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UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Tunisia

Support of a comprehensive population programme

Proposed UNFPA assistance: \$3.5 million of which \$3 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$500,000 will be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.

Estimated value of the Government's contribution: To be determined

Duration: Five years

Estimated starting date: January 1987

Executing agencies: Government of Tunisia
United Nations
United Nations Educational, Scientific and Cultural Organization (UNESCO)
United Nations Fund for Population Activities (UNFPA)
Free University of Brussels

Government co-ordinating agency: Ministry of Foreign Affairs

TUNISIA

Demographic facts

Population by sex		Population density (/sq. km.) .	43
Total (in 1000)	7,081	Average annual change	
Male (in 1000)	3,561	Population increase (in 1000)	163
Female (in 1000)	3,520	Births (in 1000)	228
Sex ratio (/100 females)	101.2	Deaths (in 1000)	65
Population in year 2000 (in 1000)	9,429	Net migration (in 1000)	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	2,775	Population change total (%) .	2.18
Age 15-64 (in 1000)	3,995	Urban (%)	3.6
Age 65 + (in 1000)	310	Rural (%)	0.2
Age 0-14 (percentage)	39.2	Crude birth rate (/1000)	30.4
Age 15-64 (percentage)	56.4	Crude death rate (/1000)	8.7
Age 65 + (percentage)	4.4	Natural increase (/1000)	21.7
Age indicators		Net migration (/1000)	0.0
Median age	19.6	Fertility and mortality	
Dependency: age 0-14	69.5	Total fertility rate	4.10
Dependency: age 65 +	7.8	Completed family size	N/A
Dependency: total	77.2	Gross reproduction rate	2.00
Youth: 15-24 (in 1000)	1,541	Net reproduction rate	1.73
Women: 15-49 (in 1000)	1,712	General fertility rate (/1000)	124
Urban-rural population		Child-woman ratio	N/A
Urban population (in 1000)	4,019	Infant mortality rate (/1000)	71
Rural population (in 1000)	3,061	Life expectancy: male	62.6
Per cent urban (%)	56.8	Life expectancy: female	63.6
Per cent rural (%)	43.2	Life expectancy: total	63.1
Agricultural population density		GNP per capita	
(/hectare of arable land)	0.75	(U.S. dollars, 1984)	1,270

Sources: Area and population density on arable land: derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1986; 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 1984 (United Nations publication, Sales No. E.86.XIII.3) - "population by sex" through "life expectancy: total" as of 1985-1990.

I. SUMMARY

1. The United Nations Fund for Population Activities (UNFPA) proposes to support a comprehensive population programme in the amount of \$3.5 million over a five-year period, starting in January 1987, to assist the Government of Tunisia to achieve its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to commit \$3 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$500,000 will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.
2. Between 1974 and 1986, UNFPA provided approximately \$12 million to Tunisia in assistance through successive country programmes. UNFPA assistance began with a \$4 million commitment to the national family planning programme. A second comprehensive programme of assistance, 1978-1981, amounting to \$4 million, was approved by the Governing Council at its twenty-fifth session in June 1978. Activities were continued in the areas of maternal and child health and family planning (MCH/FP) and population information, education and communication (IEC), while new training programmes for medical and paramedical personnel were initiated. The third country programme, 1982-1985, was based on the recommendations of a 1980 needs assessment mission and approved by the Governing Council in June 1981 at \$5 million over four years. The programme was extended to 1986 as an interim year.
3. Under the proposed fourth country programme, UNFPA will focus its assistance on activities in support of an expanded and integrated approach to the delivery of MCH/FP services in isolated rural areas as well as new impetus to expanded and diversified population education activities. The programme also foresees supporting research on the interrelationships between population variables and socio-economic factors as prerequisite to the formulation of a comprehensive population policy as well as enhancing the participation of women in the development process by ensuring that projects supported by the Fund will benefit women.
4. 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, 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

5. Since 1956, the Government of Tunisia has been firmly committed to population activities with a view to improved MCH and family welfare and a more harmonious balance between population levels and trends and the country's socio-economic development potential. As early as 1964, Tunisia launched a nation-wide family planning project supported by various legislative measures which led to the creation of a National Office for the Family and Population in 1973 within the Ministry of Health. The Office is a quasi-autonomous body enjoying administrative independence which deals directly with and receives funding from international agencies. Its special identity is partly due to presidential interest in and commitment to family planning.

