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UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Burkina Faso

Support for a comprehensive population programme

Proposed UNFPA assistance:	\$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 \$2 million 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:	Four years
Estimated starting date:	January 1987
Executing agencies:	Government of Burkina Faso United Nations International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO) Université Libre de Bruxelles
Government co-ordinating agency:	Ministry of Planning and Popular Development

BURKINA FASO

Demographic facts

Population by sex		Population density (/sq. km.) .	25
Total (in 1000)	6,942	Average annual change	
Male (in 1000)	3,436	Population increase (in 1000)	196
Female (in 1000)	3,505	Births (in 1000)	355
Sex ratio (/100 females)	98.0	Deaths (in 1000)	138
Population in year 2000 (in 1000)	10,538	Net migration (in 1000)	-20
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	3,051	Population change total (%) .	2.65
Age 15-64 (in 1000)	3,692	Urban (%)	5.3
Age 65 + (in 1000)	199	Rural (%)	2.4
Age 0-14 (percentage)	43.9	Crude birth rate (/1000)	47.7
Age 15-64 (percentage)	53.2	Crude death rate (/1000)	18.6
Age 65 + (percentage)	2.9	Natural increase (/1000)	29.1
Age indicators		Net migration (/1000)	-2.7
Median age	17.9	Fertility and mortality	
Dependency: age 0-14	82.6	Total fertility rate	6.50
Dependency: age 65 +	5.4	Completed family size	N/A
Dependency: total	88.0	Gross reproduction rate	3.20
Youth: 15-24 (in 1000)	1,313	Net reproduction rate	2.23
Women: 15-49 (in 1000)	1,594	General fertility rate (/1000)	209
Urban-rural population		Child-woman ratio	N/A
Urban population (in 1000)	547	Infant mortality rate (/1000)	139
Rural population (in 1000)	6,395	Life expectancy: male	45.6
Per cent urban (%)	7.9	Life expectancy: female	48.9
Per cent rural (%)	92.1	Life expectancy: total	47.2
Agricultural population density		GNP per capita	
(/hectare of arable land)	2.17	(U.S. dollars, 1984)	160

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 \$5 million over a four-year period, starting January 1987, to assist the Government of Burkina Faso, a priority country for UNFPA assistance, 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 \$2 million 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. From 1973 to 1980, UNFPA provided assistance totalling \$2.2 million. It supported the first national population census which was designed to collect demographic information to be used for administrative purposes as well as for social and economic planning. The enumeration took place in December 1975 and the results were used to formulate the national 10-year development plan, 1980-1990. A National Population Council was created in 1983 in view of the formulation of a population policy consonant with the country's socio-economic development. Support was given for two seminars on population and sex education, in 1976 and 1977 respectively, which sought to determine the most appropriate methods of sex education in Burkina Faso. UNFPA assistance was also provided for a two-year teacher training programme to introduce sex education in secondary schools. In another sector, UNFPA assisted the Women's Association to revise the national family code. Following a population needs assessment mission in 1979, the Governing Council, in June 1980, approved the first UNFPA country programme of assistance in the amount of \$7.5 million for five years. The proposed second country programme follows an evaluation conducted in May 1986 by a multidisciplinary team.

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, 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. Although there has been no explicit policy in the field of population, the Government's principal population concerns are the reduction of high levels of morbidity and mortality by improving maternal and child health (MCH) services, introducing and integrating family planning into MCH services and improving the spatial distribution of the rural population. Under the country's 1980-1990 plan, 7,000 health centres would be set up, 1 in each village, and 515 health promotion centres established within a 12-mile radius in areas with populations of 15,000 or

more. The Government favours the promotion of the status of women and the introduction of population and sex education in schools and has undertaken measures to liberalize population policies, an example being the repeal of the 1920 law which prohibited free access to contraceptive methods.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

5. In June 1980, the Governing Council approved the first UNFPA country programme of assistance in the amount of \$7.5 million for a period of five years starting July 1980. Over the period 1980-1981, expenditures totalled \$0.9 million. Owing to UNFPA's financial constraints at the time, the review and reassessment of the Fund's programme for the period 1982-1985, approved by the Governing Council in 1982, envisaged a reduction of the balance from \$6.6 million to \$4.1 million. Eventually, expenditures for 1982-1985 totalled \$2.5 million and allocations for 1986 amounted to \$0.6 million. The balance of \$1 million from the first country programme has been subsumed under the present proposed programme. The projects funded under the first country programme covered the areas of MCH/FP, population information, education and communication (IEC) and population policy formulation.

