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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 Angola

Support for a comprehensive population programme

Proposed UNFPA assistance: \$4 million, of which \$2.6 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$1.4 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: Four years

Estimated starting date: January 1987

Executing agencies: United Nations  
International Labour Organisation (ILO)  
United Nations Educational, Scientific and Cultural Organization (UNESCO)  
World Health Organization (WHO)  
United Nations Children's Fund (UNICEF)  
International Planned Parenthood Federation (IPPF)

Government co-ordinating agency: Secretariat of State for International Co-operation

## ANGOLA

Demographic facts

Population by sex		Population density (/sq. km.) ..	7
Total (in 1000) .....	8,754	Average annual change	
Male (in 1000) .....	4,306	Population increase (in 1000).	250
Female (in 1000) .....	4,448	Births (in 1000) .....	443
Sex ratio (/100 females) .....	96.8	Deaths (in 1000) .....	193
Population in year 2000 (in 1000)	13,234	Net migration (in 1000) .....	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000) .....	3,904	Population change total (%) ..	2.67
Age 15-64 (in 1000) .....	4,586	Urban (%) .....	5.5
Age 65+ (in 1000) .....	264	Rural (%) .....	1.6
Age 0-14 (percentage) .....	44.6	Crude birth rate (/1000) .....	47.2
Age 15-64 (percentage) .....	52.4	Crude death rate (/1000) .....	20.6
Age 65+ (percentage) .....	3.0	Natural increase (/1000) .....	26.6
Age indicators		Net migration (/1000) .....	0.0
Median age .....	17.7	Fertility and mortality	
Dependency: age 0-14 .....	85.1	Total fertility rate .....	6.39
Dependency: age 65+ .....	5.7	Completed family size .....	N/A
Dependency: total .....	90.9	Gross reproduction rate .....	3.15
Youth: 15-24 (in 1000) .....	1,620	Net reproduction rate .....	2.10
Women: 15-49 (in 1000) .....	1,997	General fertility rate (/1000)	207
Urban-rural population		Child-woman ratio .....	N/A
Urban population (in 1000) .....	2,147	Infant mortality rate (/1000).	137
Rural population (in 1000) .....	6,607	Life expectancy: male .....	42.4
Per cent urban (%) .....	24.5	Life expectancy: female .....	45.6
Per cent rural (%) .....	75.5	Life expectancy: total .....	44.0
Agricultural population density		GNP per capita	
(/hectare of arable land) .....	1.37	(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 comprehensive population programme in the amount of \$4 million over a four-year period, starting January 1987, to assist the Government of Angola, 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 \$2.6 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$1.4 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. The proposed second country programme has been formulated on the basis of an intensive dialogue between sectoral ministries, the UNFPA Representative, UNFPA headquarters and a programming mission which included specialized agencies such as ILO, UNESCO and the United Nations.
3. The principal and immediate objectives of the five-year programme are (a) to expand and strengthen maternal and child health and family planning (MCH/FP) services; (b) to create an awareness of population matters through information, education and communication (IEC); (c) to foster the analytical and planning capability of national cadres through demographic training and research at the university level; and (d) to strengthen the statistical information system in population. UNFPA assistance is expected to contribute to the establishment of a sound foundation for balanced socio-economic development.
4. UNFPA's strategy for the development of a population programme in Angola has been based on (a) project feasibility in terms of project sites and population density; (b) government absorptive capacity as it pertains to Government-executed projects; and (c) ensuring the systematic integration of women in population-related activities. Implementation of the second country programme would be initiated by pilot projects which would then be expanded should a sound assessment so warrant.
5. 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

6. Angola continues to suffer from population movements and upheavals. Of the 500,000 critically affected people, about 400,000 are displaced. Its health sector is riddled with problems of maternal and child mortality and morbidity which are compounded by severe shortages of medical facilities and trained and skilled health personnel. The health infrastructure, in terms of human resources and experience in the delivery of integrated MCH/FP services, has yet to be developed.

