UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Togo

Support for a comprehensive population programme

Proposed UNFPA assistance: $5 million, of which $4 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: Five years

Estimated starting date: January 1989

Executing agencies:

Government of Togo
United Nations International Labour Organisation (ILO)
Food and Agricultural Organization of the United Nations (FAO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
National and international NGOs

Government co-ordination agency: Ministry of Planning

89-12108
### Demographic facts

<table>
<thead>
<tr>
<th>Population Total (000)</th>
<th>Population density (/sq. km.)</th>
<th>520</th>
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<tbody>
<tr>
<td>Total</td>
<td>Average annual change (000)</td>
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<tr>
<td>Males</td>
<td>Population increase</td>
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<tr>
<td>Females</td>
<td>Deaths</td>
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<td>Sex ratio (/100 females)</td>
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<td>Urban</td>
<td>Annual population total</td>
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<td>Rural</td>
<td>Growth rate (%): urban</td>
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<td>Per cent urban</td>
<td>rural</td>
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<tr>
<td>Population in year 2000 (000)</td>
<td>Crude birth rate (/1000)</td>
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<tr>
<td></td>
<td>Crude death rate (/1000)</td>
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<tr>
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<td>Total fertility rate (/woman)</td>
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<td>Gross reproduction rate (/woman)</td>
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<td>Net reproduction rate (/woman)</td>
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<td>Infant mortality rate (/1000)</td>
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<td>Functional age groups (%)</td>
<td>Life expectancy at birth (years)</td>
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<td>Young child: 0-4</td>
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<td>Youth: 15-24</td>
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<td>Elderly: 60+</td>
<td>GNP per capita</td>
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<td>65+</td>
<td>(U.S. dollars, 1986)</td>
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<th>Dependency ratios: total</th>
<th>Males</th>
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<td>(/100) Aged 0-14</td>
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<td>Aged 65+</td>
<td>Both sexes</td>
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### Agricultural population density (/hectare of arable land) | 1.44

### Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1988. Figures for population total, population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1985; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1985-1990. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: The 1988 Revision (forthcoming).
I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $5 million, of which $4 million is to be committed from UNFPA's regular resources, over a five-year period, starting January 1989, to assist the Government of Togo, 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. This will be UNFPA's second population programme in Togo and is conceived in the context not only of the Fund's strategy for assistance to sub-Saharan Africa but also in light of the Government's mid-term plans and general policy guidelines for development. It also draws upon the findings and recommendations of various sectoral reviews carried out by UNFPA. Because of particular challenges in the areas of population information, education and communication (IEC) and maternal and child health and family planning (MCH/FP), the major emphasis of the programme is on these two areas, for which approximately 60 per cent of the proposed amount would be earmarked.

3. The long-term objective of the proposed programme is to help the Government to achieve its development objectives by building up national capability to formulate, implement and monitor population programmes as well as by institutionalizing population policies through the promotion of sectoral planning and the integration of population factors into the country's development planning. In the medium term, the principal objectives of the programme, in order of priority, would be: (a) to institutionalize IEC by integrating it into the national school system and by including it in non-formal programmes at the national, regional and village levels; (b) to contribute to the reduction of maternal and infant mortality through the extension of the MCH/FP services to all five regions of the country; (c) to make updated baseline data available for the purposes of planning and decision-making; (d) to promote population policy formulation and implementation through the establishment of a population unit and by supporting sectoral planning; and (e) to enhance the status of women.