Maternal and child health and family planning

6. Development of a national maternal and child health and family planning programme. The objectives of the project were to restructure MCH services within the Ministry of Health in order to strengthen its co-ordinating role; to provide training in MCH/FP for midwives and other health personnel through workshops, seminars and fellowships; to prevent malnutrition and infectious diseases; and to promote family planning and health services in local communities. The project, initiated in 1983, provided a framework for the adoption of an MCH programme in both the private and the public sectors. Under the auspices of the project, a Directorate of Family Health was established which included family planning services. No quantitative objectives were established to increase the still low coverage of MCH/FP activities. In 1984, it was estimated that only 20 to 22 per cent of expectant mothers received prenatal care, not more than 20 per cent of births took place under medical supervision and only 12 per cent of children aged 0 to 18 months received care. However, about 42 per cent of children aged two months to six years were reached by the immunization campaign.

7. The availability of family planning services increased so that services were being provided in 15 MCH centres as against only 2 when the programme started in 1982. But the demand remained low and in 1985 only 0.08 per cent of the total number of women in the reproductive age in Burkina Faso used family planning services. From January to April 1986, only 8.6 per cent of the women in the capital city, Ouagadougou, opted for a contraceptive method. Family planning clinics in the rural areas lacked essential equipment, including the necessary materials for sterilizing equipment and inserting intra-uterine devices (IUDs). Nevertheless, the population was found to be receptive to information about family planning. The efforts of the Ministries of Family Welfare and Public Health and an improved supply of essential equipment to clinics should result in the expansion of family planning activities. The 1986 evaluation mission concluded that the project has had a

definite and favourable impact on the development of MCH/FP services, that the required institutional structures were in place and family planning awareness more widespread. The project was executed by the World Health Organization (WHO) and UNFPA provided assistance in the total amount of \$795,379.

8. Training of traditional birth attendants. The objective of this project was to improve the health situation at the village level, promote women's activities and promote the civil registration system. A survey of health and socio-economic activities in each of the 150 villages covered by the project was made in 1983. It disclosed that over 80 per cent of deliveries take place without medical supervision. In the villages covered by the project, maternity posts have been built where safe deliveries are performed under the supervision of trained traditional birth attendants. The addition of one female community organizer and one community health educator to work alongside village traditional birth attendants has facilitated community participation in health and development activities. The evaluation mission noted, as an indicator of the project's achievements, the Government's decision to extend birth attendants' training from the original 150 village to all villages under the operation known as "one village, one primary health post". Fewer problems with complicated deliveries are now being reported as traditional birth attendants have been trained to detect potentially serious cases early. UNFPA provided \$657,861 in assistance for this project executed by the Université Libre de Bruxelles.

Population information, education and communication

9. Support to the national population education programme. The objectives of the project were to create awareness of the importance of integrating population education in schools, create a population education training and documentation centre and undertake a sociological study on sexuality and education. In 1976, UNFPA approved a seminar for awareness-creation in the field of population, including sex education. The seminar was followed by a pilot project, initiated in 1978, with the objective to introduce sex education in the school system. Other useful contributions of the project included the preparation of documentation on population education and the adoption of a national strategy for the implementation of population education. The evaluation mission was impressed by the strong support given to population education by government authorities and recommended that population education should be institutionalized. The Government implemented the recommendation in 1986 by creating a national directorate of population education within its Ministry of Education. UNESCO executed the project for which UNFPA provided assistance in the amount of \$354,600.

