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UNFPA

UNITED NATIONS POPULATION FUND

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Benin

Support for a comprehensive population programme

Proposed UNFPA assistance: $4 million
Estimated value of the Government's contribution: To be determined
Duration: Five years
Estimated starting date: January 1988
Executing agencies:
  Government of Benin
  United Nations
  International Labour Organisation (ILO)
  Food and Agricultural Organization of the United Nations (FAO)
  United Nations Educational, Scientific and Cultural Organization (UNESCO)
  United Nations Department for Technical Co-operation and Development (DTCID)
  Economic Commission for Africa (ECA)
  National and International NGOs

Government co-ordinating agency: Ministry of Planning and Statistics
### Demographic facts

#### Population by sex

- **Total (in 1000)**: 4,050
- **Male (in 1000)**: 1,990
- **Female (in 1000)**: 2,060
- **Sex ratio (/100 females)**: 96.6

#### Population in year 2000

- 6,532

#### Population by age group

- **Age 0-14 (in 1000)**: 1,893
- **Age 15-64 (in 1000)**: 2,040
- **Age 65+ (in 1000)**: 116

#### Age indicators

- **Median age**: 16.6
- **Dependency: age 0-14**: 92.8
- **Dependency: age 65+**: 5.7
- **Dependency: total**: 98.5
- **Youth: 15-24 (in 1000)**: 750
- **Women: 15-49 (in 1000)**: 903

#### Urban-rural population

- **Urban population (in 1000)**: 1,427
- **Rural population (in 1000)**: 2,623
- **Per cent urban**: 35.2
- **Per cent rural**: 64.8

#### Agricultural population density (/hectare of arable land)

- 1.44

### Population density (/sq. km.)

- 36

### Average annual change

- **Population increase (in 1000)**: 137
- **Births (in 1000)**: 222
- **Deaths (in 1000)**: 85
- **Net migration (in 1000)**: 0

### Rate of annual change

- **Population change total (%)**: 3.12
- **Urban (%)**: 6.6
- **Rural (%)**: 0.9
- **Crude birth rate (/1000)**: 50.5
- **Crude death rate (/1000)**: 19.4
- **Natural increase (/1000)**: 31.1
- **Net migration (/1000)**: 0.0

### Fertility and mortality

- **Total fertility rate**: 7.00
- **Completed family size**: 6.3
- **Gross reproduction rate**: 3.45
- **Net reproduction rate**: 2.38
- **General fertility rate (/1000)**: 228
- **Child-woman ratio**: N/A
- **Infant mortality rate (/1000)**: 110
- **Life expectancy: male**: 44.4
- **Life expectancy: female**: 47.6
- **Life expectancy: total**: 46.0

### GNP per capita

- **(U.S. dollars, 1985)**: 260

I. SUMMARY

1. At the request of the Government of Benin, the United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $4 million over a five-year period, beginning January 1988. The time-frame of the proposed second programme coincides with Benin's second development plan, as well as with the fourth cycle of the United Nations Development Programme (UNDP) and that of the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP). This augurs well for the co-ordination and evaluation of the major development undertakings in Benin.

2. The overall objective of the second programme is two-fold: (1) to assist the Government in achieving its development objectives through the institutionalization of population policies within the overall development strategy of Benin and through the building up of the national capability in the formulation, implementation and monitoring of population programmes; and (2) to integrate population factors into the country's overall socio-economic development undertakings. The principal objectives of the components of the programme are as follows: reduction of maternal and infant mortality, as well as promotion and protection of family health through both preventive and curative methods and through improved health services including family planning; increase in awareness of the impact of demographic variables on development through population information, education and communication (IEC); increase of knowledge of population variables through demographic training and research; promotion of population policy formulation and implementation; systematic integration of women into population programmes through ensured participation of women in all programme activities; and establishment of updated population baseline data through census and intercensal activities.

