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PROGRAMME**

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OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Madagascar

Support of a comprehensive population programme

Estimated UNFPA contribution:	\$ 8.5 million
Estimated value of the Government's contribution:	To be determined
Duration:	Four years
Estimated starting date:	January 1980
Executing Agencies:	United Nations International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO) World Health Organization (WHO) University of Brussels
Government Co-operating Agency:	Ministry of Planning

I. Summary

1. As a result of the findings of a basic needs assessment mission that visited Madagascar, a priority country for UNFPA assistance, in 1978, UNFPA proposes to support a programme in the amount of \$8.5 million over a four-year period, (1980-1983), to assist the Government of Madagascar with a wide range of population activities. The Programme will include projects in demographic data collection and analysis; population dynamics and population policy; maternal and child health; population information, education and communication; and the participation of women in development.

II. Background

2. Madagascar, an island off the southeastern coast of Africa, covers an area of 587,041 square kilometres. Population density is about 14 persons per square kilometre overall, but about 114 persons per square kilometre of arable land. Some 86 per cent of the population live in rural areas and depend mainly on agriculture for their livelihood. The gross national product per capita was estimated at \$250 in 1978.

3. The first population census, carried out in 1975, showed an enumerated population of 7.6 million. About 43.5 per cent are under the age of 15, and women in the childbearing age group account for 45 per cent of the female population.

4. The crude birth rate is estimated at 45 per thousand, and the crude death rate at 19 per thousand, giving a natural increase of 2.6 per cent a year. The infant mortality rate is about 150 per thousand live births. Life expectancy is estimated at 46 years.

5. The current health and nutritional status of the Malagasy population is quite unsatisfactory. Over one-half of reported deaths are caused by infectious diseases, and these affect in particular infants, children, and pregnant women. There is a shortage of medical personnel, and the medical infrastructure is inadequate in terms of both quantity and quality.

6. The Government is especially concerned about two other population-related socio-economic problems, unemployment and migration. The main cause of unemployment, believed to affect at least 20 per cent of the labour force, is the labour market's inability to absorb the growing numbers of youth entering it. The exodus of young people from the rural areas in search of work exacerbates urban unemployment and causes juvenile delinquency and other problems associated with this phenomenon.

7. The Government is also becoming increasingly concerned about the population's spatial distribution. Population density in the central plateau, around the island's capital, is very high relative to that of most of the coastal areas. The Government wants to bring about a more rational spatial distribution, and a programme for resettling people in communal villages on empty lands is currently being tested.

8. The Government attaches great importance to the population aspects of its economic and social development objectives. During 1974, the World Population Year, a permanent national committee of representatives from all ministries was created to review population issues and their relation to economic and social development. In 1976 a Ministry of Population and Social Affairs was established, responsible for controlling unemployment, eradicating delinquency, achieving balanced spatial distribution, improving living conditions, establishing a social security system for all workers, and providing assistance to the under-privileged segments of the population.

9. The population-related goals of the Government's current long-term development plans include: creating new jobs in the agricultural sector and applying an appropriate internal migration policy; improving the health, especially of mothers and children; basic education which would focus on the social and physical environment; and family education aiming at responsible citizenship without disrupting traditional values.

10. The Government has not yet adopted a population policy, though it has expressed concern about the relationship between family size and family welfare. The Government has indicated that any policy on fertility it might formulate in future would emphasize maternal and child health, information and education on population problems, and increasing the minimum legal marriage age. The Government, however, does not foresee offering family planning services as such or liberalizing its position on abortion, which is now illegal. Also the French law of 1920 banning the importation, manufacture, sale and advertising of contraceptives is still in effect. However the Government tolerates the activities of two private family planning organizations: "Famille Heureuse" (FISA) and the Catholic "Mouvement de Promotion Familiale" (FTK).

11. UNFPA has provided population assistance to Madagascar since 1972. Inputs totalling about \$1.2 million at the end of 1979, were in support of a population census project; the enumeration took place in 1975 and most of the results have been analyzed and published. UNFPA assistance also enabled five staff members of FISA to participate in the first inter-African maternal and child health/family planning seminar, held in Rwanda in 1978. UNFPA also financed a fact-finding tour of the Director of the Medical and Demographic Statistics Department of the Ministry of Health to visit health projects in other Indian Ocean islands, and provided training fellowships for eight national statisticians in France. Assistance was given for the organization of a national seminar on the participation of women in development. More recently, UNFPA has funded a mission to assist the Government in drafting a comprehensive programme to strengthen obstetrical and gynaecological services in hospitals, maternity wards and maternal and child health centres.

