UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of the
Democratic Republic of Sao Tome and Principe
Support for a comprehensive population programme

Proposed UNFPA assistance: $1.6 million
Estimated value of the Government's contribution: To be determined
Duration: Four years
Estimated starting date: January 1989
Executing agencies: Government of Sao Tome and Principe
United Nations International Labor Organisation (ILO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)

Government co-ordinating agency: Ministry of Economy and Finance
I. SUMMARY

1. At the request of the Government of Sao Tome and Principe, the United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $1.6 million over a four-year period, starting in January 1989. This, the first UNFPA-assisted programme in the country, is based on the recommendations of a needs assessment mission of 1988, the lessons learned from the experiences of UNFPA and others from 1977 to 1988, and the strategy for UNFPA assistance in sub-Saharan Africa (document DP/1987/37), as well as the Fund's strategy for dealing with issues concerning women, population and development (document DP/1987/38).

2. The overall objective of the programme is to help the Government in achieving its development goals through building up national capability in the formulation, implementation and monitoring of population programmes, and the integration of these programmes into the socio-economic development process. The primary objectives of the programme are: (a) to formulate a comprehensive population policy and to integrate population variables into the socio-economic development plan; (b) to reduce the fertility rate through improved health and family planning services; (c) to improve the population data base by conducting a second population census and by strengthening the vital statistics system; (d) to strengthen family structure and promote responsible parenthood through population information, education and communication (IEC) activities in both the formal and informal sectors; and (e) to promote equality between men and women in family relationships.

3. The proposed strategy for accomplishing these objectives is to build up the ability of the country to implement its population programmes by developing human resources, improving the population data base and research, and promoting family values and family planning through IEC activities, concentrating mainly on the workers in the country's 15 agricultural enterprises, especially women and youth. The programme would include projects in the areas of maternal and child health and family planning (MCH/FP); population policy formulation; IEC in schools and in agricultural enterprises; basic data collection; and women, population and development.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would 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 right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).
II. BACKGROUND

5. The Democratic Republic of Sao Tome and Principe is composed of two principal islands of 859 square kilometres with a population estimated by the Government at 116,700 (1987), 1/ which because of the low mortality rate and high fertility is one of the youngest in Africa (46.4 per cent is under 15 years of age). Sao Tome and Principe is classified by the United Nations as a least developed country with a gross national product (GNP) per capita of $310. Its economy is based on the production of cocoa and copra, which accounts for 97 per cent of agricultural production and almost 100 per cent of export revenues. Cocoa and copra production is concentrated in 15 agricultural enterprises established after the nationalization of private plantations, following Independence in 1975. Because of the country's relative geographic isolation and its small size, the domestic market is very limited. This is a major constraint on the development of industrial production, which accounts for only 8.5 per cent of GNP. Sao Tome and Principe is heavily dependent on external assistance including food imports.

6. The demographic situation in Sao Tome and Principe before Independence was characterized by very slow population growth. From 1900 to 1970, the population increased from 61,000 inhabitants to 71,000 inhabitants or by 16 per cent in 70 years. It was mainly composed of temporary contractual workers from other Portuguese colonies who left at the end of their contracts. Population size was effectively regulated by colonial authorities in accordance with the needs of the labour market. The importation of labour stopped before Independence, and the immigrant population decreased from 49 per cent of the total in 1950 to 7 per cent in 1981. The end of regulation of population size through immigration changed the demographic situation drastically, and the annual population growth rate increased from 0.55 per cent in the 1950s and 1.37 per cent in the 1960s to 3.14 per cent in the 1980s.

7. The total fertility rate in Sao Tome and Principe is one of the highest in the world (7.2 children per woman). As the post-Independence generation reaches reproductive age, the population growth rate could increase substantially in the future. The demographic pressure on health, education, housing infrastructure, and employment is one of the major concerns of the Government in the field of population. The Government promotes family planning services to encourage women to have the number of children they desire. However, contraceptive prevalence remains very low (5 per cent), and contraception does not have any significant impact on fertility rate.

