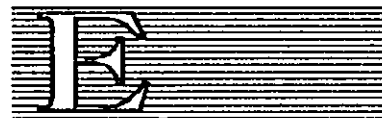




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**UNITED NATIONS TECHNICAL AND FINANCIAL ASSISTANCE
TO POPULATION PROGRAMMES AND RELATED
STATISTICAL ACTIVITIES IN AFRICA:
TRENDS AND IMPLICATIONS**

I. TECHNICAL AND FINANCIAL ASSISTANCE TO POPULATION PROGRAMMES

A. Introduction

1. United Nations technical and financial assistance to population programmes in Africa received significantly greater support with the establishment of the United Nations Fund for Population activities (UNFPA - now United Nations Population Fund), in 1969. The population programmes in most African countries were not well developed and United Nations assistance was relatively limited before the 1974 World Population Conference in Bucharest, and its "World Population Plan of Action" recommended that population issues be addressed in a larger context of economic and social development. Following Bucharest, UNFPA provided a more substantial financial assistance to population programmes in Africa. The International Population Conference in Mexico in 1984 reaffirmed the need for international technical assistance in population to African countries.

2. This paper reviews the technical and financial assistance of the United Nations Department of Economic and Social Development (UNDES; ex-UNDTCD) and the United Nations Population Fund (UNFPA) to population programmes in African countries since the Second African Population Conference (APC.2), 1984. In this respect, assistance in the following areas will be considered:

- improvement of knowledge of demographic situation through population data analysis and research;
- formulation and implementation of population policy and integration of population into development planning;
- improvement of national training programmes.

B. Demographic analysis and research

3. During the last ten years, technical assistance in this area concentrated on the evaluation and analysis of data obtained from the 1980 and 1990 rounds of population censuses. There were about 50 population censuses taken in Africa during the period 1984-1991. It is expected that about 10 more population censuses will be taken from 1992 to 1991.^{1/}

4. During the period, extensive use was made of computer software for speedy analysis of census and survey data, preparation of population projections and analytical reports. The dissemination of census results through national seminars and workshops was made an integral part of the census analysis programme. The team approach to analysis and production of reports which encouraged the participation of local experts greatly enhanced national capacities to execute census analysis projects. Thus, there has been significant improvement in the capacity of Governments to execute their own projects, and many African countries now rely on their own personnel to undertake census analysis with only limited advisory services from the United Nations.

^{1/} For details see United Nations Statistics Division, Dates of National Population and/or Housing Census taken during the decade 1975-1984 and taken or participated in during the decade 1985-1984, New York, June 1992.

5. In addition to international fellowships for medium and long-term training in techniques of demographic analysis and research, the United Nations has organised special seminars and workshops at national and international levels to familiarize national staff with recent techniques of demographic analysis and to exchange experience with experts from other countries. The most significant of such training was the Inter-census Training programme in Sub-Saharan Africa, organized annually since 1989, in collaboration with the Economic Commission for Africa (ECA). Two of these training workshops were held by ECA with the contribution of the United Nations, together with RIPS in Accra (Ghana) and IFORD in Yaounde (Cameroon) respectively, for English and French-speaking African participants. In 1991, with the collaboration of the University of Montreal in Canada, and in Ouagadougou (Burkina Faso) similar training workshops were organized for 30 participants from Francophone Sub-Saharan African countries. In addition, between 1987 and 1991, two inter-regional training programmes focusing on the use of microcomputers for demographic analysis and funded by UNFPA, were attended by as many as 25 African professionals annually.

6. In effect, there has been significant improvement in the knowledge of the demographic situation in most African countries during the decade as a result of the analysis of the 1980 and 1990 rounds of population census. The 1990-1995 round of censuses and demographic surveys will provide new data for updating the demographic situation in Africa. However, demographic analysis and population studies, especially of population changes, should be oriented towards population policy formulation and integration of population variables into development planning. Besides, analysis of census data would be more effectively conducted if a computer software programme were developed for integrating data processing and analysis. This would require the active participation of demographers and statisticians in the preparation of the census data collection, data tabulation and analysis.