Population-related activities are at an embryonic stage. The impact of continued high fertility and unregulated population growth and their interrelation with the overall progress of the country are almost unknown. None the less, the Government is determined to continue its efforts geared to economic recovery, rehabilitation and reconstruction of the physical infrastructure and a massive human resource development programme. To help to reach its goals in the population sector, the Government has requested UNFPA to increase its assistance.

7. Political dissension and external aggression have forced the Government to shift budgetary priority to defence. This, coupled with the impact of an estimated 91,500 refugees, fluctuating government revenue and an insufficient number of trained people at all levels and the overall socio-economic condition of the country prompted the Government in 1983 to declare a national emergency plan. This plan, which is still in force, gives priority to: (a) the reactivation of agriculture for both export and domestic consumption; (b) the rehabilitation of industrial production; (c) human resource development; (d) the improvement of financial control; (e) the rehabilitation of the transport system; and (f) the extension of primary health care throughout the country with emphasis on rural areas. In order to facilitate the execution of this plan within the existing system of regional economic planning, the Government has created a mechanism to co-ordinate the provincial and central administration through a special ministry for provincial co-ordination.

8. The Government of Angola considers that its rates of natural increase, population growth and fertility are satisfactory. All the same, it intends to adopt a population policy aligned with national goals to improve the health standards of its people, especially of mothers and children in rural areas, to train health personnel and to increase the knowledge and understanding of the composition and growth of the population.

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

9. In June 1979, the Governing Council approved UNFPA's first programme of assistance to Angola, a five-year country programme, in the amount of \$5 million for the period 1979-1983. Expenditure at the end of 1981 amounted to only \$0.3 million. Thus, owing to slow programme implementation and UNFPA's financial constraints, the balance of \$4.7 million was reduced in accordance with the review and reassessment of the UNFPA programme to \$2.5 million in 1982. Expenditures from 1982 to 1985 amounted to only \$0.9 million and allocations in 1986 to \$0.4 million, leaving a balance of \$1.2 million to be subsumed under the second country programme. The first programme included maternal and child health and family planning (MCH/FP) and a national population census.

## Maternal and child health and family planning

10. Maternal and child health and family planning. In the initial stage of UNFPA's assistance, efforts were made to complement activities such as training of medical and paramedical personnel and immunization and nutrition activities undertaken by WHO and UNICEF. In 1979, UNFPA allocated \$79,600 for technical advisory services in MCH/FP. UNFPA assisted the Government in assessing the problems in the health sector and, subsequently, developing an MCH/FP programme. In December 1984, UNFPA allocated a total of \$462,700 for a national MCH/FP programme, the objectives of which were (a) to train health cadres in MCH/FP; (b) to provide family planning services; (c) to strengthen MCH/FP IEC activities; and (d) to develop an MCH/FP statistical system. The staff trained under the project is now providing family planning services on a daily basis in three maternity hospitals in Luanda (to date, four nurses have completed family planning delivery training and three are taking courses); a team of six public health nurses has been established within the Directorate of National Public Health to supervise and monitor MCH/FP activities; and a working group of doctors and nurse/midwives has been established and is expected to develop standards for planning, implementation, supervision and evaluation of MCH/FP services. UNICEF was the executing agency.

11. Although the MCH/FP project is at an early stage of development, its impact seems to have been felt already. There is increasing public demand and support for family planning in the capital city. Within the period of six months since family planning services were introduced, about 5,000 people have visited the three MCH/FP clinics in the capital city of Luanda. Furthermore, the Government has decided to extend the delivery of services to all 18 provinces. In the light of the security situation and the steady migration of people from rural to urban areas, UNFPA's approach for the implementation of the second phase of this project would be to limit the provision of services to provincial capitals with high population densities.

## Basic data collection and analysis

12. National population census. National population censuses were taken in 1960 and 1970 but the data collected were considered incomplete and their validity uncertain. Following its independence, Angola faced both a massive exodus of the white population and a large influx of returnees from Zaire. The post-independence years were characterized by (a) migration from rural to urban areas; (b) the upheaval of people of the southern part of the country; and (c) an overflow of refugees from Namibia, South Africa and Zaire. Thus, in 1978 the Government decided to carry out a general population census and housing inventory in order to have an updated data base necessary for both administrative purposes and development planning.

