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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 Ethiopia

Support for a comprehensive population programme

Proposed UNFPA assistance: \$10 million, of which \$6.3 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$3.7 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: Government of Ethiopia  
United Nations  
International Labour Organisation (ILO)  
Food and Agriculture Organization of the United Nations (FAO)  
United Nations Educational, Scientific and Cultural Organization (UNESCO)  
World Health Organization (WHO)

Government co-ordinating agency: Office of the National Committee for Central Planning

## ETHIOPIA

Demographic facts

Population by sex		Population density (/sq. km.) ..	36
Total (in 1000) .....	43,557	Average annual change	
Male (in 1000) .....	21,663	Population increase (in 1000) ..	1,306
Female (in 1000) .....	21,894	Births (in 1000) .....	2,309
Sex ratio (/100 females) .....	98.9	Deaths (in 1000) .....	1,043
Population in year 2000 (in 1000)	66,509	Net migration (in 1000) .....	40
Population by age group		Rate of annual change	
Age 0-14 (in 1000) .....	19,527	Population change total (%) ..	2.79
Age 15-64 (in 1000) .....	22,882	Urban (%) .....	5.0
Age 65 + (in 1000) .....	1,148	Rural (%) .....	2.5
Age 0-14 (percentage) .....	44.8	Crude birth rate (/1000) .....	49.3
Age 15-64 (percentage) .....	52.5	Crude death rate (/1000) .....	22.3
Age 65 + (percentage) .....	2.6	Natural increase (/1000) .....	27.0
Age indicators		Net migration (/1000) .....	0.9
Median age .....	17.5	Fertility and mortality	
Dependency: age 0-14 .....	85.3	Total fertility rate .....	6.70
Dependency: age 65 + .....	5.0	Completed family size .....	n/a
Dependency: total .....	90.4	Gross reproduction rate .....	3.30
Youth: 15-24 (in 1000) .....	8,274	Net reproduction rate .....	2.11
Women: 15-49 (in 1000) .....	9,969	General fertility rate (/1000)	217
Urban-rural population		Child-woman ratio .....	n/a
Urban population (in 1000) .....	5,032	Infant mortality rate (/1000) ..	149
Rural population (in 1000) .....	38,524	Life expectancy: male .....	40.3
Per cent urban (%) .....	11.6	Life expectancy: female .....	43.5
Per cent rural (%) .....	88.4	Life expectancy: total .....	41.9
Agricultural population density		GNP per capita	
(/hectare of arable land) .....	1.95	(U.S. dollars, 1984) .....	110

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 \$10 million over a five-year period, starting January 1987, to assist the Government of Ethiopia, 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 \$6.3 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$3.7 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. This proposed programme would be UNFPA's second for Ethiopia, the first having been approved by the Governing Council at its twenty-eighth session in June 1981. The suggested programme is based on the findings and recommendations of a needs assessment update and a programme development mission in 1986, which took into account the experience gained during the first country programme, and will include the following projects: (a) integrating maternal and child health and family planning (MCH/FP) services; (b) strengthening the national MCH/FP programme; (c) population information, education and communication (IEC) support to the MCH/FP programme; (d) IEC family life activities in the non-formal sector; (e) family life education in primary and secondary schools; (f) research and training in family life; (g) population communication training; (h) strengthening the Demographic Training and Research Centre at Addis Ababa University; (i) creating a population analysis and studies centre; (j) support to a population and development planning unit; (k) support to a family life education programme for youth, women and the rural community; (l) assistance to an IEC family life programme for urban workers; and (m) support to a centre for women's studies at Addis Ababa University. UNFPA assistance will support long-term advisory services and consultancies, fellowships, local training activities, expendable and non-expendable equipment and the supply of contraceptives.

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. Ethiopia is the eighth largest country in Africa and ranks third in population size. The 1984 population and housing census enumerated 42 million people, 7 million more than had been anticipated by the Government. Senior government officials interpret this unexpected total as a cause for concern and the 10-year development plan (1983-1993) is being reformulated to take this higher population

into account. Although Ethiopia does not have an explicit population policy, the Government has manifested a political commitment to address the population problem.