6. The Government has indicated its concern with regard to other population-related matters in its successive five-year social and economic development plans. Migration, for instance, raises some concern. In an effort to stem the flow of migrants to urban areas and improve population distribution, rural development and incentive programmes have been established to regroup highly dispersed populations into new village communities. The Government's decentralization policy aims especially at development of the interior. The Government's population policy for the next five years is focused on greater integration of population considerations in socio-economic development planning; further strengthening of family planning programmes and services according to specific target groups and regions; better knowledge of population-related problems through research and analysis of the inter-relationships between various factors, which is fundamental to the formulation of a viable national population policy; and determining measures promoting and encouraging the practice of family planning.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE

7. The third country programme, 1981-1985, was approved by the Governing Council in the amount of \$5 million. Expenditures up to the end of 1981 totalled \$0.7 million. Owing to UNFPA's financial constraints at the time, the balance of \$4.3 million was reduced to \$2.2 million in accordance with the review and reassessment of the UNFPA programme, 1982-1985. Eventually, expenditure (1982-1985) amounted to \$2.3 million, i.e. slightly above the intended amount. Allocations in 1986, an interim year, totalled \$0.8 million. The programme cycle of this fourth country programme coincides with Tunisia's seventh socio-economic development plan. Project extensions for 1986 were designed to finalize the previous programme properly, revitalize project implementation by formulating cost-effective precise activities and encouraging Government counterparts to be more innovative and stimulate momentum to be carried over into the new programme cycle to provide quality service to an ever larger segment of the Tunisian population. Activities undertaken in the areas of MCH, IEC and women in development are elaborated below.

Maternal and child health and family planning

8. Assistance in this sector was provided for family planning training for physicians and paramedics through refresher seminars. Although the project was to

be extended through 1986, it was determined that such activities should be carefully reviewed and form part of a future UNFPA programme of assistance. As indicated below, the United States Agency for International Development (USAID) will be funding such training requirements in the future. UNFPA also provided assistance for the expansion of family planning clinic services to rural and peri-urban areas with the aim of achieving demographic targets set forth in the Government's plan, decreasing the fertility rate and improving the general health situation notably in rural and peri-urban areas. According to the official plan: "Family planning practice must increase from 27 per cent in 1980 to 40 per cent in 1986 to support the demographic projections; it would be necessary to double coverage in rural areas from 18 per cent in 1980 to 36 per cent in 1986". UNFPA assistance purchased contraceptives, medical supplies and equipment and vehicles, and up until 1984, financed the operational costs of regional education and family planning centres. Further assistance was provided for the expansion of population education in support of family planning to all industrial and agricultural sectors, ministries and national institutions through information and motivation, training seminars focused on the National Office for the Family and Population counterparts such as agricultural extension workers who reach various grass-root audiences. During 1986, UNFPA approved a budget for IEC training seminars, purchase of documents, as well as a training workshop on evaluation techniques for core project personnel and printing costs of news bulletins. Finally, a pilot project on expansion of family planning services to remote rural areas was initiated in 1986 with the purpose of integrating family planning with basic health services of two remote rural provinces (Kasserine and Sidi Bouzid), both with low contraceptive prevalence rates of 9.9 per cent and 9.8 per cent, respectively. These activities, notably data collection and field surveys, analysis, equipment, information and some training for medical personnel, were considered preparatory to the expanded project to be initiated in 1987 as part of the new country programme. The total UNFPA contribution in this sector amounted to \$9,607,349.

