



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

Distr.
GENERAL

DP/FPA/CP/29
6 March 1987

ORIGINAL: ENGLISH

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

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Rwanda

Support for a comprehensive population programme

Proposed UNFPA assistance:

\$5 million, of which \$3 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 resources, 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 Rwanda
United Nations
Food and Agriculture Organization
of the United Nations (FAO)

Government co-ordinating agency:

National Population Office

RWANDA

Demographic facts

Population by sex		Population density (/sq. km.)	230
Total (in 1000)	6,070	Average annual change	
Male (in 1000)	2,992	Population increase (in 1000)	222
Female (in 1000)	3,077	Births (in 1000)	336
Sex ratio (/100 females)	97.2	Deaths (in 1000)	114
Population in year 2000 (in 1000)	10,123	Net migration (in 1000)	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	2,922	Population change total (%) ..	3.36
Age 15-64 (in 1000)	3,000	Urban (%)	7.6
Age 65 + (in 1000)	148	Rural (%)	3.0
Age 0-14 (percentage)	48.1	Crude birth rate (/1000)	50.7
Age 15-64 (percentage)	49.4	Crude death rate (/1000)	17.2
Age 65 + (percentage)	2.4	Natural increase (/1000)	33.5
Age indicators		Net migration (/1000)	0.0
Median age	15.9	Fertility and mortality	
Dependency: age 0-14	97.4	Total fertility rate	7.31
Dependency: age 65 +	4.9	Completed family size	n/a
Dependency: total	102.3	Gross reproduction rate	3.60
Youth: 15-24 (in 1000)	1,161	Net reproduction rate	2.57
Women: 15-49 (in 1000)	1,234	General fertility rate (/1000)	233
Urban-rural population		Child-woman ratio	n/a
Urban population (in 1000) ...	368	Infant mortality rate (/1000)	122
Rural population (in 1000) ...	5,692	Life expectancy: male	46.9
Per cent urban (%)	6.2	Life expectancy: female	50.2
Per cent rural (%)	93.8	Life expectancy: total	48.5
Agricultural population density		GNP per capita	
(/hectare of arable land)	5.86	(U.S. dollars, 1984)	280

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 second comprehensive population programme in the amount of \$5 million over a five-year period, starting January 1987, to assist the Government of Rwanda, 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 \$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 resources, including multi-bilateral sources.

2. The proposed programme would include major projects in the field of maternal and child health and family planning (MCH/FP), population information, education and communication (IEC), basic data collection and analysis and formulation and evaluation of population policies and programmes. The first country programme was approved by the Governing Council at its twentieth session in June 1980 in the amount of \$5.5 million over a four-year period. This second country programme is based on the findings and recommendations of a programme development mission conducted in May 1986.

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 demographic situation of Rwanda is characterized by its population density, high fertility and mortality rates and negligible external migration. A precarious balance between the availability of food and population growth, land shortage, unemployment and childhood malnutrition are considered by the Government to be the most serious problems facing the country. In an attempt to deal with these, priorities have been identified which include reducing fertility, increasing food production and restructuring rural life. The Government's MCH policy is to reduce maternal and infant mortality and increase the life expectancy at birth through primary health care which includes public health, nutrition and vaccination programmes. Fertility is to be reduced by means of information and education campaigns and access to family planning facilities at every health centre and hospital. The geographical distribution of the population is uneven, and a population resettlement scheme known as "paysannat", first launched in the 1950s, is being encouraged. The National Population Office was created in January 1981 to formulate and implement all population programmes and projects, primarily by

undertaking demographic research, formulating a comprehensive population policy, integrating population variables into sectoral planning and implementing family planning programmes.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

5. UNFPA assistance started in 1975 with support for the first national population and housing census held in 1978. Following a population needs assessment mission which visited Rwanda in 1978, a comprehensive population programme was formulated and approved by the Governing Council at its twenty-seventh session in June 1980.

6. The objectives of the first country programme were to (a) promote population activities, (b) stimulate the awareness of government officials about the interrelationship between population and development and (c) establish the basis for a family planning programme. Projects included post-census and fertility surveys, population projections, national and regional seminars on population and development and family planning activities within the national public health system. The demographic situation is now known and a population policy has been formulated accordingly. Its components include quantitative targets for fertility and mortality rates, integration of population variables in the fourth socio-economic development plan, 1987-1991, and the introduction of family planning services into 40 per cent of health centres.

