

UNITED NATIONS DEVELOPMENT PROGRAMME



UNDP

Distr.
GENERAL

DP/FPA/PROJECTS/REC/3
11 March 1983

ORIGINAL: ENGLISH

GOVERNING COUNCIL
Thirtieth session
June 1983
Agenda item 6(b)

OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Benin

Support of a comprehensive population programme

Proposed UNFPA assistance:	\$2.4 million
Estimated value of the Government's contribution:	\$2 million
Duration:	Five years
Estimated starting date:	July 1983
Executing Agencies:	United Nations International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO)
Government Co-operating Agency:	Ministry of Planning and Cooperation

BENIN

Demographic and related indicators at a glance

Area (in 1,000 sq. km.)	113
Gross national product per capita (1980 US \$)	\$ 310
Population total (in 1,000)	3 530
Median age	16.9
Population by age group (percentage of total)	
0-14	46.1
15-64	51.1
65+	2.8
Dependency ratio	95.7
Women aged 15-49 (percentage of total women)	44.3
Population density (/sq. km.)	31
Population density on arable land (/hectare)	1.18
Per cent urban (percentage)	30.8
Rate of population growth (percentage)	2.97
Annual population increase (in 1,000)	97
Crude birth rate/1,000	48.8
Crude death rate/1,000	19.1
Natural increase rate/1,000	29.6
Total fertility rate	6.70
Gross reproduction rate	3.30
Net reproduction rate	2.27
Infant mortality rate	160.4
Life expectancy: male (years)	44.3
Life expectancy: female (years)	47.5
Life expectancy: total (years)	45.9

Sources: Area and population density on arable land: derived from Food and Agricultural Organization, FAO Production Yearbook 1980; Gross national product per capita: World Bank, World Development Report 1982; infant mortality rate: Population Division, United Nations Department of International Economic and Social Affairs, unpublished estimates and projections of infant mortality rates; all other data: Population Division, United Nations Department of International Economic and Social Affairs, Demographic Indicators of Countries: Estimates and projections as assessed in 1980 (United Nations publication, Sales No. E.82.XIII.5).

I. SUMMARY

1. UNFPA proposes to support a comprehensive population programme in the amount of \$2,400,000 for five years beginning July 1983 to assist the Government of Benin, a priority country for UNFPA assistance, in the areas of:(a) demographic data collection and analysis;(b) population research;(c) population policy formulation; and(d) population information, education and communication. UNFPA assistance would provide for international experts, some local salaries, on-the-job training, fellowships and support of expendable and non-expendable equipment.

II. BACKGROUND

2. Benin has been designated by the United Nations General Assembly as a least developed country. Benin is also a priority country for UNFPA assistance according to the revised criteria for designating priority status adopted by the Governing Council at its twenty-ninth session. The United Nations estimated the 1980 mid-year population at 3,530,000. About 46.1 per cent of the population are under the age of 15, and 44.3 per cent of all women are in the fertile ages 15 to 49.

3. About 69 per cent of the population live in the rural areas, while, according to recent World Bank figures, only about 46 per cent of the labour force are employed in the primary sector. This latter figure is low compared with other Western African countries, and is partly explained by the fact that the majority of economically active women (68.4 per cent) are engaged in small businesses. Per capita gross national product, according to World Bank estimates, was \$310 in 1980.

4. The population is unevenly distributed. More than half of the total population live in the Southern region, occupying only 10 per cent of the land area. Population density over-all is about 31 per square kilometre, while population density on arable land is estimated at 113 per square kilometre. The country is divided administratively into 6 provinces, 84 districts, 510 communes and 3,400 villages.

5. According to the United Nations, the estimated crude birth rate for 1975-1980 is 48.8 per thousand, one of the highest in Africa, while the crude death rate for the same period is 19.1 per thousand, implying an annual natural growth rate of 2.97 per cent. The gross reproduction rate is estimated at 3.3.

6. Life expectancy at birth (1975-1980) is estimated by the United Nations at 45.9 years (male 44.3, females 47.5), with the infant mortality rate at about 160 per thousand live births. It is generally recognized that many births and deaths are never reported, especially in the rural areas.