Information, education and communication

9. UNFPA assistance in this sector was instrumental in progressively integrating population themes in the last years of primary school curricula through information and motivation activities; training seminars for school inspectors, principals, teachers and those in charge of teacher training institutes at the primary level; production of materials, notably a manual on teaching techniques; provision of audio-visual equipment in the existing regional centres; and training of regional teams. Project activities succeeded in integrating population education in all secondary schools through training seminars for various educators, inclusion of population themes in official school manuals, support for student population club activities and materials production. An in-depth evaluation of project outputs was made by a national consultant in 1985, who noted that mass-media population IEC campaigns in Tunisia over the last 20 years had certainly contributed to the general knowledge of population among school teachers and students. Nevertheless, only 16 per cent of the school teachers and 21 per cent of the high school students were motivated and received population education training, not all provinces yet had access to the project and project momentum seemed to have come to a standstill. In addition, UNFPA approved funding in 1984 and 1985 for activities in the Higher Institute for Continuous Education and Training. This Institute,

created in 1982, offers training and refresher training for secondary school teachers in preparation for a masters degree. Through this project, extended through 1986, UNFPA funded the teaching of three different courses, production of a population reference book, conferences, printing costs and study tours. Total UNFPA contribution was \$1,535,031.

Women, population and development

10. With UNFPA assistance, a regional seminar on women, population and development in the Arab world was organized by the National Union of Tunisian Women in October 1983 at Tunis which involved 74 participants from 15 different countries and representatives of 8 international and regional organizations. Funds were also utilized to translate and publish special editions of the proceedings of the seminar and the International Conference on Population in Mexico City. In addition, UNFPA provided funding for the first Tunisian Conference on Family and Population held in April 1985, as well as the first All-Maghreb Conference on Family Planning in October of the same year, both of which were highly successful. UNFPA supported the Ministry for the Family and Promotion of Women (abolished in 1986) in collecting statistical data on women and the family and making it available to the different government departments and institutions in an effort to obtain a clearer perspective of women's status and to improve programming for women's activities. Total UNFPA assistance was \$172,175.

Other external assistance

11. USAID has pledged \$7 million for the three-year period, 1986-1988. Much of this assistance is for administrative, consultancy and overhead costs with actual programme allocation in the order of \$4 million. Areas of assistance include training, research, equipment and evaluation in co-operation with the Ministry of Public Health and more particularly the National Office for the Family and Population. A sub-contract to RONCO Consulting Corporation will execute the entire programme comprised of four components: targeted and evaluated IEC activities including design of a multi-media communication campaign, contraceptive social marketing; strengthening the family planning training programme at all levels and demographic and operational research.

12. Other assistance includes a World Bank loan in the amount of \$12 million over seven years signed with the Government in 1981. The project was scheduled to end in December 1986, but will be extended for one year. In addition, the Association for Voluntary Surgical Contraception has provided assistance within its mandate, although its contribution, depressive over three years, will end in 1988.

IV. FINDINGS OF THE NEEDS ASSESSMENT UPDATE REVIEW

13. In November 1985, UNFPA, in collaboration with the Government, undertook an in-country desk review of the basic needs in population assistance for Tunisia, as an update of the 1981 basic needs assessment report. In August 1986, a headquarter's programming mission was fielded to Tunisia which took into account several ministerial changes that had been announced by the Government.

Recommendations from these exercises were incorporated in the development of the proposed country programme, which aims at continuing activities undertaken in several sectors during the previous country programme and extended and refined during the interim programme of 1986.

14. The review drew attention to the fact that the population growth rate has ceased to decline in the past few years and that renewed efforts are required in a number of sectors in order for the country to move beyond this apparent plateau. Over all, the report points to the need for a more balanced, integrated development approach, particularly in isolated rural areas, through increased decentralization and better quality of services.