C. Population and development

7. In the field of population and development, assistance was provided for research and studies including the analysis of socio-economic determinants and consequences of demographic factors and studies of the interaction of population variables with development factors. In general, progress has been made in a number of African countries in this field during the last five years. In many other countries, little progress has been made because of the paucity of data, and the lack of trained staff and adequate support. Besides, the impact of development on population variables had been generally overlooked.

8. The United Nations has encouraged African countries to define policies to solve population problems, in the context of economic and social development. Studies of population-development interrelationships, the use of demo-economic models, and anthropological and cultural aspects of fertility, mortality and migration behaviour have been conducted to provide sound bases for policy formulation.

9. Efforts made by some countries to integrate population factors in development planning have been limited by the lack of adequate techniques and a macro population and development framework. To help Governments, assistance has been provided in training and research in this field, and a number of basic documents have been produced including a manual on Projection Methods for Integrating Population Variables into Development Planning; a Simulation Model on Population and Development Macro Model (Game for

Training); and Integrated Population Development Macro Model (INMA). These have been used in various international and national training workshops in which nationals of African countries have participated.



10. During the last five years, in addition to national seminars and workshops, the United Nations has organized, in collaboration with respective Governments, four international expert group meetings, three of which were held in African countries. The main objective of these meetings was to create a forum for the exchange of experience among country experts, mostly working in population research centres or planning units, and dealing with population and development related issues. The first seminar, on Institutional Arrangements for Population and Development, was held in Cotonou, in 1989; the second, on Population and Regional Planning, in Ho Chi Minh City, in 1990; the third, on Population Policy and Environment, in Brazzaville, in 1991; and the fourth in Tunis, in 1992, on Population, Women and Development.

11. Since 1987, six annual training seminars of two months' duration each on integration of population factors into development planning have been organized for mostly African participants by the United Nations in Paris with the collaboration of the Institute of Political Sciences (IEP) of the University of Paris. These seminars focused on concepts and techniques of integration of population variables into development planning and the use of demo-economic models and related software.

D. Training Programmes in Population

12. In the past decade, the United Nations has provided assistance to African countries in developing training and research programmes in demography and population studies at the country and regional levels. Interregional facilities have also been made available for training African nationals in specialized fields of population and development planning. The majority of the country training projects were university-based undergraduate and/or graduate programmes in population studies.

13. These country training programmes focused on institutional development of training in population and development within undergraduate and graduate degree programmes, in response to the need in the countries for trained personnel to work in relevant government offices and non-government organizations. The national institutions also organized short-term intensive refresher courses in specialized areas of population for government and other personnel at various levels. In addition, training seminars and workshops were provided to sensitize policy makers, administrators, the media and/or the general public to population issues in the country.

14. During the last decade, the United Nations has assisted over 50 country training programmes. For instance, undergraduate courses in demography and population studies were provided at the universities in Angola, Botswana, Côte d'Ivoire, Ethiopia, Kenya, Lesotho, Liberia, Malawi, Morocco, Mozambique, Sudan, Swaziland, Uganda, United Republic of Tanzania, Zaire, Zambia, and Zimbabwe. A population major was provided in Côte d'Ivoire, Morocco, Togo and Zaire, while double major (population and another subject) programmes flourished in Swaziland, Uganda and Zambia; and in Ethiopia population minor programmes were introduced in several Addis Ababa university departments. Programmes at the Masters degree level were provided in Ethiopia, Kenya, Morocco, the Sudan, Uganda, United Republic of Tanzania and Zaire.

15. The national capacity of African countries to conduct their own population programmes has been greatly enhanced through advanced training for staff of national institutions. As a result almost all the training and research projects developed since 1984 will by 1994 be executed by national staff trained on or by the project.

