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E/ECA/POP/APC.3
UNFPA Project No. RAF/92/PO9

THIRD AFRICAN POPULATION CONFERENCE

REPORT OF THE CONFERENCE AND RELATED ACTIVITIES

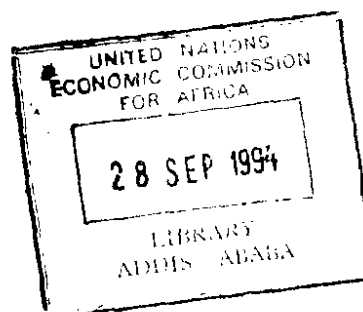
**ORGANIZED IN COOPERATION WITH
THE UNITED NATIONS POPULATION FUND (UNFPA),
THE ORGANIZATION OF AFRICAN UNITY (OAU),
THE AFRICAN DEVELOPMENT BANK (ADB),
AND THE GOVERNMENT OF THE REPUBLIC OF SENEGAL**

**FINANCED BY THE GOVERNMENTS OF FRANCE,
THE NETHERLANDS AND UNFPA**

DAKAR, SENEGAL, 7-12 DECEMBER 1992



**UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA
ADDIS-ABABA, 1994**



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PREFACE

*The Conference of Ministers of Planning and Economic Development of the United Nations Economic Commission for Africa (ECA) decided at its seventeenth meeting, held in Addis Ababa, in May 1991, to convene the third session of the African Population Conference (APC.3) and accepted the invitation by the Government of Senegal to host it. The Ministers also established a Preparatory Committee for the Conference, under the chairmanship of the United Nations Under-Secretary-General and ECA Executive Secretary, *inter alia*, to propose the theme and the agenda of the Conference.*

The Preparatory Committee was first confined to experts from such African institutions as the Organization of African Unity (OAU), the African Development Bank (ADB), the Institut de recherche et de formation démographiques (IFORD), the Regional Institute for Population Studies (RIPS), the Centre d'études et de recherches sur la population pour le développement (CERPOD), the African Institute for Economic Development and Planning (IDEP), the Union for African Population Studies (UAPS) and representatives from such United Nations agencies as ECA, the United Nations Population Division, the United Nations Population Fund (UNFPA), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO).

After its first meeting, the Committee was enlarged to include member States so that UNFPA could support their participation in two meetings, which were able to establish a timetable for the preparatory activities, propose a theme and a draft agenda, define the orientation to be given to the documents of the Conference, draft a tentative declaration, which was later adopted by the Conference, and consider administrative and financial matters. It gives me pleasure to express, once more, my congratulations and appreciation for the quality of the work performed.

APC.3 is an integral part of the preparatory process of the International Conference on Population and Development (ICPD) to be convened from 5 to 13 September 1994 in Cairo, Egypt, as decided by the Economic and Social Council (ECOSOC) in its resolutions 1989/91 and 1992/37. Hence, the third ICPD will be held on the African continent after those held in Bucharest in 1974 and Mexico in 1984.

ECA benefited from the cooperation of the Government of Senegal, from OAU, ADB and UNFPA. Without their support the African conference would not have been held. I take this opportunity to renew my appreciation to the Government of Senegal for hosting APC.3 and for the excellent organization.

My thanks are also extended to all our partners, in particular to UNFPA which generously supported the preparatory activities, the participation of the African countries and the publication of the proceedings of the Conference. I want also to express my appreciation to the Governments of France and the Netherlands for their much appreciated financial contribution to the organization of the Conference.

In recommending the theme of APC.3, "Population, Family and Sustainable Development", the Preparatory Committee wanted to reaffirm that the interrelationship between population and development in Africa cannot be comprehended outside the context of families and their evolution. In fact, Africa is facing complex problems of economic rehabilitation and attempts to balance population and development are constrained by difficulties due particularly to the rapid population growth rate. It is obvious that more moderate growth would have made less difficult the improvement of family welfare.

APC.3 has known real success in view of its objectives. Experts and ministers reviewed experiences of the implementation of the Kilimanjaro Programme of Action on Population and Sustained Development in Africa (KPA) adopted in 1984 in Arusha by APC.2. They reaffirmed the continued validity of KPA as a framework for African development. Lessons were drawn for a better implementation of these programmes.

Furthermore, APC.3 was concluded by the adoption of a draft declaration called the "Dakar/Ngor Declaration on Population, Family and Sustainable Development" which was adopted by the nineteenth meeting of the ECA Conference of Ministers. The Declaration: (a) recognizes that a peaceful and stable socio-political environment is necessary for the success of any population policy; (b) invites African countries to integrate population policies and programmes in their development strategies and to strengthen the social sectors in order to influence the decline of the population growth rate; and (c) invites African countries to pay special attention to questions of environment, food security and the problems of the family, to combat AIDS and to promote the integration of women and youth in the development process.

The Dakar/Ngor Declaration and the accompanying resolution invites the ECA Executive Secretary "to take appropriate steps to ensure that the principles and objectives of the Declaration as well as the recommendations contained therein are incorporated in the work programme and priorities of the Commission and to establish a follow-up Committee of member States in cooperation with OAU, ADB and UNFPA". The international community is invited to increase its assistance to African

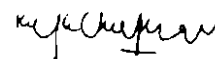
countries in the field of population and development and to agree to conversion of debts into grants to be used to finance social programs, including those in population. Special appeal is made to UNFPA to consider Africa as a priority region and to increase its resource allocation for development of population policies and programmes.

It is important to recall that all these recommendations constitute the African position at the next International Conference on Population and Development. Hence, this is a commitment of Africa before the international community that should inspire our actions during the next ten years. Therefore, we believe that this document, along with the other APC.3 documents, could be very useful to decision makers, development planners, scholars, NGOs and donors.

The present publication of the proceedings of the Conference is in three volumes. Volume I is in four parts: part I gives useful information on the organization of the Conference and some feedback on the Declaration. It contains reports of proceedings, the report of the meeting of experts, the list of participants, and the Dakar/Ngor

Declaration as adopted by APC.3 and endorsed by the Economic Commission for Africa at its twenty-eighth session (Addis Ababa, 3-6 May 1993). Part II consists of the report of activities that were conducted parallel to the Conference: the report of African NGOs on population, the report of the Round-table on the Structure and Dynamics of Family Formation in Africa (UAPS) and the report of the Round-table on Population and Development in Africa. Parts III and IV contain opening addresses, speeches and statements made at the Conference.

The other two volumes contain the country reports on the implementation of the recommendations of the KPA (volume II) and the working and background papers of the Conference (volume III).



Layashi Yaker
United Nations Under-Secretary-General
and
Executive Secretary of the
Economic Commission for Africa

PART ONE
REPORT OF THE CONFERENCE

A. ATTENDANCE AND ORGANIZATION OF WORK

1. The third African Population Conference (APC.3) was held in Dakar, Senegal, from 7 and 12 December 1992 on the theme "Population, Family and Sustainable Development". Two main meetings were held: (a) the Meeting of Experts, from 7 to 10 December; and (b) the Ministerial-level Meeting, on 11 and 12 December.
2. The Conference was preceded or followed by several meetings concerned with population activities:
 - (a) Meeting of African non-governmental organizations (NGOs), on 30 November and 1 December, organized by SANFAM, the Senegalese NGO, in collaboration with the United Nations Population Fund (UNFPA);
 - (b) Media Conference, from 3 to 5 December, with UNFPA funding;
 - (c) Meeting of UNFPA Country Directors, from 3 to 5 December (internal meeting);
 - (d) Round-table Meeting on Structure and Dynamics of Family Formation in Africa, on 10 December, organized by the Union for African Population Studies (UAPS); and
 - (e) Round-table meeting as a follow-up of the Paris Conference on Development within the context of Rapid Population Growth, on 13 December, organized by the Government of Senegal, in collaboration with the French Government.
3. The opening session was presided over by Mr. Famara Ibrahima Sagna, Minister of Economic Affairs, Finance and Planning of the Republic of Senegal. Opening statements were made by Mr. M.A.M. Dirar, on behalf of the Secretary-General of the Organization of African Unity (OAU), Dr. Nafis Sadik, Executive Director of the United Nations Population Fund (UNFPA) and Secretary-General of the International Conference on Population and Development (ICPD, 1994), Mr. Layashi Yaker, United Nations Under-Secretary-General and Executive Secretary of the Economic Commission for Africa (ECA) and Mr. Habib Thiam, Prime Minister of the Republic of Senegal who formally opened the Conference.
4. The Conference was attended by representatives of the following member States of the Commission: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Comoros, Cape Verde, the Central African Republic, Chad, the Congo, Côte d'Ivoire, Egypt, Djibouti, Ethiopia, Equatorial Guinea, Gabon, the Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, the Libyan Arab Jamahiriya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, the Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, the Sudan, Swaziland, Togo, Tunisia, Uganda, the United Republic of Tanzania, Zaire, Zambia and Zimbabwe.
5. Observers from the following Member States of the United Nations were present: Belgium, Canada, France, the Netherlands, Norway, the Russian Federation, Sweden and the United States of America. The Holy See was also represented by an observer.
6. The following United Nations bodies and specialized agencies were represented: United Nations Secretariat, Economic and Social Commission for Asia and the Pacific (ESCAP), International Labour Organization (ILO), Food and Agriculture Organization of the United Nations (FAO), United Nations Educational, Scientific and Cultural Organization (UNESCO), World Health Organization (WHO), World Bank, International Monetary Fund (IMF), United Nations Centre for Human Settlements (UNCHS-Habitat), United Nations Population Fund (UNFPA), Office of the United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Industrial Development Organization (UNIDO), United Nations Development Fund for Women (UNIFEM) and World Food Programme (WFP).
7. The Organization of African Unity (OAU) was present.
8. Observers from the following intergovernmental organizations were present: African Centre for Applied Research and Training in Social Development (ACARTSOD), African Development Bank (ADB), *Centre d'études et de recherche sur la population pour le développement* (CERPOD), *Commission indépendante pour la population* (CIPED), Institute for Economic Development and Planning (IDEP), *Institut de formation et de recherche démographiques* (IFORD), International Organization for Migration (IOM) and Regional Institute for Population Studies (RIPS).
9. Observers from the following non-governmental organizations and institutions were also present: Action for Development (ACFODE), African Population Advisory Committee (APAC), Centre for African Family Studies (CAFS), CARE International, *Centre français sur la population et le développement* (CEPED), *Centre international de formation et de recherche en population et développement en association avec les Nations Unies* (CIDEP), Committee for International Cooperation in National Research in Demography (CICRED), *Environnement et développement du tiers-monde* (ENDA), Family Planning Private Sector (FPPS), *Forum maghrébin pour l'environnement et le développement*, Futures Group, International Planned Parenthood Federation (IPPF), International Union for the Scientific Study of Population (IUSSP), Japanese Organization for International Cooperation in Family Planning (JOICFP), *Office de la recherche scientifique et technique* (ORSTOM), Population Crisis Committee, the Population Council, Population Reference Bureau, Rockefeller Foundation, *Département de démographie de l'Université de Kinshasa*, Union for African Population Studies (UAPS), World Population Foundation, Worldview International Foundation, Youth for Population, Information and Communication (YPIC), Resources for Awareness of Population Impacts on Development (RAPID IV) and Population Communications International.

B. OPENING OF THE MEETING

Opening addresses

10. On behalf of His Excellency Mr. Salim Ahmed Salim, Secretary-General of OAU, Mr. Abdelrahim M.A. Dirar, Director of the Economic Development and Co-operation Department of OAU, stated that the most important, far-reaching and all-embracing commitment African Governments had entered into was the Treaty establishing the African Economic Community. To date, 21 member States had deposited their instruments of ratification with the OAU secretariat. When the 34 ratifications required for the entry into force of the Treaty are secured, OAU would be transformed from an instrument for African cooperation into an institution for African economic integration. The far-reaching implications of such an historic event had led to reordered priorities in OAU to take into account its new role and responsibility. The priority areas had been identified. They were: (a) peace, stability and security; (b) monitoring and encouraging the process of political transition and popular participation; and (c) economic cooperation and integration.

11. Under chapter XIII of the Treaty establishing the African Economic Community, entitled Human resources, social affairs, health and population, member States undertook to adopt individually and collectively national population policies and to take all necessary measures in order to secure a balance between population growth and socio-economic development. Before addressing the complex issues of population and sustainable development however, member States needed to address the issue of the sustainability of African population programmes. The involvement of politicians and policy makers was vital for that purpose. Not only was sensitization of top-level policy makers in all sectors a pre-requisite for national commitment to population policy, but also the participation of all the national population in the formulation, execution and monitoring of population policy and programmes was key to the success of any national population policy. The time had come to make room for the people to participate in the formulation of national policies. The involvement of women, especially in the formulation of population policies and programmes, had to be treated with all the seriousness and commitment it deserved, given the growing numbers of households where women were wholly responsible for the welfare of the family.

12. He found the interval between African population conferences too long and suggested the possibility of an inter-sessional mechanism to monitor and follow up developments in the field of population and development. Before the International Conference on Population and Development (ICPD) to be held in Cairo in September 1994, it would behoove member States to review the situation and to formulate an African common position that took into account new developments. No serious population policy could be maintained in the absence of measures to address Africa's crushing debt burden and remunerative and equitable prices for Africa's exports. It was high time also for African countries to translate their long-standing commitment for collective self-reliance into concrete policies and programmes. OAU believed in Africa's abilities and potential. Having established the framework for regional integration, African countries must release the creative powers of their people and

empower them to take charge of their development and future.

13. Dr. Nafis Sadik, Executive Director of the United Nations Population Fund and Secretary-General of the International Conference on Population and Development, stated that despite all economic hardship, political upheaval and social catastrophe, despite natural disaster and human conflict, Africa had succeeded in maintaining some progress towards development. The countries of the region had fought a long battle to maintain investment in social development thus laying essential foundations for Africa's future. They had worked hard to convince the international community that health and education can only flourish with strong support from the public sector.

14. In spite of all that, rapid rates of population growth had held back development. Consensus was emerging in the region that successful development depended, among other things, on resolving population issues. For their population programmes to succeed, the countries knew that they must:

(a) Provide effective and universal maternal and child health and family planning services as an integral part of reproductive health services;

(b) Educate in particular their girls and young women; and

(c) Strengthen the family as the heart of the community and of the nation.

15. An increasing number of people, especially women, understood that control over fertility was the first step to true autonomy. The challenge now was to provide the means for them to exercise that control. One way would be to afford them access to quality services that took into account the needs and preferences of users. Clinics should be easily accessible and their personnel should treat users with respect and dignity in an environment of privacy and confidentiality. A wide range of safe, effective and affordable contraceptive methods, such information and guidance as will allay user doubts and help them to make an informed choice, should be located within the same facility so that as many user's needs as possible can be met in one place.

16. One of the purposes of the Conference was to establish an agreed framework within which the family could thrive, reflecting its changing structure and the multiple roles of women. The traditional African customs of avoiding early pregnancy and spacing births constitute a source of strength for the family as children and mothers both needed time to gain strength after pregnancy and the stress of delivery. Successfully confronting the AIDS pandemic will be of crucial importance to the future of the family. In that connection, family planning programmes offered a unique opportunity for HIV/AIDS prevention activities. The needs of the family and of national development demanded a reexamination of the role of women. Women have too often been valued only for their role in child-bearing. To fulfil the promise of development in Africa, it would be necessary to bring women into the mainstream of development to ensure that they are part of the policy-making process at the highest level, to ensure that they are part of decision making at the intermediate levels, and that their contribution at the family level is both acknowledged and encouraged.

17. All that would require understanding and commitment on the part of men, whether as husbands, fathers, political leaders or administrators. Men must appreciate that to keep women on the sidelines is to lose half the family's energy for progress, half the community's power for change, and half the nation's strength to innovate. Men must appreciate that they will gain rather than lose by inviting women to share the decisions of development, as they already shared its burdens. But men must understand that they too have a role to play in the formation and security of the family. Employment and income may be central, but the roles of father and husband also needed to be reexamined in the light of the new realities of Africa's development. Men must be prepared not only to take responsibility for the care and upbringing of their children but to take a direct and personal part in the process. In order to become productive citizens, children needed education, health care and other investments in their future. Fathers were realizing the sound economic reasons for smaller families and must be encouraged and enabled to make considered choices.

18. The draft Dakar/Ngor Declaration represented an important step forward for the region, based as it was on the Kilimanjaro Plan of Action. It recognized the primacy of the family, and puts family considerations firmly in the context of the national and international struggle for sustained and sustainable development. It recommended goals in the areas of infant and maternal mortality and education and also recognized that goals in the areas of fertility, population growth and contraceptive use may now be appropriate. It was vitally necessary to raise the level of contraceptive use in Africa and the means of reaching that goal was important. For successful family planning, four priorities relate to the importance of national sovereignty: individual choice, particularly for women; integrating family planning information and services with other policies affecting the family; ensuring that population policies become an integral part of the drive for sustainable development; and international co-operation. The goals set out in the draft Declaration could be achieved only if the whole international community made the necessary commitment. The task of the Conference would be to ensure that in practice international assistance for population programmes is raised to 4 per cent of all assistance.

19. At the International Conference on Population and Development, Africa would join the other regional conferences in calling for priority for population programmes, and for integration of population with other development concerns. If at the Cairo Conference in 1994 a programme of action to take the world successfully into the twenty-first century could be adopted, then hopes for Africa's development, as part of an international structure of equity and justice, would be bright indeed.

20. Mr. Layashi Yaker, United Nations Under-Secretary-General and Executive Secretary of ECA, paid tribute to the Senegalese authorities and recalled the catalytic role played since 1984 after the Arusha and Mexico City meetings by the United Republic of Tanzania, the country where the KPA had been adopted.

21. This was the third Conference of its kind, coming after the adoption of two instruments, namely the Treaty establishing the African Economic Community and Agenda 21 of the Earth Summit. Both constituted essen-

tial landmarks in the development of Africa. After describing the unprecedented economic, social and political crisis the region was experiencing in a depressed post-cold war environment accompanied by deep political changes, he stressed the need for pursuing a strategy and effective measures for building a harmonious world of security, stability, economic and social development and peace.

22. In the heady years of independence, African countries had concentrated on nation-building rather than the human dimension of development whereby people would have become the goal of development. A review of the situation with regard to the noble objectives set in international strategies and development plans hardly showed anything positive. Africa was facing complex problems of economic recovery and the quest to strike a balance between population and development was raising many complex issues. To solve them, appropriate population policies needed to be pursued in order to contain population growth, control overly rapid urbanization and promote rural development. The exact measure of population dynamics and distribution had to be taken and the fact kept in mind that excessive population growth diverted indispensable resources from productive uses to meeting needs. Conversely, moderate population growth would make for improved well-being and allow the minimum needs of all family members to be met. The sad fact in Africa was that even this was not achieved and poverty continued to spread.

23. In cooperation with other United Nations agencies such as UNFPA, ECA had promoted the sharing of ideas and experiences among African countries. However, decisions were not always followed up and thus it would be necessary to devote the required resources to implementation of adopted programmes. Otherwise, they would not be followed through.

24. The Executive Secretary concluded by listing some of the challenges to be met at this particular juncture if the population and other problems facing Africa were to be overcome in order to build a future of peace and social progress for all the people of the continent.

25. In his opening statement, Mr. Habib Thiam, Prime Minister of Senegal, welcomed all participants. The city of Dakar, the Government and people of Senegal were proud to host the third African Population Conference which would work out an African common position on population and sustainable development to be submitted to the ICPD.

26. Despite the adoption of the KPA in 1984, Africa was still facing rapid population growth within a difficult economic environment with the result that the poverty situation had worsened. This was because of the gap between the perception of population problems and the adoption of such measures as would attenuate the impact of population growth.

27. He added that population and development policies should be mutually reinforcing and take account of individual, family and community needs. The family had been chosen as the central theme of the Conference and the major elements of the family unit remained vulnerable in many respects: morbidity remained high as did the mortality rate and reproductive health, among other factors, remained fragile. If the family was to have the well-

being for its many benefits to be appreciated, society would need to improve in all these areas.

28. At a major conference on assistance to the African child recently held in Dakar, population pressure had been identified as a major constraint to child development. By adopting a population policy declaration in 1988, Senegal had instituted a multisectoral and integrated approach to the solution of population and development problems. At a time when African economic integration was becoming increasingly topical, member States should pool their resources and expertise to pursue their population objectives with a view to achieving sustainable development. Adopting a common position on population and sustainable development would be a significant step in that direction.

29. After thanking those institutions and development partners which had contributed to the preparation of the Conference, the Prime Minister wished participants every success in their deliberations.

Election of officers (agenda item 3)

30. The Conference elected the following officers:

Chairman	Senegal
First Vice-Chairman	Kenya
Second Vice-Chairman	Egypt
Rapporteurs	Rwanda and Namibia

C. AGENDA

Adoption of the agenda and programme of work (agenda item 4)

31. The Conference adopted the following agenda:

1. Opening of the meeting.
2. One minute of silent prayer or meditation.
3. Election of officers.
4. Adoption of the agenda and organization of work.
5. General debate on: Regional population growth and development planning.
6. Consideration of the report and recommendations of the Meeting of Experts on:
 - (a) Implementation of the Kilimanjaro Programme of Action;
 - (b) African family in the context of socio-economic development;
 - (c) Strategies for sustainable development;
 - (d) Emerging population problems and new orientations and strategies;
 - (e) Population policies and programmes in Africa;

- (f) Progress report on the preparatory activities for the International Conference on Population and Development, 1994.

7. Any other business.

8. Consideration and adoption of the report and resolutions of the Conference.

9. Closure of the Conference.

D. ACCOUNT OF PROCEEDINGS

General debate on: Regional population growth and development planning (agenda item 5)

32. The representative of Zambia stressed the need to take stock of Africa's and individual national commitments to the implementation of the Kilimanjaro Programme of Action adopted in 1984. He referred to the changing political and economic situation in many African countries which required a proper vision for the future. Such a vision should have the objective of overcoming various challenges to the prevailing socio-economic obstacles with a view to achieving good health and a better quality of life for the people. He further stressed the need for planning families but noted that there were problems in the area of choice for the individual, the community and government. The problems ranged from sensitive gender issues, attitudes and cultural values to fertility and family planning. Family planning programmes alone would not solve the problems. There was also a need for women and men to be better informed about their options. To that effect, symbolic images properly conveyed in the media would be more productive than lecturing people about contraception. The cooperation of political and religious leaders in family planning would be essential for the success of programmes. A variety of communication channels should be employed. Person-to-person contacts were, in many cases, more effective in changing attitudes and eliciting acceptance of the use of family planning methods.

33. The representative of Guinea-Bissau described the general situation of his country with regard to population whose growth rate had reached 2.3 per cent. Ninety per cent of the people depended on agriculture and made a precarious living. The mortality rate for children under 5 years of age was 246 per 1000 and maternal mortality rate as high as 900 per 100,000. A mother-and-child health and family planning programme was being implemented but its impact was still poor. It was to be noted that Guinea-Bissau had not yet adopted a population policy. Nevertheless, a seminar on population and development had been organized in 1990 for public officials and the outcome had been the recommendation for establishing a population affairs unit. Work on that was still in the preparatory phase.

34. In her statement, the representative of the Central African Republic described the major population problems facing her country. These included deteriorating health and educational standards, increasing sterility, low population density, a decreasing workforce, the status of women and youth and the influx of refugees. To solve these problems, information, education and communication (IEC) activities which made for impressing on

citizens from all walks of life the importance of identifying further with strategies adopted would be required. She also appealed for international cooperation to sustain national efforts. In that regard, she hoped that a multidisciplinary team of UNFPA regional advisers would be deployed to the Central African subregion as part of the new strategy being pursued by UNFPA. Her country would be prepared to host the team.

35. The representative of Tunisia stated that demographic issues figured high among the development priorities of his country. A bold policy aimed at reducing fertility in Tunisia had been pursued since the early 1960s. The effort had assumed new institutional, legislative and sectoral dimensions and was aimed, among other things, at broadening the concept of family planning to include mother and child health and the protection of such vulnerable groups as women, young people and the elderly. The success of Tunisia's population policy which won the United Nations prize in 1987 had been due to the legislative base instituted more than 30 years ago. For any population policy to stand a chance of success, it must enjoy a stable political and social environment and seek to place a social and cultural value on work.

36. The representative of Egypt recalled the success of his country's population policy and programmes which had led to the decline of its population growth rate from 3 per cent in 1985 to 2.3 per cent in 1991 and birth rate from 40 per 1000 to 30 per 1000 during the same period. The factors responsible for this achievement included a strong political commitment, the mandate of the National Population Council, chaired by the President himself, IEC programmes, work at the grass-roots level and the line of accountability. He appealed to all participants to make every effort in order to ensure that the scheduled ICPD becomes a success.

37. In her statement, the representative of Mauritania explained that her country was in the process of formulating a national population policy through intensive consultation with various community sectors at all levels. The formulation process would be completed before ICPD. In the meantime, Mauritania had made attempts to implement the KPA despite serious setbacks due to drought and structural adjustment programmes (SAPs). The integration of women in development also enjoyed high priority as exemplified by the creation of a State Secretariat for Women's Affairs in 1992. Budgetary constraints and illiteracy, however, were major obstacles to population activities. She suggested that the Conference should pass a resolution to give basic education high priority in the next decade.

38. The representative of Kenya outlined progress that had been made over the years in increasing contraceptive use, reducing fertility as well as infant mortality rates. There were, however, some problems in implementing the policies. These included the setting of manageable targets and the effects of SAPs. He noted that in some cases SAPs were reversing some of the demographic gains that were being made. Other issues on which concerted efforts were being directed by the Government included gender inequalities, adolescent fertility, AIDS, environment and refugees. Greater assistance was required to complement government efforts. He appreciated the assistance his country had been receiving and appealed for continued donor support. Finally, he informed the meeting of the review and evaluation exercise underway

on past experience in Kenya's population policy. The results of the review would be used in preparing the 1994-1998 development plan. The Government of Kenya would support an African common position for the ICPD.

39. The representative of Algeria described the progress achieved by her country in meeting population policy targets in a framework of rising standards of living and high fertility and low mortality, particularly infant mortality which has reached 50 per 1000. The contraceptive prevalence rate had been increased to 40 per cent and fertility had declined from 6.3 in 1981 to 4.7 ten years later. This revealed a change in attitudes and practices. The next step would be to better integrate such demographic concerns as population redistribution with economic and environmental variables. In that respect, the South-South dialogue would constitute a source of fruitful cooperation.

40. The representative of Cameroon indicated the main objectives of that country's population policy. The principle of responsible parenthood meant that people would be conscious of the moral and physical obligations that come with procreation and their implications for child education and development, without coercion or birth limitation. The national population policy aimed, among other things, at reducing fertility and infant mortality, improving maternal health which included the reduction of sterility where it existed, making sure that the geographical distribution of the population was balanced, controlling urbanization and improving the status of women. Some of the major activities that the Government had undertaken were aimed at raising the level of education for young girls, raising the marriage age and facilitating access to bank credit and ownership of land, promoting legislation for the integration of women in the development process. The persistence of high fertility showed that the strategies being perceived were not enough and needed to be reviewed. In that regard, the socio-economic realities of each country should be taken into account when preparing and implementing projects and programmes aimed at addressing population problems.

41. The representative of Guinea noted that Africa was one rich continent whose people were poor. What was more, the continent was underpopulated. Population problems were a paradox in this context. On the one hand, the population was being considered as too large given the region's economic capacity and, on the other, too small to have a serious economic impact. African women had always enjoyed a privileged position in traditional society. The point at issue was how to evolve an African approach to dealing with the development problems of the continent.

42. The representative of Nigeria informed the Conference that with a population of about 88.5 million (1991), the Government had set out in 1985 to formulate a national population policy as an integral part of its development plan strategy. An explicit population policy was approved in 1988 and launched in April 1989. A national population programme had subsequently been formulated to implement that policy. The major constraints included the multi-ethnic, multi-cultural and multi-religious characteristics of the population as well as widespread illiteracy and shortage both of trained manpower and financial resources. With increased provision of needed resources from the 1993 budget and external aid

from the World Bank's Agency for International Development, this constraint was being eliminated. Progress towards effective implementation of the policy measures was expected to be on course.

43. The representative of Morocco stated that the national population policy had been implemented in the context of the country's social, economic and cultural situation. Success of the implementation is reflected in the reduction of the population growth rate to no more than 2 per cent, raising of living standards, improved nutrition, reduction of inequalities regarding consumer expenditure and improvement of habitat. Between 1962 and 1992, the infant mortality rate declined from 149 per 1000 to 57 per 1000 and life expectancy at birth increased from 47 years to more than 65 years. The efforts leading to success had been made in the areas of mother and child protection, physical planning, protection of the environment and a campaign against poverty, generalization of education and illiteracy eradication. He made an appeal for universal access to science and technology.

44. The representative of Malawi indicated that his country was formulating a population and human resources development policy in order to influence its demographic trends. The policy would respect the absolute rights of individuals and couples to freely decide for themselves the number of children. His Government had endeavoured to implement the recommendations of the KPA amid several problems. These included lack of resources and the effects of SAPs which had reduced resources allocated to social sectors such as health, education and employment and had adversely affected the well-being of the family. The increasing influx of refugees has posed an additional population problem. The population policy under formulation would need more financial support for implementation and would involve the public and private sectors, the community and donors.

45. The representative of Namibia informed the Conference that, as a new nation, his country had drawn up a national transitional development plan to provide a framework for intersectoral planning and a basis for creating greater awareness of the population-development interrelationship. The population policy was mainly confronted with two issues of land and labour migration. The rural areas were overpopulated, overstocked and overgrazed. Labour migration had undermined agricultural development. The development plan, therefore, aimed at establishing modalities for integrating population factors into development planning; family planning within health services; and the formulation of policies to ensure a better distribution of the national population.

46. The representative of the Sudan informed the Conference that his country was undergoing an economic recovery programme in which structural adjustment was linked to social adjustment. Although the problem of the influx of refugees was being contained, that of displaced persons was not, due to internal strife. A National Council for Social Development had consequently been established to promote human and social development in the areas of vocational training for youth, raising the level of adult literacy, improving the health of children, strengthening social security for the elderly and improving the status and role of women in development.

47. The representative of the Gambia informed the Conference that his country was convinced that sustain-

able development was predicated on the quality of life of the people. His country had accordingly formulated a national population policy in 1991 after consultation with all sectors of the community and their leaders. The National Population Council established had a technical unit responsible for the implementation of the policy. Specific targets had been set to reduce maternal mortality, increase the use of contraceptives, expand IEC programmes with men and adolescents as targets, and increase public awareness on population issues. In conclusion, he stressed the importance of coordinating donor activities as well as subregional and regional cooperation.

