



Distr. Limited
E/ECA/PSPI.9/5
11 January 1996

ENGLISH
Original: English

UNITED NATIONS

ECONOMIC AND SOCIAL COUNCIL

ECONOMIC COMMISSION FOR AFRICA

**Ninth Session of the Conference of
African Planners, Statisticians, Population
and Information Specialists**

**Addis Ababa, Ethiopia
11-16 March 1996**

**PROGRESS REPORT ON THE IMPLEMENTATION OF THE
DAKAR/NGOR DECLARATION AND THE
CAIRO PROGRAMME OF ACTION**

I. INTRODUCTION

1. To date, three African Population Conferences (APC) have been organized. Excepting the first, the other two had adopted Declarations purporting to provide some guidelines towards fostering population and development planning in the various ECA member States. The latter include the Kilimanjaro Programme of Action for African Population and Self-Reliant Development (KPA) adopted at the APC.2 (1984) and the Dakar/Ngor Declaration on Population, Family and Sustainable Development (DND), adopted at APC.3 (1992).

2. The periodic reviews on the implementation of the recommendations of these development frameworks are intended to provide a wealth of information on the facilitating factors as well as the constraints in the development of National Population Programmes (NPPs). By capitalizing on such facilitating factors and/or addressing such constraints in the future activities of all development partners, considerable progress could be made towards attaining the goal of harmonizing economic and population growth rates and hence in raising the standard of living of the population in these States.

3. It is to be recalled that APC.3 synthesized such reviews on the KPA during the 1986-1992 period. Among other things, the said synthesis revealed that

"Despite the increased number of explicit population policies formulated since the KPA, fertility is still high in most ECA member States. There are also problems with

(i) effecting desired declines in mortality levels and rural-urban in-migration rates;

(ii) ensuring effective roles of women in development;

(iii) implementing suggested programmes affecting children and youths;

(iv) providing adequate data and information for the development of population policies;

(v) ensuring increased role of non-governmental organizations in the development of such policies; and,

(vi) putting in place, needed national focal points for the collation and dissemination of population information to operationalize the process of integrating population factors into development plans (IPDP)".

4. The foregoing indicated a rather low implementation rate of the KPA recommendations and led to the adoption of the DND which, among other objectives, was aimed at accelerating the rate of such implementation. The DND also served as the African Common Position at the International Conference on Population and Development (1994) which adopted a Programme of Action (ICPD.PA).

5. The last session of the Joint Conference reviewed constraints in the implementation of the DND recommendations by African Governments. Both the DND and the ICPD.PA have urged the promotion of an effective partnership between all levels of Government and NGOs regarding the discussion and decisions on the design, implementation, coordination, monitoring and evaluation of programmes relating to population and development.

6. The present review is focussed on the progress of efforts that have been made towards implementing the recommendations of the DND and the ICPD.PA at the national, sub-regional and regional levels.

(II) THE NATIONAL LEVEL.

Efforts

7. Available information reveals considerable uneven implementation of the DND and the ICPD.PA amongst the ECA member States. Among the causal factors are that generally, national institutions in some sectors are better staffed and equipped than those in others. There are also aspects of differential quality of leadership, management and planning. For instance, national authorities may be quite ready to improve maternal and child health services but reluctant to launch programmes of family life education in schools. Approaches to the formulation, adoption and implementation of population policies and programmes may also vary. Countries may simply not be able to provide all the health, educational and information services which they consider absolutely essential¹.

¹ See "Synthesis of country experiences of UNFPA country support Teams (Addis Ababa/Dakar/Harare) and the CERPOD Centre in the implementation of the DND and the ICPD.PA", in Experts/NGOs Workshop on the implementation of the DND and the ICPD.PA, Part Three, Background Papers (UNECA: Addis Ababa, 1995).

8. This uneven implementation is particularly applicable to the countries in the Eastern and English-speaking West African subregions². In KENYA for example, since 1992, the government has (i) intensified its population management efforts as reflected by the three overall goals of the 1994-96 Development Plans, simultaneous with being committed to ensuring that the country's future development is economically, socially and environmentally sustainable; (ii) pledged to assist the disadvantaged Kenyans including the handicapped and the poor and, to address the challenges of social integration with foci on ethnic harmony and expanded opportunities for women and youth.

9. Towards providing a sound basis for the process of integrating population factors in its development plans (IPDP), the government has outlined a projected growth of the population through the year 2010. In this connection, it has reviewed its population policy guidelines in line with the recommendations of the ICPD.PA using national, sub-national and district level Workshops.

10. Regarding the identification and response to the reproductive health/family planning needs of specific population groups, the government has (i) eased availability of family planning supplies (e.g. by increasing the number of service delivery points and diversifying the range of available family planning services); (ii) instituted family planning programme in the pre/in service of existing teacher training institutions; and, (iii) taken positive steps to deal with the problem of adolescent pregnancies.

11. Additionally existing health infrastructure is being strengthened and maintained; areas of unmet needs (e.g. services to youth through family life education, the promotion of safe motherhood and promotion of fora to examine youth contraceptives) are being identified and focused upon; and, maternal literacy rates and educational attainment are being promoted through the Ministry of Education and of Culture/Social Services.

