This document provides the Governing Council with a comprehensive overview of UNFPA regional assistance to the sub-Saharan Africa area in recent years as well as the specifics of its proposed regional programme for the period 1988-1991, as requested by the Council at its thirty-fourth session in decision 87/30 I, paragraph 18. It surveys the work of the regional advisers, executing agencies, and various projects and outlines the UNFPA strategy for regional activities in this area for the period 1988-1991.
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...
I. AN OVERVIEW OF THE UNFPA-FUNDED REGIONAL PROGRAMME

1. At its thirty-fourth session, the Governing Council considered and approved the strategy for UNFPA assistance in sub-Saharan Africa (document DP/1987/37). The document offered a comprehensive strategy for ensuring expedient and effective UNFPA population assistance to the region. The objectives of this strategy were, inter alia, (a) to improve knowledge and understanding of population issues in order to stimulate the adoption and development of population policies and programmes and (b) to enhance Governments’ ability to implement such policies and programmes effectively. The strategy proposed to attain these objectives, given limited UNFPA resources, by concentrating on four priority areas of assistance: (a) strengthening of information, education and communication programmes; (b) integration of population factors into development planning and formulation and implementation of population policies; (c) support of birth-spacing and family planning programmes; and (d) support of policies contributing to the improvement of the status of women.

2. The strategy for UNFPA assistance in sub-Saharan Africa, as outlined in document DP/1987/37, focused primarily on direct assistance to individual countries. This present document complements the earlier one by outlining in detail the UNFPA regional strategy for sub-Saharan Africa, so that, taken together, the two documents constitute a comprehensive and complete strategy for assistance to the region.

3. In a region such as sub-Saharan Africa, which comprises numerous small countries whose ability to implement population programmes is limited to a great extent by insufficient financial resources, regional ventures or other forms of intercountry collaboration are often the only way many of these countries can participate in, and benefit from, population assistance. Regional assistance to provide for activities such as training and research, advisory services and information exchange has often proven to be a more effective form of technical assistance than has direct support to individual countries.

4. In the past few years, initiating a regional approach to population as well as to other socio-economic issues has been one of the major concerns of UNFPA and the United Nations system in the sub-Saharan Africa region.

5. The UNFPA goal continues to be that of encouraging self-reliance among all countries of sub-Saharan Africa in population matters, and UNFPA assistance will continue to be provided directly to those countries requiring such assistance. However, the fact remains that because of the lack of trained personnel and the lack of adequate infrastructure in many sub-Saharan African countries for dealing with population issues, UNFPA assistance to regional training institutions has proven to be particularly cost-effective. This assistance has been used to support regional workshops, seminars and conferences on such subjects as census organization; population information, education and communication programmes to encourage attitudinal change; the integration of population into development planning; birth-spacing/family planning information and service programmes; and ways of improving the status of women. By tailoring the curricula of the regional...
institutes to meet the specific needs of the participants, such assistance has been directly beneficial to the countries of the sub-Saharan Africa region.

6. An important development, as in other geographic areas, has been the increasing use of regional advisory teams, which have proved to be valuable because of their mobility and their cost-effectiveness.

7. In the last four years, total UNFPA assistance to the sub-Saharan African region amounted to $94.8 million, of which $21.6 million - almost 23 per cent - was for regional programmes.

8. The purpose of UNFPA assistance has been to assist African countries in strengthening their capability to plan, develop and implement national multisectoral population programmes to deal with the various demographic issues confronting them. The UNFPA regional strategy has been: (a) to reinforce technical advisory services and their deployment at subregional levels in order to ensure a more practical grasp of the needs of Governments both individually and collectively; and (b) to institute training programmes to remedy the shortage of qualified personnel within country multisectoral programmes and projects and to encourage the principle of self-reliance.

9. UNFPA assistance to the region has consisted primarily of support for technical advisory services; training activities; and information exchange and dissemination. Most of this assistance has been channelled through 142 projects implemented by United Nations organizations, particularly the Economic Commission for Africa (ECA); the International Labour Organisation (ILO); the Food and Agriculture Organization of the United Nations (FAO); the United Nations Educational, Scientific and Cultural Organization (UNESCO); the World Health Organization (WHO) and UNFPA. Some 29 additional UNFPA-funded regional projects were executed by non-governmental organizations (NGOs) such as the Universite Libre de Bruxelles (ULB), World Population Society, International Union for the Scientific Study of Population (IUSSP), Japanese Organization for International Cooperation in Family Planning, Inc. (JOICFP), the Centre for Development and Population Activities (CEDPA), Margaret Sanger Center, The Population Institute and the International Health Council (IHC).

10. Tables 1, 2 and 3 show UNFPA assistance during the past four years by functional category, by work-plan category and by executing agency respectively.
Table 1. UNFPA Regional Programme in sub-Saharan Africa by Functional Category, 1984-1987

<table>
<thead>
<tr>
<th>Functional category</th>
<th>Amount ($US million)</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical backstopping</td>
<td>13.64</td>
<td>63.0</td>
</tr>
<tr>
<td>Training</td>
<td>2.93</td>
<td>13.5</td>
</tr>
<tr>
<td>Research</td>
<td>2.03</td>
<td>9.4</td>
</tr>
<tr>
<td>Information exchange and dissemination</td>
<td>3.04</td>
<td>14.1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>21.64</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

*Source:* UNFPA.

