UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Uganda

Support for a comprehensive population programme

Proposed UNFPA assistance: $16 million, of which $7.6 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $8.4 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.

Estimated value of the Government's contributions: To be determined

Duration: Five years

Estimated starting date: January 1988

Executing agencies:
- Government of Uganda
- United Nations
- International Labour Organisation (ILO)
- Food and Agriculture Organization of the United Nations (FAO)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- World Health Organization (WHO)
- International Planned Parenthood Federation (IPPF)

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

**Population by sex**

<table>
<thead>
<tr>
<th>Sex</th>
<th>Total (in 1000)</th>
<th>Male (in 1000)</th>
<th>Female (in 1000)</th>
<th>Sex ratio (/100 females)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>15,477</td>
<td>7,668</td>
<td>7,809</td>
<td>98.2</td>
</tr>
</tbody>
</table>

**Population in year 2000**: 26,262

**Population by age group**

<table>
<thead>
<tr>
<th>Age</th>
<th>Total (in 1000)</th>
<th>0-14 (in 1000)</th>
<th>15-64 (in 1000)</th>
<th>65+ (in 1000)</th>
<th>0-14 (percentage)</th>
<th>15-64 (percentage)</th>
<th>65+ (percentage)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age 0-14</td>
<td>7,442</td>
<td>2,368</td>
<td>5,074</td>
<td>377</td>
<td>32.4</td>
<td>67.6</td>
<td>100</td>
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<tr>
<td>Age 15-64</td>
<td>10,059</td>
<td>5,240</td>
<td>4,819</td>
<td>104</td>
<td>51.9</td>
<td>48.1</td>
<td>100</td>
</tr>
<tr>
<td>Age 65+</td>
<td>3,079</td>
<td>1,835</td>
<td>1,244</td>
<td>840</td>
<td>60.2</td>
<td>39.8</td>
<td>100</td>
</tr>
</tbody>
</table>

**Age indicators**

<table>
<thead>
<tr>
<th>Median age</th>
<th>Dependency: age 0-14</th>
<th>Dependency: age 65+</th>
<th>Dependency: total</th>
<th>Youth: 15-24 (in 1000)</th>
<th>Women: 15-49 (in 1000)</th>
</tr>
</thead>
<tbody>
<tr>
<td>15.9</td>
<td>97.3</td>
<td>5.1</td>
<td>102.3</td>
<td>2,945</td>
<td>3,382</td>
</tr>
</tbody>
</table>

**Urban-rural population**

| Urban population (in 1000) | 1,473 |
| Rural population (in 1000) | 14,004 |

| Per cent urban | 9.5 |
| Per cent rural | 90.5 |

**Agricultural population density (/hectare of arable land)**: 1.93

**Population density (/sq. km.)**: 66

**Average annual change**

**Population increase (in 1000)**: 590

**Births (in 1000)**: 850

**Deaths (in 1000)**: 260

**Net migration (in 1000)**: 0

**Rate of annual change**

**Population change total (%)**: 3.49

**Urban (%)**: 5.7

**Rural (%)**: 3.2

**Crude birth rate (/1000)**: 50.1

**Crude death rate (/1000)**: 15.4

**Natural increase (/1000)**: 34.8

**Net migration (/1000)**: 0.0

**Fertility and mortality**

**Total fertility rate**: 6.90

**Completed family size**: N/A

**Gross reproduction rate**: 3.40

**Net reproduction rate**: 2.55

**General fertility rate (/1000)**: 230

**Child-woman ratio**: N/A

**Infant mortality rate (/1000)**: 103

**Life expectancy: male**: 49.3

**Life expectancy: female**: 52.7

**Life expectancy: total**: 51.0

**GNP per capita (U.S. dollars, 1984)**: 230

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $16 million, of which $7.6 million is to be committed from UNFPA's regular resources, over a five-year period, starting January 1988, to assist the Government of Uganda, a priority country for UNFPA assistance, in achieving its population and development objectives. If UNFPA's funding situation permits, the balance of up to $8.4 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA would seek to cover the shortfall from other sources, including multi-lateral sources.

2. The first programme of UNFPA assistance to Uganda was to cover the period 1985 to 1989, but its implementation was disrupted due to internal political and economic upheavals. However, given the recent improvements in the local situation following the institution of a new Government in 1986, it was decided to update the national needs in line with the Government's priorities, review the first country programme, and launch a new population programme for UNFPA support. The proposed programme would thus constitute UNFPA's second cycle of assistance and focus on basic data collection and analysis; population dynamics; population policy formulation; maternal and child health and family planning (MCH/FP); population and family life information, education and communication (IEC); women, population and development; and programme reserve.

3. Several major changes have taken place in Uganda since the last country programme was developed. The country's infrastructural facilities, services and institutional machinery have deteriorated, and there has been a notable loss of trained national personnel. Consequently, the proposed programme differs from the first one to the extent that it puts greater emphasis on rebuilding the necessary local infrastructure for planning and delivery of population programmes and related basic social services. Moreover, owing to the country's poor economic situation, UNFPA would pay local salary supplements in order to encourage active participation of national counterparts in the programme. In view of the envisaged budgetary requirements and the need for close monitoring, the programme would be implemented in 8 of the Uganda's 33 districts.

