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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 Somalia

Support for a comprehensive population programme

Proposed UNFPA assistance: \$6 million, of which \$4 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: Five 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 National Planning

SOMALIA

Demographic facts

Population by sex		Population density (/sq. km.) .	7
Total (in 1000)	4,653	Average annual change	
Male (in 1000)	2,298	Population increase (in 1000)	103
Female (in 1000)	2,355	Births (in 1000)	234
Sex ratio (/100 females)	97.6	Deaths (in 1000)	111
Population in year 2000 (in 1000)	6,671	Net migration (in 1000)	-20
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	2,085	Population change total (%) .	2.11
Age 15-64 (in 1000)	2,425	Urban (%)	4.4
Age 65 + (in 1000)	142	Rural (%)	0.8
Age 0-14 (percentage)	44.8	Crude birth rate (/1000)	47.7
Age 15-64 (percentage)	52.1	Crude death rate (/1000)	22.6
Age 65 + (percentage)	3.1	Natural increase (/1000)	25.1
Age indicators		Net migration (/1000)	-4.1
Median age	17.6	Fertility and mortality	
Dependency: age 0-14	86.0	Total fertility rate	6.60
Dependency: age 65 +	5.9	Completed family size	n/a
Dependency: total	91.8	Gross reproduction rate	3.25
Youth: 15-24 (in 1000)	851	Net reproduction rate	2.08
Women: 15-49 (in 1000)	1,047	General fertility rate (/1000)	213
Urban-rural population		Child-woman ratio	n/a
Urban population (in 1000)	1,585	Infant mortality rate (/1000)	149
Rural population (in 1000)	3,067	Life expectancy: male	40.3
Per cent urban (%)	34.1	Life expectancy: female	43.5
Per cent rural (%)	65.9	Life expectancy: total	41.9
Agricultural population density		GNP per capita	
(/hectare of arable land)	2.72	(U.S. dollars, 1984)	260

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. On the basis of a desk survey of needs and a project formulation mission sent in 1986 to Somalia, a priority country for UNFPA assistance, UNFPA proposes to assist the Government of Somalia with a comprehensive population programme in the amount of \$6 million over a five-year period, starting January 1987, to achieve its population and development objectives. Should resources not become available for the funding of the entire programme, UNFPA proposes to commit \$4 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. The proposed programme would be the second UNFPA programme of assistance for Somalia. The first country programme was approved by the Governing Council at its twenty-seventh session in June 1980 for \$6 million over five years, 1980-1984. Expenditures up to the end of 1981 totalled \$1.2 million. Owing to UNFPA's financial constraints at the time, UNFPA reduced the balance of \$4.8 million in accordance with its review and reassessment to \$4.2 million. Eventually, expenditures for 1982-1985 amounted to \$3.6 million and allocations for 1986 to \$1.3 million. Both figures include multi-bilateral assistance from Italy. The first country programme consisted of support for maternal and child health (MCH) and child-spacing clinics, population education in and out of school and for workers, conducting sample surveys and analysing the results, census analysis and human resource development.

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

II. BACKGROUND

4. The annual population growth rate in Somalia has increased from 2.09 per cent in 1955-1960 to 2.11 per cent in 1985-1990, with a total fertility rate of 6.6. At the same time, the country has an extremely low life expectancy at birth, a high dependency ratio and a low per capita income. Although the exact figures for maternal mortality are not known, it has been estimated by WHO at 1,100 per 100,000 live births in 1980. Infant mortality is 149 per 1,000, yet high infant and child mortality rates act as incentives for families to produce more children. Only an estimated 1 per cent of married women of reproductive age make use of contraceptive services. Approximately 45 per cent of the population is nomadic, 85 to 90 per cent of whom have no access to health facilities, and efforts to settle the population have proven very expensive and impractical. In addition, frequent

droughts and the heavy burden of refugees have slowed economic growth. In 1982, a government and United Nations inter-agency mission estimated there were 700,000 refugees living in camps in the Lower Shabelle, Gedo, Hiran and north-west regions and over 1,000 refugees were registered in Mogadiscio.

