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UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Zaire

Support of a comprehensive population programme

Proposed UNFPA assistance:	\$7,500,000 of which \$5,000,000 is to be committed by UNFPA and the remainder by UNFPA or from multi-bilateral resources
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1986, subject to Governing Council approval
Executing agencies:	United Nations International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO) International Planned Parenthood Federation (IPPF)
Government co-ordinating agency:	Commissariat d'Etat au Plan

ZAIRE

Demographic Facts

Population by sex		Population density (/sq. km.)	14
Total (in 1000)	33,052	Average annual change	
Male (in 1000)	16,294	Population increase (in 1000)	904
Female (in 1000)	16,758	Births (in 1000)	1,390
Sex ratio (/ 100 females)	97.2	Deaths (in 1000)	486
Population in year 2000 (in 1000)	52,410	Net migration (in 1000)	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	14,922	Population change total (%).....	2.94
Age 15-64 (in 1000)	17,172	Urban (%)	5.2
Age 65+ (in 1000)	958	Rural (%)	1.3
Age 0-14 (percentage)	45.1	Crude birth rate (/ 1000)	45.2
Age 15-64 (percentage)	52.0	Crude death rate (/ 1000)	15.8
Age 65+ (percentage)	2.9	Natural increase (/ 1000)	29.4
Age indicators		Net migration (/ 1000)	
Median age	17.4	Fertility and mortality	
Dependency: age 0-14	86.9	Total fertility rate	6.09
Dependency: age 65+	5.6	Completed family size	N/A
Dependency: total	92.5	Gross reproduction rate	3.00
Youth: 15-24 (in 1000)	6,184	Net reproduction rate	2.22
Women: 15-49 (in 1000)	7,489	General fertility rate (/ 1000)	198
Urban-rural population		Child-woman ratio	794
Urban population (in 1000)	14,598	Infant mortality rate (/ 1000)	107
Rural population (in 1000)	18,454	Life expectancy: male	48.3
Per cent urban (%)	44.2	Life expectancy: female	51.7
Per cent rural (%)	55.8	Life expectancy: total	50.0
Agricultural population density		GNP per capita	
(hectare of arable land)	3.61	(U.S. dollars, 1983)	170

Sources: Area and population density on arable land: derived from Food and Agriculture Organization, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1985; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17 (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World Population Prospects, Estimates and Projections as Assessed in 1982 (United Nations publication, Sales No. E.83.XIII.5) - "population by sex" through "population density (/sq. km.)" as of 1985, and "average annual change" through "life expectancy: total" as of 1980-1985.

I. SUMMARY

1. UNFPA proposes to support a comprehensive population programme in the amount of \$7.5 million over a five-year period, starting in January 1986, to assist the Government of Zaire, a priority country for UNFPA assistance, in achieving its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to support the proposed programme in the amount of \$5 million and seek multi-bilateral support for the additional \$2.5 million required for the programme. The total programme would include projects in the field of maternal and child health and family planning; population information education and communication; basic data collection and analysis; population dynamics; formulation and evaluation of population policies; and women in development. UNFPA assistance would provide for international experts, United Nations volunteers, salaries for local personnel, in-country and overseas training, and expendable and non-expendable equipment.

2. Owing to financial constraints and pending the findings of the basic needs assessment mission of November 1983, UNFPA assistance to Zaire for the period 1982-1985 was concentrated on the funding of the nation-wide population census which was approved in the amount of \$2,470,192 by the Governing Council at its thirtieth session in June 1983.

3. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14(d)), respect for human life is basic to all human societies (para. 14(e)) and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14(f)).

II. BACKGROUND

4. Zaire, with an area of 2,345,000 square kilometres, is the second largest African country south of the Sahara. Demographic and other data are provided on the opposite page. The overall population density is relatively low at 14 per square kilometre in 1980, according to the United Nations estimates, and the population is unequally distributed. The population density in the great forest zone is only about half the national average, with areas of several tens of thousands of square kilometres practically uninhabited, while certain areas belonging to the forest belt and partly cleared for cultivation have higher than average densities. The most densely populated area is lower Zaire, west of Kinshasa, averaging about 100 per square kilometre.

5. The health situation of Zaire is far from satisfactory. It is estimated that half of the population does not have easy access to health facilities owing to their inadequate distribution throughout the country.

6. The draft development plan for 1986-1990 includes a special chapter on human resources, population and employment as well as a strategy for developing population policies. The strategy is based on the projected consequences of high birth, death and morbidity rates, the increase in the fertility rate, the age structure of the population and the imbalance in the distribution of the population. It includes the establishment of a national population council, the strengthening of the "desired births" programme and an information, education and communication programme with particular emphasis on family life and health education and nutrition.