4. The proposed programme has been jointly developed by the Government and UNFPA, taking into account (i) the Uganda National Rehabilitation and Development Plan (NRDP) 1987/88-1990/91; (ii) the recommendations of a UNFPA-supported programme update mission to Uganda in 1987, of a Needs Assessment Mission to Uganda in 1980, and of a follow-up needs assessment mission in 1982; and (iii) the Fund's Strategy for UNFPA Assistance to sub-Saharan Africa (DP/1987/37). Care has been taken to ensure that the proposed programme complements the assistance provided by other sources such as the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), the World Bank and the European Economic Community (EEC), among others.

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

II. BACKGROUND

6. Uganda is a land-locked country covering a land area of 241,139 square
kilometres, 68 per cent of which is arable. Agriculture is the mainstay of the
economy, employing 83 per cent of the labour force, earning 85 per cent of the
country's export revenues, and contributing 65 per cent of the gross domestic
product (GDP). Currently, coffee is the main cash crop, accounting for over
90 per cent of export earnings. Together with tea, these two contribute
32 per cent of the monetary income earned from agriculture. Other cash crops
include cotton, tobacco, and cocoa. Although the country has favourable natural
resources for supporting increased agricultural production capable of attaining
self-sufficiency in its food supply, there are sharp ecological differences among
regions. This accounts in part for the country's uneven population distribution
and uneven socio-economic development.

7. The last reliable population census in Uganda was conducted in 1969. The 1980
census enumeration revealed a total population of 12.6 million. However, owing to
the loss of the schedules for 25 out of the 33 districts, no analytical report was
produced on the census. Demographic surveys and collection of vital statistics
have not been carried out since 1969, with the result that current demographic data
are inadequate and unreliable for national planning. According to United Nations
projections, the country's population as of 1986 was 16 million, with an annual
growth rate of 3.5 per cent and a total fertility rate of 6.9. The population is
highly rural (90 per cent), predominately youthful (48 per cent are under the age
of 15), and has a sex ratio of 98.2. At the current rate of growth, the population
of Uganda would likely double in 23 years. The national literacy rate is estimated
at 52 per cent.

8. Ugandans tend to migrate from different parts of the country to the central
part (mainly Kampala, Jinja and Entebbe), which forms the country's industrial
belt, generally in search of wage employment. A substantial number of Ugandans
have also emigrated to other countries primarily because of past disruptions in the
country's politics and economy. On the other hand, owing to its geographical
location, the country attracts migrants and refugees from its neighbouring
countries, including Rwanda, Sudan and Zaire.

9. From 1970 to 1986, Uganda experienced a serious civil war as rival political
groups fought one another to gain control of the administration of the country.
The accompanying destruction of infrastructural facilities led to mismanagement of
the economy and neglect in all aspects of life. It is estimated that during this
period 800,000 people lost their lives and a million others were displaced, as they
sought refuge both inside and outside of the country. The growing loss of
confidence in the country resulted in a massive flight of capital. The cumulative
effect of these forces was a collapse of the social and economic fabric of the
society. This made it extremely difficult to implement development programmes. Between August and October 1985, most United Nations international personnel were temporarily evacuated from Uganda following a coup d’état in July 1985 but returned immediately after the improvement of peace and order by the National Resistance Movement (NRM) Government in January 1986.

10. This NRM Government has introduced discipline and committed management of public affairs. The return to a normal way of life is evidenced by the spontaneous return of a great number of Ugandans who had previously lived in exile. The belief that a favourable political and economic climate for development activities has now been created is supported by the fact that in 1987 the World Bank signed a long-term $31 million loan agreement with the Government in order to finance the rehabilitation of the country's agricultural and transport sectors. Consequently, the Government has launched the National Rehabilitation and Development Plan (1987/88-1990/91 - NRDP), which seeks, among other things, to build a self-sustaining economy by the end of the plan period by achieving an annual economic growth rate of 5 per cent (the prevailing rate had been minus 6 per cent per annum), reducing inflation from 150 to 10 per cent and restoring normal delivery of social services by 1992.

11. In recognition of the devastating impact the civil war had on socio-economic activities, the NRDP stresses the need for rehabilitation of the productive sector of the economy, as well as of the war-ravaged parts of the country, and the restoration and improvement of social facilities to ensure that people have at least the basic necessities of life, such as medical services, housing, and so forth. Hence, the NRDP accords priority to agriculture, industry, transport and communications, and social services. It stresses active participation of the private sector and non-governmental organizations (NGOs) in the implementation of the plan, with government participation in selected fields. In accordance with government policy of decentralized planning, all programmes will be planned and implemented through district development committees, village resistance committees, and the national Resistance Council/Secretariat.

12. Despite not having an explicit population policy, Uganda has demonstrated a keen interest in moderating its population growth in line with its resources. Its Third Five-Year Development Plan (1971/72-1975/76) stated that the high rate of population growth (which was then 3.3 per cent) was an impediment to socio-economic development. The Government proposal to support a family life IEC programme to educate parents on the need for family planning could not be implemented, however, due to the unstable local situation. For the same reason, subsequent proposals for population-related activities could not be implemented.

