

# UNITED NATIONS DEVELOPMENT 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 Yemen

#### Comprehensive population programme

Estimated UNFPA contribution	\$8 000 000
Estimated value of the Government's contribution:	\$21 000 000
Duration:	Five years
Estimated starting date:	July 1981
Executing Agencies:	United Nations Food and Agriculture Organization (FAO) United Nations Educational, Scientific and Cultural Organization (UNESCO) World Health Organization (WHO) UNFPA
Government Co-operating Agency:	Central Planning Organization

## I. Summary

1. UNFPA proposes assisting the Government of Yemen, a priority country for UNFPA assistance, with a comprehensive population programme in the amount of \$8 million over five years (1981-1985). The proposed programme is based on the findings and recommendations of a needs assessment mission that visited the country in 1980. It includes projects in the areas of data collection and analysis; population dynamics and population policy formulation; maternal and child health and family planning; population information, education, and communication; and promotion of the role of women in development. Some of the proposed projects would extend and expand activities being assisted by UNFPA. UNFPA assistance would provide international experts, salaries of national personnel, training, equipment and supplies.

## II. Background

2. With a total land area of about 200,000 square kilometres, Yemen has a population, according to United Nations estimates, of 5.8 million in 1980. Population density nationwide is about 30 persons per square kilometre, but distribution is very uneven, with four-fifths of all Yemenis concentrated into five of the ten governorates.

3. As in other countries of the region, the population is young: about 46 per cent are under the age of 15. Women of childbearing age (15-49) account for about 46 per cent of the female population. According to United Nations estimates, the crude birth rate (1975-1980) is 48.6 per thousand and the crude death rate is 24.1 per thousand; the natural population growth rate is approximately 2.45 per cent per annum.

4. Life expectancy at birth, according to United Nations estimates (1975-1980), is 41.3 years, a figure lower than that prevailing in other countries of the region. Similarly, Yemen's mortality rate compares unfavourably with those elsewhere in the region: infant mortality is estimated at around 190 per thousand live births, and maternal mortality at about 500 per one hundred thousand live births.

5. Per capita gross national product was estimated by the World Bank at \$520 for 1978. In 1976 the adult literacy rate was only 10 per cent.

6. The principal objectives of the first Five-Year Development Plan (1977-1981) are development of human resources through education and training and providing for the people's basic needs in such areas as food, water, health, education and other community services. At present, the Government considers the country's most serious population problem to be high mortality due to poor health conditions. As a result, the Five-Year Plan gives priority to, among other things, extension of maternal and child health services, improved nutrition and controlling epidemic and endemic diseases, particularly in rural areas.

7. With respect to fertility and the natural population growth rate, the Government has adopted a policy of non-intervention for the immediate future. Although population growth is not considered a serious problem at present, family planning activities are not prohibited; they are considered a means of improving individual health and family welfare by allowing parents to space the births of their children and to achieve desired family size. The Government has no policy on internal migration and spatial distribution. Although emigration is a important population issue, no emigration policy has yet been

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formulated, primarily because of the scarcity of demographic information in this area. There is, however, increasing awareness among Government officials that population policies are necessary and that they should be built on solid demographic research and studies within the context of development planning.

8. Through 1980 UNFPA had allocated a total of about \$2.5 million to projects in Yemen. Slightly over half of these allocations supported the 1975 population census, the first ever undertaken in Yemen. The census provided population data that constituted a major input in the formulation of the Five-Year Plan. All major tabulations for the population census had been completed by early 1980 except for those related to migration.

9. The organization and conduct of the census encountered a number of problems including shortages of skilled manpower, and lack of accurate maps and detailed information on the number, position and size of small settlements. The electronic data processing of results was delayed for various reasons: equipment delivery was late, routine administrative work sometimes took priority over census work, and equipment broke down frequently and could not be repaired immediately. However, on the whole, despite these problems, the census operation was considered successful.

10. UNFPA also allocated about \$343,000 for a pilot project to initiate a civil registration system in Sana'a. The project became operational in late 1979, after the arrival of a civil registration expert. In November 1980 a United Nations Department of Technical Co-operation for Development (UNDTCD) technical review mission found that project implementation had been slow in 1980. Recently, however, the Government has taken necessary preparatory steps such as appointing a National Committee of Civil Registration, issuing regulations for the implementation of the system, nominating registrars and assistant registrars in Sana'a, printing registers and various forms, etc. The completion of these activities will expedite the future implementation of a nationwide civil registration system.

11. From 1976 through 1980, UNFPA allocated about \$524,000 to assist the Government in initiating maternal and child health and family health services. The World Health Organization (WHO) has served as executing agency. The project was initiated in 1976 on a pilot, demonstration basis, training personnel and providing MCH/FP services within a basic health service centre in Sana'a. Over a two-year period (1977-1979), increased use was made of the centre for family planning services as well as for ante-natal visits. The Government has expressed satisfaction with the project's results and, with UNFPA assistance, would like to expand the MCH/FP programme to other urban and rural areas of the country.

