UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Chad

Support for a comprehensive population programme

Proposed UNFPA assistance: $4.5 million, of which $3.5 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $1 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 contribution: To be determined

Duration: 5 years

Estimated starting date: January 1989

Executing agencies:
United Nations International Labour Organisation (ILO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
World Health Organization (WHO)

Government co-ordinating agency: Ministry of Planning and Co-operation
CHAD

Demographic facts

Population Total (000)
- Total ............ 5,018
- Males ............ 2,472
- Females ............ 2,547
- Sex ratio (/100 females) .... 97.1
- Urban ............ 1,355
- Rural ............ 3,663
- Per cent urban ........ 27.0
- Population in year 2000 (000) .... 7,337

Population density (/sq. km.) .... 4
Average annual change (000) .... 132
Births ............ 236
Deaths ............ 104
Net migration ........ 0
Annual population total ........ 2.47
Growth rate (%): urban ........ 6.68
rural ........ 0.66
Crude birth rate (/1000) .... 44.2
Crude death rate (/1000) .... 19.5
Net migration rate (/1000) .... 0.0
Total fertility rate (/woman) .... 5.89
Gross reproduction rate (/woman) .... 2.90
Net reproduction rate (/woman) .... 1.98
Infant mortality rate (/1000) .... 132
Life expectancy at birth (years)
- Males ............ 43.9
- Females ............ 47.1
- Both sexes ............ 45.5
GNP per capita (U.S. dollars, 1986) .... N/A

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $4.5 million, of which $3.5 million is to be committed from UNFPA's regular resources, over a five-year period, starting January 1989, to assist the Government of Chad, a priority country for UNFPA assistance, in achieving its population and development objectives. If UNFPA's funding situation permits, the balance of up to $1 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-bilateral sources.

2. The proposed programme would be UNFPA's first in Chad. It is based on the findings and recommendations of the UNFPA needs assessment mission that visited the country in February 1985 and on lessons learned from assistance provided to Chad in the field of population on an ad hoc basis since 1984. It has been formulated in accordance with the strategy for UNFPA assistance to sub-Saharan Africa (document DP/1987/37) and the Fund's implementation strategy for strengthening UNFPA's capacity to deal with issues concerning women, population and development (document DP/1987/38).

3. The objective of this programme is to contribute to the Government's efforts to achieve its socio-economic development goals and to build up national capability in such priority areas as: research; data collection, analysis and dissemination; maternal and child health and child spacing (MCH/CS); training in demography; awareness creation on population and gender issues; and women in development. Specific objectives include: (a) creating awareness of issues dealing with family life and population through information, education and communication (IEC) activities; (b) improving the country's population data base and using it to increase knowledge and understanding of the impact of demographic factors on development; (c) promoting and protecting family health through improved MCH/CS service delivery and better health coverage in order to reduce maternal and infant/child morbidity and mortality; and (d) improving the status of women.

4. In order to reach these objectives, the programme would focus on research activities and human resources development and rely on community action at the grass-roots level. The research activities would serve as the basis for developing projects, creating awareness and identifying areas of support to MCH/CS services. The participation of communities and the involvement of grass-roots organizations would be indispensable in motivating populations at risk, generating feedback and extending services to remote rural areas. These activities would be reinforced through the development of human resources and the creation of awareness of population issues among decision-makers, national planners and intellectuals. Special attention would be given to women's concerns.

5. In view of the extreme poverty and underdevelopment of Chad, the country programme would particularly strive to draw attention to inequalities in income, employment, and family well-being among different
regions and socio-economic groups. Emphasis would be placed on targeting the most disadvantaged groups and ensuring that services in UNFPA-supported sectors are distributed equitably. The programme would also address special issues such as environment, nutrition, advocacy of the role of women and literacy campaigns.

6. 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

Demographic and social indicators

7. With an area of 1.3 million square kilometres, the Republic of Chad is the largest land-locked country in Africa. Indeed, the country's principal economic centres are located at an average distance of 2,000 kilometres from the nearest ocean port. Its estimated population of 5,539,712, while relatively small considering the large land area, is unevenly distributed, being sparse in the north and more dense in the south. The basic demographic situation of Chad is not well known, and the relationship between population variables and development has not been studied. Previous data collection activities consisted of a migration survey in 1959 of Chadian workers in Sudan; a population census of the country's capital, N'Djamena, in 1962; a demographic survey in Chad in 1963-1964; and an administrative survey implemented in 1968 for tax collection purposes that covered 70 per cent of the population. The annual population growth rate for the period of 1980-1985 was estimated at 2.3 per cent.