15. The review underscored the need to decentralize and integrate family planning in health services and emphasized the significance of expanding such services to rural areas with systematic follow-up of acceptors through better co-ordination between the National Institute of Statistics and the Ministry of Health. In addition, the report signaled a need to identify target groups that have not yet been reached and determine reasons for disparities among regions, including MCH/FP activities in the private sector. Regarding training requirements in family planning, the report noted that such training for medical, paramedical and social worker staff still needs to be consolidated and firmly entrenched in the various teaching institutions and that in-service personnel must address a number of programme management issues as identified in various evaluations.

16. The review noted that formal population education in primary schools needs to be expanded and improved. Secondary and teacher training programmes should be better co-ordinated, population clubs in secondary schools need to be more structured and planned, and teacher training institutions should continue to be supported.

17. The review further indicated that efforts should be made in the area of population communication by developing a multi-media communication strategy in support of MCH/FP (including targeting, social marketing, testing and developing television and radio spots) and promoting better collaboration between responsible ministries and Tunisian television. Finally, efforts should be made to promote non-formal population education addressing, for instance, industrial groups and workers in agricultural co-operatives, and sensitizing such groups to the benefits of MCH/FP.

18. The report recommended that basic data collection and analysis by the National Office for the Family and Population, the National Institute of Statistics and Institute of Quantitative Economics needs to be improved through greater collaboration and co-ordination, especially with regard to computer linkages.

19. The review stressed the need for advanced demographic studies to study the determinants and consequences of population and socio-economic development. Specifically, the report recommended that an institute be established as a focal point for independent research and reiterated the need to study the interrelationships between population and socio-economic development as prerequisite to the formulation of a comprehensive population policy and appropriate national and sectoral planning.

20. The importance of continued study on the status of women in Tunisia was stressed with the suggestion that it be conducted in the context of a new, autonomous institute. The National Union of Tunisian Women was recommended as a vehicle for the promotion of MCH/FP.

21. An independent evaluation of the 1974-1981 UNFPA-funded programme took place at the end of 1982. No such evaluation has taken place since. However, a large number of conclusions and recommendations formulated by the report, which became available at the end of 1983, continue to be valid and were taken into account in the course of the interim programme as well as in the preparation of the new proposed country programme.

V. PROPOSED PROGRAMME 1987-1991

22. The proposed country programme in the amount of \$3.5 million and based on the desk review and the findings of the recent UNFPA programme mission, takes into account the recent political events in Tunisia as well as activities generated during the 1985-1986 interim year. Programme objectives include reaching a more balanced integrated development approach, particularly in isolated rural areas through increased decentralization, better quality of services and renewed and concerted efforts to address the population growth rate (estimated at 2.5 per cent during the intercensal period 1975-1984). Emphasis would be on greater management and co-ordination, research and evaluation in health and education sectors. Efforts would also be made to encourage interest on the part of various other ministries (such as Ministries of Social Affairs and Youth and Sports) to take an active part in the new programme. This multisectoral approach is in agreement with the general policy of the Ministry of Planning. Proposed activities include MCH/FP, IEC, population dynamics and women, population and development.

Maternal and child health and family planning

23. Extension of family health services in rural areas. This project represents a major input to Tunisia's new five-year programme in that it attempts to provide an integrated approach to family health through better quality of services, particularly in isolated, rural areas. Activities would concentrate on extending services to six governorates in central Tunisia. The project is fashioned against a pilot project initiated with UNFPA funding in 1986 and carried out in two central, underserved governorates. The six governorates to be covered, Kairouan, Kasserine, Sidi Bouzid, Gafsa, Sfax and Mahdia, are characterized by high population growth rates and scattered, though recently settled, formerly nomadic populations. Over 1.2 million people inhabit this area and access is limited even to inferior health care and MCH/FP services. This project attempts to address deficiencies in service delivery and other problems diagnosed in the six governorates by bringing increased and improved services to the population through the extension and development of teams and/or mobile clinics. More particularly, the project would enhance existing services and programmes through the co-ordination of services between the national office and primary health care at the regional level; reinforcement teams would ensure that integrated and comprehensive services at the periphery are executed consistently; development of