3. The overall UNFPA strategy emphasizing outreach, effectiveness and quality will be reinforced in the various components of the programme and particularly in the health and education sectors. The specific strategy for the population programme is three-pronged: to put emphasis on improving the health and welfare of the rural population by extending programme activities to community and village levels; to utilize available national expertise as well as regional training institutions; and to work closely with other agencies, particularly UNDP, UNICEF and WFP, either through co-financing of selected projects or through integration of population components into existing and planned activities.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).
II. BACKGROUND

5. Benin faces a socio-economic situation that is shared by many African countries. Because of a highly unfavourable balance of trade, owing to a limited world market for its exportable commodities, the country's economic sector is characterized by government deficits, diminishing industrial production, under-cultivation of arable land, and high unemployment. Moreover, whereas the gross national product (GNP) and per capita income have remained at a standstill for the past several years, the annual population growth rate has soared from 2.8 per cent for the period 1973-1983 to 3.2 per cent during 1983-1987. All this has led to a curtailment of government expenditures for social services. Consequently, the social sector suffers from an inadequately equipped health infrastructure; a high rate of mortality, particularly of mothers and children; an insufficient number of primary and secondary schools; and an increasingly uneven distribution of population caused by high levels of internal migration.

6. To help redress the prevailing socio-economic situation, the Government has initiated reforms in its administrative and sectoral policies, undertaken the formulation of a development plan, and taken steps towards formulating a population policy. The Government is also continuing its dialogue with the World Bank and the International Monetary Fund as regards adjustments in the structure of the economy and the adoption of a programme of monetary stabilization.

7. A five-year development plan for the period 1988-1992 is currently being formulated. The plan focuses on, among other things, the development of rural areas through the establishment of administrative centres, schools and health centres at district and village levels, as well as through the extension of the country's communications network to the grass-roots level; increase in agricultural production; promotion of public investment in agriculture through loans and concessions; adoption of a programme of monetary structural adjustment; and redress of its population problems through the formulation and implementation of a comprehensive population programme.

8. Although Benin does not yet have a population policy in terms of population targets, the Government is concerned with the high rate of population growth, maternal and child mortality, the uneven population distribution and increasing rural-to-urban migration, particularly among youth. It has decided therefore to establish a Population Planning Unit within the Ministry of Planning and Statistics which would oversee and co-ordinate the formulation and execution of a comprehensive population policy.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

9. UNFPA's assistance to Benin started as early as 1972 with preparatory assistance for the Population and Housing Census which was conducted in 1979 and for which $1.4 million was allocated. An additional $1.4 million of assistance was provided in 1981/1982 to the Maternal and Child Health Care and Family Planning Programme. Two years later, the Governing Council approved a comprehensive population programme of assistance in the amount of $2.4 million for the period...
1983-1987. By the end of 1986, $3.8 million of an overall allocation of $5.2 million had been expended. The remaining balance of $1.4 million, which is allocated for 1987 and 1988, will be subsumed under the second country programme.

10. The previous programme concentrated mainly on data collection and analysis, maternal and child health care and family planning, population education in schools and demographic analysis.

Basic data collection and analysis

11. At the request of the Government, UNFPA provided assistance for the conduct of the first post-independence population and housing census in 1979. Although preparatory activities on the census had begun in 1972, various factors affected the timely implementation of the project. For one thing, no cartographic work had been carried out prior to the undertaking of the census; for another, upon leaving, the census adviser was not replaced for almost four years. Finally, Benin's National Institute of Statistics, which had been tasked with the preparatory work, was obliged to concentrate on compiling and analysing electoral statistics. As a result, the actual enumeration did not take place until March 1979. It took roughly seven years (September 1986) to complete the tabulation, analysis and dissemination of the census results. This was due primarily to the inefficiency of the computer used; deficiency in the project design, which, because it lacked an element of training in data processing and analysis, resulted in a technically weak project implementation; and inadequate supervision of the post-census survey. In spite of these difficulties, the Population and Housing Census provided Benin with its first post-independence baseline data. As mentioned above, UNFPA allocated a total amount of $1.4 million for the first census programme, which was undertaken in co-operation with the United Nations Department of Technical Co-operation for Development (DTCD).

Maternal and Child Health Care and Child Spacing (MCH/CS)

12. The immediate objective of this project is the reduction of maternal and infant mortality and morbidity through, among other things, the promotion of child spacing via pre-natal and post-natal counselling and provision of related services; the rehabilitation and strengthening of MCH/CS-related health infrastructures; and awareness creation through education and information on maternal and child health and family well-being. Out of a total budget of $1.4 million, about $944,000 (or 67 per cent) was expended by the end of 1986; a 90 per cent implementation rate is expected to be reached by the end of 1987. The World Health Organization (WHO) has been assisting in the execution of the project mainly in arranging fellowships and in purchasing medical and other equipment. UNFPA's input was apportioned as follows: medical equipment, 44 per cent; training, 32 per cent; technical assistance, including research undertakings/administrative support, 13 per cent; and miscellaneous, 11 per cent, part of which was used for printing educational materials.