13. In terms of population concerns, the current NRDP identifies its major problems, among others, as a high population growth rate (3.5 per cent), high infant and maternal mortality rates (120 per 1,000 live births and 5 per 1,000 respectively), a high total fertility rate (6.9), low contraceptive prevalence (3 per cent) and weak family planning IEC, and an inadequate service delivery network. The Plan thus calls for the strengthening of MCH/FP services; expansion of population/family life IEC activities; improvement of the demographic data base and national expertise in demography to facilitate the integration of population
into development planning; formulation of an explicit national policy on population; and promotion of activities that will enhance women's socio-economic status.

14. Meanwhile, the drastic changes that have taken place in the country since 1985 have rendered the existing UNFPA assistance programme (1985-1989) outdated and inadequate. This is because the priorities of the new Ugandan Government, as reflected in the NRDP, are different and need to be addressed appropriately. Besides, the UNDP/UNFPA Governing Council has recently made some important recommendations (e.g., on the strategy for UNFPA Assistance to sub-Saharan Africa, the joint submission of country programmes by agencies, among others) which need to be reflected in future programmes. In this instance, both the NRDP and the UNDP country programme run from 1987/88 to 1991/92. With these factors in mind and in view of the need to devise a realistic and comprehensive programme that provides enough resources to support its implementation, the Fund presents this new programme for consideration.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

15. The Governing Council at its thirty-second session in 1985 approved UNFPA's first country programme for Uganda in the amount of $3.4 million (1985-1989) to assist the Government in undertaking preparatory activities in identified sectors to lay the groundwork for a more comprehensive programme in the future. Towards this end, UNFPA assistance was directed at: (i) analysis of the 1980 population census and dissemination of the results; (ii) establishment of a demography training programme at Makerere University; (iii) formulation and evaluation of a population policy; (iv) improvement of national MCH/FP services; (v) strengthening of population/family life IEC activities; and (vi) promotion of activities designed to enhance the status and role of women and youth. Total expenditure through 1986 was $211,000; the allocation for 1987 was $487,000. The balance of $2.7 million would be subsumed under the proposed programme (1988-1992). A more detailed review of individual projects is presented below.

Maternal and child health and family planning

16. National MCH/FP services. The project to improve national MCH/FP services was allotted $948,000 covering a four-year period. During 1985-1986, UNFPA provided $42,000 to help strengthen MCH/FP services through one Master's of Public Health fellowship and the purchase of motor vehicles. In 1987, project funds were used to assist the Government in undertaking a situation analysis to determine the health status of the population, an undertaking made necessary because of the lack of baseline data. This was carried out jointly with WHO and the United States Agency for International Development (USAID), and the results were used in formulating an MCH/FP project proposal (1988-1992) for UNFPA assistance. UNFPA also provided support to the Family Planning Association of Uganda (FPAU, which is the local affiliate of IPPF) so that it could develop family planning educational materials and organize family planning IEC activities aimed at stimulating demand for services. The budgetary allocation for 1987 was $219,000.

/...
Basic data collection and analysis

17. Population and Housing Census. A national population census was conducted in 1980 for the purpose of generating demographic and related socio-economic data for use in national planning. UNFPA sought to assist in the processing, analysis and dissemination of these data. However, nearly 85 per cent of the collected data were lost, and it was decided to process the remaining data for training purposes. As a result, Uganda still lacks up-to-date demographic data. UNFPA allocated $85,000 to cover mission and data-entry costs.

Population dynamics

18. Training in Demography. With the objective of assisting the Government in its efforts to increase national expertise in demography, UNFPA supported a project for the establishment of a training programme in demography at Makerere University. UNFPA provided $195,000 in 1985-1986 for technical advisory services, fellowships, local training, equipment and printing. The budgetary allocation for 1987 was $199,000. As a result of this assistance, a Population Unit responsible for training was created in the Institute of Statistics and Applied Economics (ISAE) at the University, and demography has been introduced into other ongoing programmes of the University. One course on Introduction to Demography has been integrated into the undergraduate statistics programme, and a course on Demography and Population Studies is being taught as a required course for Sociology and Social Work students and as an elective for Economics and Political Science students. At the postgraduate level, two courses, on Biostatistics and on Population Dynamics, are required for all public health students. An MA programme in Demography has also recently been started, and there are plans to upgrade the Population Unit to the status of Department. Two nationals trained in demography are engaged as full-time counterparts to the technical adviser, assisting with the teaching of the above-mentioned courses. Two other demographers are currently on UNFPA-funded Ph.D. training, and the Government is at an advanced stage in the recruitment of another national demographer to assist in teaching and research duties. Due to the national unrest and other local constraints, it has not been possible to undertake extensive research activities or organize appropriate training programmes for policy-makers and planners of various sectoral ministries, as intended.

Other external assistance

19. Because of the country's uncertain political situation, external assistance to Uganda has been erratic. Generally, as a result of the emergency situation that followed a decade and a half of civil war, assistance by bilateral donors has tended to focus on rebuilding the country's productive capacity in agriculture and in agro-based industries, as well as other major physical infrastructure, such as roads and communications. Various United Nations entities have supported the revamping of vital institution-building needs and social programmes.