5. The devastating effects of a drought in 1984/85 and the subsequent famine have been unprecedented. Twelve of the country's 14 regions suffered food shortages, affecting over 10 million people. In 1984-1986 both the Ethiopian authorities and the international community concentrated on emergency famine relief measures although priority is now being given to an economic recovery programme. The second part of the 10-year development plan is being revised to streamline development programmes and mobilize all economic, social and human resources to attain planned targets. Economic recovery is, however, being hampered by the country's rapidly increasing population and its limited economic resource base. A relatively high fertility rate of 3.9 per cent per annum and the projected decline in the mortality rate will cause the population to double in about 22 years. The negative impact of this population increase is a cause for serious concern. A number of government policies and programmes have already affected the demographic situation. The 1975 Rural Lands Proclamation initiated a programme to increase rural incomes and is estimated to have produced a substantial decline, though unquantified, in rural/urban migration. In another sphere, the Revolutionary Ethiopian Women's Association is campaigning to enforce the widely disregarded legal minimum age of marriage (18 for men and 15 for women).

6. Family planning services were initiated in MCH programmes by the Ministry of Health in 1979. By the end of 1984, family planning services were available at 365 health units (hospitals, health centres and health stations). However, only 18 per cent of all government facilities were covered and none of the units provided outreach services. Owing to a lack of training facilities, only 10 paramedical/nursing staff are trained in family planning techniques each year, and no refresher courses are available. Contraceptives can be obtained in private sector pharmacies in the urban areas, but are expensive. The Family Guidance Association of Ethiopia also provides services and has reported that, in 1985, a total of 63,740 new family planning acceptors and 67,128 continuing acceptors were recorded. The pill is the predominant contraceptive method, with intra-uterine devices (IUDs) and condoms the second and third most popular methods. Reliable data on discontinuance rates are not available except for the pill, estimated at 47 per cent in 1980. The Family Guidance Association lacks trained staff and there is a shortage of contraceptive supplies. The International Planned Parenthood Federation (IPPF) has been the main source of financial and commodity support to the Family Guidance Association, although the Association also receives financial support from the Government and its board of trustees includes senior government officials. It is currently responsible for all family planning training in the country and, in addition to its clinical services, is also responsible for population IEC.

### III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

7. Prior to the first country programme, UNFPA provided assistance amounting to \$779,895 to support a sample survey in 1972 and a census mapping project in 1980. In 1981, the Governing Council approved the first comprehensive country programme in the amount of \$16 million. It was developed from the findings and

recommendations of the 1980 needs assessment mission. This approval was subject to the Executive Director's review and reassessment of the Fund's total programme for 1982-1985. Thus, after expenditures in 1981 of \$0.7 million, the balance of \$15.3 million was reduced to \$8.5 million. Eventually, expenditures from 1982-1985 amounted to \$5 million and allocations for 1986 totalled \$0.6 million (both figures include some multi-bilateral assistance). The balance under the first country programme is subsumed under the new country programme submitted in this document.

8. During the first programme, the following projects were supported.

#### Maternal and child health and family planning

9. Support to MCH/FP programme. The project contributed to strengthening the MCH/FP unit of the Ministry of Health through fellowships in public health and local training of paramedical staff. Two health centres were constructed and medical equipment was provided. UNFPA assistance also covered advisory services, contraceptives and support equipment. The project encountered financial constraints as the census activities absorbed available UNFPA's resources for the period. WHO, the United Nations Children's Fund (UNICEF) and the Government were the executing agencies.

#### Population information, education and communication

10. Communication support to health/MCH programme. This project, which is financed with multi-bilateral funds from Norway and Italy, supports health/MCH communication activities through the national literacy campaign. Advisory services, training and research, audio-visual equipment and material are provided.

#### Basic data collection and analysis

11. Population and housing census. Assistance was provided to the project in all facets of census enumeration which took place in May 1984. The project strengthened the capacity of the Government to collect and process population data. UNFPA supported advisory services, local training and expendable and non-expendable equipment items. The United Nations executed the project.

#### Population dynamics

12. Demographic training and research at the University. UNFPA assistance has enabled Addis Ababa University to establish a demographic training and research unit. Advisory services, fellowships and support equipment were provided. The United Nations was the executing agency.