7. The first country programme was approved by the Governing Council in June 1980 in the amount of \$5.5 million. Expenditures up to the end of 1981 totalled \$0.8 million. In view of UNFPA's financial constraints at the time and in accordance with the review and reassessment of the UNFPA programme in 1982, the balance of \$4.7 million was reduced to \$2.9 million. Eventually, expenditures for 1982-1985 amounted to \$1.9 million and allocations for 1986 to \$0.6 million. The remaining balance of \$0.4 million is subsumed under the proposed programme. The major projects undertaken during the first country programme are described below.

Maternal and child health and family planning

8. Integrated maternal and child health and family planning programme. This project was designed at the end of 1979, following the needs assessment mission conducted that same year which had indicated that the single most important need in Rwanda was to develop MCH/FP services, particularly at the district level. The project's objectives were to (a) assemble and disseminate information on population, MCH/FP, nutrition, hygiene and preventive medicine, (b) improve the coverage and quality of family health and (c) integrate family planning services with public health activities.

9. The project started in 1982, two years after its formulation, and was executed by the Department of Pediatrics of the Free University of Brussels. Lack of experience on both the executing agency's and UNFPA's parts hindered the development of a service-oriented, collaborative project. The University's relative unfamiliarity with the responsibilities of project execution and the appointment of a pediatrician as Project Director combined to ensure that MCH/FP

services were not given priority. At the end of 1984, UNFPA carried out an in-depth project evaluation and reoriented the project towards the delivery of family planning services and short-term, specialized training in family planning techniques. Most implementation responsibilities were assigned to the Government, with the University retaining responsibility solely for technical advisory services, research and training with substantial inputs from its School of Public Health.

10. By the end of 1986, the project was operational in 4 districts and 90 health centres provided family planning services and dispensed contraceptives. Moreover, branches of the National Population Office were established in 10 districts in order to start organizing service delivery in areas where it was not yet available. Five medical doctors have been trained in public health, three medical and paramedical staff in family planning techniques and 370 local paramedical staff in family planning. In-country seminars in public health and responsible parenthood were organized. At the institutional level there appear to have been problems between the National Population Office and the Ministry of Public Health because of ambiguous demarcations of responsibilities for project conception and execution which has slowed the development of project activities. However, in spite of these initial difficulties, MCH/FP services have been introduced in the four districts, one district more than originally envisaged. The uneven quality of service delivery and the need for improvement would be addressed as part of the proposed programme. UNFPA's assistance to this project has amounted to \$1,333,206 through 1986.

Basic data collection and analysis

11. Population census and post-census analysis. In 1974, conscious of the fragmentary and obsolete nature of its demographic data and anxious to have updated information in this field for use in socio-economic planning, the Government requested UNFPA assistance to conduct a national population census. The purpose of this project was basically to provide the authorities with information about the size and structure of the population and establish a permanent body responsible for further demographic surveys. This was achieved by creating the National Census Office, undertaking cartographic work for census purposes, organizing the 1978 enumeration and supporting the subsequent processing, analysis and publication of the demographic data collected. The analysis work was concluded in September 1983, although the final and complete results were not available until early 1986 owing to staff turnover and publication problems. UNFPA provided \$871,305 for the recruitment of a census adviser, a data-processing adviser, a demographer and local staff, the supply of data-processing and other equipment and reporting and printing costs. The project was executed by the United Nations and contributed to training nationals in data processing and analysis.

12. Post-census demographic survey. The 1979 needs assessment mission specifically recommended that a demographic survey be conducted to complement information derived from the UNFPA-funded census. This project, which was initiated in 1980, was interrupted at the end of 1981 upon completion of the coding activities as there were doubts about the value of the data collected. In 1984, the project was reviewed and it was decided that some of the information, particularly related to migration trends, could be used to complement other

surveys. UNFPA contributed \$401,234 to the project which was executed by the United Nations.

Population dynamics

13. Creation of the National Population Office. UNFPA has provided assistance to the National Population Office since its creation and funds were made available for the first two years of the Office's activities, including a study of the growth rate figures from the 1978 census which had been received with scepticism. A subsequent fertility survey confirmed the census results, namely that Rwanda's growth rate of over 3.5 per cent per annum and total fertility rates (8.6) were among the highest in the world. Over all, the Office's activities have helped to familiarize policy-makers with the country's demographic problems. Following the fertility survey, the Office, with UNFPA assistance, concentrated on initiating awareness-creating activities within the Planning Commission and government ministries to integrate demographic variables in their sectoral planning. The Office also developed a macro-economic simulation model and aided the design of a quantified and detailed population policy. As the focal point for population matters, the Office receives assistance from other donors, for example, the United States Agency for International Development (USAID) and the World Bank, to conduct research and training. As of December 1986, UNFPA had allocated \$591,053 to the project which was implemented by the United Nations.