20. UNDP has supported rehabilitation of the higher education sector, medical institutions, and water and environmental sanitation. UNICEF assistance has gone towards improved rural water supply and EPI (expanded programme of immunization). WHO has supplied essential drugs and trained health personnel to help combat communicable diseases. Family Planning International Assistance (FPIA) has helped...
to supply contraceptives, and IPPF (through FPAU) has been active in promoting family life IEC activities and MCH/FP services.

21. Generally, the unfavourable political climate that prevailed in Uganda until 1986 militated against the Government making maximum use of earlier UNFPA and other assistance programmes. Nevertheless, UNFPA assistance did help to introduce demography into various disciplines at the University of Makerere, and to institutionalize demographic training as part of the overall programme of the University. The assistance has also helped to produce some current data on the health status of the population and to train health staff in MCH/FP programme management and service delivery. The inputs of other United Nations entities and bilateral donors are contributing to the rehabilitation of the broad socio-economic fabric in order to restore a normal way of life in the country. These activities, together with the commitment of the present Government to the regulation of the country's population, would prove useful for the planning, implementation, and co-ordination of the proposed UNFPA programme.

IV. PROPOSED PROGRAMME 1988-1992

22. The proposed $16 million programme has been formulated in light of the objectives of the Uganda National Rehabilitation and Development Plan. The NRDP aims at achieving an economic growth rate of 5 per cent per annum and rehabilitating the social services sector, among other things. The Government recognizes that the prevailing high population growth rate of 3.5 per cent per annum constitutes a major hindrance to attaining these targets. Accordingly, it is interested in reducing the population growth rate and integrating population components into the national planning machinery so as to enable the country to achieve a reasonable balance among population growth, national development and available resources. The proposed UNFPA programme would therefore aim at enabling the Government to increase the family planning acceptance rate, integrate population factors into national planning, develop a national policy on population and promote the socio-economic status of women.

23. As part of its commitment to the goal of Health for All by the Year 2000 through primary health care, the Government supports family planning within the context of MCH as the key means of bringing about reduced population growth. A national health policy is under consideration and its recommendations include: reducing the population growth rate from 3.5 per cent to 2.6 per cent by 1992; reducing infant and maternal mortality rates from 120 and 5 per 1,000 to 20 and 3 per 1,000, respectively, by 1992; increasing the average interval between births from 18 to 24 months; increasing the contraceptive prevalence rate from 3 per cent to 20 per cent by 1992; and increasing the level of attended deliveries from 25 per cent to 50 per cent by 1992. To be sure, these targets are overly ambitious. Nevertheless, they reflect the Government's concern about the national population situation. The Government's policy is that family planning services should be offered at all health facilities in the country, that the overall quality of MCH/FP services should be improved, and that family life IEC activities should be intensified to stimulate demand for services. At present, Uganda has 46 government-run hospitals and 567 rural health units; there are an additional 33 hospitals and 128 rural health units operated by NGOs (1984 Health Services
Statistics). The principal categories of health personnel are doctors, medical assistants and nurse/midwives of which in 1982 there were 500, 700 and 6,000 respectively. However, as a result of the civil war, most of the health facilities are not functional or lack basic equipment, and many of the personnel have left the country, making it all the more difficult for the Government to achieve stated targets.

24. Recently, the spread of the acquired immunodeficiency syndrome (AIDS) pandemic in Uganda has worsened the national health situation. As of the end of 1987, more than 1,000 cases of AIDS had been officially reported to WHO. The Government has embarked on an educational and clinical programme to help minimize further incidence of the disease.

25. The proposed strategy for the population programme is to help the Government (i) to embark upon an intensive family health IEC programme designed to inform and educate various sections of the population on the relationship between family health practices and quality of life, on the availability of MCH/FP services, and on the prevention of AIDS; and (ii) to strengthen the MCH/FP service delivery system and extend services to all health facilities in 8 identified districts to meet the generated demand. Demographic and health statistics would be collected, processed, analysed and disseminated both to help explain the impact of population on development efforts and to provide reliable data for planning purposes. In this connection, the programme is designed to assist the Government in its efforts to sensitize policy-makers, national and sectoral planners, community leaders and the general public to the need for incorporating population into development planning and for having clear policy guidelines on population. One of the important topics to be emphasized in this endeavour would be the relationship between women's status and national development, with a view to encouraging the formulation of appropriate policies and programmes to enhance women's participation in and benefits from development activities. To carry out these programmes, the proposed assistance would also train nationals (from different disciplines) in demography, as well as in the planning, implementation, and management of population programmes.