Table 2. UNFPA Regional Programme in sub-Saharan Africa by Work-plan Category, 1984-1987

<table>
<thead>
<tr>
<th>Work-plan category</th>
<th>Amount ($US million)</th>
<th>Per cent</th>
</tr>
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<tbody>
<tr>
<td>Population research and policy development</td>
<td>9.27</td>
<td>42.8</td>
</tr>
<tr>
<td>Information, education and communication</td>
<td>4.52</td>
<td>20.9</td>
</tr>
<tr>
<td>Family planning/child-spacing programmes</td>
<td>4.07</td>
<td>18.8</td>
</tr>
<tr>
<td>Basic data collection</td>
<td>3.00</td>
<td>13.9</td>
</tr>
<tr>
<td>Special programmes and multisectoral activities</td>
<td>0.78</td>
<td>3.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>21.64</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

*Source:* UNFPA.
### Table 3. UNFPA Regional Programme in sub-Saharan Africa by Executing Agency, 1984-1987

<table>
<thead>
<tr>
<th>Executing category</th>
<th>Amount ($US million)</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Nations</td>
<td>(0.01)</td>
<td>-</td>
</tr>
<tr>
<td>International Labour Organisation (ILO)</td>
<td>2.09</td>
<td>9.7</td>
</tr>
<tr>
<td>Food and Agriculture Organization of the United Nations (FAO)</td>
<td>0.53</td>
<td>2.4</td>
</tr>
<tr>
<td>United Nations Educational, Scientific and Cultural Organization (UNESCO)</td>
<td>1.58</td>
<td>7.3</td>
</tr>
<tr>
<td>World Health Organization (WHO)</td>
<td>2.78</td>
<td>12.8</td>
</tr>
<tr>
<td>Economic Commission for Africa (ECA)</td>
<td>11.48</td>
<td>53.0</td>
</tr>
<tr>
<td>United Nations Population Fund (UNFPA)</td>
<td>1.05</td>
<td>4.9</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>19.5</strong></td>
<td><strong>90.1</strong></td>
</tr>
<tr>
<td>Non-governmental organizations</td>
<td>2.14</td>
<td>9.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>21.64</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

**Source:** UNFPA.

11. Significant UNFPA-supported regional activities during recent years include the following:

**Basic data collection**

12. Support for six regional advisory posts and training workshops was provided to ECA for the following activities: (a) provision of short-term advisory services to assist countries in planning and implementing population censuses, household surveys, civil registration and vital statistics programmes; (b) participation in country needs assessment missions; and (c) preparation of technical papers and participation in training workshops. During the last four years, some 250 missions to 44 countries were undertaken by regional advisers. Of these, 160 related to population censuses; 41 to civil registration and vital statistics; and 15 to demographic surveys. The remaining 34 consist of attendance at meetings and participation in training workshops, seminars and needs assessment and evaluation missions.
Population dynamics and policy formulation and implementation

13. Assistance continued to be provided for advanced training at the Regional Institute for Population Studies (RIPS) at Accra, Ghana, and the Institut de formation et de recherches demographiques (IFORD) at Yaounde, Cameroon, to meet the needs of both English- and French-speaking countries in postgraduate demographic training, research and publication. Assistance was also provided to two subregional bodies: the Sahel Institute (Bamako, Mali) for the integration of population studies into the recovery plan of Sahelian countries affected by the drought; and the Regional Centre for Population Studies of the Union Douaniere et Economique de l'Afrique Centrale (UDEAC) at Bangui, Central African Republic, for the co-ordination and harmonization of research and programme activities among Member States of the Union.

14. UNFPA assistance also provided ECA with three regional demographic advisers to help countries in the analysis, interpretation and evaluation of their population censuses and surveys. These advisers also participated in various seminars/workshops such as the regional workshop on the analysis of national World Fertility Survey (WFS) data. The Fund also supported the establishment of a population unit within the Organization of African Unity (OAU) secretariat to improve its capability to promote the administrative, legislative and legal infrastructure required for effective formulation and implementation of population policies by OAU Member States. Support was also provided by the Fund for the preparation of an African Population Law Handbook. Its purpose was to analyse national population laws and to identify those whose provisions might have demographic implications for current population programmes.

15. Several regional workshops were conducted, including subregional workshops for parliamentarians on population and development and an ILO training workshop for senior African planners on population human resources and development planning.

Family planning and child spacing

16. Two UNFPA-funded subregional advisory teams (each consisting of a medical doctor, nurse/midwife, health educator, and an administrative officer) helped the WHO/African Regional Office (WHO/AFRO) to provide technical and managerial support for training and advisory services in MCH and family planning/child-spacing projects both in French- and English-speaking countries. Backstopping missions and consultancies by the teams increased from 7 in 1983 to 26 in 1986.

17. The Fund, through WHO/AFRO, also provided assistance to the Mauritius-based Regional Training Centre in Family Health to meet the training requirements of various categories of health personnel in a number of countries. Countries participating in training programmes at the Centre have increased from 22 at the beginning of 1984 to 43 in 1987. To date, some 253 participants have received training at the Centre.

18. In addition, various other short-term training activities designed for African countries were financed by the Fund through a number of NGOs. This included the Universite Libre de Bruxelles, Belgium, which has provided courses on clinical training in family planning techniques; the Program for the Introduction and
Adaptation of Contraceptive Technology (PIACT), which conducted a workshop to develop and assess training materials for family planning techniques; and JOICFP, which held a workshop on the integration of family planning into parasite control programmes. UNFPA also organized a workshop on hormonal contraception for English-speaking participants.

19. A joint UNFPA/World Bank training course for government officials on project development and management, particularly in MCH/family planning, was also arranged. In addition, UNFPA supported a natural family planning workshop conducted by the International Federation for Family Life Promotion (IFFLP) in Mauritius.