13. Over the period of the project 1982-1986, 800 nationals were trained in MCH/CS; ante-natal care coverage more than doubled, from 33 per cent of service recipients to 67 per cent; child delivery at hospitals and health centres was
augmented by 25 per cent, and post-natal care coverage jumped from 3 to 24 per cent. Also, 20 health centres were rehabilitated, and 120 others adequately equipped. Although there were other sources of assistance that contributed to the overall progress made in MCH/CS, UNFPA's input appears to have been the most important. Indeed, between 1980 and 1985, the number of women using contraceptives more than quadrupled, rising from approximately 6,000 to some 26,000.

14. Despite these achievements, the project was constrained by, among other things, an inertia based in socio-cultural convention, most notably, as concerns restrictions against obtaining contraceptives. This has been compounded by the 1920 French law which, although not enforced, prohibits the use of contraceptives. The technical evaluation of the project, undertaken with the assistance of UNFPA in May 1986, identified, inter alia, the following shortcomings: inadequate collection and analysis of service statistics; absence of material on health education; considerable delays in delivery of equipment and contraceptives; and lengthy and cumbersome administrative procedures. The sectoral review mission that was fielded by the Fund in September 1987 concurred with the findings of the technical review. It noted a lack of sufficiently developed human and physical infrastructure and observed that the high rate of infant and maternal morbidity and mortality stemmed from the prevalence of infectious diseases, pregnancy complication and premature births. It observed in particular a lack of reporting, recording and feedback on family planning services; the non-availability of contraceptives at the level of district and community health centres and the overall shortage and erratic supply of contraceptives. Consequently, the sectoral review mission recommended that institutional support be reinforced through training and refresher courses; that educational material and trainers' manuals be produced; that a system of feedback/reporting and of service statistics on child spacing be introduced; and that technical backstopping be ensured, regular and adequate contraceptive supply be provided and logistics be improved for their distribution.

Population dynamics

15. Demographic training and analysis. In order to redress the lag in implementation and the technical difficulties that had earlier impaired the timely completion of data collection and analysis, a project in demographic training and analysis was approved in 1984 as a joint World Bank/UNDP/UNFPA endeavour. UNDP and the World Bank contributed to the purchase of equipment and the training of a national at the Ph.D. level. UNFPA's input, which amounted to $447,000, was intended mainly to assist in the analysis and dissemination of the 1979 Population and Housing Census, as well as of the post-census demographic and world fertility surveys that were undertaken in 1981 and 1982, and in the training of nationals. Although the project was constrained by complex institutional arrangements that caused a lag in training, five nationals, one of whom is a woman, received middle level training in demography. The sectoral review mission of September 1987, while recognizing the accomplishments of the project, observed, among other things, the need for updating and improving basic data collection and analysis and for strengthening institutional and technical capability through post-graduate training in demography and research. The mission recommended therefore that demographic training be intimately linked with research and that the institutions that
undertake training and research in demography be distinctly separate from, but work in close collaboration with, the institute responsible for data collection and analysis. It also recommended that measures be taken to promote and strengthen civil registration and vital statistics.

Information, education and communication

16. Population education in schools. UNFPA's efforts to assist the introduction of population education into the school system of Benin commenced in early 1978 when a national survey on the needs of students and parents was undertaken and followed by a national awareness-creation seminar and training for provincial instructors. This led to an official Government request for assistance in formal population education. Accordingly, in 1984 UNFPA approved a pilot project which was designed to determine the content and appropriate strategy for the introduction of population education into Benin's schools. Its major activities include curriculum development, production of training materials and orientation of trainers in population education. A total of $537,000 was allocated over a period of four-and-a-half years. UNESCO has been assisting in the execution of the project.

17. To date, 14 national school administrators and curricula developers (four of whom are women) have received orientation in population education and its integration into the school curriculum. These nationals now assume a co-ordinating role for the project. Also, under the project, a survey was undertaken by the University of Benin on socio-cultural beliefs and practices, and an inventory of documentation pertaining to population education was compiled. Other activities of note included a review of available textbooks and selection of those to be used to support project activities; intensive training of 39 teachers (6 of whom were women) in consciousness raising of population issues as well as in methods of pedagogy (50 more teachers of all grades are to receive similar training before the end of this phase); and the trial-testing of population education in 47 schools.