48. The representative of Uganda drew the attention of the Conference to the 1989 Amsterdam Meeting on Population and Development which had indicated that substantial financial resources were required to fund population programmes. There was a great shortfall in resources between what was available and the actual needs. Problems of poverty and the prevailing socio-economic crisis made it difficult for most African countries to formulate and implement population policies and programmes. He expressed great concern that Africa was not being given adequate attention compared to other regions. However, African Governments were not doing enough themselves and that situation needed to be corrected. He concluded that if greater resources could be made available to African population policies and programmes, there could be hope for the continent.

49. The representative of Burundi briefly described his country's demographic situation characterized by a growth rate as high as 3 per cent, high population density (207 persons/km²), the extreme youthfulness of the population (50 per cent being less than 18 years old) and an urbanization rate as low as 10 per cent. The Government had taken action to redress the situation. Among other things, it had launched a national family planning programme and instituted comprehensive policies in the field of health, women in development and family education. An IEC population programme had been launched to elicit the participation of the people and the public authorities in the measures initiated. There were serious difficulties impeding progress. These included political instability which was causing serious problems of refugees and returnees. The Government had established a national committee to address it and assist refugees returning on voluntary basis. To deal with the problems, the Government intended to strengthen its intervention mechanism through the impending establishment of a population planning unit, increase national human resources, improve the geographical coverage of educational and health facilities, promote the involvement of women in the pursuit of development strategies, and establish a social security system as well as a national coordinating council on population.

50. The representative of Rwanda indicated that her Government has a long-standing interest in population because of the country's high population density (285 persons/km²) and high population growth rate (3.6 per cent). She reported that her country had such institutions as a national population advisory council and a national population office. It had also adopted a declaration on national population policy with the set objectives of reducing the population growth rate from 3 to 2 per cent by the year 2000, reducing the fertility rate of eight children per woman, increasing the contraceptive prevalence rate and reducing infant mortality. The obstacles impeding the implementation of population policy measures included

cultural attitudes relating to tradition and religion, inadequate resources and political instability. The private sector and rural people could play an important role in eliminating these obstacles.

51. The representative of Mauritius indicated that, in her country, the demographic transition could be considered as having been achieved. The crude birth rate in 1990 had been 18 per 1000 and the national population growth rate which was of the order of 3.1 per cent per year over the period 1952-1962 was now less than one per cent. That success was due to the fact that, since its adoption, population factors had always been integrated in overall development planning. Speedy progress had been made since the transition period began in 1952, particularly in mother and child health, employment mainly of women and with a sharp reduction of the unemployment rate. Having achieved the set demographic targets, the population policy now seeks to secure for all nationals their full human development. The possibility for women and communities to make their voices heard is a decisive factor in sustainable development.

Consideration of the report and recommendations of the Meeting of Experts (agenda item 6)

52. The Chairman presented the report of the Meeting of Experts (annex I) as contained in document E/ECA/POP/APC.3/92/9 for the consideration of the Conference. Discussion took place on some issues. The draft report, as modified (annex I) has been adopted. However, it was to be noted that concerning the review of assessment of population policies in selected countries (agenda item 8a), the observer of the Holy See indicated its continued support for programmes of natural family planning.

53. The Conference adopted the draft Dakar/Ngor Declaration after some amendments.

54. The Conference adopted a draft resolution on population, family and sustainable development (annex III).

Closure of the Conference (agenda item 9)

55. The closing session was chaired by Mr. Djibril Ngom, Vice-Minister in charge of Economic Affairs.

56. In his statement, the representative of the secretariat expressed his sincere thanks to all the participants

for their positive contributions to the debate which had made it possible to improve the draft Declaration. He also thanked the members of the national preparatory committee of the Conference for their availability and efficiency, and the members of the secretariat for their dedication. He apologized to the participants for the few hitches that occurred during the meeting and wished them all a safe trip back to their respective countries.

57. In her statement, the Executive Director of UNFPA said she was gratified to have participated in the Conference and encouraged all African countries to honour the commitments made in order to achieve the objectives adopted by the conference, particularly in the area of family planning and the status of women.

58. The effectiveness of population policies and programmes did not depend solely on Governments but also on individuals themselves. In that regard, men had a major role to play in the success of population activities.

59. She had taken due note of the wish expressed by participants that UNFPA provide assistance towards the organization of the 1994 Conference.

60. She finally thanked the participants and all those who had contributed to the organization and work of the Conference.

61. In his closing statement, the Vice-Minister in charge of Economic Affairs said that his country was happy to have hosted the third African Population Conference. Population variables were of crucial importance in development strategies and the population itself had a decisive role to play in the implementation of population policies. Funding agencies had an irreplaceable role in the promotion of the population policies in Africa. He described the third African Population Conference as an historic event as it marked an important intermediate stage towards the organization of the Cairo International Conference in 1994.

62. Before declaring the Conference closed, the Vice-Minister appealed to all the participants to ensure that the follow-up committee proposed by the Conference is quickly set up.

63. The representative of Mauritius read out the vote of thanks (annex IV) on behalf of the participants.

Annex I

REPORT OF THE MEETING OF EXPERTS

(As adopted by the third African Population Conference)

A. ATTENDANCE AND ORGANIZATION OF WORK

1. The Meeting of Experts of the third African Population Conference was held in Dakar, Senegal, from 7 to 10 December 1992. The opening session was presided over by Mr. Silvery B. Buberwa, Director, Human Resources Planning Department, Planning Commission of the United Republic of Tanzania, outgoing Chairman of the Conference. Opening statements were made by Mr. A.M. Dirar on behalf of the Secretary-General of the Organization of African Unity (OAU), Mr. J. Singh, on

behalf of Executive Director of the United Nations Population Fund (UNFPA), Mr. A. Bahri, on behalf of the Executive Secretary of the United Nations Economic Commission for Africa (ECA) and Mr. Ousmane Diene, who formally opened the meeting on behalf of the Minister of Economic Affairs, Finance and Planning of Senegal.

2. The meeting was attended by representatives of the following member States of the Commission: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi,

Cameroon, Comoros, Cape Verde, the Central African Republic, Chad, the Congo, Côte d'Ivoire, Egypt, Djibouti, Ethiopia, Equatorial Guinea, Gabon, the Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, the Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, the Sudan, Swaziland, Togo, Tunisia, Uganda, the United Republic of Tanzania, Zaire, Zambia and Zimbabwe.

3. Observers from the following Member States of the United Nations were present: Belgium, Canada, France, the Netherlands, Norway, the Russian Federation, Sweden and the United States of America. The Holy See was also represented by an observer.

4. The following United Nations bodies and specialized agencies were represented: United Nations Secretariat, Economic and Social Commission for Asia and the Pacific (ESCAP), International Labour Organisation (ILO), Food and Agriculture Organization of the United Nations (FAO), United Nations Educational, Scientific and Cultural Organization (UNESCO), World Health Organization (WHO), World Bank, International Monetary Fund (IMF), United Nations Centre for Human Settlements (UNCHS-Habitat), United Nations Population Fund (UNFPA), Office of the United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Industrial Development Organization (UNIDO), United Nations Development Fund for Women (UNIFEM) and World Food Programme (WFP).

5. The Organization of African Unity (OAU) was present.

6. Observers from the following intergovernmental organizations were present: African Centre for Applied Research and Training in Social Development (ACARTSOD), African Development Bank (ADB), *Centre d'études et de recherche sur la population pour le développement* (CERPOD), *Commission indépendante pour la population* (CIPED), Institute for Economic Development and Planning (IDEP), *Institut de formation et de recherche démographiques* (IFORD), International Organization for Migration (IOM) and Regional Institute for Population Studies (RIPS).

7. Observers from the following non-governmental organizations and institutions were also present: Action for Development (ACFODE), African Population Advisory Committee (APAC), Centre for African Family Studies (CAFS), CARE International, *Centre français sur la population et le développement* (CEPED), *Centre international de formation et de recherche en population et développement en association avec les Nations Unies*, Committee for International Cooperation in National Research in Demography (CICRED), Family Planning Private Sector (FPPS), *Forum maghrébin pour l'environnement et le développement*, Futures Group, International Planned Parenthood Federation (IPPF), Japanese Organization for International Cooperation in Family Planning (JOICFP), International Union for the Scientific Study of Population (IUSSP), *Office de la recherche scientifique et technique* (ORSTOM), Population Crisis Committee, the Population Council, Population Reference Bureau, Rockefeller Foundation, Department of demography of the Université de Kinshasa, Union for African Population

Studies (UAPS), World Population Foundation, Worldview International Foundation, Youth for Population, Information and Communication (YPIC), Resources for Awareness of Population Impacts on Development (RAPID IV) and Population Communications International.

B. OPENING OF THE MEETING

Opening addresses

8. On behalf of his organization, Mr. A.M. Dirar, Director of the Economic Development and Cooperation Department of OAU welcomed participants and observers to the meeting. His appreciation went to the Senegalese Government for its generosity in hosting the Conference. He reminded the meeting of its historic task, namely the preparation of Africa's policy, strategy and programme for population and sustainable development in the 1990s and beyond. He went on to highlight the major economic development and population problems facing the continent.

9. On the economic side, he stressed the critical situation African countries were facing as a result of their external debt. Unless a permanent solution was found to the debt problem, no development could take place as debt servicing consumed more than one-third of Africa's export earnings. The economic crisis had been further compounded by the collapse of commodity prices and the stagnation of official development assistance. Also, a number of internal factors including the lack of domestic savings and the dismantling of production structures under adjustment programmes were hampering the economic development of African countries.

10. The representative of OAU then identified a number of problems and constraints facing African countries in the area of population. Africa's population had more than doubled since independence, putting heavy pressure on social institutions and services not to mention having a high dependency ratio. The environmental pressure was particularly severe in the Sahel. For that and other reasons, he felt the need to elevate population issues to the highest level of policy making in each African country.

11. He also stressed that the third African Population Conference would have to address the need for up-to-date and reliable data on Africa's population and the necessity of designing an African information, education and communication (IEC) policy to provide information to the African people on population and sustainable development. All these would require the full involvement of women in policy formulation and execution at all levels. Finally, he highlighted the role of Africa regional institutions and the international community in supporting Africa's efforts in the field of population and development. OAU stood ready, he said, to assist and support the efforts of member States in that domain.

12. On behalf of UNFPA, Mr. J.S. Singh, Executive Coordinator, International Conference on Population and Development, 1994 stated that the findings of the Conference would be of vital importance for each individual country, for the region as a whole, and for the success of global policies for sustained and sustainable development in the twenty-first century. Population factors were vital determinants of the success of action to promote health,

education and the equal status of women; to defeat poverty and promote economic growth; and to protect the environment on which everything else depended. Accordingly, the Conference should reflect on the progress made since the Kilimanjaro Programme of Action was adopted in 1984 and work out how population issues could be squarely placed in the context of sustainable development.

13. As amply demonstrated by those countries that had succeeded in the third world, policies for balancing population with resources for development were an essential component of programmes to promote economic growth and eradicate poverty. Since national experience was reflected at the family level, sustained and sustainable development would have much to do with the integrity of the family unit. Family concerns should be integrated in all development plans, programmes and policies. Specific policies were needed to safeguard the family, and to enable couples to determine their family size according to their wishes and according to the resources available.

14. He suggested that the current Conference should set goals for the subsequent two decades. While increased life expectancy, reduced infant mortality and morbidity and lower maternal mortality were accepted goals, similar objectives in the area of education, particularly for women and girls, as had been adopted by WHO, ECA, UNICEF and UNFPA might be worth considering. Goals in the area of contraceptive prevalence, however, would not be rigid quotas. That these goals should reflect reality as had the International Forum on Population and Development in assuming that the United Nations medium projection for population growth could be reached as fertility declined and further progress was made in spreading the use of modern, safe and effective means of family planning.

15. To meet the rapid increase in demand for family planning, the first requirement was to improve the range and coverage of family planning services. Improving the quality of such care in turn required that the multiple and vital roles of women are recognized and respected among service providers and administrators. That implied the integration of population with other aspects of development services at the community level, and giving population issues their due importance in development planning at the provincial or district level.

16. The representative stated that better information on family planning was needed at all levels and that every effort must be made to ensure that service providers and users were equipped with full and accurate information. It was particularly important for acceptors to be advised correctly about the most appropriate means of family planning, and for a variety of methods to be made available. Given the expectation that deaths from AIDS were unlikely to have a major impact on population growth rates in the foreseeable future, family planning should make a vital contribution to the well-being of all members of the family, even of those already infected with the HIV virus. More and better information and services, particularly the provision and universal use of condoms, would help substantially in preventing the spread of AIDS, and in maintaining the integrity of the family.

17. Rapid population growth was only one of the barriers to speedy development in Africa. Distribution and migration patterns were also important, especially the rapid growth of cities which are fast becoming the foci of

under-development, while making unsustainable demands on national resources. Policies for balanced urban development were therefore urgently needed. Equally needed were international agreements on migration across national boundaries. The Conference, he suggested, should consider what policies might be appropriate to balance the loss of so many of the region's educated, young and able people. While Africa's burden of refugees had been lightened somewhat by recent moves towards peace and democratic rule in the region, the refugee population remained considerable in some of the world's poorest African countries. To this end, the Conference might wish to consider appropriate international policies for relieving the burden.

18. Of central importance was the principle that countries had the sovereign right to determine their population priorities and to develop the means to implement them. On that basis, international and regional groupings had arrived at firm agreement on goals regarding population growth and other issues of importance. In Africa, the economic summit meeting of OAU in 1991 had agreed that population was a vital component of strategies for economic development. To speed up the process of inter-governmental consultation and render it as complete as possible, he called on countries to establish national committees on population, with as wide a representation as possible from the concerned communities. He reiterated that UNFPA hoped that national reports could be forthcoming from Governments.

19. The International Conference on Population and Development in 1994 should chart progress and lay down agreed paths for the twenty-first century. The themes to be covered would include population growth; population migration and distribution; population policy and its integration in all sectoral policies; data collection and analysis; the integrity of the family; WID; AIDS; information, education and communication; community development and NGOs; resource commitment and mobilization. Finally, he hoped that the current Conference would provide the opportunity for renewed commitment to effective population policies and programmes as an integral part of the principles and practice of sustainable development in the Africa region.

20. On behalf of the Executive Secretary of ECA, Mr. A. Bahri, Chief of the Population Division welcomed participants and hailed the presence of Namibia which was participating for the first time. He underscored the context within which the Conference was being held, in particular the perception that Africa and its people were both adrift.

21. Such Afro-pessimism notwithstanding, the problems of Africa should be analysed calmly and objectively, placing population issues within the context of the Kilimanjaro Programme of Action so as to determine what needed to be done over the current and subsequent decades and to formulate Africa's common position for the International Conference on Population and Development scheduled to be held in Cairo in 1994. The theme of the current meeting was Population, Family and Sustainable Development. Without renouncing the idea of the State as an instrument for regulation and order, it was necessary to acknowledge the inherent potential of the family which had not been sufficiently explored. The severity of the economic crisis should be reduced by making sure that the macroeconomic solutions proposed took

family strategies into account both in demographic and economic terms.

22. The population problems in Africa were not confined to the family context alone. The demographic impact of the dismantling of apartheid, in particular, the possible scenarios of population movements resulting from the reorganization of civilian life would also need to be kept in mind. Also to be noted was the signing of the Treaty establishing the African Economic Community, a seminal document which was going to inspire and guide all thinking and research on the continent, including population concepts.

23. He invited participants to formulate conclusions and recommendations on these themes as they related to development. The draft Declaration prepared by the Preparatory Committee made up of African institutions, member States and UNFPA should accordingly form the core of the African position to be submitted to the International Conference of 1994. In conclusion, he expressed appreciation to those governments which had contributed generously to the organization of the meeting, singling out UNFPA, and all observers, African and otherwise, who had come to demonstrate their interest in and support of Africa.

24. On behalf of the Government of Senegal, Mr. Ousmane Diene, Directeur de cabinet of the Ministry of Economic Affairs, Finance and Planning, welcomed participants. He indicated that the meeting formed part of the preparations for the International Population Conference to be held in 1994. At Arusha in 1984, the Kilimanjaro Programme of Action for Population and Self-sustaining Development had been adopted. The idea was to integrate population variables in development planning. Indeed, the rapid population growth of the continent (at an annual rate of about 3 per cent) had been hampering the efforts made in the quest for lasting and harmonious development.

25. The objectives of the KPA were far from being attained; 102 out of every 1,000 Africans died in infancy as compared to 52 Latin Americans and 64 South East Asians. Life expectancy was a mere 53 years. Added to that, rapid urbanization was creating, among other problems to be solved, an unwholesome and insecure atmosphere in the towns. Africa's economic performance remained poor and the consequences of that included spreading poverty, spiralling unemployment, capital flight from debt servicing, deteriorating social services and standards of education which all went to affect domestic capabilities for mastering modern technologies and understanding the problems of population and environment. What was more, less than half of the population had access to safe drinking water and health services.

26. The pressure on the environment (on land, forest, mineral and energy resources) might well break down the ecosystem unless population growth is controlled. The integration of the family dimension in development strategies would guarantee the achievement of sustained and sustainable socio-economic development. The United Nations Agenda for the Development of Africa in the 1990s advocated in the main that speedy progress must be made towards achieving human development objectives before the year 2000.

27. He called on participants to work out an African common position on population and sustainable development to be submitted to the Ministers. He ended by thanking those institutions and countries which had contributed actively to the organization of the Conference and wished participants every success before declaring the Meeting of Experts open.

Election of officers (agenda item 2)

28. The meeting elected the following officers:

Chairman	Senegal
First Vice-Chairman	Kenya
Second Vice-Chairman	Egypt
Rapporteurs	Rwanda and Namibia

C. AGENDA

Adoption of the agenda and organization of work (agenda item 3)

29. The Meeting of Experts adopted the following agenda:

1. Opening of the meeting.
2. Election of officers.
3. Adoption of the agenda.
4. Implementation of the Kilimanjaro Programme of Action:
 - (a) Population and development strategy and policy;
 - (b) Fertility and family planning;
 - (c) Morbidity and mortality;
 - (d) Urbanization and migration;
 - (e) Changing role of women in the development process;
 - (f) Children and youth;
 - (g) Population data collection, analysis, training and research;
 - (h) Population information;
 - (i) Community involvement and role of private and non-governmental organizations.
5. African family in the context of socio-economic development:
 - (a) Impact of socio-economic crisis and rapid population growth on the family: current strategies of survival;
 - (b) Changing role and status of women in the family and in the development process;

- (c) Adolescent in the family and in the development process.
- 6. Strategies for sustainable development:
 - (a) Economic strategies and policies: constraints and perspectives;
 - (b) Strategies for development of human resources;
 - (c) Social strategies in support of population programmes.
- 7. Emerging population problems and new orientations and strategies:
 - (a) Deterioration of health status: Factors and consequences;
 - (b) Constant high level of fertility;
 - (c) Consequences of population structure;
 - (d) Environment degradation;
 - (e) AIDS;
 - (f) Poverty alleviation.
- 8. Population policies and programmes in Africa:
 - (a) A review of assessment of population issues in selected African countries;
 - (b) Technical and financial assistance to population programmes in Africa: trends and implications.
- 9. Progress report on the preparatory activities for the International Conference on Population and Development, 1994.
- 10. Any other business.
- 11. Round-table on the dynamic and structure of the African family organized by the Union for African Population Studies (UAPS).
- 12. Adoption of the report and recommendations.
- 13. Closing of the meeting.

D. ACCOUNT OF PROCEEDINGS

Implementation of the Kilimanjaro Programme of Action (agenda item 4)

30. Under this agenda item, the meeting considered document E/ECA/POP/APC.3/92/2 on the Implementation of the Kilimanjaro Programme of Action on Population: Lessons and prospects. It recalled that by adopting the KPA, African Governments had resolved to acce-

lerate self-reliant, social and economic development. Before that resolve could be implemented, the region was already engulfed in a serious economic crisis which had resulted in abandoning long-term perspective socio-economic development planning in favour of short-term survival strategies.

31. Subsequently, the Kampala Declaration on Environment and Sustainable Development had been adopted by African Ministers responsible for Environment, Planning and Education in 1989. It stressed that the transition from self-reliant to sustainable development required food self-sufficiency and security, efficient and equitable use of water resources, greater energy self-sufficiency, optimal industrial production, maintenance of species and ecosystems, prevention and reversal of desertification and achieving a balance in the growth rates of population and the economy.

32. Meeting those objectives would naturally raise the standard of living in the region and check its rapid population growth rate. Rural unemployment, rural exodus, urban stress and ultimately poverty would also be eradicated in the region. All that called for an accelerated implementation of the KPA recommendations.

33. The meeting then reviewed the efforts made and the difficulties met by African Governments in implementing the KPA recommendations addressed to them in the nine broad areas of population and development strategy and policy, fertility and family planning, mortality and morbidity, urbanization and migration, the changing role of women in the development process, children and youth, data collection training and research, population information and community involvement together with the role of private and non-governmental organizations. Suggestions for accelerating the implementation of the recommendations in each of these areas were also examined.

34. In the discussion which ensued, participants reviewed national experiences in implementing the KPA. On population and development strategy and policy, they stressed the need for a better understanding of the activities involved in integrating population factors in development planning, particularly aspects of the conceptual framework and information dissemination. The factors contributing to observed success cases of integration were highlighted. These included political commitment, high literacy rate among both sexes, efficient communication systems; high rate of community involvement, the private sector and non-governmental organizations; effective coordination of programmes; collaboration with international organizations; and sufficient funding.

35. The experts then reviewed the negative effects of internal conflicts and civil strife on successful integration. They also noted the negative impact of structural adjustment programmes on family stability and stressed the need for specific programmes to foster family welfare. They expressed deep concern about the AIDS pandemic which had aggravated the already high mortality rate in the region, particularly among vulnerable age groups; and stressed the importance of sharing ideas on successful population programmes. They recommended that border barriers should be made more flexible in order to foster population movement. On the role and status of women in development, the meeting stressed that education and training for women were prerequisites for their effective participation in social and economic activities. The

importance of improved data collection/analysis and accelerated training in population and development interrelationship were also emphasized; analysis and use of census data should be given more prominence and articulated in national census projects.

36. Participants drew attention to the fact that abortion was not a method of contraception. They would have wished that the document addressed the issue of reviewing family planning legislation rather than that of reviewing laws on abortion and sterilization.

African family systems in the context of socio-economic development (agenda item 5)

37. Under this agenda item, the meeting noted the increasing inability of families to raise and educate their young in difficult circumstances and the changing and often conflicting roles of women and men as parents and workers. The focus on family and gender roles illustrated the critical linkages at the household level between economic and demographic processes. It also highlighted the importance of making population and development policies and programmes both more family and gender sensitive and more relevant to the economic and demographic aspirations and realities faced by families.

38. Gender inequalities in opportunities and treatment and the refusal to recognize the significance of gender issues were viewed as seriously implicated in the failure of both families and nation States to attain their economic and demographic goals. Thus the point was emphasized that families, which formed the framework for systems of production and reproduction had often been omitted in the consideration of these domains.

39. Participants noted, *inter alia*, that the family provided a crucial context for looking at population problems and was the critical milieu in which education took place. It was also noted that poverty and inability to cope with the needs of family members led to further health and demographic problems, including sexually transmitted diseases and AIDS. The meeting also called attention to the problems of single parents, female school drop-out rates due to pregnancy and street children.

40. An important causal factor leading to parental absence and consequent deprivation of children was noted to be labour migration. The critical importance of paternal responsibility for child maintenance and care was stressed. Specific social policies including legal reforms were needed to safeguard the ability of workers to be responsible parents. In addition, appropriate technology and energy policies as well as legislation were required to combat the dependence of parents on child labour, in the context of small family enterprises and domestic labour on which increasing numbers of the population were coming to depend.

41. Attention was called to population and health programmes in the region which have attached great importance to the role of the family. Participants also stressed the need for recognition of women's economic activities and the need to bring family laws in line with family realities. At the same time, the point was made that, while respecting tradition, those cultural practices which infringed human rights should be abolished.

42. The need for improved multi-level data collection and research on changing family systems was highlighted, including information on intra-family support and domestic decision-making processes, so that family concerns could be fully integrated into population and development policies, plans and programmes.

Strategies for sustainable development (agenda item 6)

43. Under this agenda item, sustainable development was defined as the responsible management and utilization of resources to meet present needs without compromising the needs of future generations. It was noted that as long as a country's development proceeded within the confines of the national carrying capacity (i.e., the space available for expansion in terms of population and economic growth), it could be said to be sustainable.

44. As a prelude to examining strategies for achieving sustainable development, the meeting: (a) reviewed the external and internal causes of the regional economic crisis; (b) outlined the various available regional development frameworks but noted the lack of a comprehensive strategy for implementing their recommendations as well as serious commitment on the part of leaders not to mention bureaucratic inflexibility and inertia and the conditionalities imposed under alternative external policy strategies; and (c) discussed the effects of structural adjustment programmes.

45. Among the strategies noted for ensuring sustainable development in the various countries of the region the key factor was the improvement of the terms of trade. Additionally (a) economic integration should be fostered to build strong collective bargaining power and to overcome the small-market constraint; (b) a more effective management of the economy and political stability should be ensured; (c) effective national population programmes should be formulated and implemented as integral parts of overall development strategies; (d) funding requirements should be redefined on the basis of the concerns expressed by the people; and, (e) greater involvement of the people should be secured in the implementation of programmes which contribute to the achievement of sustainable development.

46. During the discussion, the meeting recommended that countries should adapt the definition of sustainable development as adopted at the UNCED (1992) to foster a commonality of approach. The very idea of sustainability as a development strategy in the region was questioned given the prevailing conditions of social instability, conflicts, wars between and within countries. It was noted that since many countries were also beset with galloping inflation, no development strategy could be sustainable in the absence of stability and peace.

47. Among the essential factors that would help to achieve sustainable development, the meeting suggested: (a) the establishment of a peaceful and enabling environment; (b) effective management of the economy under democratic governance; (c) the formulation of national population programmes to be implemented simultaneously with programmes aimed at addressing environmental degradation as well as other social concerns like health and education; (d) the better management of available human and material resources; (e) the institution of greater cooperation between countries having similar problems and characteristics, (f) community involvement

at the grass-roots level in the formulation and implementation of programmes; and, (g) the improvement and expansion of infrastructural facilities and national capabilities for formulating and implementing socio-economic development programmes.

48. The meeting also underlined the problem of the deteriorating terms of trade which constitutes a real constraint to development in the region. It also requested the developed countries to consider "reconverting" the heavy debt to foster the development of the social sectors.

49. With regard to the AIDS pandemic for which preventive measures had not been adequately taken in the past, they urged that greater attention should be paid to educating the population about its impact and control.

50. It was stressed that poverty reduction and increasing employment opportunities could significantly further progress towards the goal of sustainable development and that the inclusion of income-generating activities in population and family planning programmes would enhance their success.

Emerging population problems and new orientations and strategies (agenda item 7)

51. Under this agenda item, the meeting considered document E/ECA/POP/ACP.3/92/5. Among the emerging population problems noted were the deterioration in the public health situation; continuing high fertility; population structure and its consequences; environmental degradation; AIDS; and, the problem of poverty reduction.

52. Although it was being increasingly recognized that investment in health care increased the value of human resources, many countries were not in a position to cope with the declining health situation caused by several factors including population pressure. The persistence of high fertility increases Africa's economic difficulties. While the problems of ageing were not presently a cause for major concern, they should not be neglected.

53. The poverty situation in the region is also expected to worsen to the point where the absolute number of poor people would outstrip that of Asia due to the impact of the economic crisis.

54. Turning to the Memorandum addressed by the ECA Executive Secretary to the third African Population Conference, it was indicated that some of the ideas therein complemented the picture in terms of the emerging population issues. It widened the scope of population issues within the broader perspective of the critical situation of Africa and its prospects for sustainable development.

55. The meeting pointed out other emerging population problems including the issue of displaced persons, refugees and migrants, the prevalence of primary sterility in certain regions, the need for health training in order to improve the situation, ageing, the disabled, the inadequate research facilities and the need for countries to set their own priorities and strengthen national capabilities for population policies and programmes.

56. With regard to displaced persons, the meeting also noted the need to safeguard the rights of refugees as well as to take action to reduce and prevent conflicts. The

meeting recommended that there should be political will to resolve and avoid such problems permanently.

57. Given the fact that development assistance was declining, the meeting also stressed the need to streamline research, improve the sharing of experiences, provide more resources to national centres, ensure that national priorities were set by the countries themselves and pay greater attention to the problems of aged and the disabled.

A review of assessment of population policies in selected African countries [agenda item 8(a)]

58. Under this agenda item, the meeting considered document E/ECA/POP/ACP.3/92/6 on an assessment of the implementation of population policies in Tunisia, Egypt, Ghana, Kenya and Mauritius. This assessment, it was stated, was in relation to the attainment of quantified demographic targets contained in the policies. The selected countries covered had pursued policies for 15 years or longer.

59. The meeting examined the factors contributing to the achievement of set targets as well as those that hampered their attainment. Among a number of aspects that the document failed to reflect the meeting noted qualitative objectives which were equally important in population programmes and policies as well as traditional and natural methods of family planning. It was also noted that the population policy development experiences of more countries, especially from sub-Saharan Africa, should have been reviewed.

60. Fertility management programmes were considered important both for the pursuit and for the institution of population policies. This was because couples were free to decide on fertility regulation as individuals through informed choice. In that regard, governments should inform their people about such rights and should assist them to secure access to information and services in order to help them exercise their options regarding reproduction. However, particular care should be taken to ensure that individuals were not coerced to going along with policies and programmes geared at influencing demographic trends.

61. The meeting underscored the importance of multi-sectoral approaches to family planning programmes and urged the government ministries, departments, NGOs and the private sector to integrate health, education and family planning programmes and population policies in their various activities. It is crucial, therefore, that resources are made available and allocated to these sectors.

62. The meeting noted the recent progress being made by some countries in their population policies and programmes with respect to lowering population growth and fertility rates through the adoption of family planning and inclusion of IEC programmes; reducing mortality; and increasing life expectancy. It was encouraging that more and more countries were preparing explicit population policies while many others were pursuing programmes leading to such policies. In some countries, however, lack of reliable demographic data made it difficult to formulate relevant policies and programmes. Policies should take into account national sovereignty.

63. Of particular importance in population programmes and policies was the issue of quality of care; this

required, among others, that personnel involved in the delivery of programmes should be well trained and instilled with the right attitude. Some health professionals demonstrated attitudes which were inimical to the provision of quality services. The meeting recommended that such attitude should be changed.