4. The overall strategy of the programme would be: (a) to consolidate achievements to date and embark on an outreach approach with central co-ordination and linkage; (b) to promote a national population IEC strategy and to integrate population IEC whenever feasible into ongoing programmes supported by both the United Nations system and bilateral donors; (c) to systematically integrate women's concerns into all parts of the programme, highlighting the potential role of women in development and ensuring gender sensitivity; (d) to put increasing emphasis on programme quality and the application of lessons learned; (e) to conduct joint back-to-back evaluations of programmes along with agencies that also operate in the areas of UNFPA's mandate; (f) to assist in the establishment of a population programme co-ordination mechanism; and (g) to utilize to a greater extent available national and regional expertise and that of non-governmental organizations (NGOs).
5. 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

6. During the years when favourable world markets for phosphate brought handsome external revenues (1975-1976), the Government invested considerably in improving social conditions. As a result, schools were built, the infrastructure was developed and per capita income reached $270 — one of the highest in sub-Saharan Africa at the time. However, negative price fluctuations in its primary commodity exports (phosphate, coffee, cocoa) in the mid-1970s and adverse climatic conditions triggered an economic crisis and the country had to turn to external borrowing. According to the 1986 World Bank report, Togo's outstanding public debt in 1985 was $892 million; at that time, it had a debt service ratio of 32 per cent of the national budget and was operating with a deficit of over $100 million on its external accounts. In response to the economic situation, the Government adopted successive financial stabilization and structural adjustment programmes. Notwithstanding the long-term positive effects of such programmes, the social repercussions of these programmes have been undeniable. Social expenditures were scaled down to the minimum, recruitment and salaries were frozen over five years, and unemployment rose to 20 per cent.

7. Based on the projections of the 1981 census, the current population of Togo is about 3.3 million with an estimated growth rate of 3 per cent per year. Although this rate of natural population increase is said to be uniform in both rural and urban areas, migrational patterns have produced significant variations in the growth of population of rural and urban areas as well as between different urban centres. Lomé, the capital city, is growing at an alarming annual rate of 6 per cent, while towns such as Kara are experiencing annual growth rates of 10 per cent. Although fertility and mortality rates have gradually declined between 1961 and 1988, infant mortality is estimated at 98 per 1000 live births and maternal mortality at about 600 per 100,000. The Government considers these rates as unacceptable. Despite the increase in population size, the country's health and education infrastructure and personnel are the same as in 1970s. Consequently, existing facilities and staff are straining to the breaking point.

8. Because of the limited success of its previous five-year development plans, Togo has adopted, since 1983, a programme of financial stabilization and structural adjustment programmes that places emphasis on, among other things, liberalizing the economy, providing incentives...
for agricultural production and improving the financial position of public enterprises. In general, the macro-economic policies give primacy to agriculture, commerce and small- and medium-scale industries. Although a specific health policy and a national strategy for national MCH/FP are yet to be clearly defined, certain general policy guidelines have been enunciated. They include: (a) the primacy of primary health care and of maternal and child health care (family planning is given importance mainly as a means of preventive care); (b) decentralization of health services as well as community participation in both the definition of health service requirements and in sharing the costs of such services; and (c) training of health personnel and strengthening of the management capacity of the sector at all levels. Four per cent of the Government's regular budget is allocated to the health sector.

9. Although Tog. has neither formally adopted a population policy nor set demographic targets, a draft policy is expected to be submitted to Togo's General Assembly for adoption. This reflects the Government's strong concern about the country's high population growth rates and its present maternal and child mortality rates, which it considers unacceptable.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

10. At its thirty-first session, the Governing Council approved $1.5 million for the first country programme of Togo covering the period 1984-1988. The programme concentrated on four core areas: (a) data collection and analysis; (b) MCH/FP; (c) formal population IEC; and (d) demographic training and research. By the end of 1988, the programme had been implemented in full. Of the total UNFPA assistance, approximately 35 per cent was used for the analysis and dissemination of the 1981 Population and Housing Census and for training and research in demography; 30 per cent went for MCH/FP programmes, 28 per cent for formal population IEC and about 7 per cent for promotional activities in the area of population policy formulation.