#### Other external assistance

13. Apart from UNFPA's support, no significant assistance was given to the Government in the areas of basic data collection and population dynamics. Population-related inputs by other donors were concentrated mainly in the health sector, the principal contributors being Canada, Italy and Sweden. The European Economic Community, WHO, the World Bank, UNICEF and UNDP were the major

multilateral donors. International non-governmental organizations also have programmes in Ethiopia, most of them concerned with famine relief. However, some of these organizations withdrew after completing their emergency operations, and it is not yet known whether they will become involved in population and development activities.

#### IV. FINDINGS OF THE NEEDS ASSESSMENT UPDATE MISSION

14. The mission, which was undertaken in 1986, recommended that adequate support be provided to the health sector which had in the past encountered financial constraints. Assistance should be given to the supply of essential MCH/FP drugs including contraceptives, particularly since contraceptive prevalence is likely to rise rapidly. Many brands of contraceptive pills are in use in the country. There is a need to rationalize the choice of brands and to encourage the use of other methods. The mission pointed out the importance of traditional birth attendants and community health agents as agents for promoting MCH/FP services and urged that pilot activities on a community basis be initiated for the supply and resupply of oral contraceptives by community health assistants and traditional health attendants.

15. The Government and donor agencies have been concentrating their efforts on the provision of service delivery which includes family planning. There is a need to make people aware of the services which are available and, particularly, the health benefits to be derived from them. Additional IEC inputs are therefore needed to influence behavioural patterns and attitudes favouring fertility management. All available channels of communication should be used to reach every stratum of society. Peoples' associations, for instance, could be the appropriate bodies through which to direct population-related messages. Out-of-school teenagers and organized groups like the Revolutionary Ethiopian Women's Association and the peasants' associations have been identified as channels for reaching the grass-roots population through their involvement in UNFPA-supported population-related activities. Concurrently the political and administrative decision-makers in all echelons of the Government will be informed about population problems and their implications. IEC training and research should be given priority within institutions providing training for professional and paraprofessional personnel in the health and rural development sectors. The Government could also consider incorporating population and family life concepts in the school curricula.

16. As population data are needed on a continuous basis for development planning purposes, a fertility and family survey should be concluded in 1988. Additional information on levels of fertility and family life in regional and urban and rural areas will be required to support activities connected with the formulation of a national population policy. There is a need to train middle-level statistical staff and assist with the development of a civil registration system. It will be necessary to support the continuation of the analysis of population data.

17. Continued support should be given to the Demographic Training and Research Centre of Addis Ababa University. This Centre could become a regional training

resource as it strengthens its undergraduate courses and develops its graduate training and research programme.

#### V. PROPOSED PROGRAMME 1987-1991

18. A five-year programme is proposed for which UNFPA assistance totalling \$10 million is required. Of this amount 45 per cent would be earmarked for MCH/FP programmes, 28 per cent for IEC, 5 per cent for basic data collection and analysis, 9 per cent for population dynamics, 6 per cent for the formulation of population policies and 7 per cent for women, population and development. The total programme would be reduced in scope to \$6.3 million should funds not become available over the next five years. The purpose of the programme is to build self-reliance through institutional development by strengthening and expanding MCH/FP service delivery and management at the community level, strengthening population and family life education programmes within MCH/FP delivery services and within mass organizations and developing a national capability to collect and analyse demographic data and use this information in population and development planning.

#### Maternal and child health and family planning

19. Integrated MCH/FP services. This project aims to support integrated MCH/FP services in selected regions which are designated high priority areas by the Government because of unmet health needs as well as to strengthen the management of the national MCH/FP programme. Project activities would be initiated in the Gojam and Wellega regions and would be extended to two more regions if total funding requirements are met. Services would be provided through a community-based approach. UNFPA would provide assistance for training and retraining child health attendants, traditional birth attendants and community health agents, community workshops, supply of MCH/FP equipment, contraceptives and some essential MCH drugs. Support for technical advisory assistance would also be provided. UNFPA project activities would complement inputs of other donors, particularly UNICEF and the World Bank. Components would include collaboration in the supply of commodities and equipment for UNICEF's accelerated child health development programme, currently operating in 22 districts, and for MCH/FP and management information systems at the national and district levels. The Government and WHO would execute the project for which UNFPA proposes \$2.7 million in assistance from its regular resources. If additional resources become available to UNFPA, project activities would be replicated in two other regions at an estimated cost of \$2 million.