64. Against the background of the current economic crisis and consequent SAPs which have rendered investment in social sectors extremely difficult, the meeting also stressed the need for governments to invest in such social sectors as health and education which had an impact on accelerating the acceptance and practice of family planning programmes.

65. In view of the constraints imposed by SAPs and the debt burden, the meeting then called for a better global distribution of resources and appealed to donor governments, agencies and organizations to financially assist African countries in their overall development efforts particularly with regard to population and family planning programmes. In this regard, it was noted that, of late, the Eastern European countries were securing more financial assistance and Africa was being forgotten. The meeting launched an appeal for a deeper perception of Africa's potential and for the donor community to provide assistance commensurate with the seriousness of its current situation.

66. It was felt that besides the reduction of fertility levels and population growth rates population policies should also concentrate on other aspects, such as reduction in infant, child and maternal mortality; migration and population distribution; programmes on women and youth; and resources should be made available for their implementation. Donors were called upon to assist in financing these other population policy aspects in addition to programmes directly concerned with the reduction of fertility and population growth rates.

67. Given the fact that resources were limited, the meeting called on countries to properly coordinate domestic and international assistance at the national level. There was also a need to support common subregional programmes as well as improve the exchange of information for the effective use of limited resources.

United Nations technical and financial assistance to population programmes and related statistical activities in Africa [agenda item 8(b)]

68. The areas of United Nations technical and financial assistance considered included improvement of knowledge of demographic situation in Africa through population data collection and processing; analysis and research; formulation and implementation of population policy and integration of population variables into development planning and improvement of national training programmes in these areas. The technical assistance in population and related statistical activities reviewed was provided by the United Nations Department of Economic and Social Development with financial assistance of UNFPA.

69. UNFPA financial support to data collection, demographic analysis, population and development, and training has more than tripled since the Mexico Conference from \$10.5 million in 1984 to \$32 million in 1992. The largest UNFPA financial assistance was provided for training of national personnel in all fields of population at

national, regional and interregional levels. Since Mexico, UNFPA assistance to population training programmes in Africa has increased from \$3.7 million in 1984 to \$13.4 million in 1992.

70. The comparative breakdown of UNFPA budgets for population projects by region between 1989 and 1992 shows that the funding for population training, data collection and population and development programmes in Africa was the highest of all the regions, demonstrating the priority given to Africa in financial assistance in these areas. It is expected that this trend may continue in the future with greater support for programmes in population policy and development planning and population analysis and research as well as related human resources development.

71. During the period after the Mexico Conference, there was greater reliance on national expertise to implement the projects especially for data collection and analysis, and training in national institutions. In particular, the United Nations has encouraged the use of national experts for census data collection, analysis and production of reports and organization of dissemination seminars and workshops.

72. In training, efforts have been focused on institutional building within undergraduate and graduate degree programmes in response to the needs in the countries for trained personnel. During the last decade, the United Nations has assisted over 50 country training programmes.

73. In the discussion which followed, many participants expressed appreciation of UNFPA financial and UNDES technical assistance in these areas of population in Africa. It was proposed that a full assessment of technical and financial assistance including assistance from bilateral, multilateral, NGO sources and technical co-operation among African countries should have been provided in the document. Many countries requested more resources for training in population and development, research into population policy formulation and techniques of integrating population variables into development planning. The need to motivate and retain trained personnel as well as to intensify studies on the family was stressed.

74. The need was expressed by some countries for further assistance from UNFPA and other donors to strengthen their institutional capability for population and economic data collection and analysis and to identify new techniques of data collection and processing.

75. Participants also proposed that consideration be given to aspects of assistance that would ensure the sustainability of programme supported by UNFPA and other donors through development of national capability and use of local resources, particularly consultants. The meeting suggested that the assessment of the population assistance would be enriched by making a per capita analysis of aid received by population growth rate and projection of future aid to the region. This, it was felt, would enable the countries to prepare programmes for UNFPA and other donor assistance.

76. Some member States' representatives expressed concern at the dwindling trend of bilateral and multilateral assistance to developing countries and its diversion to

countries of the former socialist bloc. They also requested that international assistance to middle-income countries which had made substantial progress in population matters should be sustained on a lasting basis in order to enable them to continue with their programmes. Participants were also concerned that the funding policies of certain donors gave priority to the big countries rather than to the small ones which constituted the majority in Africa. They also proposed that the new restructuring of UNFPA technical assistance should be reviewed to take language barriers into account so as to ensure the continuity of programmes supported by UNFPA and other donors.

77. The meeting noted the report of the African NGOs Forum on Population held on 30 November and 1 December 1992, in Dakar. It also noted the Forum's recommendations to enhance the role of national NGOs in the formulation, implementation and evaluation of population/family planning policies and programmes as well as its scheduled meeting in 1993 prior to the International Conference on Population and Development.

Progress report on the preparatory activities for the International Conference on Population and Development, 1994 (agenda item 9)

78. The document on this agenda item was introduced by a representative of UNFPA, the Executive Coordinator of ICPD. The meeting updated the information contained in the document and noted that ECOSOC had decided that the Conference should address six specific groups of issues requiring the highest attention as listed in the document.

79. The preparatory process comprised three sessions of the preparatory committee (of which one had already been held), six expert group meetings (five of which had already been held), five regional population conferences (the remaining three would take place between March and May 1993) and six thematic round table meetings (one of which had already taken place).

80. The results of inquiries and activities now underway were stressed including the Review and Appraisal of the World Population Plan of Action, the Seventh Population Enquiry among member States, the monitoring of population trends and of multilateral population programmes which would serve as major inputs for the Conference.

81. Regarding national activities for the Conference, the meeting indicated that governments had been invited to establish national committees, which would have, among their principal tasks, the preparation of national reports on their demographic situation, population policies and programmes. It was also pointed out that UNFPA would provide technical and financial assistance to assist developing countries, in particular the least developed among them, in producing their reports. Progress was also reported with regard to inter-agency coordination activities and activities aimed at eliciting the participation of NGOs in the Conference.

82. The progress made in national preparations were presented. In response to concerns that the participation of developing countries in the Conference and its preparatory process would be hampered by financial constraints, it was pointed out that the Secretary-General of the Conference had established a voluntary trust fund to address this problem, and it was hoped that contributions received for this fund would help to defray travel costs of developing countries' participation not only at the Conference itself, but also at the sessions of the preparatory committee.

Any other business (agenda item 10)

83. In answering queries raised by some participants, a representative of the secretariat explained the nature and use of the documents which member States were asked to prepare and submit to ECA. It was made clear that the country questionnaires which were sent out earlier on were meant to solicit answers in aid of the evaluation of the Kilimanjaro Programme of Action. The national reports which focused on socio-economic and demographic situation and developments would be put together by the secretariat in a volume to be published after the Conference. It was then explained that the secretariat did not ask for country statements to be prepared but rather participants wishing to speak at the ministerial meeting should register in advance.

84. It was clear from the debate that there were communication problems in the transmission of Conference documents. A number of participants indicated that they did not receive the request to write and submit national reports. ECA was therefore asked and it agreed to look into its document distribution modalities to ensure that they reach those charged with the responsibility for dealing with the issues concerned in good time.

85. The right of observers to participate in the deliberations of the drafting committee of the Conference was also queried. It was made clear that for the preparation of political or legislative instruments, only member States should participate.

Round-table on the dynamics and structure of the African family (agenda item 11)

86. On 10 December, the Union of African Population Studies (UAPS) organized a Round-table on the dynamics and structure of the African family. The participants attended in their individual capacities as experts. A report on this will be issued separately.

Adoption of the report and recommendations (agenda item 12)

87. The meeting considered the draft report which was adopted with a number of amendments.

Closing of the meeting (agenda item 13)

88. In declaring the meeting closed, the Chairman thanked all participants for their valuable contribution.

DAKAR/NGOR DECLARATION ON POPULATION, FAMILY AND SUSTAINABLE DEVELOPMENT¹

PREAMBLE

1. We, the Governments of African countries represented by our Ministers responsible for population matters at the third African Population Conference which met in Dakar, Senegal, from 7 to 12 December 1992 on the theme "Population, family and sustainable development" and have assessed the demographic situation and future trends in the region. In preparation for the International Conference on Population and Development to be held in Cairo in 1994, we have also assessed the achievements, constraints and implications of population policies; the impact of the economic crisis and structural adjustment programmes on family survival strategies and on the ability of African Governments to make satisfactory progress in population policy formulation and implementation.

2. We have reviewed the lessons and prospects of implementing the Kilimanjaro Programme of Action which, *inter alia*, was aimed at accelerating self-reliant, social and economic development for the well-being of African peoples. We reaffirm that the KPA remains a valid framework for the development of the region. We have taken note of the Amsterdam Declaration on Better Life for Future Generations, United Nations General Assembly resolution 45/216 on population and development, the United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF), Agenda 21, the Rio Declaration of the United Nations Conference on Environment and Development (UNCED), the deliberations of the ECA Conference of Ministers at its eighteenth meeting as well as preparations for the International Conference on Population and Development, 1994.

3. We are conscious of the social, economic and political difficulties faced by most African countries since the early 1980s, the widening North-South gap, the insufficiency of available resources for implementing national population programmes and the unfavourable outlook of the world economy.

4. We assert the prime responsibility of African Governments to improve the quality of life of the African peoples and redress their economic and social situation. We are concerned about the persistent high population growth rate and associated high fertility levels, high infant, child and maternal mortality levels, high morbidity, incidence of AIDS, significant imbalance in the geographic distribution of the population in the region, inadequate policies for the improvement of the legal status of women in the family, its integration into the development process, ineffective programmes for children and young people, problems of refugees and displaced persons, inadequate information systems and low level of data utilization. We recognize the need for an increased role of the public and private sectors as well as non-governmental organizations in population and integrated development programmes.

5. We are mindful of the fact that the family is the basic unit in society and, as such, needs and is entitled to support and protection by society and the state in order to play its role in development.

6. We have further noted that despite the increased number of explicit population policies formulated, the implementation rate of the Kilimanjaro Programme of Action for African Population and Self-reliant Development (KPA) remains low.

7. We have also noted that in spite of the efforts made by African Governments to reduce mortality, morbidity and infant mortality to the extent that the regional life expectancy at birth has risen from 49 years in 1984 to 51 years in 1992, fertility and mortality levels remain high in most countries. We consider that this situation is worsened by rural-urban drift and that there are also problems with empowering women to play an effective role in development, in implementing programmes designed to promote children and young people and in particular to remove the causes of unequal treatment of young girls, providing adequate data and information for the formulation of population policies; broadening and deepening the role of non-governmental organizations (NGOs) and putting in place needed national focal points to assist in the integration of population factors in the development planning process.

8. We recognize that population matters are an integral part of the socio-economic development process and as such should be accorded high priority in the allocation of financial resources.

SECTION I

PRINCIPLES AND OBJECTIVES

Now, whereas

(a) African countries affirm their solidarity in dealing with population problems and undertake to formulate population policies respecting the sovereign rights of each country along with the freedom, dignity and intrinsic values of their peoples and taking into account the relevant moral and cultural factors, and bear responsibility for reaffirming the rights and obligations of individuals and couples;

(b) The successful pursuit of any population policy requires the institution of a stable political and social environment and calls for the elimination of all forms of extremism that breed conflict and instability;

(c) The family, as an essential component of the economic and social fabric, requires the pursuit of appropriate strategies, adapted to family services, which should, themselves, form an integral part of population and development policies which address the needs of all members, especially adolescents;

(d) In recognition of the critical roles of women in family formation and their major contribution to social economic development, rights, status and needs of women, particularly in the areas of education, employment and health care services should be explicit in all national development planning;

(e) The countries and peoples of Africa have experienced prolonged periods of economic and social hardships since the adoption of the KPA in 1984, stemming from natural and man-made causes such as rising poverty levels, problems of refugees and displaced persons, internal and international migration, environmental deterioration, natural disasters, growing debt burdens, declining economic trade opportunities, HIV/AIDS and food shortages;

(f) The formulation and implementation of comprehensive population policies reflecting the realities of each country should be accelerated simultaneously with sustained economic growth to assure the achievement of long-term objectives of food security, and sustainable development;

(g) The provision of training and research (in population and development) are essential ingredients to effective integration of population factors in development planning;

(h) The success of national and regional efforts in the field of population and development depends to a large extent on a conducive, supportive international economic environment.

We hereby declare that:

A. *African Governments* should, in the matters of:

1. *Population, sustained economic growth and sustainable development*

(a) Integrate population policies and programmes in development strategies, focusing on strengthening social sectors with a view to influencing human development and work towards the solution of population problems by setting quantified national objectives for the reduction of population growth with a view to bringing down the regional natural growth rate from 3.0 to 2.5 per cent by the year 2000 and 2 per cent by the year 2010;

(b) Implement measures to tackle the underlying causes of environmental degradation such as poverty, focusing on environmentally sound and appropriate technologies; enhance the quality of the environment by reversing deforestation and soil erosion, checking the spread of deserts and adopting priority programmes aimed at management of water resources, with a view to reducing the impact of recurrent droughts and the resultant food shortages;

(c) Place greater emphasis on such matters as food security, marketing services, appropriate agricultural mechanization, research and extension services, more efficient use of land and farming systems, livestock development and assistance programmes to small farmers;

(d) Strengthen industrial strategies at the country level so as to encourage economic growth;

(e) Exchange experiences in population policy and programme formulation and strengthen national and subnational institutions in charge of their implementation.

2. *Family*

(a) Take due account of the rights and responsibilities of all family members and ensure that measures that protect the family from socio-economic distress and disintegration are taken into account in accordance with family well-being and health requirements, bearing in mind the survival strategies designed by the families themselves. Also provide couples and individuals with the facilities and resources for deciding the size of their families;

(b) Integrate family concerns in all development plans, policies and programmes and encourage analytical studies on demographic processes within the family cycle so as to better identify the determinants of small family size.

3. *Fertility and family planning*

(a) Create a conducive socio-economic climate and sustained political will for the pursuit of such effective fertility policies as make for: (i) setting fertility and family planning (FP) targets for all people of reproductive age and takes measures to reduce infertility where needed; (ii) implementing legal measures to improve the status of women and their reproductive health; (iii) establishing strong maternal and child health (MCH) programmes; (iv) ensuring strong management and close collaboration between private and public sectors and communities in the implementation of their MCH and national FP programmes; (v) decentralizing health care delivery systems for urban and rural areas; (vi) strengthening information, education and communication (IEC) in MCH and FP programmes; (vii) strengthening family institutions; (viii) addressing unmet family planning needs of adolescents and others; and (ix) promoting of the education of men and women on joint responsible parenthood;

(b) Ensure the availability and promote the use of all tested available contraceptive and fertility regulation methods, including traditional and natural family planning methods ensuring choice of methods with a view to doubling the regional contraceptive prevalence rate (CPR) from about 10 to about 20 per cent by the year 2000 and 40 per cent by the year 2010;

(c) Study the possibility of production of contraceptives within the region;

(d) Promote national research in human reproduction and increase capabilities through collaboration with the WHO programme of research, development and training in human reproduction (RDTHR) and other internationally recognized research organizations.

4. *Mortality, morbidity and AIDS*

(a) Give priority to combating infant, child and maternal morbidity and mortality by giving special attention to primary health care programmes as integral parts of their preventive health policies, such as health education in school curricula at all levels and non-conventional education; enacting legislation to promote clean environment in rural and urban areas; launching national campaigns to increase availability of safe water and sanitation; increasing support to nutrition programmes and giving priority to vulnerable groups for food accessibility in areas of shortage;

(b) Establish and strengthen programmes to combat the spread of AIDS and health problems as part of the overall health programmes with special focus being given to high-risk groups;

(c) Aim, by the year 2000, for the region as a whole, at a life expectancy at birth of at least 55 years, an infant mortality rate of less than 50 per 1000 live births, childhood mortality rate of 70 or less. Develop and implement programmes aimed at reducing maternal mortality by at least 50 per cent from 1990 level by the year 2000. Such programmes should include quality family planning services and studies in order to reduce the increasing problem of unsafe abortion, estimated to cause 30-50 per cent of maternal mortality in parts of Africa;

(d) Implement health programmes such as the African Health Development Framework (AHDF) which was adopted by member States of WHO/Africa region in 1985.

5. *Urbanization, migration and physical planning*

(a) Address the urbanization and migration issues from a comprehensive integrated perspective taking into account the underlying causes and impact whether of demographic, social, economic nature, place greater emphasis on regional development planning to achieve, among the regions of the individual countries, a more equitable distribution of all development efforts, as well as a better distribution of their population; improve the management of cities and urban areas; intensify rural development programmes in order to lessen the pressure to out-migrate to the cities; and, make an assessment of urban policies, taking account of the relative role of net migration and natural increase in urban population growth;

(b) Considering the importance of migratory flows of the African population within Africa and between Africa and other continents, a common position should be adopted by the countries concerned within the framework of international conventions regarding the adoption of appropriate measures to protect people's rights and guarantee their security.

6. *Refugees and displaced persons*

(a) Exert every effort to tackle the acute problems of refugees and displaced persons by setting up an integrated plan capable of dealing with the root causes and foresee solutions for the immediate, medium and long terms;

(b) Take appropriate measures to protect and assist refugees in terms of paragraph 43 of the KPA²;

(c) Ensure that priority is given in policy making to the elimination of the underlying causes of the refugee situation through negotiation, conflict resolution, democratization, and respect for human rights and that refugees and returnees are included in population-oriented development plans and that the policy of voluntary repatriation should be integrated in development plans;

(d) Ensure that adequate services are provided for refugees and displaced persons as they enter the

country of asylum and at the point of their voluntary repatriation with the support of the international community.

7. *Women in development*

(a) Adopt a national policy on improving the role, status and participation of women, taking into account main streaming as a means of incorporating women's programmes into all aspects of development, and monitor its implementation at the highest government level in accordance with the Abuja Declaration on Participatory Development: The Role of African Women in Development during the 1990s and Beyond. Take necessary steps to eliminate discrimination against women, as well as certain traditional and cultural practices and religious extremism which inhibit their effective advancement and participation in development;

(b) Institute and strengthen programmes for reforming the educational system and vocational training with a view to providing basic education to all those at school age with particular emphasis on the education of girls;

(c) Establish programmes, and

(i) Pass legislation to enhance the legal status of women within the family and the community with a view to enabling women to contribute more directly in decision making, and in the formulation of strategies aimed at upholding family values, providing support to family members and contributing to stability in society;

(ii) Formulate national policies and initiate measures aimed at ensuring greater participation and assumption of responsibilities by men in the maintenance and nurturing of their families and enacting national legislation that will emphasize the complementary and equal partnership roles that men and women have to play in development;

(iii) Institutionalize the participation of women in all production sectors particularly in agriculture and provide for them appropriate technology to reduce their work load and maximize their efficiency and effectiveness and better access to credit facilities and farm inputs with a view to enhancing their economic independence and improving the quality of life.

8. *Children*

Ratify the African Charter on the Rights and Welfare of the Child adopted by the Organization of African Unity (OAU) in 1990, implement the Declaration and Plan of Action of the World Summit on Children and conclusions and recommendations of the OAU International Conference on assistance to the African Child.

9. *Youth*

(a) Ensure that population programmes provide education, counselling and other support services for young people and promote their participation in all development activities;

(b) Formulate national policies aimed at protecting the youth from any form of abuse, economic exploitation, especially child labour, as well as other policies and programmes aimed at curbing drug abuse and alcoholism;

(c) Adopt a comprehensive strategy on youth encompassing (i) the development and implementation of policies for young people, as well as educational, cultural and vocational training programmes; (ii) strengthening MCH and FP services; (iii) improving the role and status and participation of youth in society; (iv) providing employment opportunities for young people; and (v) involving young people in the activities of youth-related non-governmental organizations.

10. *Data collection and analysis, information dissemination, training and research*

(a) Make determined and sustained efforts to improve population and demographic data, including the establishment of civil registration and vital statistic systems, ensuring the cost effectiveness of censuses without necessarily compromising data quality and encouraging inter-censal socio-demographic sample surveys to be undertaken;

(b) Carry out qualitative studies to assess the impact of population programmes on the family;

(c) Ensure that training and research in population and development in African universities and research institutes are coordinated and the findings together with their implications effectively disseminated and brought to the attention of all concerned;

(d) Strengthen regional institutes and enhance cooperation among African countries in the area of training, research and data collection;

(e) Carry out studies on the complex inter-relationships between population, environment and sustainable development in order to assist African Governments to formulate and implement relevant policies;

(f) Put in place and strengthen national focal points for collating and disseminating population and development information on the basis of gender together with the provision of adequate resources.

11. *Information, education and communication (IEC)*

(a) Develop IEC programmes that involve recipients as partners and are research based (including baseline studies), specifically targeted, culturally appropriate, rooted in local languages as far as possible and linked with follow-up activities including the delivery of family planning services;

(b) Implement strong IEC strategies and follow-up studies, ensure greater involvement of and access to

the mass media in IEC, undertake follow-up studies on constraints to African media organizations; and train managers and professionals in the interpretation and use of population information.

B. *Private and non-governmental organizations (NGOs) should:*

(a) Promote community participation and involve communities in programme planning, implementation and financing; enhance collaboration and coordination with multilateral and bilateral organizations, other organizations and government agencies;

(b) Be strengthened and considered full partners by governments in the implementation of population programmes and in contributing towards the formulation of related policies. They should also be involved in large-scale replication of successful innovative pilot programmes;

(c) Promote popular participation in population-related issues including environmental protection, attitudinal change, health and education.

C. *The subregional and regional groupings should:*

(a) Play their role in population-related matters by supporting policies that ease, *inter alia*, population movements particularly of women, and movement of goods, through flexible migration laws facilitating the voluntary redistribution of population and amelioration of economic conditions through intraregional trade;

(b) Promote technical cooperation including the implementation of joint subregional programmes in the field of research, training and environmental protection.

D. *ECA, UNFPA, the World Bank and other relevant organizations of the United Nations system as well as such regional organizations as OAU and ADB should:*

Undertake all possible measures to implement, within their respective mandates, the recommendations of this Conference, including, where appropriate, joint activities.

E. *The international community should:*

(a) Continue to increase its assistance to African countries in the fields of population and development, long-term perspective development planning including those related to refugees and returnees, training and research; strengthen and expand support to all types and levels of training (in population and development) and help to strengthen the institution-building capacity of African countries; and establish technical structures to support programmes taking into account problems related to liaison and communication;

(b) Consider conversion of African debt into grants to be used in financing social programmes including population activities;

(c) Strengthen South-South cooperation with regard to training, exchange of information, sharing of experiences, know-how, and technical expertise.

SECTION II

RESOURCE MOBILIZATION

1. In this endeavour, we strongly appeal to the African Governments to ensure that adequate planning and budget allocations should be made in tandem with the nationally proclaimed prioritisation of population development programmes to avoid paying lip-service to this very important programme. We also appeal to them to ensure that budget appropriations are devoted to national population and socio-economic development programmes that further their objectives and make selective use of fees and other forms of cost recovery, cost sharing and accessing local resources of philanthropy to generate domestic resources to support service delivery programmes and the provision of contraceptives, as well as traditional fertility regulation and natural family planning methods.

2. We also appeal to donors to respond positively and increasingly to requests for population assistance and activities and improve their coordination of population assistance with other bilateral and multilateral donors to ensure that population needs and requirements of African countries are properly addressed out of the 4 per cent target of official development assistance (ODA) to be devoted to population programmes to achieve the goals of the Amsterdam Declaration.

3. We appeal to UNFPA to consider Africa as a priority region and accordingly increase the resources allocated to the development of population policies and programmes.

SECTION III

FOLLOW-UP AND IMPLEMENTATION MECHANISM

1. In adopting this Declaration, we, the African Governments participating in the third African Population Conference, hereby express our full commitment to implement the aforesaid recommendations and, in this context, urge all member States and all concerned institutions to establish appropriate joint follow-up and evaluation mechanisms.

2. Considering the importance of a follow-up mechanism for the implementation of this Declaration, we recommend that the ECA regional multidisciplinary expertise be reinforced to play its role in the monitoring and evaluation of its implementation.

3. We express our profound appreciation to the Government and the people of Senegal, especially His Excellency Abdou Diouf, President of the Republic of Senegal, Chairman both of the Organization of African Unity and the Organization of the Islamic Conference, who has consistently been at the forefront of economic cooperation among African countries and North-South cooperation. We are most grateful for having had the occasion to hold this historic meeting of our Conference in this beautiful city of Dakar under the most conducive atmosphere of cordiality and warm hospitality.

Annex III

DRAFT RESOLUTION ON POPULATION, FAMILY AND SUSTAINABLE DEVELOPMENT

The third African Population Conference,

Recalling ECA Conference of Ministers resolution 506 (XIX) endorsing the Kilimanjaro Programme of Action for African Population and Self-Reliant Development,

Recalling Economic and Social Council resolution 1989/94 of 26 July 1989 on support for African countries in the field of population,

Recalling also Economic and Social Council resolution 1989/91 of 26 July 1989 on the convening of an international meeting on population in 1994 which requested the Secretary-General of the United Nations to ensure, among other things, that the regional commissions make a substantive contribution to the international meeting on population,

Recalling further Economic and Social Council resolution 1991/93 of 26 July 1991 which decided that the meeting should be called the ICPD and which invited regional commissions to convene conferences to review regional population policies and programmes and to propose future action as part of their contribution to the preparations for the 1994 Conference to be held in Cairo, from 5 to 13 September,

Recognizing the interrelationship between population and development as stated in General Assembly resolution 45/199 containing the International Development Strategy for the Fourth United Nations Development Decade, resolution 45/206 on the implementation of the Programme of Action for the Least Developed Countries during the 1990s and resolution 45/216 on population and development, all of 21 December 1990,

Taking note of the report of the third African Population Conference held in Dakar, Senegal, from 7 to 12 December 1992,

Reaffirming its commitment to the recommendations spelled out in the Kilimanjaro Programme of Action,

1. *Approves* the Dakar/Ngor Declaration on Population, Family and Sustainable Development;

2. *Requests* African Governments to use the Declaration on Population, Family and Sustainable Development in all preparatory activities and ensure that their delegations to the International Conference on Population and Development and to future United Nations Population Commission meetings use it as a reference document to ensure adequate consideration of the priority interests of Africa in population activities;

3. *Invites* the Executive Secretary to take appropriate steps to ensure that the principles and objectives of the Declaration as well as the recommendations contained therein are incorporated in the work programme and priorities of the Commission and to establish a follow-up committee of member States in cooperation with OAU/ADB and UNFPA;

4. *Requests* the Secretary-General of the International Conference on Population and Development to provide the necessary resources to ensure the participation of African Governments to the Conference;

5. *Calls upon* all organizations in the United Nations system, the Organization of African Unity, the African Development Bank, intergovernmental, subregional, interregional and national organizations involved in population activities in the region to cooperate with African Governments to implement the Declaration;

6. *Requests* donor countries and agencies to increase the resources they provide to the United Nations Population Fund for its work in Africa.

Annex IV

VOTE OF THANKS

Participants in the third African Population Conference which took place from 7 to 12 December 1992 in Dakar, Republic of Senegal hereby express their profound appreciation to the people and Government of Senegal, especially to His Excellency Abdou Diouf, President of the Republic of Senegal and current Chairman both of the Organization of African Unity and of the Organization of the Islamic Conference. They commend

the sterling qualities he has consistently demonstrated at the forefront of the struggle to build ties of cooperation among African countries and to institute a framework for North-South cooperation. Their heartfelt gratitude goes to all those who have made it possible to hold this historic meeting of the Conference in the beautiful city of Dakar under the most conducive atmosphere of cordiality and warm hospitality.

Done at Dakar, this 12th day of December 1992

PART TWO
REPORTS OF RELATED ACTIVITIES

I. REPORT OF THE AFRICAN NGOS FORUM ON POPULATION¹

Dakar, Senegal, 30 November - 1 December 1992

1. The United Nations Population Fund (UNFPA) organized a Forum for African Non-Governmental Organizations (NGOs) to prepare for the third African Regional Population Conference to be held in Dakar from 7 to 12 December 1992 and the third International Conference on Population and Development scheduled to take place in Cairo from 5 to 13 September 1994. The Forum was held in Dakar on 30 November and 1 December 1992. It was attended by representatives of 19 NGOs from 14 African countries⁴ and United Nations organizations (see attached list of participants). Also in attendance were representatives of the Population Council. The Forum was hosted by UNFPA and "Santé Familiale" (SANFAM), the Senegalese NGO.

2. The objectives of the Forum were to provide an opportunity for African NGOs to voice their concerns and recommendations for consideration by the third African Regional Population Conference, and to establish a channel of communication and dialogue to ensure follow-up of the decisions taken at Conference.

3. The meeting was opened by Mr. Lamine N'Diaye, Director of the UNFPA Africa Division, who acknowledged the importance of NGOs and the need for them to play a larger role in national population programmes. He further requested that NGOs examine areas and make recommendations in which UNFPA can support their efforts to become full participants in the development and implementation of national population policies, strategies and programmes. He expressed the hope that the Forum will result in the setting up of a system which will assure the place of national NGOs in population matters. At the closing of the Forum, in view of the importance of NGOs and government collaboration, Mr. N'Diaye stated that another African NGO meeting should be held in 1993 to review the progress of the implementation of the recommendations that have come out of this meeting and the subsequent African Population Conference.

4. The Forum elected the following officers:

DAY 1:

Chairperson	Mr. Kassa (Ethiopia)
Vice-Chairperson	Mr. Sidibe (Mali)
Rapporteur	Ms. Green (Sierra Leone)
Rapporteur	Mr. Amadou Cissé (Senegal)

DAY 2:

Chairperson	Ms. Rajaonah (Madagascar)
Vice-Chairperson	Mr. Taylor-Thomas (Gambia)
Rapporteur	Rev. Konadu (Ghana)
Rapporteur	Ms. Bousnina (Tunisia)

5. During the two-day meeting, the following themes were covered:

1. *Experiences, challenges and prospects for NGO advocacy in population and family planning issues*

6. The Forum noted that the general trend of relationships between NGOs involved in family planning and governments progressed from open opposition to tolerance, and is now in a phase of genuine collaboration. It was recognized that in Africa there is still a low contraceptive prevalence rate, and that a demand exists to develop innovative approaches to enhance and meet family planning needs. The Forum also acknowledged that clinical services cover only 20-30 per cent of the population and that NGOs play a key role in providing outreach services involving non-clinical personnel and innovative service delivery strategies.

