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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 Guinea

Support for a comprehensive population programme

Proposed UNFPA assistance: \$3.4 million, of which \$2.4 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$1 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 Educational, Scientific and Cultural Organization (UNESCO)
World Health Organization (WHO)

Government co-ordinating agency: Ministry of Planning and Co-operation

GUINEA

Demographic facts

Population by sex		Population density (/sq. km.) .	25
Total (in 1000)	6,075	Average annual change	
Male (in 1000)	3,002	Population increase (in 1000)	160
Female (in 1000)	3,074	Births (in 1000)	302
Sex ratio (/100 females)	97.7	Deaths (in 1000)	142
Population in year 2000 (in 1000)	8,879	Net migration (in 1000)	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	2,616	Population change total (%) .	2.48
Age 15-64 (in 1000)	3,281	Urban (%)	5.4
Age 65 + (in 1000)	178	Rural (%)	1.6
Age 0-14 (percentage)	43.1	Crude birth rate (/1000)	46.6
Age 15-64 (percentage)	54.0	Crude death rate (/1000)	21.9
Age 65 + (percentage)	2.9	Natural increase (/1000)	24.7
Age indicators		Net migration (/1000)	0.0
Median age	18.4	Fertility and mortality	
Dependency: age 0-14	79.7	Total fertility rate	6.19
Dependency: age 65 +	5.4	Completed family size	N/A
Dependency: total	85.2	Gross reproduction rate	3.05
Youth: 15-24 (in 1000)	1,147	Net reproduction rate	1.96
Women: 15-49 (in 1000)	1,423	General fertility rate (/1000)	200
Urban-rural population		Child-woman ratio	N/A
Urban population (in 1000)	1,348	Infant mortality rate (/1000)	147
Rural population (in 1000)	4,727	Life expectancy: male	40.6
Per cent urban (%)	22.2	Life expectancy: female	43.8
Per cent rural (%)	77.8	Life expectancy: total	42.2
Agricultural population density		GNP per capita	
(/hectare of arable land)	2.63	(U.S. dollars, 1984)	330

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 \$3.4 million over a four-year period, starting January 1987, to assist the Government of Guinea, 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 \$2.4 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$1 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 proposed programme would include major projects in the field of maternal and child health and family planning (MCH/FP); population education, information and communication (IEC); demographic data collection and analysis; demographic training and research; integration of demographic variables in socio-economic planning; formulation of population policies; and participation of women in development.

2. The previous country programme, developed in line with the conclusions and recommendations of a needs assessment mission which took place in January 1979, was approved in the amount of \$5.4 million by the Governing Council in June 1981 in order to create awareness on population issues among government officials and policy-makers and to assist the Government in strengthening its institutional capabilities through training of middle- and high-level personnel. In 1984, Guinea initiated a fundamental transformation of its institutional and socio-economic structures. Although the recommendations of the needs assessment mission are still effective, the way in which the population projects should be implemented has been redesigned in the light of institutional and structural reforms.

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 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. The Government has not yet developed a comprehensive population policy. However, it has expressed its interest in population education as well as family health and child-spacing for improving the health of mothers and children. Its principal concerns are reduction in morbidity and mortality and reduction of the substantial emigration to adjacent countries. In 1984, the Government announced a general amnesty for all Guineans living abroad, as well as a number of incentives for the repatriation of students, intellectuals and entrepreneurs. At present, the country is pursuing a policy of rural development, whose long-term objective is to

reduce disparities in regional development and control rural-to-urban migration, particularly in the Conakry metropolitan region.

5. The Government has adopted a medium-term development plan, 1984-1990, which identifies national health and educational structures as priority for reform. In education, the plan will aim to intensify the literacy programme, increase the number of vocational training centres and restructure the university system. The health sector will be reorganized around three principles: priority of preventive medicine over curative medicine, priority of mass medicine over individual medicine and adaptation of primary health care to national and regional conditions.