work schedules and technical records would ensure uniformity of tasks and activities; preparatory work for a risk approach would be developed and applied especially with regard to prenatal and family planning activities; and institutionalization of a supervision and evaluation system would provide valuable information and feed-back. Four target groups have been identified: pregnant women, working women (especially those at high risk), infants from 0 to 23 months and married women in reproductive ages at risk for pregnancy complications threatening the physical and/or social well-being of the mother, child and family. Comprehensive MCH care would include basic prenatal and post-partum curative care for both mother and child, preventive health care for mothers and infants and family planning.

24. The project also calls for operational research on the relationships between contraceptive prevalence, availability, accessibility and acceptability of health service activities. Furthermore, in view of the fact that Tunisia's health services have not been supported by the services of traditional birth attendants to date and that national officials involved in primary health care believe that the employment of such attendants could improve the health of mothers and children, project activities include collection of information concerning traditional birth attendants in the governorates. In an effort to promote technical co-operation among developing countries, visits would be organized to the Syrian Arab Republic to observe and share experiences gained with that country's approach to the integration of traditional birth attendants in the delivery of rural MCH/FP. USAID funding in this sector is complementary and includes targeted IEC activities, contraceptive social marketing, strengthening family planning training and family planning service delivery research. The total estimated UNFPA contribution over five years is \$1.5 million. The project would be executed by the Government, the Free University of Brussels and UNFPA. UNFPA would fund short-term consultancies, training, medical supplies, vehicles and contraceptives.

Information, education and communication

25. Integration of population education in primary schools. It is proposed that continued support be provided to ensure further expansion of the number of teachers in primary education sensitized and trained in population concepts. Project activities would involve seminars for teachers and elaboration of new teaching materials for children and teachers. UNESCO would backstop the project to which UNFPA proposes \$300,000 in assistance for five years.

26. Integration of population education in secondary schools. It is intended that the present programme be improved by reviewing and assessing the population education context in secondary school curricula and increasing the number of schools where population education has been integrated in the school programme. Particular focus will be on the extension of population education in vocational schools and improving the quality of population club activities through the development of new audio-visual materials. It is anticipated that UNESCO would provide technical backstopping for project execution. UNFPA proposes \$300,000 in assistance for five years.

27. Support for the Teacher Training Institute. Support would be provided to strengthen the Institute's co-ordinating role in integrating population education in teacher training institutions at all levels of the national educational system; create a documentation centre as a focal point for all population education and teacher training materials; integrate population education in the curriculum of the teacher training centres; organize mandatory workshop/seminars for teachers recruited outside the teacher training centre; and provide refresher and motivation conferences for teachers in remote rural areas. It is anticipated that UNESCO would provide technical backstopping. UNFPA proposes \$200,000 in assistance over five years.

28. Population education in adult non-formal population education and motivation activities. This project represents a new initiative to reach adults through non-formal education. Activities are envisaged to take place through various ministries, for example the Ministries of Agriculture and Social Affairs, to broaden the base of the target population receiving information, education and communication in support of MCH/FP. \$300,000 in assistance is proposed for multi-bilateral consideration.