Information, education and communication (IEC)

20. UNFPA, in the role of co-ordinator, initiated and implemented arrangements whereby IEC activities in the informal sector were supported by two teams of six regional advisers each. Each team was composed of two advisers from each of the following United Nations specialized agencies:

(a) ILO, which is responsible for integrating population concerns into workers' education, occupational safety and health, and social security; into co-operative activities; and into rural and management development efforts;

(b) FAO, for incorporating population components into programmes for training rural extension workers as well as into the policy formulation and planning process for agricultural development;

(c) UNESCO, for assisting countries in the development of national information, education and communication policies and projects in support of population/development programmes.

21. The two regional teams are staffed to service both English- and French-speaking African countries and are based at Nairobi, Kenya, and Dakar, Senegal. These advisers have provided backstopping for country programmes at least twice a year; collaborated closely in training programmes; developed appropriate educational materials; helped to resolve national administrative difficulties encountered in the implementation of country projects; closely monitored and evaluated project activities; and participated in annual tripartite project reviews (TPRs) and annual country reviews (ACRs).

22. This new inter-agency arrangement has heightened the impact of the regional advisers, both in regard to their respective conventional constituents, in particular, and on population IEC activities in general. It has improved the relationships among agency advisers, which in turn has resulted in services being provided on an integrated basis, particularly when developing new projects, producing educational materials and providing regional training activities.

23. UNFPA assistance has also enabled UNESCO to field two additional regional advisers who provide, inter alia, technical assistance and backstopping for the integration of population education into formal school programmes designed to foster knowledge, understanding, and responsible attitudes among young people.
towards population questions. As a result, population education has become a sector of major interest in the region during the period.

24. Regional IEC projects funded by UNFPA increased from 37 in 1984 to 70 in 1987. Since 1984, UNFPA has been supporting, at the central unit of ECA, a Population Information Network for Africa through subregional institutions, the purpose of which is to establish population information systems in support of country population and family planning activities. A number of regional workshops were also conducted, including subregional workshops for parliamentarians on population and development.

Special programmes

25. Assistance was provided to the Inter-African Committee to organize a seminar on traditional practices affecting the health of women and children. UNFPA also organized a forum for African women leaders to: (a) review the extent of women's participation in population programmes; (b) identify issues and topics that enhance or restrict their active participation in population and development-related issues; (c) identify strategies to help broaden the integration of African women into population programmes at national, regional, and international levels; (d) examine the types of projects that could improve the situation of African women; and (e) formulate practical proposals to augment their participation in population programmes.

26. In regard to regional activities related to youth, several collaborative activities were conducted with the World Assembly of Youth (WAY) through regional workshops and other activities.

II. UNFPA'S CURRENT STRATEGY

27. The UNFPA-supported regional programmes and projects described above have contributed substantially to progress in the region. There is evidence of systematic improvement in efforts to establish multisectoral population programmes in which regional activities have played a notable part. The UNFPA-funded regional sub-Saharan Africa programme has supplemented, not supplanted, country programmes. For example, during the past four years, the number of comprehensive country programmes submitted and approved by the Governing Council totalled 29 compared with 13 for the period 1980-1983. Country projects numbering about 200 in 1984 increased to almost 400 in 1987.

28. These regional and national efforts, however, still require strengthening, guidance, monitoring and, where necessary, evaluation, if UNFPA is to achieve the goals outlined in the strategy for UNFPA assistance in sub-Saharan Africa (document DP/1987/37), submitted to the Governing Council at its thirty-fourth session and approved by the Council in decision 87/30 I, paragraph 15. Indeed, the experience of recent years indicates that weaknesses in the technical backstopping structure have placed constraints on effective implementation of some activities at the country level. For one thing, the limited number of regional advisory services could not meet the growing demand for backstopping country projects. For another, regional advisory support further suffered from the lack or insufficiency of
backstopping support from agency headquarters. These shortcomings may increase as more and more country projects become government-executed. Furthermore, training activities, although in progress, are still inadequate in view of the increasing needs for the transfer and accumulation of appropriate skills needed to implement country programmes efficiently and effectively.

29. Meanwhile, research activities have been virtually non-existent due to financial and manpower constraints. For the same reason, activities for the dissemination of information have not kept pace with other developments in the population area during the period. Consequently, there is a need to fill these gaps and meet perceived needs as well as to improve the quality of ongoing activities.

30. In line with the strategy for UNFPA assistance for sub-Saharan Africa, the two main objectives of UNFPA for the four-year period, 1988-1991, will be: (a) to consolidate achievements of the previous years by strengthening inputs into the ongoing activities; and (b) to promote research activities and dissemination of information to enhance understanding, efficiency and sharing of experience. The major thrust of UNFPA's activities will be directed towards strengthening technical advisory services and training activities at subregional and regional levels in order to assist countries in building up their national programmes. In addition, new efforts will be made to develop research activities and to promote the dissemination of information, programme monitoring and evaluation. In doing so, attention will be given to activities that are mutually supportive so that they can complement each other within an overall framework of the strategy. This should help to ensure and enhance the effectiveness, coherence and consistency of UNFPA's regional programme in sub-Saharan Africa.

31. The Fund will also seek closer linkage between regional and national programme activities within the framework of the Fund's overall strategy for assistance to sub-Saharan Africa. In addition, UNFPA will place greater emphasis on close collaboration between United Nations agencies and will encourage and support co-operation among subregional, regional and international NGOs. Finally, greater use will be made of the expertise available at agencies and at UNFPA headquarters.

III. PROPOSED PROGRAMME FOR 1988-1991

32. For the period 1988 through 1991, UNFPA proposes to provide total assistance to the region in the amount of $36.4 million. Of this amount, 41 per cent, or about $14.9 million, will be for support advisory services; 47 per cent, or $17.1 million, for training activities; 4 per cent, or $1.5 million, for research activities; 6 per cent, or $2.3 million, for information dissemination; and 2 per cent, or $0.6 million, will be reserved for urgent, innovative and emerging needs. In terms of substantive activities, 20 per cent of UNFPA funding of regional activities will be channelled to information, education and communication; about 34 per cent to population dynamics and policy formulation and implementation; 26 per cent to family planning and maternal and child health; 12 per cent to basic data collection; 6 per cent to special activities and multisectoral programmes; and 2 per cent in reserve.

