List of Stakeholders interviewed

Name	Position	Organisation
Luay Shabanneh	Regional Director	ASRO
Hala Youssef	SRH Advisor (formerly PD&D Advisor)	ASRO
Haidar Fraihat	Leader of the Statistics, Information Society and Technology Cluster	ESCWA
Sara Salman	Population Affairs Officer	ESCWA
Dawlat Farouk Shaarawy	Programme Officer	UNFPA Egypt
Hoda Rashad	Director	Social Research Centre, University of Cairo
Martine Negm	Instructor of Public Health Practice Center for Public Health Practice - CPHP Faculty of Health Sciences - FHS American University of Beirut - AUB	Multiple
Mustapha Kemayel	Advocacy, Partnership, Development and Governance	International Planned Parenthood Federation (IPPF)
Issam Taha	Programme Specialist	UNFPA Iraq
Ismail Lubbad	Population Dynamics Advisor	American University of Beirut
Chouaa El Desouky	Director, Population Policies Department	League of Arab States
Zainab Khader	PHD Student	Social Research Centre, University of Cairo
Hadi Saidi	Director General	Arab Institute for Training and Research in Statistics
Abdel-Ilah Yaakoubd	Assistant Representative	UNFPA Morocco
Mariam Alwi	Head of Population Dynamics and Data	UNFPA Somalia
Felix Mulama	Programme Officer (Demography)	UNFPA Somalia
Lina Khoura	Consultant	HelpAge
Hanan Rabbani	Gender and Human Rights Advisor	ASRO
Elke Mayrhofer	Humanitarian Advisor	ASRO

6.3 List of Documents reviewed

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COUNTRY CASE STUDY:

MEXICO

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Acronyms

CELADE	Centro Latinoamericano y Caribeño de Demografía / Latin American and Caribbean Demographic Centre
CENAPRED	Centro Nacional de Prevención de Desastres / National Centre for Disaster Prevention
COESPO	Consejo Estatal de Población / State Population Council
COLMEX	El Colegio de México / The College of Mexico
COMUPO	Consejo Municipal de Población / Municipal Population Council
CONAPO	Consejo Nacional de Población / National Population Council
COPARMEX	Confederación Patronal de la República Mexicana / Employer Confederation of the Mexican Republic
CPD	Country Programme Document
ECLAC	Economic Commission for Latin America and the Caribbean
ENAPEA	Estrategia Nacional para la Prevención del Embarazo en Adolescentes / National Adolescent Pregnancy Prevention Strategy
ENADID	Encuesta Nacional de la Dinámica Demográfica / National Survey of Demographic Dynamics
GIS	Geographic Information System
ICPD	International Conference on Population and Development
IMJUVE	Instituto Mexicano de la Juventud / Mexican Youth Institute
INAPAM	Instituto Nacional de las Personas Adultas Mayores / Elderly People National Institute
INEGI	Instituto Nacional de Estadística y Geografía / National Statistics and Geography Institute
INGER	Instituto Nacional de Geriatría / National Geriatrics Institute
INMUJERES	Instituto Nacional de las Mujeres / National Women's Institute
LGBTI	Lesbian, gay, bisexual, trans and intersex
LNOB	Leave No One Behind
M&E	Monitoring and Evaluation
NTA	National Transfer Accounts
OCHA	UN Office for the Coordination of Humanitarian Affairs
PCE	Programa de Cooperación Estatal/State Cooperation Programme
P&D	Población y Desarrollo / Population and Development
PROJUVENTUD	Programa Nacional de Juventud / National Youth Program
SDGs	Sustainable Development Goals
SEGOB	Secretaría de Gobernación / Secretary of the Interior
SIPINNA	Sistema Nacional de Protección de Niñas, Niños y Adolescentes / National System for the Protection of Children and Adolescents
SOMEDE	Sociedad Mexicana de Demografía / Mexican Society of Demography
SNIEG	Sistema Nacional de Información Estadística y Geográfica / National System of Statistical and Geographic Information
SSA	Secretaría de Salud / Ministry of Health
UNDRIP	UN Declaration on the Rights of Indigenous Peoples
UN	United Nations
UN DESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	The United Nations Children's Fund
WHO	World Health Organization

Section 1. Summary

Note that the below section provides an overview high-level summary of the findings. The evidence for the findings can be found in Section 3 (Evidence Tables).

Key findings:

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Finding 1: Given the context of strong national statistical capacity, UNFPA support on demographic data collection has largely been limited to LNOB technical recommendations on questionaries for census or other national surveys. However, COVID-19 opened opportunities for more strategic support to improvements in administrative records of births and deaths. This augments the provision of relevant support to increase the use of demographic data to respond to development needs at federal, state and municipal level; such as playing a key facilitation role to define the technical and methodological aspects of the Demographic Reconciliation and Population Projections that will guide federal public policy decisions.

- On demographic data collection and quality, UNFPA support has been limited to formulating specific recommendations on the instruments for data collection (like questionaries for census or other national surveys), focusing on LNOB issues. However, due to COVID-19, opportunities have emerged for UNFPA to support improvements in administrative records of births and deaths.

- During the 2014-2022 period, UNFPA played a key role facilitating a consultative process to define the technical and methodological aspects of the Demographic Reconciliation and Population Projections processes, to ensure quality data on demographic trends to guide federal public policy decisions.

- UNFPA has provided relevant support to increase the use of demographic data to respond to development needs at federal, state and municipal level as well as to generate analyses on specific topics such as youth, teenage pregnancy, maternal death, among others.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: Gender, human rights and LNOB are widely and consistently applied throughout all P&D work, as both cross-cutting approaches and as specific initiatives. Alongside initiatives to generate data and address population related issues that particularly affect women, UNFPA has produced evidence to influence the inclusion of LNOB in population and public policy agendas focused on the most vulnerable and marginalised populations, such as afro-descendant, indigenous and poor populations. By comparison, attention to issues such as migration and urbanization has been limited during the 2014-2022 period aside from some success in integrating forced migration into the public policy agenda.

- Gender is widely and consistently applied throughout all P&D work, as a cross-cutting approach but also as specific initiatives to generate data and address population related issues that particularly affect women like adolescent pregnancy. UNFPA has also played an influential role in mainstreaming gender in national surveys.

- Combining human rights-based and a LNOB approaches, UNFPA focuses its attention on the most vulnerable and marginalised populations, such as afro-descendant, indigenous and poor populations. UNFPA has produced evidence to influence the inclusion of LNOB in population and public policy agendas.

- Although UNFPA has promoted research and fostered policy dialogue on megatrends such as migration and sustainable cities, its attention to these issues has been limited, sporadic and no major outcomes can be reported. An exception is the issue of internal forced displacement, a government priority that has enabled significant contribution from UNFPA.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: Despite increasing recognition of the importance of interlinked work and a number of specific initiatives promoting the inclusion of population data and analysis in support of specific topics and projects, UNFPA Mexico still faces important challenges to ensure systematic support and connections to integrate P&D into the other mandate areas for the achievement of the three transformative results.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: UNFPA has contributed to strengthen the use of demographic data and analysis, has produced evidence on new topics and crosscutting issues to influence public policies, and there are some inspirational examples of holistic and co-financed decentralised programmes and actions to strengthen subnational institutions responsible for population issues, including a training methodology on local planning and Sustainable Development Goals (SDGs) implemented in several states such as Puebla, San Luis Potosí and Hidalgo. However, a strategic, continuous and interlinked approach to capacity-building is still missing. Current governmental low prioritisation of population issues including ageing trends, limit the contributions. Turnover of functionaries negatively affects the sustainability and potential impact of enhanced individual capacities.

- In the context of strong data collection institutions and a long-term agreement with CONAPO, UNFPA has contributed to strengthen the use of demographic data and analysis and has produced evidence on new topics and crosscutting issues to influence public policies. UNFPA has also linked CONAPO and other national and subnational government institutions with international agencies and has promoted the exchange of best practices with other countries, strengthening the national capacities to project and respond to population changes. Current governmental low prioritisation of population issues including ageing trends, limit the contributions and inhibit a sustained approach to capacity strengthening and utilization of evidence.

- Despite high and constant investments in training of state and municipal officials and data systems, there is limited evidence of changes in terms a continuous, systematic and operational use of data and demographic dynamics in state and municipal policies. Turnover of functionaries in a context of institutional or political interests negatively affects the sustainability and potential impact of enhanced individual capacities. There are, however, some inspirational examples of good practices and positive results with the implementation of co-financed decentralised programmes. For instance, the organisation has worked with state authorities to develop platforms with geo-referenced information for decision-making, such as the platform of indicators for monitoring teenage pregnancy with the State of Mexico, Hidalgo and Oaxaca.

- For 29 years, UNFPA has supported the National Population Council in the implementation of the National Drawing and Painting Contest to create awareness on population and socio-demographic issues among young generations and strengthen general demographic culture. Through knowledge sharing and communication, the initiative strengthens interactions between the State Councils and the population. However, despite the creative approach and even though the resources spent on this activity are limited, evidence is not sufficient to demonstrate its strategic value and concrete results.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Despite political changes that inhibited continuity and major results, UNFPA has contributed to strategically position demographic issues in development plans and programmes at national and subnational level, with a particular focus on LNOB and international norms. UNFPA has also effectively integrated P&D in the broader UN planning in Mexico, including in the formulation of cooperation instruments. By comparison, the concept of demographic resilience is identified as new and is not used in the country; some UNFPA staff questions the nature, clarity and usefulness of the concept itself, while working with different stakeholders to develop a narrative that responds to low fertility and ageing not only in Mexico but in the whole region.

- Despite political changes that inhibited continuity and major results, UNFPA has contributed to strategically position demographic issues in development plans and programmes at national and subnational level, with a particular focus on LNOB and international norms.

- The concept of demographic resilience is not used by academics or public officials in Mexico. Furthermore, within UNFPA, there is some questioning on the nature, clarity, and usefulness of the concept and there is work going on to develop an own narrative that responds to ageing and low fertility trends.

- With different emphasis, UNFPA effectively mainstreamed P&D issues in the formulation of both the United Nations Cooperation Framework for Development in Mexico 2014-2019 and the United Nations Cooperation Framework for the Sustainable Development of Mexico, 2020-2025, integrating P&D in the broader UN planning in Mexico.

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: UNFPA Mexico has included the collection of data in humanitarian settings in its annual planning for population and development since 2014, but without fully defining its role and specific strategic contribution. In addition, the government has rejected the participation of international agencies in humanitarian crisis. Despite these important limitations, since 2019 UNFPA found opportunities to contribute to humanitarian issues from the perspective of P&D, providing technical assistance to update and complement the National Risk Atlas, training subnational government agencies on disaster prevention and response, and generating evidence on the impact of COVID-19 on particular population groups.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: UNFPA Mexico has extensively leveraged partnerships with traditional institutions such as CONAPO, INEGI and IMJUVE at the federal level. However, despite strong efforts and investments at subnational level, most of these partnerships are unsustainable. Other strategic and innovative partnerships with government institutions, academic centres and private sector entities could better be leveraged to achieve progressive results in addressing ageing and other key population issues.

- UNFPA Mexico has extensively leveraged partnerships with traditional institutions such as CONAPO, INEGI and IMJUVE at the federal level for effective implementation of population dynamics and data interventions from 2014 onwards, including co-financing agreements. UNFPA has also developed a strong partnership with COLMEX. However, other strategic and innovative partnerships with

government institutions, academic centres and private sector entities could be leveraged to achieve progressive results in addressing ageing and other key population issues.

- Despite strong efforts and investments at subnational level, and some strong institutionalised programmes and co-financing agreements (eg. with Hidalgo, Guerrero and State of Mexico), most of these partnerships are unsustainable due to lack of continuity (of staff and planning), political will and financial support, making it challenging for these collaborations to fully shift from funding to financing.

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: There is a general consensus, both internally in UNFPA and externally among partners that the UNFPA P&D work is understaffed and with a very limited budget, despite achievements in mobilising partnerships and resources particularly at subnational level. Furthermore, while opinions regarding the technical capacity of the P&D area are in general very positive (especially, from the sub-national entities), the internal assessment points out the need to improve the technical capacities, while also recognising the increased importance of advocacy skills.

Section 2. Introduction and Methodology

The Evaluation Office of the United Nations Population Fund (UNFPA) commissioned an independent evaluation of *"UNFPA support to population dynamics and data including links to ageing, low fertility, the demographic dividend and demographic resilience."* The rationale for this evaluation is an identified information gap within centralised UNFPA evaluations on the population dynamics thematic area.[423]

The evaluation assessed the relevance, coherence, efficiency, effectiveness, and sustainability of UNFPA support on addressing population dynamics and population data over the period of the previous two strategic plans (2014-2017 & 2018-2021) in order to identify lessons, good practices innovations and opportunities for UNFPA for implementation, including scale-up and cross fertilization, over the course of the current strategic plan (2022-2025). This assessment focused on UNFPA support to ageing and low fertility, the demographic dividend and demographic resilience within the broader area of population dynamics and data with a gender lens.

The evaluation is forward-looking and strategic in nature with the **primary purpose** being to inform UNFPA future support and programming in the area of population data, population dynamics, population and development within the framework of the current Strategic Plan 2022-2025.

As per the evaluation ToR, the **two specific objectives** of the evaluation are:

- **To assess the relevance, coherence, efficiency, effectiveness and sustainability** of the UNFPA support to population data, population dynamics, as well as population and development with a specific focus on (a) the demographic dividend; and (b) population ageing and low fertility. The evaluation also integrated demographic resilience in addition to a gender-responsive approach across all aspects of the evaluation.

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[423] Within both the Strategic Plan 2014-2017 and the Strategic Plan 2018-2021, Population Dynamics was one of four high-level outcomes for UNFPA, the others being sexual and reproductive health and rights (SRHR); gender equality, and adolescents and youth. In the 2022-2025 Strategic Plan, the three transformative results of UNFPA (ending preventable maternal death; ending unmet need for family planning; and ending GBV and harmful practices) have become the outcomes within the Strategic Plan and population change and data is now framed as one of six key outputs necessary to meet these three transformative results (outcomes), with the others being policy and accountability; quality of care and services; gender and social norms; humanitarian action; and adolescents and youth.

- **To identify lessons learned** which can be used to inform the mid-term review of the 2022 - 2025 Strategic Plan and the design of evidence-based population policies, programmes and strategies.

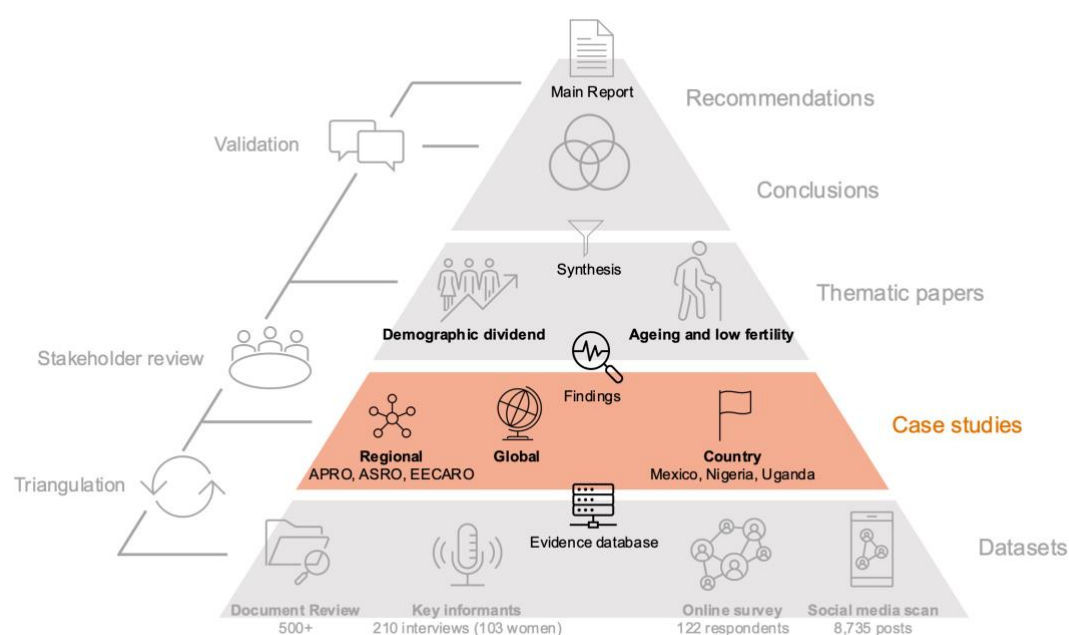The **scope of the evaluation** has three aspects:

- **Temporal scope:** 2014-2022;
- **Geographic scope:** the evaluation will cover interventions on population dynamics and data at global, regional and country levels, including the strength of UNFPA linkages and synergies between levels and a particular focus on the country level.
- **Thematic scope:** population data; population dynamics; and population and development with specific focus on UNFPA support to (a) strengthening national population data systems, including data collection, analysis, dissemination and utilisation in both development and humanitarian contexts; (b) promoting rights-based and evidence-based public policies, integrating population dynamics including in common country analyses (CCAs), UN Strategic Development Cooperation Frameworks (UNSDCFs) and Country Programme Documents (CPDs); (c) analysis of population and development trends, utilising and mainstreaming population data / demographic intelligence to improve development policies and leverage the demographic dividend, and addressing ageing and low fertility with a lens of gender and broader inclusion.

The evaluation team has employed a **mixed methods approach** to data collection and analysis that incorporates collection and analysis of both quantitative and qualitative data, ensuring the appropriate sample size and with considerations of gender and types of respondents to ensure a diversity of stakeholders are included. These methods were applied across all components of the evaluation matrix (see above).

The evaluation is framed around a nested approach of **seven** data set components, consisting of three country case studies, three regional case studies, and 'additional' data collected at the global level, the regional level (outside of the three regional case studies), and an online survey and a social media scan. Collectively these data sets will provide evidence for combined analysis which will be used to produce:

1. **Two thematic papers;** one on the demographic dividend, and one on ageing and low fertility.
2. **The overall synthesis** evaluation report.

Figure 1: Position of the country case studies in the overall evaluation approach

The Mexico case study is one of the six case studies conducted as part of the evaluation, with three focused at the country level (Mexico, Uganda and Nigeria) and three focusing on the regional level (EECARO, APRO and ASRO). The purpose of this case study is to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work in Mexico.

The main sampling method for the selection of the case studies was purposive sampling which a non-probability sampling method, in this case based on the combined judgement of the evaluation team, the evaluation office (EO) and the evaluation reference group (ERG). Amongst the regions and countries in which UNFPA works, those that were considered to be particularly informative to the evaluation were selected to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work.

Sampling was based on 6 key criteria:

- CRITERION 1: The relevance to the thematic priorities on "ageing and low fertility" and the "demographic dividend".
- CRITERION 2: The UNFPA financial expenditure on Outcome 4 of the strategic plans 2014-2017 and 2018-2021 combined with the regional distribution and the UNFPA country classification system by quadrants.
- CRITERION 3: The involvement in humanitarian settings.
- CRITERION 4: Factors that might facilitate or hinder the data collection.
- CRITERION 5: Diversification of implementing approaches.
- CRITERION 6: The potential link with other mega-trends such as migration, urbanisation and climate change was also considered a plus for the selected countries. In particular, Mexico and Uganda appear to be well suited to provide a link to migration.

Initially the framing of this evaluation proposed two regional case studies and four country case studies. The sampling strategy for the selection within (Arab States and EECA) and countries (Mexico, Nigeria, Uganda and Viet Nam) for the case studies, based on the above criteria. However, UNFPA and the evaluation team then decided to expand the proposed Viet Nam country level case study into a regional Asia Pacific case study, thus having three country and three regional case studies.

The data universe for the Mexico case study was collected from 26 key informants and 117 documents that were reviewed. A list of key informants and documents can be found in Section 6, below. The Mexico case study was conducted by Silvia Salinas Mulder, Gerardo Sánchez Romero and Iván Barrera Olivera. This case study will constitute volume 3 of the evaluation report.

Figure 2: Key informants by sex
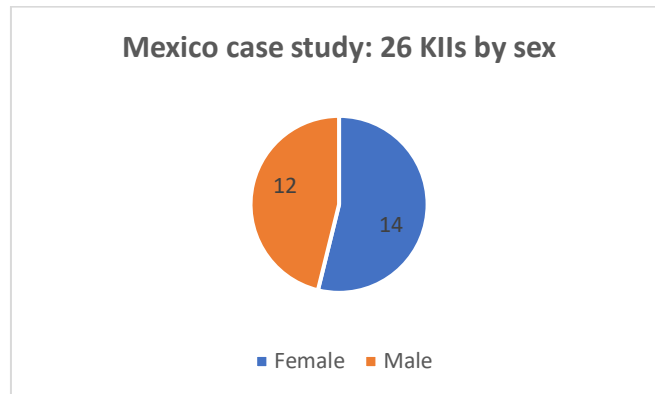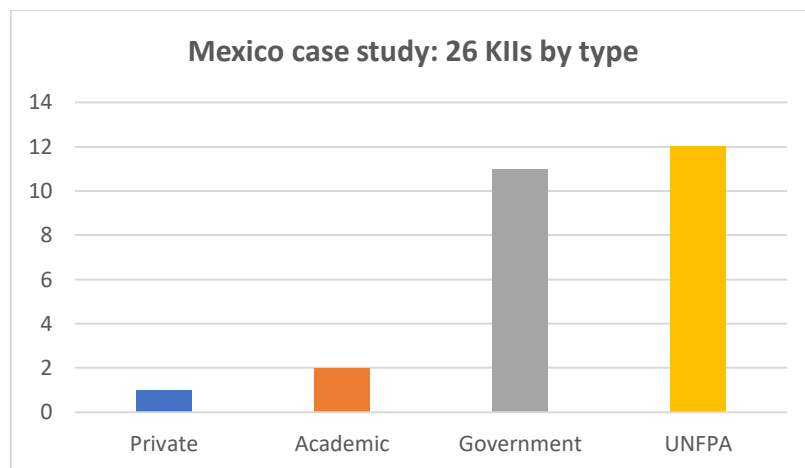
Mexico case study: 26 KIIs by sex

12   14

■ Female   ■ Male

Figure 3: Key Informants by type

Mexico case study: 26 KIIs by type

Private	Academic	Government	UNFPA
1	2	11	12

Section 3. Country / Regional Overview

3.1 Country Context

With a population of just over 130 million, including 9,4% indigenous population[424] and 2% afro-descendant people[425], 32 federal states and 2471 municipalities, the country has a rich cultural history and diversity, and abundant natural resources. Mexico is among the 15 largest economies in the world and the second largest economy in Latin America.[426] Mexico is a high-middle income country with an advanced demographic transition,

Mexico population statistics	
Total Population, 2022:	131.6 mill.
Population aged 10-24, 2022:	25%
Population aged 15-64, 2022:	67%
Population aged 65 and older, 2022:	8%
Life expectancy at birth, male/female, 2022:	73/78 yrs.
Total fertility rate, per woman, 2022:	2
Contraceptive Prevalence Rate (CPR, all women (any method / modern method):	56% / 53%
CPR, married women (any method / modern method):	74% / 70%
Unmet need for family planning all women aged 15-49, 2022:	9%
Adolescent birth rate per 1,000 girls 15-19:	62
Child marriage by age 18:	21%

where birth and death rates are low.[427] The urban population in 2020 was 79%.

Figure 4: Mexico Map (source CIA.gov)

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[424] INEGI. Estadísticas a Propósito del Día Internacional de los Pueblos Indígenas. 2022.
[425] https://www.wilsoncenter.org/article/infografia-afrodescendientes-en-mexico
[426] https://www.worldbank.org/en/country/mexico/overview
[427] https://www.unfpa.org/data/MX

Mexico faces wide economic and social disparities. In 2020, 43.9% of its inhabitants lived in poverty – which represents 3.8 million more people in comparison to 2018 - and 8.5% in extreme poverty.[428] Subnational states with the highest percentages of indigenous population also have the highest percentages of population in extreme poverty: Chiapas (29%), Guerrero (25.5%) and Oaxaca (20.6%).[429]

The population pyramid of the Mexican Republic (Figure 4 below) shows the changes in the age distribution of the population from 1974 to 2050. A sustained population ageing process is observed, which is accentuated as of 1994, showing an increase in the proportion of older people aged over 65 and decrease in the percentage of girls and boys aged under 15. The country went from a young population structure in 1974 to an ageing population today a trend that will continue to accentuate in the coming decades: the proportion of people aged 65 increased from about 4 % in 1974 to 7 % in 2019, and this figure is expected to rise rapidly up to 17 % by 2050. Conversely, in the 1970s, approximately one in two people in Mexico were children or adolescents aged 0-14 years, but by 2050, only two in ten people are expected to be in this age group.[430]

Figure 5: Population Pyramid 1974-2050
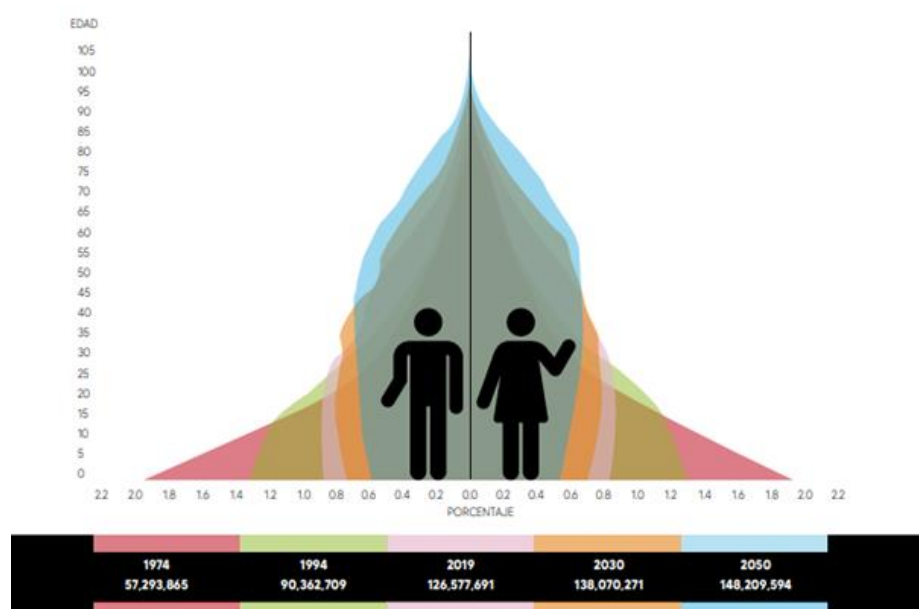
Source: CONAPO estimations, based on the Demographic Reconciliation of Mexico, 1959-2015 and the Population Projections for Mexico and the Federative Entities 2016-2050. Source: CONAPO estimations, based on the Demographic Reconciliation of Mexico, 1959-2015 and the Population Projections for Mexico and the Federative Entities 2016-2050

Regarding the states, this transformation is observed at different times, because not all of them have completed the demographic transition. This means that there are states with significant cohort of young and child populations aged between 0 and 14 years old such as Chiapas or Quintana Roo, whereas states such as Mexico City or Veracruz are in the process of ageing, showing public policies and programmes require differentiated attention at the state and federal levels. Though overall, i the number of people aged 65 or more will significantly increase due to the greater survival of people derived, in part, from improvements in socioeconomic conditions, as well as advances in health care. By 2050, the population aged over 65 years old is expected to be equivalent to the population aged 0-14, roughly 25 million. Notably, the share of the oldest population cohort is expected to significantly increase from 2019 to 2030 with a growth rate of 3.51, although a slowdown is expected from 2030 to 2050, when this rate should fall to 2.44 percentage points. In fact, due to better living conditions

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[428] https://imco.org.mx/aumento-en-3-8-millones-la-poblacion-en-pobreza-entre-2018-y-2020/

[429] Ibid.

[430] CONAPO. Proyecciones de la Población de México y de las entidades federativas. 2018.

from an early age, Life expectancy has been increasing in Mexico and is expected to continue increasing to reach 79.62 years in 2050.[431]

While overall fertility rate dropped to 2.21 in 2014, adolescent fertility increased by 10 per cent between 2009 and 2014, from 70 to 77 per 1,000 women aged 15-19 years (one in every five births), ranging from 58.9 in Mexico City to 113.5 in Coahuila State. In response, the Government launched the National Strategy for the Prevention of Adolescent Pregnancy in 2015. In Mexico, approximately 40 per cent of pregnancies are unplanned; half of them correspond to adolescent girls. In 2017, over 11,000 births were recorded in the 10-14-year age group, reflecting an upward trend in sexual violence. Child marriage and early unions still occur, particularly among indigenous and rural populations, and are linked to adolescent pregnancy and sexual violence. Although sexuality education integrates the public education curricula, its implementation has been uneven and its impact has not been evaluated.[432]

Over the last decades, demographic transition, internal and international migration have determined population structure and distribution. An estimated 25 million people of Mexican descent live abroad – primarily in the United States. Besides being a country of origin, it is also one of transit, return, and destination of migrants. An increasing number of undocumented migrants often stay in Mexico, where they are exposed to discrimination, xenophobia, and violence, particularly against women and adolescents.[433] During 2021 the country received 130.000 asylum requests, the highest number in its history.[434] Mexico became the third country in the world to receive the most asylum applications. The country received asylum requests from people from 110 countries, the three countries with the highest number of asylum seekers being Haiti, Honduras and Cuba.[435][436]

On the other hand, the wave of violence that hit Mexico during 2021 resulted in more than 35,000 homicides, forced thousands of people to leave their homes. In 2021 alone there were around 28.867 new forced internal displacements due to violence, according to data from the Mexican Commission for the Defense and Promotion of Human Rights. The data shows a significant increase compared to previous years: in 2019 there were around 8.664 cases, while in 2020 there were 9714. Eight states accounted for the largest number of forced displacements: Chiapas, Chihuahua, Guerrero, Michoacán, Oaxaca, Tamaulipas, Zacatecas, and Jalisco.[437]

Mexico has strong federal institutions and technical capacities for data collection, processing, and analysis. However, a higher degree of disaggregation by age, sex, and geographic location is required to fully monitor the Sustainable Development Goals (SDGs) and the Montevideo Consensus indicators. Also, quality of administrative records and capacities to generate and use spatial and time-bound information needs to be improved at subnational level for policy design, planning, and evaluation, including for emergency preparedness and response.[438]

3.2 UNFPA support to Population Dynamics and Data

UNFPA has been active in Mexico since 1972. It has played a critical role promoting the implementation of the ICPD Programme of Action and is currently also committed to the fulfilment of the 2030 Agenda. Since 2013, UNFPA Mexico has also been deeply involved in the implementation and monitoring of the Montevideo Consensus, an agreement made within the framework of the Regional Conference on Population and Development in 2013, which deepens the bases to guarantee

[431] https://mexico.unfpa.org/es/topics/poblaci%C3%B3n-y-desarrollo-2
[432] UNFPA. Country programme document for Mexico. 2020-2024. 2019.
[433] Ibid.
[434] https://www.wola.org/es/analisis/mas-alla-de-la-frontera-entre-estados-unidos-y-mexico-tendencias-migratorias-en-las-americas/#:~:text=El%20informe%20indic%C3%B3%20que%20en,recibido%20130.627%20solicitudes%20de%20asilo)
[435] https://www.acnur.org/es-mx/noticias/press/2022/4/6261d58b4/acnur-mexico-presenta-su-informe-de-resultados-2021-proteccion-y-soluciones.html
[436] https://www.gob.mx/cms/uploads/attachment/file/690741/Cierre_Diciembre-2021___1-Enero-2022_.pdf
[437] https://adnamerica.com/en/mexico/forced-internal-displacement-mexico-tripled-due-violence-2021
[438] UNFPA. Country programme document for Mexico. 2020-2024. 2019.

the fulfilment of human rights of all people of all ages, with an emphasis on sexual and reproductive rights.

The 2014-2017 Country Programme included under Outcome 4 the strengthening of public policies and international development programmes with the integration of evidence-based demographic trends analysis and the relationship with sustainable development, SRH, reproductive rights, fight against HIV and gender equality. A particularity of the 2014-2017 CP was the decision to focus on some particular states at subnational level (Hidalgo, Chiapas, Puebla, San Luis Potosí) to develop State Cooperation Programmes (PEC) in response to the demographic situation, capacity strengthening needs, political and financial commitment. Strategies under Outcome 4 included: i) strengthen the leadership of the population policy through sociodemographic consideration; ii) promoting population-related education and dissemination; iii) to propose a holistic migration policy. One product (6) specifically targeted capacity strengthening at federal and subnational level to address gaps and inequalities through the inclusion of demographic dynamics in public policies and programmes. Another product (7) focused on addressing capacities to address public policies targeted to young people.[439]

In alignment with national the Global Strategic Plan and national priorities, the current (7th) Country Programme Document (CPD) 2020-2024 focuses on the reduction of adolescent pregnancies, with a target of 150.000 adolescents having prevented pregnancies by 2024. The expected outcome in relation to population dynamics is: strengthened national and subnational capacities to generate, analyse and use sociodemographic information to improve the response, focus and impact of public policies, plans, and programmes, across development, humanitarian, and human mobility settings.

Based on data from the UNFPA transparency portal, annual expenditure on population and development is in the region of $400,000, making Mexico the smallest programme of the three evaluation case studies. This reflects the more 'upstream' nature of the programme in comparison to Nigeria or Uganda.

Six key interventions are defined in the Country Programme: i) advocacy and policy dialogue to reform the 1974 General Population Law; ii) generation of evidence and knowledge on sexual and reproductive health, youth and development, gender equality, human mobility, ageing; iii) advocacy and technical assistance to strengthen the capacities of national and subnational government institutions to analyse and use sociodemographic data; iv) technical assistance to the Government and academia in the elaboration of training programmes on demographic analysis, generation of indicators and their use for policy and Programme development at the national and subnational levels; v) advocacy and technical assistance to Government on the implementation and monitoring of the Montevideo Consensus and the 2030 Agenda, and promoting South-South and triangular cooperation; vi) technical assistance to the government and academia in the development of information, education and communication strategies on population-related issues, including training of media representatives.[440]

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[439] UNFPA, Estados Unidos Mexicanos. Plan de Acción del Programa País entre el Gobierno de los Estados Unidos Mexicanos, y el Fondo de Población de las Naciones Unidas en México, 2014-2018.
[440] UNFPA. Country Programme Document for Mexico. 2020-2024. 2019; Power Point Presentation.

Section 4. Evidence Tables

The below section presents the findings and the supporting evidence, per Evaluation Question (EQ). At the beginning of each EQ is a table highlighting the key findings and the strength of evidence for those findings, colour-coded green (strong), orange (medium), and red (low). Section 5, below, provides a full table of findings together with strength of evidence and data sources used for each finding.

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at subnational, national, regional, and global level?