12. Since the early 1970's, Yemen has received various forms of multilateral and bilateral assistance for population-related projects. The World Health Organization, in collaboration with the United Nations Capital Development Fund and the United Nations Development Programme (UNDP), has provided assistance for, among other activities, developing health manpower, hospital administration and nursing services, public health administration, health education programmes, and environmental health activities. The United Nations Children's Fund (UNICEF) is assisting a number of child welfare projects and projects providing guidance to young mothers as well as projects to expand rural health facilities; WHO is co-operating with UNICEF in assisting in the expansion of rural health facilities. Recently, UNICEF and the World Bank have initiated a

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primary health care project within the basic health programme. This programme in the future will require external assistance for construction of facilities, manpower training, an information system, transport, equipment and instruments, drugs and expendable supplies and technical expertise. The World Food Programme (WFP) provides food for workers in development projects, school children, hospitalized patients and mothers and pre-school children through MCH centres. The World Bank has sponsored projects in rural development, education and health. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is executing a project designed to support the World Bank's projects for developing educational programmes and institutions.

13. In addition, a number of activities in the health field are being financed by bilateral donors. In 1979, a number of foreign governments were providing assistance for health care services in Yemen. Most of these projects sought to strengthen hospital services, develop health manpower, improve health administration, provide health education programmes, and initiate services to control tuberculosis, bilharzia, and other prevalent diseases. The major bilateral donors are: the Federal Republic of Germany, France, Italy, Kuwait, the Netherlands, Saudi Arabia and other Arab countries, Sweden, the United Kingdom of Great Britain and Northern Ireland, and the United States of America. Though provision of basic health services, including maternal and child care and family planning, is identified as a priority programme in the current Five-Year Plan, so far implementation of these activities has been slow, mainly due to health manpower shortages, the difficulty of assigning staff to rural areas, and inadequate managerial and administrative skills.

14. A UNFPA needs-assessment mission visited Yemen in March-April 1980. The mission identified several major priority areas for external assistance in the field of population:

a) Assistance should be provided for preparations for the 1985 population and housing census, for a pilot project in civil registration to test methodology in rural areas, for demographic surveys, and for strengthening the capability of the data processing centre.

b) A Population Centre in the Department of Statistics of the Central Planning Organization should be established to serve as the focal point for population research and studies for development planning. Training should be provided to personnel concerned with population and development planning in the Central Planning Organization and in planning units of other ministries. Courses in demography should be introduced at the University of Sana'a.

c) Assistance should be provided to expand maternal and child health and family health services, including operational research for improvement in programme design. The ongoing UNFPA-supported MCH/FP project should serve as the focus for planning, supervising, monitoring and co-ordinating MCH/FP activities in the country. MCH/FP services should be introduced in rural health centres. Training of health personnel, including midwives and traditional birth attendants, in MCH/FP services delivery should be strengthened and decentralized.

d) A population education unit should be established in the Ministry of Education. Population education should be incorporated in the teachers' training programme at the University of Sana'a and introduced into the activities of various local organizations. Population education in the programme of the Health Manpower Institute should be strengthened.

e) Assistance should be provided to the population aspects of the integrated rural development programme as well as to programmes addressing issues of the role of women in development.

### III. The programme

15. The proposed five-year programme (1981-1985) of UNFPA assistance is based on the recommendations of the 1980 needs assessment mission. A UNFPA programming mission to Yemen assisted in the formulation of projects in the major priority areas identified. Some projects included in this programme would be continuation and reformulation of projects previously or currently assisted by UNFPA. Total UNFPA assistance of \$8 million would be divided among projects in the following categories:

#### Population data collection and analysis

16. UNFPA proposes assistance in the amount of \$1,179,000 for two projects in this category:

17. Population census. UNFPA has been requested to provide \$701,000 to assist with the planning, organization, and execution of the 1985 population census and the processing and publication of the results. Immediately after the census a post-enumeration survey would be conducted to evaluate the census coverage. The first census, conducted in 1975, was an important step towards the regular collection of demographic data. This second census is expected to generate up-dated, reliable data and provide a valid sampling base for various specialized surveys to follow. UNFPA funds would support international experts; salaries of administrative support staff; local salaries; training, including fellowships for data processors and other national staff; equipment; and vehicles. The Government's contribution, approximately \$6,500,000, would cover the cost of providing enumerators, controllers, and supervisors required for the census as well as other regular office personnel; printing of the questionnaire, forms, manuals, and reports; data processing; equipment; and sundry items. The Government agency responsible for the census would be the Department of Statistics of the Central Planning Organization. A Census Advisory Committee, at ministerial level, would co-ordinate census activities and solicit the participation of all ministries and the major governmental organizations. The Executing Agency for this project would be the United Nations.