26. To promote effective implementation and co-ordination of population programmes, the proposed programme of assistance would follow the government strategy of decentralized planning and implementation in accordance with the provisions of national policies and objectives. Thus, it is proposed that a national Population Council, comprising representatives of various national institutions, be established to advise the Government on population policy issues and operational guidelines. A Population Secretariat, to be located in the Ministry of Planning and Economic Development and made up of sectoral planners who have had some training in demography, would serve as the technical wing of the Council and be responsible for overall programme planning, implementation, and co-ordination. At the implementation level, district development committees (DDC), which are composed of sectoral representatives who are normally responsible for community development activities, would be strengthened so that they can serve as the focal point for integrating demographic variables into community development programmes and co-ordinating population activities, both vertically and horizontally. Based on the programme objectives of various sectors and in support of the overall national population programme, each DDC would develop and manage a district population plan of action. This would promote understanding of population
issues at the rural community level, facilitate inter-sectoral co-ordination at different administrative tiers, and enhance incorporation of population factors in rural development activities.

27. Due to the budgetary requirements entailed and limited national resources, the proposed programme would be implemented in 8 of the country's 33 districts, with a plan of phased expansion to the remaining 25 in the future. The 8 tentatively identified districts - namely Arua and Moyo (Northern Region), Hoima and Bushenyi (Western Region), Mubende and Mukono (Central Region), and Iganga and Tororo (Eastern Region) - together account for approximately 25 per cent of the national population. These districts were selected to ensure ethnic and regional representation; to address areas with specific mortality, fertility, and socio-economic profiles; to enhance the feasibility of carrying out planned activities; and to make optimal use of available resources and prospects for economic development. In order to facilitate a review of programme impact and to attain programme objectives, each project is scheduled to begin with a situation analysis, provide for continuous monitoring and review, and terminate with an evaluation.

Maternal and child health and family planning

28. **Strengthening of national MCH/FP services.** This project is intended to help support the Government in its efforts to reduce the rate of population growth; its objectives, to be achieved by 1992, are three-fold: to have in place the personnel and equipment necessary to provide full MCH/FP services daily in the 23 hospitals, 31 health centres, and 25 maternity units that are located in the 8 districts; to recruit an additional 250,000 family planning acceptors to increase the contraceptive prevalence rate from 3 to 20 per cent; and to double the level of attended deliveries from 25 to 50 per cent. The proposed strategy is to intensify family life IEC activities through mass media, health clinics and community programmes; train MCH/FP service deliverers and programme managers to facilitate extension of services to more outlets; and provide necessary logistical support (e.g., vehicles, reporting forms). In order to strengthen community-based service delivery, and in view of the important role traditional birth attendants (TBAs) play in MCH service delivery, the project would also train and equip 1,200 TBAs in the referral of high-risk cases and conduct of safe delivery of births. UNFPA has been requested to support the costs of technical advisory services, training, contraceptives and equipment. The project proposal calls for a total support of $3.5 million over the five-year programme period. UNFPA proposes to make $2.0 million available from its regular resources and would seek multi-bilateral and other funds for the additional $1.5 million.

Population information, education and communication

29. It is proposed that a total amount of $3.2 million be allocated for population and family life education for both the formal and non-formal school sectors.

30. **Population education in the formal school sector.** For the purpose of educating future adults on the effects of family life behaviour on quality of life so that they can be responsible parents, it is proposed that population/family life education be integrated into the curricula of the formal school sector. Towards
this end, a population education panel would be formed to develop a population education curriculum, which would be submitted to the National Council for Education for approval. This curriculum would be used to integrate population education concepts into science and social science subjects at the primary level and into biology and geography at the secondary level. Some 550 school teachers and 20 school administrators and project staff would receive a short training course in the design, implementation, and management of population education programmes, and sufficient quantities of instructional materials would be developed for their use. In keeping with the overall programme strategy, project activities would be concentrated in the 8 selected districts, reaching all pupils in primary grades 6 and 7 in 80 elementary schools, all class 1-4 students in 40 secondary schools and all pre-service teachers in 9 teacher training colleges. It is further expected that the experiences learned from this phase of the project would be used to formulate a nation-wide population education programme. Project costs are estimated at $1 million. UNFPA proposes to make available $700,000 from its regular resources for technical advisory services, research, training, equipment, and printing costs. The remaining $300,000 would be sought from other sources, including multi-bilateral sources. The project would be implemented by the Ministry of Education and executed by UNESCO.

31. Integrating family life IEC services into educational mass media programmes. The objective of this proposed project, which is costed at $900,000, is to assist the Government in developing a comprehensive family life IEC programme capable of systematically producing family life IEC components and integrating them into socio-economic programmes that are disseminated through the news media. The prevention of AIDS would be featured prominently in this and other population IEC projects. The Ministry of Information and Broadcasting (MOIB) would receive support to conduct research on sectoral information needs and communication goals and strategies. This support would also be used for developing, pre-testing and producing IEC messages and materials to be incorporated into various non-formal educational and community mobilization programmes. To help develop expertise in population communication, the project would further assist the MOIB in integrating population and family life IEC into the curricula used for training journalists at MOIB's School of Mass Communication. Training in communication of population/family life issues would also be organized for other media practitioners. It is expected that the MOIB would eventually be able to develop and produce audio-visual family life IEC programmes, as well as printed materials, on the interrelationship of population variables and quality of life. Such programmes would be produced in different formats so that they would be adaptable for use by various sectors and through different media. In this way, the project would contribute to the establishment of a broad-based family life IEC programme that would enhance public awareness of the implications of family life behaviour for quality of life and thereby promote acceptance of MCH/FP services. UNFPA support of $600,000 would be utilized for technical advisory services, research, training, equipment and printing. UNESCO would be the executing agency. The other $300,000 would be sought from other sources, including multi-bilateral sources.