Finding 1: Given the context of strong national statistical capacity, UNFPA support on demographic data collection has largely been limited to LNOB technical recommendations on questionaries for census or other national surveys). However, COVID-19 opened opportunities for more strategic support to improvements in administrative records of births and deaths. This augments the provision of relevant support to increase the use of demographic data to respond to development needs at federal, state and municipal level; such as playing a key facilitation role to define the technical and methodological aspects of the Demographic Reconciliation and Population Projections that will guide federal public policy decisions.

One of the characteristics of Mexico is the widely recognised technical capacity of the National Institute of Statistics and Geography (INEGI),[441] which is the autonomous national body responsible for collecting sociodemographic information at the national level and maintaining the National System of Statistical and Geographic Information (SNIEG). Therefore, in terms of population and demographic data collection, UNFPA support was limited to formulating very specific recommendations on some of the data collection instruments, such as the place of the question on afro-descendancy within the 2020 Population and Housing Census questionnaire to minimise biases in the responses, the inclusion in the census questionnaire of the Washington Group questions on disability,[442] and the incorporation of some variables in the National Survey of Demographic Dynamics (ENADID, 2018).[443] Specifically for the ENADID, UNFPA together with the Mexican Demography Society, developed a content proposal for the questionnaire which was then presented to the INEGI.[444]

Other sources of demographic data are the Civil Registries which are the state government agencies responsible for registering births, marriages and deaths. In Mexico, birth registration still faces two problems: it does not have universal coverage and it does not always occur in a timely manner. These two problems have negative consequences for the population as they limit the exercise of individual and social rights (such as identity and access to social programmes), which in turn contributes to deepening social and economic inequality In 2020 the Annual Report highlights that COVID-19 had raised the interest of the government in strengthening vital statistics, particularly in terms of recording mortality.[445] For this reason, since 2021, UNFPA has been working on the formulation of a strategy to improve the quality and coverage of vital statistics.[446] Also in 2021, UNFPA developed a report on the demographic analysis of COVID-19 mortality and morbidity in Mexico among pregnant women and children under 12 years of age.

This study provides information on the analysis of excess mortality in pregnant women (maternal deaths) and children under 12 years of age in light of the 2020 and 2021 vital mortality statistics.

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[441] Alfonso Sandoval Arriaga, Propuestas para consolidar y ampliar el papel del Instituto Nacional de Geografía y Estadística (INEGI) en los procesos de cooperación sur-sur sobre temas de población y desarrollo, 2017, p. 21 and United Nations, United Nations Cooperation Framework for the Sustainable Development of Mexico, 2020-2025 Mexico. 2020
[442] A disability data collection methodology originally designed for use in national data efforts, amongst development and humanitarian actors. See https://www.washingtongroup-disability.com/
[443] UNFPA respondents, Government respondents, Academic respondents.
[444] UNFPA. 2017 Annual Report – Mexico. 2018.
[445] UNFPA. Annual Report - Mexico. 2020.
[446] Cárdenas, Rosario. Formulación de una Estrategia para mejorar la calidad y cobertura de las estadísticas vitales. 2021.

This report contributes to a deeper understanding of this issue, for this reason it will be an instrument for advocacy with Government entities as a priority issue.[447]

The most important contribution of UNFPA to the analysis of demographic trends was the support provided to the process of Demographic Reconciliation[448] of Mexico 1950-2015[449] and the consequent formulation of the Population Projections of Mexico 2016-2050. For the Demographic Reconciliation, in 2016 UNFPA facilitated several technical workshops at the College of Mexico (COLMEX), with academics and public officials of different entities. These meetings resulted in agreements on the sources of information, the initial year, and the procedure for the reconstruction of demographic series. In 2017, UNFPA organised a new series of workshops at COLMEX to formulate the Population Projections, in which experts in demographic dynamics and representatives of various government agencies agreed on the methodology and hypotheses to be followed to formulate population projections.[450]

These projections are the official source of information to be used for all public plans and programs at all government level. For example, based on them, the federal government determines the distribution of financial resources to the states for the provision of health and education services.

As part of the support to the generation, analysis and use of statistical information, UNFPA has participated in two interinstitutional committees since the early years of the evaluation period: the Specialized Technical Committees on Statistics in the field of Demographic Dynamics, and the Committee on Youth. The role of UNFPA was to promote the use of information for the formulation of public policies, as well as the generation of indicators that reflect the realities and respond to the challenges currently faced by the different population groups, particularly the most vulnerable. [451]

At the federal level, UNFPA promoted the integration of population issues in the design of four national programmes: the National Program for Youth 2021-2024[452], the Special Program for Human Rights[453], the National Program for the Protection of Children and Adolescents 2021-2024[454] and the Specific Action Program for Adolescent Health Care 2020-2024.[455]

At the subnational level, UNFPA supported some state governments in the formulation of state programmes, the implementation of the National Strategy for the Prevention of Adolescent Pregnancy (ENAPEA), and the implementation of the 2030 Agenda and the Montevideo Consensus. UNFPA was successful in integrating demographic dynamics in different plans of Chiapas,[456],San Luis Potosí,[457] Hidalgo, Puebla, Colima,[458] the state of Mexico, Chiapas, Oaxaca and Guerrero.[459] UNFPA also supported

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[447] UNFPA. Annual Report -Mexico. 2021.

[448] A procedure involving a series of stages, which aims to achieve coherence and harmonisation of the trends and levels of the main demographic trends of the country (mortality, fertility, migration).

[449] CONAPO, Conciliación demográfica de México 1950-2015, 2017.

[450] CONAPO. Proyecciones de la población de México y de las entidades federativas 2016-2050. 2018.

[451] UNFPA. 2016 Annual Report – Mexico. 2017.

[452] IMJUVE, Programa Nacional de Juventud 2021-2024, 2021. https://www.gob.mx/cms/uploads/attachment/file/689907/PROJUVENTUD_2021-2024.pdf

[453] SEGOB, Programa Nacional de Derechos Humanos 2019-2024. https://www.gob.mx/cms/uploads/attachment/file/666833/DOF-Diario_Oficial_de_la_Federacion-PNDH_2020-2024_Programa.pdf

[454] SIPINNA, Programa Nacional de Protección de Niñas, Niños y Adolescentes 2021-2024, 2021. https://www.gob.mx/cms/uploads/attachment/file/691437/PRONAPINNA_2021-2024.pdf

[455] SSA, Programa de Acción Específico de Atención a la Salud de la Adolescencia 2020-2024, 2021. https://omm.org.mx/wp-content/uploads/2021/07/PAE_Adolescencia_6_4_21.pdf

[456] UNFPA. 2015 Annual Report – Mexico. 2016.

[457] In this plan, a participatory methodology was followed, which was created jointly between the state government and the European Union. (UNFPA. 2015 Annual Report – Mexico. 2016.

[458] UNFPA. 2016 Annual Report- Mexico. 2017..

[459] UNFPA. 2019 Annual Report- Mexico. 2020..

the formulation of the state adolescent pregnancy strategies of Coahuila[460], state of Mexico, [461] Chiapas, Hidalgo, Colima, and Jalisco[462], making sure to integrate demographic variables into them.

The work of UNFPA at the municipal level began in 2015 with the COESPO of Puebla and the co-edition between UNFPA, the state government and CONAPO of the *Manual for the Preparation of Municipal Development Plans under a population approach.*[463] Once the manual was developed and published, the State Planning Secretariat, in coordination with the Municipal Institutional Development Programme and the COESPO, promoted its use to develop the 2014-2018 municipal development plans. Subsequently, under this line of action, UNFPA has sought to promote the strengthening of the Municipal Population Councils (COMUPO) since 2018[464] and has developed new state and municipal planning guidelines that incorporate international frameworks such as the 2030 Agenda and the Montevideo Consensus[465]. These guidelines were used, for instance, to develop municipal programmes in the municipalities of the states of Hidalgo and Puebla.[466] More recently, in 2022, UNFPA established a cooperation Programme with the municipality of Almoloya de Juárez (State of Mexico) to assess he demographic status of the municipality (incorporating gender, youth, sexual and reproductive health approaches)[467] and support them in the formulation of their municipal development plan and their urban development plan.[468]

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB, and emerging megatrends, within population dynamics and data programming and support?

Finding 2: Gender, human rights and LNOB are widely and consistently applied throughout all P&D work, as both cross-cutting approaches and as specific initiatives. Alongside initiatives to generate data and address population related issues that particularly affect women, UNFPA has produced evidence to influence the inclusion of LNOB in population and public policy agendas focused on the most vulnerable and marginalised populations, such as afro-descendant, indigenous and poor populations. By comparison, attention to issues such as migration and urbanization has been limited during the 2014-2022 period aside from some success in integrating forced migration into the public policy agenda.

Research on population issues supported by UNFPA includes a gender perspective and analyses how situations and problems affect men and women differently. For example, the study published in 2019 on violence as a cause of forced internal displacement, not only addresses the difference in the percentage of deaths due to homicide between men and women or their different social characteristics.[469] More importantly, based on qualitative analysis, the report identifies how forced internal displacement impacts men and women differently in terms of physical and mental health, self-perception and resilience.[470]

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[460] UNFPA. 2015 Annual Report – Mexico. 2016.

[461] EASE, Programmea de Trabajo para la ENAPEA con el COESPO del Estado de México, (unpublished). No date

[462] UNFPA. 2019 Annual Report – Mexico. 2020.

[463] UNFPA, Manual para la elaboración de planes municipales de desarrollo, 2016. https://mexico.unfpa.org/sites/default/files/pub-pdf/Manual_PMD_Puebla.pdf

[464] UNFPA, Work Plan (Population & Development), 2018 y UNFPA, UNFPA-Mexico, La implementación de las agendas internacionales sobre población y desarrollo en los estados y municipios de México: propuesta de estrategia y guía de acción, 2018 (unpublished).

[465] UNFPA-CONAPO, Manual para la implementación de la Agenda 2030 y el Consenso de Montevideo sobre Población y Desarrollo a nivel subnacional, 2020. https://mexico.unfpa.org/sites/default/files/pub-pdf/manual_para_la_implementacion_de_la_a2030_y_cm_subnacional.pdf

[466] UNFPA, Work Plan (Population & Development), 2021.

[467] UNFPA, Work Plan (Population & Development), 2022.

[468] Government respondent.

[469] Díaz, María Cristina y Raúl Romo. La violencia como causa de desplazamiento interno forzado. Aproximaciones a su análisis en México, 2019.

[470] Ibid.

Given that adolescent pregnancy is the central priority for UNFPA Mexico, several studies have also been undertaken to provide evidence on is social and economic cost[471], the problems at the regional (subnational) level,[472] and the impact of COVID-19[473]. This is key evidence to support the effective implementation of the ENAPEA.

The study on the social and economic costs, based on the MILENA methodology[474] is a very relevant contribution that highlights the negative impact of adolescent pregnancy on the demographic dividend. Furthermore, the study provides key data to advocate for increased public and private investments to prevent adolescent pregnancy.[475]

Through its participation in the INEGI Specialized Technical Committees, UNFPA has been able to introduce gender questions and indicators in multiple surveys and the 2020 Census in the framework of the Guidelines for Incorporating the Gender Perspective in the SNIEG approved in 2015, which require that all 'State Units that produce, integrate or disseminate information of national interest, consider the gender perspective in the design and execution of these activities, in order to contribute to providing useful information for the State and society; research and knowledge development; as well as for the planning, design and evaluation of public policies aimed at eliminating social, economic, political and cultural inequalities between women and men'.[476] Gender questions were included in the questionnaires of the 2015 Intercensal Survey, the 2020 Population and Housing Census and the 2018 National Demographic Dynamics Survey (ENADID).

In partnership with the National Population Council (CONAPO,) UNFPA supported a study on forced internal displacement between 2013 and 2014, however, it was not published until 2019[477] due to objections of some former government authorities.[478] This situation was reverted in 2018, following the change in the presidential administration, which opened the possibility of conducting new anthropological studies on the internal displacement of indigenous populations in three Mexican states: Chiapas, Chihuahua and Guerrero.[479] The study identifies violence as one of the main causes that originate the displacement.[480]

Further, UNFPA supported a study on *Public Policies to Guarantee the Rights of Afro-Descendants in Mexico.* The study analyses the legal and policy framework that recognises the existence of Afro-descendant populations and, based on the data from the 2015 Intercensal Survey, analyses how the afro-

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[471] Valdiviezo, Noe y Jorge Reyes. Una aproximación metodológica para analizar el costo económico del embarazo en niñas y adolescentes. Una aplicación para México, 2019 and UNFPA, Consecuencias socioeconómicas del embarazo en adolescentes en México 2016, 2018 y 2020. 2020.

[472] Series of unpublished booklets called Sociodemographic Vision (2021), corresponding to the northeast, south, center-east, center-north, southeast, north, and center-west regions.

[473] García Guerrero, Víctor Manuel. Análisis de la mortalidad y morbilidad por covid-19 en México, de mujeres embarazadas y niñas y niños menores de 12 años en el marco de uno de los 3 ceros del UNFPA (unpublished). 2022, and government and academic respondents.

[474] Seeking to standardize these studies and guarantee the conditions to compare their results, in 2018 the UNFPA Regional Office for Latin America and the Caribbean formulated a methodology to estimate the socioeconomic impact of pregnancy and adolescent maternity in Latin American and Caribbean countries which was called "MILENA". It was based on the corresponding mathematical development and accompanied by the design of an interactive electronic spreadsheet that facilitates data processing. MILENA aims to measure the effects of pregnancy and motherhood in adolescents in a country considering following dimensions: I) education, II) labour participation, III) income, IV) health and, V) level aggregate, tax revenue not received from taxes.

[475] Valdiviezo, Noe y Jorge Reyes. Una aproximación metodológica para analizar el costo económico del embarazo en niñas y adolescentes. Una aplicación para México, 2019 and UNFPA, Consecuencias socioeconómicas del embarazo en adolescentes en México 2016, 2018 y 2020. 2020.

[476] Ibid.

[477] Díaz, María Cristina y Raúl Romo, La violencia como causa de desplazamiento interno forzado. Aproximaciones a su análisis en México, 2019. https://www.gob.mx/cms/uploads/attachment/file/456109/Desplaz_2019_web_color-comp.pdf

[478] Government respondent.

[479] Díaz, María Cristina, Roberto Alva, Paola Alcalá y Raúl Romo. Desplazamiento interno en contextos indígenas. Tres miradas estatales a un problema compartido, 2021. f

[480] Ibid.

descendant population is distributed in the territory, how it is linked to other indigenous groups and what their migratory patterns are.[481] The study emphasises that beyond efforts of cultural and academic organisations for the visibilisation and recognition of the Afro-Mexicans, no actions have been implemented to improve their reality.[482]

UNFPA not only supports specific analyses on vulnerable populations, but also integrates them into the analysis of demographic dynamics, an example of this is the study *Ageing in populations in conditions of vulnerability in Mexico*[483], on the situation of rights of elderly with an emphasis on indigenous populations, afro-descendants, women, LGBTI community and migrants. To measure the economic implications of an ageing population, UNFPA also supported the realisation of study that resulted in an *Estimate of the economic cost of population ageing in Mexico.*[484]

In addition to these studies, during the 2014-2019 period UNFPA reported the generation of 73 studies on different demographic topics.[485]

UNFPA also considers vulnerable populations and marginalised contexts to inform the selection of the states in which it operates. For example, UNFPA works with Chiapas, Guerrero, and Oaxaca states, because these have the greater proportion of indigenous communities and a greater amount of the population living in poverty. Thus, UNFPA supports the use of sociodemographic data to guide the development of state development plans to reduce inequalities and vulnerabilities.[486]

In relation to disability, acknowledging previous lack of attention, UNFPA has recently hired a consultant to capture data of population living with functional disabilities in relation to the three transformative results. The consultancy is also expected to analyse current public policies, versus institutional advances and needs of the population with functional diversity. These will guide future actions. With respect to the LBQTI populations, work has been very limited and no future plans were mentioned.[487]

In 2016 UNFPA engaged in political dialogue with the Ministry of Foreign Affairs to support the analysis of the migratory dynamics that were emerging on the southern border, define a national position and formulate public policies in benefit of the migrant population.[488] This led to the publication of the report *Migrant Neighbourhood with Social Cohesion, Governance and Legacy*.[489] The study is very comprehensive and includes regional and national public policy recommendations. Nevertheless, no further actions were taken based on the study. Later, in 2021, UNFPA brought up once more the issue of migration in its work with state governments as part of its support for the implementation of the 2030 Agenda and the Montevideo Consensus.[490]

In relation to urbanisation processes, in 2015, UNFPA worked on the creation of a model of sustainable cities for Mexico.[491] In 2016 it initiated a dialogue with the government of San Luis Potosí to incorporate this model[492] into its urban development, which led UNFPA to support the analysis of the economic impact of demographic dynamics in the city's metropolitan area. The results from this analysis were

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[481] UNFPA. Políticas públicas para garantizar los derechos de las personas afrodescendientes en México. 2021.
[482] Ibid.
[483] Baz Sirvent, Gladys Marian. El Envejecimiento en poblaciones en condiciones de vulnerabilidad en México. 2021.
[484] aldez-Cruz, Servando. Estimación del costo económico del envejecimiento poblacional en México, 2021 (unpublished).
[485] UNFPA México. Acelerando Acciones para cumplir con la promesa. Informe del Programa de País 2014-2019 de UNFPA en México. No date.
[486] Academic and UNFPA respondents.
[487] UNFPA respondent.
[488] UNFPA. 2016 Annual Report – Mexico. 2017.
[489] Casillas, Rodrigo. Vecindad migratoria con cohesión social, gobernabilidad y legabilidad [sic]: Las migraciones internacionales en y por la frontera de México, las políticas migratorias de los países involucrados en la región y un escenario posible, 2018.
[490] UNFPA. Diagnóstico y líneas de acción para el cumplimiento de los compromisos internacionales sobre los derechos de las personas migrantes a nivel subnacional en México. 2021.
[491] Sobrino, Jaime, et al. Ciudades sostenibles en México: una propuesta conceptual y operativa, 2016.
[492] UNFPA. 2016 Annual Report – Mexico. 2017.

presented to the Metropolitan Committee for Economic Development and informed the formulation of its Metropolitan Development Plan.[493]

As will be further analysed under EQ5, UNFPA has played a determinant role in generating evidence and successfully positioning forced (internal) migration in the current public agenda.

Beyond these initiatives, UNFPA continues discussing what its role and value added is in relation to migration. This is valid not only for regional but for corporate level.[494]

In terms of climate change, UNFPA at some point assessed migration patterns related to climate change, like the push of rural country sides.[495] However, neither migration not climate change, have been integrated into UNFPA programming beyond punctual initiatives. Today, the he only action associated with climate change is the support that UNFPA has provided to update the demographic information of the National Risk Atlas.[496] Further information is provided under EQ6. Important to note that UNFPA also appears as one of the implementing agencies of the 'green economy and climate change' are of the current United Nations Cooperation Framework.[497]

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: Despite increasing recognition of the importance of interlinked work and a number of specific initiatives promoting the inclusion of population data and analysis in support of specific topics and projects, UNFPA Mexico still faces important challenges to ensure systematic support and connections to integrate P&D into the other mandate areas for the achievement of the three transformative results.

The staff interviewed is aware that the new UNFPA Global Strategic Plan 2022-2025 calls for a more interconnected planification, especially in regard to its outcomes, outputs, and accelerators.[498] They also understand the key issue of interconnection behind the "six plus six" output and accelerator framework to accelerate the achievement of the three transformative results, as well as the strategic vision and alignment of the Strategic Plan represented in the "Bull´s eye" model.

There is a general recognition of the value of including population data and analysis as strategic to support their plans and substantiate their arguments and policy work.[499] This is not recent; for example, the 2017 Annual Report includes the following critical assumption: 'Government is supportive of strengthened national policies through integration of evidence based analysis on population dynamics and their links to sustainable development, sexual and reproductive health and reproductive rights, HIV and gender equality.'

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[493] UNFPA. 2017 Annual Report – Mexico. 2018.

[494] UNFPA rspondent.

[495] UNFPA respondent.

[496] UNFPA respondents.

[497] Naciones Unidas México. Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible de México 2020-2025. 2020.

[498] 'The three outcomes are interconnected. Ending gender-based violence and harmful practices contributes to ending the unmet need for family planning and ending preventable maternal deaths. Ending the unmet need for family planning is critical to ending preventable maternal deaths. Interventions to end preventable maternal deaths and end the unmet need for family planning also contribute to ending gender- based violence (…) UNFPA will contribute to these three interconnected outcomes by achieving six interconnected outputs. These outputs are (a) policy and accountability; (b) quality of care and services; (c) gender and social norms; (d) population change and data; (e) humanitarian action; and (f) adolescents and youth. All the outputs contribute to the achievement of each outcome; they have a multidimensional, 'many-to-many' relationship with these outcomes. (…) UNFPA has identified six accelerators to achieve these six interconnected outputs: (a) Human rights-based and gender-transformative approaches; (b) Innovation and digitalisation; (c) Partnerships, South-South and triangular cooperation, and financing; (d) Data and evidence; (e) Leaving no one behind and reaching the furthest behind first; (f) Resilience and adaptation, and complementarity among development, humanitarian and peace- responsive efforts.' (UNFPA. The UNFPA Strategic Plan, 2021).

[499] Various UNFPA respondents

However, despite good intentions, different factors that include work overload and lack of clarity on how to effectively interconnect work in a systematic manner, hinder effective collaboration of the areas in the daily work and tend to maintain the silos.[500] There is clarity about the importance and also tools are available in the Strategic Plan that guide interconnections, but the challenge is the operation, on a day-to-day basis.[501]

Despite limitations, there are valuable experiences that have opened up opportunities to work in an integrated way. For example, the work done for ENAPEA allowed to raise a number of cross-cutting issues that enabled colleagues from other areas beyond Sexual and Reproductive Health, including P&D, to work on the design and implementation of the strategy to prevent adolescent pregnancy.[502] As mentioned in EQ1, P&D supported partner states in designing local strategies for the implementation of ENAPEAs ensuring the integration of demographic variables. [503]

Having a shared priority for the whole organisation, like adolescent pregnancy in the case of UNFPA Mexico, requires and motivates the coordination and joint work.

Another example of the effectiveness of coordinated work between areas is the study of socioeconomic cost of teenage pregnancy, leaded by P&D and which required the participation and input of the three mandate areas.[504] Currently, gender and P&D are also coordinating a quali-quanti study on child marriage and early unions in the states of Chiapas, Guerrero, Oaxaca.[505]

Coordination between areas is expected and important to implement several global or regional initiatives. A current example is the Youth Development Index,[506] which is leaded by the area of adolescents and youth, but requires key contributions from P&D.

So far P&D contribution to other mandate areas has been mainly limited to data collection-provision, but shared expectations are to go beyond than the sum of the parts, building a new organisational mindset and culture where demographic issues are embedded in the substance of all interventions.[507] An existing example that moves in this direction are the state cooperation programmes in Hidalgo and the State of Mexico and the municipal cooperation programme in Almoloya that are coordinated by the P&D area but that include other areas building on a programmatic approach.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: UNFPA has contributed to strengthen the use of demographic data and analysis, has produced evidence on new topics and crosscutting issues to influence public policies, and there are some inspirational examples of holistic and co-financed decentralised programmes and actions to strengthen subnational institutions responsible for population issues, including a training methodology on local planning and SDGs implemented in several states such as Puebla, San Luis Potosí and Hidalgo. However, a strategic, continuous and interlinked approach to capacity-building is still missing. Current governmental low prioritisation of population issues including ageing trends, limit the contributions. Turnover of functionaries negatively affects the sustainability and potential impact of enhanced individual capacities.

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[500] In the organizational management literature, "silo thinking" is understood as the unwillingness or impossibility to share information or knowledge between employees or across different areas or departments within an organisation.
[501] Various UNFPA respondents.
[502] Annual Reports since 2015.
[503] Various UNFPA respondents.
[504] Valdiviezo, Noe y Jorge Reyes. Una aproximación metodológica para analizar el costo económico del embarazo en niñas y adolescentes. Una aplicación para México, 2019 and UNFPA, Consecuencias socioeconómicas del embarazo en adolescentes en México 2016, 2018 y 2020. 2020.
[505] UNFPA respondents.
[506] https://www.un.org/esa/socdev/unyin/documents/ydiMikeThiedke_YDI.pdf
[507] UNFPA respondents.

Between 2014 and 2016, youth-related population issues and capacity building activities were prioritised, given the programme interlinkage between population and youth. In 2014, UNFPA presented to the Mexican Youth Institute (IMJUVE) the System for the Comprehensive Development of Youth, which included disaggregated demographic data for this population group[508]. In 2016 an Adolescent and Youth Statistics Committee was created under the coordination of INEGI and IMJUVE, with the participation of UNFPA and other UN agencies,[509] contributing to an institutionalised approach to adolescent and youth data and population issues. Furthermore, during the same year, a monitoring system of the National Youth Programme was developed with IMJUVE and other national partners. In 2016, together with IMJUVE, UNFPA developed a set of factsheets on the youth population aligned with the topics of the 2030 Agenda.[510]

Factsheets with statistical information were seen as advocacy tools and during 2016 other factsheets with data on elderly people, adolescent pregnancy and urbanisation were generated based on the Inter-census Survey and the National Demographic Dynamics Survey.[511] Furthermore, during 2020 state infographics with demographic data on issues such as sexual and reproductive health were developed but have not been published.[512]

Capacity building efforts were also targeted to introduce new, crosscutting issues in the national data and population agenda.[513] During 2017 UNFPA developed the project 'Emerging Themes in the Population Policy in Mexico", which was executed with CONAPO. UNFPA supported and disseminated eight studies related to population and development issues, including ageing, religious tolerance, e-government, urban sustainability, breast cancer mortality, metropolitan planning, demographic dynamics, poverty and marginalization, investment in youth, and social protection.[514] In 2019 seven studies were conducted on: migration, internal displacement, ageing, afro descendent population,; administrative records, public social investment on youth, and teenage pregnancy.[515] An overall assessment of the extent to which all this evidence enhanced capacities and impacted on the design and implementation of public policies is not available.

However, in 2019, UNFPA in partnership with CONAPO, facilitated a seminar on forced internal displacement, in which six federal agencies and 12 state agencies participated, together with academics and members of civil society organisations. The results of this seminar informed the formulation of the National Human Rights Programme 2020-2024.[516] The Programme is explicitly based on the LNOB and 'leave no one outside' principle.[517]

Regarding capacities in the use of demographic data, one of the collaborations with the greatest potential impact[518] was the 2018 massive online course *Introduction to demographic analysis* developed by COLMEX with the support of UNFPA. During 2018 more than 5.000 people participated.[519] Despite its outreach and the expected regional expansion, the course was not continued. In 2019 the development of a course on basic demographic concepts was developed with CONAPO.[520] It is also important to note

[508] UNFPA. 2014 Annual Report – Mexico. 2014, and UNFPA. 2015 Annual Report – Mexico. 2016.
[509] UNFPA. 2015 Annual Report – Mexico. 2015.
[510] UNFPA. 2016 Annual Report – Mexico. 2017.
[511] Ibid.
[512] UNFPA. 2020 Annual Report – Mexico. 2021.
[513] Cárdenas, Rosario. Revisión de medio término del Programa de país de UNFPA México 2014-2018. 2017; several UNFPA respondents; academic respondent.
[514] UNFPA. 2017 Annual Report – Mexico. 2018; UNFPA. 2018 Annual Report – Mexico. 2019.
[515] UNFPA. 2019 Annual Report – Mexico. 2020.
[516] SEGOB, Programa Nacional de Derechos Humanos. 2020.
[517] https://www.gob.mx/segob/documentos/programa-nacional-de-derechos-humanos-2020-2024#:~:text=El%20Programa%20Nacional%20de%20Derechos,Mexicanos%2C%20conforme%20a%20lo%20que
[518] Academic respondent.
[519] UNFPA. 2018 Annual Report – Mexico. 2019.
[520] UNFPA. 2019. Annual Report – Mexico. 2019.

that to raise awareness on the importance and use of demographic issues, during 2018 and 2019 UNFPA trained over 100 journalists from national media, a strategy valued by other actors.[521]

Beyond some positive achievements, including the media training that has been carried out continuously every year, there seems no clear strategy that articulates training efforts and investments, but rather a series of independent activities with diverse results. Furthermore, as was reported already in 2014, institutional capacities remain a challenge:[522]

> The main challenge is the institutionalization of the data systems, because even if UNFPA has promoted capacity-strengthening and the development of systems, partners have to consider them as their own and disseminate them through virtual tools and platforms, in order to facilitate the use, sharing and exploitation of information.[523]

Currently the country office is accelerating actions to implement projects on population ageing with different key actors, such as the federal and state population governments, the National Institute for Care for the Elderly, the National Institute of Geriatrics and civil society networks.

In terms of efforts directed to strengthen institutional capacities and coordination, a highlight is the leading role UNFPA played in establishing of an Inter-institutional, multi-stakeholder advisory group on ageing, in collaboration with the Mexican Association of Pension Funds and CONAPO. The aim was to promote collaboration and generate evidence-based arguments for policy setting. A first draft of the National Strategy on Active Ageing was developed and shared with the new federal administration,[524] but with no response, given the low priority currently assigned by the federal government to the ageing agenda.

A more positive example, aligned with current national priorities, is the construction of the database[525], the definition of socio-demographic indicators and their integration through the DEVINFO[526] system to monitor ENAPEA, work that was carried out between UNFPA, CONAPO and the Inter-ministerial Group for the Prevention of Pregnancy in Adolescents (GIPEA).

UNFPA capacity building efforts have been closely linked to the 2030 Agenda and the Montevideo Consensus, including training, evidence-generation and guidelines for the effective implementation of the Consensus at national and subnational level, and support to the production of follow-up reports.[527]

Important to note is the support role UNFPA has played supporting Mexico's presence in international fora, where it occupied important roles such as the Presidency of the Regional Conference on Population and Development 2015-2018, and Vice-Chair of the UN Commission on Population and Development. This also included technical support in the revision of the official documents of the Government of Mexico presented in the framework of the CPD, the Regional Conference on Population and Development (RCPD), and the Regional Conference on Ageing.[528]

In the context of diminished funding (aggravated by COVID-19), weakened institutionality, the absence of a population policy framework, poor visibility and relevance of demographic issues in the public

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[521] UNFPA. 2018 Annual Report – Mexico. 2019; UNFPA. 2019 Annual Report – Mexico; academic respondent.
[522] UNFPA respondents.
[523] UNFPA. 2014. Annual Report – Mexico. 2014.
[524] UNFPA. 2018. Annual Report – Mexico. 2019; government respondent.
[525] UNFPA. 2015 Annual Report – Mexico. 2016.
[526] UNFPA. 2016 Annual Report – Mexico. 2017.
[527] Various annual reports; UNFPA respondents.
[528] UNFPA. 2021 Annual Report – Mexico. 2022; UNFPA and government respondents.

agenda, UNFPA has faced additional challenges in the last years to enhance national P&D related capacities.[529]

UNFPA has developed a close collaboration with some state governments, which not only involves technical support but also primarily capacity building. During the 2014-2022 period, UNFPA carried out diverse capacity-building activities with the state governments of Puebla, San Luis Potosí, Hidalgo and the State of Mexico and some of its municipalities.

For example, in 2015, 40 public officials of San Luis Potosí were trained on designing logical frameworks and analysing population dynamics with the purpose of formulating their State Development Plan based on evidence and data.[530] In 2016, UNFPA, in coordination with CONAPO, held a seminar on the implementation of the Montevideo Consensus with the participation of 30 COESPOS.[531] The same year UNFPA supported a training workshop for the COESPOS on the methodology of National Transfer Accounts (NTA).[532] In 2017, officials from 13 government agencies in the state of Hidalgo were trained on planning under the population approach.[533] In 2019, UNFPA in partnership with CONAPO developed an online course on basic demographic concepts and on population and development issues relevant to the international agenda (Agenda 2030, ICPD, Montevideo Consensus)[534], which served as the basis for a new training workshop on the implementation of the Montevideo Consensus at the sub-national level, in which personnel from the COESPO of the 32 states participated.[535] The same year the personnel of 22 government agencies of the state of San Luis Potosí were trained in demographic dynamics and the use of socio-demographic information in public programming.[536]Further, UNFPA, together with the Hidalgo government, developed the Signalis application, which will serve to monitor the implementation of the 2030 Agenda and the Montevideo Consensus in the states of the Central-Eastern region.[537]

Additionally, UNFPA has also supported state authorities in the creation of platforms with georeferenced information for decision making, with some disaggregated indicators at the municipal level. Some examples of this are the platform on gender violence indicators within the framework of the Spotlight initiative or the platform of indicators for monitoring teenage pregnancy in the State of Mexico, Hidalgo and Oaxaca.

Searching for good and alternative capacity strengthening practices, the case of Hidalgo State Cooperation Programme is inspiring.[538] The programme was developed with co-financing from the state since 2014, reflecting a model of decentralized implementation.

> The Hidalgo State Cooperation Programme constitutes a successful example of comprehensive and long-term collaboration which has transformed, from the point of view of local officials, the collaborative relationship between various spaces of the state government, has raised awareness of the importance of issues additional to the obligations of each instance and the teamwork

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[529] UNFPA. 2019 Annual Report – Mexico. 2020; UNFPA. 2020 Annual Report – Mexico. 2021; UNFPA. 2021 Annual Report – Mexico. 2022.

[530] UNFPA. 2015 Annual Report, - Mexico. 2016.

[531] UNFPA. 2017 Annual Report – Mexico. 2018.

[532] UNFPA. 2018 Annual Report - Mexico. 2019.

[533] UNFPA. 2017 Annual Report- Mexico. 2018.

[534] UNFPA. 2019. Annual Report- Mexico. 2020.

[535] Ibid.

[536] UNFPA. 2019 Annual Report – Mexico. 2020.

[537] INFTEL. Especificaciones técnicas y de procesos de la plataforma de seguimiento, difusión, monitoreo y evaluación de la implementación de la Agenda 2030 y el Consenso de Montevideo para la Región Centro Oriente de la Comisión Consultiva de Enlace con las Entidades Federativas, (COCOEF). No date.