² These include Burundi, Central African Republic, Djibouti, Ethiopia (1993), Eritrea, Ghana (1969 revised 1986), Kenya (1966 revised 1984), Liberia (1988), Rwanda (1990), Sierra Leone (1992), Uganda (1995), and the United republic of Tanzania (1992). The countries underlined have an explicit population policy.

³ These include ensuring renewed economic growth with greater self-reliance; improving the health, income and living conditions of the majority of Kenyans; and, ensuring that key economic and sectoral policies, support sustainable development.

12. Several population projects⁴ have been established each of which has an evaluation component to assess the achievement of set objectives. For instance, the government has embarked on a study to cost the National Family Planning Programme through the year 2,000 and has planned to institute mechanisms for monitoring and evaluating the impact of the programme. An IEC Document Centre has also been established at the NCPD to facilitate the design and implementation of effective policies. A Children's Bill has also been prepared and is awaiting government approval; this will put in place, various acts relating to the rights of children.

13. In RWANDA, the priorities of government for 1995 include (i) the creation of a National Population Commission (NPC) to coordinate population activities and to ensure a rational utilization of available human, financial and material resources; (ii) the establishment of Population Committees at the Prefecture and Commune levels to serve as a framework for discussion at different levels; (iii) the popularization of the population policy through an integrated multi media IEC programme; and, (iv) the organization of studies aimed at determining the size, structure and distribution of the current population and demographic trends and their impact on national development.

14. In SIERRA LEONE, the government launched (1992) a National Family Planning Programme (NFPP) and has integrated MCH/FP activities in order to address the issue of the high infant and maternal mortality. In collaboration with NGOs, the MCH/FP programme has improved on the service delivery through IEC efforts; hitherto such service was largely urban-based. Additionally, the government (1994) formulated a policy to strengthen NGO efforts, minimize duplication and increase use of resources.

15. In UGANDA, the government established (1988) a Population Secretariat in the Ministry of Finance and Economic Planning to develop and implement a population policy. By 1990, eight District Population Offices (DPO) were established. A Manual for each DPO was prepared by 1992 for guidance. A national population conference was held in March 1992. The first draft of the population policy was thereafter circulated for consideration at 14 zonal workshops held around the country between December 1992 and June 1993. Another population conference was held in November 1993. It approved the draft population policy which was promulgated into law on 3rd March, 1995.

⁴ For example, the Population Management and Administration Training at the Kenyan Society with a professional cadre equipped to manage population activities; Training of Population Experts at the University of Nairobi, at the Diploma and Masters Degrees levels; World Bank Project on Graduate-level training of population and development staff at the NCPD.

16. Thereafter, draft proposals for the National Plan of Action of the population policy; this was reviewed at a Population Forum held by the end of May, 1995. It is envisaged that, effective mid-1995, each district will develop its plan of action using the priorities identified in the National Plan of Action and the peculiarities of each district.

17. Additionally, ministerial and district-based Planning Units have been established to strengthen population and development planning coordination and decentralize the implementation of the population policy. As at April 1995, 17 such offices had been in place; it is hoped to increase the number to 27 by 1996 ending; only 12 districts will thus remain uncovered by 1996. In each DPO, orientation Workshops have been organized to emphasize the expected role of the Population Officer and to introduce deeper appreciation of the population and development interrelationships specific to the district.

18. Overall, since the ICPD, a number of activities have been undertaken in the country including (i) Round-Table discussions on Reproductive Health; (ii) Workshop and meetings on Youth Initiatives; and, (iii) Priorities for Women Programmes. During the 1992-94 period, the Population Secretariat, in collaboration with the Department of Population Studies, Makerere University, conducted several Workshops on the IPDP process, for planners in the Planning Units, the District Population Offices and the various interest groups including Youth; Women leaders; Religious leaders; District Youth Chairmen and District Women Chairpersons.

19. For countries in the Southern African sub-region⁵, available information indicates that almost all of them are at varying stages of implementing the recommendations of the DND and the ICPD.PA⁶.

⁵ These include Angola (N), Botswana (UP), Comoros (N), Lesotho (1994), Madagascar (1992), Malawi (1992), Mauritius (N), Mozambique (UP), Namibia (UP), Sao tome and Principe (N), Seychelles (N), South Africa (UP), Swaziland (N), Zambia (1989) and Zimbabwe (UP). The countries underlined have an explicit population policy; those with N have no policies; and those with UP are in the process of preparing one.

⁶ See "Synthesis of country experiences of UNFPA country support Teams (Addis Ababa/Dakar/Harare) and the CERPOD Centre in the implementation of the DND and the ICPD.PA", in Experts/NGOs Workshop on the implementation of the DND and the ICPD.PA, Part Three, Background Papers (UNECA: Addis Ababa, 1995).

20. For instance the current annual population growth rate is 1.0% in Mauritius and 1.5 % in Seychelles as against the prescribed 2 % by the year 2000 in the DND; the IMR is 45 per 1000 live births in Botswana; 19 in Mauritius; 12 in Seychelles; and 46 in South Africa as against the prescribed minimum level of 50 by the year 2000 in the DND; and, the child mortality rate is 56 in Botswana, 22 in Mauritius and 69 in South Africa as against the minimum level of 70 prescribed for the year 2000 in the DND.