8. Chad is one of the poorest and least developed countries of continental Africa. Its history since Independence in August 1960 has been dominated by various states of emergency, drought and war, all of which have contributed to periodic famine. The country has for years been heavily dependent on foreign financial assistance. Chad's geographical isolation, climate and meagre natural resources have resulted in an economy very narrow in range: crop farming and nomadic cattle-raising occupy most of the working population and account for most of the gross domestic product (GDP). Subsistence production accounts for nearly one-half of GDP. The industrial and commercial sectors are small, and virtually all production facilities of the modern sector are located in the south or in N'Djamena. The gross national product (GNP) and per capita income, estimated at $120-$150, have remained at a standstill for the last several years. Public and private investment accounted for only
10 per cent of GNP in 1980, according to the 1987 World Bank report. The social sector suffers because of the country's relatively high public expenditures on defense and security; an inadequately equipped health infrastructure; a high rate of mortality and morbidity, particularly for mothers and children; an insufficient number of primary and secondary schools (66 per cent of Chadian men and 92 per cent of Chadian women are illiterate); and an increasingly uneven distribution of the population. The Government continues to count on financial and technical assistance from the international community. To this end, a meeting of donor countries was organized in Geneva in November 1982 and resulted in mobilizing $150 million for the funding of a two-year (1983-1984) provisional economic recovery programme. A second meeting, held in Geneva in 1985, generated $500 million for a subsequent provisional programme (1985-1988).

Government policies and plan

9. Chad does not have an explicit population policy. The Government has indicated, however, that while levels and trends of population growth and fertility are satisfactory, reducing the high rates of maternal and infant/child morbidity and mortality is a major policy concern. To this end, the Government endeavours, with the assistance of various United Nations agencies, bilateral donors and non-governmental organizations (NGOs), to undertake programmes aimed at improving sanitation, water supply and health services. In the field of human reproduction, in 1985, the Government modified its position and endorsed the development of a culturally-sensitive child-spacing programme. However, Chadian family law of 1965, which is based on the French law of 1920, continues to be an obstacle to family planning activities. For example, contraceptives can be obtained only by prescription.

10. The provisional economic recovery programme (1985-1988) seeks to reduce morbidity and mortality rates through preventive medicine, improvement of health service delivery, and promotion of income-generating activities for women. In addition, the plan includes a programme of resettlement for those persons displaced by the devastating effects of long periods of drought and war.

11. The Government attaches great importance to the integration of women into economic and social development. A Secretariat d'Etat aux Affaires Sociales et à la Promotion Féminine was created in 1982 and converted into a Ministry two years later. This Ministry is involved in such preventive health and education activities for mothers and children as nutrition, immunization, oral rehydration, home economics, and functional literacy.

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III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

12. UNFPA assistance to Chad dates back to 1982 when the country returned to conditions of relative stability. Since then, UNFPA has provided nearly $900,000 to help create awareness of the importance of population issues in the national development process, provide MCH/CS services, strengthen national capability to collect and analyze demographic data, and build up a human resource infrastructure through training. The experience gained in providing this assistance, as described below, will be used in future UNFPA financial support to Chad.

Maternal and child health and child spacing (MCH/CS)

13. Until 1977, because of security problems, destruction of existing infrastructure during hostilities, lack of logistical support and basic equipment, and financial constraints, all efforts at improving sanitary conditions were carried out in the cities at the expense of rural inhabitants, who constituted 80 per cent of the total population. UNFPA assistance in the field of MCH/CS was defined by the 3 March 1984 decree of the Ministry of Public Health which created a National Service of MCH/CS with a view to co-ordinating and re-organizing MCH/CS activities at the national level. The activities of the project were, however, mostly limited to the city of N'Djamena and the surrounding areas. Despite some achievements, such as the renovation of polyclinic no. 2, the project encountered technical and administrative difficulties that prevented it from reaching most of its objectives. The international expert failed to fulfill his designated role of technical adviser and project manager, and the training of national staff did not take place. Moreover, the integration of child-spacing activities into rural MCH centres as well as planned study tours did not materialize. Consequently, a technical review mission in April 1988 recommended, among other things, that the international expert depart at the end of his contract; that a consultant be recruited to assist the Ministry of Public Health in updating the project's work plan and in elaborating a strategy for future MCH/CS activities, including the establishment of a national team of MCH/CS trainers; and that a master plan be prepared for the supervision, extension, and strengthening of MCH/CS services and for the supply of contraceptives. UNFPA assistance to this project amounted to $725,580 from 1982 to 1988. WHO was the executing agency.