[538] UNFPA and government respondents.

synergy. The program and its characteristics in a case study potentially applicable in its structure to other federal entities in the country.[539]

In terms of success factors, an important element of the model is the linkage of population dynamics with the other outputs of the Programme, such as youth, sexual and reproductive health and gender.[540] During 2020 similar programmes were developed with the State of Mexico, Oaxaca, and Guerrero.[541]

However, illustrating the variable results at state level, the experience with the Puebla State Cooperation Program was less positive and evidenced the high dependency of success in relation to political will, availability of resources – particularly after 2014 when co-financing was introduced in the negotiations- and vision of the decision makers in relation to the importance of population issues for effective development planning.[542]

Regarding capacity building at the municipal level for the use of socio-demographic information in local development planning, this has been an ongoing process. Since 2014 and during all years, municipal officials from Hidalgo, Puebla, San Luis Potosí, and the State of Mexico have been trained.[543] Between 2014 and 2019 technical assistance and training was provided to representatives of 350 municipalities in terms of planning and population dynamics, and the 2030 Agenda on Sustainable Development.[544]

But despite all this training and overachievements in the output indicator on the 'number of state population councils that have designed and implemented public policies and programmes based on the analysis of population dynamics and local development'[545], there is limited evidence about outcomes beyond the formulation of development plans or that the capacities developed last over time, due to the constant change of state and municipal officials and the weak capacities strengthened at institutional level, in addition to variable political will, particularly when co-financing was requested.[546] As the midterm evaluation of 2017 highlights:

> The continuity of the actions and, therefore, the scope of their impact over time is strongly subject to the political will of the local governments and this is an imponderable with which the work of the UNFPA-Mexico work team inexorably contends.[547]

It is important to note that reported achievements mostly remain at output level – a more general limitation of UNFPA monitoring – so changes at outcome level related to capacity building efforts are not easy to track and evidence from a cause-effect perspective.[548]

Added to this, it is important to highlight that during the 2014-2022 period, there has been an institutional weakening of the COESPOs; for example, in 2016 the COESPO of Puebla disappeared and was substituted by a General Directorate of Land Tenure and Population, attached to Ministry of the Interior.[549] These subnational population agencies do not have the necessary financial resources to fulfil

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[539] Cárdenas, Rosario. Revisión de medio término del Programa de país de UNFPA México 2014-2018. 2017.

[540] Ibid.

[541] UNFPA. 2020. Annual Report – Mexico. 2021.

[542] Ibid; government respondent.

[543] 2014 to 2019 annual reports; several UNFPA and government respondents.

[544] Cárdenas, Rosario. Revisión de medio término del Programa de país de UNFPA México 2014-2018. 2017.

[545] UNFPA - Mexico. Country Programme Performance Summary. Mexico 2014-2019. No date.

[546] Government respondent.

[547] Cárdenas, Rosario. Revisión de medio término del Programa de país de UNFPA México 2014-2018. 2017.

[548] See anual reports.

[549] Governmental respondent.

their functions, experience constant personnel changes, and the lack of coordination between agencies has increased.[550]

This reality presents important sustainability questions and challenges for UNFPA in relation to its capacity building efforts and resources. Continuous training is necessary due to the constant turnover of personnel in state and municipal agencies, in addition to the progressive weakening of the COMUPO and COESPO in most states, which makes UNFPA intervention at these levels of government unsustainable.

For 29 years, UNFPA has supported the National Population Council in the implementation of the National Drawing and Painting Contest to create awareness on population and socio-demographic issues among young generations and strengthen general demographic culture. Each year this contest focuses on a specific population issue, for example, the 2014 contest focused on the life plan, the 2016 contest on coexistence free of violence, the 2018 contest on education, the 2020 contest on the quantity and characteristics of the population and the one in 2022 on early and forced child marriages and unions. The 2014-2019 report mentions that during this period over 100.000 boys, girls and young people of the 32 states had participated in the contest. [551]

The states have highlighted the contribution of the programme to bringing knowledge on socio-demographic issues to the public, but also to strengthening the links between public institutions and the population. However, despite the creative approach and even though the resources spent on this activity are limited, after three decades there is no strong evidence to demonstrate its strategic value in terms of positioning P&D in the government agenda, increasing youth consciousness on P&D issues and/or elevating the profile of UNFPA.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Despite political changes that inhibited continuity and major results, UNFPA has contributed to strategically position demographic issues in development plans and programmes at national and subnational level, with a particular focus on LNOB and international norms. UNFPA has also effectively integrated P&D in the broader UN planning in Mexico, including in the formulation of cooperation instruments. By comparison, the concept of demographic resilience is identified as new and is not used in the country; some UNFPA staff questions the nature, clarity and usefulness of the concept itself, while working with different stakeholders to develop a narrative that responds to low fertility and ageing not only in Mexico but in the whole region.

At federal level, UNFPA efforts to strategically position demographic trends and dynamics in development plans and programmes of the new federal government had limited success. Nevertheless, UNFPA managed to introduce the agenda of forced internal displacement, influence some legislative measures and include a population approach in four federal programmes, as discussed in EQ1.

At subnational level, UNFPA supported the evidence-based formulation of state and municipal development programmes and the implementation of the 2030 Agenda and the Montevideo Consensus on Population and Development. The 2017 Annual Report highlights under Outcome 4 that Planning for Development in one of the priorities, aiming to sensitize authorities about the importance of demographic dynamics and its implications in mid-term processes. For example, also in 2017 UNFPA implemented an advisory strategy to include a population approach in the municipal development programmes, which was piloted in 84 municipalities of Hidalgo.[552] During the same year UNFPA

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[550] UNFPA respondents, and UNFPA-Mexico, 2018 Annual Report, 21/02/2019, pp. 2-3.
[551] UNFPA. 2018 Annual Report – Mexico. 2019.
[552] UNFPA. 2017 Annual Report – Mexico. 2018.

supported the analysis of the economic impact of the demographic dynamics in the metropolitan zone of the city of San Luis Potosi, in coordination with the Population State Council.[553]

As in many other countries, the National Development Plan is the main planning instrument to guide development efforts at national level. The change in federal administration implied a window of opportunity for advocacy and political dialogue, to position development issues in public policies, plans and programmes. In 2018 and 2019, UNFPA sought to take advantage of this opportunity to position demographic trends and dynamic such as mobility and territorial distribution of the population, international migration, internal forced displacement and population ageing in the 2019-2024 National Development Plan of the new federal government. However, this effort had limited concrete results because the 2019-2024 National Development Plan remained at the level of general principles and goals, and did not evolve programmatically for its effective implementation. It is worth mentioning that the National Development Plan includes as a guiding principle the LNOB and 'leave no one outside.'[554] In comparison, the previous National Development Plan 2014-2019 attributed high importance to the strengthening the population policy institutional framework and defined a series of strategies related to population issues, like the effects of ageing on men and women, the consequences of demographic transition on family structures, and the need to invest in youth to take advantage of the demographic shift.[555] UNFPA also participated in the preparatory discussions of the 2014-2019 plan and then supported its implementation.[556]

In 2019, UNFPA provided support to CONAPO to formulate the National Population Programme[557]. Due to internal political reasons, this programme was never published, and for the first time since 1978, Mexico does not have a governing document for population policy.

The other issue that UNFPA sought to position was that of demographic ageing. Since 2018, UNFPA promoted the establishment of an Inter-institutional advisory group on ageing in collaboration with the Mexican Association of Pension Funds and CONAPO. The main result of this group was a draft of the National Strategy on Active Ageing, which was presented to the new federal administration, but with no response until today.[558] Simultaneously UNFPA and other allies have requested the Ministry of Foreign Affairs ratification of the Ibero-American Convention on Ageing, in order that this would facilitate the adoption of the National Strategy on Active Ageing:[559]

> The Mexican State has not signed or ratified this Convention. Seven years later, civil organizations, collectives, academics, and various figures from national public life continue to request both the Federal Executive Branch and the Senate of the Republic to carry out the procedure established by our legal framework in order to finally be States Parties to this international human rights instrument.[560]

UNFPA was successful in positioning and integrating forced internal displacement in the public agenda. As previously mentioned, during the former presidential administration (2012-2018), the publication of the research supported by UNFPA on violence as a cause of forced internal displacement was not authorised[561], however, with the new government willingness to discuss and address the problem of forced internal displacement changed radically. Not only was a new investigation carried out, but the issue was integrated in the government agenda and an intergovernmental working group was

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[553] Ibid.

[554] https://www.dof.gob.mx/nota_detalle.php?codigo=5565599&fecha=12/07/2019#gsc.tab=0

[555] https://www.dof.gob.mx/nota_detalle_popup.php?codigo=5343066

[556] UNFPA. 2014. Annual Report – Mexico. 2015.

[557] Ibid.

[558] UNFPA. 2019 Annual Report – Mexico. 2020 and governmental respondents.

[559] UNFPA. 2019 Annual Report- Mexico. 2020.

[560] https://comiteajusco.org/2022/08/02/mexico-aun-no-ratifica-la-convencion-interamericana-sobre-la-proteccion-de-los-derechos-humanos-de-las-personas-mayores/

[561] Government respondent.

organised.[562] One of the main results of this working group was the drafting of a bill on forced internal displacement, through a wide consultative process with international organisations including UNFPA.[563] The bill was approved by the Chamber of Deputies on September 29, 2020.[564] UNFPA was successful influencing legislative change on a sensitive topic, strongly linked to the LNOB approach.

Since the previous federal administration (2012-218), UNFPA, together with other actors, advocated for the formulation a new General Population Law. In 2020, the legislature approved the initiative of a new General Population Law to replace the 1974 law.[565] In the formulation of this initiative, UNFPA played a fundamental role both in political dialogue with congressmen and also providing technical assistance.[566] This initiative focuses on the contemporary population challenges that Mexico faces (e.g. ageing, territorial distribution, migration), but particularly relevant is that it seeks to strengthen the National Population Registry and the creation of the National Personal Identification Service.[567]

In relation to the National Report on the Implementation of the Montevideo Consensus, UNFPA not only provided guidance on the process and expected result, but was also involved in the writing process. Based on the report, the Mexican government was able to establish a baseline for the monitoring of the committed indicators.[568] This report was presented at the Third Meeting of the Regional Conference on Population and Development in August 2018, held in Lima, Peru, and served as input for the First Draft of the Regional Report on the Implementation of the Montevideo Consensus on Population and Development.[569] From this effort, at the present, Mexico is working with other countries in the region to position the issues of ageing and low fertility in the regional agenda[570].

UNFPA has also supported INEGI in different South-to-South cooperation activities in the region, contributing to position and mainstream population dynamics in other countries. Activities included:

- Presentation of the experience on monitoring the SDGs carried out in conjunction with INEGI within the framework of the Statistical Conference of the Americas, reaching to at least four other interested countries.

- Strategy document for South-South Cooperation to strengthen statistical offices in Latin America and the Caribbean designed and presented to INEGI.

- Six South-South Cooperation missions around the processes and experiences of INEGI related to census projects in four countries (Guatemala, Haiti, Peru, Colombia) planned and implemented under the framework of the regional agreement between INEGI and UNFPA. [571]

At UNFPA Mexico, the concepts of ageing, low fertility and life-cycle are used rather than Demographic Resilience. Some opinions pointed out that the problem is in the "title" of Demographic Resilience rather than in the concept itself and the assumptions, holistic and positive approach it offers, particularly to ageing, an aspect also recognised by external actors.[572] The importance of storytelling and the need to

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[562] Government respondent.

[563] Government respondent.

[564] Cámara de Diputados, Dictamen de la Comisión de Gobernación y Población, a la Iniciativa con Proyecto de Decreto que expide la Ley General para Prevenir, Atender y Reparar Integralmente el Desplazamiento Forzado Interno, Gaceta Parlamentaria, Año XXIII, Número 5619-III, 29/09/2020. https://www.diputados.gob.mx/LeyesBiblio/iniclave/64/CD-LXIV-III-1P-186/02_dictamen_186_29sep20.pdf

[565] This initiative is still under review by the Senate.

[566] UNFPA 2020. Annual Report – Mexico. 2021.

[567] Cámara de Diputados, Dictamen de Comisión de Gobernación y Población con Iniciativa con Proyecto de Decreto por el que se expide la Ley General de Población y abroga la Ley General de Población, publicada en el Diario Oficial de la Federación el 7 de enero de 1974, Gaceta Parlamentaria, Año XXIV, Número 5665-V, 3/12/2020, pp. 10-14. http://sil.gobernacion.gob.mx/Archivos/Documentos/2020/12/asun_4119931_20201203_1607042578.pdf

[568] UNFPA. 2018 Annual Report-Mexico. 2019..

[569] Cardenas, Rosario, Mid-Term Review of UNFPA-Mexico Country Programme 2014-2018. 2017.

[570] UNFPA respondent.

[571] UNFPA. 2017 Annual Report – Mexico. 2017.

[572] UNFPA respondents; government respondent.

respond to diverse cultural contexts and realities were highlighted. It is expected that further analysis on the relevance of the concept of demographic resilience in the region will provide clarity and a more solid basis for decision-making.[573]

In its participation during the formulation of both the United Nations Cooperation Framework for Development in Mexico 2014-2019 and the United Nations Cooperation Framework for the Sustainable Development of Mexico 2020-2025, UNFPA highlighted the importance of strengthening the use of disaggregated data and statistics with a gender perspective, taking into account both the demographic dividend and the ageing of the population, and promoting the inclusion of the demographic approach in government planning processes. [574]

In the 2014-2019 cooperation framework one of the strategies listed to 'consolidate and deepen democracy, improve governmental effectiveness and strengthen transparency and anti-corruption mechanisms' is 'data generation and supporting evaluations and accountability reports to inform the development process and measure the impact of public policies, contributing with more knowledge to citizen exercise'. [575]

On the other hand, the 2020-2025 cooperation framework, referred to as 'the first document of its kind to be aligned with the 2030 Agenda and built from a collaborative and inclusive approach,'[576] with two cross-cutting approaches: i) Gender equality and empowerment of women and girls; ii) migrants and refugees. It represents an integrated, comprehensive framework to leave no one behind, composed by the following five programmatic principles: life-cycle, human rights, gender perspective, interculturality and territory.[577] The glossary of the framework includes 'population approach', defined as a reference framework that helps understand the characteristics and needs of people that live in a determined territory, and the interactions between the demographic dynamics and the environmental, social and economic dynamics in public policies.[578]

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

UNFPA Mexico has included the collection of data in humanitarian settings in its annual planning for population and development since 2014, but without fully defining its role and specific strategic contribution. In addition, the government has rejected the participation of international agencies in humanitarian crisis. Despite these important limitations, since 2019 UNFPA found opportunities to contribute to humanitarian issues from the perspective of P&D, providing technical assistance to update and complement the National Risk Atlas, training subnational government agencies on disaster prevention and response, and generating evidence on the impact of COVID-19 on particular population groups.

Limited P&D work in humanitarian settings has to do to a great extent with the positioning of the Mexico government rejecting a strong UN role in humanitarian situations, which implied that UNFPA (and other UN agencies) did not receive requests for assistance during the 2014 and the 2017 humanitarian crisis. The 2014 Annual Report already highlights that:

> The Mexican Government considers security and humanitarian assistance issues as its own responsibility, therefore it is reticent to UN assistance.[579]

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[573] Various UNFPA respondents
[574] Ibid.
[575] Secretaría de Relaciones Exteriores, ONU México. Marco de Cooperación de las Naciones Unidas para el Desarrollo en México 2014 - 2019. 2013.
[576] https://unsdg.un.org/un-in-action/mexico
[577] Ibid.
[578] Naciones Unidas México. Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible de México 2020-2025. 2020.
[579] UNFPA. 2014 Annual Report – Mexico. 2014.

However, there is also with the unmet need for a clearer definition of the role or niche for UNFPA P&D contribution in humanitarian settings.[580] During the preparation of the "Situation Report of the Impacts of the Earthquakes" of September 7 and 19 of 2017, the UNFPA Office identified that access to disaggregated data for decision-making was difficult, and that there was an opportunity for UNFPA related to the dissemination, use and exploitation of sociodemographic information. The information was available but scattered in different sectoral systems. Thus, UNFPA México proposed incorporating a component aimed at better linking these systems as part of its emergency response project. Unfortunately, it was unable to receive the necessary resources to carry it out.[581]

UNFPA has promoted capacity building and inter-institutional policy dialogue regarding the gathering, use and exploitation of socio-demographic information in emergencies. In 2020 UNFPA strengthened the capacities of national and sub-national government institutions to analyse and use georeferenced and disaggregated sociodemographic data, including in humanitarian settings, for the design and implementation of public policies.[582]

Since 2019 UNFPA has supported a consultancy to update and complement the National Risk Atlas,[583] an online database developed by the National Centre for Disaster Prevention (CENAPRED), the National Seismological Service, the Earth Observation Laboratory, the National Oceanic and Atmospheric Administration and CONAPO, considered one of the most important tools for humanitarian crises prevention. In 2020, eight sociodemographic and sexual and reproductive health indicators on adolescent and youth were included as layers in the Atlas, including data on pregnant women and other vulnerable populations to be able to detect their specific needs and ensure more efficient responses to emergency situations considering the population dynamics in the affected areas.[584]

During the pandemic UNFPA supported the implementation of different research studies; in 2021 it supported one study on the link between the components of the Montevideo Consensus, and the possible effects on its compliance as a result of the COVID-19, and another one on the impact of COVID-19 on migration and remittances was developed.[585]

Regarding the collaborations within other offices of the UN system, UNFPA has worked with UNHCR and to a lesser extent, with OCHA, on topics related to migration (internal and external displacement) and human rights. To highlight is the joint work between these agencies in drafting of the Bill on Internal Forced Displacement, being now discussed at the Senate. However, the cooperation with OCHA is limited due to the small size of its team in Mexico and other restrictions it currently faces.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: UNFPA Mexico has extensively leveraged partnerships with traditional institutions such as CONAPO, INEGI and IMJUVE at the federal level. However, despite strong efforts and investments at subnational level, most of these partnerships are unsustainable. Other strategic and innovative partnerships with government institutions, academic centres and private sector entities could better be leveraged to achieve progressive results in addressing ageing and other key population issues.

UNFPA is recognised as a strong and legitimate organisation on data and population issues.[586] Based on it, the main and traditional partners of UNFPA Mexico have been the federal agencies in charge of the population and demographic policy planning like CONAPO and INEGI. These institutions have been

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[580] Government respondent.
[581] UNFPA. 2017 Annual Report -Mexico. 2018; UNFPA respondents.
[582] UNFPA. 2020 Annual Report – Mexico. 2021; UNFPA. 2021. Annual Report – México. 2022.
[583] http://www.atlasnacionalderiesgos.gob.mx/
[584] UNFPA. 2020 Annual Report – Mexico. 2021; UNFPA respondent.
[585] Ibid.
[586] Several government and a

engaged in implementation of UNFPA programmes since its inception in the country, in the 1970′s.[587] Partnerships have involved co-financing agreements. A key and recent achievement of these partnership has been the development of the ENAPEA, which is one of the most important programmes for the UNFPA[588] Mexico country office and currently aligned with its priority focus on preventing adolescent pregnancy.[589] The ENAPEA is a good example of a sustainable collaboration with National Women's Institute (INMUJERES), as UNFPA does not have sufficient resources to implement such programmes on its own.

Another important federal administration partner has been IMJUVE. UNFPA has allocated funds and included actions in all its plans from 2014 to 2022, mostly for training. Also, with the support of UNFPA, IMJUVE developed a web-based M&E system for Youth Policy, based on the youth programme (PROJUVENTUD) derived from the National Development Plan.

In relation to academic partnerships, one traditional institution has been the COLMEX. This leading research institution has provided UNFPA a solid partnership for technical and scientific council, educational endeavours, as well as seminars and training in demography, population dynamics, data management and planning. For example, in 2018 COLMEX actively participated with the Latin American and Caribbean Centre for Demography (CELADE) and the Mexican Demography Society (SOMEDE), in organising some workshops on the National Development Plan.[590] Also, COLMEX, UNFPA and other key demography actors, are currently working on the new population projections, considering alignments with the SDGs and the Montevideo Consensus. While the alliance with COLMEX is certainly very strong, considering the wide and strong academic institutionality of Mexico, partnerships could expand to other academic centres.

Other key potential partnerships, particularly in relation to ageing, are identified as strategic to further position the ageing agenda: INGER and INAPAM. The need to further amplify collaboration with non-traditional actors – such as insurance companies, embassies savings associations, amongst others-around population and development issues., is recognised.[591] Interesting to note the presentation at the World Congress of Savings Systems Associations of the research on the potential of the demographic dividend and its impact on the ageing process prepared jointly by Blackrock[592] and UNFPA. The foregoing allowed UNFPA to gain positioning as a relevant agency on the issue of ageing, in addition to opening the link with institutional partners and private initiatives that work on the issue.

Regarding alliances with the private sector, the Employer Confederation of the Mexican Republic (COPAMEX) and CEMEX, a Mexican multinational company dedicated to the construction industry, have showed their interest to develop youth-related initiatives. Also, several pensions and insurance companies, have expressed interest in developing projects related to ageing and the 'silver economy', where the work conducted by UNFPA in population data and analysis would be relevant.[593]

In 2021 the United Nations Mexico published a *Mexico Partnership Landscape Assessment*, an initiative of the UN Department of Economic and Social Affairs (UNDESA), the 2030 Agenda Partnership Accelerator and the UN Resident Coordination Office (RCO) in Mexico.

> This assessment sets out the partnership ecosystem in Mexico. It identifies the general characteristics of the different sectors and stakeholders, best practices, lessons learned and the opportunity areas for new partnerships as well as for strengthening or scaling up existing ones.

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[587] Several UNFPA and government respondents.
[588] Several UNFPA respondents.
[589] UNFPA. UNFPA México: Programa de Población y Desarrollo. 7o Programa de País 2020-2024. PowerPoint Presentation. No date.
[590] UNFPA. 2018 Annual Report – Mexico. 2019; academic and UNFPA respondents.
[591] UNFPA. 2017 Annual Report – Mexico. 2018; UNFPA respondent.
[592] BlackRock is one of the world's leading providers of investment, advisory and risk management solutions. We are a fiduciary to our clients. https://www.blackrock.com/corporate/about-us
[593] UNFPA respondent

Finally, the assessment identifies and reviews some of the existing key partnerships and collaborative platforms.[594]

UNFPA (with other UN agencies) is included as a partner for 'indigenous communities' engagement with the 2030 agenda' and 'MSME[595] in transition. Productive transformation strategies for the 2030 agenda'. In both cases the role is 'political dialogue, technical expertise, dialogue coordination.' While data and demographic issues may be embedded in the mentioned roles, it is important to note that no specific mention to data and demography.[596]

In general, there is room for UNFPA P&D area to review and expand its strategic partnership approach at federal level, though it is important to consider that potential partners are weak in political and financial terms. But the role of UNFPA in advocating, building capacities and supporting national institutions has gone beyond national borders. Regarding South-South cooperation, together with CONAPO and the support of UNFPA, INEGI has played a key role providing technical assistance to other countries located in the global South, in analysing topics and generating indicators related to the Montevideo Consensus. For example, four South-South Cooperation missions were conducted by census experts from INEGI, to support the census projects in Guatemala and Haiti.[597]

Given the great political and technical instability of the sub-national entities, political dialogue is considered a key factor to mitigate the risk of lack of continuity and build on more institutional capacities:

> Probably the most important type of action observed in all the success stories [towards the institutional consolidation of the COMUPOs and COESPOs] is continuous and direct political dialogue with state and municipal authorities, around the importance of population issues for regional, state and local development. [598]

As in the case of Hidalgo, Guerrero and the State of Mexico, partnerships based on a joint midterm plan with main objectives, activities, performance indicators and allocated budgets, have been the basis for the most solid alliances. This type of collaboration is also akin to a funding scheme, as it is based on an analysis of relevance in order to avoid overlapping actions and to enhance the scope of the initiatives planned by the states. This includes co-financing to ensure not only short-term success, but also sustainability and co-responsibility. However, political changes challenge even well-intentioned frameworks and agreements every three years when the government changes and priorities generally too.[599]

Other sub-national collaborations are very concrete and mostly one-time activities that are generally funded by each state, do not really generate partnerships and have little or no sustainability projections.

It is important to highlight that during 2020 a strategy for the generation of cooperation processes at the sub-national level was developed, with emphasis on the states and the regional population sub-commissions. This is expected to strengthen the CO's link with the States while mobilising local partnerships and co-financing resources.[600]

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: There is a general consensus, both internally in UNFPA and externally among partners that the UNFPA P&D work is understaffed and with a very limited budget, despite achievements in mobilising partnerships and resources particularly at subnational level. Furthermore, while opinions

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[594] United Nations. Mexico Partnership Landscape Assessment. 2021.

[595] Micro, smaill and medium enterprises.

[596] United Nations. Mexico Partnership Landscape Assessment. 2021.

[597] UNFPA. 2019 Annual Report – Mexico. 2020; Cárdenas, Rosario. Revisión de medio término del Programa de país de UNFPA México 2014-2018. 2017.

[598] UNFPA-Mexico, Manual para el fortalecimiento de los Consejos Municipales de Población, 2021.

[599] UNFPA respondent

[600] UNFPA. 2020 Annual Report – Mexico. 2021.

regarding the technical capacity of the P&D area are in general very positive (especially, from the sub-national entities), the internal assessment points out the need to improve the technical capacities, while also recognising the increased importance of advocacy skills.
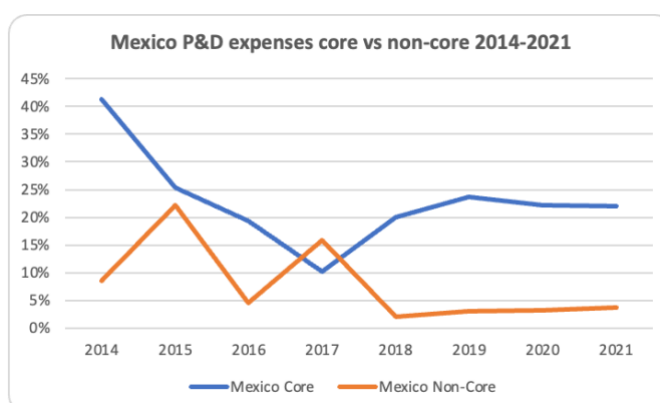
A Mid-Term Review of UNFPA-Mexico's 2014-2018 Country Programme identified that between 2014 and 2016, the Country Office's financial resources amounted to $4,721.41. 2016 was the year in which UNFPA-Mexico as a whole had the lowest budget[601]. In the case of the P&D area of UNFPA Mexico, the budget has been declining since 2014, representing around 10% since 2018. Important to note that considering only programmatic activities, P&D has the two projects with the highest amount of regular resources: CONAPO and the State of Hidalgo with $50,000 each in the last years.[602]

Figure 6: Mexico and global P&D funding as a % of overall funding 2014-2021

Data from https://www.unfpa.org/data/transparency-portal
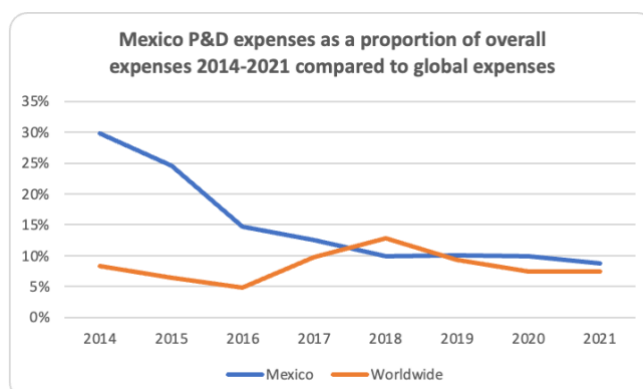
Figure 7: Mexico P&D funding core vs non-core 2014-2021

Data from https://www.unfpa.org/data/transparency-portal

The year 2017 is the only year since 2014, when the non-core resources for P&D were higher than the Core budget, apparently due to important co-financing agreements.[603]

Despite the decreasing budget, strong efforts were dedicated to comply with commitments and planned activities throughout the different years, and P&D staff has been able to mobilise partnerships and resources though with increasing work overload that was frequently addressed as unsustainable.[604] Budget and personnel limitations have – despite all efforts- limited the full expansion of UNFPA potential

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[601] Cárdenas, Rosario. Mid-Term Review of UNFPA-Mexico Country Programme 2014-2018. 2017. "In the cases of Output 6, strengthening of capacity in population and development issues, and Output 7, development of comprehensive youth policies, the resources allocated to their fulfilment each year represented a smaller proportion with respect to the total available."
[602] UNFPA respondent.
[603] UNFPA. 2017 Annual Report – Mexico. 2018.
[604] UNFPA. 2017 Annual Report – Mexico. 2018; several UNFPA respondents.

in the P&D area and its response capacity to needs and opportunities.[605] It is also important to note that currently the P&D manager has an associate position.[606]

Despite limitations in the size of the team, the Mid-Term Review of UNFPA-Mexico Country Programme 2014-2018 highlights the added value of the technical expertise of UNFPA Mexico as perceived by its partners:

> The support work, technical advice, political dialogue, advocacy, intermediation are all elements highly appreciated by counterparts and strategic partners. (…) The transfer of knowledge through the strengthening local skills is pointed out as an element of great value by the partners that collaborate with the Country Office.[607]

However, there is and increasing recognition about the need to adjust and strengthen the profiles of the P&D team. This includes training the CO personnel on data analysis and the use of statistical information for the formulation of evidence-based arguments for advocacy and project proposals. There is also a need for enhanced capacities in the use of geographic information systems and spatial analysis to generate the information needed for advocacy and policy dialogue and the preparation of programmes and projects. Advocacy skills and competencies to work with sub-national entities are considered key.[608]

Ageing is perceived as a potential entry point for new resource mobilisation strategies and particularly for partnerships with the private sector.[609]

> UNFPA can position itself on the issue of ageing by providing relevant and quality data on the issue to different stakeholders.[610]

Important changes are expected in resource mobilisation given the great interest and experience in the P&D agenda and in particular in relation to ageing. Joint initiatives, and fundraising events are amongst the alternatives visualised to diversify the P&D resource mobilisation strategy.[611]

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[605] UNFPA. 2018. Annual Report – Mexico. 2019; several UNFPA respondents.
[606] Although in operational terms the area is led by a Program Associate, in reality the programmatic and financial monitoring responsibility for the area lies with the program manager who is the Assistant Representative.
[607] Cárdenas, Rosario (2017) Op. Cit.
[608] UNFPA. 2018 Annual Report – Mexico. 2019; UNFPA. 2019 Annual Report – Mexico. 2020; UNFPA respondent.
[609] UNFPA respondents.
[610] UNFPA respondent.
[611] UNFPA respondents.

Section 5: Considerations for action

The following eight considerations for action have been derived directly from the findings, above, with a view to support both the overall evaluation analysis, and practical steps forward for P&D programming in Mexico.

- Based on the study on the social and economic costs of adolescent pregnancy, which was undertaken with the MILENA methodology, UNFPA Mexico should develop and advocacy plan for increased public and private investments to prevent adolescent pregnancy. This will imply initiating dialogue with new partners, including planning and/or economic ministries, which might require different approaches and potentially some specific competencies.

- UNFPA should continue supporting studies on the economic impact of demographic trends to further impact decisions on budget and investments.

- Based on the shared understanding of the importance of more coordinated inter-area work, UNFPA should seek how to implement and motivate coordination and co-creation on a daily, routinary basis, to mainstream new ways of working in the organisational culture.

- State Cooperation Programmes have evidenced better, more sustained results in terms of building institutional capacities and promoting co-responsibility. UNFPA should expand this methodology to other states. Furthermore, it should sistematise the experience and lessons learned as inputs to develop experience-based replicable models, methodologies and tools.

- UNFPA Mexico should continue developing evidence on new and cross-cutting issues, as well as methodologies and tools to systematically mainstream such topics and crosscutting issues in data collection, analysis and policy influence. By doing so it will further develop its comparative advantage and profile in the context of LNOB and leave no one outside.

- Despite challenges, it is important to move towards reporting capacity building results at outcome level, to be able to better estimate the contribution and enhance accountability.

- UNFPA should take advantage of the opportunity to support improvements in administrative records of births and deaths. It would lead some learning exchange to share experiences of different countries.

- UNFPA can position itself on the issue of ageing and should further explore ageing as a potential entry point for new resource mobilisation strategies and particularly for partnerships with the private sector. Based on its significant experience with co-financing agreements, it can expand and scale partnerships.

Section 6. Data sources

6.1 Strength of findings summary with data sources

The below table highlights the key findings per EQ, the sources of evidence for each finding, and the strength of evidence – colour-coded green (strong); orange (medium); and red (weak).

SUB-FINDING	Sources and strength of evidence
Finding 1: Given the context of strong national statistical capacity, UNFPA support on demographic data collection has largely been limited to LNOB technical recommendations on questionaries for census or other national surveys). However, COVID-19 opened opportunities for more strategic support to improvements in administrative records of births and deaths. This augments the provision of relevant support to increase the use of demographic data to respond to development needs at federal, state and municipal level; such as playing a key facilitation role to define the technical and methodological aspects of the Demographic Reconciliation and Population Projections that will guide federal public policy decisions.	
On demographic data collection and quality, UNFPA support has been limited to formulating specific recommendations on the instruments for data collection (like questionaries for census or other national surveys), focusing on LNOB issues. However, due to COVID-19, opportunities have emerged for UNFPA to support improvements in administrative records of births and deaths.	UNFPA Mexico respondents, government respondents, academic respondents and other documents.
During the 2014-2022 period UNFPA played a key role facilitating a consultative process to define the technical and methodological aspects of the Demographic Reconciliation and Population Projections processes, to ensure quality data on demographic trends to guide federal public policy decisions.	UNFPA Mexico respondents, government respondents, academic respondents, official documents and databases.
UNFPA has provided relevant support to increase the use of demographic data to respond to development needs at federal, state and municipal level as well as to generate analyses on specific topics such as youth, teenage pregnancy, maternal death, among others.	UNFPA Mexico respondents and multiple documents.
Finding 2: Gender, human rights and LNOB are widely and consistently applied throughout all P&D work, as both cross-cutting approaches and as specific initiatives. Alongside initiatives to generate data and address population related issues that particularly affect women, UNFPA has produced evidence to influence the inclusion of LNOB in population and public policy agendas focused on the most vulnerable and marginalised populations, such as afro-descendant, indigenous and poor populations. By comparison, attention to issues such as migration and urbanization has been limited during the 2014-2022 period aside from some success in integrating forced migration into the public policy agenda.	
Gender is widely and consistently applied throughout all P&D work, as a cross-cutting approach but also as specific initiatives to generate data and address population related issues that particularly affect women like adolescent pregnancy. UNFPA has also played an influential role in mainstreaming gender in national surveys.	UNFPA Mexico respondents, government respondents, academic respondents and multiple documents.
Combining human rights-based and a LNOB approaches, UNFPA focuses its attention on the most vulnerable and marginalised populations, such as afro-descendant, indigenous and poor populations. UNFPA has produced evidence to influence the inclusion of LNOB in population and public policy agendas.	UNFPA Mexico respondents and multiple documents.
Although UNFPA has promoted research and fostered policy dialogue on megatrends such as migration and sustainable cities, its attention to these issues has been limited, sporadic and no major outcomes can be reported. An exception is the issue of internal forced displacement, a government priority that has enabled significant contribution from UNFPA.	UNFPA Mexico respondents and documents.