6. UNFPA, in a desire to keep its assistance as relevant as possible to this new situation, undertook a series of reviews of individual projects in 1985 and subsequently fielded a programming mission in 1986 to clarify the situation. The overall conclusion was that, although the basic areas of assistance remain as suggested by the 1979 needs assessment mission, many activities have not yet been realized and the programme must be reformulated to ensure better implementation. The present submission is a result of this reformulation.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

7. At its twenty-eighth session in June 1981, the Governing Council approved the first UNFPA country programme of assistance in the amount of \$5.4 million over five years. Expenditures up to 1981 amounted to only \$0.4 million. In view of UNFPA's financial constraints and in accordance with the review and reassessment of the UNFPA programme, the balance of \$5 million was reduced to \$3 million. Eventually, expenditures from 1982 to 1985 amounted to only \$1.5 million and allocations in 1986 amount to about \$600,000. The balance is subsumed under the new programme.

8. The projects assisted under the first country programme are described briefly below. Because of the weakness in the national technical capabilities and in the institutional frameworks, previous assistance put strong emphasis on local and overseas training as well as the promotion of infrastructure and institution-building.

Maternal and child health and family planning

9. Development of maternal child health and child-spacing programme. This project started in 1982 and is planned to continue through 1987. Its objectives are to strengthen and improve MCH services at all levels of the health structures; develop, organize and implement training programmes abroad and locally; and inform and educate the population in family planning and promote family planning services. Achievements include the construction of a referral centre in Conakry, the equipping of 13 regional MCH centres and 5 family planning centres, the elaboration of a reference book for traditional birth attendants, training abroad of 44 health personnel and local training of 141 health agents. The United Nations Children's Fund (UNICEF) participated in equipping the referral centre and World Bank assistance has included the renovation and equipping of 5 regional hospitals, 5 MCH/FP centres and 12 health centres, training of health and paramedical personnel and the provision of medicines.

Population information, education and communication

10. Introduction of population education in school curricula through training of trainers programme. This project started in 1982 with a pre-project seminar attended by 126 persons and a study tour for 5 government officials. The objectives of the project were based on the findings of the seminar and lessons learned by the officials who participated in the study tour. The objectives were to create awareness among teachers and students about population matters and introduce population education in primary and secondary schools. Achievements include the elaboration of a population education programme in primary schools, the training of 18 provincial co-ordinators, the preparation of a population education programme in secondary schools and the compilation of a reference book. For lack of administrative support and means of transportation, the information campaign and the dissemination of educational material were delayed. Corrective measures have been taken by the executing agency, UNESCO.

Basic data collection and analysis

11. Population census and post-census analysis. The main objective of the project was to collect demographic, social and economic information to be used for administrative purposes as well as for socio-economic planning. The enumeration took place in February 1983 but only provisional figures are available as yet. The computer processing of the census data faces technical constraints: the computer is often inoperative because of frequent power failures and lack of maintenance of the computer and its peripherals. The project has also met with considerable delays at different stages of its implementation (cartography, enumeration, coding, computer processing) owing to the lack of experience of the national personnel in this field. The United Nations executed this project.

Population dynamics

12. Establishment of a population planning unit within the Ministry of Planning. This project was developed on the basis of the recommendations of a national seminar on population and development attended by representatives of all concerned ministries (i.e. planning, interior, health, education, social welfare). The objectives of this ongoing project, which started in 1984, are to prepare population policy inputs, establish and strengthen the institutional framework and analyse, disseminate and integrate population variables in development planning. The following activities have been carried out: preparation of population projections for the period 1983-2000, training abroad of two persons in population and development, organization of study tours for three persons to Mali and Cameroon, creation of a documentation centre, publication of a socio-demographic newsletter and organization of a round-table conference and seminar on population and development. As the data from the 1983 population census are not yet available for either analysis of the country's demographic and economic situation or the elaboration of quantitative and qualitative population policies, the project has not been able to achieve its long-term objectives. ILO executed this project.

