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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 the Gambia

Support for a comprehensive population programme

Proposed UNFPA assistance: \$2 million, of which \$1.6 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$0.4 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 the Gambia
United Nations
International Labour Organisation (ILO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)

Government co-ordinating agency: Ministry of Planning and Industrial Development

GAMBIA

Demographic Facts

Population by sex		Population density (/sq. km.) .	57
Total (in 1000)	643	Average annual change	
Male (in 1000)	316	Population increase (in 1000)	14
Female (in 1000)	326	Births (in 1000)	33
Sex ratio (/100 females)	97.0	Deaths (in 1000)	18
Population in year 2000 (in 1000)	898	Net migration (in 1000)	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	273	Population change total (%) .	2.13
Age 15-64 (in 1000)	350	Urban (%)	4.4
Age 65 + (in 1000)	20	Rural (%)	1.5
Age 0-14 (percentage)	42.5	Crude birth rate (/1000)	48.2
Age 15-64 (percentage)	54.5	Crude death rate (/1000)	26.9
Age 65 + (percentage)	3.1	Natural increase (/1000)	21.3
Age indicators		Net migration (/1000)	0.0
Median age	18.8	Fertility and mortality	
Dependency: age 0-14	78.0	Total fertility rate	6.39
Dependency: age 65 +	5.6	Completed family size	N/A
Dependency: total	83.6	Gross reproduction rate	3.15
Youth: 15-24 (in 1000)	121	Net reproduction rate	1.82
Women: 15-49 (in 1000)	151	General fertility rate (/1000)	206
Urban-rural population		Child-woman ratio	N/A
Urban population (in 1000)	129	Infant mortality rate (/1000)	164
Rural population (in 1000)	514	Life expectancy: male	35.5
Per cent urban (%)	20.1	Life expectancy: female	38.6
Per cent rural (%)	79.9	Life expectancy: total	37.0
Agricultural population density		GNP per capita	
(/hectare of arable land)	1.74	(U.S. dollars, 1984)	N/A

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 population programme in the amount of \$2 million over a five-year period, 1987-1991, to assist the Government of the Gambia, a priority country for UNFPA assistance, to attain its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to commit \$1.6 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$0.4 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. Population assistance to the Gambia started in 1973 mainly in support of the Gambia Family Planning Association. A UNFPA needs assessment mission fielded in 1978 recommended population assistance in the areas of basic population data, population dynamics and population policy formulation and maternal and child health and family planning (MCH/FP), including a more balanced distribution of health resources between urban and rural areas. Based on these findings, a \$1,581,500 programme to support a national MCH programme was approved by the Governing Council in 1980 at its twenty-seventh session. In 1981, the Governing Council approved an additional amount of \$968,500 for a comprehensive programme to bring total assistance to \$2,550,000 for the period 1981-1984. Expenditures in 1981 amounted to \$0.3 million. In view of UNFPA's financial constraints at the time, the balance of \$2.25 million was reduced to \$1.2 million in accordance with the review and reassessment of the UNFPA programme.

3. Project implementation was slower than anticipated and funds had to be rephased beyond the termination date of 1984. The reasons may be attributed to a lack of technical skills to maintain electronic equipment and delays in the disbursement of funds by executing agencies, procurement and submission of progress reports by the Government. Backstopping by executing agencies also proved to be deficient. Unfortunately, the modest UNFPA representation in the Gambia was inadequate to come to grips with these fundamental problems. Expenditures from 1982 to 1985 amounted to \$0.7 million and allocations in 1986 amounted to \$0.4 million. The balance of the first country programme is subsumed under the proposed programme.

4. All projects under the proposed programme for support, 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 (c)) 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. The Gambia is burdened by high fertility and mortality rates combined with widespread malnutrition and morbidity. The population density is not sustained by available natural resources; at 62 persons per sq. km., its density is one of the highest in Africa. A recent study suggests a maternal mortality rate of around 10 per 1000 live births, among the highest reported anywhere in the world. Although in 1986 the World Bank reported that modern contraceptives were used by 14 per cent of eligible couples, a baseline survey conducted in a rural area has revealed that none of the women interviewed knew of any modern methods of family planning and only 8.3 per cent even mentioned abstinence as a way to avoid pregnancy. The survey also showed that by the end of their reproductive years women had averaged 7.3 pregnancies with 4.1 children surviving. An upsurge in adolescent pregnancies, especially among schoolgirls, is a cause for serious concern.