13. This project, conducted in collaboration with the United Nations Economic Commission for Africa (ECA), assisted in formulating a population and housing census. Although the project was approved in 1980, census activities did not begin until 1983. Among the difficulties that hampered the smooth and timely implementation of the project were the political and social conditions in the

country, late arrivals of project vehicles and equipment and scanty progress reporting and operational constraints. Despite these difficulties, achievements were realized. By the end of 1985, the population census was carried out in five out of the 15 provinces and in 2 major cities and, by December 1986, a partial census was taken in 17 out of the 18 provinces of the country. Tabulations have been completed for most of the data collected, 12 programmers, 6 operators and 1 demographer were trained, and census materials such as maps and enumeration questionnaires were prepared. It should be noted that, although one third of the employees of the national statistical office were women, they exceed men by 30 per cent in the data-processing section and their number equalled that of men in the demographic analysis unit. In March 1986, at the initiation of UNFPA, an official from the United Nations reviewed the project and assisted the Government in its reformulation. The follow-up project started in 1986 and is part of the present country programme.

14. Socio-economic and demographic analysis for regional development. This follow-up phase of the aforementioned census project was designed to fit the Government's reconstruction and rehabilitation programme in south and south-eastern Angola and to provide a model of data analysis that could be used for similar activities in the future. This project is a pilot undertaking whereby socio-economic and population data will be collected, processed and analysed for the purpose of regional development planning. As a whole, emphasis will be placed on strengthening institutions through training and increasing the analytical and planning capabilities of national cadres. UNFPA has allocated \$451,000 for the period 1986-1988. The United Nations serves as the executing agency.

#### Other external assistance

15. Angola receives development aid from agencies of the United Nations system such as the Food and Agriculture Organization of the United Nations (FAO), WHO, UNICEF, UNESCO, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Development Programme (UNDP) and the World Food Programme (WFP). UNICEF and the United Nations Capital Development Fund (UNCDF) have been providing equipment for rural health centres. UNICEF has also been supporting an expanded programme of immunization, nutrition and training for some 650 traditional birth attendants and over 1,000 village health workers. WHO is collaborating with UNICEF and WFP in a national nutrition rehabilitation programme. Sizeable bilateral assistance has been received from France, Italy, Norway and Sweden. Belgium, Brazil, the Netherlands and Portugal have also contributed to various aspects of the country's development programme. Technical assistance, equipment and medical supplies have been provided by China, Cuba, Poland, the Union of Soviet Socialist Republics and other Eastern European countries. IPPF has pledged \$72,000-worth of contraceptives and is expected to assist further in the future. The Angolan Council of Evangelical Churches runs a number of health facilities but has little direct involvement with government services although the Government supplies it with basic drugs. Multilateral and bilateral aid to Angola has been mainly channelled through either emergency and relief operations or the economic sector (agriculture, fishing, petroleum, industrial mining, energy, commerce).

#### IV. THE PROPOSED PROGRAMME 1987-1990

16. Angola is one of the few African countries for which no needs assessment has yet been carried out. The Government had agreed that such an assessment should be made, but missions planned for this purpose have been postponed at the request of the Government. In the absence of an overall needs assessment, the present programme is based on (a) the review of the health sector undertaken in August 1986, (b) evaluations of the two ongoing projects in MCH/FP and data collection and analysis, (c) the country situation assessment made by the UNFPA representative; and (d) discussions with national authorities that took place during the programming mission of October 1986.

##### Maternal and child health and family planning

17. Maternal and child health and family planning. Family planning services have only recently been introduced as a preventive and health promotion activity. As the evaluation of August 1986 concluded, the health infrastructure, including health personnel and delivery of integrated MCH/FP services, is weak. Furthermore, a strategy has to be formulated and mechanisms have to be established for the supervision and evaluation of MCH/FP clinics. For this purpose, Government has requested UNFPA to continue its assistance to undertake a national MCH/FP programme, the main objectives of which include (a) the extension and adequate equipping of integrated MCH/FP services in at least 16 of the 18 provinces over a four-year period; (b) training about 200 nurse/midwives, 36 trainers (in order to provide two MCH/FP trainers per province) and three primary health care staff at the post-graduate level; (c) the promotion of contraceptive use in high-risk groups; (d) undertaking research on reproductive behaviour and the effectiveness of traditional child-spacing practices; (e) the development of an MCH/FP service statistics system; and (f) IEC in support of the MCH/FP programme itself. For this purpose, UNFPA proposes assistance in the amount of \$1.3 million which would be used for technical assistance, short-term consultancies, fellowships abroad, local training, research and the purchase of equipment including various types of contraceptives. WHO, IPPF, UNICEF and UNFPA will assist the Government in the execution of the project.