1/ The United Nations provides only limited demographic information about Sao Tome and Principe. Thus, there is no demographic fact sheet for this country programme report.
8. The concentration of population around the capital is a second major concern of the Government in the field of population. Agricultural workers leave enterprises because of poor living and sanitary conditions and low salaries. It is estimated that 70 per cent of the country's population is concentrated in an area within 20 kilometres of the capital. This has overburdened the city's infrastructure, created serious unemployment problems (the unemployment rate is 21.5 per cent) and affected agricultural production.

9. The mortality rate (9.2 per 1,000) and infant mortality rate (66 per 1,000 live births), among the lowest in Africa, have decreased considerably in the last 15 years. Life expectancy, which was only 35 years in the 1940s, is now 62 years. This is due to the good coverage by the MCH centres (95 per cent of all pregnant women and almost all children below age 5 receive the services of MCH centres) and also a relatively good potable water system. Despite significant improvement, maternal and child morbidity and mortality remain a concern of the Government. The main causes of infant mortality are malaria and pneumonia, often aggravated by nutritional deficiencies. Intestinal and parasitic infections are widespread, and it is estimated that 20 per cent of the children are underweight.

10. The weakness of the family system is a major concern in São Tomé and Príncipe. A survey undertaken by the Ministry of Labour showed that only 2.7 per cent of the population were legally married; 21.4 per cent were in consensual unions and 8.1 per cent were single mothers with children. The vital statistics revealed that only 1 of 10 new-born children had legally married parents. Weak family links have a negative impact on the status of women since it is usually left to the women in the consensual union to find sources of revenue for their children and themselves. Although women are adequately represented at all levels of Government, in private and public sectors, the real status of the majority of them is not covered by any legal guaranty. The proliferation of adolescent pregnancies, the spread of sexually transmitted diseases and now of the Acquired Immune Deficiency Syndrome (AIDS) and the high rate of abortions are also partially the result of the weakness of the family structure. The Government's policy is to promote family values and to strengthen family links through the preparation of a family code and through an education campaign.

11. The Government is fully aware of the importance of population in socio-economic development. It established a National Population Commission (NPC) in 1985 and expressed its commitment to the formulation and implementation of a comprehensive population policy. However, activities of the NPC developed slowly because of two major constraints. First, a project to establish a Population Planning Unit that was expected to start in 1985 was approved only in 1988. This has left the NPC without adequate technical backstopping. Secondly, the NPC has been composed of technicians who have not had enough influence to implement the NPC recommendations. Under the proposal being discussed, the NPC would be reorganized and would be composed of decision-makers, mainly ministers.
12. After Independence, the Government adopted a centrally-planned economy. Agricultural enterprises were nationalized. An ambitious programme of public investment was started, but, because of the departure of Portuguese technicians and exodus of the population from rural areas, cocoa production dropped drastically. This resulted in a large budget deficit and financial crisis. Debt servicing absorbed 66 per cent of export revenue in 1986. The Government's development objectives, strategies and priorities are defined in the five-year plan (1986-1990), the structural adjustment programme adopted in 1987, and in the economic programme announced in January 1988. The aim of the structural adjustment programme (1987-1991), which is a main priority of the Government, is to institute a number of economic reforms to create the conditions required to revive cocoa production, use public-sector resources rationally and efficiently and establish a system of incentives to increase and diversify production.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

13. UNFPA provided the Democratic Republic of Sao Tome and Principe with a total of $1,317,745 in assistance from 1977 to 1988. Up to 1987, UNFPA assistance was provided almost entirely for the first population and housing census and for the training of community health workers. In 1987-1988, UNFPA diversified its assistance by approving a project on sex education in schools and a project to establish a Population Planning Unit. The main lesson learned from this period is that strong technical backstopping is absolutely crucial to project implementation because there is a lack of trained personnel in population and related fields. Even if UNFPA-funded projects can be considered as being successful, inadequate backstopping (use, for example, of junior staff instead of international experts, and the delay in providing consultancy services after the departure of the international MCH/FP expert) has caused delays and difficulties in project implementation. Strong field monitoring is another important condition for successful project implementation in this isolated country. However, Sao Tome and Principe has not been covered by a UNFPA Country Director since 1985. This, combined with the under-staffing of the UNDP office, was the major bottleneck in the development of UNFPA-funded activities, some of which are described below.