Other external assistance

13. Aside from population projects supported by UNFPA, the International Planned Parenthood Federation (IPPF) and the United States Agency for International Development (USAID) are providing financial and technical assistance to the Guinean Family Welfare Association, a member of IPPF which was created in 1984 and officially recognized by the Government in 1985. The activities of the Association are twofold, namely population education and the delivery of family planning services. The Association plans to extend its activities throughout the whole country.

14. The 1986 UNFPA programming mission to Guinea met and discussed common problems with World Bank and UNICEF representatives. The World Bank is developing a programme of \$15 million for the period 1988-1992 in the rural health sector which will include vaccinations and will be executed by WHO and UNICEF. UNICEF is also co-ordinating assistance with the Italian Government in the field of MCH/FP in conjunction with primary health care services. Other UNICEF projects cover an expanded programme of immunization, sanitation and health education.

IV. THE PROPOSED PROGRAMME 1987-1991

15. UNFPA proposes assistance in the amount of \$3.4 million over a four-year period starting January 1987 to support the proposed programme. The programming mission which took place in October-November 1986 concluded that the findings of the 1979 basic needs assessment mission were still valid and recommended that future UNFPA assistance support the Government in the formulation and implementation of population policies and programmes and integrate population variables in the next socio-economic development plan, 1988-1992. To this end, UNFPA will assist the Government in the ongoing structural and institutional reforms through training and refresher courses of middle- and high-level personnel and the extension of ongoing projects. The following projects are proposed for implementation.

Maternal and child health and family planning

16. Development of maternal child health and family planning services. This project aims to support the development of an MCH/FP system based on the principle of primary health care. To this end, the Government and WHO are carrying out the following activities: systematic evaluation of existing infrastructure, personnel and equipment; assessment of the nature and quality of services; health planning for the co-ordinated and phased renovation and equipping of health centres and the organization of refresher courses for health personnel throughout the country; and evaluation of resources required for gradual implementation of the primary health care programme. This exercise will be followed up by a round-table discussion where the financial and technical assistance of bilateral, multilateral and non-governmental organizations will be assessed and co-ordinated.

17. It is suggested that UNFPA provide support to the MCH/FP component of the primary health care system at various levels. At the peripheral level, i.e.

villages and rural districts, UNFPA assistance will complement that of other international organizations by introducing family planning in the services rendered at health posts and centres, training health personnel in family planning techniques, increasing the supply of contraceptives and popularizing contraceptive distribution among target populations. At the intermediate level, i.e. prefectures and provinces, assistance provided under the current UNFPA-funded MCH project will focus on converting provincial health centres into referral centres for the relevant regions. Finally, at the central level, i.e. university hospitals, assistance is required in the form of grants to renovate and equip the maternity and pediatric services of the Donka and Ignace Deen university hospitals in conjunction with a European Development Fund commitment of \$5,000,000 to renovate the two university hospitals. Financial assistance will also be provided to the Guinean Family Welfare Association for training and design of a logistics system for contraceptive supply. UNFPA assistance will support international consultants, administrative support personnel, travel costs, training abroad and locally, office supplies and equipment, medical equipment, contraceptives, operation and maintenance of equipment and reporting and printing costs. WHO would be the executing agency. UNFPA proposes assistance in the amount of \$1.2 million.

Population information, education, and communication

18. Development of a national population education programme. The project, which was approved under the first country programme, will come to an end in 1987 and will have covered a few pilot schools. Project activities aim to introduce population education in primary and secondary schools throughout the country and to develop a much stronger IEC component for school teachers, parents and students. In co-operation with the Ministries of Public Health, Education, Social Welfare and the Interior among others, training courses will be organized for teachers and refresher courses for those teachers who were trained under the previous project. UNFPA assistance would cover international consultants in population IEC, administrative support personnel, travel and mission costs, training abroad and locally, expendable equipment, audio-visual equipment, office equipment, vehicles, operation and maintenance of equipment and printing costs. UNESCO would be the executing agency. UNFPA proposes \$400,000 in assistance.