6. Before the late 1970s, there was no clearly stated policy on population growth. A significant evolution started in 1978 with a study entitled "A proposed framework for a population policy for the Gambia". Thereafter, the Government began to show increasing concern about the high rates of fertility, mortality, migration and population density, the problems posed by the high rural-urban drift and the need for skilled labour. The Government's population policy, enunciated in the second five-year plan, 1981-1986, is to reduce the rate of population increase by recognizing the three determinants of population growth: mortality, fertility and migration. Mortality and fertility are to be reduced by an integrated approach combining family planning with MCH services within the national primary health care programme.

7. In mid-1985, the Government, with the assistance of the World Bank, drew up an economic recovery programme which included among its objectives diversification of exports, food self-sufficiency and improvement of public investment planning. The size of the public service cadre has been reduced through retrenchments and in 1987, an additional 17 per cent reduction of public service staff is contemplated. It is likely that the retrenchment exercise will have an adverse impact on UNFPA's programme.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

8. UNFPA assistance totalled \$1,642,275 for the period 1973-1986. The rate of implementation is demonstrably unsatisfactory and closer monitoring of ongoing projects is needed. To date the programme has included assistance through the following projects.

Maternal and child health and family planning

9. Maternal and child health and family planning. The purpose of this project was to enable the Government to improve basic MCH services and family welfare in the rural areas. In 1979, four new bases for MCH teams were established, one health centre and eight dispensaries were constructed and the MCH health network

was expanded. Training courses were initiated and contraceptives were supplied to MCH/FP clinics. Population information, education and communication (IEC) successfully supported this programme, not only through an ongoing UNFPA-financed project, but with the effective co-operation of the Gambia Family Planning Association, the project's executing agency. Total UNFPA support amounted to \$1,042,729.

Population information, education and communication

10. Population information, education and communication. Under an umbrella project, initiated in 1977 and revised in 1981, the Ministry of Information and Broadcasting was supported and strengthened to function as a service agency to other ministries and non-governmental organizations for the production of multi-media population materials (videotapes, slides, printed and graphic materials) as well as for community motivation, involvement and communication training for field workers. Informational material was also produced to promote awareness of the social, economic and environmental implications of the national population problems and to motivate the community to give active support in this field. Project components included training for technical and communication personnel of the various ministries concerned with family health and welfare, production of low-cost media materials, study tours for communications personnel and equipment and supplies for audio-visual operations. A film produced by the Ministry was a winner of the best documentary award at the Barcelona Conference of 1986. Total UNFPA assistance has amounted to \$421,170 and UNESCO was the executing agency.

Basic data collection and analysis

11. Population census. UNFPA assisted with the population enumeration undertaken in 1983. All the analytical reports have not been printed, but the information contained therein has helped planners make a realistic assessment of the population growth rate and its implications. Project implementation was impeded by the need to have the computer facility serviced from Liberia. However, with the establishment of the Senegambian Confederation skilled expertise will now be available from neighbouring Dakar, Senegal. The United Nations was the executing agency for this project and total UNFPA support amounted to \$385,883 for advisory services, training, and support equipment.

12. Multisectoral assistance. Aside from the activities described above, funding was provided to enable Government officials to attend various meetings, conferences, seminars and workshops related to population issues in sub-Saharan Africa.

Other external assistance

13. Donor input to the Gambia is sizeable, although quantified information is not readily available. The Government and the World Bank have recently negotiated a five-year, \$18.5 million multi-donor project to strengthen the health sector management, finance and support system as well as to extend primary health care services to underserved regions and periurban areas. The Governments of Italy and

the United Kingdom, as well as the United Nations Capital Development Fund (UNCDF) have also agreed to finance parts of the project. The Government of the Netherlands has also agreed in principle to participate in the financing and additional funding from other bilateral donors (Austria, China, Finland, Federal Republic of Germany, Norway and Switzerland) is also being sought to cover the remaining financial gap.

IV. THE PROPOSED PROGRAMME 1987-1991

14. UNFPA proposes assistance in the amount of \$2 million over a five-year period starting January 1987 to assist the Government of the Gambia to achieve its population and development objectives. The programme has components in MCH/FP, population IEC, basic data collection and analysis, population policy formulation and multisectoral activities, including women in population and development.

