



**Governing Council
of the
United Nations
Development Programme**

Distr.
GENERAL

DP/FPA/CP/17
3 March 1987

ORIGINAL: ENGLISH

Thirty-fourth session
26 May-19 June 1987, New York
Item 6 of the provisional agenda
UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of the Niger

Support for a comprehensive population programme

Proposed UNFPA assistance:	\$4 million, of which \$2.7 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$1.3 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:	United Nations International Labour Organisation (ILO) United Nations Education, Scientific and Cultural Organization (UNESCO) World Health Organization (WHO)
Government co-ordinating agencies:	Ministry of Planning

NIGER

Demographic facts

Population by sex		Population density (/sq. km.) ..	7
Total (in 1000)	6,115	Average annual change	
Male (in 1000)	3,029	Population increase (in 1000).	199
Female (in 1000)	3,086	Births (in 1000)	337
Sex ratio (/100 females)	98.2	Deaths (in 1000)	138
Population in year 2000 (in 1000)	9,750	Net migration (in 1000)	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	2,856	Population change total (%) ..	3.01
Age 15-64 (in 1000)	3,059	Urban (%)	6.7
Age 65 + (in 1000)	200	Rural (%)	2.2
Age 0-14 (percentage)	46.7	Crude birth rate (/1000)	50.9
Age 15-64 (percentage)	50.0	Crude death rate (/1000)	20.9
Age 65 + (percentage)	3.3	Natural increase (/1000)	30.1
Age indicators		Net migration (/1000)	0.0
Median age	16.6	Fertility and mortality	
Dependency: age 0-14	93.4	Total fertility rate	7.10
Dependency: age 65 +	6.5	Completed family size	N/A
Dependency: total	99.9	Gross reproduction rate	3.50
Youth: 15-24 (in 1000)	1,135	Net reproduction rate	2.35
Women: 15-49 (in 1000)	1,341	General fertility rate (/1000)	232
Urban-rural population		Child-woman ratio	N/A
Urban population (in 1000)	989	Infant mortality rate (/1000).	135
Rural population (in 1000)	5,127	Life expectancy: male	42.9
Per cent urban (%)	16.2	Life expectancy: female	46.1
Per cent rural (%)	83.8	Life expectancy: total	44.5
Agricultural population density		GNP per capita	
(/hectare of arable land)	1.39	(U.S. dollars, 1984)	190

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 \$4 million over a four-year period, starting January 1987, to assist the Government of the Niger, 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 \$2.7 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$1.3 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. Under the first programme, approved at the thirtieth session of the Governing Council in the amount of \$2.06 million for the period 1983-1988, UNFPA assisted the Government to strengthen its infrastructure, improve its technical capabilities and establish the basis for the formulation of a national population policy.

3. All projects under the second 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. The population needs assessment mission which visited the Niger in 1979 noted that the Government had not formulated any plans to initiate a national family planning programme. However the situation has changed in the last three years. In the draft five-year development plan, 1987-1991, the Government envisages reducing disparities in living conditions of the population by providing better health coverage, improving health facilities and informing the population of the significance of population problems. A draft plan of action has been issued which includes liberalizing family planning, legislating for a minimum age at marriage, elaborating a family code, supporting an integrated programme of sex education, planning a second population census, strengthening data collection and appointing a small group of high-level officials to implement the plan.

5. The Government has not yet developed a comprehensive population policy, although new legislation has been introduced covering family planning and the reduction of morbidity and mortality. However, the Government plans to curb excessive population growth since its consequences are regarded as a growing burden on families who may not have the material resources to feed and educate their children and plan for their future.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

6. In 1979, \$2.2 million was approved by the Governing Council for a family health project. The project moved very slowly and there were hardly any expenditures until the end of 1981. In view of this fact and of UNFPA's financial constraints at the time, the amount of \$2.2 million was reduced to \$2 million. Eventually, expenditures from 1982 to 1985 totalled only \$0.9 million and allocations for 1986 totalled \$0.3 million. In 1983, the first UNFPA country programme of assistance was approved in the amount of \$2,060,000 for five years. Expenditures under this programme in 1983-1985 amounted to \$0.4 million and allocations in 1986 to \$0.3 million. The remaining balances under the maternal and child health (MCH) project and the first country programme are subsumed under the new programme. The major projects undertaken during the first country programme are described below.