Other external assistance

14. USAID is funding a \$6.25 million MCH/FP project which includes provision for technical expertise, local and overseas training, medical equipment, contraceptives, construction and a population IEC programme. A second programme is being prepared in consultation with UNFPA. Belgium assists with MCH activities in 16 health centres in the Kigali prefecture, the Federal Republic of Germany supports an integrated health project in two districts and France provides assistance for health projects in two others. Since 1982, the World Bank has provided assistance to the National Population Office in the district of Kibungo and support was given for construction, equipment and a needs assessment survey. Recently an amount of \$13.5 million has been approved to strengthen the institutional capability of the Ministry of Public Health and Social Affairs and provide improved facilities for training, construction of health centres, research and family planning service delivery. The United Nations Children's Fund (UNICEF) is funding a documentary on child health and has posted its first representative to Rwanda. The World Health Organization (WHO) has strengthened its office with the appointment of a doctor for MCH. UNICEF and WHO also helped to improve and strengthen MCH activities in existing health centres. The International Planned Parenthood Federation (IPPF) and the Pathfinder Fund are active in training medical and paramedical staff and providing medical equipment, contraceptives and documentation.

IV. PROPOSED PROGRAMME 1987-1991

15. In May 1986, a programme development mission was undertaken in preparation for the second country programme which took into account the findings and

recommendations of the 1979 needs assessment mission. In view of the experience gained in implementing the first country programme, the mission observed (a) the need for child-spacing; (b) the demand for family planning services; (c) the need for population information and communication activities; (d) the necessity to improve and update population data collection activities; and (e) the need to strengthen and improve the capacity of the National Population Office in order to increase its executive and co-ordinating roles.

16. The five-year programme which UNFPA now proposes to support is based on the findings and recommendations of the programme development mission. Its objective is to assist the Government to implement its population policies with the aim to reduce the total fertility rate to 8.0 by 1991 and, subsequently, the population growth rate to 3.5 by 1991. To attain these objectives, it is estimated that 15 per cent of women of reproductive age (approximately 140,000) would have to be acceptors of family planning services during that period. To induce changes in fertility patterns emphasis will be placed on IEC activities, particularly in the rural areas where it is planned to create awareness of population issues within the agricultural and rural development-oriented projects through the use of mass media and supplementary motivational activities. Demographic research and basic data collection will be designed to monitor the implementation and progress of the family planning programme. A second population census, followed by a post-census survey covering aspects in migration, mortality, fertility trends, maternal mortality and contraceptive prevalence is also planned.

17. The new five-year programme would include six projects in the areas of MCH/FP, population IEC, data collection and analysis and population policy formulation. As reflected in the details of the projects, efforts will be made to ensure that women's specific needs and concerns are taken into account in the context of the implementation of all these projects.

Maternal and child health and family planning

18. UNFPA proposes assistance in the amount of \$2.7 million for two projects which will be implemented by the Government.

19. Extension of the integrated maternal and child health and family planning programme. The objective of the project is to improve the quality and effectiveness of family planning services and extend them to all government health centres and mission dispensaries. Mobile medical units would be provided to reach the rural population. The project will also assist the National Population Office to strengthen co-ordination between its headquarters, district offices and the Ministry of Health; standardize procedures for service delivery; promote contraceptive methods suitable for high-parity women; provide women with information concerning family planning and the use of modern contraception; continue to provide in-service and refresher training in family planning techniques to medical and paramedical personnel; and improve supervision at health centres. UNFPA assistance would cover the cost of technical advisory services, training activities, renovation of health centres, construction of a warehouse for storage of equipment and supplies, vehicles and the supply of equipment and contraceptives.