7. At this stage of population and family planning (FP) development in the region, the need for stronger political commitment to promote FP programmes was recognized. The Forum therefore emphasized that the advocacy role of NGOs in the future should be:

(a) To urge governments to provide adequate resources for the implementation of population policies and quality family planning programmes;

(b) To take the lead in testing new approaches to family planning services delivery in order to expand coverage and ensure quality services; and

(c) To test innovative strategies for cost recovery and increased sustainability.

2. *The role of NGOs in the design, implementation and monitoring of policies and programmes to improve women's status and reproductive health*

8. The Forum agreed that the status of women in the region is characterized by: early age at marriage; low literacy levels; low economic status; lack of access to contraception, especially for adolescents; high abortion rates; high school attrition rates due primarily to pregnancies and economic constraints; and little involvement in decisions that affect their fertility.

9. The Forum also recognized that NGOs involvement in the design, implementation and monitoring of programmes that specifically address most of these issues has been insufficient. Some of the reasons identified are: lack of expertise; policies and/or administrative obstacles; non-assertiveness of NGOs in identifying and addressing those problems and designing appropriate programmes; and lack of experience in identifying the appropriate funding sources and ability to raise funds.

10. For the future, it would be necessary to strengthen the institutional capacities of NGOs to design, implement and monitor programmes that address women's reproductive health and other needs.

3. *Improving maternal and child health and safe motherhood*

11. NGOs have traditionally not been involved in the provision of integrated MCH/FP programmes. Donors are more willing to fund NGOs for vertical family planning projects. The Forum recognized the need for NGOs to examine their competence and focus on ways in which they can participate to promote safe motherhood through community-based or outreach IEC, training, the provision of family planning services of high quality, counselling activities and research.

4. *Youth and adolescents*

12. The Forum drew attention to the generation gap and the increasing problems of adolescent sexuality. It also recognized that efforts have been made to carry out pilot projects on population/family life education and to provide services in both the formal and informal sectors. The Forum urges governments to develop and expand such programmes and to use NGOs expertise to reach these underserved groups, particularly in the informal sector.

5. *Traditional fertility beliefs and practices*

13. The Forum recognized the fact that traditional practices and beliefs still have a negative impact on the acceptance of modern family planning methods which is a contributing factor to the low contraceptive prevalence rates in the region. NGOs should undertake studies to investigate why people still hold these beliefs and practices; open dialogue with traditional healers to capitalize on their relationships within the community and to involve them in the promotion of more effective family planning methods; and recognize that they need to develop good relationships with institutions that promote natural family planning methods, as they are an important influence in many communities.

6. *NGOs activities in information, education and communication (IEC)*

14. The Forum recognized that enormous amount of funds and effort have gone into developing IEC campaigns. However, there is still a disturbing gap between knowledge and practice. NGOs need to refocus their IEC strategies in order to develop appropriate programmes which will aim at providing better information on contraceptive use, appropriate methods, location of services, and on the quality of services which a client should expect. In addition, the Forum also recognized that NGOs should play a crucial role in STD/AIDS prevention through better IEC and counselling practices. This is particularly important since the high rate of STDs is leading to infertility, an important cultural concern in the region.

15. The Forum noted with interest the research being done at the University of El Azhar on demographic issues and Islam and the efforts being made to integrate population studies in the programmes of the various University faculties. Since 1978, the University has organized several sensitization meetings to discuss important topics, such as: "The Role of Women in the Islamic World"; "Maternity and Islam"; "The Future of the Youth in the Islamic World"; "Population and Islam"; and "Islam and Child Spacing". The Forum recognized the need for

information sharing and collaboration between the University of El Azhar and other Islamic countries in Africa.

7. *Male involvement in family planning*

16. The Forum noted the efforts made by NGOs to encourage male involvement in family planning and their attempts to develop programmes aimed at men to use contraception and allow their spouses to participate in family planning activities. This attempt has, so far, met with very little commitment by men. In view of the wide gap between the knowledge and practice of family planning, and the alarming increase in STDs, including AIDS, in the region, the Forum urges NGOs to intensify their efforts at developing strategies and programmes that involve men to use contraception, promote family planning and reduce the spread of STDs.

8. *Coordination of government and NGO family planning programmes*

17. NGOs and governments have common concerns and problems which impede improved accessibility and quality of family planning services. These include:

(a) *Services:* Services are becoming increasingly available, yet research shows that overall, 75 per cent of users are using only about 10 to 20 per cent of clinics. One of the key factors is the duplication of management functions such as procurement and distribution of contraceptives, separate management information systems (MIS) and lack of properly coordinated plans for service expansion between the private sector and the public sector;

(b) *Training:* Substantial amounts of funds for training are allocated by donors to the public and private sectors; yet most medical and paramedical schools do not include family planning training in their curricula. If family planning training were an integral part of the normal medical and paramedical curricula, resources saved on basic training could be used for training non-medical personnel who could provide outreach services;

(c) *Sustainability:* In most countries, government policies state that medical maternal and child health and family planning (MCH/FP) services should be free. In reality, most clinics experience regular stockouts and providers are obliged to send their clients to pharmacies for drugs. Programmes should capitalize on the fact that clients are already paying for most of their services, and should focus on improving the coordination of logistic procedures between public and private sector agencies. Perhaps, clients would be willing to pay a token fee for services if they were assured that they could receive such services (including contraceptives).

18. The Forum recommended that NGOs and governments participate jointly in the development and implementation of national MCH/FP strategies and allocate functions according to the strengths of their institutions. NGOs could play an instrumental role in identifying, testing and developing creative approaches for making MCH/FP services culturally acceptable and accessible to all target groups.

9. *Modalities for UNFPA assistance to NGOs*

19. UNFPA reaffirmed its commitment to the NGO community and requested international organizations and governments to support national NGOs because of their important role in the implementation of the World Population Plan of Action and national population policies and programmes. The need to strengthen this collaboration particularly in Africa has become more urgent because of: increased interest of African Governments in population issues; the need to find innovative and cost-effective ways to provide family planning; and the need to mobilize efforts and resources to respond to Africa population needs. The Forum recognized the modalities that UNFPA has developed to foster collaboration with NGOs which include their use as implementing and executing agencies in addition to the funding of specific NGO population/family planning activities. These activities should be within the framework of the country population programme approved by the UNDP/UNFPA Governing Council and in line with government development goals and objectives. The Forum also noted that UNFPA would soon issue revised policy guidelines on UNFPA assistance to NGOs. It was recommended that each country make an inventory of NGOs activities in the population field and that there should be an institutionalization of government/NGO/donor consultations on a regular basis. In this way, it should be possible to fully tap the resources and resourcefulness of NGOs, define roles and priorities, and ensure effective collaboration among all partners involved in the population field.

RECOMMENDATIONS FROM THE AFRICAN NGOS FORUM ON POPULATION

The Forum adopted the following recommendations:

1. NGOs should play a key role in advocacy for population and family planning policies and programmes.
2. NGOs should be considered full partners by governments in strengthening and expanding population and family planning programmes.
3. Innovative and creative approaches should be tested and implemented in the following areas:
 - (a) Improve integration of NGOs family planning activities into maternal and child health programmes;
 - (b) Increase the availability of counselling and family planning services for adolescents in both the formal and informal sectors, with NGOs focusing more on the latter;
 - (c) Review traditional beliefs and practices and incorporate these elements into programme design so as to increase the acceptability and practice of modern contraception;

- (d) Review and reformulate IEC strategies and programmes to reach underserved communities, bridge the gap between contraceptive knowledge and practice, and ensure continued client participation in FP programmes;

- (e) Design appropriate strategies and programmes to ensure male involvement in the promotion and the use of contraception and the prevention of STDs including AIDS; and

- (f) Design programmes that specifically address women's reproductive health needs and family welfare issues.

4. Strengthen NGOs capacity in programme design, implementation and monitoring. This should include:

- (a) Improving the design and management of family planning services and programmes aimed at improving the situation and status of women;

- (b) Developing diagnostic and evaluation capacity through operations research and management information systems; and

- (c) Improving NGOs ability to raise funds and to broaden their sources of funding.

5. NGOs should test alternatives and implement schemes to address the issues of cost containment and eventual sustainability.

6. Every effort should be made to coordinate the activities of NGOs, public sector programmes and donors to ensure a unified country strategy; appropriate resource allocation; and effective programme management. This could be achieved through:

- (a) The institutionalization of regular consultations and dialogues between governments, NGOs and donors;

- (b) A coordinated effort for resource mobilization; and

- (c) Exchange of information on programmes between African and non-African NGOs.

The Forum endorsed UNFPA's proposal to hold an NGOs meeting in 1993 to follow up on this Forum, the recommendations of the African Regional Conference and to prepare for the International Population Conference to be held in Cairo in 1994.

Annex A

**NGOS FORUM ON POPULATION:
LIST OF PARTICIPANTS**

R. Charles K. Konadu, Christian Council of Ghana

Pamela Greene, Sierra Leone Home Economics Association

Dr. Josephine Kasolo, Safe Motherhood Initiative, Uganda

Dr. Mungwakuzwe Canisius, ARBEF (IPPF's affiliate), Rwanda

Babacar Fall, GFEP, Senegal

Amadou Talla Gueye, ASRADEC, Senegal

Amadou Cissé, ASRADEC, Senegal

Geoffrey A.S. Mandara, WAZAZI, United Republic of Tanzania

Tunde Taylor Thomas, GFPA (IPPF's affiliate), the Gambia

Alice Rajaonah, FISA (IPPF's affiliate), Madagascar

Soud Bounina, UNFT, Tunisia

Alpha Dieng, SANFAM, Senegal

Mbissane Ngom, SANFAM, Senegal

Aminata Diallo Niang, SANFAM, Senegal

Lamine N'Diaye, UNFPA, New York

Virginia Ofoam-Amaah, UNFPA, New York

Margaret McEvoy, The Population Council, New York

Hervé Ludovic de Lys, The Population Council, Dakar

Lansina Sidibé, AMPPF (IPPF's affiliate), Mali

Anne Marie Gomis, ASPF, Senegal

Dr. Maidouka Alima, ANBEF (IPPF's affiliate), Niger

Dr. Ali Goma Abdel Wahab, Islamic University of Cairo, Egypt

Wondaychu Kasaa, FGAE (IPPF's affiliate), Ethiopia

Marie Claire Kyanuyenabi, ABUBEF (IPPF's affiliate), Burundi

Oumar Bocoum, UNFPA Country Support Team, Dakar

Fatoumata Sidikou, UNFPA, Senegal

Robert Thomson, UNFPA, Country Support Team, Dakar

Genevieve Sagna, ASBEF, Senegal

Adama Diop, ASBEF (IPPF's affiliate), Senegal

Annex B

PROGRAMME FOR NGOS FORUM ON POPULATION

<i>Sunday, 29 November</i>			
7:00 - 8:00 p.m.	Informal meeting	<i>Afternoon session</i>	
<i>Monday, 30 November</i>			
<i>Morning session</i>		2:15 - 3:15 p.m.	Discussion/recommendations
		3:15 - 4:00 p.m.	Experiences and prospects of NGOs in population IEC (Prof. Serour, Egypt; Mrs. Adama Diop, Senegal)
9:30 - 9:45 a.m.	Statement by Mr. Alpha Dieng, Director, SANFAM		
9:45 - 10:00 a.m.	Opening statement by Mr. A. Lamine N'Diaye, Director, Africa Division, UNFPA		NGOs role in STD/AIDS prevention (Ms. Niang, SANFAM)
10:00 - 10:30 a.m.	Coffee break		Male involvement in FP (Dr. Taylor-Thomas)
10:30 - 10:45 a.m.	Presentation of the programme of the Forum and election of the Bureau	4:00 - 4:15 p.m.	Break
		4:15 - 5:00 p.m.	Discussion/recommendations
10:45 - 11:15 a.m.	Experiences, challenges and prospects for NGOs advocacy role in population (especially family planning) issues (Mr. Kassa, FGAE, Ethiopia)	7:00	Cocktails
<i>Tuesday, 1 December</i>			
11:15 - 11:30 a.m.	Discussion/recommendations	<i>Morning session</i>	
11:30 - 12:00 p.m.	NGOs role in the design, implementation and monitoring of women, population and development policies and programmes (Ms. Bousnina, UNFT, Tunisia; Ms. Rajaonah, FISA, Madagascar; Mr. Amadou Talla Gueye, Senegal)	9:00 - 9:30 a.m.	Coordination of government and NGOs roles in national population programmes/projects (Mr. Hervé Ludovic de Lys, The Population Council)
		9:30 - 10:15 a.m.	Discussion/recommendations
12:00 - 12:15 p.m.	Discussion/recommendations	10:15 - 10:45 a.m.	Modalities for UNFPA assistance to NGOs (Ms. V. Ofose-Amaah, UNFPA)
12:15 - 1:15 p.m.	MCH and safe motherhood initiative (Ms. Adama Diop; Dr. Kasolo, SMB, Uganda)	10:45 a.m. - 12:00 p.m.	Discussion/recommendations
	FP/youth/adolescent counselling (Rev. C. Konadu)	12:00 - 1:00 p.m.	Lunch
		<i>Afternoon session</i>	
	Dealing with traditional practices/beliefs (Ms. P. Greene, SLHEA, Sierra Leone)	1:00 - 3:00 p.m.	Preparation of conclusions and recommendations, informal discussions
1:15 - 2:15 p.m.	Lunch	3:00 - 4:00 p.m.	Presentation and discussion of conclusions/recommendations (with priorities)
		4:00 - 4:30 p.m.	Closing statements (Mr. Lamine N'Diaye, UNFPA; Mr. Alpha Dieng, SANFAM; Ms. Marie Claire Kyanuyenabi (on behalf of participants))

II. REPORT OF THE ROUND-TABLE MEETING ON THE STRUCTURE AND DYNAMICS OF FAMILY FORMATION IN AFRICA⁵

Dakar, Senegal, 10 December 1992

1. Background

1. The Round-table, which was organized by the Union for African Population Studies (UAPS), served as a forum for considering current knowledge on the status of the African family. The secretariat of the conference suggested that the following issues be addressed in the main background document prepared for Round-table:

(a) *Family building*: Nuptiality, types of union, break up of marriages, constitution of lineage; trends and prospects;

(b) *Family residential patterns*: Trend towards the nuclear family as the influence of urbanization and schooling on residential patterns; new forms of family residential patterns; female headed households; polygamy without cohabitation of the spouses;

(c) *Family norms and ideals*: Prospects for family solidarity due to economic crisis; couple strategies; lineage strategies; influence of legislation, the media and schooling on the formation of new family ideals;

(d) *Definition of family roles*: Trends in roles assigned to women as mothers and workers in sectors of the economy; role of men; relationship between the young and the old; decision-making and income distribution within households; and couples relationships.

2. Documentation

2. Four papers (two each in French and English) were initially commissioned for this Round-table:

(a) "Family Cycles and their Socio-Economic Determinants" by Adekunbi K. Omideyi;

(b) "*Nuptialité et structures familiales en Afrique au sud du Sahara*" by Ngondo a Pitshandenge;

(c) "Structure and Dynamics of Family Formation in Africa" by Oluwole Adegboyega;

(d) "*Famille africaine d'hier et de demain quelle compréhension pour quelles interrogations ?*" by Ram Christophe Sawadogo.

3. A synthesis of all these papers was later prepared by Wariara Mbugua and entitled "The Structure and Dynamics of Family Formation in Africa: A Review and Synthesis of Current Evidence" (See volume IV of the Proceedings of the Conference, document POP/APC.3/92/Inf.16).

4. The Round-table was held on Thursday, 10 December and was chaired by Mr. Sidiki Coulibaly, former president of UAPS. He was flanked by the current UAPS President, Prof. Aderanti Adepoju, four of the five presenters (Sawadogo, Mbugua, Adegboyega and Ngondo) as well as other specialists/discussants: Mr.

Moriba Touré, Deputy Executive Secretary, CODESRIA, Dakar, Mrs. Henrietta Mensa-Bonsu, expert on law of population, Mr. Timothy Gatara, IPPF Africa Regional Office, Nairobi and Mrs. Rachel Musyoki, representative of the Network on Women and Population in Africa.

3. Opening address by UAPS President

5. The current UAPS President, Professor Aderanti Adepoju gave a stimulating address entitled "From Kilimanjaro to Dakar: UAPS' March in African Population and Development Nexus". He explained that UAPS is an association of demographers and population scientists, programme implementors and policy makers in population issues.

6. He noted that within a period of only four years (1988-1992), UAPS has achieved much in areas of research and training. In November 1988, the Union held a Colloquium on Family Planning in Africa in Dakar at which national family planning associations participated. In 1990, it organized the Conference on Migration in African Development: Issues and Policies for the 90s in Nairobi. A year later, it held the Conference on Population, Women and Family in Ouagadougou, Burkina Faso. In September 1992, it organized the Conference on Population and Environment in Africa in Gaborone, Botswana. The proceedings of these conferences have since been published.

7. Apart from these conferences, the President stressed that UAPS has conducted several seminars and workshops for different cadres of Africans working in various spheres of life. These include computer usage training workshops; research methodology workshops including the writing of fundable proposals; and population journalism workshop which have enhanced African journalists' capacities and abilities to present correct facts about African population in the context of development.

8. UAPS has also established several research networks on various aspects of population and development: a network on migration in Western Africa; on maternal morbidity and mortality in Central and Western Africa; and during the course of the conference, a network on women in population and sustainable development in Africa.

9. UAPS also identifies and deploys for free African experts to backstop population activities in African countries. Therefore, African Governments should never feel constrained to draw the Union's attention to their needs in population-based or population-related activities which African and Africanist experts handle easily and quickly in a continent riddled with lack of high-flying human resources.

10. He further stressed the Union's belief that the democratization of decision-making processes at the family level could have desirable impact on the three pillars of population dynamics, namely fertility, mortality

and migration. For instance, in fertility, by ensuring that women have greater control over their reproductive life; on migration, partly because it is a household rather than an individual decision-making process, especially of the survival strategy type; and on mortality, by freezing norms and practices relating to nutrition, birth intervals and post-natal health care (safe motherhood).

11. In conclusion, the President welcomed the opportunity offered by APC.3 to review the Kilimanjaro Programme of Action and to evolve the Dakar proclamation to guide African Governments and NGOs towards the World Population Conference in Cairo in 1994. In 1971, when the first African Population Conference was convened in Accra, Africa was peripherally concerned about population in development issues in a broader perspective. The situation, however, changed drastically as the 44 African countries that convened in Arusha in 1984 unanimously recognized the cardinal role of population in the development process. Hence, the focus now should be on how population programmes could be made more effective to counteract the undesirable demographic trends and processes in an era of increasing resource constraints.

4. *Presentation of background document*

12. The synthesis paper by Mrs. Mbugua summarized the presentations by the other three authors. Her presentation, based on the format proposed by the conference secretariat, is summarized below:

(a) *Family building*

13. Mrs. Mbugua argues that high fertility in Africa, a critical concern for development, is sustained largely by the existence of family building processes which favour early, fast and prolonged child-bearing. The existence of different systems of family formation is usually a function of socio-cultural practices and economic circumstances.

14. Marriage is the cornerstone of the process of family building in Africa, with all men and women, entering into a union at one time or another. By age 50, almost all Africans have been married at least once: a permanent state of celibacy and deliberate childless singlehood is foreign to the African culture, being regarded as peculiar or abnormal for men and highly undesirable for normal healthy women. Consequently, African cultures have developed elaborate systems where even the physically handicapped are ensured of entry into a union.

15. In spite of early marriage regional variations are extremely wide. For example, only 7 per cent of girls aged 15-19 are married in Botswana while the rate is 75 per cent in Mali. In general, males uniformly marry later than females. Age at marriage varies between 26, 27, and 29 years in West, North and Southern African countries respectively. The major covariates of the timing of marriage are religion, education of women and women's non-agricultural work patterns.

16. A variety of unions exist; other new forms appear to be emerging, polygamy and monogamy being the main ones. The prevalence of polygamous unions is more pronounced in West Africa than elsewhere, with variations by religions and ethnicity. The proportion of women in polygamous unions varies from 60 per cent in West Africa to less than 5 per cent in Southern African countries and virtually none in some of the island nations.

The number of co-wives in a polygamous union tend to increase with the age of the husband, his social and economic status, the leviratic culture and adherence to non-Christian religions.

17. Within the African family, polygamy serves several functions for both men and women: a source of power and prestige, a demonstration of social wealth and a reservoir of family labour for men; social, domestic and economic assistance from both their co-wives and the children.

18. Marital dissolution is a common feature of the process of family formation in Africa. By age 50, about half of the women are no more in their first union, two-thirds because of separation or divorce and one third because they are widowed. Remarriage is less frequent in North than in the rest of Africa.

19. Mate selection (either endogamous or exogamous) in the process of family formation in Africa is ritualistic and is still largely a lineage affair. Indications are that both endogamy and exogamy are crumbling fast, in the face of education, urbanization and migration. Whether mate selection is largely an individual or a lineage responsibility, men in Africa marry wives considerably younger than themselves and of lower social and economic status. Thus married women derive their social status from their husbands.

20. The concept and history of bridewealth in family formation in Africa is of long standing. Depending on the type of bridewealth demanded (actual or symbolic) bride-wealth justifies maintenance of culture signifies the beginning of family formation; demonstrates bravery; economic and social standing of the suitor; creates customary bonds and friendship between the two families; and gives the man's family some rights over the women's sexuality and fertility and discourages union dissolution.

(b) *Residential patterns of families*

21. In recent years, the residential patterns of African families have changed in response to: diminishing land-holdings in rural areas where most families reside; education and migration have also resulted in a shift from a high prevalence of patrilocal to neolocal. Newly married couples are often forced to settle wherever employment and economic activities and opportunities dictate.

22. From a residential perspective urbanization and schooling can locally scatter members of the family in Africa. Urban centres attract working age members of the families particularly males, but increasingly females also, from their rural homes in search of employment. Schooling separates children from their parents for prolonged periods of time as children are often sent to better-off relatives to study, or where the available post-primary schools are located far enough as to deter daily commuting.

23. Migration exerts strong pressures on residential patterns of African families. Migrants are predominantly male and are concentrated at the peak ages of family formation. The increasing regional disparities within countries in Africa have intensified both rural-urban and rural-rural migration.

24. Increasingly migrants maintain two homes: in both source and destination areas. Migration has therefore led to the emergence of a residential pattern of dual households for several African families and at considerable cost: weakening of the conjugal bond as a result of the prolonged spousal separation, lack of effective control over children, often leading to delinquency; and possibly decreased fertility of the wife at source because of prolonged spousal separation. The migrant's wife may however achieve greater autonomy and becomes more adept at decision making.

25. Migration, polygamy without cohabitation and higher male mortality are responsible for the increasing proportion of female-headed households more common in West, East and South Africa than in North Africa, reaching between 30 and 35 per cent in Ghana and Kenya respectively.

26. Both the traditional extended family of large compounds aggregating a segment of the lineage and the typical nuclear family where the conjugal bond is central are rare. Domestic arrangements are evolving in the direction of enlarged nuclear family, with a nucleus around which other more distant relatives gather. The lineage still exerts a lot of influence on the family. Thus, strictly nuclear families which put their own interests in the forefront and neglect broader extended family goals are neither valued nor encouraged in African societies.

(c) *Family norms and ideals*

27. As a social institution, the family procreates, socializes and educates the children. It still functions primarily as an economic organ, both as a unit of production and of consumption. It largely provides the factors of production: labour, land and capital. The predominance of subsistence economies in rural areas makes labour the crucial factor which the family traditionally recruits primarily from within itself, hence the household economy is intricately integrated into the family structure.

28. Child fostering, a common practice in the African family, also contributes to the preponderance of the extended family. Many families give out and receive children for varying lengths of time. The relatively better-off are recipients of poor relatives and even non-kin sent to attend school, seek employment, help in the house. The infertile and sub-fertile women look for children to foster as a substitute for their own, as separation of mother and child is culturally sanctioned.

29. Family norms and ideals are changing through legislation (on marriage, inheritance and accessibility of family planning services) schooling and the media.

30. Irrespective of under which type of law marriages are contracted additional unions, visiting unions, polygamous unions without cohabitation, levirate unions, formalized polygamous unions often emerge, resulting from migration, subfertility, cultural imperatives as in the case of levirate, demonstration of social and economic status and prestige.

31. Inheritance laws designed to protect wives, daughters and children of second and higher order unions from being disinherited have often been frustrated by perversive influence of the lineage.

32. Laws and legal provisions on accessibility to family planning supplies and services in Africa are often contradictory, cumbersome and outmoded. Many of them avail themselves of contraceptive services on the basis of marital status rather than on the basis of exposure to sexual activity.

33. Schooling and the media have influenced family norms and ideals in Africa. Schooling is associated with lower fertility among women as a function of postponing first birth, longer birth intervals and adoption of a small family norm and to promote use of family planning and to educate the populace. Both schooling and the media hold the potential for inculcating desirable changes in norms and ideals for the family in Africa.

(d) *Definition of family roles*

34. Within the African family, the greatest changes in the definition of roles is occurring among women. Women's traditional roles as mothers and wives are being re-defined in relation to education, economic stress, migration and individual aspirations. Studies by Oppong in West African particularly in Ghana have given rise to the identification of seven roles for women within the African family context: the parental, the occupational, the conjugal, the domestic, the kin, the community and the individual role.

35. Women's roles as wives and mothers are unique; however, male migration in search of employment as well as economic transformations have forced women to assume an increasing burden for the daily survival of their children either by producing food or through petty trade and crafts. The more educated have engaged in full-time employment to supplement family welfare. For those women who are household heads, occupational role is more important than most other roles, with the possible exception of the maternal and the individual roles.

36. As a survival strategy, women are often combining aspects of their community with their domestic roles. Role conflict is therefore a common condition.

37. Conjugal relationships within the African family show little evidence of becoming closer with the exception of urban, educated, monogamous relationships: typically husbands and wives have separate activities, interests and resources.

38. The effect of new role definitions in the family is felt among the young, particularly the adolescents. The concept of "substitutability" whereby sororal polygamy, levirate, and child fostering among others, means that husbands, wives, fathers, mothers, sons and daughters can be relatively easily substituted by other siblings, creates greater solidarity between siblings.

39. Premarital adolescent pregnancies and child-bearing in societies which had universally strong prescriptions against premarital childbearing is on the increase. In several countries in East and Southern Africa, pre-marital child-bearing among women aged under 20 constitutes at least 20 per cent of total fertility. The prevalence of abortions among teenage mothers is alarming. The problem of juvenile delinquency manifested by street children who engage in petty crime is also visible in most cities and urban areas in Africa.

40. With respect to policy measures, Mrs. Mbugua summarized these as follows:

(a) *Gender concerns*: The evident multiplicity of roles for women under stressful circumstances calls for interventions to provide them with the relevant skills, knowledge, technology, opportunities for self-realization and support services;

(b) *Family planning*: The low levels of contraceptive prevalence coupled with the demand for large families implies a doubling of efforts in making family planning services available and accessible. In particular, a focus on men as key players in procreation and decision making about child-bearing and adoption of family planning itself is necessary;

(c) *Socialization*: The gaps in the socialization process of young people are becoming increasingly evident. The role of other institutions, besides the family, such as schools, in providing family life education to stem both unwanted fertility among adolescents and juvenile delinquency should be reinforced;

(d) *HIV/AIDS*: The scourge of AIDS has a potentially devastating effect on the African family in terms of disrupting the family building process; generating widows, widowers and orphans; and straining the health systems. Both educational campaigns and innovative programmatic responses to the effects of AIDS should be intensified;

(e) *Research and data collection*: Concepts which can help to discern the complexities of the structure and dynamics of the African family should be developed;

(f) *Legal support systems*: These have the potential for improving the lot of women and children especially. However, legal educational campaigns are necessary to inform all parties of their rights and obligations. Contradictions within the different legal systems should be eliminated;

(g) *Rural/urban development*: The inequalities existing between the rural and urban and between rural areas in Africa, giving rise to massive migration, require bold measures to redistribute the infrastructural amenities in order to curb migration;

(h) *Refugees and displaced persons*: The number of refugees and displaced persons due to a variety of reasons is growing steadily. The impact on the family is severe and the effects long-lasting. Both in their temporary settlements as well as after re-settlement or repatriation, former refugees and displaced persons require well-designed programmes to enable them to be fully integrated in society;

(i) *Structural adjustment programmes*: The impact of structural adjustment programmes which have led to rising illiteracy as families have withdrawn children from school; increased mortality and reduced employment opportunities for Africa's youth need to be ameliorated.

5. Discussion by participants

41. In the discussions that followed, it became apparent that the African family is now, more than ever before, confronting a multiplicity of challenges relating to:

(a) Survival of family traditional solidarity;

(b) Increasing female headed households without the power and resources to perform obligations entrusted to them;

(c) Increasing teenage pregnancy;

(d) Incapacity of the traditional family structure to nurture and socialize the child to adulthood;

(e) Disruption of family set-up as a result of the AIDS pandemics;

(f) Increasing youth delinquency;

(g) Locational disruption of family members driven by survival strategy; and

(h) Disruption of intergenerational flow of resources from migration.

42. Participants stressed in particular that:

(a) Marriage in Africa is both universal and early hence the future of Africa's family is influenced by the girl-child syndrome. These are vulnerable, disadvantaged in education and are unable to raise the status of their children;

(b) It was argued that the African family has survived largely because women have sustained it. The wife is responsible both for her own family (parents) and those of her husbands, as well as her immediate family;

(c) The African family is in a state of flux amidst the prevailing political, social and economic disruptions in the region;

(d) The separation and break-up of the family due to conflicts or stress has also been accompanied by breakdown of behavioural models in the society. Conflicts in several parts of the region have displaced thousands internally or rendered other refugees across national frontiers. In all cases, women, old and children are the principal victims. Their care rests largely on women;

(e) The increasing incidence of single motherhood is problematic for the sustainability of the family: socialization process is adversely affected as the future generation is not being appropriately educated in societal customs, values and norms;

(f) Polygamy is becoming increasingly widespread and is no longer a phenomenon of rural areas. This is now evident among middle-class educated urban elites; as educated women increasingly find it difficult to secure viable husbands, even when the women are violently opposed to such practices early in their career. Yet in the statute books, only the first wife is entitled to government benefits accruing to the husband. The death of a husband signals a double tragedy for the widow and orphaned children as they have no title to inheritance;

(g) The issue of teenage pregnancy was a most disturbing development. This apparently reflects in part the weakening of the traditional family structure which frowns on premarital sex and pregnancy;

(h) Urban families use housegirls brought from villages who are not adequately integrated. After being haphazardly exposed to urban values, these exploited young girls are then sent back to the village. Unable to fit into both environments most end up in anti-social activities;

(i) As a result of the contemporary changes, the power balance in society has changed drastically thereby affecting the role of the family in the socialization process. Yet no new institutions are in place to support the African family;

(j) The need for security in old age was a principal cause of high fertility in Africa. In recent years, however, remittances from migrants to their parents have dwindled and weakened the support for the families left behind;

(k) As a result of the effects of the structural adjustment programmes, parents find it increasingly hard to foster children. Young couples in villages migrate leaving children with their grandparents, yet as the traditional remittances have virtually ceased to flow, children are raised in situations of poverty. In all cases, grandparents have had to raise grandchildren primarily. The generation gap also raises problems of discipline;

(l) It was stressed that in recent years, there is visibly a reversal of the modest gains in infant, childhood and maternal mortality consequent on the implementation of SAPs, especially removal of subsidies on health and

basic foodstuffs, all of which have adversely affected the nutritional status and welfare of family members some of whom have also been retrenched as a result of similar policies in the employment sector. Participants were concerned about what impact such trend could have on the implementation - and success - of family planning programmes in the region;

(n) It was agreed that merely legislating on aspects of the family would not work. What is needed is a package of economic and social programmes that would enable people to enhance their welfare and promote justice within the family;

(o) It was indicated that there are no policies for the family compared to population policy, yet it is the cell for both reproduction and production.