Maternal and child health and family planning

15. Maternal and child health and family planning. This project would support the Government's strategy to make MCH/FP an integral part of its primary health care programme intended to influence fertility and mortality. Assistance to the ongoing project would improve family welfare services in rural areas. Extended assistance would take into account anticipated assistance from the World Bank and other donors. In view of the retrenchment of staff as a result of the economic recovery programme, the participation of the Gambia Family Planning Association, which is fully supported by the Government, will increase the available facilities for MCH/FP services. UNFPA support would provide the Association with audio-visual and other support equipment and contraceptives and enable it to conduct specialized training in MCH/FP techniques. Co-operation would be developed with the Save the Children Fund to extend support of family planning and child survival to the north bank of the Gambia river where services are inadequate. The Government would execute the project with technical backstopping from World Health Organization (WHO) regional advisory services. UNFPA proposes \$700,000 in assistance for the project.

Population information, education and communication

16. Communication, motivation and dissemination of information on family planning. UNFPA envisages changing the thrust of this ongoing project which is well run, effective and internationally recognized. In the future, IEC activities will focus on the need to reduce adolescent fertility as unwanted pregnancies among teenagers have become a major concern. The Government, with UNFPA assistance and UNESCO technical advice, has supported activities to make the population aware of family planning issues and the message is now well understood. To enable the Government to continue to provide IEC support to the MCH/FP projects and also to concentrate on the problem of adolescent fertility, UNFPA proposes an amount of \$300,000. UNESCO would continue as the executing agency.

Basic data collection and analysis

17. Population census. This project would assist the preparations needed to undertake another census in the next 1990 round and would help to complete the analytical work on the 1983 population census. UNFPA support would initiate training and preliminary census measures, including a national demographic survey in 1988 or 1989. Four hundred thousand dollars is proposed by UNFPA for these activities. The United Nations would be the executing agency.

Population policy formulation

18. Formulation and implementation of population and human resource policies and planning. With the increasing complexity of the population programme, greater availability of basic data from the 1983 census, sizeable inputs of multilateral and bilateral aid and varied activities of non-governmental organizations, there is an evident need for the establishment of a co-ordinating unit to manage the Gambia's population programme. This project would constitute the core of the Government's efforts to co-ordinate population programmes and projects. The Unit will be located in the Ministry of Planning and Industrial Development, the government co-ordinating agency for the overall population programme. An amount of \$400,000 is proposed for this project, of which \$295,940 has already been allocated for technical assistance, fellowships and equipment. ILO is the executing agency.

Women, population and development

19. Support to the Women's Bureau. The Women's Bureau, located in the President's office, plays a key role in monitoring non-governmental activities for women. Given the successful impact of UNFPA's previous support to the Bureau, it is proposed that an amount of \$150,000 be made available for the Bureau's programme to enhance women's involvement in population and development activities. UNFPA assistance would support short-term consultancies, assist local training especially in development programme management and evaluation and provide equipment. The Government would execute the project with technical backstopping from UNESCO and the Food and Agriculture Organization of the United Nations (FAO).

Multisector activities

20. Support to the secretariat of the Senegambian Confederation. UNFPA, conscious of the significant role played by the Senegambian Confederation, will encourage and facilitate the understanding of population issues among the staff of the Senegambian Confederation secretariat. This project would support awareness creation activities, although further discussions are planned at the field level with the secretariat's staff. The project would be executed by the United Nations or ILO. UNFPA proposes \$50,000 in assistance.

Monitoring and evaluation

21. Monitoring and evaluation plans formulated for each country specify the need for and details of more elaborate evaluation exercises. For example, the innovative component of the MCH/FP project, its collaboration with non-governmental

organizations, would be particularly well served by a more elaborate evaluation. Internal self-evaluation reports will be produced for discussions at tripartite reviews of all projects. An independent, in-depth review may be conducted towards the end of the programme.

Financial summary

22. As indicated in paragraph 1, a programme of \$2 million is proposed of which \$1.6 million will be committed from UNFPA's regular resources. This commitment of \$1.6 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 \$0.4 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. 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	600 000	100 000	700 000
Population information, education and communication	200 000	100 000	300 000
Basic data collection and analysis	300 000	100 000	400 000
Population policy formulation	300 000	100 000	400 000
Women, population and development	150 000	-	150 000
Multisector activities	<u>50 000</u>	<u>-</u>	<u>50 000</u>
Total	<u>1 600 000</u>	<u>400 000</u>	<u>2 000 000</u>

V. RECOMMENDATION

23. The Executive Director recommends that the Governing Council:

(a) Approve the programme for the Gambia in the amount of \$2.0 million for five years;

(b) Authorize the Executive Director to commit an amount of \$1.6 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to \$0.4 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 resources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of the Gambia and with the executing agencies.