/\...
Basic data collection

33. While the capacity of countries to collect and analyse population data has greatly improved, shortcomings continue to impede activities in basic population data collection. These include, among others, the shortage of technical experience and the lack of management capability, both arising from frequent staff changes and the lack of adequate statistical infrastructures in many countries. For instance, only 6 of 30 countries that have conducted a population census during the past 10 years have completed all their census activities (enumeration, evaluation, analysis, publication and dissemination); 14 countries have published census findings. The remaining 10 countries are still at various stages of their census undertakings due mainly to operational problems. Moreover, the growing interest of Governments in formulating broader population policies and harmonizing them with development policies, including the need to incorporate population factors in development planning, demands an efficient statistical infrastructure. Adequate technical co-operation is, therefore, required in the region to offset the shortage of national skills and to meet growing needs in census and survey activities in order to lay the groundwork for the formulation and implementation of population policies and programmes.

34. The objectives over the next four years in this area will continue to be:
(a) to develop permanent structural and staff capabilities for the collection, processing, analysis, utilization and publication of population data at the country level, taking special care to integrate into these processes data relating to the roles, activities, resources and health status of women; and (b) to provide adequate technical advisory services to support the efforts of Governments in data collection activities including, where necessary, assistance in the revision of concepts and adoption of methods required to improve the data bases in regard to women.

35. UNFPA's strategy in regard to basic data collection will focus on the following areas.

36. Training. Emphasis will be placed on census organization, cartography, data processing and sampling. In order to create, in each country in the region, a pool of statisticians and middle-level specialists in demographic statistics, the Fund will support the teaching of demographic statistics at existing regional/subregional statistical institutions such as the Eastern African Statistical Training Centre (EASTC) at Dar-es-Salaam, United Republic of Tanzania; the United Nations Statistical Centre at Yaounde, Cameroon; and l'Ecole de Statistiques at Abidjan, Côte d'Ivoire. Special efforts will be made, through ad hoc training, to assist countries that do not have sufficient qualified nationals to attend courses at these institutions. Selected national institutions with subregional and regional outreach, such as the Institut Africain d'Informatique at Libreville, Gabon, will also be strengthened to provide training in data processing. Support for training in the computer processing of population data, including cross-tabulation, editing, management and planning, will be continued at United Nations Headquarters. The Fund will also institute a fellowship programme for cartographic activities related to population data collection, as well as regional training seminars and workshops concerned with census and survey methodologies. These seminars and workshops will pay particular...
attention to phenomena hitherto not well documented including informal sector economic activities, traditional methods of birth-spacing, and so forth.

37. **Advisory services.** Owing to the shortage of personnel at the country level trained in statistical analysis, the successful implementation of censuses and surveys will continue to require advisory assistance. UNFPA proposes to continue supporting the network of regional advisers in census-taking to meet country needs for ongoing census activities and the needs of those countries proposing to conduct a census within the framework of the 1990 round of censuses. At the same time, the Fund will give more attention to ensuring, through advisory services, that country needs for population surveys are met as more and more Governments contemplate the formulation or implementation of population policies. In this respect, UNFPA proposes, within a framework of international co-operation, to fund an African survey programme, which will involve some 15 or more countries in carrying out representative sample surveys nationally in order to collect information on several subjects of priority interest, such as: levels and trends in fertility; infant and child mortality; knowledge and current use of contraception; prevalence of other influences upon fertility such as marriage, breastfeeding, and abstinence; and perceived availability and quality of family planning and child-spacing services. The survey programme will also assist UNFPA-supported population units in various countries in the collection of socio-economic data needed for the integration of demographic considerations into the socio-economic planning process. To this end, UNFPA plans to support through multi-bilateral arrangements a core of regional advisers to backstop the activities of countries participating in the African survey programme.

38. **Research activities.** There is no plan to support further research on methodology since most agencies in the region already have an impressive background of methodological experience. Such experience, however, is not always shared. Thus, UNFPA will organize workshops and seminars to provide for a systematic sharing of methodological experiences between and among agencies and Governments. In addition, the Fund will organize workshops to disseminate new methods for documenting informal economic activities and to support small-scale pilot studies at the country level.

**Population dynamics and population policy formulation**

39. Almost all countries in the region recognize that population is a major contributing factor to development problems. Consequently, many Governments have established population units within their national planning ministries to help integrate population into their country's overall economic development plans. Past experience has shown, however, that the staffs of the units are often poorly trained, unable to perform adequately their responsibilities for integrating population into development or for assisting their Governments in the formulation and implementation of population policies. Unfortunately, it is true also that many countries do not have the institutional infrastructure or the trained manpower to undertake demographic analysis and policy-oriented research activities needed for the integration of population into development and the formulation and implementation of population policies.
40. Support of training activities, advisory services, research and dissemination of information will therefore be the major thrust of UNFPA funding. Special care will be taken to ensure that training programmes and policy formulation and research activities address the needs of women.

41. **Training.** Training activities will be at the centre of UNFPA's strategy for encouraging self-reliance. Training will have a high priority as a means of generating and utilizing data related to population and analysis and of transferring and accumulating appropriate skills necessary to develop the expertise needed for co-ordinating the conceptual, policy and action contents of integrated population/development planning programmes. Where appropriate, training fellowships will be earmarked for women as well as for men to ensure female participation in the process of planning and policy formulation.