18. Civil registration and vital statistics system. In 1979-1980, UNFPA provided some support for a pilot project to initiate a civil registration system in the city of Sana'a. Following the recommendation of the needs assessment mission that the next step should be adaptation and testing of methodology in urban as well as rural areas, the first project has been reformulated and Phase II recommended. The immediate objectives of this new project, to last two and one-half years, would be to: a) assist the Government in preparing the required regulations for establishing a civil registration system on a permanent basis; b) assist in organizing a Civil Registration Department; c) design forms and prepare instructions; d) test the system in Sana'a to ensure it is suitable for urban areas; and e) test the system similarly in rural areas. Special emphasis has been put on evaluation to determine the accuracy and completeness of statistics obtained by the project, and a survey would be made in selected areas during the project to assess the system's efficiency before its adoption countrywide. UNFPA proposes allocating \$478,000 to support an international expert; salaries of administrative support staff and other local salaries; training, including fellowships; workshops and study tours; and equipment. The Government's contribution, approximately \$2,625,000, would cover the salaries of the registration personnel, printing costs, office equipment, premises, expendable  
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equipment, and other expenses not covered by UNFPA. The Ministry of the Interior would be responsible for implementing the project in co-ordination with the Ministry of Health (for data on births and deaths) and the Ministry of Justice (for data on marriages and divorces). The Executing Agency would be the United Nations.

#### Population dynamics and policy formulation

19. UNFPA proposes assistance in the amount of \$1,478,800 for two projects in this category:

20. Population Centre, Department of Statistics. UNFPA has been requested to provide \$1,003,800 over five years for the establishment of a Population Centre at the Department of Statistics of the Central Planning Organization to build up national capacity for demographic analysis and research. During the project's operation, the Centre would undertake: a) evaluation and analysis of the data from censuses and surveys; b) nationwide demographic surveys; c) preparation of population projections; d) studies of the interrelationships between demographic, economic and social trends and their policy implications; e) training courses in population; f) development of a system for the dissemination of research results through workshops and publications; and g) co-ordination and evaluation of demographic research and studies undertaken by various organizations in the country. UNFPA assistance would support international experts; administrative support costs; local personnel payments; fellowships, workshops, and group training; equipment; and some other expenses. UNFPA funds would also provide a short-term consultant to evaluate project implementation and achievements against the work plan and objectives. The Government's contribution, approximately \$1,500,000, would mainly cover the cost of local staff, premises, expendable equipment, demographic surveys, data processing, and sundry items.

21. Establishment of a diploma course in demography at the University of Sana'a. UNFPA proposes to provide \$475,000 to assist the University of Sana'a in establishing a one-year diploma course in demography at the postgraduate level. The course in demography would be organized within the Faculty of Arts but other faculties, especially those of commerce, education, and science, would also collaborate. UNFPA funds would support international experts, local personnel payments, fellowships, study tours, library books, supplies, and some equipment. The University of Sana'a would provide teaching and support staff and accommodation including office space, classroom, library, etc., and would cover all other project costs not borne by UNFPA. The University's estimated contribution would total about \$1,600,000. The Executing Agency for this project would be the United Nations.

#### Maternal and child health and family planning (MCH/FP)

22. In 1976, UNFPA began supporting a pilot project in MCH/FP in Sana'a. The project now being proposed has been formulated on the basis of the recommendations of the needs assessment mission and the achievements of the pilot project. The objectives of the new project would be to a) strengthen the MCH/FP section within the Directorate of Basic Health/Primary Health Care, Ministry of Health, and make it into a central unit responsible for policy formulation, planning, supervision, monitoring, evaluation and co-ordination of all MCH/FP work in the country; b) up-grade services in four MCH/FP centres in Sana'a, establish an MCH/FP component within 9 health centres, 27 sub-centres and 115 primary health care units in rural communities; and c) conduct training in MCH/FP for medical and paramedical staff. While an evaluation component

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has been built into the project and one of the responsibilities of the central unit described above would be to monitor project progress and measure achievements, towards the end of each year of the project's duration a tripartite review would be conducted. In addition, an international consultant would be assigned to evaluate the project and prepare a report on its strengths and weaknesses. UNFPA assistance totalling \$4,188,000 would support international experts and consultants; administrative support personnel; subcontract services for medical field staff; training, including fellowships, study tours, and local training programmes; equipment; and vehicles. The Government's contribution, about \$8,500,000, would cover preparation of suitable premises for the MCH/FP section, appointment of a director and support staff for the section; building and equipping of the 9 health centres and their 27 satellite sub-centres and 115 primary health care units; supply of technical staff and support personnel; and operating expenses of these centres and sub-centres. The project would be implemented by the MCH/FP section of the Directorate of Basic Health/ Primary Health Care, Ministry of Health in collaboration with WHO as Executing Agency.