43. Other issues raised included:

(a) The challenge of AIDS for family solidarity and survival in the 1990s in Africa;

(b) The effects of drought and famine which have threatened the capacity of African families to feed themselves and increased unwholesome reliance on donors; and

(c) The adverse effects of media and advertisements depicting new forms of family values alien to Africa and which are easily imbibed by young children.

III. REPORT OF THE ROUND-TABLE ON POPULATION AND DEVELOPMENT IN AFRICA

PARIS, SEPTEMBER 1991/DAKAR, DECEMBER 1992⁶

FROM DISCUSSIONS TO ACTION: DAKAR, 13 DECEMBER 1992

FINAL COMMUNIQUE

1. On the initiative of the Senegalese Government and with the agreement of the French Ministry of Cooperation and Development, a Round-table on Population and Development was held in Dakar on 13 December 1992. It brought together decision makers, experts and representatives of aid donors and private agencies.
2. This Round-table was a follow-up to the third African Conference on Population and Development, organized in Dakar from 7 to 12 December 1992 by the United Nations Economic Commission for Africa (ECA), the Organization of African Unity (OAU) and the United Nations Population Fund (UNFPA).
3. It falls within the logical sequence of the conferences at Arusha (1984), Amsterdam (1981) and at Paris (September 1991: Development and rapid population growth - a glance at Africa's future).
4. The Round-table aims at offering a forum to scientists and decision makers for discussion and dialogue.
5. The Round-table assessed the methods used in tackling population issues since the Arusha Conference in 1984, whose Kilimanjaro Programme of Action (KPA) was a pioneering example for the continent at the time.
6. It pointed out that the Dakar/Ngor Declaration, which was adopted by the third African Conference on Population is more ambitious than KPA because it has targeted objectives.
7. The discussions concerning population policies are not limited only to family planning. This trend, already evident at Arusha, was more marked at Dakar. Migrations, displaced people, urbanization, the family and the pivotal role played by women in the family have been the subject of much debate.
8. Special attention has been paid to the relationship between population and the environment.
9. Much success has been achieved especially in the area of institutional structuring of services responsible for population policies. Henceforward, the considerable training undertaken will provide African countries with national, regional and continental expertise.
10. The Round-table agreed that it was necessary to continue research and training efforts in the institutions of the continent in order to get reliable, indisputable data as the essential basis for policy definition.
11. Certain obstacles remain, however. The economic recession has impeded the availability of the financial means required by population programmes.
12. External and domestic conflicts have caused notable deterioration in the social situation of many countries.
13. Recently, AIDS has become a great menace in some of the most active and productive classes of the population and threatens eventually to disorganize societies completely. Moreover, its spread disturbs the messages about fertility control.
14. The family was confirmed as the fundamental cornerstone of stability in Africa. It offers a privileged framework for education, training and promotion of the youth, especially young girls. It is a basis of solidarity, a means of alleviating the consequences of the economic crisis and a form of old-age security.
15. However, it is necessary to point out the impact of broken families and single-parent families, which are often headed by females, on the migration phenomenon, the economic crisis and the spread of AIDS.
16. The Round-table acknowledged the role of women in production, over and above their reproductive function, as well as their role in management of the environment. This role was underlined for women in rural areas.
17. Efforts required for education, information and access to modern means of production and financing were also stressed.
18. In order to consolidate recorded experience, a framework for action was proposed:
 - (a) Socio-economic constraints, especially structural adjustment policies, should be taken into account within a multidisciplinary approach;
 - (b) Rule by laws which respect plurality and which allow citizens freedom of expression and action should be established; and
 - (c) Respect for cultural identity as this can be harnessed in the service of development.
19. The programmes should include the idea of sustainability and they should be drawn up within a democratic and participatory framework.
20. Their implementation should take place within the context of finalized long-term programmes with precise quantified objectives.
21. The involvement of various partners should be arranged by contract.

22. The necessary funding will be mobilized for development programmes, by the use of new financing tools for population programmes, similar to the debt-nature, debt-environment trade-off model or debt-conversion funds.

23. The participation of various actors such as government administrations, local governments, NGOs, civic organizations and the private sector, should be secured.

24. Resources should be able to come from domestic resources as well as from bilateral and multilateral aid donors.

25. Action frameworks which can serve as reference points for medium-term programme development by country as well as by various bilateral and multilateral modes, should deal with population policies. This is the case with the World Conference on Population and Development at Cairo in 1994, with the World Coalition

Conference for Africa at Tokyo in 1993 and with the Conferences on Women in Development to take place at Dakar in 1994 and at Beijing in 1995.

26. A risk of viewing the search for population consensus and the development of participatory population programmes from a short-term point of view was noted. To overcome this obstacle, the Round-table agreed to the need for permanent monitoring and assessment and to the quantification of objectives such as the Dakar/Ngor Declaration offers as a good example.

27. In awareness of this risk, the Round-table expressed confidence in the democratization process which it views as eventually becoming a factor of stability and scope. Such democratization should allow a new division of the respective roles of the State, local governments and civic organizations as well as better utilization of external assistance in a spirit of active solidarity.

PART THREE
OPENING ADDRESSES

**STATEMENT BY MR. A.M. DIRAR, DIRECTOR OF THE
ECONOMIC DEVELOPMENT AND COOPERATION
DEPARTMENT OF THE ORGANIZATION OF AFRICAN
UNITY AT THE MEETING OF EXPERTS PREPARATORY
TO THE THIRD AFRICAN POPULATION CONFERENCE**

DAKAR, SENEGAL, 7 DECEMBER 1992

It gives me great pleasure to address this important Meeting of Experts on the occasion of the third African Population Conference. Permit me, Mr. Chairman, at the outset to convey to you greetings and best wishes for your meeting from Mr. Salim Ahmed Salim, Secretary-General of the Organization of African Unity. I wish, also, on behalf of OAU and my delegation to express our profound thanks and gratitude to the people and Government of Senegal for hosting this Conference and for sparing no effort in ensuring its success. Indeed, Senegal's traditional hospitality extended to us since our arrival augurs well for the success of the Conference. I would like to extend thanks to our colleagues in ECA for the excellent preparations and documentation they have provided us. Permit me also to express our gratitude to the United Nations and UNFPA and, in particular, the Secretary-General of the International Conference on Population and Development, 1994, for the excellent preparatory work they are carrying out for that important Conference.

We are gathered here today essentially to prepare Africa's position for the International Conference on Population and Development to be held in Cairo in 1994. You will recall we last met in our second Conference in Arusha, United Republic of Tanzania in January 1984. In that meeting, we assessed and evaluated the implementation of the recommendations of our first Conference held in Accra, Ghana in 1971. At the end of our deliberations we adopted a new strategy which we christened the Kilimanjaro Plan of Action. That Plan of Action was also our contribution to the International Conference on Population which was held in Mexico in 1984. Today, we are gathered again to review and evaluate our past performance with respect to the commitments we entered into in Arusha and to formulate our policies, strategies and programmes for African population and sustainable development in the 1990s and beyond.

You will agree with me that the task and the responsibility is both monumental and historical.

Because of the long pause between our Conferences, African population policies were open to many external influences and pressures. We therefore have to make a conscious effort to come up with policies and strategies which will respond to Africa's real needs, concerns and aspirations as perceived and understood by us.

Our meeting is taking place at a time when both Africa and the world are undergoing a process of rapid change and development. Both population issues and development issues are facing serious problems and constraints.

On the development front, our continent is facing serious difficulties both internal and external. Internally, our production capacity in both agriculture and industry is either declining or not growing fast enough. Structural adjustment programmes (SAPs) are dismantling produc-

tion structures and social services and replacement structures are facing serious human, organizational and material resources, shortages and constraints leading to very long delays. The result is high unemployment, lack of new investment as a result of lack of clarity of policies and uncertainties and a gross distortion of income distribution. The internal income distribution gap between the rich and poor in our continent is growing at a very high rate.

Social services such as education and health have become more and more inaccessible to the majority of the African population. Inflation in African countries is also another serious problem contributing to the serious decline in domestic saving and investment.

On the external front, debt repayment has constituted the single most important constraint on Africa's development. Africa repatriates more than one third of its total export earnings every year to pay for the interest on debt. Ironically, in spite of this huge sacrifice, Africa's debt keeps growing every year not as a result of new borrowing but rather as a result of the capitalization of interest due which our countries cannot pay. Our debt now stands close to US\$300 billion. Obviously, this situation cannot be sustained if we are to have any hope for any development.

The debt situation was further compounded by the decline or rather the collapse of the prices of commodities in the international market. The prices of our major export commodities such as coffee, cocoa, copper etc., have reached rock bottom. It is estimated that in 1986-1990 alone, Africa lost close to \$20 billion as a result of the collapse in commodity prices.

The situation is further worsened by the decline in Africa's share of the market, particularly in its traditional market in Europe.

External assistance estimates vary. At best, official development assistance (ODA) in real terms has remained the same in the last three years. This situation did not improve in spite of the fact that the international community adopted UN-PAAERD to mobilize resources to support Africa's development efforts. These are but a few salient features of the economic development issues.

On the population side, Africa's population has more than doubled since independence. Pressure on the existing social services facilities has reached unsustainable levels. At the time of independence, social services were catering for very few people, for example, African colleges and universities were admitting a maximum of 100 students. Today, their annual intake is in the thousands. The built-up pressure and legitimate expectations of the African people and their thirst for education was responded to by African Governments through expansion of education facilities. Today, with almost half the African population aged less than 19 years, the pressure on the African economies has reached unsustainable levels. Unemployment has reached levels exceeding 40 per cent in some countries. Urbanization is growing at a rate beyond the resources of African countries, resulting in African cities turning into a small core surrounded by an ever-expanding ring of slums.

Other social services and facilities are undergoing the same problems. Urban transportation, education, sanitation, water supply and health, etc., are stretched to the limit. SAPs have made access to these services beyond the reach of many families.

African Governments have been too preoccupied with the management of the economic crisis facing their countries and have paid little attention to the relationship of population and development issues.

In the meantime, some issues have come to the forefront, for example, the concept of environmentally sustainable development. The single most important environmental problem in Africa is the repeated drought and the fast-growing desertification leading to loss of cropland in the Sahel region.

Our Conference is called upon to provide a strategy to address all these interrelated issues. To start with, we have to address the issue of data on African population. Our studies in OAU have revealed a large disparity of African countries' population estimates used by different international organizations. Suffice it to mention only two countries with large populations, Nigeria and Ethiopia. No serious development or population policy can be formulated in the absence of reliable and up-to-date population data. We have to draw up programmes to address this matter, including the strengthening of our statistical and demographical institutions.

Secondly, the issue of the elevation of population issues to take its priority place in national policy formulation have to be addressed.

Thirdly, we have to seriously address the issue of women in designing and implementing population policies.

Fourthly, a strategy for information, education and communication (IEC) on African population issues suitable for Africa has to be designed.

I firmly believe that African people can grasp the seriousness of population issues if governments take the courage of putting the facts before the people. The fact that we can no longer sustain our current rate of population growth can be grasped by all Africans if appropriate IEC strategies are drawn up in each country and if the necessary political will exists.

I further believe that politicians and economic and social policy makers at the national level should be targeted for campaigns to raise their awareness. We also have to address the issues of resource mobilization both internally and externally.

The role and responsibility of our regional organizations, particularly ECA and OAU and other subregional organizations, have to be clearly spelled out. The role and responsibility of the international community, including the United Nations, other multilateral organizations and the NGOs in supporting the African strategy and programme of action need also to be clearly spelled out.

Finally, we have to ensure the monitoring and follow-up of our strategies and programmes through appropriate intercessional mechanisms.

These are some of the many issues we have to address. My delegation stands ready to bring its contribution in the debate and pledges its full cooperation and support.

**STATEMENT ON BEHALF OF DR. NAFIG SADIK,
SECRETARY-GENERAL OF THE INTERNATIONAL
CONFERENCE ON POPULATION AND DEVELOPMENT
AND EXECUTIVE DIRECTOR OF THE UNITED NATIONS
POPULATION FUND**

BY

**JYOTI SHANKAR SINGH, EXECUTIVE COORDINATOR OF
THE ICPD AND DIRECTOR, TECHNICAL AND
EVALUATION DIVISION, UNFPA
AT THE OPENING OF THE
THIRD AFRICAN POPULATION CONFERENCE**

DAKAR, SENEGAL, 7 DECEMBER 1992

May I, on behalf of Dr. Nafis Sadik, Secretary-General of the International Conference on Population and Development and Executive Director of the United Nations Population Fund, and also on behalf of Mr. A. Lamine N'Diaye, Director of the Africa Division, UNFPA, welcome you to this regional meeting. May I also express our thanks to our generous hosts, the Government and people of Senegal, for their hospitality. In this magnificent and functional setting, we can look forward to a week of hard work and solid achievement.

This is the third African Population Conference. Like its counterpart in Arusha in 1984 its purpose is to set the regional scene for the global conference, which for the first time is to take place in Africa; it will be held in Cairo, Egypt, from 5 to 13 September 1994.

The findings of this Conference will be of vital importance for each individual country, for the region as a whole and for the success of global policies for sustained and sustainable development in the twenty-first century. Population factors are vital determinants of the success of action to promote health, education and the equal status of women, defeat poverty and promote economic growth and protect the environment on which everything else depends.

The basis for our discussion here is the Kilimanjaro Declaration adopted at Arusha in 1984. The findings of this meeting should reflect the progress made since Arusha, and look to the future. They should put population firmly in the context of sustainable development.

Despite all economic difficulties, African countries have striven to maintain progress in social development. An increasing number have either adopted population policies or announced their intention of doing so. All governments now support modern means to space births or limit family size. Several countries are now showing evidence of sustained fertility decline, and rates of growth significantly lower than the very high levels of the 1960s and 1970s.

These are welcome signs, but there is a long way to go. The African continent still has more than its share of world population growth. Sub-Saharan Africa, with some 16 per cent of the world's population, has 27 per cent of the world's annual population increase. The regional rate of growth is still about 3 per cent, compared

with a world average of 1.7 per cent. As all countries now realize, such growth rates are unsustainable in the long term. For many countries, annual additions to population are already beyond the limits of sustainability.

Population policies, by which I mean effective steps to balance population with resources for development, are an essential component of programmes to promote economic growth and defeat poverty. We now have ample evidence of this, from countries which have successfully made the transition. Every country which has made significant progress towards self-sustaining economic development in the last 20 years has done so on the basis of social investment alongside economic investment. They have paid particular attention to education, to maternal and child health care and family planning. They have ensured equal access for women to education, health care and employment outside the home.

In these countries, it is noticeable that the economic growth begun during the 1970s was maintained during the 1980s; in the countries which did not emphasize social development and population policies in the 1970s, economic growth stopped or slowed significantly during the 1980s.

Priority for the family

Experience at the national level is reflected at the level of the family. Sustained and sustainable development is based on the integrity of the family unit. Family concerns should be integrated in all development plans, programmes and policies. Specific policies are needed to safeguard the family, and to permit and encourage couples to determine their family size according to their wishes and according to the resources available.

With the experience of the last 10 years in mind, the Dakar Conference should aim to set goals for the next 10 to 20 years. Increased life expectancy, reduced infant mortality and morbidity and lower maternal mortality are accepted goals. Goals in the area of education, particularly education for women and girls, have been adopted by WHO, UNICEF and UNFPA and may be considered for adoption by this Conference.

Given the rapidly rising demand for contraception in many of our countries, it may equally be time to look at goals in the area of contraceptive prevalence. It should be emphasized that these are not rigid quotas. They should reflect reality, in particular, the aim accepted in 1989 by the International Forum on Population and Development in Amsterdam to reach the United Nations medium projection for population growth. This projection assumes substantial additional growth among African populations; but it also assumes falling fertility and further progress in spreading the use of modern, safe and effective means of family planning. For Africa, it implies a substantial increase in contraceptive prevalence in a relatively short span of time. Every month that goes by without progress in this direction makes the medium projection more difficult to achieve.

There is no question that demand for family planning is increasing all over Africa; rates of use are rising wherever services are in place. Rates of abortion, both among the young and among married women, are also rising - a certain indicator that demand for family planning is not being met.

To meet the rapid increase in demand, the first requirement is to improve the range and coverage of family planning services. But it also means concentration on the way in which services are delivered. Quality of care will be important, that is increasing the numbers of family planning health workers, emphasizing the delivery of a variety of modern, safe and effective means of contraception, and above all treating those who request family planning information or services as respected clients.

Improving the quality of care in turn requires that women themselves are respected and their roles re-examined. Recognition of the multiple and vital roles of women will encourage respect among service providers and administrators, and concentration on meeting women's needs.

Integration with development

Improving family planning services also implies integration of population with other aspects of development services at the community level, and giving population issues their due importance in development planning at the provincial or district level.

The quality of administrators and supervisors is key to the effective implementation of population programmes at this level. Their training and motivation should receive the closest attention from policy makers at the centre.

There is a particular need for better management of the logistics of service delivery; there is also a need for better training, equipment and contact between service delivery personnel and supervisors at all levels.

At all levels, better information on family planning is needed; both to stimulate the first use of family planning and to maintain continuity. There is still a great deal of misinformation, rumour and speculation associated with contraceptive methods. Every effort must be made to ensure that service providers and users are equipped with full and accurate information. It is particularly important in this regard that acceptors are advised correctly about the most appropriate means of family planning, and that a variety of methods is available.

Family planning in the age of AIDS

Effective family planning service delivery is of increasing importance in the age of AIDS. WHO estimates that 30 to 40 million people worldwide will be affected by HIV/AIDS by the end of the century, with a death toll approaching that of malaria, about 1 million a year.

Each of these deaths represents a personal tragedy; however, deaths from AIDS are unlikely to have a major impact on population growth rates in the foreseeable future. In these circumstances, family planning is a vital contribution to the well-being of all members of the family, even of those who are already infected with the HIV virus. More and better information and services, particularly the provision and universal use of condoms, will help substantially in preventing the spread of AIDS, and in maintaining the integrity of the family.

Rapid population growth is only one of the barriers to speedy development in Africa. Distribution and migration patterns are also of importance, especially the rapid growth of cities. In 1950, there were three African cities with over 1 million people; in 1985 there were more than 20. Africa's primate cities are typically growing at a rate more than twice the overall national rate of growth; they are correspondingly becoming the foci of underdevelopment, while making unsustainable demands on national resources. Policies for balanced urban development are urgently needed.

Equally needed are international agreements on migration across national boundaries. You may wish to comment on the flow of migration from Africa to the industrialized countries, and to consider what policies might be appropriate to balance the loss of so many of the region's educated, young and able people.

Africa's burden of refugees has been lightened considerably by recent moves towards peace and democratic rule in the region. Nevertheless, the refugee population remains considerable in some of the world's poorest countries. This conference may wish to consider what international policies are appropriate to help relieve this unequal burden.

The International Conference on Population and Development is the opportunity to establish population firmly at the centre of consideration of sustainable development. This vital connection was recognized, perhaps belatedly, at the Earth Summit last June, and the final document, Agenda 21, reflects many of the concerns of developing countries regarding population and sustainable development. Regarding family planning, I would not suggest that we must use the wording of Agenda 21; but rather that we continue using the traditional wording - that individuals and couples have the right to choose the size and spacing of their families and to the information and means to do so. This wording has appeared in international documents since 1968; I believe that it expresses very well the clear and continuing international consensus on the subject.

Also of central importance is the principle of national sovereignty - that countries have the sovereign right to determine their population priorities and to develop the means to implement them. On this basis, international groupings have arrived at firm agreement on population, among them the G-77 at its recent ministerial meeting, and the summit meeting of the Non-aligned Movement in September.

Regional groupings also have arrived at agreed approaches; the Asia-Pacific regional conference adopted firm goals regarding population growth and other issues of importance. In Africa, the economic summit meeting of OAU in 1991 agreed that population is a vital component of strategies for economic development.

Preparations for 1994

Besides the regional meetings called by the regional commissions, UNFPA and appropriate regional bodies, the ICPD secretariat is responsible for organizing six expert group meetings on major topics. At the invitation of a number of governments, the secretariat has also decided to hold round-table meetings to discuss specific issues. Relevant agencies and organs of the United

Nations system have designated focal points to address population issues within their areas of competence. There is also constant contact with NGOs, which will be of increasing importance in implementing population strategies.

The process of intergovernmental consultation will continue with two further meetings of the preparatory committee for the Conference. By the end of the next meeting, in May 1993, we hope to have an agreed outline of possible outcomes of the Conference. This will enable the secretariat to prepare a set of draft recommendations for consideration at the third session of the committee in early 1994.

To speed up this process and render it as complete as possible, countries are called upon to establish national committees on population, with as wide a representation as possible from the concerned communities and with due attention to gender balance. We hope that national reports will be forthcoming from governments.

The International Conference on Population and Development will chart progress and lay down agreed paths for the twenty-first century. The themes to be covered will include population growth; population migration and distribution; population policy and its integration in all sectoral policies; data collection and analysis; the integrity of the family; WID; AIDS; information, education and communication; community development and NGOs; resource commitment and mobilization.

I hope this Conference will provide the opportunity for renewed commitment to effective population policies and programmes as an integral part of the principles and practice of sustainable development in the Africa region. I wish you all success in your deliberations.

STATEMENT BY DR. NAFIS SADIQ, SECRETARY-GENERAL OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT AND EXECUTIVE DIRECTOR OF THE UNITED NATIONS POPULATION FUND, AT THE MINISTERIAL-LEVEL MEETING OF THE THIRD AFRICAN POPULATION CONFERENCE

DAKAR, SENEGAL, 11 DECEMBER 1992

For the Africa region, the last years have been some of the most difficult since records began. Yet despite all economic hardship, political upheaval and social catastrophe; despite natural disaster and human conflict, the region has succeeded in maintaining some progress towards development. After a long struggle, independence has been won in Namibia - I am delighted to see the Namibian delegation seated here for the first time. In other areas, civil conflicts have been brought to an end and peaceful government established. There has been a general trend towards more equitable and more accountable government.

Despite a hostile economic climate, the countries of the region have fought a long battle to maintain investment in social development. You have emphasized that health and education are not luxuries, but essential foundations of Africa's future; and you have worked hard to convince the international community that health and education can only flourish with strong support from the public sector.

You have greatly helped your cause by your growing commitment to population and development programmes. As you have correctly determined, successful development depends, among other things, on resolving population issues. You have identified the elements of successful population programmes. These are:

- (a) Effective and universally available health services, including reproductive health and family planning services;
- (b) Universal and equal access to education, particularly for girls and young women; and
- (c) Most important, strengthening the family as the heart of the community and of the nation.

The renewed emphasis among the countries of the region on delaying and spacing births reflects a rising demand for modern, safe and effective means of contraception among Africa's people, especially women. An increasing number of people, especially women, understand that control over fertility is the first step to true autonomy. The challenge now is to provide the means for them to exercise that control.

Quality of service

In recent years quality has emerged as a very important issue in family planning programmes. Empirical evidence shows that improvements in quality encourage acceptance and continuous contraceptive use.

Quality means that services take into account the needs and preferences of users, especially women. Women want clinics that are easily accessible. They want to be treated with respect and dignity in an environment of privacy and confidentiality. They want a wide range of safe, effective and affordable contraceptives. They want information and guidance that will allay their doubts and help them to make an informed choice. And they want a facility with a variety of services, so that as many of their needs as possible can be met in one place.

The family

African development is built on the family, whether the unit is the traditional extended family, or the nuclear family of parents and children. It is very much part of the purpose of this Conference to establish an agreed framework within which the family can thrive.

For young people, avoiding early pregnancy is part of the culture in which they grow up; spacing births is also part of African tradition. Both customs are a source of strength for the family. It is well understood that girls who start child-bearing too young put both themselves and their children at risk. It is well understood that children and mothers both need time to gain strength after pregnancy and the stress of delivery; it is equally well understood that pregnancy within two years is a threat to both mother and child, and thus a threat to the family.

Successfully confronting the AIDS pandemic will be of crucial importance to the future of the family. Women and children are increasingly exposed to the risk of HIV infection and have less opportunity to protect themselves, even if they suspect they are at risk.

Family planning programmes offer a unique opportunity for HIV/AIDS prevention activities. They can give appropriate information, counselling and services to enable women to protect themselves against this new threat to their health and well-being.

The role of women

The needs of the family and of national development demand that we re-examine the role of women. Women have too often been valued only for their role in child-bearing. Too little attention has been paid to all the multiple ways in which women contribute to society. To fulfil the promise of development in this region, it will be necessary to bring women into the mainstream of development, to ensure that they are part of the policy-making process at the highest level, to ensure that they are part of decision making at the intermediate levels, and to ensure that their contribution at the family level is both acknowledged and encouraged.

For this to happen will call for understanding and commitment on the part of men, whether as husbands, fathers, political leaders or administrators. Men must appreciate that to keep women on the sidelines is to lose half the family's energy for progress, half the community's power for change, half the nation's strength to innovate. Men must appreciate that they will gain rather than lose by inviting women to share the decisions of development, as they already share its burdens.

But men must understand that they too have a role to play in the formation and security of the family. Employment and income are central: but the role of father and husband also needs to be re-examined in the light of the new realities of Africa's development. Men must be prepared not only to take responsibility for the care and upbringing of their children - girls as well as boys - but to take a direct and personal part in the process.

There is growing evidence that men are taking an interest in birth-spacing and the limitation of family size. In today's world, land, water and fuel are no longer freely available. An unlimited number of children is therefore not an unlimited good; in order to become productive citizens, children need education, health care and other investments in their future. Today's fathers are realizing that there are sound economic reasons for smaller families. It is our responsibility to see that they are encouraged and enabled to make considered choices.

The Dakar Declaration

The document which you have before you for agreement is one of the keys to Africa's future development. It represents a giant step forward for the region. It is firmly based on the Kilimanjaro Plan of Action, the consensus reached at Arusha in 1984, but it takes a quantum leap into the future. It recognizes the primacy of the family, and puts family considerations firmly in the context of the national and international struggle for sustained and sustainable development. It recognizes that goals in the areas of fertility, population growth and contraceptive use may now be appropriate. It equally recognizes that goals are indicators of achievement, not the achievement itself.

It is vitally necessary to raise the level of contraceptive use in Africa; but as the draft Declaration makes clear, the means by which we reach that goal are of essential importance.

For successful family planning, four priorities must be observed: the importance of national sovereignty; the importance of individual choice, particularly for women; the importance of integrating family planning information and services with other policies affecting the family; and finally, the importance of ensuring that population policies are an integral part of the drive for sustainable development.

Population, social development and economic development policies are part of the same fabric. We cannot hope for success in one area without equal concern for the others.

We might add a fourth priority - the importance of international cooperation. The goals set out in the draft Declaration are ambitious. They can only be achieved if

the whole international community is willing to make the necessary commitment. In the area of population, the Declaration recommends that international assistance for population programmes should be raised to 4 per cent of all assistance. This is a modest and very reasonable aim, and is broadly accepted in principle. Our task now must be to ensure that it is met in practice.

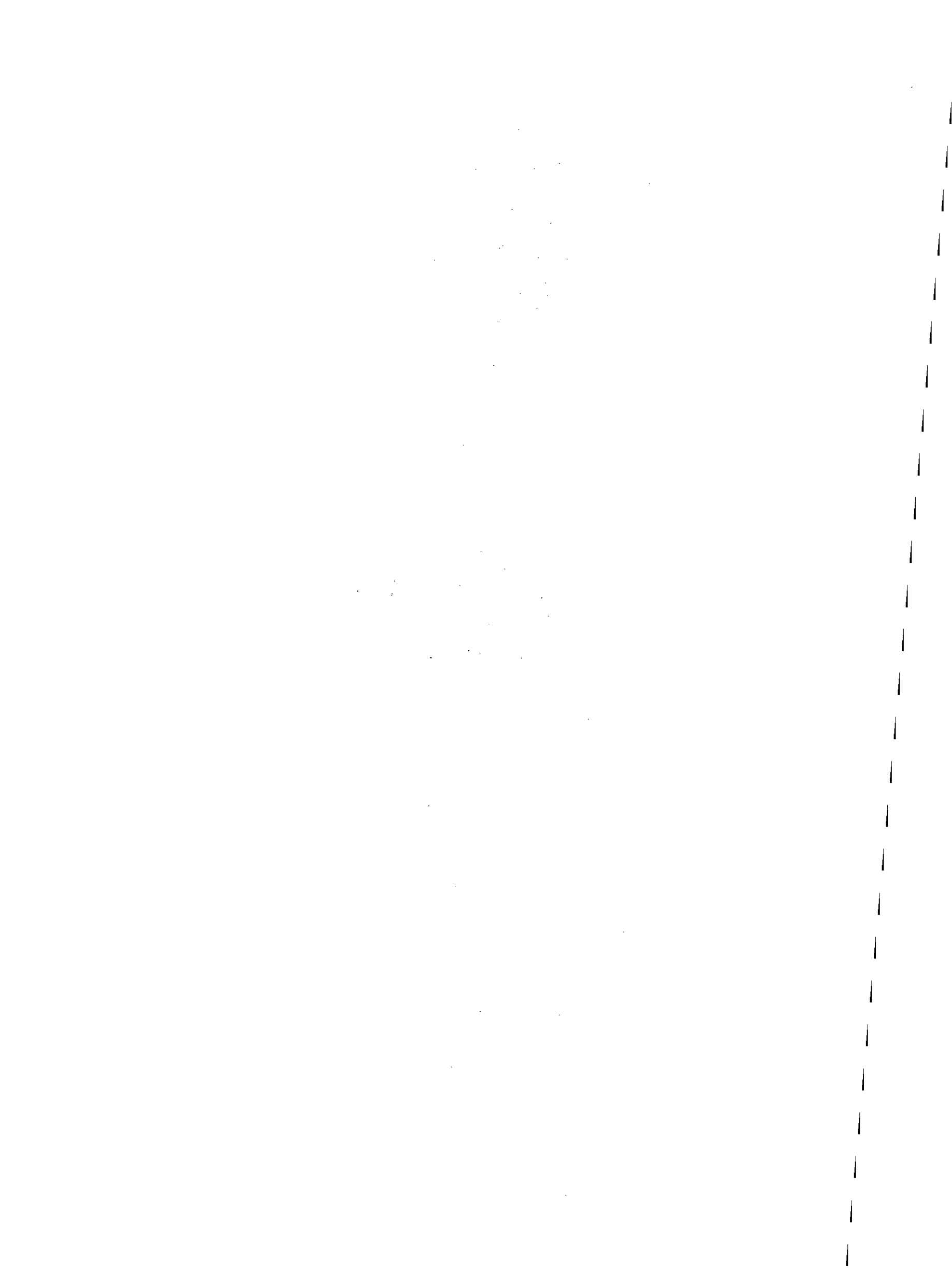
The International Conference on Population and Development

Your Conference joins the other regional conferences in calling for priority for population programmes, and for integration of population with other development concerns. Together, we will go forward to the International Conference on Population and Development in Cairo in 1994; we will, I hope, decide there on a programme of action which will take us successfully into the twenty-first century. If that can be achieved, then hopes for Africa's development, as part of an international structure of equity and justice, are bright indeed.