42. Greater emphasis will be placed on increasing the number of graduates of the regional centres of IFORD and RIPS in order to enhance the supply of social scientists with demographic training able to promote self-reliance at the country level. In this regard, UNFPA assistance will support the use of innovative training techniques which aim to increase the number of trainees and diversify their knowledge. These will include more widespread adoption of interdisciplinary approaches to population issues so that trainees are better equipped to deal with diverse socio-cultural settings and so that students are more aware and knowledgeable regarding a range of conceptual, methodological and practical issues relevant to research, planning and policy formulation. Where necessary, in-service training will be organized in countries which cannot afford to lose the services of their officials for long periods. Courses on human resources development, on population and development, and on women, population and development will also be introduced in training institutions such as the African Institute for Economic Development and Planning (IDEP) to acquaint African planners about the complex interrelationship between population and socio-economic factors and the role that gender plays in that interrelationship. In addition, regional advisers will be encouraged to provide training activities to further assist countries in their population analysis and research projects. The organization of a series of regional training workshops and seminars to benefit a wider group of countries and planning cadres in the region is also envisaged. These will include, among others, seminars specifically designed to sensitize population specialists and planners in the region to the relevance of gender in the planning process. In this regard, utilization will be made of the various training methodologies developed to promote the integration of population factors into the planning process as, for example, the UNFPA/FAO Computerized Agricultural Population Planning Assistance (CAPPA) system.

43. **Advisory services.** There are now 17 country projects in operation that seek to integrate population and development. By 1991, the number is expected to reach 30. This demonstrates that the efforts by countries of the region to integrate population and development planning are well under way. In view of the lack of experience of national specialists in most countries of the region, however, these efforts will require guidance, monitoring, evaluation and reinforcement. Moreover, as projects gather momentum, Governments will need ad hoc advisory services to help establish, reorganize or expand their population-related activities. Such advisory technical inputs would include: (a) providing...
assistance for specific socio-economic surveys and for training in this area; (b) disseminating information materials; (c) assisting with the preparation of technical inputs for inclusion in the population sections of national development plans; (d) sensitizing planners to the significance of gender issues in policy and programme formulation; and (e) providing practical assistance as required with needed training, research and advisory services. Therefore, UNFPA will continue to support the ECA programme of advisory services designed to meet the region's widespread needs for analysis and research activities and to promote the use of demographic data and other information in development planning. Similarly, increased support will be provided to ILO and other United Nations agencies and NGOs to encourage the integration of population considerations into various sectors of development planning such as agriculture and human resources planning and to build up national institutional structures to oversee the implementation of such integration. UNFPA will also utilize its regional and headquarters' technical capacity to assist countries in identifying and appraising projects; conducting sectoral reviews; and identifying the agency best suited to formulate and execute projects.

44. **Research activities.** Research activities are crucial, not only to understand better the demographic situation of countries, but also to provide planners with knowledge of the impact of population on national development. Research is needed on the methodological aspects of policy formulation, implementation and the effectiveness of policies in reaching various demographic goals. UNFPA will support regional research that relates population to development issues and to problems of high priority such as growing food shortages, rising levels of malnutrition and infant mortality, and the socio-economic impacts of labour migration on rural areas. The Fund will also support studies of rapid urbanization and the effects of such urbanization on the increasing need for medical and social services, of landlessness and its effect on the population, and of the interrelationship between population and the environment. UNFPA will promote, where applicable, the use of the findings of studies on land-carrying capacity as inputs for studies on migration and settlement policies. Owing to the lack of technical and human skills and of financial resources in many countries, several of the research studies will be conducted in the form of projects at the regional training centres and by regional advisers.

45. **Dissemination activities.** In the forthcoming programme period, UNFPA will encourage the increased use of dissemination/promotional activities focused on policy issues that take into account the growing knowledge of the interrelationship between population and development in the countries of the region. UNFPA will continue to support the Economic Commission for Africa Population Information Network-Africa and will also provide assistance for the establishment of two subregional clearinghouses by UNESCO. These will serve as focal points for the collection and dissemination of relevant information to field offices whose own capacity to store and disseminate information to governmental and non-governmental organizations will have been enhanced through improved facilities, staff training and modernization of communication linkages. National research institutions with potential for regional activities will be supported in their attempts to build up multidisciplinary documentation centres in population studies and to serve as bases for local teaching and research activities. Where necessary, short-term assistance will be provided to promote interest in and focus on population policy-related
teaching and research in such institutions. Subregional and regional meetings, conferences and workshops will also be promoted and targeted at parliamentarians, senior government officials, religious and community leaders and mass media personnel.

**Family planning and child-spacing programmes**

46. Two of the most urgent problems in the region continue to be high fertility levels and high infant and maternal mortality. Over the years, there has been an increasing awareness that frequent pregnancies and births among women who are in the youngest and oldest reproductive age groups are a major cause of these high mortality rates. As a result, all countries in the region are now initiating official family planning or child-spacing activities integrated within national maternal and child health programmes. However, as such activities develop, many programmes are faced with various operational and managerial problems that limit their effectiveness. These problems are common to most countries in the region. Unless these difficulties are tackled with more skill and co-operation than in the past, it may prove difficult to expand or even to achieve effective family planning and child-spacing programmes at national levels.

47. The objectives of UNFPA over the next four years will be to assist countries to manage, expand and evaluate their family planning and child-spacing activities and to develop the human resources required to enable them to plan and implement their activities on a basis of self-reliance. Accordingly, the major thrusts of UNFPA's strategy will be directed towards intensifying training activities, improving the efficiency of country backstopping and promoting relevant research to enhance the performance of such programmes. Given that the various problems in this area are common to most of the countries in the region, it is felt that solutions to these problems and needs can be more cost-effective at the regional level.