5. Since the country is sparsely populated, the Government's position on population has been that the central problem facing the country is not overpopulation, but underdevelopment. The Government has put its full weight behind making the 1986-1987 population and housing census as complete and reliable as possible. The Ministry of National Planning established a human resources department in 1983 as a centre for all development planning activities in the human resources and social sectors. In 1981, the Ministry of Education created a population education unit in its department of planning to incorporate population factors into in- and out-of-school education programmes. The Ministry also expanded its family life education centres for women under the auspices of the Women's Education Department. In addition, the Somali Family Health Care Association was established in 1983 as an affiliate of International Planned Parenthood Federation (IPPF) and the Somali Women's Democratic Organization has actively supported child spacing and the eradication of female circumcision. However, as yet no national population policy has been adopted.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

6. Support to Somalia started in 1973 with UNFPA assistance for a population and livestock census and a census publicity campaign. In 1978, support was initiated for a population survey and an integrated MCH and child-spacing network. On the recommendations of a population needs assessment mission, which visited the country in 1979, a first country programme was developed and approved in 1980. Activities undertaken within the first UNFPA programme are outlined below.

Maternal and child health and family planning

7. Strengthening MCH/FP services and training in MCH and health-oriented family planning. This project planned to organize and expand the family health service network started with UNFPA assistance in 1978. Originally, the network was to have been increased from 63 to 117 clinics with appropriately trained staff and 984 traditional birth attendants were to have been trained. To date, 92 MCH centres throughout the country have been established and staffed by 198 trained nurses (59 public health nurses/midwives and 136 general nurses) and approximately 25 auxiliary nurses and 218 traditional birth attendants have been trained. Contraceptives are available in about 75 per cent of the clinics, but as there are no facilities for internal examinations, intra-uterine devices (IUDs) are available only in hospitals. General centre activities include prenatal examinations and health care for children under five which involves weighing, vaccinations, food supplements and treatment for minor ailments. Demonstration and training centres have been established in the Bay and the Banadir regions and clinics in those regions are in the process of being improved through staff training and supply of equipment. The MCH/FP needs of the country are, however, considerable so that the objectives of UNFPA's previous assistance in this field were only partially

achieved. Moreover, inadequate record-keeping, lack of a referral system and delays in securing an international expert have contributed to project difficulties. WHO executed the project to which UNFPA provided \$697,000 in assistance.

Information, education and communication

8. In-school and out-of-school population education. In 1985, the in-school project was incorporated into the out-of-school project and both were implemented by the Ministry of Education's Department of Planning. Although records were incomplete, it was estimated that approximately 1,260 primary school teachers were trained in population education from 1982 to 1985. Unfortunately, it was impossible to ascertain what happened to these trainees. A 1986 evaluation mission observed that fewer than 25 of 1,300 primary schools and not more than 5 of 128 secondary schools had instituted programmes even resembling population education. On the other hand, with a quantity of high quality materials and a pool of teachers whose services could be mobilized, the groundwork has been prepared for in-school population education. UNFPA has provided \$527,000 in assistance to the in-school portion of the project which has been executed by UNESCO.

9. The out-of-school portion of the project concentrated on holding five- to seven-day seminar/workshops for community leaders, religious leaders, government officials and others. Two fact-books and a source book, 18 wall charts which imaginatively depict population messages and 10 large picture story-books for women's groups were developed and distributed. In keeping with the oral tradition of Somali society, songs and poetry with population messages were videotaped and used in the seminar/workshops. Two national conferences were held, one in 1981 and one in 1985, on population issues in Somalia and the role of population education. A quarterly newsletter, "Population and Resources", was initiated in September 1985. UNFPA assistance has amounted to \$507,000 for the out-of-school component.

10. Project activities were evaluated in 1986 by an independent team which found that the projects had been hindered by a lack of follow-up, poor record-keeping, inadequate distribution of materials and funding problems caused by varying rates of exchange. In addition, closer collaboration was needed with the Ministry of Education, which is in the process of revising all curricula for primary and secondary grade schools as well as for the primary teacher's colleges, and with grass-root organizations to achieve a wider audience. The evaluation team also found that the project staff was inadequately trained in adult education techniques and that population messages were not carefully translated back from local languages to ensure the accuracy of concepts being expressed.