Finding 3: Despite increasing recognition of the importance of interlinked work and a number of specific initiatives promoting the inclusion of population data and analysis in support of specific topics and projects, UNFPA Mexico still faces important challenges to ensure systematic support and connections to integrate P&D into the other mandate areas for the achievement of the three transformative results.	
Finding 3 Despite increasing recognition of the importance of interlinked work and a number of specific initiatives promoting the inclusion of population data and analysis in support of specific topics and initiatives, UNFPA Mexico still faces important challenges to ensure systematic support and connections to integrate P&D into the other mandate areas for the achievement of the three transformative results.	UNFPA Mexico respondents and reports.
Finding 4: UNFPA has contributed to strengthen the use of demographic data and analysis, has produced evidence on new topics and crosscutting issues to influence public policies, and there are some inspirational examples of holistic and co-financed decentralised programmes and actions to strengthen subnational institutions responsible for population issues, including a training methodology on local planning and SDGs implemented in several states such as Puebla, San Luis Potosí and Hidalgo. However, a strategic, continuous and interlinked approach to capacity-building is still missing. Current governmental low prioritisation of population issues including ageing trends, limit the contributions. Turnover of functionaries negatively affects the sustainability and potential impact of enhanced individual capacities.	
In the context of strong data collection institutions and a long-term agreement with CONAPO, UNFPA has contributed to strengthen the use of demographic data and analysis and has produced evidence on new topics and crosscutting issues to influence public policies. UNFPA has also linked CONAPO and other national and subnational government institutions with international agencies and has promoted the exchange of best practices with other countries, strengthening the national capacities to project and respond to population changes. Current governmental low prioritisation of population issues including ageing trends, limit the contributions and inhibit a sustained approach to capacity strengthening and utilization of evidence.	UNFPA respondents, government respondents and UNFPA reports.
Despite high and constant investments in training of state and municipal officials and data systems, there is limited evidence of changes in terms a continuous, systematic and operational use of data and demographic dynamics in state and municipal policies. Turnover of functionaries in a context of institutional or political interests negatively affects the sustainability and potential impact of enhanced individual capacities. There are, however, some inspirational examples of good practices and positive results with the implementation of co-financed decentralised programmes. For instance, the organisation has worked with state authorities to develop platforms with geo-referenced information for decision-making, such as the platform of indicators for monitoring teenage pregnancy with the State of Mexico, Hidalgo and Oaxaca.	Government respondents, UNFPA respondents, academic respondents and UNFPA documents.
For 29 years, UNFPA has supported the National Population Council in the implementation of the National Drawing and Painting Contest to create awareness on population and socio-demographic issues among young generations and strengthen general demographic culture. Through knowledge sharing and communication, the initiative strengthens interactions between the State Councils and the population. However, despite the creative approach and even though the resources spent on this activity are limited, evidence is not sufficient to demonstrate its strategic value and concrete results.	UNFPA respondents, UNFPA reports.

Finding 5: Despite political changes that inhibited continuity and major results, UNFPA has contributed to strategically position demographic issues in development plans and programmes at national and subnational level, with a particular focus on LNOB and international norms. UNFPA has also effectively integrated P&D in the broader UN planning in Mexico, including in the formulation of cooperation instruments. By comparison, the concept of demographic resilience is identified as new and is not used in the country; some UNFPA staff questions the nature, clarity and usefulness of the concept itself, while working with different stakeholders to develop a narrative that responds to low fertility and ageing not only in Mexico but in the whole region.	
Despite political changes that inhibited continuity and major results, UNFPA has contributed to strategically position demographic issues in development plans and programmes at national and subnational level, with a particular focus on LNOB and international norms.	UNFPA Mexico respondents, government respondents and multiple documents.
The concept of demographic resilience is not used by academics or public officials in Mexico. Furthermore, within UNFPA, there is some questioning on the nature, clarity, and usefulness of the concept and there is work going on to develop an own narrative that responds to ageing and low fertility trends.	UNFPA respondents and UNFPA report.
With different emphasis, UNFPA effectively mainstreamed P&D issues in the formulation of both the United Nations Cooperation Framework for Development in Mexico 2014-2019 and the United Nations Cooperation Framework for the Sustainable Development of Mexico, 2020-2025, integrating P&D in the broader UN planning in Mexico.	UNFPA respondents and cooperation frameworks
Finding 6: UNFPA Mexico has included the collection of data in humanitarian settings in its annual planning for population and development since 2014, but without fully defining its role and specific strategic contribution. In addition, the government has rejected the participation of international agencies in humanitarian crisis. Despite these important limitations, since 2019 UNFPA found opportunities to contribute to humanitarian issues from the perspective of P&D, providing technical assistance to update and complement the National Risk Atlas, training subnational government agencies on disaster prevention and response, and generating evidence on the impact of COVID-19 on particular population groups.	
UNFPA Mexico has included the collection of data in humanitarian settings in its annual planning for population and development since 2014, but without fully defining its role and specific strategic contribution. In addition, the government has rejected the participation of international agencies in humanitarian crisis. Despite these important limitations, since 2019 UNFPA found opportunities to contribute to humanitarian issues from the perspective of P&D, providing technical assistance to update and complement the National Risk Atlas, training subnational government agencies on disaster prevention and response, and generating evidence on the impact of COVID-19 on particular population groups.	UNFPA Mexico respondents, government respondents, academia respondents, multiple documents.
Finding 7: UNFPA Mexico has extensively leveraged partnerships with traditional institutions such as CONAPO, INEGI and IMJUVE at the federal level. However, despite strong efforts and investments at subnational level, most of these partnerships are unsustainable. Other strategic and innovative partnerships with government institutions, academic centres and private sector entities could better be leveraged to achieve progressive results in addressing ageing and other key population issues.	
UNFPA Mexico has extensively leveraged partnerships with traditional institutions such as CONAPO, INEGI and IMJUVE at the federal level for effective implementation of population dynamics and data interventions from 2014 onwards, including co-financing agreements. UNFPA has also developed a strong partnership with COLMEX. However, other strategic and innovative partnerships with government institutions, academic centres and private sector entities could be leveraged to achieve progressive results in addressing ageing and other key population issues.	UNFPA Mexico respondents, government respondents, academia respondents, multiple documents.

Despite strong efforts and investments at subnational level, and some strong institutionalised programmes and co-financing agreements (eg. with Hidalgo, Guerrero and State of Mexico), most of these partnerships are unsustainable due to lack of continuity (of staff and planning), political will and financial support, making it challenging for these collaborations to fully shift from funding to financing.	UNFPA Mexico respondents, government respondents, academia respondents, multiple documents.
Finding 8: There is a general consensus, both internally in UNFPA and externally among partners that the UNFPA P&D work is understaffed and with a very limited budget, despite achievements in mobilising partnerships and resources particularly at subnational level. Furthermore, while opinions regarding the technical capacity of the P&D area are in general very positive (especially, from the sub-national entities), the internal assessment points out the need to improve the technical capacities, while also recognising the increased importance of advocacy skills.	
There is a general consensus, both internally in UNFPA and externally among partners that the UNFPA P&D work is understaffed and with a very limited budget. Furthermore, while opinions regarding the technical capacity of the P&D area are in general very positive (especially, from the sub-national entities), the internal assessment points out the need to improve the technical capacities, while also recognising the increased importance of advocacy skills.	Several UNFPA respondents, databases, annual reports and midterm evaluation.

4.2 List of Stakeholders interviewed

Name	Position	Organisation
Maricruz Muradas	Chief coordinator of sociodemographic and prospective studies	National Population Council (CONAPO)
Raúl Romo	Director of Population and Sustainable Regional Development	National Population Council (CONAPO)
Luis Miguel Gutiérrez	General Director	National Institute of Geriatrics (INGER)
Nayeli Yoval	Director of Sectoral and Regional Coordination	Mexican Youth Institute (IMJUVE)
Leonor Paz Gómez	Concept Design Director	National Institute of Statistics and Geography
Victor Hugo Vidal	Technical Secretary	State Population Council (Hidalgo)
Eduardo Tellez	Deputy Director of Statistical Analysis and Informatics	State Population Council (Hidalgo)
Rafael Díaz Hernandez	Director of Sociodemographic Studies	State Population Council (Estado de México)
Carlos Sanchez	Director of Sociodemographic Analysis	State Population Council (Puebla)
Teresa Galicia Saldaña	Director of Labour Inclusion	Ministry of Labour (SLP)
María Celeste Sugía	Senator (LXIV legislature)	Senate of the Republic
Silvia Giorguli	President	El Colegio de México
Rosario Cárdenas	President	Citizen's Advisory Council for Population Policy
Cristina Díaz	Independent consultant	
Alanna Armitage	Representative	UNFPA México
Iván Castellanos	Assistant Representative	UNFPA México

Gabriela Rivera	National Officer of SSR, Adolescents and Vulnerable Groups	UNFPA México
Dosia Calderon	National Officer of Gender and Human Rights Programs	UNFPA México
Diana Carrillo	National Youth Programme Associate	UNFPA México
Noé Valdiviezo	National Population and Development Program Associate	UNFPA México
Blanca Espinosa	Programme Management Associate	UNFPA México
Arie Hoekman	Former Representative	UNFPA México
Alfonso Sandoval	Former Assistant Representative at UNFPA	UNFPA México
Javier Dominguez del Olmo	Former NPO on SRH / OIC at UNFPA	UNFPA Mexico
Sabrina Juran	Regional Advisor on Population and Development	UNFPA /LACRO
Pablo Salazar	Former Regional Advisor on Population and Development / Current UNFPA Representative in Guatemala	UNFPA Guatemala

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COUNTRY CASE STUDY:

NIGERIA

Table of Contents

Acronyms

CPD	Country Programme Document
CRVS	Civil Registration and Vital Statistics
DDMI	Demographic Dividend Monitoring Index
DQA	Data Quality Assessment
FCT	Federal Capital Territory
GBVIMS	Gender Based Violence Information Management System
GCCC	Government Cash Counterpart Contribution
GRID3	Geo-Referenced Infrastructure and Demographic Data for Development
HCT	Humanitarian Country Team
HPTRP	Health Policy Training and Research Programme
HQ	Headquarter
HRBA	Human Rights-Based Approach
IDP	Internally Displaced Person
IHDM	Integrated Health Data Management
IOM	International Organisation for Migration
LNOB	Leave No One Behind
MoU	Memorandum of Understanding
NBS	National Bureau of Statistics
NCO	Nigeria Country Office
NDHS	Nigeria Demographic and Health Survey
NHMIS	National Health Management Information System
NPC	National Population Commission
NTA	National Transfer Accounts
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
P&D	Population and Development
PHC	Population and Housing Census
PWD	People with Disabilities
SDGs	Sustainable Development Goals
SRHR	Sexual and Reproductive Health and Rights
UNCPD	United Nations Commission on Population and Development
UNCT	United Nations Country Team
UNFPA	United Nation Population Fund

Section 1. Summary

Note that the below section provides an overview high-level summary of the findings. The evidence for the findings can be found in Section 4 (Evidence Tables).

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Fining 1: UNFPA Nigeria Country Office (NCO) population and development work is relevant to Nigeria's need for quality up-to-date population data, capacity building in the analysis of population data and trends, as well as support in evidence-based decision making and policy development. At sub-national level, NCO Population and Development (P&D) work is also relevant to respond to the specific needs of the partnering states, including those affected by humanitarian crisis. However, the extent of the NCO P&D work is felt to be limited compared to the needs of a big and complex country like Nigeria.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA NCO has been increasingly paying attention to and advocating for the integration of a human rights-based approach (HRBA), particularly leave no-one behind (LNOB) approach with a focus on people with disabilities (PWD), mainly in the collection and analysis of disaggregated demographic data. Systematic integration of migration and climate change within P&D programming is limited due to constrained capacity (including resources). Limited UNFPA resources, together with insufficient national capacity, weak digital infrastructure, and lack of connectivity in certain areas has limited digitalisation for data collection and analysis, and the adoption of GIS technologies.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: The P&D work is considered to be pivotal to all other UNFPA mandate areas as it provides high quality disaggregated data and analysis to design, implement and monitoring polices, strategies and evidence-based programming, including tracking progress towards the achievement of the three transformative results. Linkages with adolescents and youth programming are particularly evident with regard to demographic dividend programming.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: Important data collection and policy achievements credited to UNFPA support have been chiefly driven by advocacy as the main mode of engagement, followed by closely linked capacity building of government entities both at national and sub-national levels for the generation of quality data and analysis. Demographic dividend stood out as one of the core areas where UNFPA has contributed to strengthening national and sub-national data systems across all modes of engagement. The Nigeria Roadmap on Demographic Dividend, the National Demographic Dividend Profile, and roadmaps and profiles developed in six states were the most important achievements. However, there were several challenges that constrained sustainability of capacity building: high turnover of government staff and insufficient budgetary allocations. UNFPA NCO investment in external communication was not used fully to build UNFPA's profile and to make its leadership in data generation and analysis more visible.

EQ5. To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Majority of stakeholders consulted recognized UNFPA's longstanding leadership in keeping the demographic dividend at the centre of the national development agenda and the integration of population dynamics into the National Population Policy, sectoral action plans, and into its commitments

at the UN Commission on Population and Development (UNCPD). UNFPA has also contributed towards important achievements in integrating demographic dividend at sub-national level, however its support remains limited to few states.

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: UNFPA NCO support contributed to strengthening national and sub-national capacities to respond to humanitarian crisis through the use of population projections and analysis based on Demographic and Health Surveys. UNFPA NCO coordination with the other humanitarian actors was considered to be positive and effective, particularly in relation to data on gender-based violence (GBV) and emergency preparedness. However, during an emergency, UNFPA has to rely on data collected by other agencies in order to keep track of population dynamics.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: UNFPA NCO has established effective partnerships with the federal government, relevant ministries and agencies, and a limited number of states, producing important headway particularly in pushing the demographic dividend agenda. The partnership with the University of Ibadan has been strategic in generating knowledge and advancing the work on demographic dividend. By comparison, although some promising examples exist, the collaboration across other UN agencies was considered not optimal. The engagement with the private sector as a strategic partner especially for resource mobilisation towards young people and demographic dividend is nascent.

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: While UNFPA NCO ensured strategic use of its financial and technical resources for P&D, the available resources are not commensurate with the ambition of being recognized as the lead agency in population change and data. Furthermore, despite important achievements in promoting innovation and digitalisation such as the GBVIMS and the GRID3 initiatives, the evaluation revealed that the investment in innovation and digitalisation lacks clear guidance and strategy fit in view of inadequate infrastructures, capacity and resources in certain areas of Nigeria.

Section 2. Introduction and Methodology

The Evaluation Office of the United Nations Population Fund (UNFPA) commissioned an independent evaluation of *"UNFPA support to population dynamics and data including links to ageing, low fertility, the demographic dividend and demographic resilience."* The rationale for this evaluation is an identified information gap within centralised UNFPA evaluations on the population dynamics thematic area.[612]

The evaluation assessed the relevance, coherence, efficiency, effectiveness, and sustainability of UNFPA support on addressing population dynamics and population data over the period of the previous two strategic plans (2014-2017 and 2018-2021) in order to identify lessons, good practices innovations and opportunities for UNFPA for implementation, including scale-up and cross

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[612] Within both the Strategic Plan 2014-2017 and the Strategic Plan 2018-2021, Population Dynamics was one of four high-level outcomes for UNFPA, the others being sexual and reproductive health and rights (SRHR); gender equality, and adolescents and youth. In the 2022-2025 Strategic Plan, the three transformative results of UNFPA (ending preventable maternal death; ending unmet need for family planning; and ending GBV and harmful practices) have become the outcomes within the Strategic Plan and population change and data is now framed as one of six key outputs necessary to meet these three transformative results (outcomes), with the others being policy and accountability; quality of care and services; gender and social norms; humanitarian action; and adolescents and youth.

fertilization, over the course of the current strategic plan (2022-2025). This assessment focused on UNFPA support to ageing and low fertility, the demographic dividend and demographic resilience within the broader area of population dynamics and data with a gender lens.

The evaluation is forward-looking and strategic in nature with the **primary purpose** being to inform UNFPA future support and programming in the area of population data, population dynamics, population and development within the framework of the current Strategic Plan 2022-2025.

As per the evaluation ToR, the **two specific objectives** of the evaluation are:

- **To assess the relevance, coherence, efficiency, effectiveness and sustainability** of the UNFPA support to population data, population dynamics, as well as population and development with a specific focus on (a) the demographic dividend; and (b) population ageing and low fertility. The evaluation also integrated demographic resilience in addition to a gender-responsive approach across all aspects of the evaluation.

- **To identify lessons learned** which can be used to inform the mid-term review of the 2022 - 2025 Strategic Plan and the design of evidence-based population policies, programmes and strategies.

The **scope of the evaluation** has three aspects:

- **Temporal scope:** 2014-2022;

- **Geographic scope:** the evaluation covered interventions on population dynamics and data at global, regional and country levels, including the strength of UNFPA linkages and synergies between levels and a particular focus on the country level.

- **Thematic scope:** population data; population dynamics; and population and development with specific focus on UNFPA support to (a) strengthening national population data systems, including data collection, analysis, dissemination and utilisation in both development and humanitarian contexts; (b) promoting rights-based and evidence-based public policies, integrating population dynamics including in CCAs, UNSDCFs and CPDs.; (c) analysis of population and development trends, utilising and mainstreaming population data / demographic intelligence to improve development policies and leverage the demographic dividend, and addressing ageing and low fertility with a lens of gender and broader inclusion.

The evaluation team used a **mixed methods approach** to data collection and analysis that incorporates collection and analysis of both quantitative and qualitative data, ensuring the appropriate sample size and with considerations of gender and types of respondents to ensure a diversity of stakeholders are included. These methods were applied across all components of the evaluation matrix.

The evaluation is framed around a nested approach of **seven** data set components, consisting of three country case studies, three regional case studies, and 'additional' data collected at the global level, the regional level (outside of the three regional case studies), and an online survey and a social media scan. Collectively these data sets provided evidence for combined analysis which will be used to produce:

1. **Two thematic papers;** one on the demographic dividend, and one on ageing and low fertility.

2. **The overall synthesis** evaluation report.

Figure 1: Position of the country case studies in the overall evaluation approach
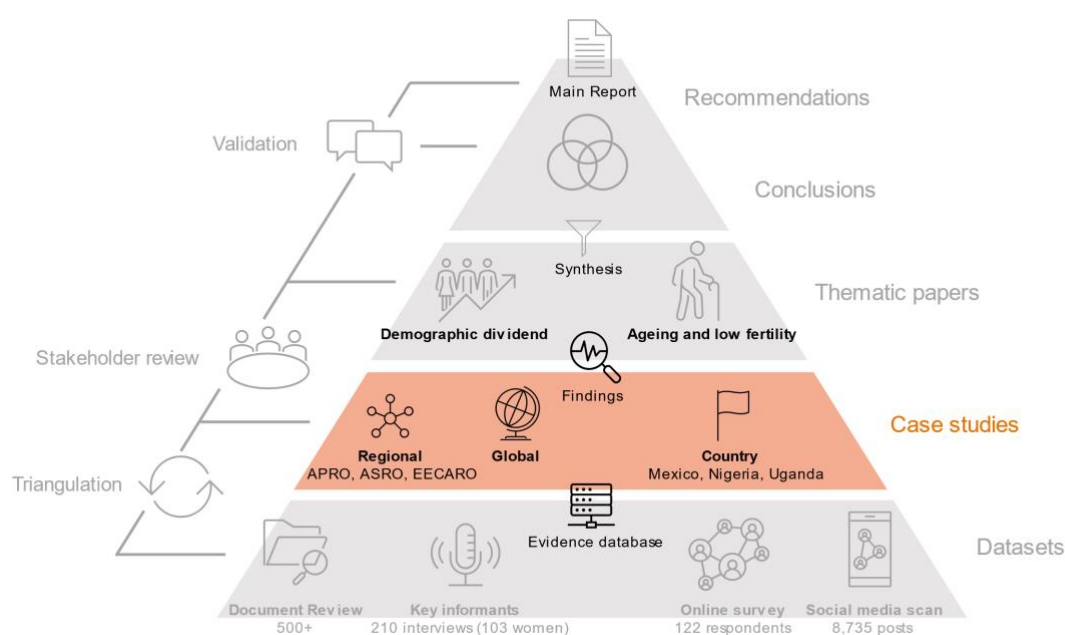
The Nigeria deep dive case study is one of the six case studies conducted as part of the evaluation, with three focused at the country level (Uganda, Nigeria and Mexico) and three focusing on the regional level (EECARO, APRO and ASRO). The purpose of this case study is to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work in Nigeria.

The main sampling method for the selection of the case studies was purposive sampling which is a non-probability sampling method, in this case based on the combined judgement of the evaluation team, the evaluation office (EO) and the evaluation reference group (ERG). Amongst the regions and countries in which UNFPA works, those that were considered to be particularly informative to the evaluation were selected to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work.

Sampling was based on 6 key criteria:

- CRITERION 1: The relevance to the thematic priorities on "ageing and low fertility" and the "demographic dividend".
- CRITERION 2: The UNFPA financial expenditure on Outcome 4 of the strategic plans 2014-2017 and 2018-2021 combined with the regional distribution and the UNFPA country classification system by quadrants.
- CRITERION 3: The involvement in humanitarian settings.
- CRITERION 4: Factors that might facilitate or hinder the data collection.
- CRITERION 5: Diversification of implementing approaches.
- CRITERION 6: The potential link with other mega-trends such as migration, urbanisation and climate change was also considered a plus for the selected countries. In particular, Mexico and Uganda appear to be well suited to provide a link to migration.

The data universe for this case study was collected from 29 key informants and 49 documents that were reviewed. A list of key informants and documents can be found in Section 5, below. This case study was conducted by Giulia De Bernardi and Prof. Makanjuola Osagbemi. This case study will constitute volume 3 of the evaluation report.
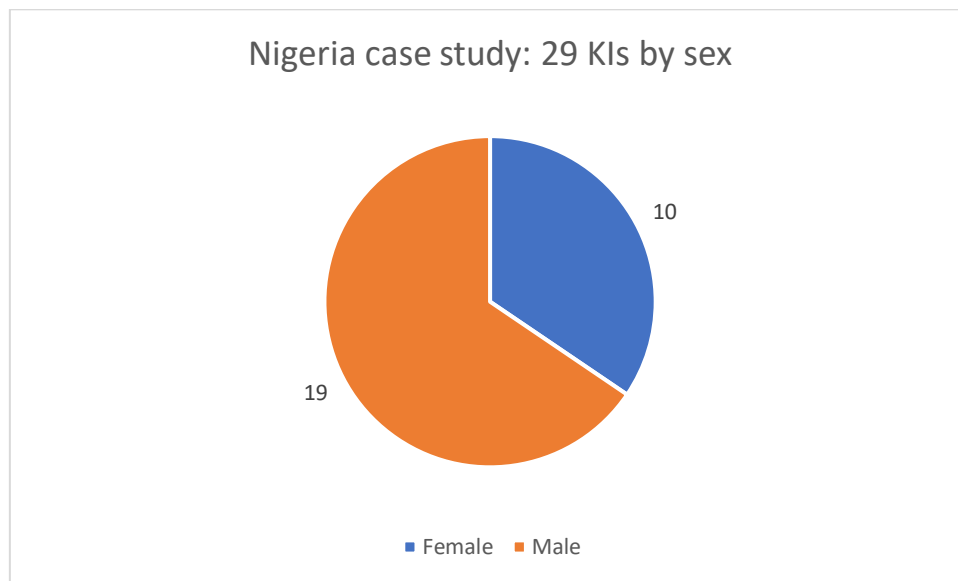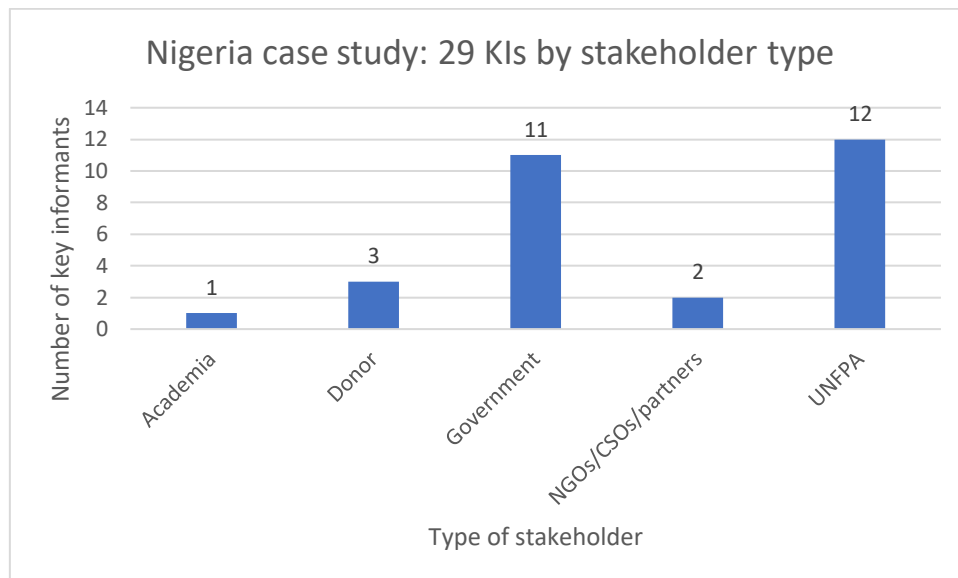
Nigeria case study: 29 KIs by sex

- Female - Male

Figure 3: Key Informants (KIs) by type

Nigeria case study: 29 KIs by stakeholder type

Section 3. Country / Regional Overview

3.1 Country / Regional Context

Federal Republic of Nigeria

The Federal Republic of Nigeria is the most populous country in Africa and currently ranks the 6th most populous country in the world.[613] It has an estimated population of 216.7 million people, with a total fertility rate of 5.1 children per woman.[614] Nigeria's population is currently growing at 2.59 percent annually and is estimated to reach 400 million people by 2050, which will make it the world's third most populous country.[615]

Nigeria has a young population with 43 percent of people aged 0-14 years, 54 percent aged 15-

Nigeria demographic statistics	
Total Population (million), 2022:	216.7
Average annual rate of population change, 2020-2025:	2.5%
Population aged 10-24, 2022:	32%
Population aged 15-64, 2022:	54%
Maternal mortality ratio (deaths per 100,000 live births), 2017:	917
Births attended by skilled personnel, 2004-2020:	43%
Adolescent birth rate (per 1,000):	106
Unintended pregnancy rate (per 1,000)	68
Contraceptive Prevalence Rate (CPR) women 15-49 (married), any method:	21%
CPR women 15-49 (married), modern methods:	15%

64, and only 3 percent aged 65 and above,[616] with the average life expectancy at birth estimated at 56 years.[617] This demographic profile means a high dependency ratio of young people (80 percent), and 5 percent for old people in 2021.[618] Due to its high fertility rate, skewed young age structure and declining mortality, Nigeria is considered a pre-demographic dividend country. The youth bulge and the demographic dividend present both an opportunity and a challenge.[619] Nigeria can benefit from its demographic dividend over the next 50 years if strategic investments are made in health, education, empowerment of women and girls, youth employment and good governance.[620]

Nigeria is classified among the lower-middle-income countries with a gross national income (GNI) per capita of $2,157 in 2019.[621] Nigeria ranks at 163 out of 191 countries and territories on the Human

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[613] SWOP data 2022 accessed from https://www.unfpa.org/data/world-population-dashboard

[614] UNFPA Population Data Portal: https://pdp.unfpa.org/apps/0aeda6af00dd4544ba50452da2dda474/explore. The 2018 Nigeria Demographic and Health Survey indicates a slightly higher total fertility rate of 5.3 children per woman.

[615] UNCT Nigeria. Common Country Analysis. 2022

[616] https://www.unfpa.org/data/NG

[617] UNFPA Nigeria Population Data: https://www.unfpa.org/data/world-population-dashboard

[618] https://data.worldbank.org/indicator/SP.POP.DPND.OL?locations=NG&name_desc=false

[619] UNCT Nigeria. Common Country Analysis. 2022

[620] UNFPA. Nigeria 8th Country Programme Document (2018-2022). 2017

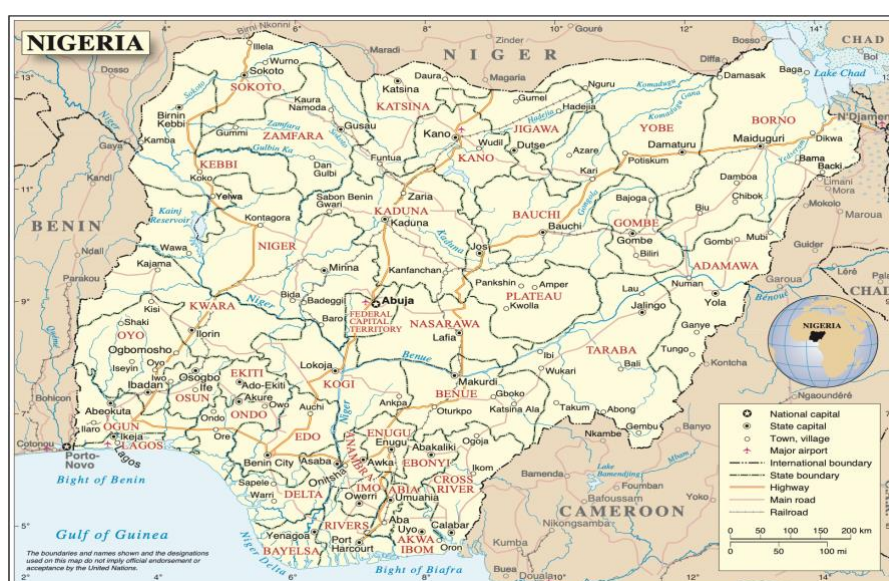[621] https://data.worldbank.org/country/XN

Development Index.[622] In 2018, 40 percent of Nigerians (83 million people) were below the poverty line (i.e. on less than $1.25 a day).[623] Nigeria's population growth outpaces poverty reduction, meaning that the actual number of Nigerians living in extreme poverty keeps raising.[624]

Nigeria occupies a land area of 923,768 square kilometres. It borders Niger and Chad Republic in the North, the Cameroon Republic in the East, the Benin Republic in the West, and the Atlantic Ocean in the South.[625] Nigeria is a highly diverse country with an estimated 371 ethnic nationalities. Politically, it is a federation of 36 autonomous states and the Federal Capital Territory (FCT), which are further divided into 774 Local Government Areas (LGAs), with the Federal Government operating at the top of the governance structure. For operational convenience, the country is also distinguished into six geo-political zones: North-East, North-West, North-Central, South-East, South-West and South-South.

Nigeria's sheer population size, its demographic diversity and the heterogeneity across the states coupled with protracted conflicts especially in the North-East region define its complexity. Climate change has accelerated desert encroachment in the Sahel northern region causing southward migration of the population particularly the nomadic cattle herders. This creates constant violent conflicts of ethno-religious nature between the indigenous farmers and herders over land resources in different parts of the country. The situation is made worse by insurgents Boko-Haram, terrorizing the north-east since 2009. These conflict situations combined with economic meltdowns led to over 2.9 million internally displaced persons (IDPs) in 2021, with 304,000 living in camps scattered all over the country, creating an unprecedented humanitarian crisis ever witnessed in the recent history of Nigeria.[626]

Figure 4: Map of Nigeria

Source: https://www.un.org/geospatial/content/nigeria

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[622] https://hdr.undp.org/data-center/specific-country-data#/countries/NGA

[623] https://www.worldbank.org/en/country/nigeria/overview#1

[624] https://www.worldbank.org/en/country/nigeria/overview#1

[625] https://www.worlddata.info/africa/nigeria/index.php

[626] https://www.internal-displacement.org/countries/nigeria

3.2 UNFPA support to Population Dynamics and Data

UNFPA Nigeria Country Office (NCO) was established in 1973.[627] NCO programmes focused on improving maternal and new-born health, combating fistula, and providing access to sexual and reproductive health including for young people. Family planning measures aimed to broaden access to high-quality services and improved management of contraceptives.[628] NCO provided humanitarian support to the three most affected states of Yobe, Borno, and Adamawa in the North-East Region.

The evaluation covers two country programmes: the 7th Country Programme (2014-2017) and the 8th Country Programme (2018-2022). With regard to population dynamics and data, both Country Programme documents (CPD) indicated the need for more robust data gathering, analysis and dissemination given the context characterised by inadequate technical and institutional capacity for evidence-informed decision-making for policy formulation, development planning, programming, coordination and responsive budgeting.[629] The 8th CPD particularly highlighted the need for census and demographic and health surveys, as well as a strengthened system for monitoring the Sustainable Development Goals (SDGs).[630]

On population dynamics and data, NCO aims to contribute to strengthening national and sub-national data systems across different modes of engagement such as advocacy and policy dialogue to solicit stakeholders' support for the collection, collation, analysis, dissemination, and use of data for programming and relevant policy making. Advocacy and policy dialogue efforts resulted in the 2019 National Youth Policy, the 2021 National Policy on Population for Sustainable Development, and the 2021 National Policy on Ageing for Older Persons.

NCO also engaged in capacity building and technical assistance for the generation, analysis, and dissemination of disaggregated data, including the demographic and health surveys, the preparation for the next census, the improvement of the civil registration and vital statistics (CRVS) data management system at each level governance level and the rollout of the digital CRVS system.

Since Nigeria is overall experiencing a pre-dividend phase of population transition, UNFPA NCO supported programming that aimed at harnessing the demographic dividend, including advocacy, policy dialogues and capacity building for the development and implementation of country and state level Demographic Dividend Profile and Road Map on Demographic Dividend.

Based on data from the UNFPA transparency portal, the level of expenditure on population and development has been consistently high. While there was some fluctuation between the years, in the average expenditure was within the range of $2 million per year.

To implement its interventions, UNFPA Nigeria collaborated with a variety of partners including government ministries, department, and agencies such as the Ministry of Finance, Budget and National Planning, the National Population Commission, and the National Bureau of Statistics, with international and national NGOs, and with academic institutions.

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[627] UNFPA Nigeria website https://nigeria.unfpa.org/en/about-nigeria

[628] UNFPA. 2020 Orange Book of Results. Key Results Achieved at the Country Level. 2021.

[629] UNFPA. Nigeria 7th Country Programme Document (2014-2017). 2013; and UNFPA. Nigeria 8th Country Programme Document (2018-2022). 2017.

[630] UNFPA. Nigeria 8th Country Programme Document (2018-2022). 2017.

Section 4. Evidence Tables

The below section presents the findings and the supporting evidence, per Evaluation Question (EQ). At the beginning of each EQ the key findings are colour-coded to show the strength of evidence for those findings: green (strong), orange (medium), and red (low). Section 5, below, provides a full table of findings together with strength of evidence and data sources used for each finding.

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Finding 1: The population and development programme remains a highly relevant area of work for UNFPA given Nigeria's need for high quality and up-to-date population data and the subsequent analysis of trends to inform evidence-based decision making and policy development. At sub-national level, NCO P&D work responded well to the specific needs of the partnering states, including those affected by humanitarian crisis. However, the extent of the NCO P&D work was felt to be limited compared to the sheer size and complexity of the country.