7. The health situation is considered by the Government to be unsatisfactory. In 1979, most diseases were infectious and parasitic in origin, representing 54 per cent of all diagnoses. They mainly affect children under 5 years of age and are linked to poor hygiene and malnutrition. The number of health personnel is insufficient. According to the World Bank, in 1977, there was one physician per 26,570 persons, and one nurse per 2,360 persons.

8. As for health facilities, Benin currently has five hospitals with a total of 1,260 beds, 34 health centres with 760 beds, 214 dispensaries, and 78 maternal and child health (MCH) centres. These facilities are poorly equipped and are located mainly in urban areas. Drugs, equipment and other supplies are scarce. Family planning services are delivered through MCH centres with the support of the National Committee of Benin for the Promotion of the Family (CNBFP), an affiliate of the International Planned Parenthood Federation. In 1979, the first year these centres offered family planning services, there were 3,878 acceptors of family planning methods; by mid-1980, this number had increased to 17,639 regular users. This figure represents only about 2 per cent of the target population of women and men of reproductive age.
9. According to the United Nations Population Division, the National Development Plan for 1977-1980 identifies as the principal population concerns of the Government the high levels of morbidity and mortality and the unbalanced spatial distribution of the population. Although there is no explicit population policy, the Ministry of Public Health favours the integration of family health (maternal and child health/child spacing) into the basic health services. The Government has also expressed its support for the introduction of population education into the school curricula.
10. According to the Needs Assessment Mission report (see paragraph 17, below), the Government proposes creating a national health system designed to eradicate the principal causes of morbidity and mortality in the country and to provide access to health care for all citizens. The system will stress preventive as well as curative medicine, a combination of modern and traditional medicine, the promotion of education in nutrition and health, and provision of equipment and medicines. In the first phase, medicines will be provided free of charge at village pharmacies. Each health unit at the village, commune, district, provincial or national level is to be adequately staffed, and equipped with vehicles and necessary drugs.
11. From 1972 through 1982, UNFPA has provided approximately \$2,240,000 in assistance to the Government of Benin. Assistance in the amount of nearly \$1.3 million has been provided in support of the national population census, enumeration for which took place in March 1979. (The only previous source of demographic data had been a 1961 demographic survey.) Processing of data has been completed. Assistance for data analysis, utilization and related activities forms a component of the present proposed programme.
12. In the field of basic data collection, UNFPA has provided support, beginning in April 1980, for multi-round demographic and fertility surveys. The project aims at establishing a solid base for population activities and for future research on demographic trends in the country, and at providing information on the psycho-social aspects of family life in Benin. The fertility survey, undertaken within the framework of the World Fertility Survey, has been completed, while the third and last round of the demographic survey was expected to be completed in March 1983. In addition, a census communication support project was undertaken in 1978 to create awareness of the purposes and goals of the 1979 census and the subsequent demographic surveys in order to enhance public participation in these activities.

13. In 1976, a population and sex education project was initiated with UNFPA support. Major activities under the project, executed by UNESCO, included the undertaking of a survey of knowledge and attitudes of teachers and the general public towards matters of human reproduction. In addition, provincial and national seminars were held, at which the survey findings were disseminated and the requirements for initiating population and sex education in the formal school system were discussed. This first phase of assistance, amounting to about \$150,000 has been completed. A proposed second phase to institute population and sex education in the schools is described below.

14. At its twenty-eighth session, the Governing Council approved UNFPA assistance in the amount of \$1,460,390 to support the national maternal and child health/birth spacing (MCH/BS) programme (decision 81/7 II, paragraph 1). This project aims to improve the delivery of health services in the country, especially integrated MCH/BS services, and to make such services available to the entire population. Project activities include the development of a health manpower training programme to train various categories of personnel in service delivery and in management and supervision of service delivery, and the fostering of public awareness of and participation in MCH/BS activities by providing support, including training, for the integration of MCH/BS education in the activities of local community groups. Estimated value of the Government's contribution was \$3,940,305. The project, which was originally scheduled to begin in January 1981, effectively began in January 1982, due to delays in recruiting key project personnel. Activities in 1982 concentrated on training of national personnel in health services delivery and for the birth spacing information campaign.