21. In particular, Madagascar (1990) and Zambia (1989) had adopted explicit population policies before the DND and the ICPD.PA came into being; both had also established mechanisms for implementing their policy measures. Lesotho (1994) and Malawi adopted their population policies following the adoption of both development frameworks. Eight countries (Angola, Botswana, Comoros, Mauritius, Mozambique, Namibia, Swaziland and Zimbabwe) are at varying stages of formulating an explicit population policy using the DND and the ICPD.PA as important guides. In Mauritius, in particular, population programme efforts had, in the past, been limited almost exclusively to population growth and fertility reduction through a strong family planning programme.

22. Information on efforts by countries in the Sahel and French-speaking West Africa at implementing the DND and the ICPD.PA is rather scanty⁷. Only eight of them⁸ have adopted an explicit population policy. Of those with a policy, Burkina Faso and Senegal already have a programme for implementation. However, since the adoption of the two population and development frameworks, the previous reluctance on the part of some of the the countries to quantify their population policy objectives, has changed.

⁷ See "Synthesis of country experiences of UNFPA country support Teams (Addis Ababa/Dakar/Harare) and the CERPOD Centre in the implementation of the DND and the ICPD.PA", in Experts/NGOs Workshop on the implementation of the DND and the ICPD.PA, Part Three, Background Papers (UNECA: Addis Ababa, 1995).

⁸ The 17 countries in this group include Benin, Burkina Faso (1991), Cameroun (1992), Cape Verde, Congo, Cote D'Ivoire, Equatorial Guinea, Gabon, The Gambia (1992), Guinea Bissau, Guinea Conakry (1992), Mali (1991), Mauritania, Niger (1992), Senegal (1988), Togo and Zaire. The countries underlined have an explicit policy. Cape Verde has finalized a national population policy document but the government has decided to revise it to take account of the ICPD.PA Guidelines.

23. In particular, some of the countries are ahead of certain recommendations of the DND and the ICPD.PA. Among these are:

Instruments for monitoring the implementation of the population policies have either been or are being prepared.

Efforts are also under way at integrating the population policies into structural adjustment programmes (SAPs).

Although Population Units have played a role in the formulation of existing population policies, new structures (e.g. Permanent Secretariats, Population Policy Departments) have been created and have been fully integrated into the national policy coordination structures and development programmes.

Facilitating factors and Constraints

24. Overall, among the factors that have facilitated the implementation of the DND and the ICPD.PA in the countries (with information) of the region are:

(i) the challenge of national population situations (e.g. high fertility, youthful age structures);

(ii) emerging democratic environment;

(iii) accumulated experience in pertinent data collection.

(iv) increased (a) interest in gender concerns (b) national capacity through availability of trained national staff and (c) commitment and positive perceptions of and attitudes towards population issues; and,

(v) the existence of (a) institutional mechanisms (e.g. monitoring and evaluation of implementation) for IPDP, (b) comprehensive population policies with defined goals, objectives, targets, etc), (c) understanding of the intricate linkages between population and sustainable national development and (d) relatively extensive health and service delivery infrastructure;

25. There are of course some constraining factors as well. These include

(i) the prevailing social and economic crisis and the associated declining budgetary provisions consequent upon SAPs;

(ii) the perception of population policy development as a donor driven affair with the associated perception of needed

institutional structures (e.g. the PPUs) as sacred cows to be milked;

(iii) low technical, institutional and financial capacities at sub-national levels;

(iv) inadequate established linkages between governmental and non-governmental organizations;

(v) continuing low priority given in some countries to data collection and analysis;

(vi) continuing existence of many structural weaknesses in the health delivery systems of some countries;

(vii) non institutionalization and low priority for population IEC within the structures and operations of various relevant institutions;

(viii) the non-existence in most countries of policy frameworks or plans of action focusing on women and girls aimed at ensuring gender equality; and,

(ix) the continuing prevalence of socio-cultural attitudes and practices which impede effective implementation of population programmes.

Impact and Future Outlook

26. Although the DND and the ICPD.PA are largely consistent with the policy development process under way in the various countries in terms of effectuating changes in attitudes and priorities, there are few indications that the countries are responding explicitly and deliberately to specific provisions of both development frameworks. If anything, there are significant gaps between the goals of both frameworks and the achievements to date.

27. Both of these population and development frameworks have recognized the importance of strengthening relationships and exchanging information with NGOs in all aspects of sustainable development. They have also urged the promotion of an effective partnership between all levels of Government and NGOs regarding the discussion and decisions on the design, implementation, coordination, monitoring and evaluation of programmes relating to population and development⁹.

⁹ In order to achieve social and economic development and hence raise the standard of living among the ECA member States, it is essential for these States to take into full consideration, the implementation of the DND and the ICPD.PA.

28. In terms of impact, it can safely be said that attitudes of some of the countries, towards the adoption of population policies are evolving rapidly; and that larger, stronger and more varied National Population Programmes are being developed based on certain principles, themes and recommendations of the DND and the ICPD.PA. Even so, one would hesitate to attribute all the features of the new policies and programmes to the two development frameworks.