Maternal and child health and family planning

11. For the period 1985-1988, UNFPA approved $358,672 in support of Togo's MCH/FP programme. The major objectives of this project were: (a) to strengthen the Division of Maternal and Child Health Care of the Ministry of Health through training health personnel, logistical support, and providing medical equipment including contraceptives; (b) to extend family planning services; and (c) to strengthen MCH/FP information, education and communication. The project was executed with the assistance of the University of Brussels. Through this project: (a) surveys were conducted on the major causes of maternal and infant mortality as well as on the causes of low acceptance of contraceptives; (b) a socio-cultural study on fertility was undertaken; (c) 10 Togolese, including two women, were trained abroad in medical statistics as well as in family planning techniques; and (d) four nationals were trained in MCH/FP programme management.
12. Togo's MCH/FP programme suffered from two major difficulties. The highly centralized health services made planning, management and timely programme execution very difficult, while socio-cultural and legislative constraints hindered the use of contraceptives. For example, a 1920 French law prohibiting the use of contraceptives, although not enforced, does not protect those using contraceptives. While demand for contraceptives was evident, access was limited. In addition, the frequent turnover of personnel in the Division of Maternal and Child Health Care and the absence of a specific policy left the division quite weak. A UNFPA evaluation mission fielded in July 1988 confirmed that the crucial needs in the area of MCH/FP identified by the first basic needs assessment mission in 1980 prevail today. The mission noted that out of some 2,000 health personnel trained in family planning, very few actually work in that area and that there were only a handful of supervisory staff. Moreover, out of approximately 400 public health centres, only 30 service delivery points provide medical contraceptives. Consequently, the mission recommended that assistance be provided: (a) to extend MCH/FP services to all the provinces; (b) to promote health programme planning management; (c) to create a system of supervision and evaluation as well as to develop a system for service statistics; and (d) to expand logistical support and procure equipment and contraceptive supplies.

Information, education and communication

13. Population education in schools. Based on the recommendation of the 1980 needs assessment mission, a pilot project in population and family life education (FLE) was approved in 1984. The main purpose was to test the viability of introducing formal population education into the curricula of primary and secondary schools. The major activities included the development and testing of training materials, the training of teachers, and the creation of awareness of population issues among students, parents, school administrators, and others. As a result of the project, a Population Education Unit was created in the Ministry of Education; population FLE curricula were defined; didactic materials were developed; 168 teachers and school administrators were trained; and socio-cultural studies were undertaken. The programme was tested in 24 pilot schools across the country. The technical review mission that assessed the project in September 1987 recognized its achievements while observing certain weaknesses, including inadequate technical backstopping, uneven supervision, and poor communication with executing agencies. The mission recommended the integration of formal population education in all training institutions, subject to the successful completion of the experimental phase. The weaknesses were addressed by the Government, and communication difficulties have now been overcome. The experimental phase was evaluated in 1988, and the positive outcome encouraged the Government to pursue its aim of integrating formal population education into the school system at the national level.

/...
Basic data collection and analysis

14. Strengthening of the technical capability of the Division of Demography. Given the need to analyze the 1981 census results in their entirety and the financial constraints experienced by the Government, UNFPA was requested to provide support not only for the analysis of the census results but also for strengthening the analytical capability of the Division of Demography within the Ministry of Planning. Accordingly, UNFPA provided approximately $300,000. The aim was to help to create the basis for a better understanding of demographic dynamics and subsequently pave the way for the promotion of population policy formulation. Overall, the project achieved its major objectives, as well as other notable results: (a) the preliminary census results that were published in 1986 have provided data on the main characteristics of the Togolese population; and (b) the analysis provided valuable estimates of mortality, fertility, internal migrations, unemployment, and underemployment, among others. The project also had two major weaknesses, as identified by a mission from the Economic Commission for Africa (ECA): (a) an overambitious work plan that resulted in a tremendous delay in the execution of planned activities; and (b) difficulties encountered in deploying staff from the Division of Demography to its Documentation Unit. The sectoral review that was fielded in May 1988 recognized the project's achievements and recommended that preparatory work begin for the 1991 census, for which the Government is seeking the support of UNFPA and other multilateral and bilateral donors.