20. Promotion and delivery of family planning services at the community level. This project is intended to assist high-parity women living in remote rural areas who rarely visit health centres. Regular home visits by female rural extension workers would be made to encourage these women to take advantage of the pre- and postnatal services customarily available at health centres and to accept family planning services. Women at risk will be identified at an early stage, and the project should help to reduce maternal and infant mortality rates. Community workers, including women, would be selected from rural areas to be trained in communication skills, family planning techniques and basic health care. These workers would come under the direct responsibility of health centres in their respective provinces. UNFPA assistance would cover the costs of technical advisory services, training, seminars, supply of medical kits, equipment, contraceptives and vehicles.

Population information, education and communication

21. Population and family life education. This project, intended for the rural population, aims to create awareness of the implications of rapid population growth on the socio-economic development of the country, with particular emphasis on problems related to land exploitation, the environment and resources. Project activities would help to motivate rural people to increase food production, plan their family size and improve their nutritional standards. Population and family life education would be integrated into the activities of the co-operatives. Provision would be made to help women to improve their living conditions by providing them with educational skill development, health, nutrition and child care programmes, thereby reducing infant and maternal mortality through the promotion of child-spacing means. The project would focus on the district level where it would come under the responsibility of the local administration. Community and social workers would be used as communication agents to arrange talks and discussions for small groups of families and make use of audio-visual equipment and software adapted to their environment. UNFPA proposes assistance in the amount of \$1,050,000 to this project to cover the costs of a technical adviser, training and seminars, production of audio-visual materials, equipment and vehicles. The project would be executed by FAO.

Basic data collection and analysis

22. Population and housing census. The Government plans to conduct its second population census in 1988. This census will be comprehensive and questionnaires will include topics on housing, internal migration, fertility, maternal mortality and morbidity. In addition, necessary measures will be introduced to ensure the collection of reliable data on the level of women's participation in the economic sector. UNFPA proposes assistance of \$400,000 to cover the cost of consultancy missions, training in computer techniques and demography, vehicles and printing of the census report. The project will be executed by the United Nations. The Government is committed to seek funding from other sources, multilateral or bilateral, for the remaining cost of the census, estimated at \$3 million.

23. Post-census survey on population dynamics. In 1989, the Government plans to conduct a survey on mortality, migration and fertility trends to complement and update the 1988 census. UNFPA proposes assistance of \$100,000 to cover the costs

of a consultancy mission, expendable equipment, office equipment and printing of the findings. The project would be implemented by the Government with technical backstopping by regional advisers from the United Nations Economic Commission for Africa (ECA).

Population policy formulation

24. Assistance to the National Population Office. This project aims to extend UNFPA's support to consolidate the Office's technical capacity in the field of population research; formulation, monitoring and evaluation of population policies; and the integration of population factors into national and sectoral development plans. The activities planned during this new period of assistance would include (a) a survey on the impact of high fertility on the rural economy; (b) collaboration in the 1988 population census; (c) population projections; (d) evaluation of the population policies included in the fourth national development plan; and (e) the formulation of population policies and programmes for the fifth national development plan. In addition, the Office would organize training courses for demographers working in the sectoral ministries as well as for officials involved in population-related programmes. UNFPA proposes assistance of \$750,000 to this project to cover the costs of a consultancy mission, local training, overseas fellowships and non-expendable equipment.

Monitoring and evaluation

25. Provisions for monitoring and evaluation will be included in all component projects of this country programme. In addition, periodic country reviews with the participation of the Government and UNFPA will be conducted. In addition, the last such review may be preceded by an independent in-depth evaluation of the country programme. The National Population Office, which has an essential role in co-ordinating population activities in the country, will play a leading part in planning, conducting and participating in the monitoring and evaluation activities.

Financial summary

26. As indicated in paragraph 1, a programme of \$5 million is proposed, of which \$3 million will be committed from UNFPA's regular resources. This commitment of \$3 million would cover all the 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 accommodate these two levels of funding:

	<u>UNFPA regular resources</u> \$	<u>Other resources including multi- bilateral sources</u> \$	<u>Total</u> \$
Maternal and child health and family planning	1 300 000	1 400 000	2 700 000
Population information, education and communication	740 000	310 000	1 050 000
Basic data collection and analysis	400 000	100 000	500 000
Population policy formulation	<u>560 000</u>	<u>190 000</u>	<u>750 000</u>
Total	<u><u>3 000 000</u></u>	<u><u>2 000 000</u></u>	<u><u>5 000 000</u></u>

V. RECOMMENDATION

27. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Rwanda in the amount of \$5 million for five 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 \$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 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 Rwanda and with the executing agencies.