PART FOUR

**STATEMENTS AT THE THIRD
AFRICAN POPULATION CONFERENCE
DAKAR, SENEGAL**

7-12 DECEMBER 1992



A. MEMORANDUM FROM THE EXECUTIVE SECRETARY OF ECA TO THE THIRD AFRICAN POPULATION CONFERENCE

Introduction

Following the attainment of political independence and the end of colonial rule, African Governments were busy with the decolonization process and the transformation of the inherited colonial structures. This limited their capacity to focus more sharply on the interrelationships between population factors and development variables and to fully realize their consequences.

The adoption of the Lagos Plan of Action and Final Act of Lagos (1980), together with the consensus on the Kilimanjaro Programme of Action (KPA) (1984), provided Africa with remarkable instruments and frameworks for formulating relevant population policies geared towards socio-economic development and improvement in the quality of life. This period was characterized by severe and unprecedented economic hardship, mounting external indebtedness and absolute increase in the number of people living in poverty. Governments were therefore compelled to resort to short-term survival strategies. Nonetheless, there has been significant progress in the formulation of population policies among member States.

It is a general feeling among all concerned that the KPA which aimed at accelerating self-reliant social and economic development for the well-being of African peoples remains a valid framework for the development of the region in terms of its emphasis on integrating population factors in development planning. The thrust of the third African Population Conference is to draw attention to the gaps in the implementation of the KPA and to underline the responsibility of member States and their development partners in fulfilling them within the framework of the Conference theme *Population, family and sustainable development*. If Africa is to survive and avoid facing a more difficult, if not tragic, situation in the future, no time should be lost in speeding up the implementation of the KPA recommendations. Failing that, Africa will inevitably have to pay a higher price.

Gaps in implementing the KPA

In the light of the severe retrogression in the social sectors (e.g., education, health, employment) on which the family welfare directly depends, the trauma in African families, occasioned by inability of parents to meet basic needs of children, is evidenced in rising incidence of juvenile delinquency, drug abuse, alcoholism as well as crimes against private and public property, etc.

Despite the increased number of explicit population policies formulated since 1984, fertility is still high in most countries, with its consequences on increasing numbers of people to feed and cater for many years before they eventually become producers. There are problems as well, with effecting desired declines in mortality levels, particularly among infants, children and mothers, and rural-urban in-migration rates that compound the problems of cities and deprive rural areas of their labour force; ensuring effective roles of women in development; implementing effective programmes affecting children and youths to prepare them for productive

and responsible adulthood; providing adequate data and information for the development of population policies; ensuring increased role of non-governmental organizations, communities and the civic society, in general, in the design, adoption and implementation of population policies; and implementing effective population information education and communication programmes.

APC.3 will review the nature, scope and coverage of the KPA recommendations to reflect the evolving socio-economic realities prevailing in the region. Although issues such as the AIDS syndrome, the refugee, the urban-rural return migration phenomenon and environmental degradation were already present in 1984, they have, since, gained increased eminence as their impact on peoples' daily lives becomes more overbearing. Rapid population growth rates and consequent mounting pressures on land, simultaneous with intensified industrialization have set off a region-wide environmental crisis. The raising of aspirations of peoples everywhere in the region, the pursuit of life styles that are energy consuming, the rapidity and severity of the spread of land degradation and deforestation, have all combined to make the achievement of sustainable development virtually an impossible task.

As a consequence of the persistence of inter-country and internal conflicts within the region coupled with natural disasters, about half of the world's population of refugees and displaced persons are Africans. This phenomenon, combined with the impact of structural adjustment programmes which have forced African Governments to reduce the size of public sector employment and decrease, if not remove, subsidies to the social sector. This has had serious social and political implications. The resulting massive emigration of Africans into the developed world has been greeted with a resurgence of racism and anti-immigrant policies in a world that is plagued by recession and the need to redefine its priorities after the demise of the cold war. Ironically, these refugees and migrants meet, very often, with the same violation of human rights both at home and abroad.

The lack of an instrument for depicting the relationship between specific population growth rates and their direct impact on the various socio-economic sectors may explain, albeit in part, African Governments' reluctance to set demographic targets and provide needed resources in their development plans. This undoubtedly has affected the rate of implementation of the KPA recommendations.

Review of new orientations

Given the identified gaps in implementing the KPA recommendations, APC.3 will review and consider appropriate measures for accelerating their implementation. In this regard, it may wish to invite African Governments to develop long-term perspective plans, conserve the environment and slow population growth, in an integrated strategy. To induce a decline in fertility levels, it may stress the importance of ensuring a stable political environment and strong political will; establishing demographic targets; and implementing policies and measures to improve the status of women, simultaneous with educating and involving both, women and men, in family planning programmes.

Additionally, the Conference may wish to remind African countries of the long-standing need to establish and maintain integrated MCH and family planning programmes; to ensure close collaboration between private and public sector; to establish strong institutional bases for integrating population factors in development plans; and to decentralize health care delivery systems for urban and rural areas. It may also advocate the necessity for governments to provide adequate resources for population policy implementation and establish strong managerial capabilities in national family planning programme administration. Since WHO's strategy of HEALTH FOR ALL BY THE YEAR 2000 has been adopted by all the governments, the Conference may wish to propose that governments should establish monitoring and evaluation mechanisms for the implementation of associated programmes and the attainment of the goals.

Regarding urbanization and migration, the Conference may wish to propose that governments give greater emphasis to sub-national development planning to ensure a more equitable distribution of income, investment and employment opportunities in different parts of the country; undertake significant reforms in the population development machinery; and pay greater attention, care and support to the organizational framework that enables the various institutions and agencies involved in the development of the disadvantaged sections to operate normally. At the regional and subregional levels, the Conference may wish to recommend policies aimed at facilitating population movements and possible redistribution of population through emigration and immigration laws as well as to promote intercountry, subregional and regional trade.

The Conference will consider the importance of organizing leadership training programmes to prepare women to take up political responsibilities in higher positions. It may also emphasize the need for national policy on women in development (WID) and the development of data banks on WID by national statistical offices. A comprehensive strategy of policies, plans and programmes to integrate youths in the development process may also be recommended.

Finally, the Conference may wish to give directives with regard to the strengthening and coordination of training and research in population and development in African universities and research institutes as well as effective dissemination of their findings. It may also wish to recommend the establishment of national focal points for collating and disseminating population and development information and the promotion of popular participation in population-related issues through NGOs and private institutions in the context of an enabling environment fostered by the government.

Although Africa must do a lot to help itself, it must also be helped by the international community through appropriately coordinated technical cooperation. APC.3 may therefore wish to use the foregoing new orientations in evolving a declaration to accelerate the implementation of the KPA and to serve as the African position at the International Conference on Population and Development scheduled to be held in Cairo, Egypt in 1994.

B. STATEMENTS BY AFRICAN GOVERNMENTS

B.1 ETHIOPIA

POPULATION ISSUES IN ETHIOPIA

Ethiopia, with a population of 55 million, is standing today as the second largest populated country in sub-Saharan Africa. It is growing at a rate of increase of over 3 per cent per annum, threatening to become 100 million by the year 2010. The level of fertility rate of 7.5 children per woman is also one of the highest in the African region and in the world. About 50 per cent of the total population is aged 15 years or less. This large percentage indicates that, as this large population of young people will move into the reproductive age groups in the future, the prospects for continued population growth will remain unchanged.

It also means that about half of Ethiopia's population remains outside of what is generally regarded as the working age population, and is dependent on the other half for its subsistence. International experience shows that the burden of dependency in a country lowers per capita income, per capita food production and most other similar indicators. Accordingly, high dependency ratios exert considerable pressures upon an economy, and particularly on its social and welfare systems, including health and education services.

Fortunately, the Transitional Government of Ethiopia, being fully cognizant of these concerns, has announced its strong intention to formulate and implement a population policy to balance population and economic growth.

To help translate this welcome policy decision into an effective, multisectoral national population programme, one of the most important requirements, among others, is the necessity to put in place an integrated system of institutions for the formulation, implementation, monitoring and evaluation of the population programme. Not only is there a need to build on and further strengthen the existing institutions but also to establish certain new institutional arrangements.

In this regard, the Transitional Government of Ethiopia has taken the necessary steps which creates an ideal environment for the formulation and implementation of population policy and programmes; these are:

(a) The adoption of the new economic policy for the transitional period aiming at introducing fundamental structural changes in the economy designed to significantly reduce the public sector dominance in critical sectors of the economy and creating conditions by which market forces, by and large, determine supply and demand and promote private sector participation in the production and distribution of goods and services;

(b) The decentralization of the decision-making process to the regions and their zonal subdivisions in regard to the development and utilization of natural resources in ways that will benefit the peoples of the regions as well as the citizens of the country as a whole. This is based upon the principle of grass-roots participation as an engine of development processes. This also allows policy makers at all levels of government a large measure of latitude in development-related decision

making on the basis of the principle of comparative advantage thus increasing more effective exchange relationships among the various parts of the country on the basis of reciprocity.

Besides, a national population policy drafting committee has already been set up and is now in its final stage. Soon the draft document will be presented for discussion and subsequent approval by higher government bodies. The adoption of an effective and realistic population policy and the designing of an effective implementation mechanism in the context of an integrated development framework represents the Government's commitment to support and facilitate the attainment of broad developmental and nation-building goals.

The new population policy will aim at pursuing the following objectives:

- (a) Reducing the current total fertility rate of 7.5 children per woman to approximately 4.0 by the year 2015;
- (b) Reducing the high incidence of maternal, infant and child morbidity and mortality rates;
- (c) Raising the roles and status of women;
- (d) Ensuring balanced population settlement patterns with a view to conserving the environment and raising productivity;
- (e) Expediting economic and social development processes through integrated rural development activities, by modifying existing settlement patterns through appropriate migration policies and integrating heretofore under-served regions with the economic and social mainstream.

Concerning institutional arrangements for the implementation of population policy this mainly involves two things namely, the establishment of a National Population Council (NPC) to be chaired by the Prime Minister and a National Population Office to serve as the secretariat for the NPC as well as ensuring the implementation of programmes to be developed under the auspices of the NPC.

Population activities in this country will be undertaken under the general framework defined by this policy and the technical and programmatic guidelines to be developed by the NPC in consultation with regional and zonal bodies. Implementation of programmes takes place at the grass-roots level and therefore a close relationship between the NPC and other bodies with related functions at the regional, zonal and wereda levels is vital.

B.2 KENYA

STATEMENT BY MR. Z.J. KAMENCU, PERMANENT SECRETARY, MINISTRY OF HOME AFFAIRS AND NATIONAL IDENTITY

The Kenyan delegation feels honoured to attend this Ministerial Conference. We appreciate the warm hospitality we have received from our Senegalese hosts, and appreciate the efforts of the Conference organizers.

The concern of the Government of Kenya over the relationship between resources and rapid population growth is reflected in a series of concrete multi-sectoral policies and activities, which started with the official adoption of family planning as far back as 1967. Over the years, government efforts to match available resources to population size for the attainment of an optimum standard of living and quality of life for the country's men, women and children have been expanded to include the active participation and partnership of key players.

The Kenya Government's broad policy on population growth is both firm and transparent. It is firm because the Government recognizes the limitation of national resources which must be equitably shared by all. It is transparent because the Government leaves the ultimate decisions on family size to rest with individual families. Therefore the Government strives to enable families to make informed choices about their reproductive goals through the provision of the necessary information and services.

In spite of the adverse economic circumstances that Kenya has experienced over the past few years, circumstances that are shared by many African countries represented here today, impressive achievements have been realized towards goals set to bring our rate of population growth in line with our national resources. This has been possible because of the unceasing efforts and commitments of our development partners, foremost among them being donor governments and agencies, non-governmental organizations and the people of Kenya in general.

Cognizant of the fact that data collection is a fundamental prerequisite to good population planning, Kenya to date has conducted four population censuses, in 1962, 1969, 1979 and 1989. In addition, special surveys have also been conducted to augment the planning process by providing greater detail about the characteristics of the population. Thus, Kenya has benefitted from participating in the World Fertility Survey of 1977/78, the Contraceptive Prevalence Survey of 1984 and the Demographic and Health Survey of 1989, and is now in the process of preparing for another Demographic and Health Survey which will be carried out in early 1993.

The data provided and the trends observed from all these data collection efforts indicate that while the in-built population growth momentum will continue to add substantial numbers to our population, major in-roads have been made in convincing a significant proportion of our people of the benefits of practicing family planning. The contraceptive prevalence rate has increased from 7 per cent in 1978 to 17 per cent in 1984 and further to 27 per cent in 1989 among currently married women aged 15 to 49 years. The increasing adoption of family planning coupled with postponement of first births as women stay in school longer as well as other factors is reflected in the reduction of the rate of population growth from 3.8 per cent per annum in 1979 to 3.4 per cent per annum in 1989. No longer does Kenya enjoy the rather dubious achievement of having one of the highest population growth rates in the world. Likewise, the total fertility rate has declined from 7.7 children per woman in 1984 to 6.7 children per woman in 1989. Reductions in infant mortality have also been achieved; infant mortality has declined from 84 deaths per 1000 infants in 1984 to 74 deaths per 1000 infants in 1989.

While Kenya is understandably proud to have made such achievements, certain lessons have been learned. Foremost among them is the importance of setting realistic demographic targets. This is particularly crucial especially now during the process of structural adjustment programmes which, we have noted with great concern, are reversing some of our demographic achievements, such as those pertaining to infant and child mortality, which we had realized with such hard work.

To enable us to address the population issue more concretely and more systematically, the Kenya Government has taken steps to consolidate Kenya's population policy by creating the necessary institutional framework. In 1982 a National Council for Population and Development was established. The Council is charged with the coordination of all population activities in the country as well as providing policy guidance on all issues pertaining to population. The Council has representatives at the district level where decisions on development are made with major inputs from the communities at the grassroots. The Council is also charged with articulating population policies and promoting a multi-sectoral approach to population and development in response to the real needs of the people.

The above achievements notwithstanding, the Kenya Government recognizes that the road so far travelled is short compared to the one yet to be travelled. In this respect, the Government acknowledges that there is still a lot to be done.

Mortality

The levels of infant and child mortality as well as maternal mortality are still unacceptably high in many parts of the country. We recognize the huge loss of potential human resources that this represents and have committed resources to reverse these trends through immunization, nutrition improvement programmes, food production and so forth.

Gender inequities

The Government recognizes that women constitute one of the fundamental pillars of sustainable development. The law provides for equal opportunities for both men and women in Kenya. The inequalities which may exist are historical and are being addressed. As a testimony to this, the number of girls in educational institutions is fast catching up with that of boys. The proportion of women in employment is also increasing in response to educational opportunities. Organizations to help women participate in commerce are increasing. We know that facilitating participation of women in all sectors of the economy will result in the country's overall economic development and consequent improved welfare of the family. We are supporting these measures.

Adolescent fertility

The problem of unwanted pregnancies among an increasing proportion of our adolescents is of great concern to us, especially in light of the fact that our traditional societies had strong prescriptions against premarital child-bearing. In response to this problem, the Government is actively introducing family life education in primary schools. Similar efforts are being made to

reach the out-of-school youth in all sectors of our economy including those in the informal sector.

Contribution of non-governmental organizations to the population effort

The Kenya Government is lucky in having an NGO sector which is active and fully committed to the promotion of family planning in the country. It is noteworthy that while the Government's contribution to family planning is 70 per cent, the NGO sector contributes a significant 30 per cent. This effective working partnership will continue to be encouraged and enhanced.

AIDS

This is an area of great concern to the Government since we recognize the potentially devastating effect that the AIDS epidemic is likely to have on our people. Besides creating tremendous stress on our already overstretched health services, the AIDS epidemic, if unchecked, will bring havoc to the Kenyan family as it gets disrupted by multiple deaths of its members. Further, the AIDS epidemic will claim high potential human resources. Through education and provision of relevant health services such as the promotion of condom use and the detection and treatment of sexually transmitted diseases, the Government of Kenya is committed to meeting the challenges posed by AIDS.

Environment

The environment is another area that the Government considers to be closely linked with population and sustainable development. Strategies to improve environmental management which include reforestation, water harvesting and so forth coupled with the provision of necessary skills to the communities are being put into high gear. Kenya's commitment to addressing environmental issues is in keeping with the spirit of the United Nations Conference on Environment and Development which took place in Rio de Janeiro in June this year.

Refugees

The refugee situation is another area which the Government of Kenya view with great concern. Currently, Kenya is host to about three quarters of a million refugees which now makes up 3 per cent of our total population. Given that these refugees were not planned for, the repercussions are obvious. Services are strained and resources are diverted at a time when the economy is already distressed. It is our appeal to this forum that the refugee problem be tackled with greater speed so as to minimize the negative consequences on the refugees themselves as well as on the host countries.

Finally, the Government of Kenya recognizes the unfailing support of donors and other agencies who have been important supporters of our efforts to bring our rate of population growth in line with our available resources. We urge them to maintain this interest and commitment and to continue working closely with us as we develop policy and programme responses that address the real needs of our people.

In conclusion, Kenya is currently involved in a stock-taking exercise on its experiences in the area of population. These important findings will form an important chapter in the next development plan (1994-1998), a chapter that will also define new objectives and set targets to be achieved. In this regard, Kenya definitely looks forward to continued collaboration with the donor Governments and donor agencies who have been our partners in these development efforts. We support the efforts of this Conference in mapping out a common African position for the 1994 International Conference on Population and Development to be held in Cairo.

B.3 LESOTHO

STATEMENT BY THE HONOURABLE MINISTER OF FINANCE AND PLANNING

On behalf of the Lesotho Government, the Lesotho nation and on my own behalf, I have the pleasure to thank the people and the Government of Senegal for hosting this third African Population Conference in this very beautiful city of Dakar and for the hospitality extended to us since our arrival. My heartfelt thanks also go to UNFPA for financing the cost of our participation in this meeting. I also wish to take this opportunity to commend ECA, OAU, ADB and the Union for African Population Studies whose collaborative efforts with UNFPA have contributed to making this event a reality.

We are here today to share views on population problems experienced in our countries, to review progress made in population activities in the region since the adoption of the Kilimanjaro Programme of Action for African population and self-reliant development and to make the preparatory arrangements for the International Conference on Population scheduled for Cairo in September 1994.

Let me briefly outline the demographic problems facing my own country, Lesotho. Lesotho is a small mountainous enclave within the borders of the Republic of South Africa covering an area of 30,350 km². Only 9 per cent of this total area is arable and yet Lesotho's mainstay of livelihood is agriculture. The *de jure* total population of Lesotho returned by the 1986 census was 1.58 million; today the population is estimated at 1.93 million. During the last six years, population has been growing at the rate of 2.6 per cent per annum. During the period 1966-1976, the rate of growth of population was 2.3 per cent per annum. Population density on arable land is now estimated at 705/km² as against 478/km² in 1986. Such a fast deterioration in man-land ratio resulting from a high rate of population growth is considered a national concern.

The 1976 and the 1986 censuses provide a clear scenario of trend in population growth and size. The 1976 census population of 1.2 million increased by 3 per cent a year to yield the 1986 census population of 1.6 million, which in turn increased by 2.9 per cent a year during the last seven years to reach the current level of 1.93 million. The current population growth rate of 2.9 per cent is higher than the 1966-1976 intercensal growth rate of 2.3 per cent.

Such a rapid increase in human numbers is alarming indeed and will neutralize whatever little gains Lesotho will accrue through its development efforts. One

of the striking features of Lesotho's population is young population of below 15 years which in 1991 represented 41.1 per cent of the total population. Women of child-bearing age (15-49 years old) is 44 per cent of all women. Both these indicators suggest that there is tremendous growth potential built in the age structure of the population.

The examination of the underlying factors of this high rate of population growth indicates that it is rooted in high fertility and falling mortality. Migratory implication on Lesotho's population growth, as one recent study reveals, is negligible. Due to this demographic trend, Lesotho is developing a broad age-structure in the lower age-groups.

Total fertility rate in Lesotho is presently estimated at 5.2 which means, on average, a Mosotho women still experiences 5-6 live births during her entire reproductive period. Completed fertility, i.e., live births among women of 45-49 years, is 5.0. These data are based on 1986 census and other small-scale surveys. In the absence of any large-scale scientific investigation like fertility surveys and contraception prevalence survey, it is difficult to present the actual situation on fertility behavior and their determinants. The number of children ever born to an ever married woman is about 3.4, with 3.1 surviving. The low contraceptive prevalence rate which is now estimated at 18 per cent may perhaps account for this slow pace of fertility decline in Lesotho.

Regarding mortality, the crude death rate (CDR) is presently estimated at 12 per 1000, infant mortality rate per 1000 live births is 85 and that of the child mortality rate is 34 per 1000, while maternal death rate is estimated to be somewhere between 6 and 7 per 1000 live births. The expectation of life at birth is currently estimated to be 54 and 56.7 for males and females respectively. With the increase in immunization coverage, infant mortality rate is expected to decline further. The improved primary health care programmes are also having an impact on total mortality. In fact, during the last three decades, the mortality rate came down very sharply but now it has come to a stage where more serious efforts need to be made to ensure further decline.

With respect to population distribution and migration, the results of the last two censuses show that urban population growth rate is too rapid. In 1986, urban population represented 18 per cent of the total population as against 7.8 per cent in 1976. The total of urban population is estimated to be around 20 per cent. Rate of growth in urban areas is presently estimated to be 5.5 per cent with the exception of Maseru, the capital where rate of growth is higher. It is estimated that 10,000-11,000 people are added to the urban population annually. Such a situation will necessitate the provision of about 2,500-3,000 new houses annually, and Maseru alone will require 20,470 additional housing units by the year 2000.

Lesotho has 10 districts; three of them, namely Maseru, Leribe and Mafeteng account for 50 per cent of the total population. Maseru alone has one-fifth of the total population. Like in all developing countries, the population of the capital city, Maseru, is six to seven times larger than that of the other district towns. Such uneven spacial distribution of population is a demographic development that requires special attention of the Government.

The search for employment and better educational opportunities are among the major reasons for the high rural-urban migration. Internal migration, i.e., migration from one district to another is quite common. One recent study shows that Maseru, Leribe and Mafeteng are the gaining districts. One of the striking features of the Lesotho's population is that 40 per cent of the able-bodied men work in the Republic of South Africa as migrant workers. This phenomenon was recently studied and it was found that migrant workers return home at the weekend or at the end of the month to visit family and do not go to South Africa to settle permanently nor does Lesotho receive outside population to settle with the result that migratory implication on Lesotho's population is very trivial.

Demographic prospects

Having outlined the demographic situation in my country, I now wish to briefly highlight the prospects for the future. If the current rate of population growth continues unchecked, the population of Lesotho will double within 27 years and there will be several adverse consequences on the socio-economic well-being of Basotho like unemployment, wide-spread poverty, inadequate social services, strain on infrastructure facilities, inadequate housing facilities, etc., and this would, in turn, slow down the rate of economic progress.

Population projections for the period 1991-2021 discern three different scenarios, i.e., slow, medium and rapid decline in fertility. Scenario 1 assumes that every woman of child-bearing age will be replaced by a daughter after the year 2011; scenario 2 assumes that happening during 2011, whereas scenario 3 anticipates that by the year 2006. The three scenarios thus project respective populations of 3.23 million, 3.02 million and 2.95 million by the year 2021 from the present level of 1.93 million.

In view of the problems highlighted above, Lesotho has since the adoption of the Kilimanjaro Programme of Action in 1984 taken measures to address these issues. Following the recommendations of the UNFPA needs assessment mission which was fielded in Lesotho in the mid-1980s, Lesotho established a Population Planning Unit in the Ministry of Planning in 1987. In 1990, a population policy workshop was held to sensitize policy makers on the importance of the population policy and the need to integrate population variables in the overall development process. The outcome of that high-level workshop culminated in the establishment of a population task force mandated to finalize a policy document initiated by the workshop. Subsequently, an inter-ministerial technical committee on population was established with the mandate to give technical inputs into the work of the task force. I am delighted to report that today Lesotho boasts of a population plan which is an integral part of the fifth National Development Plan. Arrangements are already under way to create the necessary institutional mechanisms for implementing the policy and monitoring of all population activities.

At this juncture, I can only mention that Lesotho's fifth Development Plan (1991/92-1995/96) aims at reducing the current rate of population growth from 2.6 to 2.3 per cent by the end of the Plan period, by providing family planning services aimed at 32-35 per cent of the

women of child-bearing age as against 18 per cent at present.

I have already occupied the floor for a long time, but I cannot afford to complete my statement without making reference to the importance of women in the development of our region. In particular, I wish to reflect on the situation in Lesotho. Women in Lesotho are the pillars of the livelihood of the nation. In the absence of most men who are working in South Africa, women hold the fort in almost all developmental activities. It is however sad to report that the legal system in Lesotho places a woman in a position of a minor who depends on her husband who is considered by law as a major partner who alone has the right to take legal obligations on behalf of the family on all matters including the woman's right to have children, to acquire credit or land or to contract in any manner whatsoever.

Although in Lesotho women occupy most of the middle-level positions, particularly in the civil service, they rarely ever make it to the top despite the fact that most of them are more educated than their male counterparts.

In recognition of the facts mentioned above, the Government is now determined to spare no effort in an endeavor to improve the legal status of women and to do away with all forms of discrimination against women. Currently, women in the public sector enjoy 60 days' paid maternity leave and the act operating retrospectively with effect from 1984, grants women permanent and pensionable status in the civil service. The fifth Plan aims at adopting a national policy on women that will guarantee their full involvement in the development process.

In accordance with the directive of the Secretary-General of the 1994 Conference on Population and Development, I am happy to report that Lesotho has already established a multi-sectoral national committee responsible for coordinating the preparation of the national report on population. I can assure you that it will have more meat than the statement I am making today.

It is my sincere hope that the deliberations of this Conference will yield the most fruitful results.

B.4 MALAWI

Let me first of all associate the Malawi delegation with the expressions of profound gratitude which have been made by almost all the delegations which have taken the floor to the President. We thank all people of Senegal for their warm hospitality and excellent arrangements made for the Conference.

Regarding the Kilimanjaro Plan of Action, the Government of Malawi has implemented several recommendations. Although Malawi does not yet have a population policy, population issues have been addressed through a number of sectoral programmes and projects. These projects are being implemented mainly but not exclusively by the Ministries of Health, Women and Children Affairs and Community Services, Information and Tourism, Agriculture and Education and Culture. Programmes implemented relate to population education including information, education and communication

(IEC), family life and parent education, child spacing, service delivery, just to mention a few.

Despite the indicated efforts at implementing the Kilimanjaro Programme of Action, the Malawi Government, like other countries, has experienced a number of constraints such as:

- (a) Limited financial resources to implement the programmes and projects;
- (b) Effects of structural adjustment programmes which have tended to reduce resource allocation in real terms to the social sectors (education, health, employment) on which the family welfare directly depends;
- (c) Debt burden;
- (d) Infrastructure, equipment, and trained personnel;
- (e) Increasing numbers of refugees (over 1 million).

Recognizing these and others related constraints including high population growth rate of 3.2 per cent (for Malawi population), high fertility rate and effects of rapid population growth on socio-economic development, the Government is in the process of drawing up a population and human resources development policy. The policy's central feature is to ensure that the future growth of the country's population is kept within manageable and sustainable bounds, while maintaining the absolute right of each individual and couples to freely decide for themselves the number of children they may have.

This population policy's indicative targets include:

- (a) Achieving lower population growth rate;
- (b) Lowering fertility, morbidity and mortality rates;
- (c) Improving the socio-economic status of women;
- (d) Significantly increasing opportunities for girls education and women's employment;
- (e) Enhancing family planning and fertility regulation programmes that are responsive to the needs of the population;
- (f) Facilitating for each individual and every couple free access to voluntary contraceptive methods, information on the benefits of smaller family sizes and counselling services; and
- (g) Reinforcing rural and urban development in order to improve rural conditions of living and minimize unplanned urbanization.

The Malawi Government is of the opinion that implementation of this population policy calls for setting of appropriate priorities, strategies and programme measures which are compatible with the country's social and economic development objectives. I must mention that the various priority programmes and strategies as set in

the draft population policy of Malawi will require supportive and complementary inputs from all various sectors of the economy, public and private including support from the donor community.

Finally, I would like to conclude by thanking the experts and the secretariat for a job well done. The report of the experts meeting is comprehensive, and I wish to assure the meeting that the Government of Malawi will use the report and declaration before us in further refining Malawi's current population programmes and projects as well as the draft policy as we all prepare for the 1994 World Conference in Cairo, Egypt.

I would also like to thank all donor agencies - both bilateral and multilateral - for the assistance both financial and technical they have given and will continue to give to Malawi.

B.5 MAURITIUS

Overall policy

I wish to thank you for this opportunity to make a statement on my country's population, maternal and child health policy. Population policy has been integrated within the national development planning exercise since the beginning of the post-independence plan in 1970 and targets have been set for population growth rate and fertility measurement. In addition, in the context of national development, emphasis was placed on employment creation as opposed to simple economic growth in the early 1970s when unemployment was at levels of 2 per cent of the labour force.