Maternal and child health and family planning

7. Support for the national maternal and child health programme. The objectives of this project were to formulate and execute a national family health programme; provide MCH and family planning services; plan and implement training for MCH personnel; develop research in the field of family health; and disseminate information on various topics including birth-spacing. Since its opening in November 1984, about 10,000 persons have used the National Centre of Family Health at Niamey. Of these, 6,795 came for family planning services, 750 for high-risk pregnancy situations and 1,127 for gynaecological care and sterility consultations. New legislation concerning the distribution and administration of contraceptive methods has been promulgated and an analysis of existing resources and identification of needs and problems related to the delivery of MCH/FP services has been undertaken. Similar studies will be carried out in each region. An operational analysis of service delivery at the National Family Planning Centre was carried out and resulted in integrating and extending population information, education and communication (IEC) in the structures of the community; reorganizing the MCH/FP data collection systems; sponsoring refresher courses in methods for contraception counselling; and establishing local training in MCH/FP management. In the field of training, three seminars on family planning and integration of family planning activities in MCH were arranged for MCH directors and health personnel. Three other studies were undertaken on the socio-cultural background of contraceptive acceptors, five on the major causes of morbidity and child mortality in Niamey, the medical surveillance of intra-uterine device (IUD) and oral contraceptive users and obstetrical epidemiology. So far the project's major problem has been the shortage of qualified health personnel, especially gynaecologists and laboratory and X-ray technicians. The United Nations Children's Fund (UNICEF) provided most of the equipment for the family health centre at Niamey while Columbia University supported the IEC component and conducted the studies. UNFPA provided assistance in the amount of \$1,402,782 for the four-year WHO-executed project.

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Population information, education and communication

8. Population education, motivation and training programme. The objectives of this project were to contribute to the reform of the educational system by stressing the importance of population education and its place in the formal sector. Project activities have progressed satisfactorily. One hundred and fifty teachers and educators participated in seminars and eight government officials went to Tunisia and Burkina Faso. It has now been recommended that a comprehensive population education programme should be developed to take into account the needs identified by the seminars and the knowledge acquired during study tours. UNESCO executed the project and UNFPA assistance amounted to \$75,252.

Basic data collection and analysis

9. Improvement of civil registration and vital statistics. The objectives of this project, initiated in 1984, were to improve both the existing civil registration system and the administrative structure of civil registration centres in order to establish an effective statistical and administrative base for the system. The project began with an evaluation of the country's entire civil registration network in anticipation of staff training and improving procedures. The major achievements of the project were the introduction of civil registration forms in each of the health centres to record births and deaths; support of the President and the Ministry of Interior for the reorganization of the civil registration system; training for 356 civil registration agents and health personnel; preparation and publication of a civil registration training manual; and development of an information campaign using radio, television, theatre, sketches, songs and newspapers. The improved system became fully operational in January 1985; by the end of the year birth registration increased from 43 per cent to 75 per cent and death registration from 24 per cent to 35 per cent. These rates dropped, however, in the first quarter of 1986 to 62 per cent for births and to 30 per cent for deaths because of a decline in supervision and a slackening of the information campaign. In addition, the information collected has not yet been analysed. In view of this, the Ministry of Interior, with UNFPA assistance, has established a special unit within the Department of Civil Registration and Population to process vital statistics. The United Nations executed the project which received total assistance of \$289,610 from UNFPA.