29. There does appear to be an emerging increased willingness in these countries to view the adoption of a national population policy as a legitimate and logical course of action on the part of the governments. The case for providing better family planning services to a larger proportion of the population is increasingly based on welfare and health arguments. References to gender issues are frequent and policy documents tend to link population to gender issues. Although that may indicate significant changes in attitudes, it may not imply strong commitment to reducing gender disparities.

III. THE SUB-REGIONAL AND REGIONAL LEVELS

Efforts

30. Pursuant to the "ECA's Resolution 748 (XXVIII) of 4 May 1993 on population, family and sustainable development and Paragraph 25 of Document E/ECA/CM.20/19, on 1 March 1994, the ECA Executive Secretary faxed all African Governments requesting them to nominate a focal point for the follow-up of the implementation of the DND, as adopted by the third African Population Conference in December 1992"¹⁰. To date only seventeen out of the 52 ECA member States have communicated the establishment of such focal points to the ECA (see Annex A).

31. It will be recalled that the inaugural meeting of the Follow-up Committee held (24 to 25 March 1994 in Addis Ababa) during the 8th Session of this Joint Conference, evolved a 5-year programme of activities for the implementation of the DND. Among other things, the said committee suggested the organization of two workshops:

¹⁰ See UNECA, 'Preparations for the ICPD: Progress Report', Addendum, E/ECA/CM.20/19/Add.1.

Experts and NGOs to provide fora for bringing together Experts and NGOs working in the field of population and development planning from ECA member States to review and discuss modalities of accelerating the implementation of both the DND and the ICPD.PA with a view to ensuring that the targets set and objectives outlined in both frameworks are met¹¹.

32. However, due to funding constraints, the two workshops were merged into one Workshop of Experts and NGOs for monitoring and evaluating the implementation of the DND and the ICPD.PA. The Workshop was organized by the Joint ECA/OAU/ADB Secretariat in liaison with the IPPF and the UNFPA and in collaboration with African Institutions including the Arab League, CDC, CICRED, IFORD, RIPS, UAPS, the UNFPA Country Support Teams (CST) Groupings based in Addis Ababa, Dakar and Harare and the United Nations Specialized Agencies (ILO, UNESCO, WHO, World Bank, IMF, UNCHS-Habitat, UNHCR, UNICEF, UNIDO, UNIFEM and WFP).

33. It was held in Abidjan, Côte d'Ivoire, at the African Development Bank (ADB), from 6 to 9 June 1995 and was attended by 26 national experts and 28 NGO representatives as well as representatives from 7 African Research Institutions, 8 observers and 13 representatives from UNFPA and eight International Agencies. Together with the 22 members of the Joint Secretariat and two representatives from the IPPF, a total of 106 participants attended the workshop.

34. Discussions of background papers were first held at the level of the Plenary. Thence two committees (Experts and NGOs) were constituted to exchange views and make recommendations on the theme. At a resumed Plenary, the synthesized recommendations were adopted with amendments. The full report of the Workshop has since been published; copies are available at this session.

¹¹ Specifically, the workshops were intended to provide a forum for African and non-African NGOs, National Experts, United Nations system and Donors to exchange views and ideas on the modalities, progress and constraints in the implementation of the KPA recommendations, the DND and the ICPD.PA; define the role of the NGOs in the conceptualization, implementation and monitoring of policies and programmes derived from the DND and the ICPD.PA; and, to create a network of major NGOs working in the area of population and development planning in the ECA region; and, evolve a methodology in the form of recommendations for monitoring and evaluating the implementation of the two development frameworks.

Guidelines for monitoring and evaluation¹²

35. Among other things, the Workshop set out Guidelines to enable member states to monitor and evaluate the implementation of their National Population Programmes based on the DND and the ICPD.PA. Details of the said Guidelines are published elsewhere¹³. It outlines (i) the derivation of sectoral development objectives of the National Development Plan focussing on the operational aspects of endogenizing population in the planning process; (ii) the selection of indicators for monitoring and evaluating the implementation of NPPs; and, (iii) the mechanisms for monitoring and evaluating the implementation of NPPs at the regional, sub-regional and national levels. d. evaluation selection of recommendations from the two population and development frameworks that are related to the socio-economic development problem areas of the various sectoral ministries;

36. In terms of the mechanisms for monitoring and evaluating the implementation of NPPs, the Guidelines stressed that the population and development data needed both for monitoring and evaluating the implementation of the DND and the ICPD.PA and for developing a National Population Programme has been compiled by the ECA over the years¹⁴. There is need to update these data partly to reflect the more recent ones and partly to ensure inclusion of the areas to be monitored and evaluated.

37. Towards this end, the Guidelines suggests that ECA should design a questionnaire for the monitoring and evaluation of the implementation of NPPs using the DND and the ICPD-PA. This should be sent to the designated Focal Points (Annex A) for completion.

¹² This section is extracted from a Report of Experts and NGOs workshop on the implementation of the DND and the ICPD.PA, (UNECA: Addis Ababa, 1994), POP/DND/WSHP/95/8, see Part II.

¹³ Report of Experts and NGOs Workshop on the implementation of the DND and the ICPD.PA (UNECA: Addis Ababa, 1994), POP/DND/WSHP/95/8, see Part I.