E. Financial Assistance

16. The financial assistance to population programmes in African countries in the areas described above has been provided almost entirely by the United Nations Population Fund. As shown in Table 1, the UNFPA financial support to analysis of demographic data mainly from population censuses and demographic surveys, since the Mexico Conference, has more than tripled from \$ 1.3 million in 1984 through \$ 2.9 million in 1988 to \$3.7 million in 1992.

17. In the field of population and development, which was a new field of population activity in Africa starting in the 1980's, the Table shows UNFPA's financial assistance increased more than sevenfold between 1984 and 1992. In more than 20 African countries the United Nations, with financial support from UNFPA, assisted member States in establishing population centres or units which carried out research studies to provide inputs for population policy formulation and the integration of population variables into development planning. Many African countries also established national population commissions to define population policies and to advise ministries on the implementation of population policies in the context of social and economic development.

18. The largest UNFPA financial assistance to population programme in Africa was given to meeting the needs for national trained personnel in all fields of population at national, regional and inter-country levels. Since 1984 the financial support to population and related training programmes has increased from \$ 3.7 million through \$ 4.4 million in 1988 to \$ 13.5 million in 1992.

19. In a number of African countries, training and research programmes have been established in the universities to promote training and research in demography and population-related fields. In this connection, many African countries have been assisted in improving teaching and research capabilities and building up the institutional infrastructure for these programmes. To promote training and research and to facilitate the work of national staff, various population centres have been provided with micro computer equipment and related software. As a result of the financial assistance of UNFPA, all population training and research centres or units and programmes have an average of five to six microcomputers, some of them of high capacity.

20. The comparative breakdown of UNFPA budgets for population projects by region, between 1989 and 1992, shown in Table 2, demonstrates the priority given to African countries in financial assistance for training, population and development programmes, data collection and analysis.

21. The funding for population training, data collection and population and development programmes and projects in Africa was the highest of all the regions. The total financial assistance of \$ 14.4 million to demographic analysis in African countries during the period 1989-1992 was as high as that for Asian countries \$ 14.7 in the same period. It is expected that this trend will continue in the coming years, especially for support to programmes in

population policy and development planning and related population analysis and research as well as human resources development, when UNFPA technical support service system comes into effect in the next few years.

II. TECHNICAL AND FINANCIAL ASSISTANCE FOR PROJECTS IN STATISTICS

A. Introduction

22. The United Nations provides substantive support to developing countries by assisting them in the formulation, implementation as well as evaluation of technical cooperation projects in statistics. The main objective of technical co-operation in statistics is to assist developing countries to strengthen and expand their national services and capabilities for collecting, processing, disseminating and using statistics. The Statistical Division of the United Nations, Department of Economic and Social Development (DESD), ^{2/} executes projects in statistics and it coordinates its activities in the African region with those of the Statistics Division of the Economic Commission for Africa (ECA), *inter alia*, in assisting countries in the implementation of their various programmes in the area of data collection, storage and processing. It is noted that requests by African countries for technical cooperation in population and related statistics grew substantially over the period reviewed, as they embarked on development efforts.

23. Assistance continued to be provided in a wide range of country, regional and interregional projects in: building up and strengthening national statistical systems, conducting population and housing censuses, promoting statistical data processing and improving social statistics. During the period under review, emphasis continued to be provided to ensure that developing African countries have full access to appropriate new techniques for processing and disseminating statistics, with special attention to the problems of those developing countries that are the least advanced in statistics and to improving the situation of women.