Population dynamics

15. The Unit for Demographic Training has been a recipient of assistance from many sources, but the most important financial contribution has come from UNFPA. This assistance dates back to 1980 and totalled over half a million dollars by the end of 1988. The Unit has been successful in shedding light on demographic and economic issues, in institutionalizing in-service training in demography and in sensitizing civil servants, students and teachers to the interrelationship of population and development issues. The evaluation mission of May 1988 concluded that the Unit has the potential to be used not only as a vehicle for expanding and increasing knowledge in this area but also as an instrument for the diffusion and popularization of research findings. It therefore recommended that further support be given to the Unit in order to increase knowledge in population and to promote sectoral planning.

Population policy formulation

16. In the area of population policy formulation and implementation, UNFPA has supported various promotional activities: (a) a workshop on population and rural development; (b) a national seminar on the use of demographic data and educational planning; and, in collaboration with the United States Agency for International Development (USAID) and the Futures Group; (c) an analysis of population dynamics and socio-economic development that demonstrated alternative future scenarios based on
projections of population growth rates. A UNFPA-supported National Conference on Population in September 1987, in which 95 Togolese leaders participated, strongly recommended the formulation of a national population policy. Given the current level of government awareness of demographic issues and their implications for the socio-economic development of the country, UNFPA can be more actively involved in promoting the adoption of an appropriate population policy.

Results of previous assistance

17. Despite socio-cultural and legislative constraints and operational problems, appreciable results have been obtained as a result of the UNFPA-assisted programme. By the end of 1988, a total of approximately $3.5 million had been allocated in support of Togo's population programme. Overall, the performance of the previous programme could be considered quite satisfactory:

(a) Through assistance to data collection and analysis, the programme has contributed to the availability of baseline data required for planning and decision-making;

(b) By supporting the Unit for Demographic Training and the Statistical Division, national demographic research and analytical capability has been strengthened;

(c) Through support to the Ministry of Education, the programme contributed not only to the creation of a Population Education Unit but also to the introduction of population education in selected schools and thus paved the way for institutionalized population education;

(d) Through support to national seminars on population and development, the African Population Conference and for various research projects, the programme contributed to raising awareness of population issues;

(e) Through support to the National Family Health programme, it strengthened the Maternal and the Child Care Division. It made knowledge available on the causes of maternal and infant mortality as well as on the socio-cultural determinants of fertility;

(f) The four sectoral reviews have helped to delineate the weaknesses and strengths of major population areas, and have proposed measures to address the weaknesses and to build upon the strengths.

18. Because population-related problems continue to be a major constraint on development in Togo and because of the success of its prior activities, UNFPA is now called upon not only to maintain its current support but to step up its assistance and continue its leading role in population activities in the country.
Other external assistance

19. The major bilateral donors to Togo in 1987 were France (55 per cent) followed by the Federal Republic of Germany (23 per cent) and USAID (12 per cent). The organizations of the United Nations system provided 67 per cent of multilateral assistance; the rest was provided by financial organizations (22 per cent) and the European Economic Community (10 per cent). Among other organizations of the United Nations system, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and UNFPA are the major donors. Among relevant projects, UNICEF's financial support of about $6.4 million for the five-year period 1985-1989 includes an expanded programme of immunization, a programme on women and development, and one on health education. The World Bank has earmarked $10 million for the rehabilitation of the health infrastructure. The World Health Organization (WHO) has contributed funds to equip some rural health centres and has provided about $540,000 (1986-1987) for medical equipment and advisory services for the reorganization of the health system. USAID has provided an amount of $1.5 million for a three-year programme whose main objectives are to support family planning service delivery at 27 health centres. In addition, a project agreement of $4.5 million was signed in September 1987 for a "Child Survival" programme. It can be seen that the donor community has been forthcoming in its support of the Government's development efforts. However, a mechanism that would permit maximum technical co-operation has yet to be defined by the donor agencies or by the Government.

IV. PROPOSED PROGRAMME 1989-1993

20. Togo's second country programme is a result of: (a) intensive dialogue between the UNFPA Representative and sectoral ministries beginning in October 1987 with a headquarters mission that discussed, among other things, the constraints of the previous programme; (b) the findings and recommendations of four sectoral missions that were fielded between October 1987 and September 1988; (c) the findings and recommendations of the 1980 needs assessment mission, which are still considered to be valid. ILO, UNESCO, FAO, ECA, the Unit for Demographic Training of the national University, as well as independent consultants with expertise in MCH/FP and population and development also participated in the programming exercise.