#### Population information, education and communication

20. UNFPA proposes assistance in the amount of \$2,640,000, to be divided among the following projects.

21. Population IEC support for MCH/FP programmes in two regions of Ethiopia (Gojam and Wellega). This project would initiate an integrated programme of population/family life activities to create a demand for family planning services in support of the service delivery system to be developed in the Gojam and Wellega

regions and, funds permitting, in two additional regions. UNFPA's inputs would include technical advisory assistance, seminars/workshops for government officials and mass organizations at regional and districts levels, support for the establishment of a working committee on training and dissemination of population IEC materials, fertility management, sample baseline surveys, testing and production of visual aids, regional training for volunteer population communicators and initiation of a population/family planning IEC programme as an integral part of training for health workers. UNESCO, in association with FAO, would execute the project. Support would be provided in the amount of \$800,000.

22. Institutionalization of population family life IEC activities in the non-formal sector. This project aims to institutionalize population family life education in 10 selected training institutions through a training-of-trainers programme and by providing trainees with relevant textbooks, audio-visual teaching/learning materials and methodologies. An itinerant team would operate as a resource group for the institutions concerned and impart knowledge in the area of curriculum development, materials production, programme training and evaluation. FAO, in association with UNESCO, would execute the project. UNFPA assistance is proposed in the amount of \$400,000.

23. Institutionalization of population family life education into the curricula and extra-curricular activities of primary and secondary schools. The project would be designed to infuse basic concepts of family life education into the curricula and out-of-school activities of the country's 9,000 primary and secondary schools. The active participation of school committees including representatives of peasants', youth and teachers' associations is envisaged. UNFPA would support the creation of a population cell within the Ministry of Education. Activities would include awareness-creation among nationals to be associated with the programme at national and regional levels; seminars and workshops; materials development and testing; the production of visual materials; on-site programme education at the district level; and evaluation. Funds would be provided in support of all activities including the provision of technical advisory services and support equipment. UNESCO would execute the project. UNFPA proposes to support the project in the amount of \$500,000.

24. Population and family life research and training in the Ministries of Health and Education. This project aims to enhance the institutional capacity of the concerned ministries in the conceptualization, management and evaluation of population IEC programmes. Support would be given to local training, fellowships and study tours and the provision of support equipment. It may also be necessary to support technical advisory consultancies. UNESCO would execute the project. Assistance would be provided in the amount of \$340,000, if additional resources become available.

25. Population communication training for programme staff in the Ministry of Information and National Guidance. The project is to provide short-term fellowships and local training for selected staff of the Ministry of Information and National Guidance in communication techniques and programme management. UNESCO would execute the project. UNFPA would support the project in the amount of \$200,000, if additional resources are received.



26. Population and family life education for urban workers. This project would address population messages to the members of the Ethiopian trade union and urban dwellers' associations. Through the Ministry of Labour and Social Welfare, workshops and seminars as well as the production and dissemination of educational materials would be supported. ILO would execute the project. If additional resources become available to UNFPA, assistance could be provided in the amount of \$400,000.

#### Basic data collection and analysis

27. National family and fertility survey. UNFPA proposes assistance to the Central Statistical Office for a national family and fertility survey to provide information on the factors which influence fertility and mortality. The project would also strengthen the capability of the Office to design and execute surveys, analyse survey data and disseminate findings. The project would begin in mid-1987 and is scheduled for completion in 1989. Funds totalling \$500,000 are proposed to assist with preparatory activities, local training and to support expendable and non-expendable items. The United Nations would execute the project.

#### Population dynamics and population policy formulation

28. Should resources become available, UNFPA assistance amounting to \$1,460,000 is envisaged for the three projects described below.

29. Strengthening of the Demographic Training and Research Centre at Addis Ababa University. UNFPA proposes to strengthen further the activities of this project. The first phase ended in 1985 with the establishment of the Centre and the institutionalization of demography courses. The second phase began in 1986 and is scheduled to continue until 1989. UNFPA assistance would enable the Centre to introduce a Master's degree programme in demography and undertake demographic training and research on its own when UNFPA's assistance terminates. Advisory services, fellowships and expendable items would be supported. This project is being executed by the United Nations. UNFPA assistance would amount to \$480,000, subject to available resources.