18. Such achievements notwithstanding, the sectoral review that was undertaken in September 1987 found, among other things, that the design of the project lacked clarity in terms of defining the population content to be introduced in the school curriculum; that almost half of the teacher-training manuals contained elements unrelated to population issues; that the decree authorizing the introduction of population education in selected schools was signed some two-and-a-half years after the project was implemented, thus reducing the degree of accountability on the part of the schools; and that lengthy and complex organizational procedures of disbursement of funds, combined with irregular technical backstopping, resulted in unnecessary revision of strategy and delay in implementation. All the same, the mission acknowledged that considerable progress had been made and that certain measures were being taken by the Government to redress the constraints in the sector as a whole (see para. 32 below). The mission further noted that the project was now following the expected course and thus recommended that the pilot phase be followed by the actual introduction of population education into the curriculum of the school system.
19. In addition, in order to encourage the implementation, at the national level, of the Mexico declaration on the "World Plan of Action on Population", UNFPA supported a regional project of which Benin was a beneficiary. As a precursor to the establishment of a population unit, UNFPA approved a total of $430,000 for five African countries with a view to increasing knowledge and appreciation of demographic dynamics and their impact on development. This was done through computerized simulation of demographic dynamics. The policy options thereby generated are expected to be presented to the Government for action in mid-1988.

Programme effectiveness

20. Despite operational problems, socio-cultural constraints and legislative obstacles, in general, the first UNFPA-assisted programme has attained the major objectives of the individual projects for which allocations were made. The way was paved for the strengthening of key institutions and for the decree of April 1985 which entrusted the Ministry of Family Health with, among other things, the execution of MCH-related projects, including family planning, and the conduct of surveys and research on the family. In summary, the major outcomes of the programme are the following:

(a) As a result of the dissemination of the 1979 Population and Housing Census and post-census activities, including the demographic and fertility surveys of 1981/1982, awareness of demographic dynamics and their implications on development has increased;

(b) The Government has given priority to the formulation of a population policy;

(c) As a result of the favourable outcome of the socio-cultural survey undertaken in the framework of a UNFPA-supported project, an official decree authorizing the introduction of population education into school systems has been signed and made public;

(d) Nationals have been trained in demography, MCH/FP, data processing and analysis, and the country is thus better prepared to undertake an expanded population programme. Health centres have been equipped and their number increased.

Other external assistance

21. The principal bilateral donors to Benin are France, accounting for approximately 53 per cent of total foreign aid; the Federal Republic of Germany, 17 per cent; and Switzerland, 8 per cent. The European Development Fund (EDF) of the European Economic Community assists in the fields of, among others, economic planning, agriculture, transport and communications. EDF's primary emphasis is on integrated rural development, mainly the rehabilitation and maintenance of roads, as well as on improving the country's health infrastructure. The United States Agency for International Development (USAID) gives assistance, some $7 million for a four-year programme which started in 1987, in training in health management, water supply and sanitation. The Government of the Netherlands helps support health training for the handicapped at the district and village levels. The
National Committee of Benin for the Protection of Family Health, which is an affiliate of the International Planned Parenthood Federation (IPPF), counsels women of reproductive age in family planning and provides in-service training. The Committee also provides contraceptives to 50 health centres and has a network that extends to the districts and villages.

22. In 1985, UNDP provided $3.7 million of assistance, the major portion of which went to the agricultural sector including training in planning and management. UNICEF assistance, totalling some $1.2 million for 1985-1986, has centred mainly on primary health care, a national education campaign on oral rehydration, expanded programme of immunization (EPI) and supply of potable drinking water in rural areas. WHO has a budget of $1.2 million for 1986/1987, with emphasis on specialization in public health and surgery. The United Nations Capital Development Fund (UNCDF) provides support mainly to enhance transport and communication infrastructure; and the World Food Programme is expected to support various projects pertaining to training in management and health care.