Information, communication and education

14. Seminar on population and development. The immediate objective of this seminar, organized in 1984, was to sensitize Government officials to the relationship between population and socio-economic development. Government officials participated in the national seminar, which constituted the starting point for UNFPA assistance to the country, and Chadian technicians prepared position papers on different aspects of "population and development". The seminar cost $10,967 and the Economic Commission for Africa (ECA) and the Sahel Institute were the executing agencies.
Basic data collection and analysis

15. **Strengthening of the technical capability of the Statistical Office.** The country lacks a reliable demographic data base. The only sources of information are the 1964 demographic survey, used as the basis for population projections, and the recurring administrative surveys undertaken for tax collection purposes, the most complete one of which was an improved survey undertaken in 1968. Although the Government has expressed interest in conducting a census, it has been unable to do so because of the magnitude of social disruption. A census scheduled for 1976 was suspended. In 1985, UNFPA approved a project to assist the Government in preparations to conduct a census, through the strengthening of the technical capability of the Statistical Office. Five middle-level personnel have been trained in demography and statistics at the Institut de Démographie de Paris, and a workshop on census cartography organized. Also, study tours to Dakar, Senegal, and to Abidjan, Côte d'Ivoire, to acquaint national experts with census organization and execution have been organized. The funds allocated to this project totalled $90,365.

Other external assistance

16. The Republic of Chad is dependent on external aid for most of its development needs in its efforts to achieve national reconstruction. Because of the very difficult socio-economic and political situation faced by the country, however, government officials generally have been unable to co-ordinate this external assistance effectively or to provide the appropriate institutional framework for its implementation. According to a 1987 report prepared by United Nations Resident Co-ordinators, Chad received approximately $667 million in technical assistance contributions in 1987. Roughly 54 per cent of this assistance was provided through bilateral arrangements, primarily by France, the United States and Italy, and 20 per cent through multilateral arrangements. The remaining assistance was provided by the European Development Fund (EDF) (24 per cent) and NGOs (2 per cent).

17. In the area of population assistance, during 1987/88, the United Nations Development Programme (UNDP) provided support in the amount of $294,450 to supplement the UNFPA contribution for the rehabilitation of the MCH/CS referral centre in N'Djamena. The United Nations Children's Fund (UNICEF) supported a programme to provide basic health and community services at the village level and to expand and extend immunization, oral rehydration, nutrition and infant and child growth monitoring. The Food and Agriculture Organization of the United Nations (FAO) and France contributed $135,000 and $166,000, respectively, to develop a rural radio programme that included information on, *inter alia*, family well-being, breast feeding, and participation of women in development. The United States Agency for International Development (USAID) provided $640,000 for a survey to improve the knowledge and use of child-spacing practices and $125,000 to the Ministry of Health to increase its capacity to offer in-service training programmes in MCH/CS and to organize national seminars on family well-being and maternal and child health. The
International Planned Parenthood Federation (IPPF), which contributed $46,300, is assisting, among other things, in the establishment of a national family planning association.

IV. PROPOSED PROGRAMME 1989-1993

18. The proposed programme, in the amount of $4.5 million over the period 1989-1993, takes into account (a) the Government's attitude towards population problems; (b) the findings and recommendations of the 1985 needs assessment mission; and (c) the lessons learned from UNFPA-funded projects and those of other donors. The programme would endeavour, with the progressive return of political stability and the improvement of socio-economic conditions, to find solutions to some of the problems encountered by the Government in the field of population: lack of reliable demographic data for development planning; unacceptable levels of maternal and child morbidity and mortality; the low status of women; weak social and health infrastructure; the extreme poverty of a population displaced by the effects of long periods of drought and war; lack of qualified staff to implement Government programmes; the high level of illiteracy; and the shortage of equipment and funds needed to sustain the country's development efforts.