15. Other multilateral population-related assistance has been provided by the Food and Agricultural Organization in support of itinerant training workshops on rural patterns of living, including family size, family living communications, adult education, planning techniques and curriculum development. The World Health Organization, in addition to serving as executing agency for components of the UNFPA-supported national MCH/family planning programme, has supported the development of research capabilities of the National University Hospital. The United Nations Children's Fund has provided assistance for the training of traditional midwives.

16. External population assistance in the field of maternal and child health and family planning has also been provided by the following non-governmental organizations: Association for Voluntary Sterilization International Project; Family Planning International Assistance; International Planned Parenthood Federation; The Pathfinder Fund; The Rockefeller Foundation/Ford Foundation Research Programme in Population and Development Policy; University of California Extension, Santa Cruz, Division of International Programmes.

III. THE PROGRAMME

17. The Needs Assessment Mission that visited the country in November 1980, made recommendations that priority assistance in the population field be given to a number of specific activities, including the following:

- (a) "Because of the importance of the census data as a foundation for policy-making and planning, the Mission urges that the data be rapidly analysed and disseminated. The Mission also recommends that a national demographic survey be undertaken.... A reformed civil registration system would help expand the knowledge of population dynamics. The Mission also recommends that all the data collection systems be co-ordinated".
- (b) "As a result of the lack of data, there has been little population research in Benin. The Mission recommends the establishment of a demographic unit in the National University of Benin to provide research and training in population-related fields. Research on women and development topics is especially needed".
- (c) "The formulation and implementation of a population policy would be facilitated by an interministerial consultative committee, for which assistance is recommended. Assistance should also be forthcoming for training personnel in the Directorate of State Planning's Department of Human Resources to increase their understanding of the relationship between population and economic variables in development planning".
- (d) "In the field of maternal and child health and child spacing (MCH/CS), the Mission recommends immediate implementation of the UNFPA-assisted project to increase health care delivery services and the integration of a communications component within the project to encourage the participation of the local communities in its activities. The Mission also recommends that a national health plan be prepared outlining priorities and needs. Efforts in MCH would benefit from the creation of a Mother and Child Directorate in the Ministry of Health".
- (e) "The Government has expressed interest in introducing population education into the school curriculum. In this connection, the Mission recommends that assistance be given for the project to introduce family life and sex education into formal schooling. It also recommends that literacy teams be formed for population education. A communication unit attached to the Ministry of Information and Propaganda would facilitate communications to the general public as well as to specific audiences on population-related topics. The Mission also recommends that research be undertaken on the content and impact of the media".

Recommendation (c) above, concerning assistance to maternal and child health and child spacing activities, was taken into account in the formulation of the UNFPA programme of assistance to the national maternal and child health/family planning programme approved by the Council at its twenty-eighth session.

Proposed UNFPA programme of assistance

18. The five-year programme to which UNFPA proposes assistance in the amount of \$2,400,000 has components in data collection and analysis; demographic training

and research; population policy formulation; and population information, education and communication, as follows:

A. Population information, education and communication

19. UNFPA proposes assistance in the amount of \$1,250,000 to be divided among the following three projects:

20. Population education in schools. UNFPA proposes to assist the Government of Benin to undertake regional studies on traditional values of sexual life, responsible parenthood, cultural and psychological obstacles to the establishment of a population education programme including sex education; to train trainers in sex education in order to adequately integrate sex education teaching in the formal school curricula; to select types of actions and programmes for the institutionalization of sex education; to produce didactic material; and to undertake an information campaign in collaboration with those concerned with population education. UNFPA assistance totalling \$800,000 would fund one international expert for three years, administrative support personnel, survey costs, some local salaries, mission costs, study tours, training seminars, fellowships, audio-visual material, vehicles, office supplies and equipment, and operation and maintenance of equipment. UNESCO would be the Executing Agency.