Population policy formulation

10. Establishment of a population unit. The project's overall objective was to create a permanent cadre of multidisciplinary technicians within the Ministry of Planning to assist the Government in formulating and implementing population policies and integrating demographic variables in socio-economic development planning. The project, initiated in 1983, has played a co-ordinating role by encouraging consultations on population matters between appropriate ministries and international agencies such as the World Bank, WHO and UNICEF. In addition, it has supported the UNFPA-assisted civil registration and MCH/FP projects. The project organized a training workshop in demography for 20 participants drawn from the Ministries of National Education, Public Works and Housing, Interior, Public Health and Social Welfare, Agriculture and Rural Development, Justice and Planning. The

project also helped to establish a documentation centre and data bank; train fellows abroad (two each in demography and data processing); conduct a survey on infant and child mortality determinants involving 800 households in both the rural and the urban areas; and sponsor a national seminar on population and development which made proposals for a population plan of action. The United Nations executed the project and UNFPA assistance amounted to \$527,815.

IV. PROPOSED PROGRAMME 1987-1990

11. The objectives of the programme are to (a) strengthen the national family health programme by extending the delivery of MCH/FP services to underserved regions; (b) develop an information and education programme to promote population activities; (c) improve the reliability of demographic data; (d) promote a comprehensive population policy; and (e) encourage the participation of women in the development process. The overall objectives of this second country programme will be those of the first country programme which were not fully realized, particularly the strengthening of the Government's infrastructure, the improvement of its technical capabilities and means to formulate a population policy. The four-year programme for which UNFPA proposes assistance in the amount of \$4 million has components in the corresponding sectors.

Maternal child health and family planning

12. Support of the family health programme. The report of a national seminar held at Kollo from 1 to 5 July 1986 on population and development recommended the support of a primary health care strategy focused on improved health for all by the year 2000. This project will aim to reduce maternal and child morbidity and mortality, promote breastfeeding and provide free access to modern contraceptive methods. UNFPA assistance would support the Government's plan to train MCH personnel; promote child-spacing; encourage marriage at a later age; motivate pregnant women to seek health care; supervise high-risk deliveries; encourage nutritional education, especially of infants; inform and educate relevant population groups about family health; and establish a data collection system to follow up and evaluate health and population trends. The activities of the first MCH/FP programme have been concentrated so far on the National Centre for Family Health and a few MCH centres in Niamey. The proposed project will extend its activities to other cities and especially into the rural areas. UNFPA assistance would provide for an international expert, administrative support, training, both abroad and locally, medical equipment, contraceptives, report and printing costs and equipment maintenance. The Government and WHO would execute the project. UNFPA proposes assistance in the amount of \$1 million.

Population information, education and communication

13. The Government plans to develop the appropriate channels to disseminate information on population matters. Targeted groups, such as state planners, high government officials, personnel involved in the population programme and the population at large, will be reached through both the formal and the informal

educational sectors. UNFPA proposes assistance in the amount of \$1,180,000 to be divided between the following two projects.

14. Support to the introduction of population education into the formal school system. UNFPA proposes to assist the Government to undertake regional studies on responsible parenthood and education as well as cultural and psychological obstacles to population education. The project aims to train trainers in sex education, introduce population education teaching in schools, produce didactic material and promote an information campaign in collaboration with those concerned with population education. UNFPA assistance in the amount of \$670,000 would fund one international expert, administrative support personnel, training, mission costs, expendable and non-expendable equipment, printing costs and operation and maintenance of equipment. UNESCO would be the executing agency.

15. Promotion of family welfare in co-operatives. The proposed project would aim to develop an information campaign using television, posters and urban and rural radio and design and analyse educational material through workshop training of regional co-operative heads, adult literacy officials, women's association leaders and rural extension workers. Training topics would include MCH/FP, nutrition, endemic diseases and their prevention, protection of the environment, improvement of housing and sanitation, principles of home economics and the provision of clean drinking water. UNFPA assistance would cover one international expert, administrative support personnel, travel costs, expendable equipment, audio-visual equipment and vehicles, operation and maintenance of equipment and printing costs. ILO would execute the project for which UNFPA proposes \$510,000 in assistance.