32. Integration of population/family life IEC services into agricultural extension programmes. Assistance of $900,000 is requested to support a proposed project which aims at enhancing knowledge and awareness among rural families and communities concerning the interrelationship between population and the various
socio-economic variables that influence fertility behaviour. It is anticipated that such awareness would enable couples to make informed decisions on the spacing of their children and total family size. The creation of awareness would be undertaken through agricultural extension programmes, both because agriculture employs about 80 per cent of the national labour force and because extension programmes provide a network for reaching rural communities in their normal environment through interpersonal communications.

33. Towards achieving these goals, the project would, in collaboration with the school and mass media IEC projects, support research on the information needs of rural communities and accordingly develop appropriate population/family life IEC materials and messages. These materials would be used to train agricultural extension workers in the subject of population/family life IEC and in the techniques of integrating it into their normal field work. In this connection, in-service training programmes would be held at District Farm Institutes for 40 Master Trainers who would in turn train 320 field officers. To facilitate their work, the field officers would be provided with IEC materials and audio-visual aids. In addition, the IEC programmes developed would be integrated into educational services (e.g., on the radio) geared towards rural communities. In order to enable the Ministry of Agriculture to systematically produce and disseminate extension materials and programmes in which FLE concepts have been incorporated, the project would develop the necessary expertise and strengthen the institutional framework of the Information Unit of the Ministry. UNFPA's contribution of $600,000 would be expended on technical advisory services, research, training, and equipment. Additional resources of $300,000 would be sought from other sources, including multi-bilateral sources. The project would be implemented by the Ministry of Agriculture, in collaboration with FAO.

34. Population and family welfare education for workers. The Government is seeking support for a communication and education project aimed at promoting awareness of population/family life issues among members of the organized labour sector and their families. In collaboration with the other population IEC projects, this project would develop appropriate family life education materials and train about 1,000 national employees as resource persons to conduct, on a continuing basis, family life IEC services at workplaces and other institutions. It is expected that approximately 5,600 leaders and officials of trade unions and employers' associations, as well as labour administrators would be sensitized about population/family life issues. Awareness-creation activities would also be held for 150,000 unionized workers who belong to the 15 trade unions affiliated to the National Organization of Trade Unions. To ensure institutionalization of the project activities, family life IEC themes would be incorporated in the training programmes of workers and employers, and family planning services would be provided at 100 establishments as part of occupational health services. The family planning service delivery aspect of the project and the required inputs, for example, the training of health staff, would be undertaken in conjunction with the Ministry of Health under the proposed MCH/FP project.

35. As part of the above activities, approximately 7,000 women employed on agricultural plantations would benefit from family life IEC services, and 30 plantations would begin to provide family planning services. The project would further help the department of occupational health and hygiene in the Ministry of
Labour to integrate population/family life IEC and family planning services into its regular programmes. The estimated assistance of $500,000, to be expended on technical advisory services, training, and equipment, would be sought from multi-bilateral and other sources. The project is expected to be implemented by the Ministry of Labour and executed by ILO.

Basic data collection and analysis

36. Population and Housing Census (1990). The Government accords high priority to having meaningful demographic data for use in national planning. As mentioned earlier, however, Uganda lacks up-to-date demographic data. The Government is intent therefore on conducting a national population census in 1990. With the assistance of an Economic Commission for Africa (ECA) regional adviser specializing in data collection, the Government has prepared a comprehensive four-year (mid-1988-mid-1992) census operation plan. The total cost of the census is estimated at $3.7 million. UNFPA is proposing assistance in the amount of $1 million, and would help the Government to seek support from multi-bilateral and other donor agencies for the other $2.7 million.

37. The census would be conducted in three phases: pre-enumeration, enumeration and post-enumeration. The pre-enumeration phase, which would start in 1988 with the establishment of a Census Head Office, would involve cartographic mapping, training of staff and preparation of census documents and publicity. During this phase, the necessary infrastructure for the entire census exercise would be put in place. The main enumeration exercise would take place in August 1990. The final phase would involve the processing, analysis, evaluation and publication of the census results. The Ministry of Planning and Economic Development would conduct the census, with United Nations technical assistance.