21. Population education out-of-school. The Division of Social Affairs of the Ministry of Labour and Social Affairs is responsible for mass education, through social centres, throughout the country. UNFPA proposes to assist the Division in upgrading the social centres, which have been closed for lack of materials, equipment and trained personnel, in order to enable them to pursue their out-of-school population education programme. UNFPA assistance amounting to \$200,000 would support one international consultant, training seminars, audio-visual equipment, pedagogical materials, and operation and maintenance costs. UNESCO would be the Executing Agency.

22. Population information and communication. UNFPA proposes to assist the Government in creating a population information and communication co-ordinating unit to be attached to the Ministry of Information and Propaganda. The Unit would be responsible for integrated programmes aiming at the general public or at specific audiences. It would also direct efforts towards motivating teams of monitoring agents. UNFPA assistance totalling \$250,000 would cover one international expert for one year, training of local personnel, audio-visual materials and equipment, office equipment and supplies, one vehicle, printing costs, and operation and maintenance costs. UNESCO would be the Executing Agency.

B. Basic data collection and analysis

23. UNFPA proposes assistance in the amount of \$450,000 to be divided between the following two projects:

24. Population census: post-census analysis. Additional support in the amount of \$250,000 has been requested by the Government of Benin to analyse, publish and

promote the utilization of the 1979 census data; and to strengthen the technical capacity of the National Institute of Statistics and Economic Analysis (INSEA). UNFPA assistance would provide funds for one expert in demographic data analysis for one year, administrative support costs, office equipment and supplies, report and printing costs, printing material and equipment, and operation and maintenance costs. The United Nations would be the Executing Agency.

25. Civil registration. UNFPA proposes a total of \$200,000 to improve and strengthen the civil registration and vital statistics system by establishing an institutional cadre to formulate and execute the project (for example, a National Bureau of Civil Registration), and by training a sufficient number of administrators and technicians so that the system can be an effective component of territorial administration as well as a permanent source of basic demographic data. The assistance would include funds for one consultant in civil registration for 6 months, training of personnel, office supplies and equipment, vehicles, forms, some local salaries, and operation and maintenance costs. The United Nations would be the Executing Agency.

C. Population dynamics

26. Training and research. UNFPA proposes a total of \$350,000 for the creation of a demographic unit at the National University of Benin, which would cover all subject areas of applied research in population dynamics, with a view to improving Benin's capacity for research in population. The objectives of the assistance would be to offer academic demographic courses at the National Institute of Economics; to undertake on-the-job-training of INSAE's personnel as well as of other ministries. The assistance would fund one international expert for one year, one consultant in demographic documentation, administrative support personnel, a documentation unit, office supplies and equipment, fellowships, and report and printing costs. The United Nations would be the Executing Agency.

D. Population policy formulation

27. Population unit. UNFPA proposes to support the creation of an interministerial consultative commission to help the Government with the formulation of population policies. The Directorate of State Planning would be in charge of coordinating the commission's activities. UNFPA assistance would support the creation of specialized sub-commissions for dealing with various population-related subjects; the training of technicians and senior staff of the Directorate of State Planning, to effectively take into account demographic variables in the planning process; the formulation of an explicit population policy. The UNFPA support totalling \$350,000 would fund one international expert for one year, some local salaries, administrative support personnel, fellowships, local seminars, office supplies, office equipment, report and printing costs. ILO would be the Executing Agency.

28. The proposed UNFPA contribution for the five-year period, subject to availability of funds, by programme area, is as follow:

• Population information, education and communication	\$1,250,000
• Basic data collection and analysis	450,000
• Population dynamics research	350,000
• Population policy formulation	<u>350,000</u>
TOTAL	\$2,400,000

29. The status of programme and project development, as of June 1983, is expected to be as follows:

• Approved	\$1,500,000
• Pending	<u>900,000</u>
TOTAL	\$2,400,000

IV. RECOMMENDATION

30. The Executive Director recommends that the Governing Council:

(a) Approve the programme in Benin in the amount of \$2.4 million for five years; and

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