IV. THE PROPOSED PROGRAMME

The process

23. The second country programme is a result of dialogue between government sectoral ministries, the UNFPA field representative in Benin, UNFPA headquarters staff and a UNFPA-sponsored programming mission which included such United Nations specialized agencies as ILO, UNESCO, WHO and ECA, as well as an independent consultant. Prior to the formulation of the programme, sub-committees representing the various ministries were formed, and these sub-committees analysed their respective sectors and defined their needs. In all, discussions took place between 65 nationals, representatives from four participating executing agencies, and UNFPA headquarters and field staff. Donor countries represented in Benin also were consulted.

The programme

24. As indicated in the Summary above, the proposed second country programme seeks to help alleviate and redress constraints faced in the population sub-sector and support the national effort in achieving the Government's population and development objectives. The second country programme, which covers all the major areas under UNFPA's mandate and is designed to consolidate and build upon achievements attained through the first country programme, will focus on the strengthening of Benin's institutional base. The components of the programme, in order of government priority, are: formulation and implementation of population policies; data collection and analysis; maternal and child health care and child spacing; population information, education and communication; training and research in demography; and strengthening of the Women's Organization of Benin through training and institutional support. The programme would be implemented by the Government in co-operation with the specialized agencies, as specified below.
Population policy formulation and implementation

25. Establishment of a Population Planning Unit. According to recent United Nations estimates, the total population of Benin has reached 4 million and is projected at some 6.5 million for the year 2000. The crude birth rate of 50.5 is among the highest in Africa. Approximately 47 per cent of the population is under 15 years of age, suggesting a heavy dependency on the relatively small working adult population. Given the problems described above - the country's socio-economic situation, uneven spatial distribution of population and high rural-to-urban migration - and as a result of the dissemination of the 1979 census findings and of leaders' participation in international conferences on population, there has been growing awareness among policy-makers and planners of the impact of demographic variables on development. The Government of Benin has therefore decided to establish a Population Planning Unit within the Ministry of Planning and Statistics. The Unit would be under the Directorate of Planning and attached to the Commission for Human Resources. In close collaboration with the latter and other ministries, the Population Planning Unit would be expected to help formulate and implement an integrated population and development policy.

26. The major activities of the Population Planning Unit would include: the compilation of an inventory of demographic and related socio-economic data and an assessment of their quality and gaps; publication and dissemination of a comprehensive inventory and synthesis of research already completed and in progress, delineating its relevance for policy; preparation of detailed demographic estimates and projections for macro-economic, sectoral and regional planning; and training of six nationals in population and development planning. Also, a national seminar on population and law is envisaged for parliamentarians and party members, addressing, among other things, the 1920 law which, although not enforced, prohibits the use of contraceptives. The strategy to be adopted would be the orientation of provincial policy-makers and planners through national seminars and training workshops on the effects of high population growth, migration, and so forth, and the establishment of an inter-ministerial co-ordination committee composed of sectoral ministries. The project would be executed in co-operation with ILO. UNFPA proposes to provide $550,000 in order to support the Government's efforts.

Basic data collection and analysis

27. Population and housing census. The first post-independence population and housing census which was undertaken in 1979 is far from complete in many respects. Thus, in keeping with the recommendations of the World Population Plan of Action, which underscores, inter alia, the importance of conducting decennial population censuses, and in order to help Benin update its baseline data, UNFPA proposes to provide $475,000 for the 1990 population census. This project would be a joint UNDP/UNFPA undertaking. The Finnish Government is expected to support the census undertaking. The European Development Fund has been included in dialogues on the project which would also be submitted to other donor countries in pursuit of additional multi-bilateral financing. The activities of the census range from preparatory work such as updating cartographic work to enumeration, data processing, evaluation and analysis of data, and publication and dissemination of
the census results. UNDTCD and ECA would provide the technical backstopping, and the former would assist the Government in the overall implementation of the census undertaking.

Civil registration

28. Despite the administrative reform of 1978 which, among other things, resulted in decentralized civil registration, the system has not been working well and the coverage is said to be insignificant. With a view to putting in place an effective system of civil registration and promoting the formulation of a "code de famille" (family code), the Government created a National Commission for Civil Registration which has a technical committee composed of representatives from various ministries. There exists also a legal framework for civil registration which, according to the Government, needs to be examined and revised if necessary. UNFPA therefore proposes to provide the Government with consultancy services to assist in strengthening the planning, organizational, administrative and technical aspects of the system of civil registration and vital statistics. An amount of $65,000 is proposed to this end. UNDTCD and ECA would provide the necessary technical assistance.