30. Establishment of a population analysis and studies centre at the Central Statistical Office. The project will provide national capability to undertake secondary demographic studies and analysis. The Office would provide most of the raw data for analytical studies from sources such as the 1984 census and the planned demographic/family and fertility survey. Activities of the Centre would include the preparation of estimates of population size, growth and composition; an assessment of demographic trends; and studies of the interrelationships between demographic and socio-economic levels and trends and their policy implications. The results of these studies will be disseminated widely and used by the proposed population and development planning unit. Two long-term fellowships have already been awarded in preparation for the project. Support would be given to technical consultancies, local training and seminars. The United Nations would execute the project. Assistance will be provided up to the amount of \$420,000.

### Population policy formulation

31. Establishment of a population and development planning unit. This project aims to establish a population and development planning unit in the Office of the National Committee for Central Planning. The objective of the Unit would be to strengthen the Government's technical and managerial capacity for population planning. The activities of the project are expected to result in the development and promulgation of a national population policy and integration of population factors into socio-economic development planning. UNFPA would provide support for staff training, technical assistance, policy research studies and information dissemination. This project, scheduled to begin in mid-1987, would be executed by ILO. UNFPA proposes up to \$560,000 in assistance if resources become available.

### Women, population and development

32. There are opportunities for implementing activities in this programme area through national non-governmental organizations. UNFPA proposes support in the amount of \$700,000 for two projects. In addition, measures will also be taken to ensure that activities planned in the context of other UNFPA supported projects benefit women and provide opportunities for women's participation.

33. Integration of women into population and development programmes. This project aims to train and equip regional and district cadres from four mass organizations (Revolutionary Ethiopian Women's Association, Revolutionary Ethiopian Youth Association and peasants' and urban dwellers' associations) and to initiate population/family life IEC programmes and projects for their membership, with special emphasis on women's concerns. UNFPA assistance would include sample surveys of population family life training needs; establishment of a population family life IEC cell within the Ethiopian Management Institute for training activities; development of appropriate educational materials; training of trainers with the technical assistance of an international consultant; and workshops. FAO would execute the project for which UNFPA proposes \$500,000 in assistance.

34. Support to the Centre for Women's Studies, Addis Ababa University. The project would provide \$200,000 for research and educational/developmental activities designed to improve the status of women. The Government would execute the project.

### Monitoring and evaluation

35. The programme will be monitored and evaluated in accordance with the revised 1986 UNFPA guidelines on monitoring and evaluation, including periodic country reviews. These will focus on the projects' contribution to the programme objective of increasing the Government's institutional capability to formulate and carry out population programmes. Particular emphasis will be placed on assessing improvements in the management of MCH/FP services, population education activities and development of the national capability to collect and analyse demographic data and use this information in population and development planning. All projects will contain built-in evaluation mechanisms and self-evaluation schedules. An in-depth evaluation of the programme or specific projects therein would be conducted at the programme's mid-point.

Financial summary

36. As indicated in paragraph 1, a programme of \$10 million is proposed, of which \$6.3 million will be committed from UNFPA's regular resources. This commitment of \$6.3 million would cover all projects but some at a lower level, as indicated in the table below. If UNFPA's funding situation permits, the balance of up to \$3.7 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	2 700 000	2 000 000	4 700 000
Population information, education and communication	1 700 000	940 000	2 640 000
Basic data collection and analysis	500 000	-	500 000
Population dynamics/ population policy formulation	900 000	560 000	1 460 000
Women, population and development	<u>500 000</u>	<u>200 000</u>	<u>700 000</u>
Total	<u><u>6 300 000</u></u>	<u><u>3 700 000</u></u>	<u><u>10 000 000</u></u>

VI. RECOMMENDATION

37. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Ethiopia in the amount of \$10 million for five years;

(b) Authorize the Executive Director to commit an amount of \$6.3 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to \$3.7 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 the appropriate arrangements with the Government of Ethiopia and with the executing agencies.

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