11. Worker's population education. This project focused on introducing smaller family messages into the curricula of the Workers Education Institute. The project conducted 24 seminars at national and regional levels for 550 participants, 45 motivational meetings in the work place and three-day seminars in six regional capitals. However, by the end of the project, there were still no full-time staff in the Institute's population education unit and failure to offer backstopping for outreach, as planned, left most of the dissemination potential of the seminars

unexploited. In addition, the handbook produced was of poor quality. ILO executed this project to which UNFPA provided \$290,000 in assistance through 1986.

Basic data collection and analysis

12. Strengthening the demographic survey capability at the Central Statistical Department. A good portion of UNFPA's allocation in the first country programme in Somalia went to assisting the Government with data collection. The Fund provided some fellowships on sampling and computer management, several computers and software and two international experts to strengthen the capability of the Department to process the results of the country's first census in 1975 and carry out a population survey in 1980 and a labour force survey in 1982. The United Nations executed the project with UNFPA assistance of \$814,302 from 1981 to 1986.

13. The 1985 population and housing census. UNFPA approved two projects to assist the Government with the census which was originally scheduled to take place in 1985. Although preparatory activities commenced in 1981, the census had to be postponed to November 1986 for the settled population and to February 1987 for the nomadic population because of numerous delays. UNFPA inputs included expert services in census organization, cartography, census publicity and data processing; fellowships in demography, data processing and sampling; in-country training in census planning and publicity; production of census publicity; and some local costs and office equipment. Preliminary results of the census are expected to be available by the second quarter of 1987. UNFPA provided \$502,029 for the preparatory census work, 1981-1987 and \$641,208 for the enumeration, both of which were executed by the United Nations, and \$77,300 for census publicity which was executed by UNESCO.

Population dynamics

14. Assistance to demographic analysis and studies at the Central Statistical Department. UNFPA also supported the analysis of the 1975 census and other surveys, preparation of population projections and dissemination of results in the amount of \$534,569. The project was executed by the United Nations from 1981 to 1985. Inputs included an international adviser, training and workshops. Results of these analyses were incorporated into the 1982-1986 national development plan.

15. Human resources development and planning. This project became operational after the creation of a department of human resources in the Ministry of National Planning in December 1983. To date, 12 reports on such topics as an overview of the population of Somalia, economic activity patterns, population and labour-force projections and the structure and participation of the labour-force have been completed. A number of suggestions have been included in the 1987-1991 development plan. Two national training courses, one on population, human resources and development planning and one on the use of micro-computers in development planning (jointly sponsored by Research Triangle and the United States Agency for International Development (USAID)) have been held and four fellowships at the University of Michigan were completed. ILO executed the project which began in 1984 and will be continued in the new programme and for which \$42,000 has been spent.

Women in population and development

16. The Fund provided \$6,170 for a staff member of the Women's Education Department to participate in the workshop on planning and management of service delivery programmes in family health, planning and development conducted by the Centre for Development and Population Activities at Washington, D.C. The project was executed by UNFPA. In addition \$5,000 was provided under the population education project to the Women's Research Unit of the Academy of Arts and Science to undertake a study on the relationship between fertility and marriage, including female circumcision, so that more effective IEC programmes could be initiated for women's groups.

Other external assistance

17. Somalia receives external population assistance from a number of other sources, the largest of which is USAID, whose assistance for the period 1986-1990 covers clinical family health services, information, education and communication (IEC), population data and policy and operations research. The census has been an example of a co-operative multilateral effort in which the Government's inputs were complemented by UNFPA and by bilateral arrangements with USAID and Italy. Assistance in the form of associate experts was provided by Italy; the Netherlands and Sweden further strengthened these efforts. Following the population, health and nutrition sector review undertaken in 1984, a World Bank mission visited Somalia at the end of 1986 to identify potential areas of World Bank assistance in these fields.

IV. PROPOSED PROGRAMME 1987-1991

18. On the recommendations of a desk update survey conducted by UNFPA and Government officials in September-October 1986, the proposed programme was formulated to consolidate and build on the work already accomplished as well as to take new initiatives to assist the Government in developing a national population programme within the framework of the Government's overall objectives. Project activities aim to establish a model MCH and child-spacing clinic network in eight regions, continue a programme of in- and out-of-school population education, complete the 1986-1987 population and housing census and analyse the results, strengthen the Human Resources Department to become the focal point and policy-making organ of all population, human resources and social sector development and contribute to the eradication of female circumcision and the promotion of child spacing. Women's concerns will be taken into consideration in each project. Two projects on census enumeration and tabulation from the previous programme will be carried over through 1987 and 1990 respectively.