Maternal and Child Health Care and Child Spacing (MCH/CS)

29. As elaborated earlier, the health sector has been constrained by various shortcomings. Infant mortality, estimated at 131 per thousand live births, is one of the highest in the region. The country's health infrastructure is weak and the delivery of an integrated MCH/CS has not yet been translated into action. Moreover, there are no mechanisms in place to guide the supervision and evaluation of MCH/CS clinics, and awareness of MCH/CS services remains low. UNFPA therefore proposes an amount of $1.2 million over a period of five years in order to promote family health through the reduction of maternal mortality by 20 per cent (from the current 137 per 100,000) by the end of 1992; the reduction of infant mortality by 23 per cent (to roughly 100 per thousand live births) over the same period; and the increase of contraceptive prevalence from the present 6 per cent to 12 per cent by the end of this programme. While UNICEF and WHO would concentrate on the MCH and public health components, UNFPA would focus on helping the Government to develop an integrated MCH/CS programme.

30. The strategy designed for implementing the MCH/CS programme employs a rural approach, extending related services to province and district levels and providing orientations for village health workers and leaders of co-operatives. To this end, the field network of the National Committee for the Protection of Family Health would be utilized, and UNFPA will be working increasingly with this effective national non-governmental organization (NGO). Furthermore, five provincial referral MCH/CS centres would be established at the rate of one centre per annum. Besides providing services, the centres would also offer a programme to train trainers, thereby creating a multiplier effect, as more and more trainers and trained personnel would be found at all levels of the provincial set-ups.

31. An effective means of co-ordinating the activities of national NGOs and health personnel of the Ministry of Health would be designed, focusing on such aspects as
the strengthening of the Health Division through the training of 18 nurses/midwives and 12 doctors (6 of whom will be women) in MCH/FP methods, and 6 health officers in management; the development of a system of MCH/CS service statistics; the launching of an information and education campaign in support of MCH/CS programmes; the production of training materials and the training/re-training of health personnel in the management, organization and evaluation of the programme; the strengthening of MCH/CS-related infrastructure; and the undertaking of a social survey on the determinants of the desired family size. Furthermore, special efforts would be made to promote contraceptive use among high-risk groups. The Université Libre de Brussels would assist in the execution of the project.

Population information, education and communication

32. The education sector, like other sectors, faces numerous constraints. It suffers, *inter alia*, from shortages of adequately trained teachers; insufficient number of schools at all levels; low enrolment, particularly of girls who constitute a 1:2 ratio of the general 49 per cent enrolment of school-age children; and a high drop-out rate due mainly to early marriage, pregnancy and relatively high tuition fees. As far as information and communication is concerned, the Government-operated mass media convey information to the public via distribution of a daily newspaper and monthly magazine in urban areas; a publication in eight local languages intended for rural circulation; and various publications directed at the village level. Because of a lack of data, however, the frequency and coverage of the circulation of these publications cannot be determined. The only publication that deals directly and exclusively with population information is a small brochure on child spacing intended for literate people at the village level. Radio broadcasts, on the other hand, cover the entire country and are very popular. Thus, they are excellent vehicles for conveying population information.

33. At present, the Government is taking measures to redress these and other constraints in the education and information subsectors. The school system is being reformed and attempts are being made to ensure a higher enrolment and to improve the quality of education. Counselling and extramural activities are being programmed for school drop-outs. The Government has, moreover, requested UNFPA's support in the launching of various non-formal population-related educational activities. A decree authorizing the official introduction and integration of population education into the curriculum has been signed and made public. In order to increase awareness and understanding of the nature, cause and implication of demographic dynamics *vis-à-vis* development, as well as to promote a more complete education and informed decision-making, a total of $1,040,000 is proposed for formal and non-formal IEC projects. All IEC projects would be backstopped by the inter-agency regional team (composed of representatives from ILO, FAO and UNESCO) based in Dakar.

34. Population education in schools. UNFPA proposes that a second-phase project be launched in the amount of $515,000 to help integrate population education into the overall school system. The principal objective of this project would be the strengthening of educational institutions through training of teachers, development of curricula and educational materials and the introduction of population education into the schools of all six provinces of the country by 1991. The strategy to be
adopted is the gradual extension of population education into the existing system in such a way that major activities such as training and re-training of teachers, evaluation and revision of programmes be automatically carried out in all educational institutions. The strategy would also aim at ensuring that population-related topics were included in the production of education materials. UNESCO would co-operate in the execution of the project.