21. The 1989-1993 population programme of Togo would cover all core areas of the UNFPA mandate with major emphasis on population information, education and communication. In addition to the advisory services that would be provided within the context of individual components of the programme, technical backstopping would be supplemented by regional advisory services and individual consultants. Special attention would be given to technical co-operation among countries in the region through further utilization of regional institutions and exchange of experience.
Maternal and child health and family planning

22. Despite Government attempts to provide an improved nation-wide health service, Togo's health sector has been facing serious difficulties. Like all other social sectors, it has been a casualty of the economic crisis of the late 1970s and of the structural adjustment programme pursued during the 1980s. Although MCH/FP was the beneficiary of development assistance from various international agencies, the support could hardly be considered as having paved the way for an effective national programme. The Government has estimated the requirements for MCH/FP to be in the range of $8 million per year. Clearly, the current level of financial assistance must be supplemented, better co-ordinated and effectively managed. Therefore, UNFPA has been requested to actively intervene in the MCH/FP programme and to step up its role as a catalyst.

23. A UNFPA contribution of $1.1 million is proposed over a period of five years, out of which $100,000 would be for an information campaign in support of the programme. The main objectives to be achieved, in concert with assistance from other donors, would be:

   (a) The reduction of infant mortality from the current 98 per 1,000 to 90 per 1,000 and maternal mortality from an average of 600 per 100,000 live births to at most 500, a reduction of 11 per cent by the end of 1993. This would be achieved through integrating family planning services into 84 primary health care units and extending the same services from the current 27 clinics to 40; targeting an increase in contraceptive prevalence from the current 1.7 per cent to 10 per cent; and jointly with UNICEF, retraining 250 birth attendants and health agents and 30 doctors in family planning techniques.

   (b) The strengthening of the Division of Maternal and Child Health Care through (i) training of staff in management and health planning; (ii) making the recently established Co-ordination Unit operational; (iii) developing a system of service statistics; (iv) improving logistics and methods of contraceptive distribution as well as provision of medical and other equipment; (v) conducting research on the reproductive behaviour of Togolese men and women and on the determinants of desired family size.

The project would assist the Government in defining a strategy for an integrated MCH/FP national programme; promote the introduction of family planning into medical and nursing schools; and seek closer collaboration with national NGOs and with UNICEF and USAID, in particular as regards logistical support.

Population information, education and communication

24. While socio-cultural and legislative factors have inhibited the use of family planning services, the lack of information and education has led to misperceptions concerning the use of modern contraceptives and contributed to a conventional knowledge derived from misinformation. As
a result, population issues and the impact of population dynamics on development are recognized, if at all, only by the educated elite and government officials. This lack of public awareness is one of the major reasons why a country that has undertaken three censuses and conducted much demographic analysis has not yet adopted a population policy despite acknowledged unacceptable growth rates and high maternal and infant mortality. Clearly, the unreceptiveness of the Togolese people would be a major cause of failure even if specific population targets become policy. Thus, population IEC is of paramount importance if population programmes are to succeed. Given the overall lack of information and the challenge facing the Government in providing comprehensive education, UNFPA proposes a total of $900,000 for population IEC.

25. Population IEC and an eventual change in attitudes are, along with policy implementation, the most crucial challenges facing the Government in the field of population. Since unlike MCH/FP, there is at best only limited intervention and support in this area, the proposed programme gives it particular emphasis and uses a multi-faceted approach. Improvement in the status of women cannot be overemphasized, so particular efforts would be undertaken to highlight the role and potential of women in all population IEC undertakings.