Basic data collection and analysis

19. Intercensal data collection and analysis. Project activities would contribute to the institutional reorganization of the Statistical Office; support the new training policy for middle- and high-level staff; promote the creation of a computer centre in the Department of Statistics of the Ministry of Planning and International Co-operation; and complete the processing, analysis and publication of the population and housing census data. UNFPA support will cover international consultants, United Nations Volunteers, administrative support personnel, travel and mission costs, expendable equipment, office equipment, data-processing equipment, local training seminars and fellowships abroad, operation and maintenance of equipment and printing costs. The United Nations would be the executing agency for this project to which UNFPA proposes \$770,000 in assistance.

Population policies formulation

20. Integration of demographic variables in the planning process and formulation of population policies. The population planning unit project, which started under the previous programme, will come to an end in 1987-1988. Since the population census data have yet to be published and the Government intends to elaborate a new five-year plan, 1988-1992, UNFPA proposes to strengthen the institutional structure of the planning process; to undertake research on population dynamics and its relation to socio-economic development so as to integrate demographic variables in the next socio-economic plan; to define population policies; and to promote and support demographic training and research at the University of Conakry which includes several aspects of demography in the curricula of the Department of Geography and Sociology. UNFPA assistance in the amount of \$880,000 will cover international consultants, a United Nations Volunteer, administrative support personnel, mission costs, expendable equipment, office equipment, data-processing equipment, operation and maintenance of equipment and printing costs. ILO would be the executing agency.

Women, population and development

21. Support to the National Directorate for the Status of Women. In the planning and implementation of all projects, efforts will be made to ensure the incorporation of women's interests and that women are given the opportunity to participate in proposed projects activities. In addition, UNFPA proposes assistance to support the National Directorate for the Status of Women and the Women's Training Centre within the Secretariat of State for Social Welfare in the definition, formulation, implementation and evaluation of their population and development programmes; and to undertake studies initiated by the Directorate on the social, legal and economic situation of women in Guinea. UNFPA support will cover international consultants, training workshops, study tours, expendable equipment, office equipment, operation and maintenance of equipment and reporting and printing costs. The United Nations would be the executing agency for this project for which UNFPA proposes \$150,000.

Monitoring and evaluation

22. Special attention will be paid to monitoring and evaluating the contribution of individual projects to overall programme objectives, primarily through structural and institutional reforms, training and refresher courses for middle- and high-level personnel, formulation and implementation of population policies and integration of population variables in the next socio-economic development plan, 1988-1992. These issues will be dealt with in periodic country programme reviews. Monitoring and evaluation plans will follow the revised UNFPA guidelines on monitoring and evaluation of UNFPA-supported projects and programmes. The programme may also benefit from an independent in-depth evaluation.

Financial summary

23. As indicated in paragraph 1, a programme of \$3.4 million is proposed of which \$2.4 million will be committed from UNFPA'S regular resources. This commitment of

\$2.4 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 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.

	UNFPA regular resources \$	Other resources including multi-bilateral resources \$	Total \$
Maternal and child health and family planning	1 000 000	200 000	1 200 000
Information, education and communication	400 000	-	400 000
Data collection and analysis	330 000	440 000	770 000
Population policy formulation	520 000	360 000	880 000
Women, population and development	150 000	-	150 000
Total	<u><u>2 400 000</u></u>	<u><u>1 000 000</u></u>	<u><u>3 400 000</u></u>

V. RECOMMENDATION

24. The Executive Director recommends that the Governing Council:

- (a) Approve the programme for Guinea in the amount of \$3.4 million for four years;
- (b) Authorize the Executive Director to commit an amount of \$2.4 million from UNFPA's regular resources;
- (c) Further authorize the Executive Director to provide the balance of up to \$1 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 the funds and make appropriate arrangements with the Government of Guinea and with the executing agencies.