7. Although there has been no explicit government policy in the field of population, the Government favours and recognizes the need to assist individuals in the achievement of desired spacing of births and desired size of a completed family. This need is met through the "desired births" programme, which offers guidance, information and means within the community health services. In 1977, supportive programmes were introduced in the areas of public information, sex education and improvement in the organization of community health services. The Government is also concerned about reducing still high levels of morbidity and mortality, especially among children. The geographic distribution of the population is considered unsatisfactory. A reduction in the population in urban settlements and a corresponding increase in rural areas is desired.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

8. UNFPA assistance to Zaire through 1985 totalled \$3,308,782. It included support for the population census project and a number of other projects:

(a) Population census. UNFPA assistance to preparatory activities began in 1979. Census enumeration was originally scheduled to take place in June 1980. However, problems relating to the need for extensive cartographic and mapping work and the difficulty in obtaining cartographic and other equipment as well as the delay in the recruitment of a census expert caused the preparatory phase to be stretched out to more than three years. The enumeration took place in July 1984. Demographic and socio-economic data were collected on each household. The preliminary results were published in December 1984 and data processing began in October 1985. The United Nations was the executing agency. Total UNFPA assistance was \$2,470,192;

(b) Demographic training at the University of Zaire. In 1978, UNFPA initiated assistance to the University of Zaire to carry out demographic training activities. During the period of UNFPA's support (1978-1982), the

University enrolled 65 students, of whom 47 graduated; the library was provided with 271 additional books, magazines, position papers, etc. The curriculum was reviewed and improved. Two studies were carried out, one on intermediate variables of fertility in Kinshasa and the other on factors contributing to perinatal mortality in Kinshasa. The Department of Demography of the University of Zaire now presently well established with nine full-time teachers and is engaging in research activities. The United Nations was the executing agency. Total UNFPA assistance amounted to \$271,044;

(c) Family life education in organized sectors. From 1979 to 1981, the Department of Labour, with the assistance of UNFPA, carried out family-life education in organized sectors. Meetings were organized for government employees, co-operative members and religious associations on such topics as health, hygiene, nutrition, sex education, birth-spacing and the environment. About 200 extension workers and 50 national supervisors were trained under the project. Since 1982, because of financial constraints, the project has been dormant and, in agreement with the needs assessment mission's recommendations, UNFPA plans to revive activities. ILO was the executing agency. Total UNFPA assistance was \$297,839;

(d) Technical assistance. From 1972 to 1982, UNFPA supported the services of (i) an expert to assist the Government in reorganizing and improving the vital statistics and civil registration system throughout the country; (ii) an expert to undertake an intensive fertility study in three rural areas along with the establishment of machinery for continuous observation of vital events; (iii) an expert to assist in strengthening the Demographic Division of the Department of Statistics and to make plans for the population census. The United Nations was the executing agency. Total UNFPA assistance amounted to \$269,707.

9. Bilateral assistance to Zaire in population-related areas has been provided by the United States Agency for International Development (USAID) to support basic rural health and family planning services, by the Danish International Development Agency (DANIDA) for contraceptives and contraceptive materials and by the Federal Republic of Germany to establish two health stations in Kinshasa.

10. Other external population assistance in the field of maternal and child health and family planning services, training of health personnel and research on fertility and infertility has been provided by the following non-governmental organizations: Association for Voluntary Surgical Contraception, Church World Service, Family Planning International Assistance, Canadian International Development Research Centre, International Fertility Research Programme, International Planned Parenthood Federation, Oxfam, The Pathfinder Fund and The Population Council.

IV. FINDINGS OF NEEDS ASSESSMENT MISSION

11. The needs assessment mission that visited Zaire in November 1983 recommended that priority assistance be provided in various population categories including the following:

(a) Since 1972, the Government has officially supported and has been committed to the principle of child-spacing as a way of addressing the high rates of maternal and child mortality and of illegal abortions. The mission recommended the formulation of an explicit health policy compatible with the national family health programme and the strengthening of maternal and child health and the "desired births" programme;

(b) The Government envisages including family-life education in the curricula of the new school system which is due to become operational in 1987. The mission recommended defining a policy of family-life education, introducing population education in primary and secondary schools and elaborating a community development policy and a rural population communication programme;

(c) In order to facilitate the formulation and implementation of a population policy, the mission recommended the creation of a national commission on population and a technical secretariat within the Department of Planning;

(d) Although UNFPA has already provided assistance to Zaire to build up a demographic training unit at the University, the mission recommended strengthening the unit as well as the demographic research potential of the National University;

(e) The mission also indicated that, since the preparation, elaboration and evaluation of the socio-economic development plans should be based upon a solid system of statistical data collection in the economic, social and demographic fields and the 1984 population census is the only updated source of data within the country, a demographic survey to complement the census data was needed;

(f) Finally, the mission recommended assistance to the Government in carrying out activities aimed at integrating women into the development process through the strengthening of the operational capability of the Département de la condition féminine et de la famille and the improvement of the information and non-formal education systems.