Across all stakeholders, UNFPA NCO support to the generation of quality and up-to-date disaggregated population data was considered very relevant particularly with regard to supporting the government in preparing and planning for the next Population and Housing Census scheduled in 2023, as well as coordinating and conducting Demographic Health Surveys (DHS) every five years.[631] In a context characterised by a lack of up-to-date census data, since the last census was held in 2006, DHS data are considered very important as they are the most current sets of data used by the government to develop its plans both at national and sub-national levels.[632] Another important survey that provides population data is the Multiple Indicator Cluster Survey (MICS) to which UNFPA participated in the 2016-2017 round by offering technical support,[633] and in the 2021 round by participating in the National Steering Committee as an institutional member.[634]

The 8th Country Programme (CP) evaluation, which covered the period 2018-2022, reaffirmed and recognized the relevance of UNFPA work in supporting the National Bureau of Statistics (NBS) to generate population statistics and in conducting the Multiple Indicator Cluster Survey (MICS) and Nigeria Demographic and Health Survey (NDHS) "to bridge gaps in data for policy formulation and for decision-making at national and state levels".[635]

UNFPA NCO support to partners in analysing population data helped to strengthen national capacity to analyse and use population data for planning and programming.[636] Low capacity of partners and limited attention to population data were an impediment to better leverage the demographic dividend

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[631] UNFPA, donor and government respondents.

[632] Federal Republic of Nigeria. Nigeria Demographic Health Survey 2013. 2014; Federal Republic of Nigeria. Nigeria Demographic Health Survey 2018. 2019.

[633] National Bureau of Statistics (NBS) and United Nations Children's Fund (UNICEF). Multiple Indicator Cluster Survey 2016-17, Survey Findings Report. 2017.

[634] National Bureau of Statistics (NBS) and United Nations Children's Fund (UNICEF). Multiple Indicator Cluster Survey 2021, Survey Findings Report. 2022.

[635] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[636] UNFPA respondents; and UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

programming at institutional level.[637] UNFPA ongoing engagement in institutional capacity building for data analysis (e.g. through the use of dedicated software such as STATA) was a response to the continuous need for capacity building in the context of high turnover of trained staff.[638]

UNFPA engagement in policy dialogue using evidence-based analysis was evidently relevant to support the government to formulate people-centred policies and development programmes that account for and address current population dynamics.[639] For instance, UNFPA advocated for and contributed to the revision of the national Population Policy (2004), as well as the revision of the Youth Policy (2009), to ensure both remain relevant and responsive to demographic changes and emerging youth challenges and needs.[640]

At the sub-national level, UNFPA NCO support to selected states appeared to be relevant with regard to the diverse and variable demographic transition among states. The diversity in demographic indicators suggests that States are at different stages of the demographic transition.[641] Different states are also characterised by different population age structure compared to the national one.[642] To address such differences, UNFPA forged partnership with selected states and provided tailored support responding to local context. For instance, NCO supported Abia, Benue, Cross River, Ebonyi, Imo, Lagos and the Federal Capital Territory to develop, print and distribute the Statistical Year Books, ensuring comprehensive data set to enable evidence-based policy formulation and decision making for public services and operations.[643] It also supported partner states to develop demographic dividend profiles in order to fully appreciate the concept of demographic dividend in their specific context and develop road maps on how to practically operate it.[644]

UNFPA NCO support to population dynamics and data responded well to humanitarian situations especially in terms of developing accurate estimates of the affected population including in IDP camps.[645] For instance, UNFPA support to Benue state in the development of the Statistical Yearbook had a spin off effect in informing the assessment and response to humanitarian crisis.[646]

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[637] UNFPA. 2017 Annual Report - Nigeria. 2018; UNFPA. 2018 Annual Report - Nigeria. 2019; UNFPA. 2019 Annual Report – Nigeria. 2020.

[638] UNFPA respondent; and UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[639] UNFPA respondents.

[640] Federal Republic of Nigeria. National Youth Policy: Enhancing Youth Development and Participation in the context of Sustainable Development. 2019.

[641] HPTRP. Preparation of the Roadmap for Harnessing the Demographic Dividend. 2020; and HPTRP. Training Manual for the estimation of the demographic dividend profile, and preparation of the demographic dividend report. 2020.

[642] Olanrewaju Olaniyan. Programming the Demographic Dividend for Achieving the UNFPA Mandate. 2021.

[643] UNFPA. 2014 Annual Report - Nigeria. 2014; UNFPA. 2015 Annual Report - Nigeria. 2016; UNFPA. 2017 Annual Report - Nigeria. 2018; and UNFPA. 2021 Annual Report – Nigeria. 2022.

[644] UNFPA and government respondents; UNFPA. 2021 Annual Report – Nigeria. 202. By 2021, i) Sokoto, Ogun and Ondo developed the road map towards actualisation of Demographic Dividend; ii) Kaduna state validated its road map on Demographic Dividend, and the State Demographic Dividend Profile; iii) Lagos State developed its Demographic Dividend Profile, and iv) Oyo State trained to implement programmes towards actualisation of Demographic Dividend.

[645] UNFPA and government respondents.

[646] UNFPA. 2014 Annual Report - Nigeria. 2014

Although UNFPA work in population data, dynamics and development was recognised as relevant across all stakeholders there is an imbalance between the massive need to support a big and diverse country like Nigeria, and the actual capacity of UNFPA to effectively partner with all relevant government institutions, support a higher number of states, and meet population data needs in humanitarian contexts.[647]

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA NCO has been increasingly advocating for the integration of a human rights based approach (HRBA), particularly leave no-one behind (LNOB) principle with a focus on people with disabilities (PWD), in the collection and analysis of disaggregated demographic data. Systematic integration of migration and climate change within P&D programming is constrained by insufficient financial resources and national capacity, weak digital infrastructure, and lack of connectivity in certain areas which limits digitalisation of data collection and analysis, and the adoption of GIS technologies

UNFPA has made efforts in integrating a HRBA in its population data and analysis works.[648] The attention to a HRBA for data received a further boost with the implementation of the 8th Country Programme (2018-2022). The country programme document emphasised the need for addressing data gaps on key UNFPA mandate areas including bridging the gap between data generation and evidence-based policy making. The programme in particular underscored the need for high quality and disaggregated data to reach out the most marginalized populations, including those in humanitarian settings.[649]

In general, there was consensus that UNFPA had been advocating for and pushing the integration of **HRBA** in national data collection and analysis work. However, some respondents expressed uncertainty of what that means in actual terms to incorporate HRBA into population dynamics and data. Many have linked the HRBA to the LNOB approach and inclusion of marginalised and vulnerable people, especially PWD. Beyond collection of sex and age disaggregated data, UNFPA has made efforts to include PWD.[650]

The **LNOB** agenda, especially the inclusion of PWD, was reported as an area that received increased attention.[651] The 2018 Nigeria Demographic and Health Survey (NDHS), which was supported by UNFPA, included for the first time a disability module that addressed six core functional domains.[652] In preparation to the 2023 Population and Housing Census, UNFPA facilitated the mapping of vulnerable population groups to ensure their proper coverage at the national level and to an extent at the sub-national level as well.[653]

The inclusion of migration and climate change within population dynamics and data were considered by different stakeholders as an emerging area of work for UNFPA. Although UNFPA personnel are aware of the linkages between climate change, migration, and population dynamics, the systematic integration

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[647] UNFPA respondents.

[648] UNFPA respondents.

[649] UNFPA. Nigeria 8th Country Programme Document (2018-2022). 2017.

[650] UNFPA respondents.

[651] UNFPA respondents; UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[652] Federal Republic of Nigeria. Nigeria Demographic and Health Survey 2018. 2019.

[653] UNFPA respondent.

of these emerging megatrends into P&D interventions has not happened yet and will require concerted sustained support to build capacity c.[654]

While it was mostly acknowledged that there is a great need for data on both internal and external migration, many stakeholders (including UNFPA, government and academic respondents) were unanimous about the inadequate attention accorded to migration especially in relation to its importance to better understand and harness the demographic dividend.[655] However, it was noted that other actors have more prominent roles and the collection of data related to internal migration for instance primarily falls within the remit of the International Organisation for Migration (IOM).[656] Currently, data on migration can be drawn from the Multiple Indicator Cluster Survey (2021 MICS), which includes data on migration (percent distribution of women and men age 15-49 years by migratory status and years since last migration, and percent distribution of women who migrated, by type and place of last residence).[657] The next Population and Housing Census, to which UNFPA is providing technical and other support will include data on migration and Internally Displaced Persons.[658]

UNFPA, government and academic respondents also felt that not much has been done with regard to **climate change**, although there is general awareness of the links between climate change and issues related to poverty, GBV, insecurity and conflict in Nigeria.[659] Considering this gap, climate change is given prominence in the next Country Programme (9th CPD).[660]

To foster increased **digitalisation** of population data and dynamics, UNFPA provided capacity building support to its partners on the use of new technologies for data collection and analysis. For instance, UNFPA provided training to relevant government agencies in adopting Gridded Enumeration Area Demarcation and GIS for data collection .[661] As a major shift towards modernising the data systems, the 2023 census will leverage technologies such as GIS and satellite imageries to create the digital census maps. This is a departure from the conventional paper maps used by enumerators.[662] In this way, UNFPA is contributing to the planned 2023 census to be the first census in Nigeria that will adopt innovation and technology.[663]

To ensure the data collected is analysed and used to inform policies, UNFPA supported programme managers and state planning officers and statisticians on the use of data analysis software such as DemDiv,[664] SPSS, R-statistics, and STATA.[665] UNFPA trained 20 civil registration and vital statistics (CRVS)

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[654] UNFPA respondents.

[655] UNFPA, government and academic respondents.

[656] UNFPA and government respondents.

[657] National Bureau of Statistics (NBS) and United Nations Children's Fund (UNICEF). Multiple Indicator Cluster Survey 2021, Survey Findings Report. 2022.

[658] Donor respondent; and http://nationalpopulation.gov.ng/2023-census-activities/

[659] UNFPA, government and academic respondents.

[660] UNFPA respondents.

[661] UNFPA. 2020 Annual Report - Nigeria. 2021.

[662] http://nationalpopulation.gov.ng/2023-census-activities/

[663] UNFPA and government respondents

[664] UNFPA. 2016 Annual Report - Nigeria. 2017.

[665] UNFPA. 2017 Annual Report - Nigeria. 2018; and UNFPA. 2021 Annual Report - Nigeria. 2022.

officials on automation and digitisation of CRVS processes, facilitating the current rolling out of the digitalisation of the CRVS process in two states plus the Federal Capital Territory (FCT) to allow real-time monitoring.[666]

Another important example is UNFPA support to the implementation of the Geo-Referenced Infrastructure and Demographic Data for Development initiative, known as GRID3, which is expected to facilitate the production, collection, use and dissemination of high-resolution population, infrastructure and other georeferenced data. It is intended to contribute to improving the data support to programming for those populations left behind or at risk of being left behind.[667] UNFPA assistance in rolling out of the GRID3 project in Nigeria included training four officials on the use of GRID3 methodologies in generating geo-spatial data for planning and the preparations for census, contributing to the creation of the GRID3 Nigeria National Steering Committee and of the Nigeria National Technical Committee to enhance ownership and take-off of the project in the country.[668]

The example of GRID3 shows that increased digitalisation of population data often appears interlinked with the LNOB agenda, i.e. the digitalisation is used to reach the furthest behind, and to allow disaggregation of data based on demographic inequalities. However, some UNFPA respondents have expressed their concern on the risk of leaving out some areas in Nigeria where digitalisation may not be applicable due to low connectivity (for instance, in Borno state). [669] They also highlighted the challenges faced in the attempt to scale up digitalisation, in terms of inadequate infrastructures and resources compared to needs. In order to facilitate connectivity and data sharing, UNFPA supported few partner states through the provision of data bundles for internet access.[670]

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: The NCO P&D work was considered to be pivotal to all other UNFPA mandate areas as it provided data to develop evidence-based programming, as well as to track progress towards the achievement of the three transformative results. Linkages with adolescents and youth programming were particularly evident with regard to demographic dividend programming.

UNFPA personnel working in the areas of sexual and reproductive health, family planning, gender, adolescents and youth programming reported that the NCO used population data and estimates in programme conceptualization and planning to conduct need assessments, to select beneficiary groups (e.g. based on age group, gender, vulnerability), and to provide evidence for baseline, indicators, milestone and targets.[671] Population data and analysis were also used during the implementation of interventions in the other areas of work, as they provide qualitative and quantitative information to track progress towards the three transformative results, as well as towards the achievement of the SDGs, ICPD+25 and national development policies and programmes.[672]

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[666] UNFPA. 2021 Annual Report - Nigeria. 2022; and UNFPA respondent.

[667] UNFPA. 2018 Annual Report - Nigeria. 2019; UNFPA. Evaluation of UNFPA support to gender equality and women's empowerment (2012-2020). 2021; UNFPA. Nigeria 8th Country Programme (2018 – 2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[668] UNFPA. 2019 Annual Report - Nigeria. 2020

[669] UNFPA respondents.

[670] UNFPA. 2015 Annual Report - Nigeria. 2016; UNFPA. 2017 Annual Report - Nigeria. 2018.

[671] UNFPA respondents.

[672] UNFPA and government respondents; Federal Republic of Nigeria. Nigeria Demographic Health Survey 2018. 2019.

An important example is the use of the Demographic and Health Surveys (DHS) conducted with the support of UNFPA along with other partners. UNFPA advocacy and technical support contributed to the analysis and integration of issues related to sexual and reproductive health, fertility and fertility preferences, family planning, HIV/AIDS, maternal health care and maternal mortality, women's empowerment, domestic violence, harmful practices, and disability (only in the 2018 NDHS).[673] The 2018 NDHS report also includes a table on the progress of the SDGs disaggregated by sex.

The Multiple Indicator Cluster Surveys (MICS) was also realised with the support of the UNFPA. The survey provided disaggregated data on fertility and reproductive health, harmful practices such as child marriage and female genital mutilation, domestic violence, HIV/AIDS and sexual behaviour, reproductive and maternal health (only in the 2021 MICS).[674]

The NCO P&D unit has been commended for collaborating with other thematic units through the production of needed data and analytical pieces.[675] For instance, while data from the 2018 NDHS showed a reduction on the prevalence of FGM among women aged 15-49 from 25 per cent in 2013 to 20 per cent in 2018),[676] a situation analysis helped to shed light on the hot spots with higher levels of FGM where UNFPA had no programming.[677]

UNFPA NCO supported a survey on fistula prevalence to improve data availability for programme planning and reporting.[678] A financial support was also provided by UNFPA to the Federal Ministry of Health for data analysis, interpretation and reporting on the quantitative component of the National Fistula Survey 2015 preliminary findings.[679]

Recently, UNFPA has supported a National Landscape Analysis on SGBV, Harmful Practices and Obstetric Fistula that provides a comprehensive overview of violence, child marriage, genital mutilation, the situation of people with disabilities and fistula in Nigeria.[680] This study provides, among others, the percentage of women mutilated as infants; people with disabilities who have experienced some kind of abuse; women who have experienced violence; women (aged 18-49) who were married or in union before their 18th birthday. [681]

Another example of P&D support to other UNFPA areas of work is the establishment of the gender-based violence information management system (GBVIMS), which is an incidence data management system of reported cases of GBV. This support has contributed a great deal in improving the collection, collation

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[673] Federal Republic of Nigeria. Nigeria Demographic Health Survey 2018. 2019; and Federal Republic of Nigeria. Nigeria Demographic Health Survey 2013. 2014.

[674] National Bureau of Statistics (NBS) and United Nations Children's Fund (UNICEF). *Multiple Indicator Cluster Survey 2016-17, Survey Findings Report*. 2017; and National Bureau of Statistics (NBS) and United Nations Children's Fund (UNICEF). Multiple Indicator Cluster Survey 2021, Survey Findings Report. 2022.

[675] UNFPA respondents.

[676] Federal Republic of Nigeria. Nigeria Demographic Health Survey 2018. 2019; and UNFPA. National Policy & Plan of Action for the Elimination of Female Genital Mutilation in Nigeria (2021 - 2025). 2021

[677] UNFPA respondent; and UNFPA. Female Genital Mutilation in Nigeria. Situation Analysis. 2021

[678] UNFPA. 2015 Annual Report - Nigeria. 2016.

[679] UNFPA. 2016 Annual Report - Nigeria. 2017.

[680] UNFPA and donor respondents; and https://nigeria.unfpa.org/en/news/unfpa-nigeria-launches-national-landscape-analysis-sgbv-hp-and-obstetric-fistula-%E2%80%8B

[681] https://nigeria.unfpa.org/en/news/unfpa-nigeria-launches-national-landscape-analysis-sgbv-hp-and-obstetric-fistula-%E2%80%8B

and routine dissemination of GBV data in the humanitarian and development settings.[682] By 2021, 18 States had GBVIMS in place to collect, analyse and disseminate data on GBV incidence. In the same year, over 150 service providers, M&E officers and other government personnel from different sectors were trained on GBVIMS and GBV data management (collection, analysis and use) on GBV prevalence and incidence data including data on violence against women and girls and harmful practices.[683]

In the area of adolescents and youth work, UNFPA relied on Demographic Health Survey data disaggregated by age groups to identify the percentage of adolescents and youth and elaborate projections of population growth, necessary in the analysis of the demographic dividend profiles.[684] For instance, the Health Policy Training and Research Programme of the University of Ibadan, with UNFPA support, referred to the 2018 NDHS data and disaggregate them by state in order to assess what stage of the demographic transition each states is experiencing.[685]

Still in the area of adolescents and youth, on the basis of UNFPA work on demographic dividend, NCO advocated for the revision of the National Youth Policy. UNFPA helped the government to integrate the demographic dividend and make the policy more responsive to the current needs of young people. The 2019 National Youth Policy states that "UNFPA champions the call for increased investment in youth development as a fundamental step for Nigeria to reap the demographic dividend".[686]

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: Important data collection and policy achievements credited to UNFPA support have been driven by advocacy as the main mode of engagement, followed by and closely linked with capacity building of government entities both at national and sub-national levels for the generation of quality data and analysis. Demographic dividend stood out as one of the core areas where UNFPA has contributed to strengthening national and sub-national data systems across all modes of engagement. The Nigeria Roadmap on Demographic Dividend, the National Demographic Dividend Profile, and roadmaps and profiles developed in six states were the most important achievements. However, major challenges in sustainable capacity building were the high turnover of government staff and insufficient budgetary allocations. UNFPA NCO investment in external communication was not able to make its leadership in data generation and analysis more visible.

NCO personnel described advocacy and policy dialogue as entry points to ensure that the country complies with typical data collection cycles, i.e., every ten years for census and every five years for DHS. Key achievements credited to UNFPA advocacy and policy dialogue work were: the progress towards the next Population and Housing Census (PHC) scheduled for 2023; the Demographic Health Surveys (DHS) conducted regularly every five years; and the revision of the National Population Policy.[687]

With regard to the Population and Housing Census, UNFPA provided extensive advocacy, technical and financial support for the realisation of the next census since the latest conducted in 2006.[688] UNFPA

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[682] UNFPA respondents, and UNFPA. Nigeria 7th Country Programme Review (2017-2017). 2018.

[683] UNFPA. 2020 Annual Report - Nigeria. 2021; and UNFPA. 2021 Annual Report - Nigeria. 2022.

[684] UNFPA and academic respondents.

[685] Olanrewaju Olaniyan. Programming the Demographic Dividend for Achieving the UNFPA Mandate. 2021.

[686] UNFPA respondents; and Federal Republic of Nigeria. National Youth Policy: Enhancing Youth Development and Participation in the context of Sustainable Development. 2019

[687] UNFPA respondents.

[688] UNFPA and donor respondents.

recruited a dedicated Chief Technical Adviser (CTA) to provide technical assistance and ensure that the 2023 census produces accurate disaggregated demographic data. UNFPA supported the National Population Commission to pilot the census activities in one local government area in each of the six geopolitical zones of Nigeria, in order to test the quality of data collection strategies, logistics, personnel, and digital data collection methodologies. However, the financial support that UNFPA was able to contribute towards the PHC remained limited for such a huge task.[689]

UNFPA successfully advocated for the generation of data through national DHS every five years. During the evaluation period, UNFPA advocacy work resulted in the 2013 NDHS and 2018 NDHS, which provided up to date data that compensate for the lack of more recent data from the census.[690] The 2016-2017 Multiple Indicator Cluster Survey (MICS) was also considered part of UNFPA successes having UNFPA provided technical support throughout the planning, implementation, analysis and dissemination process.[691]

In terms of policy dialogue, UNFPA advocated for the revision of the 2004 National Population Policy, and succeeded in having the government approve a new policy that is expected to help tracking Nigeria's progress towards the SDGs and the commitments made at the Nairobi Summit on International Conference on Population and Development agenda 2025 (ICPD25).[692] The latest policy put emphasis on the urgency to address Nigeria's sustained high fertility rate, through expanding access to modern family planning, counselling and commodities, as well as promote births' spacing.[693]

Strictly linked with the advocacy work for the generation of quality data, UNFPA undertook a wide range of activities to strengthen the collection and analysis of data through capacity building of government entities. For instance, at the national level UNFPA provided technical and financial support to 300 data collectors to conduct the fieldwork for the 2018 NDHS.[694] To accelerate the digitalisation of data collection for the 2023 round of population and housing census, UNFPA advocated for the integration of GRID3 Project methodologies to generate geo-spatial data and trained six government officials on GRID3.[695] UNFPA and the National Population Commission (NPC) trained 50 GIS Assistants on Gridded Enumeration Area Demarcation,[696] and 20 NPC officials on GIS data archiving, technical reporting, and presentation.[697] To improve birth registration, UNFPA provided technical support to the roll out of the pilot projects for the digitalisation of the civil registration of vital statistics process (e-CRVS) in partnership with UNICEF.[698]

UNFPA has also provided capacity building support to government officials at the sub-national level. UNFPA supported partner states to improve the quality of data collected through various initiatives

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[689] UNFPA respondents.

[690] UNFPA respondents; UNFPA. 2014 Annual Report - Nigeria. 2014; UNFPA. 2018 Annual Report - Nigeria. 2019.

[691] UNFPA respondent; National Bureau of Statistics (NBS) and United Nations Children's Fund (UNICEF). Multiple Indicator Cluster Survey 2016-17, Survey Findings Report. 2017.

[692] UNFPA respondents.

[693] Federal Government of Nigeria. National Policy on Population for Sustainable Development. 2021.

[694] UNFPA. 2018 Annual Report - Nigeria. 2019.

[695] UNFPA. 2018 Annual Report - Nigeria. 2019; UNFPA. 2019 Annual Report - Nigeria. 2020.

[696] UNFPA. 2020 Annual Report - Nigeria. 2021.

[697] UNFPA. 2021 Annual Report - Nigeria. 2022.

[698] UNFPA. 2021 Annual Report - Nigeria. 2022; and UNFPA respondent.

including, for instance, training of data officers on data quality assurance (DQA) to improve reporting rates and timeliness in Kaduna and Sokoto states;[699] conducted quarterly data quality assessments in Ogun, Kebbi, Sokoto, Lagos states;[700] supported Imo State officers to implement data quality assessments with a view to institutionalising DQA process at the state level.[701] UNFPA also supported states to access internet and electronically transmit health data through the provision of data bundles (for instance to Ogun, Kebbi, Sokoto, Lagos and Kaduna states).[702] To improve data analysis, UNFPA supported the training of 25 planning officers and statisticians from the Planning Commission on the use of the IBM Statistical Package for Social Sciences (SPSS) in Ebonyi state,[703] and 20 officers on the use of other statistical packages (R-Statistics and STATA) in Lagos state.[704]

However, two major challenges hindered the effectiveness and sustainability of the capacity building initiatives. Firstly, the high turnover of government personnel required regular training of new government personnel.[705] Secondly, the federal and state government cash counterpart contribution (GCCC) remained insufficient to sustain the capacity building programme. [706] As the 8th CP evaluation explained, the level of funding contributed by the federal/state governments was unlikely to ensure programme sustainability when UNFPA funding ends.

With regard to knowledge management as mode of engagement, UNFPA contributed to the production, dissemination and use of socio-economic data to monitor achievements of the Sustainable Development Goals and to guide multi-sectoral policies and plans at national and state levels, particularly to advance work on harnessing the demographic dividend. Examples of UNFPA NCO contribution to the publication of population data were the State Statistical Year Books including, for instance, Abia, Imo and Benue States in 2016,[707] and Abia, Benue, Cross River, Ebonyi and FCT in 2021.[708] UNFPA also supported specific researches such as a survey on GBV in North East Nigeria,[709] a baseline survey on SDG selected indicators in Abia State,[710] and the recent National Landscape Analysis on GBV, harmful practices and fistula.[711]

Examples of UNFPA initiatives to assist the dissemination of data and analyses at the national level include the diffusion of the 2013 NDHS and of the 2018 NDHS results, as well as of the MICS5 2016-

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[699] UNFPA. 2014 Annual Report - Nigeria. 2014.

[700] UNFPA. 2015 Annual Report - Nigeria. 2016.

[701] UNFPA. 2016 Annual Report - Nigeria. 2017.

[702] UNFPA. 2015 Annual Report - Nigeria. 2016; and UNFPA. 2017 Annual Report - Nigeria. 2018.

[703] UNFPA. 2017 Annual Report - Nigeria. 2018.

[704] UNFPA. 2021 Annual Report - Nigeria. 2022

[705] UNFPA respondents; and UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[706] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[707] UNFPA. 2016 Annual Report - Nigeria. 2017.

[708] UNFPA. 2021 Annual Report - Nigeria. 2022.

[709] UNFPA. 2017 Annual Report - Nigeria. 2018

[710] Ibid.

[711] UNFPA and donor respondent; and https://nigeria.unfpa.org/en/news/unfpa-nigeria-launches-national-landscape-analysis-sgbv-hp-and-obstetric-fistula-%E2%80%8B.

2017.[712] UNFPA supported the Federal Ministry of Youth and Sports Development to print and disseminate 10,800 copies of a training manual on SDGs and demographic dividend for the National Youth Service Corps across the 36 states and the FCT. During the COVID-19 pandemic, UNFPA NCO also supported the development and printing of policy briefs on Implications of COVID-19 Pandemic for Harnessing the Demographic Dividend in Nigeria, and on Implications of COVID-19 Pandemic for Health Sector Pillar of demographic dividend in Nigeria.[713]

Despite the above mentioned instances of knowledge production and dissemination, the investment in external communication and visibility of UNFPA work and achievements in generating population data and analyses was not adequate compared to UNFPA aspiration of being the lead agency on population data.[714] UNFPA NCO personnel suggested that communication of results would require more resources, including human resources who have the right skills and can dedicate adequate time to make UNFPA contribution more visible externally and develop a system that facilitates access to all available data sets in the country.[715]

As an example, the Population Data Portal (PDP), a data platform developed by UNFPA at global scale and publicly accessible online, that links the newest demographic data with geospatial and development data, was not seen as having increased visibility, accessibility of data and effectiveness of analysis in the country.[716] However, there was an expectation that the PDP can improve both UNFPA visibility as a lead agency in data and its usefulness as source of up-to-date data after the platform will be updated with the next national census' results.[717] UNFPA personnel underlined that more interaction in terms of knowledge exchange and guidance between the HQ and the country office, as well as bigger investments to roll out training to personnel on how to use the portal would be necessary to utilise the data platform at its full potential.

Similar to the work done on census and DHS, demographic dividend stood out as core area where UNFPA NCO evidently contributed to strengthening national and subnational systems across all modes of engagement. Advocacy and policy dialogue, capacity building, and knowledge management were strictly interlinked to effectively kindle public interest while building knowledge and stimulate action and commitment to demographic dividend. Since 2014, UNFPA has been supporting the government of Nigeria in implementing demographic dividend programming aiming at achieving a demographic dividend policy framework and helping the country to harness the demographic dividend.[718]

Examples of policy dialogue on demographic dividend include seminars on "How Nigeria can capitalise on demographic dividend" at the national and regional levels, which resulted in 1,850 policy and decision makers, programme managers and senior planning officers sensitized on how the federal and state-level government can harness the demographic dividend for sustainable economic development.[719] UNFPA offered technical leadership in setting up a Country Demographic Dividend Estimation and Report Writing

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[712] UNFPA. 2014 Annual Report - Nigeria. 2014; UNFPA. 2019 Annual Report - Nigeria. 2019.

[713] UNFPA. 2020 Annual Report - Nigeria. 2021.

[714] UNFPA and donor respondents.

[715] UNFPA respondents.

[716] UNFPA respondents.

[717] UNFPA respondents.

[718] UNFPA, government and academia respondents; Olanrewaju Olaniyan. Programming the Demographic Dividend for Achieving the UNFPA Mandate. 2021.

[719] UNFPA. 2014 Annual Report - Nigeria. 2014; UNFPA. 2015 Annual Report - Nigeria. 2016.

Team, and organised a plenary session on demographic dividend at the 9th annual Ibadan Sustainable Development Summit.[720] UNFPA NCO strong advocacy work obtained the Government commitment to set up a national observatory for demographic dividend in the office of the Vice-President.[721]

To build capacity in data analysis on demographic dividend UNFPA started an important collaboration with the University of Ibadan. In 2017, the Health Policy Training and Research Programme (HPTRP) of the Department of Economics of the University of Ibadan, under the funding of UNFPA, undertook the project for the estimation of demographic dividend for Nigeria using the National Transfer Accounts (NTA) methodology. The project was instituted to form and equip the country team with the required capacity to estimate demographic dividend, generate an official report on demographic dividend, and generate policy briefs on various aspect of demographic dividend. The project included training of trainers on NTA; training of the country team on NTA and demographic dividend; publication of NTA manual; provision of laptops, printers and STATA software to the trainers. As a result, this collaboration yielded the "Nigeria Road Map for Harnessing the Demographic Dividend through investments in Youths", the "National demographic dividend Profile", five policy briefs that link demographic dividend with other themes,[722] and the development of a demographic dividend monitoring index to keep track of the progress towards the realisation of the demographic dividend.

In 2020, UNFPA supported the HPTRP in the realisation and publication of two training manuals on developing demographic dividend road maps and estimating demographic dividend profiles at all administrative levels: national, regional and state. These training manuals stood out as particularly important to respond to the differences in the levels and pace of the demographic transition in Nigeria, which require different processes and policies.[723] Drawing on these manuals, UNFPA provided capacity building through sensitisations, workshops, and training to 198 officials on implementing demographic dividend programming such as advocacy, demographic dividend profile and roadmap development, research, monitoring index, observatory.[724]

At sub-national level, technical support was provided to five states to conduct seminars on demographic dividend, which led to the adoption of the demographic dividend as the guiding strategic framework for subsequent developmental efforts in Lagos, Kaduna, Kebbi and Sokoto states; development and implementation of a multi-sectoral youth development programme driven by investments in population dynamics, health, education, economic growth and governance in Cross River State; and development of a demographic dividend brief in Kaduna state.[725] More capacity building support was offered to 60 officials in FCT and to 30 officials in Kaduna state, which resulted in the development of roadmap on harnessing demographic dividend for sustainable development in both states.[726] Overall, at the sub-national level important results include the preparation of roadmaps for harnessing the demographic

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[720] Olanrewaju Olaniyan. Programming the Demographic Dividend for Achieving the UNFPA Mandate. 2021.

[721] UNFPA and academic respondents. Olanrewaju Olaniyan. Programming the Demographic Dividend for Achieving the UNFPA Mandate. 2021

[722] UNFPA. 2017 Annual Report - Nigeria. 2018; the policy briefs are: Demographic dividend; Youth unemployment and demographic dividend; Out-of-school children and demographic dividend; Unmet need for family planning and demographic dividend; and the Role of Legislators in harnessing demographic dividend.

[723] HPTRP. Training Manual for Workshops on the Demographic Dividend Roadmap Development in Nigeria. 2020; HPTRP. Training Manual for Workshops on the Demographic Dividend Profile Estimation in Nigeria. 2020.

[724] UNFPA. 2021 Annual Report - Nigeria. 2022.

[725] UNFPA. 2016 Annual Report - Nigeria. 2017.

[726] UNFPA. 2019 Annual Report - Nigeria. 2019

dividend in Lagos, Kaduna, Ogun, Ondo, Sokoto, states and the FCT, and the development of demographic dividend profiles of Kaduna and Lagos states.[727]

Beyond working with the federal and state governments, UNFPA NCO facilitated consultations with religious leaders and the first conference with the private sector on harnessing the demographic dividend.[728] In collaboration with the government and other development partners, UNFPA issued a Call for Action addressed to the private sector which advocated for establishing partnerships with civic society organisations to align the companies' activities with the sustainable development goals, and for harnessing the potential of young people towards sustainable development through more mentoring and internship opportunities.[729]

While UNFPA NCO demographic dividend programming significantly contributed towards the progress of the demographic dividend agenda of Nigeria, relevant factors, both external and internal to UNFPA NCO, limited further progress.[730] Firstly, at national level Nigeria's fertility rate has not yet changed the population age structure that causes the demographic transition key to harnessing the demographic dividend.[731] Secondly, data gaps at sub-national level prevent states from developing population projection estimates on the basis of which to compute the demographic dividend profiles.[732] Moreover, the knowledge of demographic dividend, although growing, is still limited; for instance, the University of Ibadan emerged as the only institution with the capacity to work with states on demographic dividend.[733] Lastly, UNFPA NCO was able to work on demographic dividend only with selected states who partner directly with the agency. While there would be more states interested to work with UNFPA, resource constraints limit the possibility to partner with more states.[734]

EQ5. To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: Majority of stakeholders consulted recognised UNFPA's longstanding leadership in keeping the demographic dividend at the centre of the national development agenda, and in the integration of population dynamics into the National Population Policy, sectoral action plans, and into its commitments at the UN Commission of Population and Development (UNCPD). UNFPA has also contributed towards important achievements in integrating demographic dividend at sub-national level, however its support remains limited to few states.

UNFPA emerged as a strategic technical partner for the Nigeria government due to its expertise in P&D and its ability to inform government policies, plans and commitments with relevant data to make them

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[727] UNFPA. 2021 Annual Report - Nigeria. 2022.

[728] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 2: Annexes. April 7, 2022.

[729] Call to Action- private sector in collaboration with government and development partners, available at the link: https://nigeria.unfpa.org/en/publications/call-action-private-sector-collaboration-government-and-development-partners.

[730] UNFPA and government respondents

[731] UNFPA respondents, and Olanrewaju Olaniyan. Programming the Demographic Dividend for Achieving the UNFPA Mandate. 2021

[732] Government and academic respondents, and Olanrewaju Olaniyan. Programming the Demographic Dividend for Achieving the UNFPA Mandate. 2021.

[733] Government respondent.