Maternal and child health and family planning

14. Training activities for the national MCH/FP programme. Although UNFPA was generally not involved in the development of MCH/FP services in MCH centres and other health units in Sao Tome and Principe, it has been active in promoting their services. The first phase of such UNFPA assistance was begun in 1983 by helping to establish a network of community health workers trained in MCH/FP and population IEC. An old hospital building was rehabilitated and equipped to become a training centre in 1985. The expert developed the
training programme, manuals, and educational materials in conjunction with a national team. In 1986, UNFPA approved a second phase of this project to complete the training of community health workers, a number that reached 104 over the period from 1985 to 1987.

15. Two evaluation missions in 1986 and 1987 and the basic needs assessment (BNA) mission in 1988 found the project successful but, at the same time, pointed out several problems that had an adverse effect on project implementation. First of all, the monitoring and technical backstopping provided by WHO had been inadequate: The project had been interrupted for several months because of lack of funds from WHO, and consultancy missions planned after the departure of the International MCH/FP expert in April 1987 did not take place. In 1988, UNFPA transferred funds for local training from WHO to the Government for execution, and this allowed the project to restart its activities. UNFPA is now trying to identify a non-governmental organization (NGO) to provide technical backstopping.

16. Another important issue raised by the evaluation missions was the lack of supervision of those community health workers who were already trained. In response, the Ministry of Health requested its staff to provide technical backstopping to community health workers while in the field. Ten supervisors have been identified among community health workers, and transportation means have been provided for them by UNFPA. Nevertheless, it is still unclear whether that supervision network is effective. Its relationship to the MCH centres is not yet established, and procedures for evaluating and improving the work of community health workers, especially in family planning promotion, remain to be developed.

17. The project has been executed in collaboration with the MCH/FP project funded by the Swedish NGO Radda Barnen, which also supervised the distribution of contraceptives supplied by UNFPA. The United Nations Children's Fund (UNICEF) provided medical supplies to the training centre and community health workers. At the present time, data are not available on whether all MCH centres are adequately equipped to deliver family planning services and whether personnel there are adequately motivated and trained to promote and deliver such services.

18. UNFPA's assistance in the total amount of $434,607 was provided for the services of an expert, overseas and local training, office and medical equipment, vehicles, and contraceptives. The project was executed jointly by UNFPA, WHO and the Government.

Population policy formulation

19. Seminar on population, employment and food production. This seminar was organized by the International Labour Organisation (ILO) and the National Population Commission in April 1985 to help the Government formulate a national population policy. Representatives from various Government
ministries and from the Economic Commission for Africa (ECA), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Food and Agriculture Organization of the United Nations (FAO) and UNFPA also participated. The recommendations of this seminar helped create a basis for the activities of the National Population Commission. Seminar participants also identified the objectives and activities of a Population Planning Unit to be set up in the Ministry of Economy and Finance. UNFPA provided $24,472 to this project.

20. Population Planning Unit. In 1985, UNFPA organized a mission to develop a project to establish a Population Planning Unit but, because of a disagreement among Government officials about the Unit's institutional framework, the project was submitted and approved only in 1988. The objectives of the project are to improve the knowledge of the country's present demographic situation and trends, to contribute towards the formulation of national and sectoral population policies and to integrate a population component into the next development plan. The project started its preparatory activities at the end of 1988, and a total of $90,485 in UNFPA assistance was provided in 1988 for data processing and office equipment, a vehicle and study tours. The project is executed by the United Nations.

Basic data collection and analysis

21. First population and housing census. Preparatory assistance was started by UNFPA in 1977. The enumeration took place in August 1981. Because of delays in the recruitment of international personnel and in the procurement of computer equipment, however, it took five years to process and analyze the data processing. The final census results were published in 1987. The project provided a reliable demographic data base for development planning purposes. With UNFPA funding, a data processing centre has been established at the National Directorate of Statistics and continues to be operational. The fellowships and local training considerably strengthened national technical capacities in demography and data processing. UNFPA contributed a total amount of $554,459.