19. The programme would address the recommendations of the 1985 UNFPA population needs assessment mission. The mission recommended, among other things: (a) providing adequate support to be used to define and formulate a health policy as well as to improve health coverage; (b) co-ordinating multi-bilateral assistance and activities within the country; (c) strengthening the system of collection, processing, analysis, and dissemination of health data; (d) introducing population education into the school curricula starting in the fifth grade of primary school as well as into the non-formal sector; (e) carrying out a population census needed for development planning; (f) training middle-level personnel in demography and statistics; (g) establishing a population unit within the Ministry of Planning and Co-operation; and (h) collecting statistics on women's contributions to the economy and promoting women's activities.

20. In order to contribute to the achievement of the Government's overall development goals, the programme's strategy would focus on: (a) building up an adequate data and research base for future development of projects; (b) creating awareness of population issues through various IEC activities addressed to all groups in society; (c) developing human resources in all areas of UNFPA assistance; (d) sensitizing national policy-makers and planners to environmental problems and the interrelationship between population, resources and national well-being; (e) systematically integrating women's concerns into all components of the programme; and (f) instituting a community participatory approach and involvement of grass-roots organizations so as to reach the populations at risk and to extend services to remote areas. Efficient use of national and regional expertise, effective co-ordination of project activities, joint efforts with other United Nations agencies, targeting
resources and services to disadvantaged groups, and continued review and monitoring of the programme would be crucial to its successful implementation.

Maternal and child health and child-spacing

21. Maternal and child health/child spacing project. The lowering of morbidity and mortality rates is the principal health objective of the Government. In this respect, the Government has implemented policies and measures in the area of preventive medicine and has created primary health services. In 1985, the Government endorsed the development of a culturally-sensitive child-spacing programme. However, Chadian family law, which is based on a 1920 French anti-contraceptive law, is still in force. Modern methods of contraception can be obtained by prescription only.

22. The MCH/CS project approved by UNFPA in 1985 and which ended in 1988 barely achieved its objectives. The second phase of this project would take into account the findings of the baseline surveys and past experiences and would aim to consolidate the work of the first phase and to extend MCH/CS service coverage. The project would also be designed to strengthen the technical capability of the Ministry of Public Health so that it can improve its planning, evaluation, monitoring and co-ordination mechanisms. It would promote the collection of health statistics, undertake applied research, and encourage the formulation of a national MCH/CS policy. Special attention would be given to the production of appropriate IEC materials to foster greater acceptance of MCH/CS services. Safe motherhood and "high risk" approaches would be tested in order to better channel health services to mothers and children at risk. UNFPA assistance in the amount of $1 million would cover the cost of one international expert, administrative support, local salaries, rehabilitation and/or provision of equipment for MCH/CS centres, contraceptive supplies, training, office equipment, and vehicles. The executing agency is to be determined later.

Population information, education and communication

23. Population education in schools. The proposed project would aim to introduce basic concepts of family life education into the curricula of primary and secondary schools. The project would also be designed to create awareness of population problems and to address gender and environmental issues through the holding of seminars and workshops for teachers, the development of teaching materials and the production of audio-visual materials. Information on sexually transmitted diseases would be provided for both boys and girls. The project would start as a pilot project in a few selected schools, and over a period of three years, would be progressively extended to the whole country. An amount of $450,000 would be earmarked to support the cost of an international expert to train trainers, to provide administrative support, to finance seminars/workshops, to develop and produce didactic material and to purchase equipment. The project would be executed by UNESCO.

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Basic data collection and analysis

24. Population census. The Republic of Chad is the only country in sub-Saharan Africa that has never taken a population census. However, with the return of political stability, the country is in a position to begin efforts to collect reliable data for its socio-economic development planning. USAID, UNDP, the World Bank and the Swiss Government will be participating in the funding of a census project. The German and French Governments have indicated an interest in doing so. A joint mission (World Bank, USAID, UNFPA, the Swiss Government and the Center for Applied Population Research on Population and Development (CERPOD)) took place in January 1989. UNFPA assistance in the amount of $1.1 million is proposed and an additional $1 million would be sought from other sources, including multi-bilateral sources. Census activities would range from preparatory work in cartography to enumeration, data processing, data analysis, publication and dissemination of the results. The United Nations Department of Technical Co-operation for Development (UNDTCD) would execute the project and assist the Government in its implementation.