##### Population information, education and communication

18. Angola is one of the countries in Africa where population issues are the least known and the related problems inadequately addressed. The effects of unspaced and numerous births on the health of both mother and child as well as the interrelationship between population variables and socio-economic development are little known. The proposed projects aim at creating awareness of population issues and family welfare and at promoting population programmes and people's participation in such programmes through both non-formal and formal population education. UNFPA proposes \$1 million for the three IEC projects listed below.

19. Population information and the use of mass media. This project aims at informing radio listeners about population dynamics and the relationships between family welfare, child-spacing and responsible parenthood. The major activities would include (a) developing programme content in population, based on a study of

families in selected urban neighbourhoods and in some suburban and rural areas and broadcasting population-related news, stories and features; (b) training of 4 technicians in communication and the development of programme content for radio; and (c) training 20 promoters from the Organization of Angolan Women and the National Union of Angolan Workers to operate listening centres. ILO would assist the Government in implementing this project. UNFPA proposes \$300,000 of assistance to be used for international and national consultancy services, printing of educational materials, study tours and equipment.

20. Population education and literacy. The main objective of this project is the integration of IEC in literacy programmes promoted by the Organization of Angolan Women. The major activities would include (a) training members of the organization in interpersonal communication techniques and in the concepts of child-spacing and population dynamics; (b) carrying out sample surveys on the acceptability of family life education and attitudes towards child-spacing; and (c) the development and testing of educational materials. UNFPA would support the services of a United Nations Volunteer and a short-term international consultant and the development of teaching materials. UNESCO would be the executing agency. UNFPA proposes assistance in the amount of \$200,000.

21. Population education in schools. This project aims to institutionalize population education, generate knowledge and increase awareness of population and development issues in the formal educational sector. Assistance would support the integration of population education into the curricula of Angola's primary, secondary and vocational schools. UNFPA's input would make provisions for the services of one international expert, local consultants as well as for study tours, fellowships abroad, the development of teaching materials and the purchase of training equipment. UNESCO would execute the project. UNFPA proposes assistance in the amount of \$500,000.

#### Basic data collection and analysis

22. Preparatory assistance in civil registration and vital statistics. As mentioned above, UNFPA is currently supporting a pilot project on socio-economic and demographic analysis for development planning for the south-eastern region of Angola. An amount of \$450,000 has already been allocated for this project. UNFPA's future assistance will be subject to the outcome of the current undertaking and would be determined at the completion of the project at the end of 1988. In the meantime, government objectives include studying and revising the existing legal framework of Angola's civil registration system and family code. This will be a pilot undertaking for which UNFPA would make provisions for a short-term consultant, a resident United Nations Volunteer who would assist in planning and organizing the administrative and technical aspects of a civil registration and vital statistics system in two selected provinces and printing of sample registration forms and certificates. The United Nations will assist in the execution of this project. UNFPA proposes assistance, if the the funding situation permits, in the amount of \$180,000 for the period 1987-1990.



### Population dynamics

23. Training in demography at the University of Agostinho Neto. To date, all training in demography is being done abroad. While the University of Agostinho Neto has attempted to include demographic training in its programme, a lack of professional demographers and budgetary constraints caused the programme to be discontinued in 1982. At present there are only two nationals trained in demography at the post-graduate level. Therefore, UNFPA proposes institutional support for creating national capability in the analysis of demographic variables. This would, in turn, increase the Government's decision-making and planning capabilities. The principal target of this project is the integration of demographic courses into the programme of the Faculty of Economics of the University as well as into the community extension programme in which all students participate as part of the required curriculum. Once training in population and demography is established as part of the university curriculum, it is expected to be made compulsory for third- and fourth-year students of the Faculty of Economics and to be available as an elective course for students in other faculties. The major activities of the project would include (a) curriculum development; (b) training of trainers; (c) demographic instruction; (d) fellowships and research; and (e) establishment of a population documentation unit. UNFPA support would provide for the salary of a full-time professor in demography, one United Nations Volunteer who would serve as a teacher's assistant, short-term international consultancies, fellowships abroad, seminars and office equipment. UNFPA proposes assistance in the amount of \$630,000 for this project.