26. Population education in schools. As noted above, the education sector suffers not only from fiscal constraints and the consequences of structural adjustment programmes but also from adolescent pregnancies, a high rate of school drop-outs, lack of well-trained teachers and the lack of appropriate materials. School enrolment has been declining in recent years, especially that of girls. Furthermore, the development of the educational infrastructure has been indefinitely postponed in spite of a dramatic increase in the student population. Given these difficulties and the various measures that have been taken by the Government, and in light of the positive results from the experimental phase of introducing population and family life education into selected schools, UNFPA proposes to support the Government in launching a second-phase project that would aim at integrating population and family life education into the school system at the national level. The programme would also seek to integrate population concepts into all training institutions and training materials; forge a well-trained multi-disciplinary team in population and family life education; and execute the programme in close co-ordination with the Unit for Education Planning in the Ministry of Education, as well as with health education programmes and with the Demographic Research Unit of the University. An amount of $600,000 is proposed for this project.

27. Non-formal population IEC. Togo's information and communication infrastructure is relatively well developed. By 1983, radio broadcasting had reached the entire population. Television was introduced in 1973, but coverage is still quite limited. There is a daily newspaper in French, and two editions in national languages are published somewhat irregularly; there is little incentive to increase the number of these publications, given the country's illiteracy rate of 65 per cent. In the...
area of non-formal population IEC, the programme would: (a) undertake a study on available modes of communication and information and their potential for expansion so as to enable the Government to define a population IEC strategy; (b) improve the content of radio programmes of the two radio stations by training radio programmers and journalists; (c) integrate a population IEC component into literacy and post-literacy programmes; (d) launch various awareness-raising seminars in local languages tailored for specific target groups; and (e) undertake pilot projects at the village level to determine effective means for conveying population-related information.

28. **Population IEC through the mass media.** Radio Togo has commenced broadcasting programmes in two local languages. The Ministry of Information intends to allot time for educational programming. Given the considerable number of radio listeners, population IEC through this medium would be encouraged. Through this project, four radio programmers would be trained in population concepts; and audio-visual and related material would be made available. The main objective would be to sustain a flow of population-related information by integrating it into health education radio programmes. UNFPA proposes $200,000 for this project.

29. **Population education through literacy.** The adult literacy programme of Togo seems quite weak both financially and organizationally. However, attempts are being made to revitalize it. New national volunteers have joined the team, and bilateral support is being discussed. In order to encourage efforts in this area and to include population education in adult literacy programmes at the national level, UNFPA proposes to support this literacy project by providing token remuneration for two national volunteers, furnishing reading materials and organizing three seminars. An amount of $100,000 is proposed.

**Data collection and analysis**

30. Due credit should be given to the Togolese Government for undertaking three decennial censuses. However, there is a need to update the baseline data and to address shortcomings of the 1981 census. Furthermore, the Government has not taken demographic variables systematically into account during the planning process. Now that the Government is deliberating on its policy options, it has become all the more important to update and improve the available baseline data. Therefore, UNFPA proposes an amount of $500,000 to support the 1991 population and housing census. Here, maximum efforts would be made not only to avoid the shortcomings of the previous census, but also to ensure inclusion of all pertinent data in questionnaires as well as the timely processing, analysis, evaluation, and dissemination of the census results. At the request of the Government, UNFPA would also actively assist it in seeking additional funds from other sources, including multi-bilateral sources.

**Population policy formulation**

31. The dissemination of research findings and the analysis of census results have contributed to greater awareness among Togolese of the
impact of rapid population growth on socio-economic development. However, Togo has not yet adopted a population policy. The thrust of social and economic policy activities up to this point has been the formulation and implementation of specific measures to accommodate population and related areas. However, as noted above, a draft population policy is expected to be submitted to the Togo General Assembly for adoption. Moreover, the Government is deliberating the need for adopting policies to influence population, and it has renewed commitment to meet the challenges posed by a rapidly growing population. The emphasis of policy-related activities in the coming years will be supportive of both these policy perspectives.