22. Introduction of sex education in schools. The first phase of this project was approved by UNFPA in 1986 and started its activities in 1988. It has set up the means for long-term action to integrate population education into the school system. The following activities have been implemented: the initial training of the national team (fellowships, study tours, local training), a socio-cultural study, the establishment of a documentation centre, and the development of teaching units and their testing in pilot schools for the 5th and 7th grades. The project was established in close collaboration with the Calouste Goulbenkian Foundation which is financing a school reform project. Teaching units on population education, after testing and evaluation, will be integrated into new school manuals. The first phase is scheduled for completion in 1989. UNFPA provided assistance in the total amount of $127,148. UNESCO is the executing agency for this project.

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23. According to the latest available data, the total amount of external assistance for ongoing projects has been estimated at ~38.6 million dollars to the end of 1986, 31.7 per cent of which has been provided by the United Nations system, 24.5 per cent by the European Economic Community, 18.6 per cent by France and the remainder from various sources. The major part of assistance was directed to agriculture (47 per cent) while health received 12 per cent and education 23 per cent. Per capita external assistance to Sao Tome and Principe is one of the highest in the world.

24. Under its third country programme (1988-1991), the United Nations Development Programme (UNDP) is providing support in "strengthening the piloting capacity of State machinery, broadening the productive base of the agricultural sector and working to combat the country's geographical isolation by improving communications and transportation links (see document DP/CP/STP/3). The World Health Organization (WHO) provides assistance for vaccination, nutrition, and environmental sanitation programmes as well as for training medical personnel, with assistance amounting to $266,000 in 1986. WHO also assists, together with other donors, the National Programme to Fight Against Malaria ($448,243 in 1986). The World Food Programme (WFP) finances several projects providing food to the workers in agricultural enterprises and to children in primary schools and child day-care centres. The United Nations Development Fund for Women (UNIFEM) plans to start two food production projects for women.

25. In accordance with the Government's health co-operation programme, eight districts of the country will be distributed among donors to finance the rehabilitation of hospital and primary health centres and to provide medical personnel and medical equipment. China, Cuba, the German Democratic Republic, France, Portugal, Spain, the Union of Soviet Socialist Republics (USSR) and other countries are participating in this programme. Cuba, Portugal, and the USSR assist the national education system by providing teachers and fellowships. The European Economic Community, one of the major donors, participates in the anti-malaria programme and is financing the rehabilitation of a hospital in Principe.

26. Many NGOs are active in Sao Tome and Principe. Radda Barnen from Sweden finances and executes a maternal and child health project. Its assistance amounts to $200,000 - $300,000 per year (technical backstopping, training, equipment, and construction materials). The Group of Civil Voluntary Service from Italy established the National Centre of Sanitary Education and the Pedagogical and Didactic Centre. In 1986, the Calouste Gulbenkian Foundation from Portugal started a school reform project with the objectives of revising school curricula and printing new manuals.
IV. PROPOSED PROGRAMME 1989-1992

27. The proposed programme, which would be the first for UNFPA assistance to Sao Tome and Principe, is the result of discussions between the Government, the UNFPA Representative and UNFPA headquarters. It takes into account lessons learned from previous activities, as detailed above, and is based on the recommendations made by the population needs assessment mission of June 1988.

28. The objectives of the proposed programme are: (a) to contribute to the reduction of the fertility rate and increase contraceptive prevalence from 5 per cent to 20 per cent; (b) to strengthen the family and promote responsible parenthood; (c) to provide reliable data for formulation, implementation and monitoring of population programmes and for development planning; (d) to formulate a national population policy in 1991 and integrate population considerations into the next socio-economic development plan (1991-1995); and (e) to promote equality of status among men and women in family relationships.

29. To achieve these objectives, UNFPA strategy would aim to:

(a) strengthen the Government's capability in formulating, implementing and monitoring population programmes by:

- developing human resources through overseas and local training and by increasing awareness of population-related issues;

- improving the country's demographic data base by conducting a second population census, computerizing the vital statistics system, and establishing an MCH/FP services statistics system;

- conducting research on population and development, including a survey covering attitudes and behaviour relating to family planning and family values, contraceptive acceptability and prevalence, and the status of women.

(b) direct the population IEC programme to reach the most important target group, i.e., workers in agricultural enterprises and their families, especially women, by:

- setting up a comprehensive population IEC programme for both formal and non-formal sectors;

- consolidating and strengthening the existing health, education and communication infrastructure in agriculture enterprises.
30. The proposed strategy is based on the assumption that the major shortcomings inhibiting population-related activities in Sao Tome and Principe are the lack of qualified personnel in the fields of demography and population IEC as well as a lack of understanding and knowledge of the importance of responsible parenthood and the means of achieving it, especially among those living in the agricultural enterprises.