Basic data collection and analysis

16. Population census and data analysis. The overall objective of the proposed project is to improve the availability of demographic data and provide planners and policy-makers with updated figures on the size, structure and socio-economic characteristics of the population. Activities to be carried out include census mapping, preparation of questionnaires and a pilot census, a publicity campaign, training, data processing and analysis and publication and dissemination of results. The various census activities will be financed by the following donors: the European Economic Community (\$250,000); United States Agency for International Development (USAID) (\$310,000) for cartographic work, technical assistance, training in cartography, computer equipment and questionnaire design; France (\$312,000) for computer equipment; UNDP (\$350,000) for vehicles, technical assistance, other equipment and operation and maintenance; and the World Bank (\$100,000). UNFPA will support long-term advisers in census-taking, a demographic analyst, a short-term consultant in cartographic work and data processing, administrative support personnel, subsistence and travel costs for project personnel, mission expenses, expendable and non-expendable equipment, operation and maintenance of equipment, publicity and report and printing costs. Total UNFPA assistance has been proposed in the amount of \$910,000 to be executed by the United Nations.

Population policy formulation

17. Establishment of a population unit. Government authorities are aware of the importance of population problems and have been addressing these within the fields of health, family planning and population education. A population policy unit would be expected to find solutions to constraints to improved living conditions. Accordingly, the immediate objectives of the project's second phase will be to (a) gain a better knowledge of the country's demographic situation and create conditions for the integration of population variables into development planning; (b) develop and implement an integrated training programme in demography and related fields of health, education, geography and sociology; (c) provide technical support for other activities in the field of population; and (d) integrate demographic variables into socio-economic planning. UNFPA would support one international expert, administrative personnel, mission costs, training abroad and local training, expendable and non-expendable equipment, operation and maintenance of equipment and printing costs. The United Nations would execute the project to which UNFPA proposes \$780,000 in assistance.

Women, population and development

18. Support to the Women's Association. In the planning and implementation of all projects, efforts will be made to ensure that women are given the opportunity to participate in project activities and to benefit from the results. In addition, specific projects to benefit women will also be considered. The role of the Women's Association is to mobilize women and inform and train them so as to acquaint them with their basic rights. The Association also endeavours to encourage its members to participate in the development process. Its objectives are thus to alleviate the domestic burden of rural women by providing them with agricultural equipment and, for instance, improved stoves. UNFPA support to the Women's Association would include organizing seminars to create awareness and inform and train women in project formulation, execution, management, supervision and evaluation and arranging study tours to Mali, Guinea-Bissau and Cameroon to learn from their experience in women and population activities. Total UNFPA assistance of \$130,000 has been proposed to support international consultants, training locally and abroad, office equipment, expendable equipment, seminars, study tours, reporting and printing costs. ILO would be the executing agency.

Monitoring and evaluation

19. This is the second country programme in the Niger. The objectives of the first country programme were to strengthen the government infrastructure, improve technical capabilities and establish the basis for formulating a national population policy. The population policy was not formulated and a draft plan of action in population is not yet official. Thus, monitoring and evaluation activities will focus on the progress made in these issues. They will be a priority topic on the agenda of the periodic country reviews. The programme is also scheduled for an independent in-depth evaluation. Individual projects formulated under this programme will include a monitoring and evaluation plan while overall monitoring and evaluation will follow the revised UNFPA guidelines on monitoring and evaluation of UNFPA-supported projects and programmes.

Financial summary

20. As indicated in paragraph 1, a programme of \$4 million is proposed, of which \$2.7 million will be committed from UNFPA's regular resources. This commitment of \$2.7 million would 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 \$1.3 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 the 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	850 000	150 000	1 000 000
Information education and communication	510 000	670 000	1 180 000
Basic data collection and analysis	730 000	180 000	910 000
Population policy formulation	480 000	300 000	780 000
Women, population and development	<u>130 000</u>	-	<u>130 000</u>
TOTAL	<u>2 700 000</u>	<u>1 300 000</u>	<u>4 000 000</u>

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

	\$
Approved for allocation	2 203 978
Pending	<u>1 796 022</u>
Total	<u>4 000 000</u>

V. RECOMMENDATION

22. The Executive Director recommends that the Governing Council:

(a) Approve the programme for the Niger in the amount of \$4 million for four years;

(b) Authorize the Executive Director to commit an amount of \$2.7 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to \$1.3 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 sources, including multi-bilateral sources;

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