Population policy formulation

10. Establishment of a population unit in the Ministry of Planning and Popular Development. The objective of the project was to support the establishment of a population unit within the Ministry of Planning and Popular Development, the ministry responsible for formulating and implementing population policies and integrating demographic variables in national development plans. In anticipation of the formulation of a population policy, statistics have been collated, analysts trained and the appropriate institutional framework established. The evaluation

mission urged support for a second phase of the programme which would lead to the formulation and implementation of an explicit population policy. The project was executed by the United Nations. UNFPA provided \$431,537 in assistance.

11. Population and development. UNFPA assistance was given for the following activities implemented between 1980 and 1983: population and development planning; research into traditional beliefs; expansion of population census research and capabilities at the National Institute of Statistics and Demography; and development of a population data bank for planning purposes. A national population council was established in 1983 with a mandate to formulate a coherent population policy consistent with the country's socio-economic and cultural environment. Research projects have included a survey on folk demography, a published monograph entitled "Population and development in Burkina Faso" and various studies dealing with such topics as family well-being, transport, education, rural development, health and traditional beliefs.

Other external assistance

12. Bilateral assistance to Burkina Faso in population-related areas has been provided by the United States Agency for International Development (USAID) for the provision of cartographic and computer equipment and technical assistance for the 1985 population census. Other external assistance has included support of fertility management services in two major cities, Ouagadougou and Bobo-Dioulasso, by the Association for Voluntary Surgical Contraception; training of midwives in family planning methods and counselling techniques, organization of a health education campaign including family planning in Ouagadougou and provision of antenatal care for high-risk women by Family Planning International Assistance; in-country training workshops and provision for national family planning leaders to attend international conferences by the International Federation for Family Life Promotion; creation of the Association for Family Well-being by the International Planned Parenthood Federation (IPPF); and the IEC project by Johns Hopkins University.

IV. FINDINGS OF THE EVALUATION MISSION

13. The proposed programme of assistance to Burkina Faso has been formulated in the light of an evaluation mission which visited the country in May 1986. The mission evaluated not only the overall programme but also the role of women in its implementation as well as 7 of the 10 individual projects. The mission concluded that, even though the country programme objectives were not explicitly enunciated at the design stage, there was a clear understanding of the significance of the overall programme and the interrelation between the the various activities within the programme. The mission noted an implicit concern for making the country self-reliant in the formulation and implementation of population policies and programmes. There was also a clearly discernable complementarity between project design and implementation, so that the programme was seen as a co-ordinated entity. The evaluation mission report included the following recommendations:

(a) Various activities and structures in the area of population and development should be co-ordinated and the capacity of the Population Unit

reinforced so that it can act as a support to the National Population Council. To this end, the Unit requires additional personnel with different training and of both sexes to ensure a comprehensive and multidisciplinary approach;

(b) Medical and paramedical personnel should be trained in MCH/FP and be given methodical and regular supervision to increase the technical as well as the administrative capacity of the central and regional MCH/FP staff and to associate provincial directors closely in the planning, organization and implementation of the programme in their provinces;

(c) MCH/FP services should be integrated into existing medical, maternity, health and social welfare centres which should be renovated and properly equipped. The staff in those centres should extend family planning activities progressively to village primary health posts and maternity posts in their areas;

(d) Training should continue to be provided for auxiliary midwives, so as to utilize them effectively in the supervision of traditional birth attendants. Methodical in-service training should be offered for traditional birth attendants while promoting continued construction of maternity posts;

(e) Changes in behaviour and attitudes should be encouraged by including an explicit component in family life education in the sex education programme and by introducing issues concerning gender stereotypes, roles within the family, discrimination against women and children and changes in the status of women. The Government's commitment to population education should be translated into official support for the integration of population education in primary and secondary education and teacher training;

(f) Research should be initiated and/or strengthened in areas which specifically concern women in relation to, for example, migration and urbanization, income levels, the impact of women and development projects, identification of factors which hinder women's actual participation in population and other development related activities.