31. This UNFPA strategy complements the overall strategy of United Nations assistance to Sao Tome and Principe as defined in the third UNDP country programme. Developing the human resources needed to strengthen State bodies dealing with population-related issues would be a part of the United Nations system's efforts to strengthen "the piloting capacity of State machinery". Focusing the IEC programme on workers in agricultural enterprises and their families would have a positive impact not only on population but also on the rehabilitation and diversification of agricultural production, which is the highest priority for both the Government's development strategy and international assistance.

Maternal and child health and family planning

32. With the overall objective of reducing the fertility rate and contributing to the decrease of infant and maternal mortality, UNFPA assistance to the national MCH/FP programme would focus on strengthening the national capacity to implement, monitor and co-ordinate MCH/FP activities. With assistance in this area coming from many donors, co-ordination of the various activities is crucial. UNFPA would thus provide technical backstopping and training to assist the Government in co-ordinating such external assistance. It would be done in close collaboration with the Swedish NGO Radda Barnen, which is currently funding and executing the MCH/FP project in Sao Tome and Principe. The role of UNFPA could increase considerably if Radda Barnen begins phasing out its own assistance as has been announced to the Government.

33. The first priority would be to determine whether the existing service network is adequately equipped to provide family planning services and whether staff is adequately trained to motivate for and provide family planning services. Should this analysis reveal weaknesses, then equipment and training inputs would be included in the new project.

34. Secondly, an effort would be made to set up a system for the supervision of MCH centres and clinics and of community health workers. In the case of the latter, responsible parties in the MCH centres would be designated as supervisors and would be given training in supervision. The frequency of supervisory visits would be established and guidelines for supervision prepared.

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35. The improvement of the statistical data base on the delivery of MCH/FP services is essential to strengthening the Government's monitoring capacities and to the evaluation of MCH/FP programme impact. UNFPA assistance would be provided to design the statistical civil registration forms, to establish a system to transmit data from MCH/FP centres to the Ministry of Health, to set up a data processing system, and to publish data on MCH/FP service delivery on a regular basis. This assistance would be in the form of consultancy services, local training, and printing costs.

36. Despite the availability of family planning services in all MCH/FP centres, contraceptive prevalence remains very low. A study conducted by Radda Barnen in 1985 has shown that only 5 per cent of interviewed women had been using contraceptives. At the same time, about half of interviewed men and women had knowledge about contraceptives. Family planning is not accepted by many men, who fear its practice may lead their wives to become sterile. The further development of family planning activities, therefore, should be based on an understanding of the culture and beliefs of the population. Research on family structure, women's status, family size and family planning attitudes, and contraceptive acceptability and prevalence would be undertaken with UNFPA assistance. The results of this research would be used in designing an IEC programme and MCH/FP services.

37. UNFPA would continue to develop training activities at the MCH/FP training centre established with its assistance. The training programme would be completed in 1989 with 240 community health workers trained. A retraining programme for them would be developed and would start in 1990. The training centre would diversify its activities by providing training for traditional birth attendants, as well as for nurses and other MCH/FP personnel, if required.

38. UNFPA assistance in the total amount of $450,000 would cover consultancy missions, fellowships, local training, procurement of contraceptives, data processing, office equipment and printing costs. The executing agency is to be selected later.

Population information, education and communication

39. Low contraceptive prevalence despite good coverage by MCH/FP centres and availability of contraceptives, weak family links, the spread of sexually transmitted diseases, and adolescent pregnancies make the development of population IEC activities indispensable to the success of a population programme in Sao Tome and Principe. Because of the insufficient involvement of other donors in this sector, UNFPA should play a central role in promoting these activities.

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40. Population education in schools. UNFPA would continue to assist the Government in introducing population education into schools. While the first experimental phase of this project was limited to the introduction of sex education into the biology curriculum, the next phase would develop teaching materials on population, environment, family values, human reproduction, and family welfare. The strategy of intervention would be the same as during the first phase (training of teachers participating in the experiment, production of teaching units, testing in pilot schools, evaluation of the teaching units and their integration into new manuals).