32. In order to lend support to the Government in this area, UNFPA, in concert with the World Bank and USAID, will not only facilitate the adoption of a population policy but assist in defining strategies for its implementation. UNFPA would support various seminars at national and regional levels aimed at specific target groups. Furthermore, awareness-creation seminars and workshops on population and law would be organized for key government officials and legislative bodies. In addition, Togolese legislators would be encouraged to participate in similar seminars planned as part of regional training activities. A roundtable debate on population policy formulation and implementation would also be organized. UNFPA would continue to support in-service demographic training to promote the integration of demographic variables into regional planning. In a preparatory phase, UNFPA would support advisory services to assist in defining a strategy for the implementation of population policy and the training of planners from technical ministries. The project would also contribute to the establishment of a Population Planning Unit as well as to the creation of a sectoral-ministerial committee. Public enlightenment would be promoted through IEC activities and particularly through dissemination of the results of research done in this area. The amount proposed for the promotion of policy formulation and implementation is $600,000.

33. Although UNFPA has strengthened the research capability of the Demographic Research Unit of the national University, there are still critical areas of research that need to be supported in order to establish the required knowledge base for population programmes. These include: (a) a study on the reproductive behaviour of Togolese men and women; (b) a fertility survey and a study on determinants of desired family size; (c) operational research in the MCH/FP area; and (d) a study of the traditional and modern media of information and communication. The first three studies would be undertaken in the context of the national MCH/FP programme. The findings of these studies would be used to define future programme strategies and plans of action. To improve the knowledge base and to enhance national capability for demographic and socio-economic planning, UNFPA proposes an amount of $500,000.

Women, population and development

34. Togolese women constitute 51 per cent of the population, and yet there is little researched baseline data on either their contribution to development or their aspirations and potential. Although they constitute
57 per cent of the agricultural labour force, their labour is hardly considered as a factor of production. Women's access to land and credit is negligible, to say nothing of their control of the resources derived from their labour. The illiteracy rate for women is about 78 per cent; the rate for men is 68 per cent. Primary school enrolment of girls is much less than of boys (only 38 per cent of school-age girls are enrolled, as opposed to 98 per cent for boys). At the university level, their enrolment is about 11 per cent (602 women out of a total of 5,352 students), and they make up only about 12 per cent of the teachers and professors. There are not only wide gaps in the political, education, and employment status of the two sexes, but women are also victims of socio-economic woes and socio-economic constraints.

35. As yet, the Government has no specific policy to improve the status of Togolese women. However, there are general guidelines to promote the increased participation of women in the political, economic and social development of the country. To this effect, three national organizations were put in place between 1972 and 1977. For the years 1986-1990, the Government's priorities are: (a) creating regional training networks and placing greater value on women's contributions by collecting statistical data disaggregated by gender; (b) improving the economic status of women through, among other things, support for income-generating activities and increasing their access to capital; (c) strengthening the literacy programmes, with women and girls as particular targets; and (d) reducing maternal mortality.

36. UNFPA's strategy of systematic integration of women into its programmes (both as participants and beneficiaries) would be the primary method to enhance their status and their role in national development efforts. Furthermore, specific activities would be supported to address particular needs. Maximum efforts would be deployed to ensure that awareness creation activities include and emphasize the role, potential and value of women as participants in development efforts and that women benefit equally from literacy programmes. Several specific activities have already been identified. The first would be the strengthening of the functional literacy programme for rural women. This project would be jointly financed by UNFPA, UNDP and the United Nations Development Fund for Women (UNIFEM). The project, which would be directed at 10,000 rural inhabitants, would aim at developing and integrating functional literacy programmes into agricultural production activities undertaken by established groups that have not yet been integrated into co-operatives. Another activity would focus on strengthening the understanding of staff on aspects of the "Condition Feminine" through training in management and organization. A third would support the undertaking of a labour force survey; a fourth, the organizing of a seminar on women and development. Research on the socio-economic and social status of women would be undertaken in the framework of a regional project and as part of the Fund's plan of action for sub-Saharan Africa. An amount of $450,000 is proposed for the above undertakings, out of which $300,000 would be from UNFPA regular resources. The balance of $150,000 would be sought from other sources, including multi-bilateral sources.