V. PROPOSED PROGRAMME 1987-1990

14. The proposed country programme would contribute to the formulation and implementation of a national population policy. It would strengthen the established structures, further reinforce the technical capabilities of ministries involved in population activities, train programme and project managers, consolidate project activities in experimental zones and expand such activities to other zones not covered by the previous programme. Throughout the programme, activities at both formulation and implementation stages will emphasize collaboration between UNFPA and executing ministries. The programme will include components in the areas of MCH/FP, IEC, data collection and analysis, population policy formulation and women in development. In addition, projects to be developed in these sectors should ensure that women participate in proposed activities as well as benefit from them.

Maternal and child health and family planning

15. Strengthening of the MCH/FP programme. The project aims to strengthen the newly established national MCH/FP directorate and the overall health infrastructure, promote and improve family planning service delivery and help to reduce maternal and child mortality. Project activities will include renovating and equipping existing health facilities; local training of 50 to 60 auxiliary midwives at the national school of midwives; posting of trained health personnel in the provincial health referral centres; training abroad of 10 health agents in family planning techniques; organization of information seminars and workshops on management, evaluation and supervision; refresher courses for the auxiliary midwives trained under the previous project; and the provision of contraceptives, medical equipment and didactic material. The country is composed of 30 provinces and UNFPA proposed assistance would cover 10 of them. MCH activities in the remaining 20 provinces will be financed multilaterally by the United Nations Children's Fund (UNICEF) and the World Bank and bilaterally by the Governments of France, the Federal Republic of Germany, the Netherlands, the United Kingdom and the United States. UNFPA assistance would finance technical assistance, administrative support personnel, mission costs, local training and training abroad, expendable and non-expendable equipment, construction costs, operation and maintenance of equipment and printing costs. The Université Libre de Bruxelles and the Government would be the executing agencies. UNFPA proposes \$1 million in assistance to the project.

16. Training of traditional birth attendants. The implementation of the project's first phase under the previous country programme has led to the identification of the real issues encountered at the village level, namely drinking water, sanitation, drought, nutrition and the clothing and care of infants and children. Continued project activities would include civil registration, collection and analysis of relevant information to be shared with other projects and potential donors, introduction of new technology to lighten women's work-load and allow them free time to participate in IEC activities concerning nutrition, hygiene, birth-spacing, family planning methods and pre- and postnatal care. The project would contribute to an integrated approach for the improvement of family well-being at the village level. UNICEF has expressed interest in building wells in the villages covered by the project. Whereas the project's first phase covered 150 villages, the proposed project plans to expand its activities to an additional 300 villages to include local training for 600 traditional birth attendants, 300 motivators and 150 community health educators, supervision of traditional birth attendants, integration of family planning activities especially through distribution of contraceptives such as spermicides and condoms by traditional birth attendants, registration of vital statistics in 600 villages over a four-year period and collection of data related to housing, diet, family budget and health to be used in the preparation of community assistance projects. UNFPA assistance would cover technical assistance, administrative support personnel, local personnel costs, travel costs, medical kits for traditional birth attendants, provision of contraceptives and basic medical equipment for maternity posts, local training, a refresher course for traditional birth attendants, audio-visual materials, vehicles, construction costs and operation and maintenance. The Government and the

Université Libre de Bruxelles would execute the project for which UNFPA proposes \$720,000 in assistance.

Information, education and communication

17. Introduction of population education into the formal school system. The objectives of the project are to reduce maternal and infant mortality as well as the incidence of sexually transmitted diseases in order to ensure the full participation of both men and women in the development process and to improve the living conditions of women. The project activities would include elaboration of population education programmes, preparation of pedagogical materials for sex education, training of 160 natural sciences teachers in sex education, elaboration and production of didactic materials, introduction of population education in secondary and primary school curricula and institutionalization of population education as part of the formal school programme. UNFPA assistance in the amount of \$600,000 would cover technical assistance, administrative support personnel, travel costs, expendable equipment, audio-visual equipment, local and abroad training, didactic material and operation and maintenance of equipment. The project would be executed by UNESCO.

18. Family life and responsible parenthood education. The overall objective of this project is to promote family well-being through educational activities designed to create awareness of MCH, nutrition, birth-spacing and environmental issues. Project activities will include training seminars for extension workers and rural heads of household, social studies in selected areas, production of educational materials and creation of village pharmacies. UNFPA would support administrative support personnel, travel costs, training locally and abroad, audio visual equipment, expendable equipment and printing costs. ILO would execute the project to which UNFPA proposes \$550,000 in total assistance.