48. Training. A strategic component in strengthening and expanding family planning and child-spacing activities in sub-Saharan Africa is the training of human resources. Emphasis therefore will be placed not only on improving project management and evaluation with a view to improving the quality of services and self-reliance, but also on expanding the coverage of services country-wide. Activities will accordingly be directed to the training of all categories of health personnel in the management of family planning and child-spacing programmes, to the training of trainers in clinical and outreach services and to the improvement of delivery of family planning and child-spacing services and information.

49. The Fund therefore proposes to provide increased support to the Regional Training Centre in Family Health located in Mauritius to meet the growing demand for training of trainers for all levels of personnel involved in family planning and child-spacing activities. Also, greater use will be made of other subregional health training centres in order to increase the number of training facilities in the region. In addition, as part of their technical backstopping of country programmes, the UNFPA-supported WHO/AFRO health teams will also provide on-site training in family planning and child-spacing, including national curriculum development. While UNFPA will continue to support training activities of WHO/AFRO, it will also increase support to NGOs to develop regional courses in (a) training
for appropriate management and evaluation of family planning and child-spacing programmes; (b) training of family health workers in various development sectors, including community workers, primary health care workers and traditional birth attendants; and (c) training in the use of microcomputers for programme monitoring and evaluation. UNFPA also proposes, during the period, to conduct a needs assessment of family planning and child-spacing training in the region. The objective would be to develop and implement training strategies for country and regional activities that are not being met through the existing training programme activities available to the region. Training workshops of WHO/AFRO and UNFPA staff and national counterparts will continue to be emphasized with particular reference to design, formulation and implementation of projects supported by the Fund.

50. **Advisory services.** As population activities increase in countries within the region, the need for technical backstopping will increase. As in the past, future regional programming is likely to focus less on project development and more on the management and technical aspects of family planning and child-spacing delivery systems within the context of primary health care; on evaluation of activities; and on on-site training of human resources in family planning and child-spacing activities.

51. UNFPA will continue to fund the two WHO/AFRO intercountry family health teams to provide advisory services and training in order to strengthen and expand national family planning or child-spacing programmes supported by the Fund and for which WHO/AFRO is the executing agency in 17 countries. However, more attention will be required to ensure that adequate and efficient country backstopping needs are met. This will involve some adjustments in the services provided by the teams and should include the continuous supervision of UNFPA-supported country activities and the identification of project needs that can be met either by short-term consultancy specialists or within WHO available technical resources. In view of the non-existence or inadequacy of health indicators in most countries, particular attention will need to be given to the development of FP/MCH country profiles and especially to the collection and management of information/data related to family planning, child and birth spacing, and maternal mortality. Therefore, regional statistician posts will be added to the WHO/AFRO teams to reinforce the subregional family health teams in their efforts to assist countries in developing or upgrading their recording, reporting and information systems in managing FP/MCH country programmes and also in the training of national staff in the use of microcomputer technology. The WHO/AFRO "family health unit", which is supposed to provide infrastructural support to the two intercountry teams, should be reviewed critically with the basic objective of assessing its capacity to provide technical support to the two health teams to enable them to carry out their assignments before assistance for a third health team is provided.

52. In addition to the support for WHO/AFRO, extensive use of short-term consultants from international NGOs and leading universities will be initiated to provide technical backstopping that is responsive to the needs of the remaining national programmes in the region that are executed either directly by the Governments or by the international NGOs. Furthermore, UNFPA intends to make greater use of its own technical capacity at headquarters and in the region to supplement the work of WHO, NGOs and universities.

/...
53. **Research activities.** A number of issues in family planning and child-spacing activities need to be investigated in sub-Saharan Africa. Many research projects are conducted more effectively at the regional level. The Second African Population Conference in 1984 and the UNFPA strategy for sub-Saharan Africa both recommended various relevant research initiatives that could enhance the effectiveness and acceptability of the programmes in the region.

54. Although to date UNFPA support in this area has been minimal, over the next four years, UNFPA intends to: (a) collaborate with WHO/AFRO in joint efforts related to clinical, epidemiological, psycho-social and operational research on the regulation of fertility and sterility through WHO/AFRO's established regional network of research centres; (b) collaborate more effectively with the WHO/Special Programme of Research, Development and Research Training in Human Reproduction (HRP) task force on social and behavioural aspects of fertility regulation in order to promote multi-country studies of particular methods, especially those with potential for affecting mortality as well as fertility levels; (c) encourage research activities on the following topics: breastfeeding as a means of promoting and implementing family planning and child-spacing programmes including natural family planning; traditional and modern contraceptive practices and their acceptability; attitudes towards family size and family planning affecting adoption and rejection of family planning methods; adolescent sexuality and teen-age pregnancy; ways and means of improving the coverage, efficiency and effectiveness of programme activities; and factors affecting the operation and success of family planning and child health programmes.

55. **Dissemination activities.** Although there are family planning and child-spacing activities in all countries of the region, there continues to be a need to increase the awareness of the important role that these activities play in promoting the welfare of individuals and families as well as their effect on overall social and economic development. The exchange of information on the experience of health personnel and economic planners will be initiated through regional activities as well as the exchange of information on the health problems of adolescents, particularly on the high rate of pregnancies and abortion within this age group. UNFPA will support an information strategy advocated by JOICFP in using parasite control as an entry point for the delivery of integrated family planning, nutrition and maternal and child health programmes through the organization of annual regional meetings of country representatives of the region.

**Information, education and communication programmes**

56. Regional activities have helped to contribute to increased interest, awareness and acceptance of population education programmes in the region. However, despite such interest, IEC country activities have not developed regionally as rapidly as, for example, data collection and family planning/child-spacing activities. Several countries have not yet implemented a national IEC programme. There are many impediments to progress, most of which are related to the lack of technically skilled national personnel and to insufficient technical co-operation. The personnel needed to run IEC projects are presently not being trained systematically anywhere within the region. The objectives over the next four years will, therefore, be to strengthen the capabilities of nationals to carry out population education in schools and in out-of-school programmes through increased regional
training activities and advisory services, research activities, and subregional information networks.