35. **IEC and non-formal population education.** With a view to raising awareness of population issues and promoting informed decision-making on matters that affect quality of life, UNFPA proposes to support the following non-formal population education activities: dissemination of population education through the mass media; integration of population education into literacy and post-literacy activities; and providing orientation about population education through workshops for youth, parents and co-operative workers. These activities are described in more detail below.

36. The strategy adopted would focus on the strengthening of rural radio in terms of both broadcast capacity and content, and of village-level publications; centralization, within the Ministry of Information, of audio-visual material production as well as of the production of radio programmes and broadcasting; expansion of both the scope and magnitude of rural programmes and assurance of maximum coverage and encouragement of community participation by providing incentives such as giving special awards for play productions, question-and-answer contests and songs that underscore population issues.

**Population, information, education and communication through mass media**

37. The objective of this project is to train five radio programmers and print journalists in population concepts with a view to facilitating the effective inclusion of related topics in radio programmes, including rural radio, and the printed media, including the rural press. The project would also make audio-visual and other materials available through the production and distribution of such materials to other non-formal population education programmes supported by UNFPA. To this end, an amount of $150,000 is proposed over a period of three years. UNESCO would assist the Government in the implementation of the programme.

**Population education through literacy and post-literacy programmes**

38. This project aims at integrating aspects of family health, family well-being, and responsible parenthood into literacy and post-literacy programmes through training in population concepts for members of the Women's Organization, of trade unions and of co-operatives, and strengthening of literacy clubs through the provision of reading materials. Technical backstopping would be provided by UNESCO and national consultants. An amount of $110,000 is proposed for a period of three years beginning mid-1988.

**Other education and communication activities**

39. In addition to the above, four population-related workshops/seminars would be held for community leaders, youth, parents and co-operative workers in order to
provide information on population concepts, family well-being, quality of life, and linkages between maternal and child health and child spacing. The seminars would be organized by nationals drawn from various UNFPA-supported projects. ILO, FAO and UNESCO would provide technical backstopping. An amount of $95,000 is proposed for the seminars.

40. Furthermore, it is proposed that UNFPA support the integration of family life education and responsible parenthood into the UNDP-supported training project for co-operatives. The UNDP project is a pilot undertaking and will be evaluated in mid-1988. Agreements have been reached on a joint UNDP/UNFPA project which, subject to the outcome of this ongoing project, would commence in 1989. While UNDP's emphasis would be on creating and strengthening administrative and organizational capabilities through the training of selected co-operative members, the aspect of population education would be supported by UNFPA. An amount of $80,000 is proposed over a period of three years. The executing agency would be determined in consultation with UNDP. In a similar vein, family life education would be introduced into and contraceptives provided through UNICEF's programme of health education. An amount of $90,000 is proposed for the UNICEF/UNFPA project.

Women, population and development

41. The global UNFPA strategy for the integration of women in population programmes, which was approved by the Governing Council in 1987, is to systematically include women in all UNFPA-supported activities and to ensure that they are equal beneficiaries of its assistance. As indicated above, attempts have been made to integrate women into several projects both as participants and beneficiaries of the first country programme. The same would be true for the second programme. UNFPA would continue to support specific social, cultural and economic activities in which women are engaged, taking care to introduce population components where applicable. Moreover, the Fund would support women's organizations and, through such organizations, attempt to reach rural and village leaders as well as the grass-roots female population; undertake sample surveys on traditional practices, women's needs and the stumbling blocks inhibiting the full participation of women in community activities in order to develop country-, regional- and village-specific programmes; and maintain the prerequisite that project design always include women's participation.

42. Training of women in organization and management. The Women's Organization of Benin (OFRB), one of the largest in the country, is entrusted by the Government with mobilizing, organizing, and orienting women such that they can help themselves both in attaining their appropriate status and in playing an active role in the political, economic and social endeavours of the country. UNDP gives assistance to women's rural co-operatives and supports some of their economic activities; FAO has been financing a preparatory project entitled "Appropriate Technology", in which the Government of the Netherlands has been assisting.