Since the mid-1980s, when unemployment has been reduced to less than 5 per cent, the national policy is to fully integrate sound development in economic planning. In this respect, there has been a gradual shift in emphasis in the population policy of Mauritius in the past decade. Having successfully completed the demographic transition, the focus of population policy is moving away from meeting specific population targets to attainment of overall human development.

Thus, while the immediate objective is to continue to provide the means to slow population growth in a cost-effective way, other issues such as aging, the role of women in the labour market and in the family and the improvement of infant and child health will also be addressed in the context of human-centred and sustained development. The popularization of the use of condoms as a means to curb the spread of immuno-deficiency virus - HIV/AIDS - will also be considered within the overall objective of the population programme.

Achievements

Some examples of the achievements are:

- (a) Population growth rate has been brought down to 3.12 per cent in the decade 1952-1962 to less than 1 per cent between 1983-1990;
- (b) Gross reproduction rate fell from 1.6 per cent in 1972 to 1.11 per cent in 1991.

Targets for population policy

The population policy for the period 1992-2000 will be to:

- (a) Maintain gross reproduction rate at about 1.12;
- (b) Reduce adolescent fertility from 44.5 in 1990 to 36.5 in 2000;
- (c) Reduce perinatal and infant mortality rates from 29.4 and 19.9 in 1990 to at least 20 and 12 per 1000 respectively;
- (d) Raise the health status of mothers and children and ensure the adoption of a healthy life style by all.

Maternal and child health facilities are well-dispersed and available to all. It is estimated that there is a health service point for each 500 persons. Several measures are under way to improve health facilities.

The Mauritius Institution of Health and the Regional Training Centre are important institutions for the training of local health staff. It has acted as an important centre for the rest of Africa through the financial assistance of UNFPA. We solicit more assistance for the Centre.

Women in development

The role of women in the labour market has continued to improve. Women account for more than two thirds of the export processing zone which has become the lead sector of the economy. About 38 per cent of women in the working age group are employed. Measures are being taken to keep women combine effectively their dual role in the labour market and at home.

NGOs and the community

Mauritius has socially active NGOs which have been vital to the success in the area of population and family planning. The Government provides financial and other support to these organizations.

As stated by UNFPA, the population challenge is fundamental to solving many other problems. It is generally recognized that the voice of women and the community itself is a determining factor. Without it, few developing countries would overcome the present obstacles and achieve sustainable economic growth.

B.6 NAMIBIA

**"THE CHALLENGE OF POPULATION AND DEVELOPMENT IN NAMIBIA",
BY THE HONOURABLE DR. KAIRE MBUENDE,
DEPUTY MINISTER OF AGRICULTURE, WATER
AND RURAL DEVELOPMENT**

Namibia is a vast country with a total surface area of 824,269 km², but its population is relatively small, a mere 1,401,711 people according to the provisional results of the 1991 Population and Housing Census. Economic, socio-political and natural factors are central

to internal population migration in the country. As in many other countries, there is a tendency in Namibia towards migration from rural districts to major urban centres that offer more employment opportunities, more advanced educational and health services and recreation facilities. This trend is likely to continue unless both the Government and the business sector intervene to narrow the gap between the flourishing urban centres and the remote rural areas. Only careful planning and stimulation of rural areas' socio-economic development will be able to reverse the current trend.

There are two historical factors that have shaped Namibian rural areas in a decisive way. We cannot address the problem of development therein, seriously, without reference to these two factors. The first factor is that of dispossession or the land question. The second factor is that of labour.

Rural areas in the central and southern parts of our country are historical products of the process of dispossession. Africans were moved to the reserves in order to facilitate the transfer of the best land to the settlers. As a result of dispossession, the average Namibian village in the central and southern parts of the country is not in the best ecological zone. Furthermore, it is overpopulated, over-stocked and over-grazed.

Another function of "native reserves" was to provide cheap labour for the mines, settlers' farms and other industries. As such, viable farming was directly or indirectly discouraged. The communal areas were deprived of all forms of State assistance ranging from credit facilities to technical and management assistance. The need for cheap labour distorted and undermined agricultural development in the communal areas. Labour migration became an important aspect of the economy of the Namibian village. The rural economy was hit severely by the transition from shortage to over-supply of labour and the widespread high rate of unemployment that characterized Namibian society since the late 1970s.

The fact that labour migration was an important component of the rural economy created a paradoxical situation in the areas that were the major source of labour supply, viz., Owambo. There is today a high rate of unemployment partially because of the fact that the possibility of labour migration does not exist any more. As male labour was, for years, geared to labour migration and not to agricultural production, the surplus labour is not necessarily available to agricultural production in the rural areas. Hence, we find a situation where there is abundance of labour on the one hand and a shortage of labour on the other, within the same area.

Both the public and the private sectors have failed to stimulate economic development in the remote rural areas during more than 100 years of colonial rule in Namibia. This has led to the present situation where no big or modern undertakings could be found in the rural localities. The only wage employment opportunities are in the public service particularly in the field of education, health and welfare services. In addition, a few posts are occasionally offered by the Regional Administration Offices and the Departments of Transport, Works, Communications and Water Affairs.

With a population growth rate of 3 per cent, the population will triple within the next 30 years. Since the

general economic growth rate in the country is very low (approximately 2 per cent), it can be expected that the vast majority of these people will have to be absorbed in agriculture. This will put additional and increasing pressure on our natural accumulation of people such as central parts of Owambo and areas adjacent to the northern rivers. This will result in a further reduction of the capacity of the land with a concomitant decrease in household and national food security situation.

Prior to independence, population issues were not formally incorporated into national or regional development strategies in so far as these existed. The Government has thus had to introduce population matters into development planning. A draft national transitional development plan, although not yet formally approved by the Cabinet, is intended to provide a framework for inter-sectoral planning and will provide a basis on which to promote greater awareness of the interrelation of population and development. Work has also commenced on the preparation of a national physical development plan and on development strategies for several rural regions. At the same time, sectoral plans have been prepared by various key ministries, including those responsible for health, education and housing, all of which focus on population issues to a greater or lesser extent.

The independent Government of Namibia identified agriculture as one area of priority. As such, Namibian rural areas are not going to be in the background any more by simply providing shelter to the dispossessed and labour for the mines and commercial farms. Their place in the Namibian economy is going to change. They are going to be productive areas supplying food not only to their inhabitants but to the nation as a whole as well as for export.

It is a well-known fact that successful agricultural development depends on the availability of supportive services. There should also be an infrastructure which is conducive to sustainable development. Hence, it is impossible to think of sustained agricultural production and development without a firm base of rural development. Conversely, rural development is a pre-condition for sustainable agricultural development.

The Namibian Government is new and did not have the chance to be represented at World Population Conferences. So far it has, however, taken a step in the right direction by undertaking a Population and Housing Census immediately after independence. The importance of having a census cannot be over-emphasized as it is known that it is important for all aspects of planning.

Three fundamental characteristics of policies linked to demographic issues have emerged as substantial challenges for concerned governments trying to achieve or maintain control on population trends. They fit into the World Population Plan of Action adopted in Bucharest and include:

(a) A concern for the integration of demographic action within the framework of a larger development policy;

(b) Action in favour of family planning (including birth control) within health services;

(c) Demographic policies not restricted to population growth but deliberately including action aimed at correcting the inefficient geographical distribution of the population inside national frontiers.

Although all the recommendations made at different population conferences are useful, the most relevant ones to the Namibian situation seem to be the following:

(a) Population distribution patterns should not be a choice between metropolitan and rural life; efforts should then be made to establish and strengthen networks of small- and medium-size cities to relieve the pressure on the large towns, while still offering an alternative to rural living;

(h) Intensive economic and social programmes should be carried out in the rural areas through balanced agricultural development which will provide increased income to the rural population, permit an effective expansion of social services and include measures to protect the environment and conserve and increase agricultural production.

In rural areas and peri-urban areas, new employment opportunities, including industries and public works programmes, should be created, systems of land tenure should be improved and social services and amenities provided. It is not sufficient to consider how to bring the people to existing economic and social activities, but it is also important to bring those activities to the people.

Furthermore, "Recommendations for the Implementation of the World Population Plan of Action", among others, correctly urges governments to base policies aimed at influencing population distribution on a comprehensive evaluation of costs and benefits to individuals, families, different socio-economic groups, communities, regions, and the country as a whole. Population distribution goals should be pursued to the extent that they help to achieve broader societal goals such as raising per capita income, increasing efficiency, making the distribution of income more equitable, protecting the environment and improving the quality of life.

B.7 NIGERIA

I must convey the apologies of my Minister, the Honourable Minister of Health, who should be on his way by now and I hope that he will be able to join us before the end of the Conference.

The Nigerian delegation pays homage to all concerned in organizing this Conference as well as the host country, Senegal.

With a population of 88.5 million, by the 1991 provisional census figures, Nigeria is still the most populous country in Africa.

Since Arusha, a national population policy has been adopted in 1988 and launched by the President in March 1989. This denotes a measure of political commitment.

Goals, objectives and targets are set and even though the targets had been considered optimistic, nevertheless, it is necessary to set targets for evaluation purposes.

Implementation started even before the policy was adopted but this was largely in the area of family planning services which was scattered and uncoordinated.

However, since launching the policy, implementation has been multisectoral, integrated and coordinated.

Perhaps I should mention some of the constraints encountered in the implementation of the population policy: the Nigerian population, apart from being large, is multi-ethnic, multicultural, and multireligious and has the problems that go with these. Illiteracy is still widespread but an attempt is being made to reach the rural people in their local languages. Constraints of money, material and manpower exist.

In the area of manpower, subprofessionals and auxiliaries are being trained to manage the PHC programme into which MCH/FP and many other population programmes are being integrated.

Materials cut across infrastructures, clinics, equipment and commodities, which so far, have not been in short supply, as we still have a large proportion of the population to cover and supplies have been made through donor agencies, mainly USAID and UNFPA money; funding has been inadequate up to this time, even though increasing allocation had continued to be made since adopting the policy. This has been considerably increased in the 1993 budget and, with the World Bank/IDA credit facility also operational from early 1993, Nigeria should go on full swing with the planned implementation of its population policy.

Finally, Nigeria has started preparation for and is looking forward to participation in the 1994 Cairo Conference.

B.8 SIERRA LEONE

REMARKS BY THE SECRETARY OF STATE, DEPARTMENT OF FINANCE, DEVELOPMENT AND ECONOMIC PLANNING

I present to you warmest felicitations from His Excellency Capt. Valentine E. M. Strasser, Chairman, National Provisional Ruling Council and the people of Sierra Leone on the occasion of the third African Population Conference. It is my distinguished honour to be here to participate in this Conference.

The position of Sierra Leone on population matters had been spelt out in the first National Development Plan 1974/75-1978/79. This has been reinforced by the National Provisional Ruling Council which recognizes population as an integral part of development. This is in line with the NPRC's desire to create a participatory socio-economic and political climate after two decades of mismanagement by the defunct All Peoples Congress Government to improve the welfare of the people.

The recommendations in the World Plan of Action of the 1974 Bucharest Conference as amended in Mexico in 1984 and, in particular, the Kilimanjaro Plan of Action at the second African Population Conference are the guiding principles for our intervention. Sierra Leone has implemented some of these recommendations and we are happy to mention that most significant of these is the

formulation of the national population policy in 1988 and its adoption by Cabinet in 1989. Since the April 29 revolution, the NPRC has placed high on its agenda the integration of population variables into all facets of development in Sierra Leone. We recognize that the population policy document is far-reaching in its scope and is consistent with the overall objectives of socio-economic development planning in the country. The document has established a strong framework on which many population programmes will be pursued and now forms the framework for the new UNFPA country programme scheduled to start in 1993.

Population activities in Sierra Leone commenced in the 1960s. Initial funding by UNFPA began in the early 1970s and the first country programme was approved in 1985. The priorities of the programme included basic population data collection, population education, development planning and research and maternal and child health family planning services.

The Government of Sierra Leone has recently endorsed a comprehensive second country programme for 1993-1997 which has been submitted to UNFPA for funding. I am reliably informed that the programme will effectively commence in January 1993. The programme extensively utilized the Population Master Plan of Action for the implementation of the policy. The areas of intervention include maternal and child health/family planning, information, education and communication, population and human resources and development planning and research, women in development and data collection and analyses. As part of the full-fledged country programme, a national family planning programme was launched in 1991 to address the health of women and children.

The Government is fully aware of all the emerging issues globally and is not insensitive to change. More than ever, Government has to pay attention to maintaining a balance between population and sustainable development. Environmental protection is a major concern for our country. A national policy on the environment has been adopted by the Government. The plan of action which will emanate from the policy will focus on the guidelines of Agenda 21 of the Rio de Janeiro Conference. We have also developed a medium-term plan on the prevention and control of AIDS in Sierra Leone and this programme will interphase closely with UNFPA's intervention in MCH/family planning and IEC.

The 1990s are years of reckoning, especially as we embark on the full implementation of the Structural Adjustment Programme (SAP) and Social Action and Poverty Alleviation Programme (SAPA). We are happy to note that initial reaction on the implementation of the SAP and SAPA manifested through increased donor support indicate a move on the path to economic recovery in Sierra Leone.

There are plans to sensitize members of the National Provisional Ruling Council on human resources development at the executive, policy and implementation levels.

We note with appreciation the support of all donor agencies in the field of population, particularly UNFPA which is the leading multilateral agency for its immense support. However, at a time of greatest needs we lament that the limited resources of UNFPA may not permit it to

mobilize enough resources for the full implementation of the recommendations of the 1990 Programme Review and Strategy Development mission to Sierra Leone. As a result, UNFPA's intervention in the second country programme will be very modest. We nevertheless would continue to explore the possibility of securing funds from other sources including the bilateral sources.

At a time when we pursue nation-building, we are happy to state that Sierra Leone has renewed its pledges to UNFPA. With the creation of a sub-head for UNFPA contribution in the budget, we would like to assure this Conference that the level of contribution to the fund will not only be increased but will be made on a regular basis.

It is my hope that proceedings of this meeting will bring out concerns as well as recommendations for future action that would form a meaningful part of the International Conference on Population and Development in 1994.

B.9 UGANDA

"GENERAL DEBATE ON POPULATION" STATEMENT BY HON MATTHEW RUKIKAIRE, MINISTER OF STATE FOR FINANCE AND ECONOMIC PLANNING

We appreciate the opportunity provided in this Conference for us to reflect on our problems and to seek solutions to some of them.

First of all, it is important that we understand that the prevailing socio-economic, demographic and political setting in Africa, especially sub-Saharan Africa, is still largely traditional. Most of the population lives in rural areas, illiteracy is widespread, families are large and poverty is pervasive. The combination of rapidly growing populations and stagnating economies has made the issue of population and development in the region one of the greatest unfolding dramas of our time. Africa's population is increasing by nearly 3 per cent per year, faster than in any other region on earth while the gross domestic product (GDP) is falling throughout the region. As a result, high rates of population increase have tended to outstrip economic growth. Population growth will clearly remain a characteristic of Africa, for at least most of the century. To arrest this, massive resources will have to be injected into population programmes in Africa.

At the International Forum on Population in the Twenty-First Century, held in Amsterdam in November 1989, Dr. Nafis Sadik, UNFPA Executive Director and Under-Secretary-General, drew the attention of the donor community to the question of global resources needed to address population issues, world wide. She indicated that a substantial amount of resources would be required for the implementation of global population programmes within the World Population Plan of Action adopted in Mexico in August 1984. However, current estimates of funding show that there is a great shortfall between what is being mobilized and the actual and projected needs. The situation is worse for the developing countries, particularly for sub-Saharan Africa. Population assistance is only 1.18 per cent of total official development assistance (ODA), which comes from the more developed countries in the West and Japan. In 1990, 141 countries received international population assistance totalling \$602 million only as against, for example, a total of \$802 million for

developing countries alone. Similarly, the resources so far committed during the previous two UNFPA Governing Council meetings are totally inadequate considering the magnitude of needs and problems.

In their efforts to address population and development concerns, African Governments have taken important steps to implement population programmes. There are ongoing programmes in the region tailored to the alleviation of poverty, improvement in health and education, environmental protection and conservation and measures to uplift the condition of women.

These programmes, however, have suffered from inadequate resources to implement them. Indeed, problems of poverty and the prevailing socio-economic crisis have made it difficult for most African countries to formulate and implement population policies and programmes. We believe that our Governments in Africa, too, are not doing enough to commit increased resources to population programmes in the region. This situation needs to be seriously addressed and corrected.

Therefore, Africa, which experiences most pressing population problems and has one of the lowest per capita incomes in the world needs to be given adequate attention in allocation of resources for population assistance compared to other regions. If more resources can be made available to African policies and programmes there would be hope for the continent.

In order to meet the resource requirements for population and attain programme targets in Africa, the North must redouble its contribution to population fund. At the 1994 Cairo International Conference on Population and Development, it would be gratifying to note that the North has made substantial increase to global population programme resources and that the gap between needs and actual resources has been narrowed since 1990.

B.10 ZAMBIA

ADDRESS BY DR. KATELE KALUMBA, DEPUTY MINISTER OF HEALTH

It is a long way back now from the Kilimanjaro Programme of Action on Population and Sustainable Development. Agreeably, it is time we took stock of our continental and national commitments since 1984.

Like most of our sister countries in Africa, much has changed in many aspects of our national character, politically and economically. We have grown poorer but in response to this, our people have become politically wiser. They no longer take their government as a sacrosanct institution not to be questioned.

The events that ushered in the Third Republic have again reasserted our people's belief in self-determination. Now there is no one to blame but ourselves. Nothing is any longer inevitable. Since everything can be accomplished, everything must be deliberately chosen.

In the same events that led to the Third Republic, Zambians have chosen wealth against poverty, joy against suffering, work against laziness, courage against fear. True, our people are still suffering. But neither the disenchanted nor the dispossessed is a new phenomenon. What is new is our capacity to dream heroic dreams and

to achieve them. *A people without a vision are lost.* We must learn to dream for a better life. Of all the many dreams we now can dream the most challenging and most rewarding is that of good health and better quality of life.

Our vision is simple. First, let me say that we want to realize a society that is capable of creating an environment conducive to a positive quality of life. This will require that we develop a caring, sharing society in which there is increased personal responsibility; growing material interdependence; and reduced stress. Creating positive environment entails the development of a global consciousness. That means increased holistic/ecologically integrated thinking and feeling; development of a cultural belief in our capacity to influence our destiny; and commitment to long-term thinking. A conducive environment to a positive quality of life also means our ability to develop a conserver society in which there is a shift from energy-wasting production technologies and increased acceptance of personal and corporate responsibility for our environment.

Apart from our dream to live in a positive, life-enhancing and quality environment, we want our people to learn the art of well-being. Three questions we must find answers to more urgently now than ever before are: How can we assure less sickness? How can we release creativity in our society in the interest of well-ness living? How can our people learn to accept more personal responsibility for their own well-being?

These seemingly simple questions are at the core of many aspects of social reform that my country is witnessing today. We cannot witness less sickness in poverty-set social settings. Greater economic productivity would be hampered. Realizing conditions of less sickness means more resources like money spent on non-medical items and that means fewer pharmaceuticals consumed by our people. It is difficult to release creativity in our society, without our people first experiencing greater spiritual awareness, access to scientific technology and a better quality of working life.

Lastly, we have learnt in the past decade and more of the need to provide basic services essential to an improved quality of life for all. Basic and essential services in health, population and nutrition cannot be effective if they are not quality assured. Poorly conceived population, health and nutrition programmes deliver ineffective, costly and socially unacceptable services. To overcome these problems, we need to design services that express, both in their technical and human quality dimensions, the felt needs of potential beneficiaries. We need to educate providers of these services to realize the principles of integrating services and work as teams to reflect the manner in which our people perceive their problems. And further, unless our own organizational systems evolve a capacity to audit their outputs in relation to intended objectives, the tendency to move from one failed programme to another...creating a kind of "development programmes revolving door" would be inescapable. Co-ordination and communication in basic services and the economic use of resources are also key pillars.

We need to consider improvements in communication technology, provision of the most appropriate level of services, more rational use of human skills, less duplication of services and better planning with a balance between regional and central needs.

As we embark on our efforts to reorient our society towards the birth of a joyful Zambian, we immediately realize how important our personal, private choices are. This Zambian will not just be a product of wonder surgery measured by the applicability of new and expensive technology. In fact, she will not be delivered magically by something called a population programme. Our dream Zambian will be born out of our people's many private choices including the size of the family.

That our families can be planned, or in a word, chosen, is a question at the centre of the society that we have set out to create. We are aware that there are many difficulties in this area of choice for the individual, the community and government.

At the level of individual households, there is a gender divide which suggests increased receptivity by women to new interventions to curb fertility at the same time as men oppose this overtly or covertly. This attitudinal divide in which women appear to desire fewer children while men view large families as essential to their social status has its own dynamic logic. It survives against the empirical domination by men in affairs of households which underpins what is often referred to as cultural values against new family planning methods.

The gender divide in attitudes towards fertility and family planning suggests a clear need to reinforce the symbolic power of women to challenge male justifications for larger families at the level of private household discussion. This divide cannot be tackled as a purely family planning education programming for mothers, but requires non-intrusive employment strategies for women in general. A basic point of departure is improved gender sensitization for women simultaneous with public media messages that confront male indifference to contraceptive use. Symbolic images cleverly constructed in the media may, in this respect, prove more powerful than lectures to men about contraceptives.

Campaigns aimed at destroying social justifications for more children are unlikely to have impact if they are not incorporated within everyday forms of politics. There is a need to confront religious intransigency to family planning. In this respect, doctrinal debates among church leaders rather than political instructions from above no matter how technocratically concealed they may be, may prove more effective in persuading believers about the acceptability of trying new contraceptive devices. It is often at the level of public non-official discussion that norms about large families are reinforced. At this level too, more channels are provided not only for the dissemination of knowledge, but for the supply of devices. We know that personal friends are just as important as health care workers in knowledge dissemination. It is even likely that first use of contraceptive devices such as condoms may be influenced by attitudes from friends and supplied by them. The issue I raise for our experts, now departed, is: to what extent has a concern for family size become an everyday form of social discourse and not just an intellectual and politically patronizing policy issue?

Zambia's official response to the problem of population and family planning as reported in the national media, appears to suffer from a debilitating "Janusian complex" a two-faced head. Confronted with increasing evidence of a rapid growth rate of 3.2 per cent, official statements in the immediate past have suggested some

rhetorical shift in the perception of the problem of population in Zambia.

However, this self-interested awareness of Zambian policy makers regarding the constraining effects of rapid population growth does not appear to have translated into a leadership consensus about methods of how to address it.

Speaking as a politician and a technocrat who has consulted with many governments in Africa in the immediate past, it is not evident in my country as perhaps in others that there exists clearly a national consensus as to what it is our countries want to achieve in this area. The macroeconomic arguments mainly conceptualized by experts in the donor community are clear to the intellectual targets. When some politicians make public statements in the media, at least in Zambia, categorically referring to an official commitment to *reduce* the rate of growth of the population, they have not seen the necessity for public discussions on the specific question of means. For to do so is to confront the real politics of population policies.

We politicians are quite comfortable addressing a much more ancillary problem of rural-urban migration, and of the need for adjusting spatial distribution to discourage migration to the cities. This is a characteristic response in public policy practice in many of our countries to avoid more demanding detail and to resort to tried strategies.

For many years the same leaders who signed on to the Kilimanjaro Plan of Action were back to their countries stressing the use of largely ineffective traditional methods even in the face of increased knowledge of the value of using modern, perhaps more effective contraceptives. This resort to traditional cultural values seems to be a practically convenient response to a reality politicians in many African countries in the past decade did not really want to confront in the same way that associations such as the national planned parenthood associations would have wished. This is not a question of ignorance but rather of a different interpretation of the reality of population as a problem.

Media coverage of the question of population and family planning is perhaps the best indicator of this 'reality-conflict'. As a form of public education low media coverage in the African media coupled by a characteristic reliance upon mainly foreign-generated population news items cannot have the effect, if intended at all, of changing public attitudes. The problem of population in Zambia for example, as presented in the media, appears largely as something happening out there. Within this self-imposed censure against knowing, public debate of the problem of population and of official knowledge of the current status of public opinion is rendered impossible. In other words, there seems to have been and perhaps will continue to be a conspiracy of ignorance: "YES, we may have a problem but we do not want to know or talk too much about it" in case Father Mollony is listening! Father Mollony has as much right to question public policy and to seek to influence it as the guy next door. If the social and moral rationality of public policy is clear, we have no reason to fear bringing it to public debate. It is when government itself is uncertain about the justifications of its actions that it seeks administrative devices of producing high-sounding policy texts which, lacking poli-

tical sanction, remain suspended on planning shelves for years, their pages yellowing in waiting for the next international conference on population. The moral of the story is that democracy must be built in the process by which public policy on population is nationally evolved.

We have learnt a lot in my country from our immediate political past. We have learnt that explicit statements on population policy committed to reducing the current rate of growth will entail social policy legislation which makes it possible to promote lower fertility. It will require the establishment of a high-level unit to formulate, disseminate and coordinate or monitor population policies to ensure implementation. The empirical implementation of such policies would include increased resources for family planning programmes both in the public and private sector. It will also require elimination of restrictions on family planning information, services and supplies. The current absence of incentives for family planning acceptors or couples with small families is in stark contrast to child allowances provided for larger families in the nation's tax structure in the past. We are changing this. Moreover, a clear commitment to a population policy will require measures to improve the status of women who above all, bear the agony of child care amidst chronic poverty.

The challenge is immense but like you all, we are committed beyond rhetoric to take some real giant steps towards Kilimanjaro.

B.11 ZIMBABWE

The 1992 population census

The Government of Zimbabwe conducted a census in August 1992, exactly 10 years after the first census in 1982. The 1992 Population Census was the second such exercise to be undertaken by the Government of Zimbabwe since independence in 1980.

The population of Zimbabwe on 18 August 1992 was 10.4 million. On the other hand, in 1982, the population was 7.6 million. This gives an annual intercensal growth rate of 3.13 per cent.

One of the most interesting aspects of the 1992 Population Census was the use of computerized mapping software. The software, called SMILE, and developed by the University of Lund (Sweden), offers rich opportunities for graphic and cartographic analysis and representation.

The Government of Zimbabwe is grateful to material and financial assistance offered by the United Nations Population Fund (UNFPA) and the Swedish International Development Agency (SIDA). These two agencies also offered technical assistance through their executing agencies, the Department of Economic and Social Development and Statistics Sweden, respectively.

The Population and Planning Unit

With regard to the Conference proceedings, the Zimbabwe delegation subscribes to the idea that the Kilimanjaro Plan of Action remains a valid frame of reference. In line with this, the Government of Zimbabwe set up a Population and Planning Unit in 1986 with the main objective being to encourage planners to

integrate demographic variables in development planning and policy making. The initial phase lasted until 1989. There were plans to go for a second phase project.

As part of its continuing efforts to support the design and implementation of effective development activities at the provincial and district levels, the Central Statistical Office prepared district population data sheets and comparative tables which presented key district level indicators and information. The two publications were of considerable assistance to planners and decision makers not only in assessing differences and similarities among districts with respect to their populations but also taking those differences and similarities into account in planning and policy making.

The Central Statistical Office is grateful both to UNFPA and to the International Labour Organisation (ILO) for the support they provided to the Population Planning Unit through the technical assistance project "Population and development planning" (Zim/84/P02).

Population policy

Zimbabwe has no explicit population policy. The country, however, has laws and regulations which implicitly affect population growth and change. They include: Age of Majority Act, universal education, land tax, tax rebates, immigration laws, etc. Thus, legislation could also assist in the provision of incentives (for smaller family sizes) and disincentives (for high birth rates).

A symposium on "Population Policy and Development in Zimbabwe" was held in Harare on 24 November 1992. The conclusive remarks are listed below:

(a) The workshop noted that Zimbabwe's population growth rate of 3.1 per cent per annum is still persistently high and not compatible with either available resources or the pace of economic development;

(b) The symposium noted therefore the urgent need for promoting an understanding and awareness among people of population variables in relation to national development strategies;

(c) The workshop resolutions tasked the National Economic Planning Commission (NEPC), the Central Statistical Office and the National Family Planning Council to form a Steering Committee (SC) for the establishment of a Population Policy Unit (PPU). The PPU should ideally report to, and be located within, an influential body, such as the President's Office (through, say, the NEPC);

(d) It was envisaged that the activities of the PPU be mechanized through a three-tiered structure:

- (i) National Population Council (NPC) made up of ministries, which constitutes the *policy* body;
- (ii) Interministerial Technical Committee (ITCC) made up of technical personnel from appropriate and relevant ministries/bodies;
- (iii) Consultative and Coordination Committee (CCC) made up of representa-

tives from Government, parastatals, NGOs, private sector, etc. The CCC will have an overseeing and consultative role;

(e) For the PPU to function effectively, there is need to incorporate several role-players in the population development programme (PDP): Government, private sector, parastatals, NGOs' research institutions and donor agencies operating at national, provincial, district and local levels;

(f) The above organs should establish an evaluating and monitoring device on the progress of the PDP; using say, a few basic indicators such as total fertility rate, infant mortality rate, literacy rate, contraceptive usage and teenage birth rate.

The Dakar Conference resolutions

It is therefore hoped that the resolutions of the Dakar Conference will clearly articulate Africa's position at the International Conference on Population and Development scheduled for Cairo, Egypt in 1994.

Vote of thanks

We would like to thank the Government of the Republic of Senegal for the warm welcome and hospitality extended to the Zimbabwe delegation and UNFPA for funding the trip.

C. STATEMENTS BY NON-AFRICAN GOVERNMENTS

C.1 USA

MEETING OF EXPERTS

DAKAR, SENEGAL, 7-10 DECEMBER 1992

A. IMPLEMENTATION OF THE KILIMANJARO PROGRAMME OF ACTION

It is an honour for the United States to be represented at this Conference. We have gathered here to address issues that are crucial to the future of Africa. This Conference is charged with preparing recommendations that will be directed to the governments and peoples of Africa, as well as to the world community, when the International Conference on Population and Development is convened in Cairo in 1994. This Conference, the other regional conferences and the 1994 Conference are intended not only to assess population and development trends, but to provide practical guidance on the kinds of collective responses that should be undertaken - by governments of the region, donor governments and international and non-governmental organizations.