57. **Youth.** The population of most sub-Saharan African countries is young, with about 45 per cent below the age of 15. The number of births to adolescents is rising throughout the region, both because the number of adolescents is growing and because they are becoming more sexually active. Therefore, assistance will be provided for regional activities that respond to the needs of in- and out-of-school youth to help them cope with the physical and psycho-social adjustments necessary as they move from adolescents into adulthood and to provide information on sexuality and fertility. Training will be conducted for the development of skills of youth programme managers, as well as of youth counsellors. Support will be given to action-oriented studies in fertility and sexuality related to the needs, problems, attitudes and knowledge of young people.

58. **Training.** If population IEC programmes are to play their role in support of population programmes in the region, the training of skilled personnel needs strong support. Efforts will be directed towards promoting the establishment of regional and/or subregional institution-based population IEC training programmes in order to meet the long-term need for trained IEC personnel in the region. In this respect, UNFPA will collaborate with the United Nations agencies concerned, particularly UNESCO, to institutionalize population IEC courses, both in the formal and informal sectors, in selected national institutions that are able to assume a regional or subregional role. Priority will be given to the training and establishment of a core or cadre of trainers able to assist institutions (nationally and regionally) and who, in turn, will provide trainers with both the content and skills required in the successful and effective management of their activities. Training activities will also be directed to personnel of IEC projects (in both the formal and informal sectors); to youth, women, and adults; and also to media specialists through courses dealing with the integration of population into regular broadcasts. In addition, ad hoc regional and subregional training seminars and workshops conducted by United Nations agencies will continue to be supported, as will those NGOs in a position to train national project personnel and population educators. Special training in IEC research activities will also be supported. In association with the above, a resource centre for materials acquisition and prototype materials production via networking will be supported to ensure a flow of training materials. In this connection, the multi-bilateral training support provided by the Canadian International Development Agency (CIDA), which is extended through the Population, Education and Communication (PEC) team based in Nairobi, Kenya, will be used as a resource centre servicing the specialized agencies in support of national and regional activities. A request for similar CIDA support for francophone countries for the PEC team at Dakar, Senegal, will be proposed by UNFPA.

59. **Advisory services.** It is expected that by the end of 1991, about 30 to 35 country IEC projects (in both the formal and informal sectors) will be operational in sub-Saharan Africa. Given the lack of national expertise in the region, however, these projects will require substantial technical assistance, in particular as regards the conceptualization, development and implementation of IEC activities in support of population policies and programmes. The number of current regional advisers - two for formal education and six for informal education - will
need to be increased in order to cope with the demand for their support services. Provision will also be made for specialized consultants to supplement the work of these regional advisers, particularly in training and evaluation. In addition, UNFPA proposes to use its regional and headquarters technical capacity to provide advisory services to countries in project identification and appraisal, and the conduct of sectoral reviews. Special attention will be given to the requirements of the varied and specific cultural aspects in which programmes are to be executed.

60. **Research activities.** Research in curriculum development and educational renovation or reform will be necessary to determine the type of population education most suitable within the African cultural context. In order to ensure the relevance and usefulness to national needs of population IEC materials developed at the regional level, a culturally sensitive research base will be required. Skills needed for the task may require inputs from cultural anthropologists, social psychologists and motivational analysts. UNFPA will encourage and support, through national research groups, specialist consultants, or surveys, the conduct of research activities for better understanding of the population-related values and attitudes in order to assess the relevance and effectiveness of different IEC approaches. Support will also be given for the development of methodologies, materials and training programmes in IEC.

61. **Dissemination activities.** The region is poorly networked. For example, the few available didactic materials produced in one society are not usually easily adaptable for use in surrounding societies. Moreover, there are limited national and regional capacities for collecting, processing, distributing and exchanging materials and experiences. Therefore, there is a growing demand in the region for appropriate information and reference materials on population education as well as for the means to disseminate such information.

62. In response to the above needs, UNFPA assistance in the next four years will focus on two primary activities: (a) the establishment of materials production centres on a regional/subregional basis to produce and disseminate prototype or sample IEC didactic materials for adaptation at national levels, including both teaching and learning materials; testing of such materials in a variety of contexts prior to adaptation and production; and producing training and evaluation materials for population educators; and (b) the creation of clearinghouses within the framework of the two UNFPA-supported IEC interagency teams responsible for the collection and mailing of relevant documentation to national projects. In addition, UNFPA also proposes to support seminars and workshops to promote awareness at the regional and subregional levels.

**Women, population and development**

63. As already noted in this document, special efforts will be made during the next four years to ensure the integration of women into mainstream UNFPA-supported population activities in the region. At present, a regional approach for the integration of the UNFPA strategy on the integration of women (as set forth in document DP/1987/38) into all UNFPA programmes is under formulation. As an initial step, ongoing programmes will be reviewed at the country level in order to determine the extent to which women are participants in and beneficiaries of programme activities. This will be carried out along with reviews of programmes...
supported by other agencies of the United Nations system. In doing so, emphasis will be placed on ensuring closer collaboration with national counterparts and Governments and NGOs. In further collaboration with the Joint Consultative Group on Policy (JCGP), efforts will be undertaken in regard to ensuring the collection and analysis of data on women and their relevance to policies concerning women so that a data base can be established and relevant research be promoted, among other things. A variety of efforts and approaches will be applied: (a) to raise awareness of gender issues among national policy-makers and planners; (b) to improve national-level data bases for planning and programme design; (c) to strengthen the capacity of women's governmental and non-governmental organizations to promote the status of women and enhance their involvement in population-related activities; and (d) to ensure that projects and programmes promoted and supported by the Fund are gender-sensitive and promote the interests of women.