41. The schedule for the production of teaching units would be co-ordinated with the schedule of the publication of new manuals by the Calouste Gulbenkian Foundation. In 1989-1990, teaching units would be produced for secondary schools (5th-8th grades) and integrated into the study of natural sciences, biology, geography and other subjects. Later, the project would be extended to introduce population education into the teachers college, the lyceum, and primary schools.

42. The project would be executed in close collaboration with projects on MCH/FP and non-formal population education for agricultural workers. These projects would take advantage of the exchanges of educational materials as well as the exchange of personal experiences. UNFPA assistance to this project in the amount of $150,000 would cover consultancy missions, workshops and seminars, and office equipment. UNESCO would continue to execute the project.

43. Non-formal population education for agricultural enterprise workers. The workers in the 15 agricultural enterprises constitute around 50 per cent of the work force. They live in very difficult conditions (one room per family, lack of sanitary installations, rudimentary communal kitchens). The fertility rate and child mortality and morbidity rate are higher than the average rates for the country as a whole. The population needs assessment mission and the Government identified these agricultural workers as the priority target group for population education activities. The existence of a developed infrastructure in agricultural enterprises would facilitate project implementation. Many activities and organizations are involved in social and health activities in these enterprises. The MCH/FP centres outside the capital are located there, while each enterprise has a social security agent working on a full-time basis. Party, women and youth organizations are very active in the agricultural enterprises and would also be involved in educational activities. At the national level, the project would also be supported by the information and communication services of the National Radio, and educational materials would be developed by the National Centre of Sanitary Education and through UNFPA-funded projects on MCH/FP and formal population education.

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44. A committee to co-ordinate population IEC activities would be set up at the national level and in each enterprise. Training would be provided to trainers and to motivators. Education activities would focus on family values with attention being given to the education of men, explaining the necessity of limiting the number of children and of the use of contraceptives, as well as providing information on the nutrition of children and sanitary education. Social training in sanitation would be promoted by the project at the community level to improve sanitary conditions. Various communication activities would be conducted in support of the project: informal meetings, door-to-door discussions, audio-visual presentations, radio transmissions, theatre, and music shows. Several of these activities would also be extended to the urban population living in the capital and to fishing communities.

45. UNFPA would provide $250,000 to cover the cost of the post of a United Nations Volunteer, consultancy missions, study tours, local training, audio-visual and office equipment, and production of educational materials. The project would be executed by the ILO.

46. Development and implementation of population policies. UNFPA would continue to assist the Government in the establishment of a Population Planning Unit within the Directorate of Statistics at the Ministry of Economy and Finance whose main functions would be: (a) to conduct demographic research needed for the formulation of the next development plan (1991-1995); (b) to assist various ministries in integrating population factors into their sectoral programmes; (c) to undertake studies on the effects of structural adjustment policies; and (d) to advise the Government on formulating a national population policy. The project would become operational in 1989.

47. Because a lack of civil servants trained in the field of population has been the major bottleneck in the implementation of a population programme, the first phase of the project would emphasize the training of the staff of the Population Planning Unit and of other Government bodies dealing with population issues. The project would set up a documentation centre on demography, statistics, and population and development. The Population Planning Unit would serve as a Secretariat of the National Population Commission and would co-ordinate all population-related activities in the country. The Unit would also publish a review entitled "Population and Development" each year. The Unit would draft, in co-operation with other ministries, a proposal for the formulation of a national population policy and submit it to the Government at the end of 1990. The project would co-ordinate its activities with the Economic Planning Project being funded by the UNDP. UNFPA assistance to the Population Planning Unit in the total amount of $400,000 would cover the salary of an international expert, fellowships, study tours, seminars and workshops, data processing and office equipment, one vehicle, and printing costs. The United Nations would be the executing agency for this project.

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Basic data collection and analysis

48. Second population and housing census. The second population and housing census would be held in 1991, 10 years after the first census. It would be the principal source of data on modifications in the spatial distribution of population and population structure that have taken place between 1981 and 1991. While it took many years to set up the infrastructure and train personnel for the first census, the second census project would be able to use the infrastructure and experience of the first census and other population projects (cartographic data base, data processing centre, trained personnel). It is expected that the project would be able to provide final census results in 1993. The increased technical capacity of the Directorate of Statistics and consolidation of the Population Planning Unit would enable the Directorate to produce more analytical reports on economic activity, migration, and employment than were available from the first census.