/...
Programme reserve

37. A programme reserve of $200,000 is proposed for needs not yet identified.

Monitoring and evaluation

38. A mid-term country programme evaluation is planned for the end of 1991. As this period coincides with the formulation of the fifth cycle of the UNDP programme, any reorientation of the UNFPA programme that may result from the evaluation would, to the extent possible, ensure streamlining its activities with UNDP programmes. Furthermore, each component of the programme would undergo technical reviews in mid-course by international and/or national experts. The necessary monitoring mechanisms such as semi-annual progress reports and annual tripartite reports on each UNFPA-funded project would be strictly adhered to. Progress indicators as well as verification tools and performance criteria would be developed with a view to ensuring application of lessons learned and improving programme quality. Furthermore, project experts, consultants, etc., would be required to adequately analyze the gender issue and to ensure the participation of women in all components of the programme.

Programme co-ordination and management

39. The Ministry of Planning is responsible for co-ordinating all external assistance to Togo. The major population area with inputs from several donors is the MCH/FP sub-sector. As indicated earlier, UNFPA would work closely with all the international and national agencies in the country. Most in-country training, such as the training of traditional birth attendants, of regional MCH/FP supervisory staff, as well as of health agents would be jointly undertaken by UNICEF and UNFPA. Logistical support to the programme would be shared by UNFPA, UNICEF and USAID. USAID will provide all contraceptive requirements except injectables, which would be provided by UNFPA. A task force composed of representatives of these three agencies and UNDP, WHO, the World Bank, and the National Association for the Protection of Maternal and Child Health would be formed under the auspices of UNDP/UNFPA. It would meet semi-annually to review and ensure the complementarity of inputs. The task force would, in essence, become the counterpart of the newly established Co-ordinating Unit of the Ministry of Health. Although the acquired immune deficiency syndrome (AIDS) is said not to constitute a threat in Togo, a WHO information campaign is considered relevant, and UNFPA is expected to participate in the roundtable conference planned for May 1989 and then to contribute to the campaign. Overall, programme co-ordination would be ensured through the creation of an inter-agency committee that would regularly meet with the Ministry of Planning. The UNFPA Country Director would ensure that meetings with relevant government organizations and executing agencies were held on a regular basis and would report on such meetings on a semi-annual basis. At the field level, the programme would be managed by the UNFPA Representative, who is also the Resident Representative of UNDP, and by the UNFPA Country
Director, who also covers the UNFPA field office in Benin. The UNFPA Country Director would be assisted by one National Programme Officer, one programme assistant, and a secretary.

Financial summary

40. As stated in paragraph 1, UNFPA would provide assistance in the amount of $5 million, of which $4 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 fundings:

<table>
<thead>
<tr>
<th>Programme Area</th>
<th>UNFPA regular resources</th>
<th>Other sources</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maternal and child health and family planning</td>
<td>1,000,000</td>
<td>350,000</td>
<td>1,350,000</td>
</tr>
<tr>
<td>Population information, education and communication</td>
<td>900,000</td>
<td>-</td>
<td>900,000</td>
</tr>
<tr>
<td>Data collection and analysis</td>
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<td>500,000</td>
<td>1,000,000</td>
</tr>
<tr>
<td>Population dynamics</td>
<td>500,000</td>
<td>-</td>
<td>500,000</td>
</tr>
<tr>
<td>Population policy formulation</td>
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<td>600,000</td>
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<tr>
<td>Women, population and development</td>
<td>300,000</td>
<td>150,000</td>
<td>450,000</td>
</tr>
<tr>
<td>Programme reserve</td>
<td>200,000</td>
<td>-</td>
<td>200,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>4,000,000</strong></td>
<td><strong>1,000,000</strong></td>
<td><strong>5,000,000</strong></td>
</tr>
</tbody>
</table>

V. RECOMMENDATIONS

41. The Executive Director recommends that the Governing Council:

   (a) **Approve** the programme for Togo in the amount of $5 million for five years;

   (b) **Authorize** the Executive Director to commit an amount of $4 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 Togo and with the executing agencies.