First, I wish to thank the Government and people of Senegal for being such gracious hosts for this important Conference. I also would like to congratulate the ECA secretariat on presenting us with a comprehensive agenda and a set of background documents which provide thorough analysis and specific information on each of the agenda items. These documents clearly communicate the extent of the enormous challenge that many African countries now face. Beyond citing the important facts and figures concerning development trends in the region, they

also convey the human dimensions of these trends. They awaken our compassion for the widespread suffering on this continent, while appealing to our hopes and dreams for its future. Most important, their tone is pragmatic and they point to the kinds of actions that are required to realize these hopes.

Since the Kilimanjaro Programme of Action was adopted, many African countries have taken steps to reform their economies and create more democratic forms of government. My Government has strongly supported these steps, as they create the foundations for progress in all other areas of development. In the same period, we know that great improvements have taken place in knowledge of basic demographic trends and their implications for African countries. In many countries, this knowledge has helped prepare the way for new policies to expand education, improve the status of women, and protect the environment.

Apart from their broader development efforts, many countries have also shown their determination to expand public access to essential health services, including family planning. Progress has been most notable in North Africa, where in Morocco, Tunisia and Egypt, for example, some 40 to 50 per cent of married couples are practicing family planning. In sub-Saharan Africa, demographic and health surveys, which have been completed in over 20 countries since 1972, tell us that increasing numbers of married couples - ranging from over 20 per cent in Nigeria to over 40 per cent in Kenya and Togo - wish to either avoid or delay their next birth. Yet the percentage using contraception in all but a few countries is much lower, generally less than 10 per cent of married couples.

We know the potential demand is there for family planning services, and, increasingly, successful models exist for providing these services as well as maternal health, child survival, AIDS prevention and other forms of primary healthcare. Over the next few days, we will be examining in greater detail how these and other practical measures can help to strengthen African families and contribute to sustainable development.

National policies for improving access to family planning services have become widespread in Africa, growing from 9 in the 1960s to 42 by 1988. These policies recognize individual rights to choose the number and spacing of children, the role of birth spacing in improving maternal and child health and the developmental and environmental consequences of high rates of population growth. As noted in the background review, policy statements are by themselves ineffectual unless accompanied by broad commitment, attention to their implementation and efforts to monitor and evaluate progress.

Although some African countries have improved the quality of their data collection, there are still countries where further improvement is needed. Data collection, analysis, training and research are crucial to establishing feasible population goals and substantiating that the goals have been met. Better training will foster better analysis and research using the data; and better research means more reliable results and more informed decisions. Efforts to improve the quality of data collection and analysis must therefore continue.

Among the many features of the population and development situation in Africa which deserve our attention at this Conference, I want to focus for a moment on one demographic fact of overwhelming significance: currently, over half of Africa's population is under the age of 20. These young people - numbering more than 300 million, are the future of this region and how they are prepared for their role as adults should be of immediate concern to policy makers. The ability of African children and adolescents to realize their potential depends on their access to at least basic nutrition, health, education and opportunities to gain self esteem. They must learn how they can shape their own futures, including the means to determine the number and spacing of their children and protect themselves against AIDS.

Bilateral development programmes in African countries have been and will undoubtedly remain a high priority for the United States. In recent years, US funding for population assistance has shown steady growth, and in FY1993 more than \$100 million have been spent for population activities in North and sub-Saharan Africa. On population matters, as in other areas of development, the United States will continue to coordinate closely with United Nations, the World Bank and other bilateral donors in ensuring that those governments and other institutions in Africa which show real determination to address their problems will continue to receive the financial and technical assistance they need.

While external assistance can provide a boost to national programmes, the need to mobilize resources in new and innovative ways should receive priority attention. Governments should take positive steps to encourage an active role by the for-profit and non-profit organizations in the private sector. Strategic planning at the sector level for health and family planning may suggest how existing resources can be more efficiently and effectively allocated. At the same time, decentralization of responsibility for implementing programmes may give incentives to communities to release new energy and resources for health, family planning and other social development programmes.

My delegation believes that the recommendations adopted at this Conference should seek to build on and advance the international consensus that has already been achieved at previous regional and global conferences on population and development in 1974 and 1984 and in UNCED in 1992. Evidence that the Africa region speaks with a clear, strong and united voice on critical issues will help to set a constructive tone and ensure a successful outcome for the 1994 International Conference on Population and Development. In addition, we who are participants should commit ourselves to carry the message of this regional conference back to our countries and communicate to all the meaning and urgency of the recommendations we will adopt.

B. AFRICAN FAMILY SYSTEMS IN THE CONTEXT OF SOCIO-ECONOMIC DEVELOPMENT

My delegation wishes to thank ECA for the very useful overview paper on the "African family systems in the context of socio-economic development". It is clear from this paper that there is recognition within Africa of the importance of the family system as a factor both affected by and affecting macroeconomic change.

The family system is the basic unit in all societies. It is within the family that individuals are born, nurtured, sheltered, educated and allocated resources. In every country, the family plays a critical role in mediating between the society and its individual members, driving economic growth on the one hand, and allocating benefits to individuals on the other. The tendency in international development to measure success in terms of national statistics such as GNP or indicators of individual well-being, overlooks the critical decision-making role of the family system. Today many families are in crisis, whether from poverty, pandemics, civil unrest, natural disasters or the stresses of urban life. However resilient, some families are so overwhelmed by the consequences of the crisis that they are no longer able to cope.

USAID's Family and Development Initiative, launched in December 1990, has focused attention on the role played by the family system in advancing economic development and the importance of helping to strengthen families in crises. As managers of resources and consumers of health, family planning, banking and other services, families and their members make choices and trade-offs that may seem complex, but that make sense in the local context. The importance of sectoral integration was stressed by the 100 middle-level African public and private sector participants who attended a USAID-sponsored workshop on "The African Family: Issues in Family Health, Population and the Environment", held in Uganda in October 1991.

USAID, in attempting to bring into focus the crucial role played by the family system, recognizes the diversity of family systems, many of which are being restructured in response to demographic and economic changes. A more recent phenomenon that can not be ignored is the socio-economic impact of AIDS at the family level. In many countries, AIDS is leading to the dissolution and restructuring of families: households of orphans and of grandparents and grandchildren are growing in number. This phenomenon will affect the macro-economy as well as per capita production and consumption levels.

Development programmes and policies are most effective when they respond to priorities and strategies of family systems. Using this approach, USAID seeks to enable families and their members to have more and better choices and to empower family members to participate in the economic, social and political life of their country. The United States welcomes the paper's focus on the family systems with its discussion of the critical linkages at the household level, including resource allocations between women and men and the implications for children as families seek to provide them with an environment in which they can grow into productive adults.

C. STRATEGIES FOR SUSTAINABLE DEVELOPMENT

My delegation wishes to commend Dr. Suleiman I. Kiggundu for his comprehensive discussion of strategies for sustainable development for the African continent. Although there are a few elements of the paper which we do not endorse, on the whole it is a positive statement of hope which places the achievement of sustainable development within the grasp of each nation which has the political and economic will and the good governance to realize its potential.

The paper makes the observation that not all of the ingredients for sustainable development have been employed. We have seen economic productivity fall, environmental degradation spread. Healthcare and life expectancy in Africa are now at levels which are the lowest in the world. Mortality and fertility remain high, and the overall quality of life has eroded. However, these trends are reversible and some improvement is starting to be made.

Collectively, we have learned that to sustain life at a level which meets the basic human needs of all we must sustain the resource base of our environment in balance with our population growth and development needs; that to combat poverty we must promote and support environmentally sound activities which lead to investment in human resources, alleviation of hunger and food insecurity, and establish country specific environmentally sound economic development strategies that focus on programmes to eliminate poverty.

The importance of healthcare in achieving sustainable development, especially to the growing populations of the developing nations of Africa, requires a renewed national funding priority for preventive health-care services and facilities. A strong nation is a healthy nation which cares for its people's health as an investment in its national productivity. This requires greater attention to the provision of healthcare as a national and financial priority. Decentralization of government health systems, greater cost-sharing for health-care services with greater participation by communities are important components of sound health-care programmes.

Knowing the interrelated aspects of health and environment, we can affect solutions to two or more problems through one cost-effective intervention. Through infrastructure investments in sanitation systems, we reduce water pollution which breeds infectious diseases like malaria, yellow fever and cholera. By immunizing against disease, we increase the chances of African children to mature into productive adults. AIDS cases are projected to exceed 10 million by the year 2000. Another 40-110 million people are likely to have become infected by the HIV virus. Aside from the human suffering involved, the political and economic toll this disease may have on the African continent could be devastating. Greater political intervention by governments to heighten awareness of their populations to curb the transmission of AIDS is critical to the survival and economic prosperity of all nations.

Improved health-care is also critical to the reduction of fertility. Family planning promotes improved maternal and child health and reduced mortality. When families know that their children will live to adulthood, they will voluntarily have fewer children. But to assist individuals and couples to achieve their desired family size, governments must renew their efforts to provide safe, effective, accessible and affordable reproductive healthcare services and family planning methods. The reduction of fertility is an important factor in achieving sustainable development. With lower fertility, nations are better able to provide for the needs of their young and old, and the quality of life for their population as a whole is improved. In an atmosphere of political and economic stability, nations can adequately plan, invest and achieve a healthy, well-educated and productive society.

No nation can realize its full potential if it empowers only half of its people. For the benefit of individuals, families and nations, governments must implement their commitment to empower women to be full and equal partners in all aspects of society. We must implement the recommendations from the Nairobi Forward-looking Strategies for the Advancement of Women and consider developing and issuing a strategy of changes necessary to eliminate obstacles to women's full participation in sustainable development as decision makers, planners, technical advisers, managers and extension workers in environment and other fields. We must heed the call from the World Conference on Education for All for meeting basic learning needs and ensuring universal access to basic education. Our collective goals there are the achievement of primary education for at least 80 per cent of girls and 80 per cent of boys of primary school age by the year 2000, and to reduce the adult illiteracy rate by at least half of its 1990 level.

The key to effectively addressing most of the sustainable development problems outlined in this Conference is the establishment of equal partnership between women and men in the support of a better quality of life and society. Productive women can help alleviate poverty, where men and women work together as partners in support of their families. Better educated women have healthier, better nourished children, and better educated women make better resource managers in caring for a more productive and healthier environment. To promote integration of environment and development concepts, the role of women as resource managers is critical, as is the need to increase rural women's access to credit and to agricultural inputs and implements. Nowhere has this balance been better recognized than in the obligations our respective nations have taken in Agenda 21 in Rio de Janeiro, Brazil last June. We must effectively implement and build on these commitments as our blueprint to sustainable development.

My delegation hopes this Conference will focus on these aspects of the population problem in Africa. We would not favour spending valuable time on tangential issues unrelated to that central focus. In that regard, we would take issue with a number of the specific economic recommendations found in the paper before us, many of which harken back to old, discredited ideas at a time when developed and developing countries have moved on to a new consensus on development strategy. Our concerns here include the paper's support for international commodity price control mechanisms, its criticism of structural adjustment programmes supported by the international financial institutions, its support for State planning and control of production decisions, and its uncertain support for financial sector and exchange rate reforms unquestionably needed in many African countries. These outdated views have found no part of consensus positions emerging from recent meetings of the General Assembly, UNCTAD and UNCED. My delegation will work to ensure that this regional Commission avoids concluding that ideas rejected as ineffective in these global fora are somehow appropriate for Africa.

But to do this, nations must act now to make international development, trade and environment policies mutually supportive in favour of sustainable development. We are collectively committed to promoting an open, non-discriminatory and equitable multilateral trading system that will enable all countries - in particular, the develop-

ing countries - to improve their economic structures and improve the standard of living of their populations through sustained economic development; to promoting good governance, to developing domestic policies that maximize the benefits of trade liberalization for sustainable development. Important to the attainment of sustainable development is the strengthening of policies to attract direct investment, avoid unsustainable levels of debt and foster the return of flight capital.

Stronger economic cooperation among developing countries has long been accepted as an important component of efforts to promote economic growth and technological capabilities and to accelerate development in the developing world. Therefore, the efforts of the developing countries to promote economic cooperation among themselves should be enhanced and continue to be supported by the international community. To achieve the goals we are collectively establishing requires the political will, the political commitment, but most of all action on the part of all governments to fulfil the ideals of Rio, the Kilimanjaro Plan of Action, the Nairobi Forward-looking Strategies, the World Conference Call for Action and others. The US stands ready to do its fair share in achieving these goals.

D. EMERGING POPULATION PROBLEMS, NEW ORIENTATIONS AND STRATEGIES

The inextricable linkage between the population, environment and development has become clear. As populations grow, the demands for food, fibre, transport and shelter increase, often leading to greater pollution emissions, use of pesticides and fertilizers, destruction of natural resources and accumulation of waste.

In today's world, population growth is most accelerated in those areas least able to cope with it. While there is not a one-to-one correlation between environmental degradation and population growth, it is clear that economic development lags tremendously, and environmental degradation is severe in most areas of rapid population growth. In Africa, where population is increasing at 2.9 per cent annually, deforestation has caused the loss of more than 5 per cent of forests and woodlands during the past decade. Deforested land in the tropics is often unsuitable for pasture or cropping, the uses to which it is usually put. The result is rapid degradation of the land, which often leads to desertification and loss of arable land. In Africa today, increasing amounts of land have been lost to desertification. According to FAO, soil erosion could reduce agricultural production in Africa by one-fourth between 1975 and 2000 if conservation measures are not adopted. The United States and the African Governments represented in the Desertification Working Group are working under the auspices of the United Nations to focus global attention to effectively address the environmental problems of desertification.

Participants at the International Conference on Population in Mexico City in 1984 agreed that "...the principal aim of social, economic and human development... is to improve the standards of living and quality of life of the people". And to enhance the quality of life we must collectively recognize the seriousness of environmental and economic problems and their relationship to social realities. Rapid population growth as both a cause and effect of the economic decline of Africa has led to acute shortages of food, water, housing, health services

and education, and to widespread poverty and environmental degradation. This is especially true where economic and environmental policies are unsound. Unchecked rapid population growth can lead to further debilitating debt, economic stagnation and political instability. But it is within the power of the people of each nation to reverse this trend.

Working hand in hand with governments and the private sector, the problems of rapid population growth can be mitigated and overcome. We have seen examples of successes in the development and implementation of population programmes in several of the nations of Africa, Asia and Latin America. In each instance, the importance of addressing the problems of healthcare were pre-eminent in moving towards sustainable development. Mortality must be further reduced to improve the quality of health and life. High mortality rates among mothers and their children, in particular, require focused programme strategies. It has been shown that decreases in infant mortality rates, through health programmes specifically targeted for women and children, are related to lowered birth rates, if accompanied by strong family planning programs. Government policies encouraging increased health and family planning services will better enable individuals to choose family size, to space children and to care for children. The continuing development, distribution and marketing of safe, effective and appropriate contraceptive methods is essential to achieving sustainable population levels within resource limitations.

Increased population education will lead to a better correlation of economic development strategies with population growth. Increased information and education on family planning and child spacing will lead to more widespread and effective practices. Increased integration of demographic considerations into environment and development decision making will institutionalize these solutions.

The status and roles of women are changing rapidly in most societies as they become a recognized part of the economic base of the family. Women have traditionally borne considerable responsibilities in agricultural societies and played important roles in resource management. It is important to emphasize the linkage between enhancing the educational levels of females, providing universal education, literacy and economic opportunities which enhance the socio-economic status of women and important factors in reducing fertility.

By empowering men and women as equal partners in a productive society, a nation doubles its potential economic resources. People are a nation's chief resource; can we afford to leave over half of that resource in a state which does not help them realize their own or the national potential? Today's economic realities affirm that prolongation of economic discrimination of women is not an investment in sustainable development. Important in their economic development roles to the family and to their nations, women are key to achieving truly sustainable development. Efforts to assist women and men in fulfilling their individual and collective goals in support of sustainable development must be fostered by governments through policies and programmes which afford safeguards which also protect the family.

Aging societies require policies and services to ensure adequate support is available for the aged. Where the financial base is provided to care for the elderly, they

will be less dependent on their children and the need to have larger families will decrease, and women who so choose are freed to pursue alternative interests to those as care giver.

Rapid rural-to-urban migration, international migration and urbanization create significant developmental and environmental stresses in most instances. Sound national policies which provide more broadly distributed economic opportunities and services can alleviate these stresses. Since natural increase is the main contributor to urban population growth, slowing population growth can also serve to alleviate these stresses.

Governments must take a more active role in controlling the spread of AIDS. By the mid-1990s in sub-Saharan Africa, the cumulative total of AIDS cases probably exceeds 20 million. Aside from the human suffering, AIDS will adversely impact the most highly educated, trained and politically active population groups, devastating those persons in whom your nations have the greatest investment. If this epidemic is allowed to spread, nations will not reap the return on many long years of investment in education, training and other areas. It will take decades to recoup the loss to the global economy as a whole and the African continent in particular.

We all have a mutual interest in promoting preventive, effective and high-quality healthcare. Good health is the key to sound development and productivity. It is a key to sustainable development, and affects every area and means for achieving economic development and the associated quality of life. We must make both women and men the beneficiaries of good health and equal partners in sharing the fruits of sustainable development. Though working together nations and genders can successfully tackle all of the problems we have addressed during this conference. The International Conference on Population and Development is a landmark step on our way to achieving sustainable development.

E. EVOLUTION OF POPULATION POLICIES IN AFRICA

My delegation wishes to thank ECA for the two very useful overview papers, one on the evolution of population policies in Africa, and the other on United Nations technical and financial assistance to the region for population activities. These papers highlight the fact that national population policies and family planning programmes have been adopted only in the last decade in many African countries. Prevalence of modern contraceptive use is still under 10 per cent in the majority of sub-Saharan African countries, prompting some observers to question whether the family planning programme successes experienced in many countries in Asia and Latin America can be replicated in Africa.

Rapid population growth impedes sustainable economic development and hinders social development as well by placing heavy demands on national programmes to meet basic human needs such as food, shelter, health services and education. In addition, we are all aware of the serious health consequences for women and children of high fertility, unplanned pregnancies and unsafe abortion. For these and other related reasons, my delegation believes that population programmes in Africa must succeed.

Recent survey data suggest that the demand for family planning services in Africa is in fact very strong. The proportion of women with an unmet need for family planning ranges from 20 per cent in Zimbabwe to 40 per cent in Togo. In all but two countries (Zimbabwe and Botswana), the level of unmet need exceeds the current contraceptive prevalence rate. Clearly, in many countries across Africa, the provision of family planning programmes is lagging behind demand for these services.

Nevertheless, as the background paper for this session clearly shows, there are several African countries where family planning programmes have already achieved remarkable progress. In at least seven countries - Egypt, Tunisia, Morocco, Kenya, Botswana, Zimbabwe and Mauritius - contraceptive prevalence rates are reaching higher levels, ranging from 27 per cent in Kenya to 75 per cent in Mauritius. In all of these countries, family planning programmes have had a significant impact on fertility and maternal and child health.

These are important accomplishments. However, they are only a beginning. For all of Africa, the number of modern method users needing high-quality services is expected to nearly triple from around 4 million in 1990 to 11 million in 2000. Meeting this need will require a tremendous mobilization of effort. Lessons learned from successful population programmes around the world indicate the following priorities for action:

- (a) Promotion of strong political and public support for family planning in all sectors of society and integration of population concerns in overall development planning;
- (b) Expanded choice of family planning methods and removal of policy or medical barriers to full access to effective modern contraception;
- (c) Training of additional service delivery personnel;
- (d) Stimulation of additional family planning service delivery activities in the private and commercial sectors;
- (e) Strengthening of family planning management and logistics systems;
- (f) Improvements in the quality of family planning, including better client counselling and improved method-specific information; and
- (g) Better monitoring and evaluation of family planning programme performance.

The United States, through its population assistance programme at USAID, presently accounts for over 40 per cent of donor funding for international population programmes. The United States remains committed to doing its fair share in addressing the many challenges before us in the next decade and beyond. We look forward to working closely with governments, other donors, the private sector and NGO agencies toward this end.

D. CONTRIBUTIONS FROM OTHER AGENCIES

D.1 UNESCO

UNESCO'S CONTRIBUTIONS TO IMPLEMENTING NATIONAL POPULATION PROGRAMMES IN AFRICA

The various and complex problems and needs as regards population have led the United Nations to entrust a number of specialized agencies such as UNFPA, UNESCO, FAO, WHO and ILO with a specific mandate in their respective fields of activities in relation to demographic issues.

A. UNESCO's mandate on population education

UNESCO's mandate on population education dates back to the fifteenth session of its General Conference held in 1969, during which a resolution was adopted with a view to designing a programme of actions over ten years regarding education in the field of population.

In 1972, the General Conference, at its seventeenth session, defined in greater detail UNESCO's mandate in the field of population as follows:

- (a) Studies and research aiming at a broader and more thorough understanding of population and family planning issues, especially of the incentive and the consequences of human behaviour in this regard and therefore be able to contribute to developing national policies and programmes in the field;
- (b) Scientific studies on the means, through a better mobilizing of resources, to help in solving problems arising from rapid population growth;
- (c) Fostering through education and information a greater degree of public awareness of the nature, the causes and consequences of population trends;
- (d) Assisting member States in implementing their national studies, research, education and information programmes on population issues.

The overall aim of UNESCO's population programme is thus to improve the awareness and the understanding of the causes and consequences of the changes at the level of the population, of its interrelation with the other aspects of the social, cultural, economic and environmental realities as well as the implications for human rights and the quality of life. The seventeenth General Conference has laid special emphasis on the need to "act while taking into account the variety of national situations and therefore of avoiding any tendency to adopt the same policies and procedures regarding population and family planning policy". UNESCO's medium-term plans approved in 1976 and 1984 have strongly underscored the need to include population issues in the framework of social and economic development and of linking these issues to human rights, cultural integrity and national sovereignty ones.

B. UNESCO's Population Programme

Within the framework of its programme-budgets, UNESCO carries out activities relating to improving knowledge and developing policies in the field of population. Tremendous efforts have been made over the Second Medium-term Plan execution period to explain the complex relationships between population growth and social and cultural changes. Thanks to the cooperation with the United Nations Population Fund (UNFPA), these efforts have been supplemented by a steady programme of technical assistance to the project of African countries in information, education and communication in the field of population.

In collaboration with UNFPA and the United Nations Population Division, the Third Medium-term Plan (1990-1995) hopes to:

(a) Assess critically representative projects and programmes; this will make it possible to develop an integrated strategy aiming at improving the impact of future national programmes or of those which are being implemented;

(b) Implement a strategy aiming at institutionalizing, within the framework of the formal education system, teaching in the field of population, at including more systematically interdisciplinary themes on population issues in non-formal education (literacy, adult literacy, etc.);

(c) Enhance university teaching on demography and the training of specialists in this field;

(d) Support national communication programmes in the field of population for the general public or specific target groups especially women, parents, youngsters and development agents with special emphasis laid on deliberate change in behaviour as regards various issues and population issues;

(e) A broader dissemination of information about population produced and collected by the Organization;

(f) Enhance UNESCO's role in the exchange of information by developing statistics on various population issues as regards various target groups.

Within the framework of the same Third Medium-term Plan second phase, the Organization's approved programme and budget for 1992-1993 makes provisions for carrying out a number of activities in the field of population as a major field of programme V: V.2 item 4; issues and education relating to population, communication on population and cooperation for development (UNFPA), promoting such activities as the following:

(a) Contribute to the preparation activities of the International Congress on Population Education and Development;

(b) Assessing the present state of teaching and learning on population issues in universities;

(c) Creating chairs on population issues to be supervised by UNESCO and UNFPA;

(d) Carrying out studies on the social and cultural factors influencing parents' participation in population education programmes in schools as well as studies on factors relating to women's access to education and the effects on the family's life and on fertility;

(e) Collaboration with UNFPA in the development of national, regional and interregional programmes and projects on population;

(f) Participating in designing of methodologies on social and cultural research as well as in a programme aimed at mobilizing youngsters to make them aware of population issues.

C. Implementation of population programmes in Africa by UNESCO

Within the framework of its population education programmes in Africa, UNESCO:

(a) Provides technical assistance and follows up the implementation of national programmes with a view to including population education in the educational programmes of member States in the region;

(b) Trains the staff responsible for national programmes, as a means of creating human resources banks at the national and international levels;

(c) Produces prototypes of teaching-learning materials adapted to the African context;

(d) Promotes, through education, the taking into account of population, social, economic and cultural development factors and, encourages exchange of experiences among countries.

1. Some highlights of programmes and projects

The first signs of an awareness of population issues and at the implications of uncontrolled population growth in order to achieve people's welfare and the quality of life were observed in Africa during the 1980-1990 decade.

This awareness has favoured the designing and development of specific programmes in several African countries with a view to teaching population issues in schools. While only four countries in the region had a programme in the 1970s, there is today a population education programme in most of the countries in the region.

These programmes aim at institutionalizing population education in the formal system and at including themes on population issues in informal education.

Several national programmes currently tackle the institutionalization aspect, some are still in the experimental phase, while others are in the form of a pre-project.

The approach to and the implementation strategy for these programmes are specific to each country.

Education in the field of population is introduced:

(a) At the level of primary education (e.g., Guinea);

(b) At the level of primary and secondary education (e.g., Benin, Togo, Madagascar);

(c) At the level of secondary education (e.g., Burkina Faso, Sao Tome and Principe);

(d) At the level of primary and secondary education and teacher training schools (e.g., Burundi, the Niger).

Generally speaking, population education is included in a number of subjects like biology, geography, civics and home economics.

Population education is seen as "an educative response to population issues in their social, cultural and economic aspects"⁷ and the fact of including this education in school curricula leads schools to fulfil their overall educational purpose.

Population education occupies a place of paramount importance among basic learning needs because of its capacity of preparing learners for the great challenges facing the present and future generations of people in sub-Saharan Africa.⁸

The relevance of the objectives and the content of the population education in relation to Africa's problems and aspirations justifies the very rapid expansion of programmes which take due account of priority population issues requiring an educational response within a conceptual reference framework on the following four aspects: population and development, population and the environment, family and community life, sexuality, and which forge a link between population education and the improvement of the quality of life.

Population education has an important role to play in Africa within the general framework of the international strategy for human resources development, especially with regard to the social utility of the school and an improved relevance of education, the prevention of unwanted pregnancies and of sexually transmitted diseases such as AIDS. It also makes for a better understanding by uneducated adults and youth of the immediate relevance of population and environment issues to their daily life and the improvement of women's condition.

Communication activities aimed at sensitizing the general public, families, opinion leaders and decision makers aware are carried through the combined action of organizations of the United Nations family especially UNESCO, FAO, ILO, WHO, UNFPA and UNICEF in order to overcome difficulties relating to mistrust shown by the public and likely to slow down action, and to supplement formal education.

2. Major achievements

In the 1970s, only four countries had initiated a population education programme in their formal and informal systems.

During the period 1974-1980, there was almost an exclusive reliance on micro-level concerns, like individual and family welfare. This led to the development mainly of sex education or family life education programmes.

For countries like Benin, Burkina Faso, the Niger, Togo and Burundi, it has become imperative to extend the reference framework of education in the field of population to the macro-level.

One must underscore the fact that, after all, programmes give much importance to the micro-level especially that of family life. With regard to sex education, as programmes become better developed, this expression seems to be no longer adapted to the African cultural and social context where sexuality is considered to be taboo and is virtually never experienced out of the family context.

3. Major problems

While there is no doubt that the various programmes implemented have yielded the describable intended results, the efficiency of some of them have not yet met the expectations of their initiators.

Many factors have contributed to slowing down the effectiveness of the action.

African traditional beliefs, the prevailing patterns of family organization, giving responsibilities as to decision making on procreation are so many factors which explain and encourage high fertility. Another explanation lies in the exercise of political, religious and moral authority. Although some aspects of population policies, such as the necessity of reducing infant mortality, maternal mortality and in a more general way that of adults or the objective of a better population distribution within each country are easily supported by governments and the populace, fertility control policies have often encountered half-hearted reception and even mistrust.

Thus, the success of population programmes depends strictly on the level of literacy and education of the target group.

Africa still does not show much involvement in fertility control. That is why the participants in the regional preparatory meeting for the International Congress on Population, Education and Development held in Dakar from 22 October to 2 November 1990 underscored in their discussions the need to adopt a declaration on population, education and development for more efficient action in the future.

4. Future prospects (1994-1995)

UNESCO intends to reinforce its activities in the field of population on the basis of new arrangements with UNFPA which involves multidisciplinary teams entrusted with the task of providing technical assistance to Member States.

Within this framework, UNESCO's action will aim specifically at:

(a) Following up the implementation of and providing technical assistance to national education programmes in the field of population;

(b) Enhancing or generating national capacity of national teams involved in population education projects;

(c) Improving documentation and exchange of information.

D. Conclusions

The "Dakar Declaration on Population Education and Development in Africa: Framework for Action" is indeed timely. It does contribute to a rethinking of the methods and strategies of implementing educational systems to enable them to respond to the needs of contemporary societies and to solve population problems affecting the quality of life of Africans. This five-point Declaration includes:

(a) Policy, programme, funding and coordination mechanisms;

(b) Issues relating to conceptualizing population education programmes;

(c) Programming for specific target groups;

(d) Logistic and support activities;

(e) Modalities for cooperation on various aspects of population education.

The Declaration covers all aspects to be taken into account in improving the efficiency of population education programmes in sub-Saharan Africa.

That is why it would be advisable to examine the Dakar Declaration at the third African Population Conference. All the more so since this Declaration will be the African viewpoint at the International Congress on Education in the field of Population and Development which will be held in Istanbul from 19 to 23 April 1993 and will bring together Ministers of Education of the whole world and specialists in education in the field of population.

This Congress will, once again, be a collaborative effort of UNESCO and UNFPA. That is why UNESCO undertakes to carry on and enhance its collaboration with UNFPA African Member States and all other agencies working in the field of population.

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1. E/ECA/CM.19/12, annex II, as adopted by the third African Population Conference and ratified by the Economic Commission for Africa at its twenty-eighth ministerial session (Addis Ababa, Ethiopia, 3-6 May 1993).
2. Governments should take appropriate measures to protect and assist international migrants and refugees and safeguard their property and respect their culture.
3. This report has been prepared by UNFPA.
4. Burundi, Egypt, Ethiopia, the Gambia, Ghana, Madagascar, Mali, the Niger, Rwanda, Senegal, Sierra Leone, Tunisia, Uganda and the United Republic of Tanzania.
5. This report has been prepared by the Union for African Population Studies (UAPS).
6. This report has been prepared by the Ministère de la femme, de l'enfant et de la famille, Senegal.
7. UNESCO: Education in the field of population: A contemporary perspective. Education Studies and Documents, no. 28, Paris, 1978, p. 41.
8. The Dakar Declaration on Education in the field of Population and on Development in Africa, a Framework for Action. Dakar, 29 October - 2 November 1990. Preamble.