¹⁴ ECA, Demographic Handbook for Africa (UNECA: Addis Ababa, 1968, 1971, 1975, 1980, 1982b); Demographic Handbook for Africa (UNECA: Addis Ababa, 1988), ECA/POP/TP/88/5; Demographic Handbook for Africa (UNECA: Addis Ababa, 1992), ECA/POPTP/92/5; ECA, Demographic and Related Socio-Economic Data Sheets for ECA member states (UNECA: Addis Ababa, 1982a and 1986); Report of the Regional Training Workshop on Demographic Estimates and Projections in Africa, 1985, vol.2, pp. 12-45, RAF/84/P28.

It is proposed that, the member states themselves use the responses to prepare a National Report to be presented to the next session of the Follow-up Committee scheduled to be held during the next Session (i.e. the 10th Session scheduled for March, 1998) of this Joint Conference. The ECA should use the National reports to check on the consistency with the information in its updated data base.

38. Towards fostering the sharing of experience, the ECA should transmit the updated data sheets (which contains information on the entire region) both to all ECA member states as well as to the development partners (i.e. the international community involved in population and development planning in the ECA region including the UNDP Resident Representatives, UNFPA Country Directors, the three CST Groupings and the Joint Secretariat).

39. At the sub-regional level, it is suggested that the CST Advisers, in consultation with the UNFPA Country Directors, should update the country-specific data sheet during their missions (to a specific country). These updated country-specific data sheets should constitute an integral part of their mission reports, copies of which should be returned to the ECA. To the extent that the Joint Conference is a biennial activity, this process would ensure, that the updating of population-development data and information in the region, becomes an on-going activity.

40. In principle the foregoing gradual country by country update process through the national, sub-regional and regional efforts, should ensure the continuous monitoring and evaluation of the implementation of the two development frameworks. In practice, the difficulty envisaged is the dependence on the completion and the return of the Questionnaire by member states. But if ECA member states are committed to raising their populations' quality of life, the way out is a continuous monitoring and evaluation of their implementation of these two development frameworks. The region must stand and work together in these efforts.

IV. CONCLUSION

41. Given the relative recency of the two population and development frameworks (i.e. the DND and the ICPD.PA), available information on the efforts being made by ECA member States at using the recommendations therein to develop their NPPs, indicate considerable variation in the implementation. There are significant gaps between the goals of both documents and the achievements to date. It is probably too early to assess the impact of the efforts.

42. At the sub-regional and regional levels, the information of such efforts are based largely on the recommendations derived from the Experts/NGOs Workshop on monitoring and evaluating the implementation of NPPs using the two population and development frameworks. Additional to the recommendations (see Annex B), the Workshop made suggestions on Guidelines for developing and

implementing the NPPs of the member States as well as on a mechanism for monitoring and evaluating such implementation at the national, sub-regional and regional levels.

43. The session is called upon to

(i) request the ECA member States to establish the aforementioned focal points, if they have not done so already.

(ii) take note of the efforts being made by member States and to request the other member states (not included in the present review) to provide the secretariat with pertinent information on their own efforts;

(iii) request that such information should be coordinated by the UNFPA Country Directors in liason with the UNFPA CST Advisers¹⁵;

(iv) make suggestions for improving on the suggested guidelines and mechanism for monitoring and evaluating the implementation of a National Population Programme based on the DND and the ICPD.PA; and,

(v) encourage member states to utilize the suggested guidelines and to implement the recommendations of the Expert/NGO Workshop.

¹⁵ The needed information should derive from formal statements, official policies, explicit strategies; relevant legislation, decrees, administrative regulations; identification of priorities and/or formulation of operational action plans; translation of policies into operational programmes and projects; financial, budgetary, administrative provisions for implementing policies; arrangements for monitoring and evaluating the impact and cost-effectiveness of population policies; training and other measures to increase national capacity in the field of population policy; and, research and/or management information systems intended to facilitate the design and implementation of effective policies.

ANNEX A
LIST OF FOCAL POINTS FOR DAKAR/NGOR

1. Mr. Alex Quist-Therson,
Director
Secretariat of the National
Population Council
c/o Population Desk, Social
Sector Policy Unit (SSPU)
Ministry of Finance and
Economic Planning
P.O.Box M. 40, Accra, Ghana.

2. Miss M. C. Mphutlane, Acting
Director, Economic Policy
Department, Ministry of
Planning, Economic and Manpower
Development
P.O.Box 630, Maseru 100,
Lesotho [Tel. 31 11 00 ext.
2512;
Telex: 4429 LO; Fax: 266-
310281; Cable: PLANNOFF].

3. Mr. E. M. Matekane,
Principal Secretary
Ministry of Planning, Economic
and Manpower Development
P.O.Box 630, Maseru 100,
Lesotho [Tel. 32 25 99; Telex:
4429 LO
Fax: 266-310281, Cable:
PLANNOFF].

4. M. Lafarakh Abdellatif,
Fonctionnaire responsable
Centre d'études et de
recherches démographiques
(CERED)
Direction de la Statistique,
Ministère des affaires
économiques et sociales
SIS, Rue Mohamed Belhassan El
Ouazzani, Haut-Agdal, Rabat
B.P. 178
Rabat, Maroc [Tel. 77 36 06;
Fax: 77 30 42/ 77 32 17; Telex:
36714]

5. M. Sidi Mohamed Ould Sidina,

Direction des ressources
humaines
Ministère du plan, Nouakchott,
Mauritanie [Fax: 22 22-551-10].