[734] UNFPA respondents.

more responsive to needs.[735] An important example of UNFPA success in positioning P&D work within policies include UNFPA NCO's role in the revision of the 2004 National Policy on Population for Sustainable Development (NPP).[736] NCO firstly advocated for and participated in the revision of the 2004 NPP, and then advocated for the approval of the revised NPP by the President.[737] UNFPA effectively pushed for the latest NPP to be aligned with more recent global and regional declarations on harnessing demographic dividend, including the African Union Agenda 2063, the African Union Roadmap on Demographic Dividend, and the Nigeria Roadmap on Demographic Dividend.[738]

In order to further support Nigeria's alignment with international goals on P&D issues, UNFPA advocated for the Nigeria government to integrate ICPD issues within their statements for the 50th UN Commission of Population and Development (UNCPD) in 2017 and the 51st UNCPD in 2018. In 2019, UNFPA supported Nigeria to develop its commitment at the Nairobi Summit on ICPD25.[739] UNFPA also organised the first anniversary of the Nairobi Summit on ICPD25, held together with the National Population Commission in a high-level conference in 2020 to discuss the integration of the ICPD25 commitments into sectoral and state-level action plans as well as NGOs/CSOs plans for 2021.[740]

UNFPA supported the Ministry of Finance, Budget and National Planning to convene quarterly national task force meetings on South-South cooperation to gather inter-ministerial innovations towards the National Development Plan (NDP) 2021-2025.[741] UNFPA technical support contributed to have population issues well fitted into two chapters of the NDP dedicated to population: one on human capital development, and one on social capital development, which includes also one chapter on population management, and one on accelerating the realisation of demographic dividend.[742]

UNFPA was credited for having led the prioritisation of demographic dividend within the government agenda, particularly since the 8th Country Programme (2018-2022), although the beginning of demographic dividend programming was dated back in 2013-2014.[743] The successful partnership with the University of Ibadan through the Health Policy Training and Research Programme (HPTRP) produced the development of the National Roadmap for Harnessing the Demographic Dividend (2016), and of the estimation of the National Demographic Dividend Profile (2017) launched by the Office of the Vice President of Nigeria to provide a national framework for investing in adolescents and young people in areas of health, education, employment and entrepreneurship and governance for harnessing the demographic dividend.[744] In order to monitor the progress of the demographic dividend, UNFPA supported the HPTRP to calculate the Demographic Dividend Monitoring Index (DDMI), and advocated

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[735] UNFPA, government and academia respondents.

[736] UNFPA, government and academia respondents.

[737] UNFPA. 2017 Annual Report - Nigeria. 2018; UNFPA. 2018 Annual Report - Nigeria. 2019.

[738] UNFPA. 2017 Annual Report - Nigeria. 2018

[739] UNFPA. 2019 Annual Report - Nigeria. 2019.

[740] UNFPA. 2020 Annual Report - Nigeria. 2021.

[741] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 2: Annexes. April 7, 2022.

[742] UNFPA respondents; and Federal Ministry of Finance, Budget and National Planning. National Development Plan (NDP) 2021-2025. Volume I. 2021.

[743] UNFPA, government and academia respondents.

[744] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022. UNFPA respondents.

for the establishment of a demographic dividend national observatory by the Office of the Vice President.[745]

As part of its advocacy work on harnessing the demographic dividend, in 2017, 2018 and 2019 UNFPA used the commemoration of the World Population Day as an opportunity to sensitize on relevant themes related to reaping the demographic dividend.[746] The revision of the National Youth Policy (2019) stood out as an important result of UNFPA advocacy and policy dialogue to develop a policy that integrated the demographic dividend process and was more responsive to the needs of young people.[747]

In order to involve more stakeholders in the process aimed at harnessing the demographic dividend, UNFPA also engaged the private sector and Muslim religious leaders through conferences on the demographic dividend.[748] in collaboration with the government and development partners, UNFPA issued a Call to Action to raise the private sector's commitment to investing in youth to achieving the next stage of the demographic transition characterised by low birth rates and slow population growth.[749]

Within UN-wide planning processes, references to the demographic dividend were integrated in both 2016 and 2021 UN Country Team Common Country Analysis (CCA).[750] While these references to demographic dividend in the CCA were not clearly credited to UNFPA as source of information, UNFPA personnel reported that the NCO provided population data and analysis especially focusing on demographic dividend and its drivers to ensure their inclusion.[751]

At the sub-national level, UNFPA delivered demographic dividend programming to selected states so that they could integrate demographic dividend into their policy framework. For instance, UNFPA held sensitization workshops on harnessing the demographic dividend in North-Central, Southeast and South-West, and Northeast and Northwest zones of Nigeria for the State Ministries/Commissions of Planning and Budget. Six states were supported to develop their roadmaps for harnessing the demographic dividend (FCT, Kaduna, Lagos, Ogun, Ondo, and Sokoto). Moreover, Kaduna and Lagos estimated their demographic dividend profiles;[752] Sokoto state included the demographic dividend into the budgetary process; and Lagos State integrated the demographic dividend roadmap into its State Development Plan.[753]

While UNFPA work successfully contributed to the integration of population dynamics with a focus on demographic dividend at the national level and in a few states, UNFPA support at sub-national level remained limited to few states due to the lack of resources as well as of infrastructures that would be

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[745] UNFPA respondents.

[746] UNFPA respondents; UNFPA. 2017 Annual Report - Nigeria. 2018; UNFPA. 2018 Annual Report - Nigeria. 2019; UNFPA. 2019 Annual Report - Nigeria. 2019.

[747] UNFPA respondent; UNFPA. 2021 Annual Report - Nigeria. 2022; and Federal Republic of Nigeria. National Youth Policy: Enhancing Youth Development and Participation in the context of Sustainable Development. 2019.

[748] UNFPA. 2018 Annual Report - Nigeria. 2019.

[749] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 2: Annexes. April 7, 2022; https://nigeria.unfpa.org/en/publications/call-action-private-sector-collaboration-government-and-development-partners.

[750] UNCT Nigeria. Common Country Analysis. 2016; and UNCT Nigeria. Common Country Analysis. 2021.

[751] UNFPA respondent.

[752] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[753] UNFPA respondent.

needed to scale up this kind of intervention in a big country like Nigeria.[754] Despite there would be need to extend the support to more states, UNFPA were also aware that increasing the number of partnering states would spread the resources too thin, as highlighted by the evaluation of the 8th Country Programme.[755]

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: UNFPA NCO support contributed to strengthening national and sub-national capacities to respond to humanitarian crisis through the use of population data projections and analysis based on Demographic and Health Surveys. UNFPA NCO coordination with the other humanitarian actors was considered to be positive and effective, particularly in relation to data on gender-based violence (GBV) and emergency preparedness. However, during an emergency, UNFPA has to rely on data collected by other agencies in order to keep track of population dynamics.

In Nigeria, UNFPA P&D unit provided quality data and expertise in population dynamics for the initial programming in humanitarian contexts. At the beginning of every humanitarian programming cycle, UNFPA provided to OCHA the analysis of the population trends in the crisis locations, based on projections and on the available data mainly drawn from the DHS, to offer a picture of the situation at the initial state of the humanitarian programming.[756]

Beyond working with UN-wide humanitarian response, UNFPA engaged directly with states and government agencies to strengthen their capacity to use population-related data in order to support the assessment and response to humanitarian crisis. For instance, UNFPA supported Benue state in the development of the Statistical Yearbook used to inform the assessment and response to humanitarian crisis.[757] UNFPA built the capacity of the National Emergency Management Agency (NEMA) to collect, collate and analyse age and gender disaggregated population data including rapid assessment in humanitarian settings using the Displacement Tracking Matrix (DTM) system.[758] Between 2018 and 2022, UNFPA supported four states to generate quarterly rapid appraisals of populations affected by humanitarian crisis, including estimated numbers of reproductive age women, young people, pregnant women, and persons over 65 years of age.[759]

With regard to the coordination with other humanitarian data actors such as OCHA, amongst the Information Management Working-Groups coordinated by OCHA, UNFPA led the collection of GBV data in the north-east region.[760] In 2016, UNFPA established the Gender-Based Violence Sub-Working Group (GBV-SWGs) as humanitarian coordination mechanisms in Borno, Adamawa and Yobe states, under its leadership.[761] Throughout the 7th Country Programme (2014-2017) and the 8th Country Programme,

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[754] UNFPA respondents.

[755] UNFPA respondent; UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[756] UNFPA respondents.

[757] UNFPA. 2014 Annual Report - Nigeria. 2014.

[758] UNFPA. 2015 Annual Report - Nigeria. 2016.

[759] UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 2: Annexes. April 7, 2022.

[760] UNFPA, government and donor respondents.

[761] UNFPA. 2016 Annual Report - Nigeria. 2017.

UNFPA supported Nigeria in the development of the GBVIMS, a system to collect data on GBV.[762] UNFPA contribution to guide the humanitarian responses were highly valued since the UNCT relied UNFPA data on GBV to develop the humanitarian action plan on a yearly basis.[763] Government stakeholders also reported synergy in UNFPA collaboration with OCHA and the other partners engaged in the humanitarian interventions.[764]

Although UNFPA contribution to the UNCT and HCT coordination mechanisms was greatly appreciated,[765] the lack of a system nor dedicated personnel in place to track population dynamics and data in humanitarian contexts was perceived as a gap. In such circumstance, UNFPA relied on other agencies' systems such as the IOM Displacement Tracking Matrix.[766] As one UNFPA respondent said:

> UNFPA is highly cherished and recognised. UNFPA expertise is also highly recognised, because at that stage, often the P&D department are often called to provide census data and help to understand these data for initial humanitarian programming. Where we are not very strong is continuous programming, monitoring the population dynamics in the context of emergency, we do not really put emphasis on that.[767]

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: UNFPA NCO has established effective partnerships with the federal government, relevant ministries and agencies, and a limited number of states, producing important headways particularly in pushing the demographic dividend agenda. The partnership with the University of Ibadan has been strategic in generating knowledge and advancing the work on demographic dividend. By comparison, although some promising examples exist, the collaboration across other UN agencies was considered not optimal. The engagement with the private sector as a strategic partner especially for resource mobilisation towards young people and demographic dividend is nascent.

For P&D work, UNFPA NCO has established strong and effective partnerships with the federal government and relevant ministries and agencies: the Ministry of Finance Budget and Planning as the coordinating authority, the National Population Commission and the National Bureau of Statistics.[768] However, the lack of a direct memorandum of understanding (MoU) with the National Bureau of Statistics (NBS) was indicated as a constraint in potentially achieving more results. UNFPA support to the NBS through a direct MoU was claimed as potentially very useful given that the NBS is the governing

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[762] UNFPA. Nigeria 7th Country Programme Review (2017-2017). 2018; UNFPA. Nigeria 8th Country Programme (2018 – 2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[763] UNFPA respondent.

[764] Government respondents.

[765] UNFPA. Nigeria 8th Country Programme (2018 – 2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022; Government informant.

[766] UNFPA respondents.

[767] UNFPA respondent.

[768] UNFPA, donor and government respondents; UNFPA. Nigeria 7th Country Programme Document (2014-2017). 2014; and UNFPA. Nigeria 8th Country Programme Document (2018-2022). 2017.

body that provides the approval for any data to be regarded as official, and given that NBS personnel are located in all the states.[769]

At the sub-national level, UNFPA partnered with selected states on the basis of MoUs, contributing to important progress on the demographic dividend agenda. While there are other states that would want to become UNFPA partners, the number of states directly supported by UNFPA is limited owing to limited resources.[770] As highlighted in the evaluation of the 8th CP, increasing the number of implementing partners' risks spreading resources too thin.

UNFPA successfully leveraged on the good and strong collaboration with the University of Ibadan through the Health Policy Training and Research Programme (HPTRP) of the Department of Economics, which advanced demographic dividend programming, and produced two training manuals aimed at building capacity for demographic dividend at national and state levels.[771]

The NCO collaborated with other UN agencies. For instance, UNFPA regularly provided technical supports to UNICEF in the implementation of the MICS. In 2021, UNFPA partnered with UNICEF also to roll out the digital CRVS (eCRVS).[772] However, while there is communication among the agencies, this is not necessarily translated into evident collaboration.[773] More inter-agency collaboration that leads to one UN approach was also encouraged by external stakeholders. This would allow every agency to lead on the basis of their comparative advantage, which for UNFPA is considered to be the technical expertise on population data and analysis.[774]

UNFPA NCO has moved towards engaging the private sector as a strategic partner in driving youth employment, necessary to harness the demographic dividend.[775] The engagement with the private sector was considered to be innovative and could potentially contribute to shifting from funding to financing.[776] In 2018, UNFPA organised the first private sector conference on demographic dividend to broaden its partnership network and explore cost sharing with partners.[777] However, the approval process for new private partners, that goes through UNFPA Headquarters and Regional Office, was perceived as a constraint in establishing new partnerships in a timely manner.[778] Moreover, the advocacy work to ensure sustained investment from the private sector in the areas of UNFPA mandate would need to be strengthened.[779]

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[769] UNFPA and government respondents. The 8th CP evaluation also recommended to establish a direct memorandum of understanding with the NBS.

[770] UNFPA respondent.

[771] HPTRP. Estimation of the demographic dividend profile, and preparation of the demographic dividend report. 2020; and HPTRP. Preparation of the Roadmap for Harnessing the Demographic Dividend. 2020.

[772] UNFPA. 2021 Annual Report - Nigeria. 2022.

[773] UNFPA and donor respondent.

[774] Donor respondent.

[775] UNFPA respondents.

[776] UNFPA respondents.

[777] UNFPA. 2018 Annual Report - Nigeria. 2019. UNFPA. Nigeria 8th Country Programme (2018 – 2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[778] UNFPA respondents.

[779] UNFPA respondents.

UNFPA advocated for their partners to receive direct investments, successfully mobilising resources from the government on the basis of the Government Cash Counterpart Contribution (GCCC) approach. However, government contribution was considered insufficient compared to the needs.[780] The NCO would also need to strengthen its capacity to engage in the conversation for public and private investment.[781]

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: While UNFPA NCO ensured strategic use of its available financial and technical resources for P&D, the available resources are not commensurate with the ambition of being recognised as the lead agency in population change and data. Furthermore, despite important achievements in promoting innovation and digitalisation such as the GBVIMS and the GRID3 initiatives, the evaluation revealed that the investment in innovation and digitalisation lacks clear guidance and strategy fit in view of inadequate infrastructures, capacity and resources in certain areas of Nigeria.

The evaluation found that UNFPA NCO had the right in-house technical expertise on population dynamics and data in terms of knowledge and capacity, including to support the response to humanitarian crisis.[782] However, while P&D personnel's competence and contribution was unanimously valued, their number was considered to be too limited compared to the extent of their responsibilities, which spanned from supporting the government in preparing and implementing big surveys like census and DHS, to providing data and analysis for the humanitarian interventions, and monitoring UNFPA interventions.[783] At the time of the evaluation, the NCO could benefit from three P&D personnel: the Head of the Population and Development Unit, the Chief Technical Adviser on Census, and the National Programme Analyst (Data for Development).[784] At the sub-national level, UNFPA Sub-Offices had National Programme Analysts, M&E (i.e. Monitoring and Evaluation Analyst) whose responsibilities included supporting the state to build capacity in data generation.[785]

In terms of funds, over the period between 2014 and 2021 the percentage of the NCO P&D expenditures has followed the same trend that has characterised the percentage of the P&D expenses at the global level, however with differences during the first strategic period (2014-2017). In 2014, the percentage of P&D expenses in Nigeria was almost double of the percentage of the P&D expenses at the global level. However, between 2014 and 2016 the percentage of P&D expenses in Nigeria reduced to less than half of the percentage of the P&D expenses at the global level, going from 12 percent in 2015 to 2 percent in 2016. Since 2017, the Nigeria and global percentages of P&D expenses have been more aligned.

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[780] UNFPA respondents; UNFPA. Nigeria 8th Country Programme (2018 – 2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.
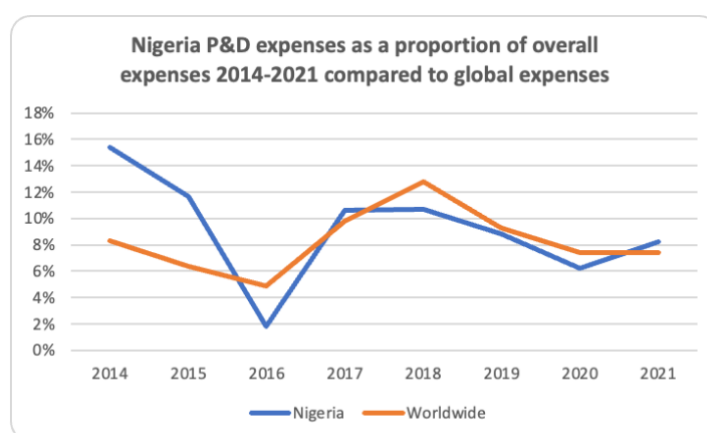
[781] UNFPA respondent.

[782] UNFPA respondents.

[783] UNFPA respondents.

[784] UNFPA Global Directory and stakeholders list.

[785] UNFPA respondent.

Figure 5: Nigeria and global P&D expenses as a % of overall expenses 2014-2021

Nigeria P&D expenses as a proportion of overall expenses 2014-2021 compared to global expenses

Data from https://www.unfpa.org/data/transparency-portal

In terms of sources, NCO financial resources for P&D work relied conspicuously more on core funding (regular resources) compared to non-core funding (other resources). Although the targets for restricted resources (non-core / other resources that are received from a specific programme purpose) of the NCO resource mobilization plan were normally met, few partners directly funded population work, opting for other thematic areas.[786]

Figure 6: Nigeria P&D funding core vs non-core 2014-2021

Nigeria P&D expenses core vs non-core 2014-2021

Data from https://www.unfpa.org/data/transparency-portal
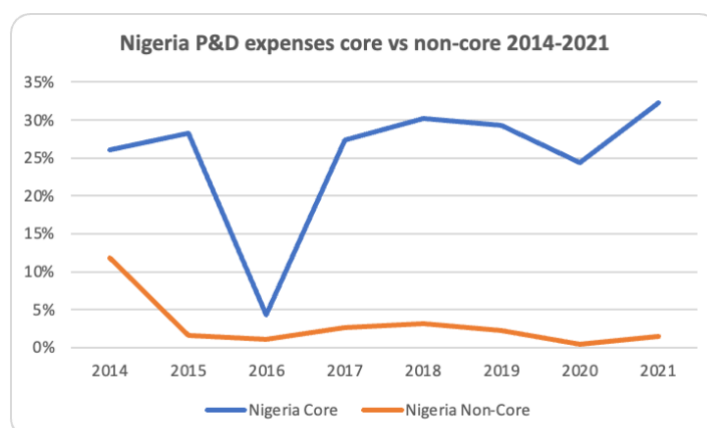
The proposed financial resource for P&D work were increased of the 3 percent between the 7th and the 8th CPD. In the 7th Country Programme Document (2014-2017), the proposed financial resources allocated to the strategic plan outcome area 'Data availability and analysis' were $13 million ($4.9 million from regular resources and $8.1 million from other resources), which corresponded to the 17% of the total proposed resources.[787] In the 8th Country Programme Document (2018-2022), the proposed resources allocated to the strategic plan Outcome 4 'Population dynamics' were equal to $15 million USD, which corresponded to the 20% of the total proposed resources.[788]

Despite the 3% increase, funding for P&D work were insufficient given the variety and sheer size of the country. For instance, UNFPA funds allocated to the Population and Housing Census were limited compared to the entity of the exercise. The current financial resources were also inadequate compared to UNFPA expectation of holding a comparative advantage and being the leading agency in population data collection, analysis and dissemination at the global level.[789] However, stakeholders agreed that the available funds were well managed and wisely used.[790]

The area of innovation and digitalisation offered an example of insufficient funding compared to the extent of the needs, despite the important progress made. [791] The Gender-Based Violence Information

Management System (GBVIMS), an incidence data management system to report cases of GBV, and the Geo-Referenced Infrastructure and Demographic Data for Development (GRID3), an initiative to facilitate the collection, use and dissemination of high-resolution population, infrastructure and other georeferenced data, were the main examples of innovation and digitalisation supported by UNFPA in Nigeria. At the time of the evaluation, the GBVIMS was moving towards its third generation, whereby data are captured with tablets, computers and analysed with applications. The GRID3 will make the 2023 Population and Housing Census the first digital census to be conducted in Nigeria, allowing for real-time monitoring of the census results. Despite such progress, some UNFPA personnel highlighted the lack of clear guidelines and a strategy on innovation and digitalisation from the HQ and regional offices.[792] In this context, the lack of a clear strategy emerged as particularly relevant given that Nigeria is not evenly ready to manage innovation due to limited infrastructures, capacity and resources. In particular, some UNFPA personnel shared concern with regard to the possibility of collecting data in certain states, such as Borno state, due to lack of connectivity and insecurity.[793]

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[786] UNFPA respondents.

[787] UNFPA. Nigeria 7th Country Programme Document (2014-2017). 2014.

[788] UNFPA. Nigeria 8th Country Programme Document (2018-2022). 2017.

[789] UNFPA respondents.

[790] UNFPA and government respondents; UNFPA. Nigeria 8th Country Programme (2018-2022) Final Evaluation Report. Volume 1: Main Report. April 7, 2022.

[791] UNFPA, government and donor respondents.

[792] UNFPA respondents.

[793] UNFPA respondents.

Section 5. Considerations for action

The following eight considerations for action have been derived directly from the findings, above, with a view to support both the overall evaluation analysis, and practical steps forward for P&D programming in Nigeria.

1. UNFPA NCO should continue advocating the Federal Government of Nigeria for regular data collection through the Demographic and Health Surveys every five years, and from the next Population and Housing Census scheduled in 2023, to ensure that censuses are undertaken regularly every ten years in order to have up-to-date population data with which to inform policy and decision-making.

2. UNFPA NCO should ensure that adequate data collections are undertaken at sub-national level as well, in order to fill the current data gaps at that level and ensure that the states have the necessary data sets to develop their roadmaps to harness the demographic dividend and their demographic dividend profiles.

3. UNFPA NCO should build internal capacity on integrating climate and migration in P&D work to ensure that these megatrends are considered in population analysis and used to inform. Local expertise could be hired to address these issues as they are very country specific.

4. UNFPA NCO should strengthen the linkages of P&D work with adolescents and youth work, including sexual and reproductive health of adolescents and youth, in order to help Nigeria to accelerate the demographic transition needed to ensure that it harnesses the demographic dividend.

5. UNFPA NCO should increase its investment in the communication of P&D results, including through enhanced financial and human resources who have the right skills and can dedicate adequate time to communicate results externally. This would strengthen UNFPA NCO leadership in population data generation and analysis, making them more visible and accessible for use.

6. UNFPA NCO should consider to strengthen its approach for monitoring population data and dynamics in humanitarian contexts to keep tracking population movements through dedicated system and personnel in emergency contexts.

7. UNFPA NCO should strengthen inter-UN agency collaboration to ensure that UNFPA leads in population data and analysis on the basis of UNFPA comparative advantage in P&D work.

8. UNFPA NCO should strengthen its efforts in engaging the private sector both as a potential strategy to shift from funding to financing, and to mobilise resources towards young people in order to accelerate the demographic transition necessary to harness the demographic dividend.

Section 6. Data sources

6.1 Strength of findings summary with data sources

The below table highlights the key findings per EQ, the sources of evidence for each finding, and the strength of evidence – colour-coded green (strong); orange (medium); and red (weak).

SUB-FINDING	Sources and strength of evidence
Finding 1: UNFPA Nigeria Country Office (NCO) population and development work is relevant to Nigeria's need for quality up-to-date population data, capacity building in the analysis of population data and trends, as well as support in evidence-based decision making and policy development. At sub-national level, NCO P&D work is also relevant to respond to the specific needs of the partnering states, including those affected by humanitarian crisis. However, the extent of the NCO P&D work is felt to be limited compared to the needs of a big and complex country like Nigeria.	
UNFPA Nigeria Country Office (NCO) population and development work is relevant to Nigeria's need for quality up-to-date population data, capacity building in the analysis of population data and trends, as well as support in evidence-based decision making and policy development. At sub-national level, NCO P&D work is also relevant to respond to the specific needs of the partnering states, including those affected by humanitarian crisis. However, the extent of the NCO P&D work is felt to be limited compared to the needs of a big and complex country like Nigeria.	UNFPA NCO, donor government respondents; multiple documents.
Finding 2: UNFPA NCO has been increasingly paying attention to and advocating for the integration of a human rights based approach (HRBA), particularly leave no-one behind (LNOB) approach with a focus on people with disabilities (PWD), mainly in the collection and analysis of disaggregated demographic data. Systematic integration of migration and climate change within P&D programming is limited due to constrained capacity (including resources). Limited UNFPA resources, together with insufficient national capacity, weak digital infrastructure, and lack of connectivity in certain areas has limited digitalisation for data collection and analysis, and the adoption of GIS technologies.	
UNFPA NCO has been increasingly paying attention to and advocating for the integration of a human rights based approach (HRBA), particularly leave no-one behind (LNOB) approach with a focus on people with disabilities (PWD), mainly in the collection and analysis of disaggregated demographic data. Systematic integration of migration and climate change within P&D programming is limited due to constrained capacity (including resources). Limited UNFPA resources, together with insufficient national capacity, weak digital infrastructure, and lack of connectivity in certain areas has limited digitalisation for data collection and analysis, and the adoption of GIS technologies.	UNFPA, government, academia, and donor respondents; multiple documents.
Finding 3: The P&D work is considered to be pivotal to all the other UNFPA mandate areas as it provides high-quality disaggregated data and analysis to design, implement and monitor policies, strategies and evidence-based programming, including tracking progress towards the achievement of the three transformative results. Linkages with adolescents and youth programming are particularly evident with regard to demographic dividend programming.	
The P&D work is considered to be pivotal to all the other UNFPA mandate areas as it provides high-quality disaggregated data and analysis to design, implement and monitor policies, strategies and evidence-based programming, including tracking progress towards the achievement of the three transformative results. Linkages with adolescents and youth programming are particularly evident with regard to demographic dividend programming.	UNFPA, government and donor respondent; multiple documents.

Finding 4: Important data collection and policy achievements credited to UNFPA support have been chiefly driven by advocacy as the main mode of engagement, followed by closely linked capacity building of government entities both at national and sub-national levels for the generation of quality data and analysis. Demographic dividend stood out as one of the core areas where UNFPA has contributed to strengthening national and sub-national data systems across all modes of engagement. The Nigeria Roadmap on Demographic Dividend, the National Demographic Dividend Profile, and roadmaps and profiles developed in six states were the most important achievements. However, there were several challenges that constrained sustainability of capacity building: high turnover of government staff and insufficient budgetary allocations. UNFPA NCO investment in external communication was not able to make UNFPA leadership in data generation and analysis more visible.	
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Finding 5: Majority of stakeholders consulted recognized UNFPA's longstanding leadership in keeping the demographic dividend at the centre of the national development agenda and the integration of the population dynamics into the National Population Policy, sectoral action plans, and into its commitments at the UN Commission on Population and Development (UNCPD). UNFPA has also contributed towards important achievements in integrating demographic dividend at sub-national level, however its support remains limited to few states.	
Majority of stakeholders consulted recognized UNFPA's longstanding leadership in keeping the demographic dividend at the centre of the national development agenda and the integration of the population dynamics into the National Population Policy, sectoral action plans, and into its commitments at the UN Commission on Population and Development (UNCPD). UNFPA has also contributed towards important achievements in integrating demographic dividend at sub-national level, however its support remains limited to few states.	UNFPA, government and academia respondents; multiple documents.
Finding 6: UNFPA NCO support contributed to strengthening national and sub-national capacities to respond to humanitarian crisis through the use of population projections and analysis based on Demographic and Health Surveys. UNFPA NCO coordination with the other humanitarian actors was considered to be positive and effective, particularly in relation to data on gender-based violence (GBV) and emergency preparedness. However, during an emergency UNFPA has to rely on data collected by other agencies in order to keep track of population dynamics.	
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Finding 7: UNFPA NCO has established effective partnerships with the federal government, relevant ministries and agencies, and a limited number of sub-national states, producing important headway particularly in pushing the demographic dividend agenda. The partnership with the University of Ibadan has been strategic in generating knowledge and advancing the work on demographic dividend. By comparison, although some promising examples exist, the collaboration across other UN agencies was considered not optimal. The engagement with the private sector as a strategic partner especially for resource mobilisation towards young people and demographic dividend is nascent.

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Finding 8: While UNFPA NCO ensured strategic use of its available financial and technical resources for P&D, the available resources are not commensurate with the ambition of being recognized as the lead agency in population change and data. Furthermore, despite important achievements in promoting innovation and digitalisation such as the GBVIMS and the GRID3 initiatives, the evaluation revealed that the investment in innovation and digitalisation lacks clear guidance and strategy fit in view of adequate infrastructures, capacity and resources in certain areas of Nigeria.

While UNFPA NCO ensured strategic use of its available financial and technical resources for P&D, the available resources are not commensurate with the ambition of being recognized as the lead agency in population change and data. Furthermore, despite important achievements in promoting innovation and digitalisation such as the GBVIMS and the GRID3 initiatives, the evaluation revealed that the investment in innovation and digitalisation lacks clear guidance and strategy fit in view of adequate infrastructures, capacity and resources in certain areas of Nigeria.	UNFPA, government and donor respondents; multiple documents; UNFPA Global Directory; online data.

6.2 List of Stakeholders interviewed

Name	Position	Institution
Aigbe Israel Eromon	Capacity Building Adviser	John Snow Incorporated
Andat Dasogot	Head, Population and Development Unit	UNFPA
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COUNTRY CASE STUDY:

UGANDA

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Acronyms

AAI	Action Aid International
AFIDEP	African Institute for Development Policy
AU	African Union
CCA	Common Country Analysis
COD	Common Operational Datasets
COVID-19	Coronavirus Disease
CPD	Country Programme Document
CSBAG	Civil Society Budget Advocacy Group
DHS	Demographic Health Survey
GBV	Gender-based Violence
GIS	Geographic Information Systems
ICPD	International Conference on Population and Development
KII	Key Informant Interview
LNOB	Leave No One Behind
MDAs	Ministries, Departments and Agencies
NGBVD	National Gender-Based Violence Database
NGO	Non-Governmental Organisation
NHPC	National Housing and Population Census
NPA	National Planning Authority
NPC	National Population Council
NSDS	National Statistical Development Plan
OR	Other Resources
PD	Population Data
PoA	Plan of Action
PPD	Partners in Population Development
RR	Regular Resources
SDGs	Sustainable Development Goals
SRHR	Sexual and Reproductive Health Rights
TFR	Total Fertility Rate
ToR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UFPC	Uganda Family Planning Consortium
UN	United Nations
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSDCF	United Nations Sustainable Development Cooperation Framework
URAA	Uganda Reach the Aged Association

Section 1. Summary

This summary provides an overview high-level view of the main findings. The evidence for each finding can be found in Section 4 (Evidence Tables).

EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?

Finding 1: UNFPA is seen to be instrumental in supporting the Government of Uganda to harness the demographic dividend at policy level. While the work on population and data in Uganda has demonstrated an overall responsiveness to national priorities, this flexibility has been constrained by limited resources and the organization-wide strategic pivot to focus on SRHR.

- UNFPA support to population dynamics and data has been extremely valuable to national partners, but in recent years the organisation's ability to keep up with demand in this area has been strained; partly because of the strategic pivot to SRHR.

- UNFPA has been instrumental in supporting the government of Uganda evolve its development agenda as it relates to the integration of policies to harness the demographic dividend at national and subnational levels.

- Insofar that strategic prioritisation and resources have allowed, across all areas of its work on population dynamics and data in Uganda, UNFPA has demonstrated an ability to respond to changing country priorities.

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA Uganda work on population dynamics and data fully integrates the commitment to human rights and gender equality. By comparison, strategic gaps remain in data and analysis of population dynamics at the nexus of migration, climate change, and urbanization. A growing body of work on digitalization holds promise as an innovative means to address such gaps.

- A human rights-based approach is deeply engrained in UNFPA work on population dynamics and data in Uganda.

- While a gender lens runs through all UNFPA population dynamics and data programming, there is a strategic gap at the migration, climate change and urbanisation nexus; the need to provide data and analysis on the effects of this nexus on population dynamics remains unmet.

- While UNFPA has supported digitisation efforts in its population dynamics and data programme, this remains an area of future growth, under the guidance of the Government of Uganda.

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: While UNFPA programming on population dynamics and data does contribute to the achievement of the three transformative results across the organisation, the strategic links are not clearly defined.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: UNFPA Uganda produces, and supports the production of, extensive analyses and demographic intelligence on population trends in Uganda and this has had a material impact on the knowledge-based and capacity of government partners to develop national policy. The organisation's ability to support

national data collection exercises, including the decennial household census, at scale has diminished over time as a result of the strategic pivot to SRHR.

- UNFPA support to national data collection exercises, including the decennial household census, in Uganda has been effective at improving the availability and use of data and is greatly appreciated by government partners; however, the organisation's ability to support such exercises at scale has diminished over time as a result of the strategic pivot to SRHR.

- UNFPA produces, and supports the production of, extensive analyses and demographic intelligence on population trends in Uganda and this has had a material impact on the knowledge-based and capacity of government partners to develop national policy; especially in relation to harnessing the demographic dividend in the country.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: UNFPA has been successful in helping the Government of Uganda evolve and implement its population policies in line with the Addis Ababa Declaration on Population and Development, especially in relation to efforts to harness the demographic dividend at national and subnational levels.

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: While UNFPA has supported project-level data collection and use in humanitarian contexts, there is an unmet strategic need for data about the characteristics of long-term displaced populations in Uganda where many people live in a development-humanitarian nexus setting. Overall, there is a sense that more could be done strategically to support data collection and analysis efforts.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: While UNFPA partnerships with primary government focal points are strong, there is a strategic opportunity in Uganda for strengthened and innovative partnerships with a broader range of government, private sector, and academic institutions.

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: Funding for support to key government-led data collection exercises is increasingly reliant on OR mobilisation, reducing the ability of UNFPA to strategically leverage and position traditional data collection exercises alongside more innovative ones. Questions remain among key stakeholders, including within the Country Office, as to whether this decline in core resources is intentional or not.

- There is a lack of clarity among staff and partners about the extent to which the decline in funding for the population dynamics and data programme in recent years is an intentional strategic step or not.

- Funding for support to key government-led data collection exercises is increasingly reliant on OR mobilisation; this reduces the ability of UNFPA to strategically leverage and position traditional data collection exercises alongside potentially innovative ones.

Section 2. Introduction and Methodology

The Evaluation Office of the United Nations Population Fund (UNFPA) commissioned an independent evaluation of *"UNFPA support to population dynamics and data including links to ageing, low fertility, the demographic dividend and demographic resilience."* The rationale for this evaluation is an identified information gap within centralised UNFPA evaluations on the population dynamics thematic area.[794]

The evaluation assessed the relevance, coherence, efficiency, effectiveness, and sustainability of UNFPA support on addressing population dynamics and population data over the period of the previous two strategic plans (2014-2017 & 2018-2021) in order to identify lessons, good practices innovations and opportunities for UNFPA for implementation, including scale-up and cross fertilization, over the course of the current strategic plan (2022-2025). This assessment focused on UNFPA support to ageing and low fertility, the demographic dividend and demographic resilience within the broader area of population dynamics and data with a gender lens.

