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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 Madagascar

Support for a comprehensive population programme

Proposed UNFPA assistance:	\$4 million is proposed, of which \$3 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
Executing agencies:	Government of Madagascar 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:	General Directorate of Planning

MADAGASCAR

Demographic facts

Population by sex		Population density (/sq. km.) ..	17
Total (in 1000)	10,012	Average annual change	
Male (in 1000)	4,967	Population increase (in 1000).	313
Female (in 1000)	5,045	Births (in 1000)	476
Sex ratio (/100 females)	98.4	Deaths (in 1000)	164
Population in year 2000 (in 1000)	15,550	Net migration (in 1000)	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	4,422	Population change total (%) ..	2.90
Age 15-64 (in 1000)	5,247	Urban (%)	5.7
Age 65 + (in 1000)	343	Rural (%)	2.0
Age 0-14 (percentage)	44.2	Crude birth rate (/1000)	44.1
Age 15-64 (percentage)	52.4	Crude death rate (/1000)	15.2
Age 65 + (percentage)	3.4	Natural increase (/1000)	29.0
Age indicators		Net migration (/1000)	0.0
Median age	17.9	Fertility and mortality	
Dependency: age 0-14	84.3	Total fertility rate	6.09
Dependency: age 65 +	6.5	Completed family size	n/a
Dependency: total	98.8	Gross reproduction rate	3.00
Youth: 15-24 (in 1000)	1,830	Net reproduction rate	2.23
Women: 15-49 (in 1000)	2,264	General fertility rate (/1000)	196
Urban-rural population		Child-woman ratio	n/a
Urban population (in 1000)	2,179	Infant mortality rate (/1000).	59
Rural population (in 1000)	7,833	Life expectancy: male	50.8
Per cent urban (%)	21.8	Life expectancy: female	52.3
Per cent rural (%)	78.2	Life expectancy: total	51.5
Agricultural population density		GNP per capita	
(/hectare of arable land)	2.85	(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. 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 Madagascar, a priority country for UNFPA assistance, to achieve its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to commit \$3 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$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.

2. At its twenty-seventh session in June 1980, the Governing Council approved the first population programme of assistance to Madagascar in the amount of \$8.5 million for the period 1980 to 1985. Expenditures up to the end of 1981 totalled only \$0.4 million. In view of this slow implementation and owing to UNFPA's financial constraints at the time, the balance of \$8.1 million was reduced to \$3.7 million in accordance with the review and reassessment of the UNFPA programme 1982-1985. Eventually, expenditures for 1982-1985 amounted to only \$1.1 million and allocations for 1986 to \$0.4 million. The balance of \$2.2 million against the amount as reduced under the review and reassessment is subsumed under the country programme which is submitted in this document.

3. The second country programme is based on the findings and recommendations of a population needs assessment update in 1986. The proposed programme would include projects in the areas of maternal and child health and family planning (MCH/FP); population information, education and communication (IEC); population policy formulation and evaluation; population dynamics; basic data collection and analysis; and women, population and development.

4. 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

5. In view of the considerable size of the country's unexploited resources and its potential for economic expansion, the official approach to population issues has been to maintain a high rate of population growth. In recent years, however, the current growth rate of 2.7 per cent per annum and a total fertility rate of over 6 have been perceived as too high in view of its unfavourable impact on employment and income distribution.

6. Madagascar was one of the first African countries to create a ministry for population activities. Doing so in 1974 on the eve of the World Population Conference in Bucharest, the Ministry of Population and Social Welfare has been emphasizing parents' and citizens' responsibilities in population programmes. UNFPA has supported the development of population awareness among officials from the Ministries of Population, Health and Planning and from the National Assembly, by organizing study tours to population programmes in other countries and by supporting the production and dissemination of an information brochure about the Malagasy population. Population issues have been featured in many articles in the national media.

7. A crucial development in the country's population programme occurred when in 1986, the Ministry of Health initiated, on an experimental basis and under UNFPA support, a child-spacing programme for women in high-risk groups. The child-spacing services are offered as part of the MCH programme and aim at reducing maternal morbidity and mortality. As the country is faced with a life expectancy at birth of 49.6, a principal objective is to reduce the infant mortality rate, which was estimated by the World Bank to be 110 per 1,000 in 1984. A population and development planning unit will be established, in close collaboration with the General Directorate of Planning. The Ministry of Population and Social Welfare will continue to work with the media and with religious leaders to create a favourable climate for population programmes, and the Ministry of Education has prepared a curricula for the introduction of population education in schools.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

8. UNFPA assistance under the first country programme supported the following projects.

Maternal and child health and family planning

9. Strengthening maternal and child health services based on the risk approach. This project was initiated in 1986 to provide theoretical and practical training to medical and paramedical personnel from 50 service delivery points in order to strengthen child-spacing services for a target population of 125,000 women. Technical assistance is being provided by the Centers for Disease Control, Atlanta, Georgia, United States. UNFPA has allocated an amount of \$590,000 for this two-year project to cover the cost of consultancy missions, training, equipment, vehicles and the printing of reports. By the end of 1986, an amount of \$163,600 was spent. The balance is subsumed under the second country programme.