6. Mr. Nama Goabab, The
Permanent Secretary,
National Planning Commission,
Metropolitan Building
Private Bag 13356, Windhoek,
Namibia [Tel. (061) 22 25 49;
Fax: (061) 22 65 01].

7. Mr. Bouraima Nairidine,
Expert démographe
Direction Générale de la
Statistique, B.P. 118 Lome
(Togo)
[Tel. 21-27-75].

8. Mesdames Bangirinana
Matrone, Burengengwa Concilie
Service Planification Ress.
Humaine et de la Population
Ministère de la Planification,
Bujumbura (Burundi).

9. Mme Safir Tamany, Chargé
d'Etudes et de synthèse
Ministère de la Santé et de la
Population, Algérie.

10. Director of Population
Activities
Federal Ministry of Health and
Human Services
Federal Secretariat Phase II
Ikoyi, Lagos, Nigeria.

11. M. Zourkaleini Younoussi,
Directeur de la population
Ministère du développement
social, de la population et de
la Promotion de la femme, B.P.
11 286, Niamey, Niger [Tel. 72
36 77].

12. Mr. Michel Rosali, Ministry
of Employment and Social

Affairs (MESA), Principal
Secretary, P.O. Box
190, Victoria, Mahe, Seychelles,
[Tel. 32 23 21; Telex: 2352,
Fax: 321880].

13. Ms. Mariama A. Deen,
Secretary, National Population
Commission Secretariat, Central
Planning Unit, Department of
Finance, Dev. and Econ.
Planning, Youyi Building
Brookfields, Freetown, Sierra
Leone.

14. Miss Nomathemba Dlamini,
Chief Economic Planning Officer
Ministry of Economic Planning
and Development, Ministry of
Finance Building, 5th Floor,
P.O. Box 602, Mbabane,
Swaziland [Tel. 43 76 5/7/8;
Telex: 21 09 WD; Fax (09 26 8)
42 15 7].

15. Dr. Mohamed Boukhris,
President Directeur général
Office national de la famille
et de la population (ONFP)
Adresse 42, Avenue de Madrid,
Tunis (Tunisie)
[Tel. 25 89 86/34 10 88; Fax 34
03 35].

16. Mr. Stephen Sianga,
Director, Human Resources
Planning Development, National
Commission for Development
Planning (NCDP)
P.O. Box 50268, Lusaka, Zambia.

17. Mr. O.E.M. Hove, Chief
Planner (Macroeconomic
Planning)
National Economic Planning
Commission,
Office of the President and
Cabinet
Private Bag 7700, Causeway,
Harare, Zimbabwe.

ANNEX B

RECOMMENDATIONS OF THE WORKSHOP

A. Preamble

1. The Workshop of Experts and Nongovernmental Organizations on the Implementation of the Dakar/Ngor Declaration on Population, Family and Sustainable Development (DND) and of the International Conference on Population and Development Programme of Action (ICPD.PA), held at Abidjan from 6 to 9 June 1995, was organized by the Joint Secretariat in liaison with the International Planned Parenthood Federation (IPPF). It was funded by the Governments of France and the Netherlands and by the United Nations Fund for Population Activities (UNFPA).

2. Recalling

that the First African Population Conference had called on African countries to intensify their efforts in the collection of data related to population and development, simultaneously with the analysis of such data and its utilization in the formulation of relevant population policies and programmes;

3. The Workshop noted that:

(a) By adopting the Kilimanjaro Programme of Action for African Population and Self-reliant Development (KPA) at the Second African Population Conference, African Governments had resolved to accelerate self-reliant, social and economic development;

(b) The implementation of the KPA was affected by serious economic crisis, characterized by severe and unprecedented socio-economic hardships, mounting external indebtedness and an absolute increase in the number of people living in poverty; and,

(c) As the gravity of the economic situation in African countries continued unabated, particularly against the background of structural adjustment programmes (SAPs), several other development policy statements were elaborated which purported to pave the way for alleviating the effects of the economic crisis: they included Africa's Priority Programme of Action for Economic Recovery (APPER) 1986-1990; the United Nations Programme of Action for African Economic Recovery and Development (UN-PAAERD) 1986-1990; the African Alternative Framework to Structural Adjustment Programmes (AAF-SAP) 1989; and the United Nations New Agenda for the Development of Africa (UN-NADAF) 1993.

4. Noted further that:

(a) Subsequently, the Third African Population Conference reiterated the continued viability of the KPA as a framework for the development of Africa and accordingly adopted the DND, calling on ECA member States to accelerate the rate of implementation of the KPA recommendations;

(b) The importance accorded by African leaders to population and development was further reflected in the endorsement of the DND by the thirtieth Assembly of the Heads of State and Government of the Organization of African Unity (OAU), meeting at Tunis, 13 - 15 June, 1994;

(c) The DND was subsequently presented as the African Common Position on population and sustainable development to the International Conference on Population and Development (ICPD), Cairo, Egypt, September 1994, which adopted its Programme of Action (ICPD.PA); and,

(d) The OAU Council of Ministers at its Seventeenth Extraordinary Session, held at Cairo, Egypt, 25-28 March 1995, also stressed the importance of population issues in the socio-economic development of Africa.