Maternal and child health and family planning

19. Strengthening of maternal and child and family health services in eight selected regions. The objective of this project is to establish a model clinic system which can serve as an example for delivery of MCH and child-spacing services throughout the country. It would focus specifically on upgrading the skills of

health personnel in different categories, strengthening facilities and outreach services in 36 clinics in eight regions (Togdheer, Sanaag, Hiran, Galgadud, Bari, Mudug, Lower Juba and Middle Juba), establishing a demonstration and training centre with an obstetric care unit in each region and strengthening MCH management, monitoring and referral systems. This clinic network will reach an estimated 55 per cent of the country's population and, by the project's end, the Ministry of Health will be in a position to establish a country-wide master plan for an integrated health service system.

20. Project activities would include training components for an estimated 280 nurse/midwives and 800 traditional birth attendants. In addition, 20 senior nurse/midwives would receive intensive in-country training to upgrade their communication and training skills in community health aspects of MCH and child spacing. About 10 trainees would be selected, on the basis of their performance, for a study tour to countries such as India, Pakistan, Indonesia and Bangladesh where there are strong MCH/child-spacing programmes. Training would be conducted by an international consultant. A two-week course for 20 physicians and senior level nurse/midwives would be held by the WHO Regional Office for the Eastern Mediterranean (WHO/EMRO) to develop a risk approach strategy for MCH services. At the beginning of 1989, an in-depth review would be conducted to assess the performance of the project. WHO would execute the project in co-operation with the Directorate of Preventive Health Services of the Ministry of Health. UNFPA assistance is requested for personnel, sub-contracts, training, equipment and operation and maintenance of equipment, reporting and printing costs (including books and manuals) and sundry expenses. UNFPA proposes a total of \$1.3 million for four years.

Population information, education and communication

21. No specific project request has been received from the Government in this area as yet; however, \$600,000 has been earmarked for population education over a five-year period. It is anticipated that UNFPA would replicate and expand some of the work undertaken by USAID in this field, especially efforts to include smaller family concepts in the new school curricula. Concerns of women will also be addressed. Out-of-school education will continue to concentrate on child-spacing information through the new MCH project. The Italian Government is working with ILO to strengthen the Workers Education Institute and UNFPA may consider further funding in population education once progress has been made and a strong trade union organization developed.

Basic data collection and analysis

22. Population and housing census. As described under the previous programme, two projects, one for preparatory work and one for conducting the population and housing census, were postponed. They would continue as the census enumeration, which is expected now to be completed early in 1987. Tabulation of the data is scheduled to be completed by the second quarter of 1988. Under the new country programme, \$500,000 has been allocated for census experts, paper, equipment and in-country training. The projects would be executed by the United Nations.

23. A civil registration system and an intercensal demographic survey were considered essential by the desk survey team so that the data obtained through the census could be verified and monitored. Assistance for both were therefore recommended. However, as USAID is considering establishing a civil registration system and has plans to conduct a demographic and health survey in Somalia in 1988, UNFPA assistance for these activities has been deemed unnecessary at the present time.

Population dynamics

24. Strengthening the capabilities of the Directorate of Statistics in analysing and disseminating demographic data. The purpose of this project is to strengthen the Government's capabilities to evaluate, analyse and disseminate the demographic information obtained from the 1986/1987 population and housing census. The project would begin with fellowships in demographic techniques and data processing management. Analyses of the census data would include estimates of fertility and mortality, evaluation of age and sex data, evaluation of urban, rural, settled and nomadic population distribution, projections of the total population, labour force and school-age population and construction of life tables. An analysis of internal migration and urbanization would focus on the two largest cities, Mogadiscio and Hargeise. Further in-depth studies of the census would be conducted by the staff of the Human Resources Department. Project staff could also contribute to the preparation of a possible intercensal household survey programme, if necessary. Towards the end of the project, a national seminar on population would be organized to disseminate the results of the various studies. A terminal report would contain appropriate recommendations for formulating a population policy consistent with the resources and the development objectives of the country. The project would be executed by the United Nations in co-operation with the Directorate. UNFPA proposes assistance for personnel, training, equipment and miscellaneous expenses amounting to a total of \$500,000.