V. PROPOSED UNFPA PROGRAMME OF ASSISTANCE

12. The five-year programme to which UNFPA proposes assistance in the amount of \$7.5 million has components in maternal and child health and family

planning (MCH/FP), population information, education and communication; basic data collection and analysis; demographic training and research; population policy formulation; and women and development.

Maternal and child health and family planning

13. UNFPA proposes assistance in the amount of \$2 million to support 10 health zones in the field of MCH/FP in order to improve family well-being by reducing maternal and child morbidity and mortality through child-spacing activities; by creating awareness of family planning; by strengthening and improving MCH and family planning services in the regions covered by the proposed programme; by training enough personnel and by providing the personnel with adequate materials to promote access to modern contraceptive methods; by carrying out research in order to influence attitudes towards the use of family planning services; and by promoting the collection and analysis of MCH/FP data. UNFPA assistance would include the services of one international expert; two United Nations volunteers; training seminars and workshops and fellowships; the purchase of audio-visual and medical equipment, office supplies and equipment and vehicles; the purchase and distribution of contraceptives; printing costs; and operation and maintenance of vehicles and equipment. IPPF would be the executing agency.

Population information, education and communication

14. UNFPA proposes assistance in the amount of \$1.95 million to be divided among the following three projects.

15. Population education in school. The proposed assistance would be utilized to create awareness among teachers and parents on the usefulness of the introduction of population education into school curricula, to strengthen the structure of the national population education programme and to develop a strategy for the introduction and institutionalization of family-life education in formal schools. UNFPA assistance totalling \$1 million would include the services of one international expert, two short-term international consultants; administrative support personnel; two United Nations volunteers; mission costs; fellowships; training seminars; the purchase of audio-visual and office equipment, vehicles and office supplies; printing costs; and the operation and maintenance of vehicles and equipment. UNESCO would be the executing agency.

16. Population education out-of-school. The Department of Primary and Secondary Education has produced three booklets on family life education (sexually-transmitted diseases, abortion, birth-spacing, etc.) which have been published in French and in one local language (Tohilula). The versions in Lingala, the most widely spoken language, are under preparation. UNFPA proposes to assist the Government in promoting adult literacy campaign and

family-life education by teaching subjects such as nutrition, birth-spacing, contraception and sex education. UNFPA assistance amounting to \$500,000 would include the services of one international consultant; training seminars; fellowships; the purchase of audio-visual equipment, vehicles and office supplies and equipment; report and printing costs; and the operation and maintenance of vehicles and equipment. ILO would be the executing agency.

17. Population information and communication. Knowledge about contraceptive methods is widespread in all regions, but a sizeable proportion of the population still requires basic information about the existence of modern methods. Knowledge about where to obtain family planning services is limited. UNFPA proposes the funding of a public communication programme about population projects and programmes to inform target groups about the existence of modern contraceptives and where to obtain them and to motivate acceptors. UNFPA assistance totalling \$450,000 would fund the services of one international consultant; training workshops; fellowships; the purchase of office supplies and equipment and audio-visual equipment; study tours; report and printing costs; and the operation and maintenance of equipment. UNESCO would be the executing agency.

Basic data collection

18. UNFPA proposes to earmark \$2 million for this area, to be divided between the two projects described below:

19. Post-census analysis. UNFPA provided assistance for the first nation-wide population census which took place in 1984. UNFPA support included assistance for cartographic work, enumeration of the population and data processing. UNFPA proposes to extend its assistance in order to analyse the census data. A total amount of \$450,000 is needed to cover the services of one international expert; some local salaries; the holding of a national seminar to disseminate the results; the purchase of office supplies and equipment; fellowships; study tours; printing costs; and the operation and maintenance of equipment. The United Nations would be the executing agency.

20. Demographic survey In order to improve and complement the population census data, UNFPA proposes assistance for a nation-wide demographic sample survey to collect data on the structure of the population, internal and external migration, marriage, divorce, fertility and mortality to be used for the elaboration of national and regional development planning. UNFPA assistance totalling \$1.55 million would include the services of one international expert; two consultants; administrative support personnel; some local salaries; the purchase of office equipment and supplies, vehicles and data processing equipment; printing costs; and the operation and maintenance of vehicles and equipment. The United Nations would be the executing agency.