5. Accordingly, to assist further the implementation of the two frameworks for development, the Workshop adopted the following RECOMMENDATIONS addressed to African Governments, subregional, regional and international organizations and NGOs:

B. Recommendations to African Governments

1. General

6. Countries should, wherever necessary, promote an enabling environment for improving socio-economic conditions, so as to achieve the goals, objectives and targets of the DND and the ICPD.PA. They should reactivate the tradition of long-term perspective development planning, including strategic planning, and establish appropriate mechanisms for the formulation as well as the monitoring and evaluation of the implementation of National Population Programmes (NPP).

7. Countries that have no comprehensive and explicit population policies should be encouraged and assisted to formulate and implement such policies, taking into account the national social, economic and cultural specificities. Those which already have such policies should be encouraged to review them in the light of the DND and the ICPD.PA, consistently with their development priorities.

8. A better understanding of the process of integrating population factors in development planning by the makers and planners of policy should be fostered. Policy-makers, planners and parliamentarians should have a working understanding of social, economic and demographic interrelationships, as well as a functional sensitivity about the need for an integrated approach to development planning. They should also understand the methodology, criteria and principles of developing a NPP.

9. The promotion of inter-country and inter-organizational technical assistance should be encouraged and exchange of experiences and knowledge should be promoted through publications, conferences, meetings, study tours and visits.

10. Countries need to show greater political will and commitment in the implementation of the DND and the ICPD.PA. Greater effort should be made to mobilize greater resources at both national and international levels for population and development programmes. Efficient use of resources and a strong will to implement such programmes are key factors in that regard.

2. Formulation and Implementation of National Population Policies (NPP) and Programmes

11. All data sources on population and development - vital statistics, censuses and field surveys - should be promoted and institutionalized as an integral part of comprehensive follow-up, monitoring and evaluation system. Government should put in place an integrated population and information system for that purpose.

12. Existing data should be fully analysed and utilized in the formulation and implementation of population and development programmes.

13. Realistic targets should be set at national and sub-national levels after a careful analysis of both demographic and socio-economic conditions.

14. Governments should define clearly each component of the implementation structure, the criteria for selecting incumbent of positions within the structure and the terms of reference, as well as the mode and mechanism of collaboration between elements of the structure. The scope and nature of the implementation structure should depend on the comprehensiveness of the population policy measures.

15. The trend towards decentralizing the implementation of NPP strategies should be systematic and rational in terms of conceptualization, formulation and implementation.

3. Monitoring and Evaluation of the
Implementation of National Population Policies,
Strategies and Programmes

16. Countries should promote the culture of incorporating in-built monitoring and evaluation procedures when designing and implementing population programmes and projects. A management information system (MIS) should be developed at all levels of operation, which carefully monitors the stocks and flows of programme and project inputs, as well as serving as an essential ingredient in the understanding and explanation of impact indicators. A series of relevant policy and small-scale operational research should be undertaken to improve implementation and management of population programmes.

17. Member States should define their own priority sectors of intervention and state a clear set of national objectives per sector, including progress indicators aimed at facilitating the monitoring and evaluation of the implementation of the DND and ICPD.PA.

18. The selection of output indicators should be based on the identification of the variables which are most responsive to change.

19. In all sectors, wherever necessary, indicators of behavioural change, aspects of economic and social progress should be included in the monitoring and evaluation mechanism.

20. Popular participation should be enhanced in the process of monitoring and evaluation of programmes and projects.

21. In order to make an overall assessment of the progress made by countries in monitoring and evaluating the implementation of the DND and the ICPD.PA, Governments should ensure that they complete and return questionnaires sent out to them by the Joint ECA/OAU/ADB secretariat.

4. Capacity-building for the Formulation, Monitoring and
Evaluation of the
Implementation of NPPs

22. Governments should put in place and empower relevant institutions for the formulation, implementation, monitoring and evaluation of population and development programmes and projects; and they should establish and/or strengthen appropriate structures.

23. Existing and ongoing training programmes in population and development planning should be reviewed and reoriented, consistently with the emerging new development paradigm. In that regard, Governments need to involve NGOs in such training schemes. Equally, provision should be made to update periodically the skills and the basic knowledge of policy-makers and planners, in order to keep them abreast of the changing socio-economic environment.

24. Governments are urged to ensure the appropriate location of population programmes; security of tenure for competent staff; and a designation conferring high authority for the institution entrusted with the implementation, monitoring and evaluation of population and development programmes. They should also continue to support and co-operate with subregional and regional institutions, including CERPOD, the Institute de formation et de recherche démographiques (IFORD) and the Regional Institute for Population Studies (RIPS).

C. Recommendations Addressed to African NGOs

25. To complement Governments' efforts in the area of population and development, as well as in taking the initiative to develop new approaches to service delivery, NGOs should:

(a) Provide pertinent and timely information on their experiences, the better to identify what population programmes should achieve. They should also diversify approaches to service delivery and include the folk media;

(b) Lobby Governments to include education about family life in the curricula of the systems of the formal and non-formal (vocational) educational sectors within their countries; and,

(c) Strengthen and expand coverage into new areas and to populations which are culturally, socially and physically underserved: especially, to adolescents, out-of-school youths, refugees, the urban poor, rural communities and the disabled.