Basic data collection and analysis

19. Population census and data analysis. UNFPA provided assistance for the second population census enumerated in December 1985 and now being processed. The proposed project would support data processing and analysis, population projections, publication and dissemination of results through a national seminar and promotion of the use of census data by State planners and decision-makers. UNFPA assistance would cover technical assistance, administrative support personnel, travel costs, some local personnel costs, expendable equipment, seminar and printing costs and operation and maintenance of equipment. The United Nations would execute the project to which UNFPA proposes assistance in the amount of \$450,000.

20. Intercensal survey programme. This project provides for a multi-purpose, intercensal survey to verify and up-date census results, study trends in fertility, infant and child mortality and internal and international migration and up-date census mapping. UNFPA support would provide for an international expert, cartographic work, some local salaries, expendable and non-expendable equipment and operation and maintenance costs. The United Nations would execute the project and UNFPA proposes \$920,000 in total assistance.

Population policy formulation

21. Strengthening the population unit in the Ministry of Planning. The proposed project will assist the Government to formulate a population plan of action, co-ordinate various population activities, define a methodology for integrating population variables in the socio-economic planning process and implement population policies; and initiate research on migration and its influence on fertility and the role of women. Activities would include the preparation of a technical report for the national population plan of action, a training course on population and development for the members of the National Population Council, seminars and workshops to discuss the population plan, training abroad, a national seminar on family well-being and study tours. UNFPA assistance would cover technical assistance, administrative support personnel, travel costs, expendable equipment, one vehicle, survey costs and operation and maintenance of equipment in the amount of \$600,000. The United Nations would serve as executing agency.

Women, population and development

22. Although there is a strong government commitment to improving the status of women, there is no national women's organization. However, the Government has taken steps towards the creation of a women's union. The proposed project would assist in organizing study tours for groups of women leaders to selected neighbouring countries, holding seminars to identify needs and draft proposals for technical assistance to help women to formulate a project document. UNFPA assistance would support one international consultant, administrative support, travel, seminars and printing costs. UNFPA proposes \$160,000 in assistance for this project for which an executing agency has not yet been chosen. Women's concerns will also be incorporated in the other projects of the programme in line with the recommendations made by the evaluation mission.

Monitoring and evaluation

23. The progress of the country programme will be assessed in periodic country reviews which will focus particularly on the contributions made by the individual projects to the development and implementation of a national population policy and to increasing the institutional capacity of the country in this area. The population unit in the Ministry of Planning will have special responsibility for the monitoring and evaluation process. Proposals for the individual projects will include specific plans for monitoring and evaluating each of them. The 1986 independent, in-depth evaluation provided some substantive suggestions for how such plans can be developed. Procedures for monitoring and evaluating the projects will correspond in those outlined in the revised UNFPA guidelines.

Financial summary

24. As indicated in paragraph 1, a programme of \$5 million is proposed, of which \$3 million will be provided from UNFPA's regular resources. This commitment of \$3 million will cover all projects but at a lower level, as indicated in the table below. If UNFPA's funding situation permits, the balance of up to \$2 million 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.

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 resources</u>	<u>Total</u>
	\$	\$	\$
Maternal and child health and family planning	1 420 000	300 000	1 720 000
Information, education and communication	600 000	550 000	1 150 000
Data collection and analysis	390 000	980 000	1 370 000
Population policy formulation	500 000	100 000	600 000
Women, population and development	<u>90 000</u>	<u>70 000</u>	<u>160 000</u>
Total	<u>3 000 000</u>	<u>2 000 000</u>	<u>5 000 000</u>

25. The status of programme and projects development, as of June 1987, is expected to be as follows:

	\$
Approved for allocation	2 877 000
Pending	<u>2 123 000</u>
Total	<u>5 000 000</u>

VI. RECOMMENDATION

26. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Burkina Faso in the amount of \$5 million for four 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 \$2 million 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 resources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Burkina Faso and with the executing agencies.