43. In spite of its mobilization capability, the organization suffers from shortages of adequately trained staff in management and training and a lack of educational materials. UNFPA therefore proposes to provide $230,000 for the purpose of strengthening the OFRB through training of trainers in management, ...
organization and interpersonal communication skills; promoting knowledge through
research on the status of women, in particular as this has evolved in terms of
traditional and cultural behaviours, as well as on means of effective integration
of women into development-related programmes; and training of motivators in family
well-being. FAO and UNESCO would assist the Government in the execution of the
project.

Population dynamics

44. Training and research in demography. In comparison with some sub-Saharan
African countries, Benin appears to be in a good position when it comes to the
quality and number of nationals trained in demography. A total of nine have
received post-graduate training at the Master's level, all of whom but one are
serving in the Ministry of Planning and Statistics. In addition, three nationals
are pursuing their studies abroad, two at the Master's level, the other at the
Ph.D. level. Also, five technicians were trained through a UNFPA-assisted
project. All the same, it should be noted that only the Ministry of Planning and
Statistics has demographers on its staff; the other ministries have none.
Moreover, there is no training in demography at the University of Benin, and
corresponding research work is lacking. The various components of UNFPA's proposed
programme include surveys and research on different population-related themes.
Therefore, in order to reinforce the institutional capacity of the University and
to promote the availability of scientific studies on demographic consequences,
UNFPA proposes an amount of $440,000 for training and research at the University.
Through this project, three nationals would be trained at the Ph.D. level. This,
it is hoped, will ensure the continuation of training in demography at the
University and promote co-operation among the various educational institutions in
conducting research in this field. UNDTCD would assist in the execution of the
project.

Co-ordination

45. In order to ensure close co-ordination between the second population programme
and other development endeavours, two mechanisms will be put in place. First, a
co-ordinating committee composed of representatives of each UNFPA-supported project
and of the UNFPA field office would be established and hold trimestral meetings
for exchange of information and feedback. The meetings would be organized jointly
by the field office and the Ministry of Planning and Statistics. Each year, three
reports on the co-ordination and coherence of population activities would be
submitted by the committee to UNFPA. Second, joint projects would be required to
have joint evaluation and, to the extent possible, lessons learned from evaluations
of projects financed through UNDP, UNICEF and WHO would be disseminated so that
they could be taken into consideration by all parties concerned.

Monitoring and evaluation

46. In order to ensure programme quality, timely implementation and that the
programme is indeed supporting priority areas and contributing to increased
Government capability, a mid-term country programme evaluation would be undertaken
at the beginning of 1990. In addition, selected components of the country
programme would undergo in-depth evaluation with the participation of experts who were not associated with any of the projects. Furthermore, the requirements of the customary means of monitoring projects, such as the semestrial progress and tripartite reports, would be revised in such a way as to enable UNFPA headquarters staff and co-operating executing agencies to assess the tendencies of project activities accurately as well as to gauge weaknesses and strengths. Moreover, it is expected that the joint evaluation carried out with other United Nations agencies mentioned above, along with the regular technical backstopping and monitoring missions, would supplement close follow-up of the programme. With a view to avoiding many of the constraints that affected the first programme, regular inter-agency meetings would be held and decisions taken on ways of improving programme performance and quality.

Field office and programme management

47. The first country programme was co-ordinated by the UNDP Resident Representative who also serves as UNFPA's Representative; a UNFPA Deputy Representative and Senior Adviser on Population stationed at Lomé (Togo); a National Programme Officer; and an Administrative and Secretarial Assistant. Given the scope and magnitude of the proposed second country programme and the heavy work-load of the UNDP field office, part of which is shouldered by the UNFPA National Programme Officer, UNFPA would assign a full-time International Programme Officer (IPO) to Benin. It is also recommended that a full-time Secretary be recruited locally.

Financial summary

48. As indicated in paragraph 1, a programme of $4 million, covering all areas of UNFPA'S mandate, is proposed. As mentioned in paragraph 9, the 1987 and 1988 allocations of $1.4 million would be subsumed in the proposed budget.

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<tr>
<th>UNFPA regular resources</th>
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<td>Women, population and development</td>
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<td><strong>Total</strong></td>
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V. RECOMMENDATION

49. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Benin in the amount of $4 million for the five-year period 1988-1992;

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