Population policy formulation

38. National population policy and development planning. UNFPA assistance is proposed to help the Ugandan Government develop the required national expertise and institutional machinery for integrating population into development planning and for co-ordinating population programmes. The foundation for this would be laid with the planned creation of a Population Secretariat and a national Population Council during the initial phase of the programme. The project would support these initiatives by educating national and sectoral planners in the intricacies of the interrelationship between population and development and in the use of demographic data for formulating development policies and programmes. It is further expected, given the increased availability of demographic data, that national staff would be trained in sectoral data needs and that decision-makers, community and traditional leaders, and the general public would be sensitized to the impact of population variables on development efforts and vice versa. Another important aspect of the project would be the creation of strong inter-sectoral linkages among all key ministries and institutions in the country. The project would take appropriate measures to ensure that beneficiaries of the planned training activities are from diverse academic and professional backgrounds. It is also proposed that the project assist the Government in establishing a population data bank which can service the information needs of all sectors. Thus, the planned activities would highlight the interrelationship of population and development, promote the

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formulation of policy guidelines on population, and provide the expertise for incorporating population in development planning. In order to promote the project's success, UNFPA proposes further assistance to enable the Government to integrate population issues into district development programmes and to co-ordinate population activities at the district level of administration (as presented below). The impact of the project would greatly determine the extent to which the next national development plan (1993/94-1997/98) would incorporate population components. UNFPA inputs of $600,000 would cover technical advisory services, research, training, study tours, and equipment. ILO, which would execute the project, has estimated that an additional $900,000 is required. UNFPA would help the Government obtain these additional resources from other sources, including multi-bilateral sources, if the successful implementation of the project requires it.

39. Integrating population factors in district development programmes. The objective of this proposed project is to establish a cohesive framework within which population activities can be effectively planned, implemented and co-ordinated in the eight identified districts. It permits a decentralized approach to programme implementation by taking account of the special needs and characteristics of the districts while fostering overall national objectives. Under the Ministry of Local Government, District Development Committees (DDC) are responsible for day-to-day development activities. It is proposed that a Population Officer be attached to each DDC and that the officer form a Sub-Committee on Population (comprising relevant sectoral representatives). Each sub-committee would - within the framework of the national population programme - formulate its district action plans and implementation strategies, mobilize the required resources and report on the implementation of the overall district programme to the Ministry of Planning and Economic Development. This would enable the MPED to reflect district-level experiences in the formulation of a national policy and programme on population. Hence, the two proposals would complement each other and provide a framework for other population activities. The required assistance of $1.5 million is to be expended on technical advisory services, research, training, and equipment. UNFPA proposes to provide $1 million, with the balance of $500,000 being sought from multi-bilateral and other sources. The project will be implemented by MPED, with the assistance of the Ministry of Local Government. ILO would serve as the executing agency.

Population dynamics

40. Strengthening of demographic training and research at Makerere University. This is a continuation of the demography training project that had been commenced under the first country programme. It aims at promoting operational research, providing sectoral planners and policy-makers with basic knowledge in demography, and increasing the overall level of national expertise in demography. To help achieve these objectives, the undergraduate training programme would be strengthened by introducing in 1988 more courses on demography (for example, population and development, demographic analysis) and training more national counterparts to teach demography. Furthermore, under the project, the recently-established MA programme in Demography would be strengthened and workshops/seminars on population for programme managers, technicians, sectoral planners and policy-makers would be organized. Through the MA degree programme,
the project would also be expected to assist the Government in undertaking research on population-related subjects. This would help to generate data which could be used to enrich programme design and implementation. In this way, the project would contribute to the realization of such national objectives as development of human resources, strengthening of the demographic data base, and enhancement of awareness on population and development. Total assistance of $1.5 million is being sought to cover the cost of technical advisory services, research, training, and equipment. UNFPA plans to provide $600,000 of this and to assist the Government in seeking the balance of $900,000 from multi-bilateral and other sources. The project would be implemented by Makerere University and executed by the United Nations.

Women, population and development

41. Integration of women into national development programmes. The aim of this project would be to provide the Government with recommendations for devising a national policy on integrating women into development activities so as to improve the quality of life of women in society. It draws upon the provisions in the NRDP for enhancing the socio-economic status of Ugandan women to enable them to participate in and benefit from national development programmes. Although it is generally believed that Ugandan women are among the most disadvantaged groups in the society, there is a lack of reliable data on the social, cultural and economic factors responsible for this. As a result, very few coherent programmes to address women's needs have been formulated and implemented.

42. Thus, in the first year of the proposed assistance, a field survey would be undertaken on the social, cultural, economic, health-related and demographic variables that affect women's development. The survey findings would be discussed at a subsequent national workshop for sectoral planners and experts, especially those involved in other projects under this country programme. The workshop would be expected to make recommendations and establish guidelines for action plans on women's programmes within the framework of the national population programme. This would be followed by the holding of workshops in the eight districts, at which village-level workers and key community leaders would review the recommendations and translate them into concrete action plans. During the subsequent three years of the project, the Government would receive support in implementing these action plans on a pilot basis. In the final year of the project, the implementation of the action plans would be evaluated and a national seminar for policy makers convened to consider the evaluation results and to make recommendations for a national policy on women and development. UNFPA estimates the cost of the project at $1 million, which would be used to support the costs of technical advisory services, research, training, and equipment. The Fund proposes to provide $400,000 from its regular resources, and depending on the progress of the implementation, to help the Government obtain the balance from multi-bilateral and other sources. The project would be implemented by the Ministry of Local Government and executed by FAO.