25. The 1985 needs update team recommended, as did the 1979 mission, assistance to the Faculty of Economics of the Somali National University to teach demography. Because of resource constraints, UNFPA was not able to meet this need in the past. A project is expected to be formulated during 1987 which would build national capacities to undertake, in the long term, research activities in demographic areas and improve the institutional capabilities for carrying out surveys, censuses and civil registration. The services of one expert for two years to teach demography and two fellowships for postgraduate demographic training (of two years each) would be appropriate. Provision of resource books, publications and journals on demography and study tours for two senior faculty members to familiarize them with the organization of demography departments would also be needed. Multi-bilateral funding will be sought for this project.

Population policy formulation

26. Strengthening the capabilities of the Human Resources Department, Ministry of National Planning, in implementing population, human resource and training policies and programmes. This project would continue assistance to the Human Resources Department of the Ministry of Planning with the goal to consolidate and build on

the gains achieved in the first phase of the project. New project initiatives are to organize a data storage and retrieval system; undertake studies on economic activity patterns, female employment, informal sector employment and population and education and employment; produce population and labour force projections; disseminate results through reports, workshops and seminars; and develop systems for designing plans and policies on human resource development which would lead to appropriate population policies. The Department will also prepare a chapter on human resources for the annual plan and, in conjunction with other departments in the Ministry, evaluate the performance of the plan each year. This project would be executed by ILO in co-operation with the Ministry. UNFPA proposes a total of \$400,000 for personnel, training, equipment and miscellaneous expenses.

Women, population and development

27. Eradication of female circumcision and propagation of child spacing. Although the desk survey team recommended assistance to the Somali Women's Democratic Organization to undertake a campaign to eradicate female circumcision and promote child spacing, no project has as yet been formulated. This is because USAID is funding a survey to be carried out by the Organization on female circumcision, child spacing and immunization attitudes and practice in one area of Mogadiscio, which UNFPA intends to extend if it proves useful. The Fund may also assist the women's organization with a larger campaign. The desk survey team also recommended that the Women's Education Department be encouraged to incorporate MCH/FP into its activities and curricula and to undertake appropriate research activities towards improving women's status and productivity, as well as influencing policy formulation. Proposed inputs could include a consultancy in MCH/FP training and counselling and short-term overseas training for women administrators and managers. An amount of \$300,000 has been proposed to be completed by multi-bilateral funds.

Evaluation and monitoring

28. For all projects, progress and internal self-evaluation reports will be available for discussion in tripartite reviews and at periodic country reviews with the participation of the Government and of UNFPA. In addition, as new projects in this country programme are formulated, each will include a plan for monitoring and evaluation. At that time, it will be decided which projects will require more elaborate evaluations and the specifications for those evaluations will be included in the project document.

Financial summary

29. As indicated in paragraph 1, a programme of \$6 million is proposed of which \$4 million will be committed from UNFPA's regular resources. With the exception of civil registration, an intercensal demographic survey and assistance to the Somali National University, the commitment of \$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 \$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 be accommodated under these two levels of funding.

	<u>UNFPA regular resources</u>	<u>Other resources including multi- bilateral sources</u>	<u>Total</u>
	\$	\$	\$
<u>Maternal and child health and family planning</u>	1 300 000	-	1 300 000
<u>Information, education and communication</u>	600 000	-	600 000
<u>Basic data collection</u>			
Prep. activ. for census	50 000	-	50 000
Pop. and housing census	450 000	-	450 000
Civil registration	-	375 000	375 000
Demographic survey	-	750 000	750 000
<u>Population dynamics</u>	-	-	925 000
Demographic analysis	500 000	-	-
Teaching demography	-	425 000	-
<u>Population policy formulation</u>	400 000	-	400 000
<u>Women in population and development</u>	300 000	450 000	750 000
Reserve	<u>400 000</u>		<u>400 000</u>
Total	<u>4 000 000</u>	<u>2 000 000</u>	<u>6 000 000</u>

30. The status of programme and project development, as of January 1987, is as follows:

	\$
Approved for allocation	2 743 760
Pending	<u>1 256 240</u>
	<u>4 000 000</u>

V. RECOMMENDATION

31. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Somalia in the amount of \$6 million for five years;

(b) Authorize the Executive Director to commit an amount of \$4 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 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 Somalia and with the executing agencies.