10. Assistance to the Malagasy Family Planning Association. The Association, a non-governmental organization is an affiliate of the International Planned Parenthood Federation (IPPF). It set up the first family planning centre in 1967. UNFPA has given financial support in the amount of \$194,000 to strengthen the operational capacities of the Association, particularly at the district level, and to intensify its information and motivation programme. This support covered training, equipment, supply of contraceptives, printing and publication of audio-visual materials.

Population, information, education and communication

11. Population education in schools. The project started in 1984 with technical assistance of UNESCO. The objective is to analyse problems relating to population phenomena and introduce population education into the formal school systems. Since 1985, and following a modification of the project's scope and processes, the implementation has proceeded smoothly. The project has enabled the training of a core group of teachers and the establishment of an information and resource centre. Socio-cultural research studies have been conducted. New curricula with components of population-related issues have been designed. UNFPA assistance in the amount of \$506,000 has covered technical advisory services, training, seminars, printing of audio-visual and teaching materials, vehicles and equipment.

12. Strengthening health and demographic statistics system. UNFPA assistance in the amount of \$817,000 has enabled the Government to train nationals and to extend a revised data collection system throughout the country. The Ministry of Health was responsible for implementing the project with the technical assistance of the Ecole Nationale de Santé Publique at Rennes, France. UNFPA assistance provided for consultancy missions, training and equipment. The Government of Norway assisted the project by providing 100 tons of paper for the data forms.

Population policy formulation

13. Support to population and development planning unit. In close collaboration with the General Directorate of Planning, a project proposed to promote the integration of population variables into social and economic development plans was prepared in 1984. However, it was not possible to initiate activities as planned. The project has now been reformulated and is included in the new country programme. It will be implemented by ILO.

Special programmes

14. Support of study on Malagasy youth. As part of the activities of the International Youth Year, UNFPA provided an amount of \$26,000 for a socio-demographic study of youth. The study was prepared by a multi-disciplinary research team under the guidance of the Ministry of Population and Social Welfare. UNFPA assistance also covered the release and dissemination of the study.

Other external assistance

15. The United States Agency for International Development (USAID) in May 1985 fielded a mission which prepared a study on family health and population activities. Its recommendations have been approved by the Government and include the strengthening of the Ministry of Health's family health services which will integrate the MCH/risk approach project; the development of Rapid II (Resources for the Awareness of Population Impacts on Development) activities in support of the UNFPA-funded population and development unit; the financing of a forthcoming census to supplement the assistance of UNFPA; assistance to non-governmental organizations for the promotion of family health; and support of a population IEC programme in connection with child-spacing activities. USAID is preparing proposals to

implement the recommendations. The World Bank established a country office in 1983 and in 1986 made an assessment of the health and population sector. The Malagasy Family Planning Association continues to receive financial support from IPPF.

IV. PROPOSED PROGRAMME FOR 1987-1990

16. The proposed country programme takes into account the experience gained in implementing the first programme and the findings and recommendations of the population needs assessment update carried out in November 1986. The mission highlighted the need to (a) expand and generalize MCH and child-spacing activities in the governmental and non-governmental health services, in order to reduce maternal and infant mortality. The University of Antananarivo should also integrate topics on child-spacing into the curricula of the medical and science sections; (b) conduct research studies on the attitude, practice and knowledge of contraception (modern and traditional) so as to determine its prevalence and the progress of the programme; (c) create awareness about population issues by developing a comprehensive IEC programme in the formal and non-formal educational system and through the mass media; (d) strengthen the institutional capacity and the human resources of the sectoral statistical departments in order to improve and update population data collection, health and vital statistics. There should also be better co-ordination of population statistics among these institutions by giving the leading role to the National Data Bank; (e) develop training activities for women in management so as to enhance their participation in the development process. A special IEC programme for women should be initiated with a view to improving the families' nutritional standards and living conditions.

17. The proposed second country programme aims to promote awareness in population and development; provide child-spacing activities within the framework of MCH services, develop population policy options as well as strengthen the role of women in population and development activities.

Maternal and child health/family planning

18. UNFPA proposes to strengthen the MCH/FP programme in the amount of \$1.8 million to cover the following projects.

19. Support to maternal and child health services. Support would be given to the Ministry of Health to expand MCH/FP services to urban and rural health facilities. The Government intends to integrate child-spacing into 63 per cent of the country's health services. The support would include the strengthening of the MCH/FP training programme. The paramedical schools and medical college and science departments of the national university would be encouraged to integrate family planning components in their curricula. UNFPA assistance in the amount of \$1.4 million would cover technical advisory services, fellowships and local training, the provision of equipment and contraceptive supplies and audio-visual IEC materials. In addition, support of \$150,000 would be given to the Health and Demographic Statistics Unit for the collection and analysis of health information data.