### Women, population and development

24. UNFPA's overall strategy for the integration of women in population programmes aims to include women in project activities and ensure that they are also beneficiaries of Fund assistance. In order to achieve these ends, UNFPA would (a) support certain economic activities undertaken by women and introduce population education into such activities with a view to encouraging women's participation in population programmes; (b) support women's organizations and attempt to reach district and village leaders through them; (c) conduct sample surveys on women's needs, aspirations, attitudes, self-image and other variables, with a view to developing specific programmes; and (d) ensure that project design includes women's participation in the various activities.

25. The priority programme areas such as MCH/FP, IEC and population dynamics do obviously include women as participants and beneficiaries. In data collection and analysis, 20 out of 56 government employees are women. Two of the projects of the proposed programme give particular emphasis to women, namely population education and literacy, of which 85 per cent of the beneficiaries are women, and training of women in management and administration.

26. Training of women in management and administration. The Organization of Angolan Women, one of the three largest organizations in Angola, is mainly involved in aiding displaced people, operating day-care centres and promoting the health of women and children, including family planning. There is a shortage, however, of members trained in administration and management. UNFPA support to reinforce the

organization will include (a) development of the population element of the curriculum for motivators; (b) training of selected cadres in the administration, organization and management of development-related projects, particularly those pertaining to family life education; and (c) workshops and seminars on family welfare, the participation of women in community-based development, responsible parenthood and co-ordination of MCH and child-spacing services. The proposed funds will be used for local training, study tours, training equipment, two short-term international consultancies and a resident United Nations Volunteer. ILO would assist the organization in executing the project, for which UNFPA proposes to provide \$240,000.

#### Monitoring and evaluation

27. The difficulty experienced in programme implementation and current country situation assessment has led to a strategy of initiating pilot projects which would be expanded only should an assessment so warrant. Furthermore, and as indicated earlier, no population needs assessment exercise has been conducted in the country. Thus, monitoring and evaluation activities will aim at (a) determining whether the programme is indeed supporting priority areas and contributing to increased Government's capabilities to formulate and implement population programmes; (b) assessing the feasibility of expanding pilot projects; and (c) measuring the progress towards development objectives related to population, i.e. increase the knowledge and understanding of the population's composition and growth, improve the health standards of its people, especially of mothers and children in rural areas and train health personnel.

28. There will be periodic country reviews with participation from the Government and UNFPA. The programme is also a candidate for a UNFPA independent in-depth evaluation which may take place prior to the last country programme review.

#### Financial summary

29. As indicated in paragraph 1, a programme of \$4 million is proposed, of which \$2.6 million will be committed from UNFPA's regular resources. With the exception of the civil registration project, this commitment of \$2.6 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 \$1.4 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.

	<u>UNFPA regular resources</u> \$	<u>Other resources including multi-bilateral resources</u> \$	<u>Total</u> \$
Maternal and child health and family planning	930 000	370 000	1 300 000
Population information, education and communication	600 000	400 000	1 000 000
Data collection and analysis	450 000	180 000	630 000
Population dynamics	325 000	305 000	630 000
Women, population and development	95 000	145 000	240 000
Programme reserve	<u>200 000</u>	<u>-</u>	<u>200 000</u>
Total	<u><u>2 600 000</u></u>	<u><u>1 400 000</u></u>	<u><u>4 000 000</u></u>

#### V. RECOMMENDATION

30. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Angola in the amount of \$4 million for the four-year period 1987-1990;

(b) Authorize the Executive Director to commit an amount of \$2.6 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to \$1.4 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 sources, including multi-bilateral sources;

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

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