The evaluation is forward-looking and strategic in nature with the **primary purpose** being to inform UNFPA future support and programming in the area of population data, population dynamics, population and development within the framework of the current Strategic Plan 2022-2025.

As per the evaluation ToR, the **two specific objectives** of the evaluation are:

- **To assess the relevance, coherence, efficiency, effectiveness and sustainability** of the UNFPA support to population data, population dynamics, as well as population and development with a specific focus on (a) the demographic dividend; and (b) population ageing and low fertility. The evaluation also integrated demographic resilience in addition to a gender-responsive approach across all aspects of the evaluation.
- **To identify lessons learned** which can be used to inform the mid-term review of the 2022 - 2025 Strategic Plan and the design of evidence-based population policies, programmes and strategies.

The **scope of the evaluation** has three aspects:

- **Temporal scope:** 2014-2022;
- **Geographic scope:** the evaluation will cover interventions on population dynamics and data at global, regional and country levels, including the strength of UNFPA linkages and synergies between levels and a particular focus on the country level.
- **Thematic scope:** population data; population dynamics; and population and development with specific focus on UNFPA support to (a) strengthening national population data systems, including data collection, analysis, dissemination and utilisation in both development and humanitarian contexts; (b) promoting rights-based and evidence-based public policies, integrating population dynamics including in common country analyses (CCAs), UN Strategic Development Cooperation Frameworks (UNSDCFs) and Country Programme Documents (CPDs); (c) analysis of population and development trends, utilising and mainstreaming population data / demographic intelligence to improve development policies and leverage the demographic dividend, and addressing ageing and low fertility with a lens of gender and broader inclusion.

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[794] Within both the Strategic Plan 2014-2017 and the Strategic Plan 2018-2021, Population Dynamics was one of four high-level outcomes for UNFPA, the others being sexual and reproductive health and rights (SRHR); gender equality, and adolescents and youth. In the 2022-2025 Strategic Plan, the three transformative results of UNFPA (ending preventable maternal death; ending unmet need for family planning; and ending GBV and harmful practices) have become the outcomes within the Strategic Plan and population change and data is now framed as one of six key outputs necessary to meet these three transformative results (outcomes), with the others being policy and accountability; quality of care and services; gender and social norms; humanitarian action; and adolescents and youth.
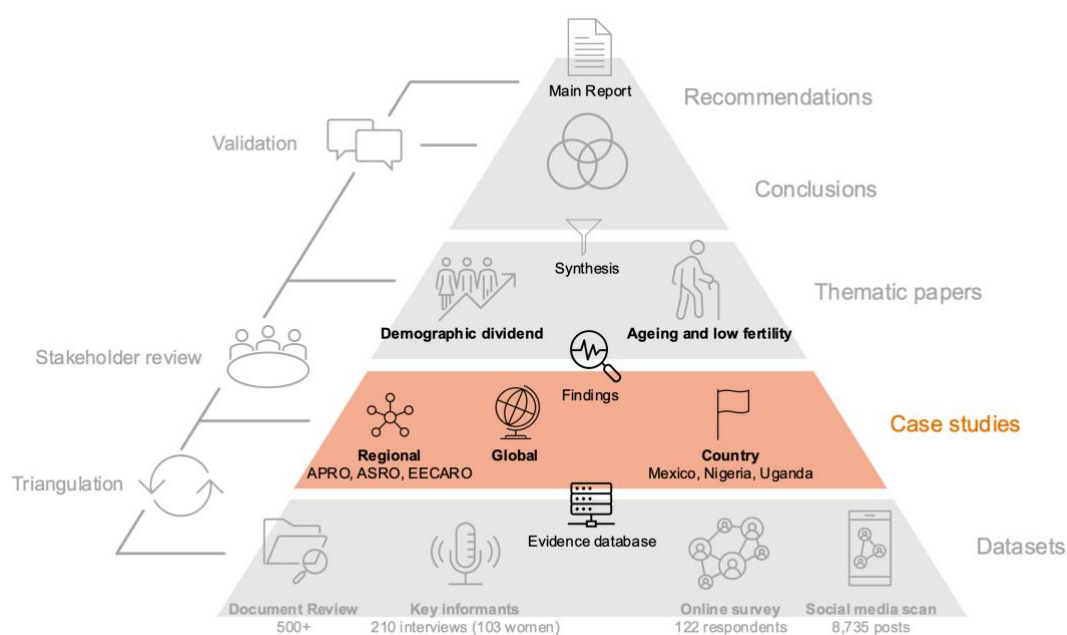
The evaluation team has employed a **mixed methods approach** to data collection and analysis that incorporates collection and analysis of both quantitative and qualitative data, ensuring the appropriate sample size and with considerations of gender and types of respondents to ensure a diversity of stakeholders are included. These methods were applied across all components of the evaluation matrix (see above).

The evaluation is framed around a nested approach of **seven** data set components, consisting of three country case studies, three regional case studies, and 'additional' data collected at the global level, the regional level (outside of the three regional case studies), and an online survey and a social media scan. Collectively these data sets will provide evidence for combined analysis which will be used to produce:

3. **Two thematic papers;** one on the demographic dividend, and one on ageing and low fertility.
4. **The overall synthesis** evaluation report.

The Uganda case study is one of the six case studies conducted as part of the evaluation, with three focused at the country level (Uganda, Nigeria and Mexico) and three focusing on the regional level (EECARO, APRO and ASRO). The purpose of this case study is to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work in Uganda.

Figure 8: Position of the country case studies in the overall evaluation approach

The main sampling method for the selection of the case studies was purposive sampling which a non-probability sampling method, in this case based on the combined judgement of the evaluation team, the evaluation office (EO) and the evaluation reference group (ERG). Amongst the regions and countries in which UNFPA works, those that were considered to be particularly informative to the evaluation were selected to offer a more granular and nuanced understanding of UNFPA contribution to population dynamics and data work.

Sampling was based on 6 key criteria:

- CRITERION 1: The relevance to the thematic priorities on "ageing and low fertility" and the "demographic dividend".
- CRITERION 2: The UNFPA financial expenditure on Outcome 4 of the strategic plans 2014-2017 and 2018-2021 combined with the regional distribution and the UNFPA country classification system by quadrants.

- CRITERION 3: The involvement in humanitarian settings.
- CRITERION 4: Factors that might facilitate or hinder the data collection.
- CRITERION 5: Diversification of implementing approaches.
- CRITERION 6: The potential link with other mega-trends such as migration, urbanisation and climate change was also considered a plus for the selected countries. In particular, Mexico and Uganda appear to be well suited to provide a link to migration.

Initially the framing of this evaluation proposed two regional case studies and four country case studies. The sampling strategy for the selection within (Arab States and EECA) and countries (Mexico, Nigeria, Uganda and Viet Nam) for the case studies, based on the above criteria. However, UNFPA and the evaluation team then decided to expand the proposed Viet Nam country level case study into a regional Asia Pacific case study, thus having three country and three regional case studies. Asia Pacific is home to 60% of the global population and can provide insights into both low fertility and ageing, and the demographic dividend across programming and policy work for UNFPA, including south-south cooperation and transitioning phases.

The data universe for this case study was collected from 34 key informants and 87 documents that were reviewed. A list of key informants and documents can be found in Section 6, below. The Uganda case study was conducted by Tom Orrell and Dr. Stephen Wandera. This case study will constitute volume 3 of the evaluation report.
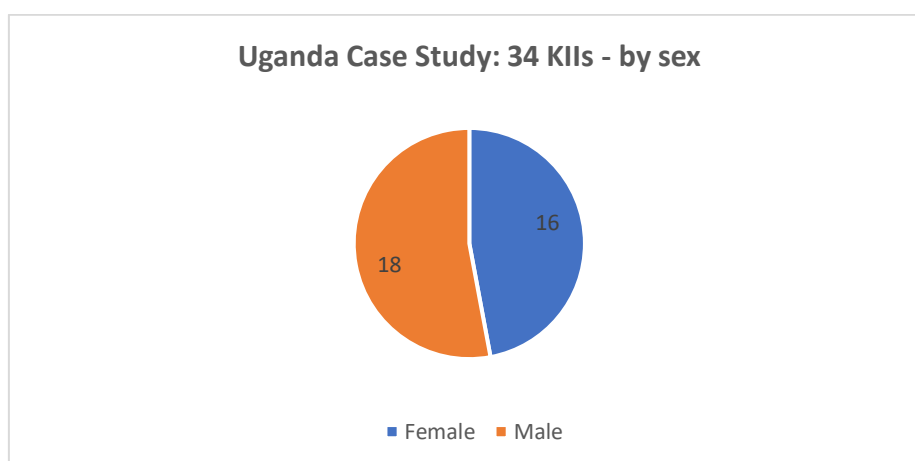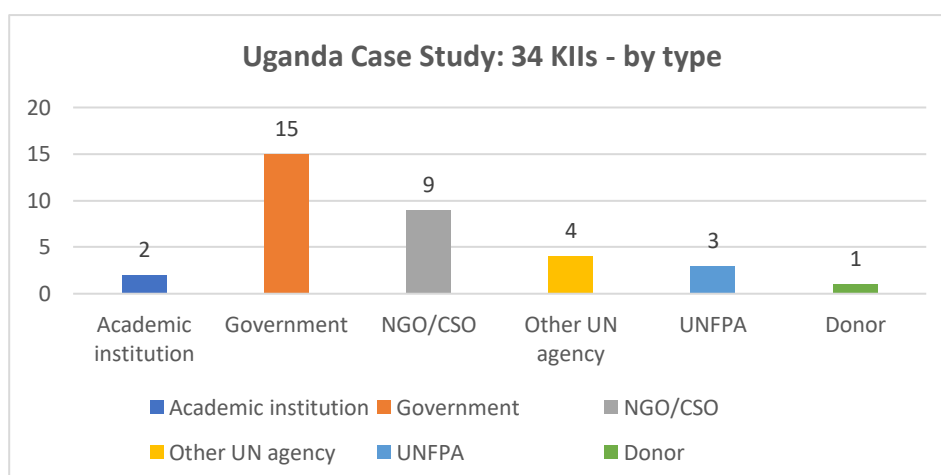
Figure 9: Key Informants by sex

Figure 10: Key Informants by Type

Section 3. Country Overview

3.1 Country Context

Uganda is a landlocked country in East Africa with a population of 48.8 million people, 45% of whom are under the age of 14.[795] This 'youth bulge' will have a significant impact upon the country's economic development in the coming years.

This is recognised within the Government of Uganda's Vision 2040 development strategy,[796] which envisions Uganda becoming a middle-income country by 2040. Vision 2040 recognises that Uganda's youthful population represents both an opportunity and a challenge to development objectives.

Figure 11: Uganda Population Data

Uganda Population Data:	
Total Populations (million)	48.8
Average annual rate of population change, 2020-2025:	2.7%
Population aged 0-14, 2022:	45%
Population aged 10-24, 2022:	35%
Population aged 15-64, 2022:	53%
Population aged 65 and older, 2022:	2%
Maternal mortality ratio (deaths per 100,000 live births), 2017:	375
Births attended by skilled personnel:	74%
Adolescent birth rate (per 1,000), 2004 - 2020:	111
Unintended pregnancy rate (per 1,000), 2015 – 2019:	145
Contraceptive Prevalence Rate (CPR) women 15-49 (married), any method:	46%

If the youth bulge is leveraged as an opportunity – through sustained investments in health (including SRHR), education and the empowerment of young people – then Uganda may reap a demographic dividend in the coming years that could catapult its economic growth and help it attain middle-income status. However, if investments and planning do not materialise, the opportunity could be lost, contributing to further entrenchment of poverty. These eventualities are both recognised within the country's *Demographic Dividend Roadmap,*[797] which sets out a path designed to enable the country to harness the dividend by 2040.

In addition to its population of nearly fifty million citizens, Uganda is home to over 1.5 million refugees, many of whom have resided in the country for over a decade.[798] Refugees within Uganda primarily arrive from the Democratic Republic of the Congo to the West, and South Sudan to the North. As a result of the prolonged conflicts in those countries, many have settled in Uganda for the foreseeable future. This reality creates unique challenges for UNFPA and the UN system. It means that programming is divided along both development and humanitarian axes, with the 'humanitarian-development nexus' occupying an ambiguous grey area in between.[799] This patchwork of population

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[795] UNFPA. World Population Dashboard. Online at: https://www.unfpa.org/data/world-population-dashboard, accessed 22 October 2022.

[796] Government of Uganda. Vision 2040. 2013.

[797] NPA. Uganda Demographic Dividend Roadmap. 2018.

[798] Based on data from the United Nations High Commission for Refugees (UNHCR): UNHCR. 2022. Uganda Comprehensive Refugee Response Portal. Online at: https://data.unhcr.org/en/country/uga, accessed 22 October 2022.

[799] United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA). 2022. Humanitarian Development Nexus. Online at: https://www.unocha.org/es/themes/humanitarian-development-nexus, accessed 22 October 2022.

characteristics within Uganda results in unique population dynamics that need to be understood to ensure that development, humanitarian, and nexus programming is evidence-based.

Megatrends including climate change and urbanisation add further complexity to Uganda's population dynamics, both for its citizenship and refugee populations. The need for demographic intelligence on these phenomena to help guide policy, including around the harnessing of the demographic dividend, add further nuance to the work of UNFPA in Uganda.

3.2 UNFPA support to Population Dynamics and Data

Figure 12: Political Map of Uganda (Source: https://www.un.org/geospatial/content/uganda-0)
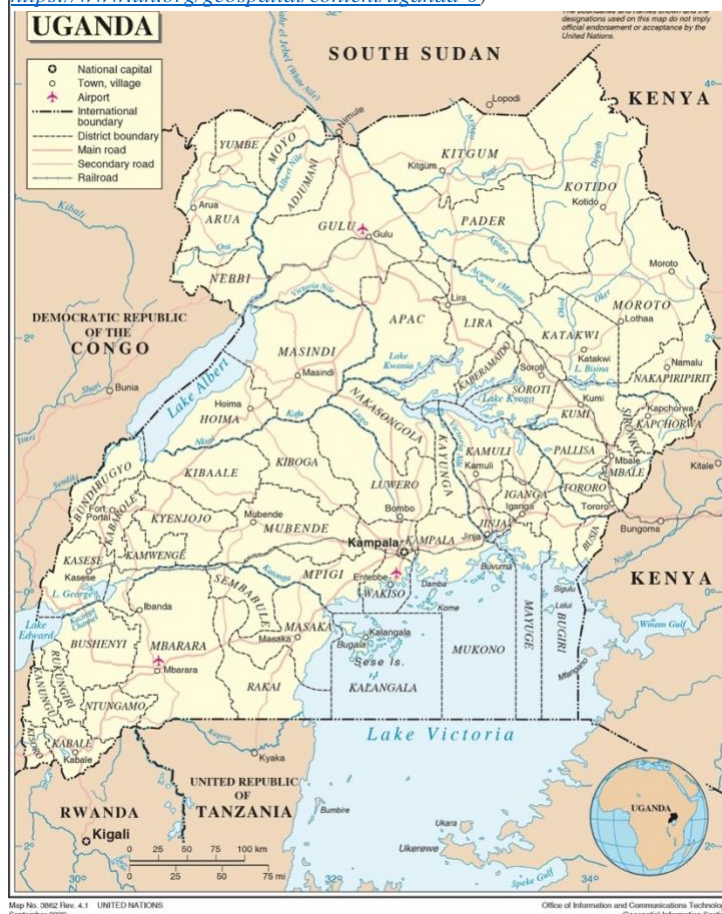
UNFPA support to population dynamics and data in Uganda is guided and driven by the International Conference on Population Development (ICPD) agenda and plan of action.[800] UNFPA partners with the Government of Uganda, other UN agencies and international cooperation partners, local non-governmental organisations (NGOs), as well as cultural and religious organisations to deliver its programmes of work in the country.[801]

UNFPA Uganda is on its 9th joint Government of Uganda/UNFPA programme of work.[802] Its work is aligned with the Government's development agenda, including Vision 2040[803], National Development Plan III and key policy documents designed to harness the demographic dividend in the country.[804]

Based on data in the UNFPA transparency portal, expenditure on population and development has increased each year since 2015, from being in the region of $200,000 per year to $1.2million per year by 2021. This level will need to be maintained to meet the planned results in the Country Programme.

The Country Programme theory of change focuses on strengthening district data management systems to map and profile demographic and geographic disparities, disasters and socioeconomic inequalities. Strategic interventions are orientated around advocacy and support for the integration of population dynamics in planning and formulation of policies and programmes, technical support

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[800] UNFPA. 2022. International Conference on Population and Development. Online at: https://www.unfpa.org/icpd, accessed 22 October 2022.
[801] UNFPA. 2022. UNFPA Uganda: About Us. Online at: https://uganda.unfpa.org/en/who-we-are-uganda, accessed 22 October 2022.
[802] UNFPA. 2021. United Nations Population Fund Country Programme Document for Uganda. Online at: https://uganda.unfpa.org/en/publications/united-nations-population-fund-country-programme-document-uganda, accessed 22 October 2022.
[803] Supra at 3.
[804] Supra at 4.

for data analytics including the conduct of the Uganda population and housing census, demographic health and other population surveys, and support to harmonization of the data systems at national and sub-national levels including capacity development in population data systems.

The Country Office's population and development programme aims to strengthen government systems to ensure that data on Uganda's population exist, are inclusive, and contribute to the attainment of the three transformative results.[805]

To this end, UNFPA supports the Uganda Bureau of Statistics (UBOS) with foundational data collection exercises such as the census, and the National Planning Authority (NPA) and National Population Council (NPC) with data analysis, the production of demographic intelligence, and the application of population data to development planning processes; especially as regards the potential to harness Uganda's demographic dividend. UNFPA also engages with Ugandan Parliamentarians at a political level to advocate for evidence-based decision-making and engages with a range of non-governmental partners across the country and region.

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[805] UNFPA. 2022. UNFPA Uganda: What We Do: Population Matters. Online at: https://uganda.unfpa.org/en/topics/population-matters-14, accessed 22 October 2022.

Section 4. Evidence Tables

> **EQ1. To what extent has UNFPA support to population dynamics and data been relevant and timely across different contexts and to the changing needs at sub-national, national, regional, and global level?**

Finding 1: UNFPA is seen to be instrumental in supporting the Government of Uganda to harness the demographic dividend at policy level. While the work on population and data in Uganda has demonstrated an overall responsiveness to national priorities, this flexibility has been constrained by limited resources and the organization-wide strategic pivot to focus on SRHR.

Numerous interviewees reported that UNFPA support to the Government of Uganda is highly relevant and valued.[806] UNFPA remains the main UN partner for UBOS and NPC and is a key partner of the NPA. UNFPA support in foundational data collection exercises such as the decennial census are vital to government planning efforts. This is also reflected in the support that UNFPA has provided its key Government partners in terms of supporting the development of numerous policies and planning documents.[807]

Notwithstanding the value of its support, several interviewees noted that because of the strategic shift within UNFPA towards SRHR – or at the very least the way in which that pivot was communicated – the organisation is not always able to keep up with the needs and expectations for population data from government.[808] As a result, there is a tension that exists between UNFPA's ability (financial and capacity) to provide support to population dynamics and data programming, and the expectations of government.[809] For example, UNFPA was unable to provide as much technical and financial support to the census exercise[810] that is currently being planned by UBOS.[811] It was noted that this 'tension' has an adverse impact both on staff expectations for population dynamics and data programming, and partners' expectations around what they believe the role of UNFPA is.[812]

A policy area in which this has had an impact is in relation to policies on ageing. While it was noted that only 2% of the population in Uganda is aged 65 and above, there are issues relating to youth and adolescents in Uganda where disaggregated population data on older people would be valuable. For instance, a large proportion of orphans in Uganda are cared for by older persons and it would be beneficial to programming to know the age ranges of the carers (50-60, 60-70, 70-80, 80+) so as to establish both the needs for the carers and children in their care.[813]

Moreover, there is an ageing HIV+ population in the country that is living longer thanks to the effectiveness of anti-retroviral therapies. These population groups still require access to SRHR services despite their age and therefore there is a need for data to help inform policies targeted at them.[814] Interviewees noted that there was a general lack of data disaggregated by older age groups in Uganda and that "UNFPA has no programmes for older people in Uganda."[815]

Despite these specific gaps in data availability, evaluation interviews[816] indicate that UNFPA has been highly instrumental in supporting the Government of Uganda to formulate and evolve policies relating

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[806] Respondents from UNFPA Uganda Country Office, Other UN Agencies, Government, Academic and NGO partners.

[807] See Part 6.3 below for a list of the numerous policy documents that UNFPA has supported.

[808] Respondents from within UNFPA Uganda Country Office, Other UN Agencies, and Government.

[809] Respondents from UNFPA Uganda Country Office, Government and Academia.

[810] UBOS is planning to undertake a National Population and Housing Census (NPHC) in 2023. See: UBOS. 2022. The Census Mapping Exercise – 2022. Online at: https://www.ubos.org/the-census-mapping-exercise-2022/, accessed 9 December 2022.

[811] UNFPA Uganda Country Office respondent.

[812] UNFPA Uganda Country Office, Other UN Agency, Government and Academic respondents.

[813] Academic respondent.

[814] Ibid.

[815] UNFPA Uganda Country Office respondent.

[816] Respondents from UNFPA Uganda Country Office, Government and Academia.

to the harnessing of the demographic dividend in the country.[817] In this regard, UNFPA support has been both relevant and timely. As one independent interviewee observed, "UNFPA have been particularly successful in shaping the national conversation around the demographic dividend. Without UNFPA, it is unlikely that conversations [about the demographic dividend] would have shaped out the way that they have."[818]

At the national level, UNFPA has supported the development of policy around the demographic dividend from as far back as 2014 and continues that support to the present day. UNFPA support to this agenda starts with Uganda's development strategy, *Vision 2040* (2013),[819] which recognises the value of harnessing the demographic dividend to support Uganda's overarching development objective of becoming a middle-income country by 2040.

Over the years, UNFPA support to the demographic dividend agenda has remained relevant and has evolved in line with government progress. Importantly, in 2018 UNFPA supported the production of the *Uganda Demographic Dividend Roadmap* (2018)[820] as well as the *Demographic Dividend Compliance Tool* (2018)[821] used by government to assess progress towards national objectives. More recently, in 2020, UNFPA supported the production of a *Stakeholders' Common Position on Harnessing the Demographic Dividend* (2020).[822] As it stands, UNFPA also supports the NPA to undertake annual compliance assessments regarding the demographic dividend to assess whether government ministries, departments and agencies remain on track.[823]

Despite the limitations placed on the population dynamics and data programme as a result of the strategic pivot to SRHR, UNFPA support to the government of Uganda has evolved over the years alongside the maturity of the Government's pursuit of the demographic dividend agenda.[824]

Moreover, UNFPA has been able to support data collection and analysis in areas that are key to its mandate and also government priorities. For instance, UNFPA supported relevant and timely upstream research and analysis into issue-based areas such as GBV, including working with UBOS to examine and analyse data on GBV through studies such as the *Causes and Drivers of GBV in Uganda* study undertaken in 2018.[825] This study then contributed to the government decision to the roll-out of new surveys to collect data on GBV in the country. For example, since 2020 UNFPA together with UBOS has funded GBV surveys at a subnational level covering 15 districts, now providing more routine data on GBV that can be used for advocacy, and evidence for policy responses.[826]

UNFPA Uganda also demonstrated an ability to adapt to the COVID-19 pandemic. As the pandemic unfolded in Uganda, UNFPA supported UN-Women's rapid assessments that were undertaken to collect

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[817] See for instance: Government of Uganda & UNFPA. Young People: The untapped resource for development. November 2017.; Government of Uganda & UNFPA. The State of Uganda Population Report 2014: Harnessing Uganda's Demographic Dividend for Socio-Economic Transformation. 2014.; Government of Uganda & UNFPA. The State of Uganda Population Report 2018: Good Governance: A prerequisite to harness the demographic dividend for sustainable development. 2018.; Government of Uganda & UNFPA. Young People: The untapped resource for development. November 2017.' Government of Uganda & UNFPA. Family Planning Investment Case for Uganda. 2017.; Government of Uganda & UNFPA. Uganda Family Planning Atlas. May 2020.; and others listed in Part 6.3

[818] Academic respondent.
[819] Supra at 3.
[820] Supra at 4.
[821] Government of Uganda. The Certificate of Compliance for the Annual Budget FY2019/20 To Demographic Dividend, Assessment Report. 2021.

[822] Government of Uganda. Stakeholders' Common Position on Harnessing the Demographic Dividend. November 2020.

[823] UNFPA Uganda Country Office respondent.
[824] This theme is explored further in Findings under EQs 4 and 5 below.
[825] UNFPA. Causes and Drivers of GBV in Uganda. 2018.

[826] Government respondent.

data and analyse the effects of COVID-19 on gender equality in the country. UNFPA also actively participated in a UN joint programme on data and statistics to establish a common UN approach to support government's efforts to fill SDG-related data gaps on the issue.[827]

EQ2. To what extent has UNFPA integrated cross-cutting issues: particularly gender, human rights, disability, LNOB and emerging megatrends, within population dynamics and data programming and support?

Finding 2: UNFPA Uganda work on population dynamics and data fully integrates the commitment to human rights and gender equality. By comparison, strategic gaps remain in data and analysis of population dynamics at the nexus of migration, climate change, and urbanization. A growing body of work on digitalization holds promise as an innovative means to address such gaps.

The majority of evaluation interviewees were overwhelmingly positive in their commendation of UNFPA as regards the incorporation of a human rights-based approach in its work.[828] This desk review confirmed that perception is supported by the breadth of reporting and analysis that UNFPA has produced and supported over the years in Uganda.[829]

UNFPA was commended for incorporating a human rights-based approach into both programming generally and data collection processes specifically.[830] In particular, the work of UNFPA in generating data on specific vulnerability groups in the country was highlighted. Over time, UNFPA has used the data it has collected on specific vulnerability groups in the country to advocate for them and support the development of national policies to support them. UNFPA support to the development of a *National Policy on Disability*[831] is one example of this, as are UNFPA analyses on teenage pregnancy such as the *Factsheet on teenage pregnancy*[832] (2021), and *Population Matters: The magnitude of teenage pregnancy in Uganda*[833] (2022) reports, and its joint policy paper on *The cost of inaction: The Economic and Social Burden of Teenage Pregnancy in Uganda* produced with government partners.[834]

Regarding human rights-based approaches, there are also links between the work of UNFPA on population dynamics and data and its other programme areas. Several interviewees noted that UNFPA was especially effective at leveraging data to support its advocacy across SRHR and gender equality in particular.[835]

A diverse range of interviewees commented that all UNFPA work generally takes place through a gender lens, and this includes the programming on population dynamics and data.[836] Examples given by interviewees included UNFPA support to the most recent DHS[837] (2022) in Uganda which contains modules on gender statistics, and its general support to the collection of data on GBV[838] and gender

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[827] UNFPA Uganda Country Office, Donor and Other UN Agency respondents.

[828] UNFPA Uganda Country Office, Government, Academic, Other UN agency and NGO respondents..

[829] See for instance: Government of Uganda. National Policy for Disability. 2017.; Government of Uganda & UNFPA. The State of Uganda Population Report 2019: Promote Social Protection: Ensure Equity and Equality in harnessing the Demographic Dividend. 2019.; UNFPA. Population Matters: Worlds apart in Uganda: Inequalities in women's health, education, and economic empowerment. October 2017.; and others in Part 6.3.

[830] Other UN Agency respondent.

[831] Government of Uganda. National Policy for Disability. 2017.

[832] UNFPA. Fact sheet on teenage pregnancy. 2021.

[833] UNFPA. Population Matters: The magnitude of teenage pregnancy in Uganda. March 2022.

[834] NPA, NPC, NL & UNFPA. The cost of inaction: The Economic and Social Burden of Teenage Pregnancy in Uganda. 2021.

[835] UNFPA Uganda Country Office and Other UN Agency respondents.

[836] UNFPA Uganda Country Office, Government, Other UN Agency and Academic respondents.

[837] US Government. Uganda: Standard DHS, 2022. Online at: https://dhsprogram.com/methodology/survey/survey-display-589.cfm, accessed 12 December 2022.

[838] Including analysis such as: UNFPA. Causes and Drivers of GBV in Uganda. 2018.

statistics.[839] UNFPA advocacy around the need for gender-disaggregated statistics across all areas of data collection and statistical production was also noted.[840] A further example that was given pertains to how UNFPA uses data and evidence gleaned from gender and sex-disaggregated statistics to empower women's rights advocates in the country.[841]

Notwithstanding the commendable work of UNFPA on the production [842], analysis[843] and use of data to support gender equality in Uganda, there was a sense among numerous interviewees that as a result of the organisation's pivot to SRHR, gaps in data collection and analysis prevailed in relation to other important demographic characteristics; notably older people and migration status.[844] One interviewee noted that there was more UNFPA could do to better understand the demographic dividend within chronically displaced refugee populations, in which many young people reside.[845]

UNFPA is currently working to generate demographic intelligence about the impact of rural-urban youth migration patterns in Uganda.[846] This is in response to a gap identified in the analysis of the relationship between climate change, urbanisation, and migration through a population dynamics lens.[847] While reports such as the *The State of Uganda Population Report 2014*[848] and *The State of Uganda Population Report 2018*[849] recognise the potential of the youth bulge and the risks of not harnessing it, they point to a gap in current data and analysis on megatrends – especially around climate change, migration, and urbanisation. It should also be noted that at least one interviewee pointed out that "there is a gap around common UN approaches and messages on climate change in Uganda generally",[850] indicating that this gap is not unique to UNFPA.

Over the evaluation period, UNFPA has supported the digitisation of several key datasets in Uganda, including for example the 2019 and 2020 *Uganda Family Planning Atlas*[851] and the National Gender-Based Violence Database (NGBVD) managed[852] by the Mistry of Gender, Labour and Social Development. Moreover, UNFPA has strategically and practically been supporting UBOS with the development of its

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[839] UNFPA Uganda Country Office and Government respondents.

[840] Ibid.

[841] Academic respondent.

[842] Including supporting the production of sex-disaggregated data in the 2023 census and un the 2022 DHS (see: US Government. Uganda: Standard DHS, 2022. Online at: https://dhsprogram.com/methodology/survey/survey-display-589.cfm, accessed 12 December 2022.; and, UBOS is planning to undertake a National Population and Housing Census (NPHC) in 2023. See: UBOS. 2022. The Census Mapping Exercise – 2022. Online at: https://www.ubos.org/the-census-mapping-exercise-2022/, accessed 9 December 2022.)

[843] See for example: UNFPA. Population Matters: Worlds apart in Uganda: Inequalities in women's health, education, and economic empowerment. October 2017.

[844] UNFPA and Other UN Agency respondents.

[845] Academic respondent.

[846] This is ongoing work confirmed by UNFPA Uganda Country Office respondents.

[847] UNFPA Country Office, Other UN Agency and academic respondents.

[848] Government of Uganda & UNFPA. The State of Uganda Population Report 2014: Harnessing Uganda's Demographic Dividend for Socio-Economic Transformation. 2014.

[849] Government of Uganda & UNFPA. The State of Uganda Population Report 2018: Good Governance: A prerequisite to harness the demographic dividend for sustainable development. 2018.

[850] Ibid.

[851] UBOS, USAID & UNFPA. Uganda Family Planning Atlas. April 2019. And UBOS, USAID & UNFPA. Uganda Family Planning Atlas. May 2020.

[852] Government of Uganda. 2022. About NGBVD. Online at: http://ngbvd.mglsd.go.ug, accessed 12 December 2022.

Geographic Information System (GIS)[853] and pursuant to its MoU with Esri[854], has been supporting efforts to ensure that 2023 census data can be geolocated in Uganda.[855]

Building on UNFPA and Esri support to UBOS regarding the establishment of a GIS system, a further important and innovative component of this work centred on integrating and overlaying data from the GBV platform (across all of Uganda's 15 districts) into the geospatial portal too.[856]

It was noted that the work on digitising GBV-related data took place during the COVID-19 pandemic and is now providing a basis for further discussions between UNFPA and the government about a prospective digitisation agenda; something which several interviewees emphasised as an area for future growth and prioritisation.[857]

EQ3. To what extent has UNFPA ensured that the support to and use of population dynamics and data links with other UNFPA mandate areas for the achievement of three transformative results?

Finding 3: While UNFPA programming on population dynamics and data does contribute to the achievement of the three transformative results across the organisation, the strategic links are not clearly defined.

UNFPA Annual Planning[858] for population and development programme – and its framing vis-à-vis the three transformative results – has evolved over time in line with the organisation's strategic plans. In 2015[859], it was structured around three output areas: 1) data use in decision-making, including the provision of "up-to-date population data disaggregated by age and sex"[860]; 2) strengthened capacity for the use of quality population data, including "use of quality disaggregated data on population, SRH, GBV […]"[861]; and, 3) Use of policy-relevant/disaggregated data "at all levels."[862]

By 2018, the programme of work was being framed more in line with the ICPD programme of action while still targeting national institutions' "capacity for the production and the use of disaggregated data on population, sexual and reproductive health and GBV."[863] Most recently, since 2021- and in-line with the UNFPA Strategic Plan 2022 - 2025[864], 'data' work has been framed at the output-level, targeting specific actions and activities.

This evolution of population dynamics and data programming, and its links with other areas of UNFPA's work is in line with the evolution of UNFPA's strategic planning at a global level.[865] Within this context, and as already described in previous parts under EQ's 1 and 2 above, the strategic pivot to SRHR has had an impact on the organisation's priorities and over time reduced UNFPA Uganda's ability to provide support under its population dynamics and data programme despite a desire to in the country office and demand from government.[866] Links to UNFPA work on SRHR, gender equality and adolescents and youth have always been present but have evolved in line with the pivot to SRHR.

[853] UBOS. 2022. ArcGIS. Online at: https://ubos.maps.arcgis.com/home/index.html, accessed 12 December 2022.
[854] Esri. 2022. Esri Enters into Agreement with United Nations Population Fund to Help Modernize National Statistics Programs. Online at: https://www.esri.com/about/newsroom/announcements/esri-enters-into-agreement-with-united-nations-population-fund-to-help-modernize-national-statistics-programs/, accessed 12 December 2022.
[855] UNFPA Uganda Country Office and Government respondents.
[856] Ibid – this platform is still being developed and therefore there is no public URL that can be referenced yet.
[857] UNFPA Uganda Country Office, Other UN Agency, Non-governmental and academic respondents.
[858] See UNFPA. Annual Planning – Uganda. 2015 through to 2022. In Part 6.3 below.
[859] UNFPA. Annual Planning – Uganda. 2015.
[860] Ibid.
[861] Ibid.
[862] Ibid.
[863] UNFPA. Annual Planning – Uganda. 2018.
[864] UNFPA. 2022. Strategic Plan 2022-2025. Online at: https://www.unfpa.org/strategic-plan-2022, accessed 12 December 2022.
[865] See Main Evaluation Report.
[866] Respondents from UNFPA Uganda Country Office, Government, Other UN Agency, Academic and NGO respondents.