Population dynamics

25. Building up a strong research base for future population activities. An amount of $100,000 would be earmarked for pre- and post-project baseline surveys on the levels of awareness, attitudes and practices towards population and gender issues. In this respect, various studies would be carried out, covering areas such as delivery of MCH/CS services, unwanted pregnancies, and the use of health centres. The findings of these studies would be used to identify and address legal and cultural obstacles to acceptance of family planning concepts and practices and to develop and test new approaches for population IEC and birth-spacing activities. The expected outcome of the research, coupled with the results of the population census, would give a clear picture of the socio-cultural and demographic realities of Chad and help build up a strong base for eventual adjustment or re-orientation of the Fund's country programme.

Population policy formulation

26. National seminars on population and development. The purpose of the national seminars would be to sensitize government officials, national planners, religious leaders, and representatives of women's organizations to the relationship between population and socio-economic development. Two seminars would be planned: one on general subjects related to population and environmental problems and to gender issues; the other on the dissemination of the findings of various research reports and surveys and the results of the population census. A UNFPA contribution in the amount $25,000 is proposed to cover the organizational costs of these seminars. ECA and CERPOD would execute this project.

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Women, population and development

27. **Family life education and women's promotion.** Sensitizing men and boys on gender issues and on the importance of women in human reproduction as well as in the socio-economic development process is a necessary first step in improving the status of women in Chad. The purpose of this project would be to increase awareness of gender issues, to motivate the rural population -- men and women -- in favour of child-spacing services and to upgrade their knowledge of health, nutrition, sanitation, and environmental problems. The project would be implemented in two phases. In the first, pre-project phase, activities would consist of (a) a socio-demographic survey designed to identify strategies for producing socio-culturally appropriate audio-visual materials and for implementing the information, education and motivation campaign at the community level; and (b) training of project staff. In the main project phase, activities would include the training of staff of the agricultural training centres in the field of family life education; dissemination of the results of the socio-demographic survey; and sensitization of women who frequent social centres and rural women's centres and their husbands, as well as the students of agricultural training centres. The project would cover four provinces. UNFPA's contribution in the amount of $450,000 would cover the cost of an international expert, administrative support, travel, conduct of the survey, training, meetings, and study tours to neighbouring African countries.

28. **Assistance to women's organizations.** This project would introduce gender, environmental, health and nutritional issues into the awareness creation campaign, and lend support to women's organizations through training in management, home economics, family life education, and appropriate household technology. UNFPA assistance in the amount of $200,000 is requested to cover the costs of these activities. The executing agency would be determined at a later date.

Programme reserve

29. An amount of $175,000 would be held in reserve for new proposals that would be developed within the framework of the proposed programme.

Monitoring, evaluation and co-ordination

30. The programme would be implemented and co-ordinated at the Government level by an inter-ministerial committee composed of representatives of the Ministry of Planning and Co-operation, the Ministry of Social Affairs and Women's Promotion, the Ministry of National Education and the Ministry of Information. The committee would be headed by the Ministry of Planning and Co-operation, which co-ordinates all international assistance within the country. As this is UNFPA's first country programme, special attention would be paid to monitoring and evaluating the progress achieved by individual projects. As far as programme monitoring is concerned, the UNFPA Country Director based in Ouagadougou, /...
Burkina Faso, under the overall supervision of the UNFPA Representative in Chad, would visit the country every four months and monitor the implementation of the programme in close collaboration with national experts and the executing agencies. A national programme officer would be recruited to ensure the day-to-day monitoring of individual project activities.

Financial Summary

31. As stated in paragraph 1, UNFPA would provide assistance in the amount $4.5 million, of which $3.5 million would be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $1 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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<tr>
<th>Programme Area</th>
<th>UNFPA regular Resources</th>
<th>Other Resources</th>
<th>Total</th>
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<tr>
<td>Maternal and child health and child</td>
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<tr>
<td>Women, population and development</td>
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<tr>
<td>Programme reserve</td>
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<tr>
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<td><strong>$1,000,000</strong></td>
<td><strong>$4,500,000</strong></td>
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</tbody>
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V. RECOMMENDATION

The Executive Director recommends that the Governing Council:

(a) Approve the programme for Chad in the amount of $4.5 million for five years;

(b) Authorize the Executive Director to commit an amount of $3.5 million from UNFPA's regular resources:

(c) Further authorize the Executive Director to provide the balance of up to $1 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 Chad and with the executing agencies.