20. Support to the MCH/FP activities of the Malagasy Family Planning Association and the Malagasy Electricity Company. UNFPA has been requested by the Malagasy Family Planning Association and the Malagasy Electricity Company to assist their health and population activities. The Family Planning Association component is to strengthen information and motivational activities. The Electricity Company component is also to strengthen IEC activities in support of the family planning services introduced in the Company's health facilities. UNFPA assistance in the amount of \$250,000 will support audio-visual equipment and supplies and IEC training as well as the provision of contraceptives. The Government will execute the project with technical backstopping of WHO.

Population information, education and communication

21. UNFPA proposes assistance in the amount of \$640,000 to support the following two projects.

22. Population education in schools. The project will introduce population and environmental components into the curricula of the last two years of primary and the first year of secondary schooling. UNFPA financial support of \$440,000 will cover the cost of technical advisory services, local training and fellowships, study tours and the provision of expendable and non-expendable equipment and the printing of teaching materials. UNESCO will be the executing agency.

23. Communication support to the population programme. The project will involve the mass media and parliamentary groups in informing and educating the country about population issues and their implications. It is planned to commission feature articles, produce plays on population themes and hold seminars. The project will be implemented through the Ministry of Information. UNFPA assistance in the amount of \$200,000 will cover the cost of technical consultancies, seminar/workshops, study tours, the provision of expendable and non-expendable equipment and the publication of audio-visual materials. UNESCO and the Government would be the executing agencies.

Basic data collection and analysis

24. Preparatory assistance for population and housing census. UNFPA proposes assistance in the amount of \$550,000 to strengthen the Government's data bank in preparation for the 1990 population enumeration. Support would be given for technical advisory consultancies in census organization, questionnaire design and publicity activities. UNFPA would also assist local training activities and would provide data processing and other support for non-expendable equipment. Bilateral support is foreseen for local personnel salary support and fellowships. The United Nations would be the executing agency.

Population dynamics

25. UNFPA proposes assistance in the amount of \$460,000 for the following two projects:

26. Support to study on traditional contraception. The Ministry of Education would implement this project which would examine traditional contraceptive methods. The study would be undertaken by a multi-disciplinary research team of the Ministry's National Research Centre. UNFPA proposes assistance of \$140,000 to cover the cost of the study which includes in-country travel, equipment and the publication of the report.

27. Assistance to the contraceptive prevalence survey. The Ministry of Health would undertake the survey which would have policy implications for the strengthening of the family planning component of the MCH/FP programme. Technical advice is envisaged from the Centers for Disease Control. UNFPA would contribute to the cost of the survey as well as the post-survey activities connected with the development of policies and programmes in the area of population and health. UNFPA assistance is estimated at \$320,000.

Population policy formulation

28. Support for the creation of a population and development planning unit. UNFPA proposes assistance to set up a population and development planning unit within the Ministry of Planning. Advisory assistance was provided in the preparatory phase. As full-scale activities begin, UNFPA financial support in the amount of \$350,000 would cover technical consultancies, local training, fellowships and study tours, policy-oriented studies and the provision of expendable and non-expendable equipment items. The Government and ILO will continue to execute the project.

Women, population and development

29. Support to women's training centres. UNFPA proposes assistance in the amount of \$200,000 to strengthen the women in population and development activities of the Ministry of Population and Social Welfare. The project will seek to include population and family life education components into the training programmes of co-operatives and social centres. Education and information brochures and manuals with population and women components will be produced for training and general reading. UNFPA will support technical consultancies, local training, seminars/workshops, fellowships, study tours, audio-visual equipment and expendable items. The Government will be the executing agency with the technical backstopping by FAO. In addition, efforts will be made to ensure that, in accordance with UNFPA strategies, all projects to be supported by the Fund are designed and implemented with due attention given to the interests of women as well as their participation in project activities.

Monitoring and evaluation

30. The proposed programme and its components projects will be monitored in accordance with the UNFPA guidelines on monitoring and evaluation. Special attention will be given to monitoring the assistance to the MCH/FP activities and the population and development planning projects. There will be periodic reviews at which UNFPA, the Government and the executing agencies will assess the implementation of the projects in relation to their long-term and immediate objectives. The periodic country reviews will assess how individual projects are

contributing towards the achievement of the overall programme objectives as stated in the document.

Financial summary

31. As indicated in paragraph 1, a programme of \$4 million is proposed, of which \$3 million will be committed from UNFPA's regular resources. This commitment of \$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 \$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.

	<u>UNFPA regular sources</u> \$	<u>Other sources including multi- bilateral resources</u> \$	<u>Total</u> \$
Maternal and child health and family planning	1 370 000	430 000	1 800 000
Information, education and communication	440 000	200 000	640 000
Data collection and analysis	280 000	270 000	550 000
Population dynamics	360 000	100 000	460 000
Population policy	350 000	-	350 000
Women, population and development	<u>200 000</u>	<u>-</u>	<u>200 000</u>
Total	<u><u>3 000 000</u></u>	<u><u>1 000 000</u></u>	<u><u>4 000 000</u></u>

V. RECOMMENDATION

32. The Executive Director recommends that the Governing Council:

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

(b) Authorize the Executive Director to commit an amount of \$3 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to \$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 Madagascar and with the executing agencies.