64. UNFPA field office resources will be strengthened to deal with this dimension of project design and development, and national resources utilized, wherever possible, in the promotion and monitoring of activities. Support will be given to national experts to conduct research and training activities, and resources will be made available, wherever possible, for appropriate activities to be executed by women's organizations.

65. Training. Existing regional training and research centres will be encouraged to expand and diversify their activities in this area, so as to increase the impact of their work at the national level. Such regional institutions include ECA's African Training and Research Centre for Women (ATRCW) and the regional population/demographic institutes (RIPS, IFORD, IDEP, etc.) in which curricula will be expanded to include gender, population and development issues, and where necessary fellowships will be earmarked for women candidates. Training and advocacy will be given continuous attention, through the promotion of national and regional training and sensitization activities.

66. Advisory services. In response to needs already identified during recent years, UNFPA will provide advisory services related to the health, economic and social well-being of women. These services will be provided in close co-operation with existing UNFPA-supported advisory services by agencies and will also help to monitor ongoing activities to ensure that projects and programmes are gender sensitive and promote the participation and interests of women.

67. Research activities. With regard to research, regional resources will be made available at the country level to enable national syntheses of existing data on women's roles as mothers, workers, wives, community members, etc., to be undertaken. These will include information on traditions, customs, laws and religious beliefs and values as well as existing analyses of economic and demographic data. These national profiles of women's roles will be prepared with a view to providing relevant information to policy-makers, planners and project designers, highlighting existing constraints to innovative approaches for enhancing the status of women as well as recent changes in women's economic, social and health status, including adoption of modern child-spacing methods and practices to safeguard health. National and subregional seminars will be held to disseminate ideas and information regarding the design and execution of action programmes involving women in both population and development activities.
68. **Inter-agency collaboration.** Practical steps will be taken to promote effective interagency co-ordination. For example, at the country level, population-related activities may be integrated into women's projects currently focused on economic activities, and more concerted efforts will be made to promote joint agency execution of projects, where appropriate.

**Co-ordination**

69. International agencies now focus considerable attention on sub-Saharan Africa. Indeed, more than 20 multilateral and bilateral population donor agencies are at work in the region. In practical terms, that has meant that some countries have had to deal with seven or more donor agencies simultaneously. Effective Government co-ordination is thus crucial in order to reduce to a minimum the demands which a multiplicity of donors make on already stretched national human, administrative and financial resources. At present, none of the African countries is in a position to assume the role of central co-ordinator. If sub-Saharan African countries are to make effective use of population assistance, a primary objective must be the development of a national capability to co-ordinate the interests and activities of both national ministries and donor agencies. Accordingly, the Fund intends to encourage recipient countries in which several donor agencies are active to establish and/or strengthen central co-ordinating units within their administrative structures. These units would oversee the population assistance process, strike a balance among sectoral activities and ensure that negotiation, implementation and monitoring of aid are functionally integrated with sectoral ministries and central authorities.

70. Systematic consultation and collaboration with the United Nations bodies will be an integral part of the UNFPA strategy of assistance in sub-Saharan Africa. The Fund's assistance programme is expected to be executed largely in co-operation with United Nations agencies. Therefore, UNFPA will discuss and plan with each agency how the regional programme could be implemented most efficiently, taking into account the expertise of the agencies in certain fields, their capacity for technical backstopping as well as their potential for incorporating population components into their regular activities. Already this process is being promoted through the JCGP. A JCGP meeting was recently held in Arusha, United Republic of Tanzania, involving Government representatives on this matter.

71. Use of the concept of technical co-operation among developing countries (TCDC) has been employed with some success between countries of Africa and Latin America — through the use of Cuban and Brazilian experts especially in the Spanish and Lusaphone countries. UNFPA intends to continue the existing arrangements and, where feasible, encourage other TCDC collaborative efforts.

72. The proposed regional strategy will require extensive collaboration between agencies providing assistance to the region and also the establishment of a mechanism for co-ordinating these agencies' support in order to facilitate the development of comprehensive, cost-effective regional activities. In order to refine the mechanism for continuing consultation and collaboration among the agencies concerned and to review progress and to identify not only gaps in the work programmes of agencies but also emerging needs, UNFPA plans to convene a yearly meeting between these agencies and relevant NGOs.
Evaluation

73. The findings of previous evaluations of the regional programme - of the African census programme, the WHO/AFRO programme, and the UNESCO population education programme - have provided useful inputs into the current programming process. Programme evaluation will continue to play an important role in the Fund's regional programme. An evaluation of selected regional programmes by sector will be undertaken, starting in 1990, in order to identify problems, shortcomings and successes, the results of which will be useful in the formulation and implementation of the next regional programme cycle.

74. This will be done through regular consultations at the country level between UNFPA, Governments and others involved in the implementation and/or execution of the project through the establishment of systematic review and evaluation of project implementation and through a system of reporting on a regular basis to the Governing Council on the progress of the implementation of the regional programme.

Financial summary

75. The proposed UNFPA-supported regional programme for the sub-Saharan Africa region for the 1988-1991 period is estimated at $36.4 million. Table 4 provides a breakdown of the proposed programme by functional category. Table 5 provides a breakdown by work plan category.

Table 4. UNFPA Regional Programme in sub-Saharan Africa by Functional Category, 1988-1991

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<td>9.8</td>
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Source: UNFPA.
Table 5. UNFPA Regional Programme in sub-Saharan Africa by Work-plan Category, 1988-1991
($US millions)

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Source: UNFPA.