49. The total cost of the census is estimated at $690,000 (excluding in-kind contributions of the Government and salaries of permanent personnel). This assistance would be needed for technical backstopping (census, data processing and data analysis experts); local salaries of temporary personnel involved in cartography, enumeration and data processing; fellowships; vehicles; data processing and office equipment; and printing of questionnaires and census results. UNFPA would provide $200,000 from its regular resources.

50. Computerization of the vital statistics system. Sao Tome and Principe is one of the exceptional cases in Africa where the civil registration system is sufficiently complete. Coverage has been estimated by various sources at a level higher than 90 per cent. But data processing is not computerized, which prevents the Directorate of Statistics from producing analytical tabulations of vital statistics data. UNFPA assistance in the amount of $40,000 would be provided for consultancy services over a three-month period to design a statistical annex to the registers, train civil registration agents to fill them in and to set up a tabulation plan. The vital statistics data would be processed and published by the Directorate of Statistics using existing data processing and printing equipment at the Government's expense. The project would be executed by the UNDTCD.

Women, population and development

51. Improvement of the status of women. Despite efforts made by the Government to enhance the status of women and unquestionable success in ensuring the equality of men and women in education, public administration and political life, the majority of women live in consensual unions and depend on the goodwill of their partners. Real equality is still to be achieved. The Organization of Women of Sao Tome and Principe (OMSTEP) implements activities aiming at the participation of women in socio-economic development, and at improvement in their status. OMSTEP is assisted by UNIFEM, Canada and...
Sweden. It would play an active role in other projects of this programme including information, education, and communication activities for agricultural workers. To implement these activities, the Government has requested UNFPA's assistance in strengthening the management and technical capacities of OMSTEP in the field of communication and education through local training, study tours, consultancy services, and the establishment of a documentation centre and an inventory of research on women conducted in Sao Tome and Principe and in other African countries. This small project would collaborate closely with the family life education project for agricultural enterprises, since the women working there represent the most disadvantaged group in the country's population. UNFPA would provide $60,000 to this project to be executed by ILO.

Programme reserve

52. An amount of $50,000 would be held in reserve for new proposals that would be developed within the framework of the proposed programme.

Coordination

53. The Ministry of Co-operation is responsible for monitoring and co-ordinating all external assistance to Sao Tome and Principe. The UNDP Resident Representative in Sao Tome and Principe, who also serves as the UNFPA Representative, assists the Government in co-ordinating external multilateral assistance to the population activities provided by UNDP, UNICEF, WHO and others. The development partners of Sao Tome and Principe have recommended that the Government establish a special mechanism to co-ordinate population and development activities. As far as population assistance is concerned, it is hoped that the Directorate of General Planning may be able to function as a co-ordinating body.

Programme management, monitoring and evaluation

54. The first country programme in Sao Tome and Principe would be managed by the UNDP Resident Representative, who would be assisted by the UNFPA National Programme Officer. The UNFPA Country Director to be assigned in Luanda would also be responsible for management of the Sao Tome and Principe country programme and would visit Sao Tome and Principe on a regular basis. UNFPA procedures for monitoring and evaluation would be followed in assuring effective implementation of this programme. This would include project progress reports to be submitted every six months, tripartite project reviews, and an annual country review to be held each year. Major programme components would be evaluated by independent consultants. Technical backstopping visits by regional advisors would also contribute to the effective monitoring of the programme. A mid-term review of the overall programme would be undertaken in 1991.

Financial summary

55. As indicated in paragraph 1, a programme of $1.6 million is proposed. This commitment would cover all areas under UNFPA's mandate.
Maternal and child health and family planning & 450,000 
Population information, education and communication & 400,000 
Population data collection and analysis & 240,000 
Development and implementation of population policies & 400,000 
Women, population and development & 60,000 
Programme reserve & 50,000 
Total & 1,600,000 

V. RECOMMENDATION

56. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Sao Tome and Principe in the amount of $1.6 million for the four-year period 1989-1992;

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