Collaboration with other donor agencies

43. A number of international agencies, bilateral donors and NGOs are active in population-related programmes in Uganda, and their inputs have been taken into account in drawing up the proposed programme. In fact, as noted earlier, one of
the primary reasons for submitting this programme for approval at this time is to make UNFPA assistance coincide with the UNDP programming cycle of 1988-1992 in order to promote inter-agency co-ordination as recommended by Council at its thirty-fourth session. Thus, UNDP-supported projects on rehabilitation of hospitals and medical schools help to strengthen the health infrastructure and develop the health personnel necessary for future delivery of MCH/FP services. Similarly, UNDP's efforts to improve rural sanitation will help advance the health of the population.

44. The Westinghouse Health System plans to conduct a Sample Demographic and Health Survey in 1988. This is expected to generate base-line data (on, e.g., contraceptive prevalence, infant and maternal mortality) for use in the planning and implementation of population projects. Through its support to national programmes on immunization, control of diarrhoeal diseases, and improved water supply, UNICEF is assisting the Government in its efforts to improve the health status of mothers and children. In the long run, this should enhance the desirability for having fewer children and in turn lower fertility rates. UNICEF is also collaborating with the Save the Children Fund (United Kingdom) and WHO to promote community participation in health committees. Furthermore, WHO and UNICEF are supporting an IEC programme geared at promoting public awareness of the AIDS disease. WHO also plans to help the Government establish health centres in the country for screening AIDS cases. These activities complement UNFPA's proposed assistance on educating the public on AIDS through its family life IEC projects in the formal and non-formal sectors.

45. Other relevant assistance programmes include the Danish Red Cross programme to supply essential drugs and USAID's Family Health Initiative project (1987-1989), which aims at improving MCH/FP service delivery through the training of some 500 nurse/midwives, doctors, medical assistants and health visitors as family planning service providers and managers. Other components to be addressed in the USAID project are the promotion of family life IEC services and supply of contraceptives. To complement USAID's efforts, UNFPA's assistance would focus on, among other things, the training of trainers. USAID is also supporting a voluntary surgical contraception project, currently being implemented in four hospitals.

46. With further USAID financing, Family Planning International Assistance (FPIA) supplies Uganda with contraceptives and remains the major provider of family planning services in the country. FPIA operates 22 clinics nation-wide with a team of about 34 nurse/midwives trained in family planning service delivery and approximately 55 field educators/motivators. During the programme period, Family Planning Association of Uganda (FPAU), the Eastern and Southern Africa Management Institute (ESAMI), and the Center for Disease Control (CDC) in the United States, are scheduled to collaborate with the Government in designing a national service statistics reporting system, as well as a logistics support system. The assistance would include the design and printing of the required reporting forms and provision of technical assistance by ESAMI in training of national personnel in contraceptive logistics planning and management. These inputs would help in monitoring and evaluating the impact of the UNFPA assistance programme. Religious missionaries also support MCH/FP services in the country.
47. The European Economic Community (EEC) and the World Bank are engaged in rehabilitation of agricultural development projects in various parts of Uganda. Extension services developed under these projects would provide avenues for dissemination of population/family life IEC activities. A family health and population project to be supported by the World Bank is also being formulated.

Co-ordination

48. The population programme of UNFPA and other agencies would be co-ordinated by the Population Secretariat of the Ministry of Planning and Economic Development, which has responsibility for co-ordinating development assistance in the country. The proposed programme provides for strengthening the Government's capabilities in this task. Under the programme, bi-monthly meetings with relevant organizations would be held in order to strengthen existing inter-agency co-ordination and to ensure maximum utilization of available resources.

Monitoring, evaluation and management

49. UNFPA and the executing agencies would monitor the implementation of the programme in accordance with the "UNFPA guidelines for monitoring and evaluation of UNFPA-supported projects or programmes". In this direction, the projects would include the collection of benchmark data. Each project would contain means of in-built evaluation, and independent evaluations would be encouraged. For effective management of the programme, UNFPA would strengthen the local UNFPA office, which at present consists of the UNDP Resident Representative, who also serves as the UNFPA representative, and one National Programme Officer. In mid-1988 a UNFPA Deputy Representative and senior Adviser on Population would be posted to Uganda.

Financial summary

50. As stated in paragraph 1, UNFPA would provide assistance in the amount of $16 million, of which $7.6 million would be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $8.4 million may be provided by UNFPA. If and to the extent this is not possible, UNFPA would seek to cover the shortfall from other sources including multi-bilateral sources. The following table depicts how the programme areas would accommodate these two levels of funding:

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<table>
<thead>
<tr>
<th>Category</th>
<th>UNFPA regular resources</th>
<th>Other resources</th>
<th>Total</th>
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<tr>
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<td>1 500 000</td>
<td>3 500 000</td>
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<td>Information, education and communication</td>
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<td>7 600 000</td>
<td>8 400 000</td>
<td>16 000 000</td>
</tr>
</tbody>
</table>

VI. RECOMMENDATION

51. The Executive Director recommends that the Governing Council:

(a) **Approve** the programme for Uganda in the amount of $16 million for five years;

(b) **Authorize** the Executive Director to commit an amount of $7.6 million from UNFPA's regular resources;

(c) **Further authorize** the Executive Director to provide the balance of up to $8.4 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) **Authorize** the Executive Director to allocate the funds and make suitable arrangements with the Government of Uganda and with the executing agencies.