Population dynamics

29. Establishment of a national institute for population research and studies. The Government has been increasingly aware of the need to understand demographic phenomena and their impact on socio-economic planning more thoroughly and to formulate an adequate population policy in the context of socio-economic development. Therefore, the Government has seen to it that the project's objectives are to improve knowledge of interrelationships between demographic factors and socio-economic variables of development; to develop a data base for the elaboration and implementation of population policies aimed at resolving population problems and facilitating the achievement of national development planning objectives; to define approaches and techniques for integrating population factors in development planning at the national, regional and sectoral levels; to enhance the technical capacity of national cadres to undertake demographic research and analysis, formulation of population policies and the integration of population and development planning; to ensure co-ordination of the formulation, implementation and evaluation of population projects and programmes executed by different governmental bodies; and to strengthen the information and documentation system in the field of population. In order to achieve the objectives established in its initial stage, the project would concentrate on development of the Institute's institutional framework; complete analysis of all relevant and existing census and survey data; training national personnel in demographic research (through fellowships, seminars, study tours and courses); and strengthening the information and documentation system.

30. Under this project, one of the Institute's five departments would be entirely devoted to researching and studying issues related to women and the family. It proposes to study trends and levels of women's participation in social and economic activities, the socio-economic and demographic impact on the role and conditions of women in the family and in society and the effects of demographic development phenomena on youth and the family. This project also underscores the co-ordinating

role of the Ministry of Planning and Finance as a focal point to ensure comprehensive assistance to programmes in support of government objectives. It is also indicative of the Government's recognition of and interest in systematically introducing population considerations in the development planning process. The project would be conducted by the Ministry of Planning and Finance and executed by the United Nations. UNFPA inputs would include short-term consultancies, training and data-processing equipment in the proposed total amount of \$700,000.

Women, population and development

31. Activities for women and youth. Initiatives would be made to encourage the Government's multisectoral approach to its population programme by supporting sensitization and motivation activities intended for women and youth with the eventual participation of the National Union of Tunisian Women and the Ministry of Youth and Sports. Special attention would be given to the needs of young women in rural areas. \$200,000 in assistance has been proposed over five years for multi-bilateral consideration.

Monitoring and evaluation

32. In the light of the expressed emphasis on management and evaluation, special efforts will be made to develop practical plans for monitoring and evaluation in all the new projects. These plans will include progress reports, field visits and various types of internal evaluation, tripartite project reviews and periodic country reviews. The periodic country reviews will ascertain the progress made by the individual projects in contributing to the achievement of the programme objective of reaching a more balanced integrated development approach, particularly in isolated rural areas. The role of the new national institute for population research and studies will receive special attention for co-ordinating the formulation, implementation and evaluation of population projects. The UNFPA Tunis office's frequent contact with all government officials concerned with the programme, as well as regular meetings with representatives of Tunis-based agencies (UNICEF, FAO, USAID, Tunisian Family Planning Association), enable it to monitor UNFPA funded activities properly and effectively and identify possible areas of collaboration.

Financial summary

33. As indicated in paragraph 1, a programme of \$3.5 million is proposed, of which \$3 million will be provided from UNFPA's regular funds. This commitment of \$3 million would cover the following projects: extension of family health in rural areas; integration of population education in primary schools; integration of population education in secondary schools; support for the Teacher Training Institute; and establishment of a national institute for population research and studies.

34. If UNFPA's funding situation permits, an additional \$500,000 will be committed by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources. The following table shows how the programme areas will accommodate these two levels of funding:

	<u>UNFPA regular resources</u>	<u>Other resources including multi-bilateral sources</u>	<u>Total</u>
	\$	\$	\$
Maternal and child health and family planning	1 500 000	-	1 500 000
Information, education and communication	800 000	300 000	1 100 000
Population dynamics	700 000	-	700 000
Women, population and development	-	200 000	200 000
Total	<u>3 000 000</u>	<u>500 000</u>	<u>3 500 000</u>

VI. RECOMMENDATION

35. The Executive Director recommends that the Governing Council:

- (a) Approve the programme for Tunisia in the amount of \$3.5 million for five years;
- (b) Authorize the Executive Director to commit an amount of \$3 million from UNFPA's regular resources;
- (c) Further authorize the Executive Director to provide the balance of up to \$500,000 from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;
- (d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Tunisia and with the executing agencies.