12. Other multilateral population assistance has included UNDP support for training of sanitary personnel. WHO has been supporting a programme to strengthen health services, and UNICEF, the development of basic health services. The World Food Programme has been providing food to primary school children and support to some agricultural projects.

13. Non-governmental assistance is given by the International Planned Parenthood Federation (IPPF) to FISA, in the form of medical equipment, medicines and contraceptives; The Church World Service has been giving assistance to the village health services programme and to two hospitals by providing medical personnel and medical and audio-visual equipment.

III. The programme

14. The four-year population programme that UNFPA proposes assisting has the following components:

Demographic data collection and analysis

15. Madagascar has had its first population census, but still has no effective nationwide system for collecting demographic data and vital statistics and there is a lack of data required for various programmes in health, eradication of unemployment, reduction of the exodus from rural areas, or in research on the interrelationships between demographic and socio-economic variables. Priority will be accorded to projects that will strengthen the capacity for collecting and analyzing population data, and a contribution of \$2 million in support of such efforts is proposed. The projects are in the stage of programming.

16. Strengthening the National Institute of Statistics and Economic Research (INSRE): The project will be designed to improve the Institute's ability to collect, process, and analyze population data. It calls for establishing INSRE regional offices throughout the country and staffing and equipping them. INSRE headquarters is to be strengthened by providing salaries for middle-level staff and equipment and training. UNFPA proposes allocating \$502,000 in support of this project, to cover the costs of an international expert, administrative expenses, local salaries, training, equipment and printing and reporting. The Government's contribution will be approximately \$1 million. The Executing Agencies will be UNFPA and the United Nations.

17. Improving the vital statistics system: A new administrative structure of the country makes it possible to establish civil registration nationwide. The purpose of the project is to ensure that the data on births, marriages, deaths, etc., are more complete, reliable, and regular. Project activities will include in-service training sessions in each of the 1,250 registration centres, adequate staffing and equipment for the centres and an awareness campaign of the importance of registering vital statistics to be conducted through meetings, printed material and posters. UNFPA proposes to allocate \$410,626 for this project, to cover the costs of an international expert, administrative expenses, local salaries, training, equipment, and assistance for reporting and printing. The Government's contribution will be about \$884,000, including the local salaries, premises, administrative expenses, and equipment. The Executing Agency will be the United Nations.

18. Improving some aspects of health statistics: The purpose of the project is to obtain better information on subjects such as abortions, stillbirths, premature births, infant and maternal mortality, and malnutrition in children. Another aim

is to establish a system for collecting such data, train personnel, and provide necessary transport and equipment. The project will also provide assistance for the registration of births and death covered by the vital statistics project. UNFPA has already approved \$64,000 for pre-project activities, which include training. An additional \$602,000 will be allocated to cover the cost of international experts, training, equipment, and printing and reporting. The Government's contribution will be about \$790,000, in the form of local salaries, equipment and premises. WHO will be the Executing Agency.

19. UNFPA proposes using the remaining \$485,000 earmarked for data collection but not yet programmed, for other projects to be proposed by the Government.

Population dynamics and policy formulation

20. The needs assessment mission recommended that demographers and other population specialists be trained in the application of demographic variables in planning and it also noted the Government's interest in formulating a policy on migration and population redistribution. UNFPA proposes allocating \$2 million for projects in population dynamics and policy formulation.

21. Developing a "demographic/economic" planning model: Under this project a study will be undertaken for the first time, on a national level, on how demographic factors can affect basic indicators such as economic growth, employment, and income distribution. The model will be constructed, using data from the population census and from the anticipated demographic and socio-economic surveys and will ensure that the results of the various surveys, listed below, are comparable and that demographic variables are taken into account in development planning. The Ministry of Planning will execute the study and the Ministry staff has already taken part in a training programme at ILO headquarters. UNFPA proposes allocating \$497,000 for this project, to cover the costs of outside consultants, local salaries, training, equipment, and reporting and printing. The Government contribution will be about \$321,000. The Executing Agency is ILO.