Overall, the most substantive area of linkage between UNFPA work on population dynamics and data, and its other areas of work is with its work on adolescents and youth with convergence around the demographic dividend agenda. This is explored exhaustively in Findings under EQ4 and EQ5 so is not repeated under this Finding.

Throughout interviews with stakeholders in Uganda, examples of interlinkages between UNFPA work on population dynamics and data and SRHR were highlighted. Notably, the *Cost of Inaction* (2022)[867] study on the impact of very high levels of teenage pregnancy during the COVID-19 pandemic was repeatedly raised by interviewees as an example of how collection and use of evidence by UNFPA was used to highlight and analyse an issue that touches on all three transformative results areas.[868] The study exemplifies the multiple dimensions of the challenge of teenage pregnancy, including girls' access to SRHR and family planning services, gender equality and young mothers' access to education, and the longer-term impact on population dynamics – including the demographic dividend – in the country.[869]

In the gender equality sphere, the example of the partnership between UNFPA and Esri to map[870] instances of GBV at a national and subnational level was also often given as an example how data can be used to support advocacy and programming efforts to tackle GBV.[871]

Notwithstanding the links between the work of UNFPA on population dynamics and data and the three transformative results, the current UNFPA Strategic Plan[872] (2022 – 2025) offers opportunities for UNFPA Uganda to articulate the links more clearly and strategically between its programmes of work given data's 'accelerator' function. This opportunity is explored further under Part 5, Considerations for Action, below.

EQ4. To what extent has UNFPA contributed to strengthening national and sub-national data systems across different modes of engagement?

Finding 4: UNFPA Uganda produces, and supports the production of, extensive analyses and demographic intelligence on population trends in Uganda and this has had a material impact on the knowledge-based and capacity of government partners to develop national policy. The organisation's ability to support national data collection exercises, including the decennial household census, at scale has diminished over time as a result of the strategic pivot to SRHR.

UNFPA provides extensive strategic, technical, and financial support to UBOS, the NPC and NPA in relation to data collection, analysis and use. At a strategic level, UNFPA is credited with helping UBOS to develop its National Statistical Development Plans (NSDSs) that sets the strategic direction of the whole institution. UNFPA also supports UBOS with censuses (including the current 2023 round[873]), the DHS[874] (2016 and 2022), issue-specific surveys such as the Functional Difficulties Survey (2017), analytical reports, district-level data collection and analysis capacity building, geospatial mapping of statistical data, among other activities.[875]

UNFPA has also supported capacity building on population dynamics and data within the academic sector, providing support to students and academics at Makerere University and even joining in (successful) efforts to advocate for the saving of the Demography department at the university when it was threatened with closure.[876] Moreover, UNFPA worked closely with the NPC, NPA, Ministry of Local

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[867] NPA, NPC, NL & UNFPA. The cost of inaction: The Economic and Social Burden of Teenage Pregnancy in Uganda. 2021.

[868] UNFPA Country Office respondents.
[869] Supra at 74.
[870] Supra at 61.
[871] Government respondents.
[872] Supra at 71.
[873] Supra at 17.
[874] Supra at 44.
[875] UNFPA Uganda Country Office and Government respondents.
[876] UNFPA Uganda Country Office and Academic respondents.

Government and district-level local government to engage the Ministry of Public Service and persuade them to reverse the scrapping of Population Officers at district level. UNFPA also contributed to the revival of the Population Studies Association of Uganda.[877]

These examples point to the narrowing space and understanding of population dynamics in the country, despite the population challenges that are faced. Given this record, there is substantial support and appreciation for the work of UNFPA and the real contribution that the organisation makes to the data collection and use capacity of government partners in Uganda. These findings support those recorded in, *Uganda/UNFPA 8th Country Programme 2016 – 2020 Evaluation Report* (2020),[878] which found that:

> "The strategic outcome and the output of the PD [population dynamics] component were coherent and well-focused […] It is observed that the relationships between activities for planned interventions for the output were clear."

Notwithstanding this track record, the ability of UNFPA to maintain its support to data collection exercises at scale is strained considering the strategic pivot to SRHR, as discussed exhaustively under EQs 1-3 above.[879]

Numerous interviewees commended the contributions of UNFPA to the evolution of policy regarding the harnessing of the demographic dividend in Uganda.[880] As noted above under EQ1, UNFPA has been a government partner on this agenda since at least 2014. A large part of this contribution relates to the work that UNFPA has undertaken to raise the profile of issues affecting, and affected by, population dynamics and the potential of the demographic dividend in Uganda through the production of analyses and demographic intelligence.

For instance, the *Population Matters* series of briefs that UNFPA has produced raises the profile of, and awareness around, population dynamics issues in Uganda. Themes that this series has explored include the links between population policy and family planning (*The Journey Towards Achieving Zero Unmet Need for Modern Family Planning: Re-evaluating Uganda's Efforts* (2020));[881] the effects of teenage pregnancy on population dynamics (*The Magnitude of Teenage Pregnancy in Uganda* (2022));[882] the disparity between women's access to services in Uganda based on wealth (*Worlds Apart in Uganda: Inequalities in Women's Health, Education and Economic Empowerment* (2017));[883] and, the demographic dividend in the context of Uganda's population dynamics (*Uganda Population Dynamics* (2017)).[884]

Interviewees noted that UNFPA produced or supported analyses and studies specifically on the demographic dividend. These have helped to improve knowledge and capacity among government partners about the need to plan to harness the dividend.[885] Examples of briefs included *Capturing Uganda's Efforts to Harness the Demographic Dividend* (data unknown),[886] *Harnessing Uganda's*

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[877] UNFPA Uganda Country Office respondent.

[878] Government of Uganda & UNFPA. Government of Uganda / UNFPA 8th Country Programme 2016 - 2020 Evaluation Report. January 2020.

[879] UNFPA Uganda, Government and Academic respondents.

[880] UNFPA Uganda, Government, Other UN Agency, Academic and NGO respondents.

[881] UNFPA. Population Matters: The Journey Towards Achieving Zero Unmet Need for Modern Family Planning: Re-evaluating Uganda's efforts. August 2020.

[882] UNFPA. Population Matters: The magnitude of teenage pregnancy in Uganda. March 2022.

[883] UNFPA. Population Matters: Worlds apart in Uganda: Inequalities in women's health, education, and economic empowerment. October 2017.

[884] UNFPA. Population Matters: Uganda Population Dynamics. March 2017.

[885] Respondents from across stakeholder groups.

[886] Government of Uganda and UNFPA. Capturing Uganda's efforts to harness the demographic dividend. Date unknown.

Demographic Dividend: Evidence from National Transfer Accounts (2018),[887] and the annual series of *The State of Uganda's Population*[888] reports that UNFPA supports, among others.

These insights support the findings in *Uganda/UNFPA 8th Country Programme 2016 – 2020 Evaluation Report* (2020),[889] which found that, "the most central achievement for the PD [population dynamics] component in the review period was work around the DD [demographic dividend]."[890]

Overall, UNFPA is deemed to have had a lot of success in mainstreaming demographic intelligence about the demographic dividend in Uganda at the national and subnational levels. Notably, through its production of demographic intelligence on the demographic dividend, UNFPA has supported government officials to develop the knowledge and capacity needed to interpret data on the youth bulge through the lens of policy-making – i.e., what statistics indicating a large youth bulge mean for development planning and budgeting. This skillset has grown across the country at even at sub-national level, several Parishes tie local youth employment drives directly to demographic intelligence about harnessing the demographic dividend in those areas.[891]

Findings under EQ5 below elaborate on how UNFPA support to the production of demographic intelligence about the demographic dividend has sat alongside and reinforced the organisation's support to government policy formulation.

EQ5: To what extent has UNFPA support been successful in strategically positioning and mainstreaming population dynamics, including demographic resilience and demographic dividend within development policies and programmes?

Finding 5: UNFPA has been successful in helping the Government of Uganda evolve and implement its population policies in line with the Addis Ababa Declaration on Population and Development, especially in relation to efforts to harness the demographic dividend at national and subnational levels.

UNFPA has been widely credited and commended for its support to the Government of Uganda in terms of efforts to harness the demographic dividend in the country.[892] Although UNFPA support to the Government commenced years earlier, in 2017, following the launch of the Addis Ababa Declaration on Population and Development in Africa[893] in the margins of the AU Summit, the agenda garnered renewed urgency in Uganda. Uganda was one of the forerunners of the agenda and quickly internalised it, developed the *Uganda Demographic Dividend Roadmap* in 2018[894] and cascaded it throughout the country, down to the lowest administrative units.[895]

The *Harnessing the Demographic Dividend* (2014)[896] report was noted by several interviewees as being instrumental in setting the scene for population policy in Uganda, including capturing the attention and focus on the President. The follow-up report of the same theme published in 2018 further consolidated the agenda within policy, as reflected in the *Demographic Dividend Roadmap* (2018)[897] and *Demographic Dividend Compliance Tool* (2018).[898]

[887] Government of Uganda & UNFPA. Harnessing Uganda's Demographic Dividend: Evidence from National Transfer Accounts. 2018.

[888] Multiple reports spanning at least 2014 – 2020. See Part 5 for a full list.
[889] Supra at 84.
[890] Ibid.
[891] UNFPA Uganda Country Office, Government, and Academic respondents.
[892] Respondents across stakeholder groups.
[893] Supra at 2.

[894] Supra at 4.
[895] UNFPA Uganda Country Office respondent.
[896] Supra at 55.
[897] Supra at 4.
[898] Supra at 5.

The maturity of the demographic dividend agenda in Uganda is reflected in the NPA's *Third National Development Plan, 2020/21 – 2024/5*[899] which recognises both the opportunity and challenge presented by having a youth bulge:

> "A large youthful population consisting of 23 percent of the population (approx. 9.6 million people) creates both an opportunity and a challenge. It creates an opportunity because of the potential demographic dividend from abundant labour force and future demand. However, if the anticipated youth bulge is not well planned for through balanced investments in social and economic policies, it creates a challenge and the spectre of missing the demographic dividend. This problem is compounded by a mismatch between skills required for labour markets and knowledge produced by training institutions. Equally the limitations of investment capital make it difficult for the youth to tap into the available opportunities. This creates the urgent need for skilled, technical and hands-on manpower personnel for the economy. Hence unless concerted effort is made to exploit the potential demographic dividends arising from youthful population, the unemployment problem will continue to increase."[900]

Building on these policy tools, UNFPA has also successfully supported the implementation of the agenda at a subnational level. In 2020, UNFPA supported the development of the *Local Government Demographic Dividend Compliance Tool* (2020)[901] leading to several Declarations by District administrations recognising and incorporating the demographic dividend agenda into their local socioeconomic policymaking. The *Declaration by District Leaders of Adjumani, Arua, Koboko, Maracha, Moyo, Yumbe, Pakwach, Nebbi, Zombo, Madi-Okollo and Obongi* on the value of the demographic dividend for example represents a concrete example of demographic intelligence driving policy decisions and direction at even a sub-national level.[902] The declaration links access to SRH services, the issue of teenage pregnancy and other issues to community socio-economic wellbeing and sustainable development.

UNFPA has provided technical support at subnational level to "ensure that subnational development plans and budgets are aligned with national strategies on population and the demographic dividend, and that demographic intelligence is used to frame and inform them."[903] The sum of this support to policy, coupled with the generation of substantive analysis and demographic intelligence on the demographic dividend (explored under EQ4 above), means that Uganda is now well-placed and prepared to harness a demographic dividend between 2030-2040, helping the country to achieve its objectives under its *Uganda 2040*[904] Vision document.

Moving forward there is a desire by some within UNFPA[905] to learn from its experience supporting the demographic dividend and consider how it can structure this work under the umbrella concept of Demographic Resilience.[906] This opportunity is elaborated on further under Part 5, Considerations for Action, below.

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[899] Supra at 6.
[900] Ibid.
[901] Supra at 7.
[902] Government of Uganda. Declaration by District Leaders of Adjumani, Arua, Koboko, Maracha, Moyo, Yumbe, Pakwach, Nebbi, Zombo, Madi-Okollo and Obongi on the value of the DD. Date unknown.

[903] UNFPA Uganda Country Office respondent.
[904] Supra at 3.
[905] UNFPA Uganda Country Office respondent.
[906] UNFPA. 2022. Demographic Resilience Programme. Online at: https://eeca.unfpa.org/en/demographic-resilience, accessed 12 December 2022.

Notwithstanding the successes UNFPA has had, there is a perception in some quarters that the space for population policies in Uganda may be narrowing. A recently proposed merger of the NPA and NPC supports this perception.[907]

EQ6. To what extent has UNFPA successfully collected, collated, and disseminated population data within humanitarian contexts?

Finding 6: While UNFPA has supported project-level data collection and use in humanitarian contexts, there is an unmet strategic need for data about the characteristics of long-term displaced populations in Uganda where many people live in a development-humanitarian nexus setting. Overall, there is a sense that more could be done strategically to support data collection and analysis efforts.

Uganda is home to a several large chronically displaced refugee populations and UNFPA plays an important role supporting data collection in humanitarian settings in the country.[908] Within this operational context, questions about inter-UN strategic coordination in Uganda have been raised.[909] For instance, questions about how UNFPA uses the data that is collected from refugees to improve things like access to SRHR in refugee settings, and how humanitarian data are shared between UN agencies were raised by respondents.[910]

Moreover, at the strategic level, there is a lack of clarity about what the development-humanitarian nexus means in Uganda. Given the long-term displacement of refugee groups in Uganda[911], there is uncertainty about the stage at which UNFPA – and the UN generally – should move from humanitarian to development programming for these groups.[912]

This is important context and framing for UNFPA data-relate humanitarian activities in Uganda. An area where UNFPA has had an important impact in humanitarian settings relates to the formulation of a new DHS[913] (2022) module together with UNHCR that is specifically targeted at refugees. The module is being rolled out this year (2022) for the first time and will compile more granular data on the family life of refugee populations in the country.[914]

This notwithstanding, while a number of interviewees highlighted additional activities that UNFPA has undertaken to support refugee populations in Uganda such as undertaking interagency assessments and contributing to inter-UN CODs,[915] more could be done by UNFPA to fill an unmet strategic need in Uganda to better understand the characteristics of long-term refugee populations in the country – particularly around supporting the collection and availability of data for planning and decision-making in emergencies, providing demographic intelligence in humanitarian situations, and learning from support to the COVID-19 response.[916] These are elaborated on further in Part 5, Considerations for Action, below.

EQ7. To what extent has UNFPA leveraged partnerships to further the effective role of population dynamics and data for monitoring SDGs, shifting from funding to financing, and tracking progress on the three transformative results and the ICPD PoA?

Finding 7: While UNFPA partnerships with primary government focal points are strong, there is a strategic opportunity in Uganda for strengthened and innovative partnerships with a broader range of government, private sector, and academic institutions.

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[907] UNFPA Uganda Country Office respondent.

[908] See Annual Planning and Reporting documents from UNFPA in Part 6.3 below.

[909] UNFPA Uganda Country Office, Other UN Agency, Government and NGO partners.

[910] Donor respondent.

[911] UNFPA Uganda. 2022. Emergencies. Online at: https://uganda.unfpa.org/en/topics/emergencies-0, accessed 12 December 2022.

[912] UNFPA Uganda Country Office, Donor and Other UN Agency respondents.

[913] Supra at 44.

[914] Other UN Agency and Government respondents.

[915] UNFPA Uganda Country Office, Other UN Agency, Government and NGO respondents.

[916] UNFPA Uganda Country Office, Other UN Agency, Donor and Academic respondents.

UNFPA is the primary UN partner of UBOS and the NPC in Uganda and is one of the main partners of the NPA. EQs 1, 4 and 5 above document how UNFPA has supported these partners, for instance working with UBOS to undertake censuses (including the current 2023 census), DHSs (in 2016 and 2022); and working with the NPC and NPA to support the demographic dividend agenda. UNFPA also partners with other MDAs including the Ministry of Gender where appropriate, where it has supported the development of the NGBVD for instance.[917] Building on the strength of its partnerships with government UNFPA may want to consider partnering with a broader range of government entities to use data on population trends to inform broader social policy areas across the country.[918]

One area of need regarding data is in better understanding the impact of megatrends on population dynamics (see Findings under EQ2 above). In this regard, it was suggested that the private sector could offer UNFPA data and insights that could help the organisation to understand the effect of megatrends such as migration and urbanisation on population dynamics through companies' projections on market and consumer base sizes, etc.[919] Here, UNFPA could build on the partnerships it is already developing with private sector entities like Esri and leverage the opportunity of the forthcoming UN Joint Programme on Data and Statistics.[920]

UNFPA also has strong partnerships with local universities and academic institutions in the population development and data space, notably the Department of Population Studies at Makerere University.[921] Here, it was noted that academics from the department provide a valuable human resource for UNFPA in supporting the production of assessments, research, and even this evaluation.[922] Overall, UNFPA has been successful at leveraging its partnership with the University to undertake these kinds of activities.[923]

Moreover, UNFPA Uganda partnerships with academic institutions have had catalytic results in the past. For example, in 2014, UNFPA partnered with the African Institute for Development Policy (AFIDEP)[924] to produce the 2014 report on the demographic dividend.[925] As elaborated upon under EQ4 and 5 above, this was one of the foundational documents that helped Uganda establish a policy on the demographic dividend.

As a final point, it is important to note that only a limited amount of evidence was available in relation to the issue of the shift from funding to financing within UNFPA in Uganda. Even from the evidence that was gleaned, it was noted that this is a difficult topic to comment on but that it is something UN agencies, including UNFPA, have been advocating and pushing for yet are meeting inertia and resistance. A few interviewees observed that there are practical challenges which currently prohibit the shift from materialising, including issues such as financial year and planning calendars not aligning across institutions.[926]

EQ8. To what extent has UNFPA's human and financial resources supported the ambition and priorities set out in the Strategic Plan(s) in relation to population change and data?

Finding 8: Funding for support to key government-led data collection exercises is increasingly reliant on OR mobilisation, reducing the ability of UNFPA to strategically leverage and position traditional data collection exercises alongside more innovative ones. Questions remain among key stakeholders, including within the Country Office, as to whether this decline in core resources is intentional or not.

[917] Supra at 59.
[918] Academic respondent.
[919] Academic respondent.
[920] Supra at 61.
[921] Makere University. 2022. Department of Population Studies Staff. Online at: https://bams.mak.ac.ug/school-of-statistics-and-planning/department-of-population-studies-staff/, accessed 12 December 2022.
[922] One of the authors, Dr Stephen Wandera is a Lecturer in the Department of Population Studies at Makere University.
[923] UNFPA Country Office and Academic respondents.
[924] AFIDEP. 2022. Homepage. Online at: https://www.afidep.org/, accessed 12 December 2022.
[925] Supra at 55.
[926] UNFPA Uganda Country Office respondent.

Consistent with general trends across UNFPA globally, there has been a reduction in RR support to the population dynamics and data programme of work in Uganda in recent years. This decline is evident from the UNFPA *Country Programme Document for Uganda 2016 – 2022* (2015)[927] and *Country Programme Document for Uganda 2021 – 2025* (2020).[928] In the former, the RR budget for population dynamics and data was US$4.2M (of a total of US$88.4M) for the programme period. In the latter, this had reduced to just US$2.5M (of a total of US$95.3M). This represents an almost 50% reduction in RR between the two programme implementation periods. Figure 13 reflects this reduction over the majority of the temporal scope of this evaluation.

Figure 13: Uganda and global P&D funding as a % of overall funding 2014-2021 (Source: https://www.unfpa.org/data/transparency-portal)
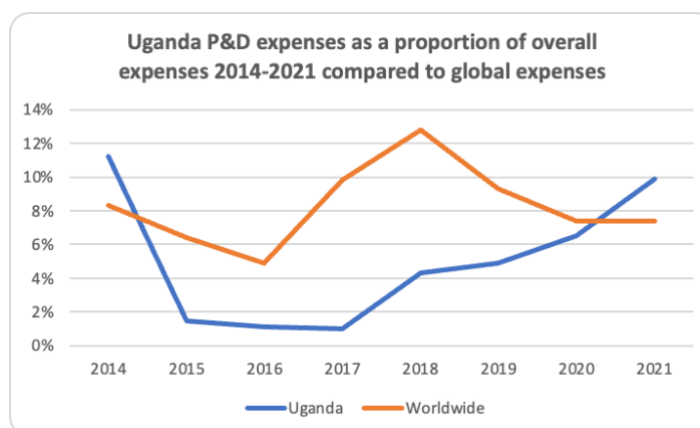
Notwithstanding the historic decline, Figure 13 indicates that there has been a recent uptick in funding for population dynamics and data work in Uganda, above the global average.[929] Without further evidence it is difficult to ascertain whether this is the beginning of a new trend or a reflection of the fact that Uganda has entered a new census planning phase, with the next census scheduled for 2023. Figure 14 below would indicate that this may be the case given the sudden uptick in core funds in 2020.

Figure 14: Uganda P&D funding core vs non-core 2014-2021 (Source: https://www.unfpa.org/data/transparency-portal)
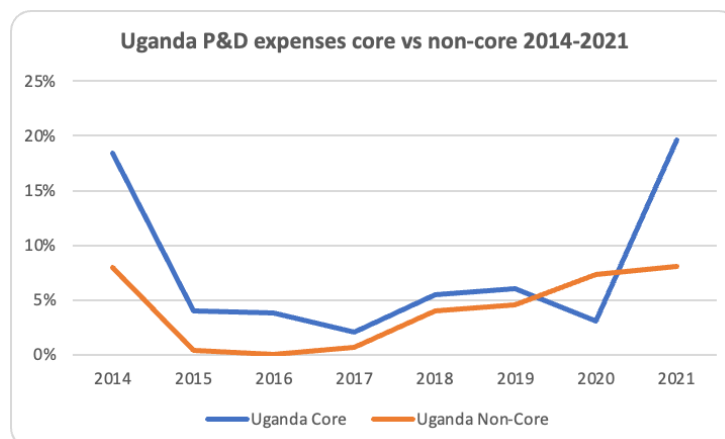
Beyond the obvious limitations that the overall reduction in funding over time has placed on the ability of the country office to continue to deliver results at the same pace moving forward, numerous interviewees expressed confusion about the cause of the decline.[930] The confusion emanates from a lack

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[927] *Supra* at 11.
[928] *Supra* at 12.
[929] This is most likely due to the forthcoming NHPC that UBOS is planning for 2023 (see Supra at 17).
[930] Respondents from UNFPA Uganda Country Office, Government and Academia.

of clarity around whether the reduction is intentional given the organisation's strategic pivot to SRHR, or whether it is an oversight by senior management.

Either way, the reduction is likely to have a real impact in the current population dynamics and data programme cycle in Uganda. Numerous interviewees highlighted the fact that foundational data collection exercises such as censuses are extremely expensive and that if UNFPA contributions fall to very low levels, that may jeopardise the organisation's standing and reputation as a trusted partner with its key government counterparts – UBOS and the NPC.[931] As one interviewee starkly put it, "There is a risk that government counterparts do not take you seriously in that situation."[932] Given the stakes for UNFPA offices such as that in Uganda, it would be prudent for senior management to clarify this issue in a timely manner.

Building on the above insights, several interviewees highlighted the increasing role that OR is playing in bridging the funding gap within the population dynamics and data programme.[933] While additional OR funding is welcome, as it grows as a proportion of programmatic resourcing, it was noted that it could result in a number of additional risks and pressures on the organisation. Examples that were given included strategic priorities being diluted as a result of increased donor-driven project-specific funding models, and the commensurate pressure on staff that that situation would cause.[934] It was also pointed out in interview that an increased reliance on OR comes with increased financial risk and reporting burden given the unpredictable nature of OR financing.[935]

Importantly, returning to the broader point made under the previous finding relating to the role of UNFPA as a trusted government counterpart in relation to population and data policy; in this context, the pressures and risks outlined above will also make it harder for the organisation to strategically position its support for traditional data collection exercises such as the census alongside more innovative ones such as its partnership with Esri and may lose its ability to play a facilitative role in bringing stakeholders together – for instance in the way that it did with Esri and UBOS in the development of a GBV portal.

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[931] Ibid.
[932] UNFPA Uganda Country Office respondent.
[933] UNFPA Uganda Country Office respondents.
[934] Ibid.
[935] Ibid.

Section 5. Considerations for Action

The following five considerations for action have been derived directly from the findings, above, with a view to support both the overall evaluation analysis, and practical steps forward for P&D programming in Uganda.

- UNFPA should consider coordinating with other UN agencies in Uganda to establish what data and information exists across the UN system that relates to megatrends such as climate change, urbanisation, and migration. UNFPA could then explore opportunities to strengthen and leverage data on megatrends of deepen demographic intelligence in the country – including in relation to chronically displaced refugee groups and internally displaced groups.

- UNFPA should build on its work to develop the GBV database during COVID-19 and engage with government partners to identify further strategic opportunities for the digitisation of data assets in Uganda.

- As UNFPA's excellent and longstanding work on the demographic dividend agenda progresses, the Country Office should explore whether structuring its support in this area under an umbrella concept such as Demographic Resilience in future might create opportunities to learn from and replicate its success on the demographic dividend agenda, while also further aligning and integrating that work into a whole-of-life approach. This would also provide a framework to help strengthen the links between UNFPA work on population dynamics and the three transformative results.

- Learning from the experience of working with AFIDEP to produce the 2014 report on the demographic dividend in Uganda which proved to be catalytic, the UNFPA Uganda Country Office could consider how else it can utilise support from the UNFPA Regional Office to identify further future opportunities to use regional-level partners to help achieve its goals; for instance, in helping to better understand the role of megatrends in shaping population dynamics in Uganda.

- There is a need for better defined and structured data on the chronically displaced refugee populations that have live in the development-humanitarian nexus in Uganda. UNFPA should consider exploring how it can better coordinate with other UN agencies to better define the parameters of the development-humanitarian nexus in Uganda and establish what the population data needs for groups living in the nexus are.

Section 6. Data sources

6.1 Strength of findings summary with data sources

The below table highlights the key findings per EQ, the sources of evidence for each finding, and the strength of evidence – colour-coded green (strong); orange (medium); and red (weak).

SUB-FINDING	Sources and strength of evidence
Finding 1: UNFPA is seen to be instrumental in supporting the Government of Uganda to harness the demographic dividend at policy level. While the work on population and data in Uganda has demonstrated an overall responsiveness to national priorities, this flexibility has been constrained by limited resources and the organization-wide strategic pivot to focus on SRHR.	
UNFPA support to population dynamics and data has been extremely valuable to national partners, but in recent years the organisation's ability to keep up with demand in this area has been strained; partly because of the strategic pivot to SRHR.	Respondents from multiple stakeholder groups; classed as medium as finding is partially based on perception data.
UNFPA has been instrumental in supporting the government of Uganda evolve its development agenda as it relates to the integration of policies to harness the demographic dividend at national and subnational levels.	Respondents from multiple stakeholder groups and supported by documentary evidence.
Insofar that strategic prioritisation and resources have allowed, across all areas of its work on population dynamics and data in Uganda, UNFPA has demonstrated an ability to respond to changing country priorities.	Respondents from multiple stakeholder groups and supported by documentary evidence.
Finding 2: UNFPA Uganda work on population dynamics and data fully integrates the commitment to human rights and gender equality. By comparison, strategic gaps remain in data and analysis of population dynamics at the nexus of migration, climate change, and urbanization. A growing body of work on digitalization holds promise as an innovative means to address such gaps.	
A human rights-based approach is deeply engrained in UNFPA work on population dynamics and data in Uganda.	Consensus from respondents from across multiple stakeholder groups
While a gender lens runs through all UNFPA population dynamics and data programming, there is a strategic gap at the migration, climate change and urbanisation nexus; the need to provide data and analysis on the effects of this nexus on population dynamics remains unmet.	Respondents from multiple stakeholder groups, supported by programmatic examples.
While UNFPA has supported digitisation efforts in its population dynamics and data programme, this remains an area of future growth, under the guidance of the Government of Uganda.	Respondents from several stakeholder groups and perception data on potential priorities.

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Finding 3: While UNFPA programming on population dynamics and data does contribute to the achievement of the three transformative results across the organisation, the strategic links are not clearly defined.	
While UNFPA programming on population dynamics and data does contribute to the achievement of the three transformative results across the organisation, the strategic links are not clearly defined.	Respondents from multiple stakeholder groups, supported by documentary and programmatic evidence.
Finding 4: UNFPA Uganda produces, and supports the production of, extensive analyses and demographic intelligence on population trends in Uganda and this has had a material impact on the knowledge-based and capacity of government partners to develop national policy. The organisation's ability to support national data collection exercises, including the decennial household census, at scale has diminished over time as a result of the strategic pivot to SRHR.	
UNFPA support to national data collection exercises, including the decennial household census, in Uganda has been effective at improving the availability and use of data and is greatly appreciated by government partners; however, the organisation's ability to support such exercises at scale has diminished over time as a result of the strategic pivot to SRHR.	Respondents from across multiple stakeholder groups, supported by documentary evidence, including past evaluations.
UNFPA produces, and supports the production of, extensive analyses and demographic intelligence on population trends in Uganda and this has had a material impact on the knowledge-based and capacity of government partners to develop national policy; especially in relation to harnessing the demographic dividend in the country.	Respondents from across multiple stakeholder groups, supported by documentary evidence, including past evaluations.
Finding 5: UNFPA has been successful in helping the Government of Uganda evolve and implement its population policies in line with the Addis Ababa Declaration on Population and Development, especially in relation to efforts to harness the demographic dividend at national and subnational levels.	
UNFPA has been extremely successful in helping the Government of Uganda evolve and implement its population policies in line with the Addis Ababa Declaration on Population and Development, especially in relation to efforts to harness the demographic dividend at national and subnational levels.	Respondents across stakeholder groups, supported by documentary evidence.
Finding 6: While UNFPA has supported project-level data collection and use in humanitarian contexts, there is an unmet strategic need for data about the characteristics of long-term displaced populations in Uganda where many people live in a development-humanitarian nexus setting. Overall, there is a sense that more could be done strategically to support data collection and analysis efforts.	
While UNFPA has supported project-level data collection and use in humanitarian contexts, there is an unmet strategic need for data about the characteristics of long-term displaced populations in Uganda where many people live in a development-humanitarian nexus setting. Overall, there is a	Evidence from multiple respondents across stakeholder groups.

sense that more could be done strategically to support data collection and analysis efforts.	

Finding 7: While UNFPA partnerships with primary government focal points are strong, there is a strategic opportunity in Uganda for strengthened and innovative partnerships with a broader range of government, private sector, and academic institutions.

While UNFPA partnerships with primary government institutions are strong, there is a strategic opportunity in Uganda for strengthened and innovative partnerships with a broader range of government, private sector, and academic institutions.	Evidence and insights from multiple respondents across stakeholder groups.

Finding 8: Funding for support to key government-led data collection exercises is increasingly reliant on OR mobilisation, reducing the ability of UNFPA to strategically leverage and position traditional data collection exercises alongside more innovative ones. Questions remain among key stakeholders, including within the Country Office, as to whether this decline in core resources is intentional or not.

There is a lack of clarity among staff and partners about the extent to which the decline in funding for the population dynamics and data programme in recent years is an intentional strategic step or not.	Documentary evidence supported by respondents from across stakeholder groups. Labelled medium due to subjectivity of views on intentionality of decline in resources.
Funding for support to key government-led data collection exercises is increasingly reliant on OR mobilisation; this reduces the ability of UNFPA to strategically leverage and position traditional data collection exercises alongside potentially innovative ones.	Documentary evidence supported by respondents from across stakeholder groups. Labelled medium due to reliance on perception data regarding the effect of OR on strategic positioning.

6.2 List of Stakeholders interviewed

Name	Position	Organisation
Daniel Alemu	Deputy Representative	UNFPA Uganda
Batula Abdi	Policy Advisor	UNFPA Uganda
Grace Gulere	Programme Specialist and Governance Team Leader	UN Women Uganda
Simon Nissling	Programme Analyst on Gender Statistics	UN Women Uganda
Anonymised to preserve confidentiality	Anonymised to preserve confidentiality	Embassy of the Netherlands in Uganda
Florence Mpabulungi Tagoola	Programme Specialist, Population Dynamics and Data, UNFPA Uganda	UNFPA Uganda
Khushbakht Hojiev	Adolescent Programme Manager	UNICEF Uganda
Dr John Mushomi	Lecturer, Department of Population Studies	Makere University
Xavier Ejoyi	Country Director	Action Aid International (AAI)

Agnes B. Nampeera	Principal Rehabilitation Officer	Department of Disability and Elderly, MGLSD
Barbra Kulume	Field Officer, IRC Karamoja, UNFPA Focal Person	International Rescue Committee
Bwire Frederick Ouma	Executive Director	Uganda Reach the Aged Association (URAA)
Charity Kirabo Nagemi	Health Economist (FPBAG Focal Person)	SAMASHA
Dr Angela Nakafeero	Commissioner	Department of Gender and Women's Affairs, MGLSD
Dr Jotham Musinguzi	Director General	NPC
Dr. Kenneth Buyinza	National Coordinator	Uganda Family Planning Consortium (UFPC)
Susan Kaboye	Programmes Assistant	UFPC
Emily Ajiambo	Assistant Commissioner, Department of Disability and Elderly, MGLSD (since 2013 – Present)	Department of Disability and Elderly, MGLSD
Felix Katumba	M&E and Public Health Specialist	MOH & Uganda Protestant Medical Bureau
Fred Omanyala	Senior Economist	Ministry of Finance, Planning & Economic Development (MFPED)
Helen Nviiri	Director for Population and Social Statistics	UBOS
Pamela Nabukonzo Kakande	Senior Statistician	UBOS
Johnstone Galande	Senior Statistician	UBOS
Daniel Okello	Office Editor, Department of Demography & Migration	UBOS
Derrick Eranda	Gender & Demography	UBOS
Tony Mayambala	Gender & Demography	UBOS
Elizabeth Nyirantwane	Gender & Demography	UBOS
Judith Mutabazi	Ag. Manager	NPA
Musa Wamala Buyundo	Coordinator, Uganda Parliamentarians Forum for Food Security, Population, and Development	Parliament of Uganda
Patrick Mugirwa	Officer in Charge, PPD, Dhaka, Bangladesh	Partners in Population Development (PPD)
Assoc. Prof. Frederick Makumbi	Associate Professor, School of Public Health, Makerere University	School of Public Health, Makerere University
Samuel Samson Omwa	Director & UNFPA Focal Person,	NPC
Sophie Nampewo	Senior Economist	Civil Society Budget Advocacy Group (CSBAG)
Dr. Olive Setumbwe-Mugisa	Focal Person for Family Health / Reproductive Health	World Health Organisation (WHO), Uganda Country Office

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