#### Population information, education, and communication

23. UNFPA proposes assistance in the amount of \$592,000 for two projects in this category:

24. Population education in rural extension centres. This project has been designed to integrate population education into the adult education programme of the rural extension centres in order to increase rural adults' awareness and understanding of population factors and their interrelationships with development. It would build on initial activities of an ongoing project assisted by the Food and Agriculture Organization (FAO) designed to develop a communication support unit within the Ministry of Agriculture. The current resident expert in media and communications would be retained to develop population-related educational materials for rural adults. In addition, a short-term consultant would design and implement an 18 to 24 month in-service training programme for 50 to 60 extension staff members of the rural centres so as to integrate social and economic content into the adult education programme. The consultant would also hold a workshop for trainers so that the population education component would be included in future training offered by the Ministry of Agriculture in other regions. In-service staff training would be the project's major component, and would provide intensive, sequential training to extension staff in order to build a foundation for effectively extending population education to rural audiences. Depending upon evaluation results, expansion of in-service training to other regions would be considered. For this two-year project, UNFPA assistance totalling \$176,000 has been requested to cover the costs of international consultants and training workshops as well as other expenses. The Government contribution, approximately \$225,000, would cover salaries of local staff, premises, supplies, and equipment. The Ministry of Agriculture would be responsible for project implementation, in co-ordination with the Ministries of Health, Social Affairs and Education. The Executing Agency for this project would be FAO.

25. Formal and non-formal population education and training. UNFPA proposes to provide assistance amounting to \$416,000 to the Ministry of Education over five years to enable the Ministry to integrate population education into both the formal and non-formal education system. Under the project, population-related curricula would be developed; training would be provided for trainers and in-service training for teachers in the area of socio-economic development including population dynamics; and

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the National Development Centre within the Ministry would be assisted with the production of population-related materials. UNFPA assistance would support international experts; training, including fellowships, study tours, group seminars, and in-service training programmes; some equipment; and a vehicle. The Government's contribution, approximately \$340,000, would cover the salaries of local staff, transportation costs, premises, and expendable equipment. The Executing Agency, yet to be designated, may be UNESCO and/or World Education.

#### Multisector activities

26. UNFPA proposes assistance in the amount of \$562,200 for projects using a multi-sectoral approach to providing family welfare services:

27. Support to the Women's Bureau, Ministry of Labour, Youth and Social Affairs. UNFPA proposes allocating \$383,500 for a five-year project designed to strengthen the Women's Bureau, which is under the Ministry of Labour, Youth and Social Affairs. This assistance would reinforce the capability of the Yemeni Women's Associations (YWAs) to integrate women into community development, especially in rural areas, by upgrading and expanding their local-level multisectoral and functional population education programmes. The project's immediate objectives would be to train women a) in administration, organization, and management so that they could work within the Yemeni Women's Associations at the governorate level; b) in demographic data collection and analysis, so that they could assist in policymaking and programme design; and c) in population education programming in television and radio, so that they could co-operate with the Women's Bureau in population education programmes using these media. In addition, a large number of women would be trained as trainers in population education through the YWAs and their local centres so that they could instruct other women. In order to support population education activities, teaching modules, population information materials, and other instructional aides would be developed and population information training equipment supplied. UNFPA assistance would support a short-term consultant; local personnel payments; subcontracts for research and production of learning materials and instructional aides for formal and non-formal education groups; training, including fellowships, study tours, and workshops; audio-visual equipment; office space, training sites, and accommodations. The Ministry for Labour, Youth and Social Affairs would have major responsibility for project implementation; it would utilize the administrative and programme staff of the Women's Bureau for the operational management of the project and to carry out field activities through local chapters of the YWAs. A multisectoral project advisory group would be formed with the Deputy Minister for Social Affairs as its chairman. This project would be directly executed by the Ministry of Labour, Youth, and Social Affairs.

28. Other projects. The remaining funds within this category (\$178,700 in total) would be used to develop projects not yet formulated or to expand the project described above after it is evaluated in 1983.



29. The proposed UNFPA contribution for the five-year period, subject to availability of funds, is as follows:

<u>Programme area</u>	
Population data collection and analysis	\$1 179 000
Population dynamics and policy formulation	1 478 800
Maternal and child health and family planning	4 188 000
Population information, education, and communication	592 000
Multisector activities	<u>562 200</u>
Total	8 000 000

30. The status of programme and project development as of February 1981, is as follows:

Approved	\$ -
Pending	7 821 300
Foreseen	<u>178 700</u>
	8 000 000

#### IV. Recommendation

31. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Yemen in the amount of \$8,000,000 over five years (1981-1985); and

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

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