26. NGOs and other development partners should be represented on appropriate consultative committees, especially those concerned with policy-setting and the design and implementation of population programmes.

27. Recognizing the existence of a large number of national NGOs, each operating under its own regulations, there is a need to set up an umbrella organization, in appropriate cases, to co-ordinate programmes and activities. When such a body is established, NGOs should have representation in its governance and decision-making process.

28. There is a need for self-regulation by NGOs, in line with government regulations. To that end, NGOs should develop, where applicable, a code of conduct which stipulates standards and responsibilities, while taking into account existing regulating mechanisms.

29. All NGOs working in the population and development field in Africa should ensure transparency and accountability to their stakeholders and keep beneficiaries, Governments and other supporters informed.

30. Recognizing the central place which information must occupy for governance and decision-making, as well as the current state of information management, NGOs should develop sound management information systems (MIS) that significantly improve the existing activities of information-gathering, processing, storage, retrieval, use and dissemination.

31. In view of the deteriorating resource base in the region for financing their work, NGOs should be assisted to mobilize and diversify their own resource bases and sources of funding. That assistance should include the search for new sources of funding, extending the support obtained from both private and state sectors.

32. NGOs should strengthen their capacities for monitoring and evaluating programmes and they should strive to build strong research capabilities. Moreover, they should pay special attention to operational research. There should be participation by international NGOs in programme-monitoring and evaluation.

33. NGOs should liaise with parliamentarians for the purpose of lobbying Governments to assist them in the implementation of the DND and ICPD.PA.

34. NGOs need to develop gender-sensitive programmes that enhance the involvement and participation of women and youths in their governance and decision-making processes.

35. NGOs should campaign to remove legal, political and cultural barriers against access to services and should lobby for the establishment of equal rights for women and young people, so that they have unrestricted access to services for reproductive health. In that regard, efforts should be intensified to sensitize men, women and policy-makers about gender issues.

36. NGOs should utilize the existing networks, where applicable, as a basis for establishing a mechanism for collaboration, consultation, sharing of experiences and exchange of information, mutually and with other key actors in the field of population and development. Where networks do not exist, they should be created.

37. NGOs should build their institutional capacities, as a way of strengthening their governance and management.

38. In view of the support, both material and financial, extended to NGOs in the region by Governments in the countries where they operate, their relations with Governments should be strengthened with a view to sustaining that support, especially by exemption from taxes on dutiable commodities received by them, where that is not already the case. NGOs are urged to capitalize on other forms of support from Governments, such as secondment of skilled workforces to the NGOs.

39. Noting that NGOs are already collaborating with Governments in the population and development field and that they acknowledge the resource support given by Governments, NGOs should make a deliberate effort to cultivate trust and mutual co-operation. Such a relationship should be nurtured, for the benefit of the NGOs, Governments and the beneficiaries of their services.

D. Recommendations Addressed to International Organizations

40. Both the Follow-up Committee established by the ECA Conference of Ministers of Planning and Economic Development (1993) and the African Population Commission (APC) should strengthen their advocacy and monitoring roles in support of National Population Commissions (NPCs) to ensure that they are able to implement their programmes effectively. They should encourage Governments to assist NGOs to participate in activities related to the implementation of the DND and the ICPD.PA.

41. Regional and subregional programmes with the objective of supporting the formulation, implementation, monitoring and evaluation of population policies and programmes at the country level, should ensure that their activities complement each other and avoid duplication. Efforts should be made to avoid multiplying the demands on national Population Secretariats and Units to supply various kinds of data and information.

42. The Joint ECA/OAU/ADB Secretariat of the African Population Commission should:

43. (a) Promote and facilitate exchange of experiences and information pertaining to the implementation of the DND and ICPD.PA;

(b) Continue to co-operate with subregional and regional institutions such as Cairo Demographic Center (CDC), CERPOD, (Institute of Development and Economic Planning (IDEP), IFORD and RIPS.

44. To avoid duplication and to promote co-operation, sub-regional and regional organizations should establish a standing exchange information system (SEIS).

45. International organizations, including ADB, are encouraged to integrate population components in their prospective programmes and projects related to social issues, such as health, education, women in development and poverty alleviation. They should increase the resources allocated to human development activities.

46. UNFPA and other international bodies are invited to enhance their co-operation with African countries and to assist them to integrate the DND and ICPD.PA recommendations in their socio-economic development plans and programmes.

47. International organizations, including ADB, should continue to encourage co-operation with bilateral and multilateral donors through complementary initiatives. They should co-operate more closely with NGOs to implement projects at the field level.

48. Other international organizations and NGOs concerned with other aspects of human development but whose activities include population issues should keep the Joint Secretariat informed of activities related to such issues in order to avoid duplication of efforts and promote inter-agency collaboration.

49. The Follow-up Committee of the DND should assist Governments in establishing structures for the formulation and implementation of national population programmes (NPPs). The experiences of other international bodies such as ECA, OAU, ADB and IPPF should be harnessed to assist in that regard.

50. There should be proper co-ordination in the monitoring and evaluation of the implementation of population and development programmes in the African region within the United Nations family.