Population dynamics

21. Demographic training and research. UNFPA proposes assistance to the Department of Demography of the University of Zaire to assist it in developing its research capabilities, to carry out demographic research activities, to establish a population data bank, to undertake a study on traditional beliefs in population, and to strengthen its training and teaching programme. UNFPA assistance amounting to \$390,000, would cover the services of two international consultants; some local salaries; fellowships; the purchase of data processing equipment, books and vehicles; training workshops and seminars; the purchase of office supplies and equipment; reporting and printing costs of didactic material; and the operation and maintenance of vehicles and equipment. The United Nations would be the executing agency.

Population policy formulation

22. The draft development plan for 1986-1990 seeks to address the population problems facing the country, i.e., family planning, a social policy to improve family well-being and maternal and child health and to reduce general mortality. Recently, the Division of Human Resources within the Department of Planning submitted to the Minister of Planning a draft decree for the establishment of a national population council and also recommended the creation of a population unit. As a result, the Government requested UNFPA to support preparatory activities in the form of one study tour and a national seminar. UNFPA has also been requested to assist in the formulation and implementation of population policies in Zaire and in the integration of population variables into socio-economic planning. UNFPA assistance totalling \$560,000 would cover the services of one international expert; administrative support personnel; a subcontract with the University for socio-economic research; fellowships; training seminars; the purchase of office supplies and equipment and vehicles; report and printing costs; and the operation and maintenance of vehicles and equipment. ILO would be the executing agency.

Special programme

23. Integration of women into population programmes. UNFPA proposes a total of \$600,000 to enhance the status of women through programmes aimed at strengthening literacy and normal work activities for women, at raising the level of enrolment of girls in schools, at reinforcing the women's documentation and information centre, and at organizing workshops, seminars and study tours. UNFPA assistance would support the services of one international consultant; fellowships; the purchase of office supplies and equipment, books and magazines and audio-visual materials; study tours; seminars/workshops; and reporting and printing costs. ILO would be the executing agency.

Evaluation and monitoring

24. The programme will be monitored at the field level by the UNFPA international programme officer, under the overall supervision and policy guidance of the UNFPA Representative (who is also the UNDP Resident Representative). The International Programme Officer, assisted in this case by administrative staff, will be responsible for such matters as co-ordinating, monitoring, including rephrasing and revision of project budgets, and assessing the overall progress of UNFPA activities in the country with respect to both agency-executed and Government-executed components and intervening when difficulties arise and reporting on these to UNFPA headquarters; assisting, where appropriate, the executing agencies and the Government with their reporting responsibilities connected with the programme; and preparing a semi-annual report containing a general review of population activities in the country and a status report on the UNFPA-funded programme. UNFPA staff will also assist in scheduling tripartite project reviews and annual country reviews, particularly aimed at identifying problems and difficulties in order to ensure the implementation, efficiency and effectiveness of UNFPA-funded programmes and projects and to provide feedback information which may be necessary for adjustments in work plans and budgets as well as information on future programme and project needs.

25. The programme will be monitored according to the revised UNFPA instructions on an integrated system for monitoring the implementation of country projects (UNFPA/RR/78/78/23 dated 15 September 1978). The instructions emphasize distinct components of the monitoring system (progress reports, tripartite reviews, annual country reviews, final report).

VI. FINANCIAL SUMMARY

26. As indicated in paragraph 1, should resources not become available to UNFPA for the funding of the entire programme, UNFPA funding in the amount of \$5 million would cover the following projects: MCH/FP; population education in schools; population information and communication; post-census analysis; population policy formulation; demographic training and research; and women in population activities. UNFPA would seek multi-bilateral funding in the amount of \$2.5 million to support the remaining projects included in the programme, i.e., demographic survey, population education out-of-school and population information and communication.

	To be financed by UNFPA	To be financed from multi- bilateral sources	Total programme
	\$	\$	\$
MCH/FP	2 000 000	-	2 000 000
Information education communication	1 000 000	950 000	1 950 000
Basic data collection and analysis	450 000	1 550 000	2 000 000
Population dynamics	390 000	-	390 000
Population policy formulation	560 000	-	560 000
Women in population activities	600 000	-	600 000
Total	<u>5 000 000</u>	<u>2 500 000</u>	<u>7 500 000</u>

27. The status of programme and project development, as of June 1986, is expected to be as follows:

	\$
Approved for allocation	4 310 000
Pending	3 190 000
Total	<u>7 500 000</u>

VII. RECOMMENDATION

28. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Zaire in the amount of \$7.5 million for five years;

(b) Authorize the Executive Director, should resources not become available to UNFPA for funding the entire programme, to seek multi-bilateral resources to fund the remaining projects under the proposed programme;

(c) Further authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Zaire and with the executing agencies.

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