22. Other projects: UNFPA and the Government are in the process of discussing several other possible projects in this area for UNFPA funding. One would involve training additional demographers and other professional personnel and middle-level officers in demographic research and analysis; a second would be a national survey on migration and employment to determine the causes of migration and of trends in employment, and the consequences of both for various aspects of development - the results to be used for formulating Government policy. A third project would be a demographic/economic survey to study fertility, mortality, nutrition and economic behaviour, at the family and household levels; the organization machinery could then be used for collecting ongoing statistical data, and the sample frame could be used to study the impact of economic factors on demographic variables and vice versa. Since the scope of the project extends somewhat beyond UNFPA's sphere of operations, UNFPA would give assistance to the population aspects of the survey. A fourth possible project would be an in-depth assessment of the experimental programme to resettle population in communal villages. Findings would be used to draw up a long-term plan for population resettlement in the country.

Maternal and child health

23. UNFPA proposes earmarking a total of \$3 million to support the following projects in this area:

24. Improving maternal and child health services: UNFPA proposes allocating \$2 million to assist this project, which is designed to reduce maternal morbidity and to lower infant mortality from 150 per thousand to 70 per thousand by 1983. Project activities will include: setting up a national family health centre responsible for all maternal and child health activities in the country; creating a co-ordinating committee to plan, orient, and supervise project activities and operational research; integrating the rehabilitation of malnourished children and advisory services on nutrition education into the maternal and child health services delivery system; advisory services for women at high risk; training in family health for general practitioners working in the field; refresher courses for nurses, midwives and health assistants; and the supply of equipment. UNFPA's contribution will support part of a major national health services programme to which the European Development Fund is expected to contribute \$3 million for construction and equipment. The School of Public Health of the University of Brussels will be the Executing Agency.

25. Other projects: The remaining \$1 million earmarked for this area will be divided among several projects currently under consideration. One is a project to study the recent increase in the incidence of venereal diseases and of undersired pregnancies among young people and ensure their medical treatment and education in contraceptive techniques. Another would provide funds to the family planning association, FISA, for the training of physicians in family planning techniques. The Catholic family planning organization (FTK) has requested assistance from UNFPA for family planning education to young people before marriage and also for a survey of users' views on desired family size. UNFPA is also considering allocating funds to support publications on these topics.

Population information, education and communication

26. UNFPA proposes allocating a total of \$1 million to be divided among projects in this area.

27. Training teachers to teach population education: The Ministry of Basic and Secondary Education is introducing a new curriculum for the primary schools that will include population dynamics as a subject. UNFPA expects a request for an expert in population education and for covering some costs involved in training 16,200 teachers in 30 centres throughout the country. The Executing Agency will be UNESCO.

28. Training literacy education trainers: UNFPA expects a request for assistance to a project to train national trainers in the most advanced techniques of participatory literacy education and in modern methods of introducing a study of population dynamics into educational programmes for adults.

29. A study of Malagasy youth: Another expected request is for assistance with a

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study of how young people perceive their role in family life and society. The study will also inquire into what information young people feel they need in family life education and professional training; findings will be used for a pilot educational project for young people involving mass media and interpersonal exchange.

Special programmes (women in development)

30. UNFPA suggests earmarking a total of \$100,000 for projects to promote the participation of women in development. Of this amount, \$10,000 will be allocated to the Office of the Condition of Women and of Childhood for a series of travel and study grants for trainers who will educate women's groups to make them aware of their rights, privileges and obligations.

Programme reserve

31. UNFPA proposes setting aside \$410,000 as a reserve to meet future programme requirements.

32. The proposed UNFPA assistance, by category and year, will be as follows:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>Total</u>
	\$	\$	\$	\$	\$
Basic data collection and analysis	996 600	618 400	285 000	100 00	2 000 000
Population dynamics and policy formulation	531 000	459 000	557 000	453 000	2 000 000
Maternal and child health	500 000	1 000 000	1 000 000	500 000	3 000 000
Population information, education and communication	200 000	300 000	300 000	190 000	990 000
Special programmes (women in development)	<u>10 000</u>	<u>40 000</u>	<u>20 000</u>	<u>30 000</u>	<u>100 000</u>
Sub-total	2 237 600	2 417 400	2 162 000	1 273 000	8 090 000
Reserve					<u>410 000</u>
					8 500 000

33. The status of programme development at the time of writing was as follows:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>Total</u>
	\$	\$	\$	\$	\$
Pending	1 187 600	592 000	242 000	-	2 021 600
Forseen	1 050 000	1 825 400	1 920 000	1 273 000	6 069 400
Reserve					<u>410 000</u>
					8 500 000

34. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Madagascar for four years in the amount of \$8.5 million; and

(b) Authorize the Executive Director to allocate the funds and to make the appropriate arrangements with the Government of Madagascar and the Executing Agencies.