B. Technical Cooperation Projects

24. DESD expenditure in technical cooperation projects in statistics in general and population and related statistics in particular is shown in table 3. The table clearly demonstrates the importance attached to population and related statistics by DESD as well as efforts undertaken by many African countries in the field. DESD expenditure on technical cooperation in population and related statistics climbed from a level of US\$ 3,681 thousands in 1982 to the high of US\$ 11,543 thousands in 1990 and US\$ 10,717 thousands in 1991. The relative importance of expenditures in population and related statistics over the years can easily be noted from the same table. The share of such activities in total technical cooperation activities in statistics expenditure was at the level of 57 per cent in 1982 and 1983; fall to the level of 50 per cent in 1984; climbed to the level of 54 per cent in 1985;

^{2/} Although DESD was formally established by the Secretary General effective 1 March 1992, since DESD incorporates, *inter alia* the mandates and functions of the former Department of Technical Cooperation for Development, for the whole period covered by this report. It should also be noted that, following the restructuring of the Secretariat, the operational and substantive support activities for technical cooperation in statistics became integrated in the DES/Statistical Division

of short-term training courses held in Canada, such as: the Workshop on Advanced Census Cartography, 1 October - 2 November 1991 (Countries that participated were: Cameroon, Côte d'Ivoire, Egypt, Equatorial Guinea, Gambia, Ghana, Guinea Bissau, Kenya, Madagascar, Malawi, Niger, Nigeria, Rwanda, Senegal, Swaziland, Tanzania, Togo, Zaire, Zambia and Zimbabwe); and the Workshop on Advanced Data Processing Techniques in Support of Census-taking for African Countries, 23 September - 1 November 1991 (Countries that participated were: Benin, Burkina Faso, Cameroon, Central African Republic, Chad, Congo, Cote d'Ivoire, Gabon, Lesotho, Mali, Madagascar, Mauritania, Mauritius, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Sudan, Uganda, Zaire and Zambia). In addition, courses on use of sampling in censuses for Portuguese speaking African countries were held in Guinea Bissau 4-21 June 1991 (Countries that participated were: Angola, Cape Verde, Guinea Bissau, Mozambique, Sao Tome & Principe). These were held in collaboration with Statistics Canada in Ottawa. In addition, courses related to demographic analysis were held in the University of Montréal.

3. Interregional and Global Activities

30. Global or interregional programmes providing assistance to African population and related statistical activities consist of (i) the services provided through interregional advisers, (ii) the National Household-survey Capability Programme, (iii) the Computer Software and Support for Population Activities project, (iv) on the job statistical training project under programme relating to technical cooperation among developing countries, and (v) interregional workshops held when funds were available.

31. Currently, there are two interregional advisers, one in statistical training and demographic statistics and the other in computers methods and informatics, who are based at Headquarters. In 1990-91, the two advisers met ad-hoc demands of African counties for technical advisory services in their respective areas with special emphasis on the statistically less developed countries. In addition, technical advisers and regular staff members of the Statistical Division of the United Nations, continued to provide overall substantive direction to technical cooperation activities in population and related statistics and carried out specific technical cooperation missions and functions.

32. The National Household Survey Capability Programme (NHSCP), in close collaboration with its regional counterpart, the African Household Survey Capability Programme (AHSCP), has continued to maintain its operations in Africa. Of the 47 countries participating in the NHSCP at the end of 1990, 23 were from the African region. Income and expenditure and socio-demographic surveys of households constitute significant components of the work programme on household survey in the region. NHSCP/AHSCP have, however, been assisting an increasing number of countries in the region to formulate or restructure their existing household survey programmes, to obtain data more immediately required for implementation of their respective economic recovery plans and structural adjustment programmes.

33. The Computer Software and Support for population Activities project, which is entirely supported by UNFPA, provides computer software for entering and editing census, survey or administrative data, for summary cross-tabulation of data, for developing maps and graphic databases, for demographic analysis, and for population projections. All software

package run on microcomputers and require no computer programming. During 1990 and 1991 the project supplied 670 software packages to 142 institutions in the Africa region. Technical support and training in the use of the software was supplied by the project through national, regional and interregional workshops, country missions, ad-hoc demonstration and training at Headquarters, and correspondence.

34. In addition to the training activities in country and regional projects, there is a training programme financed by the regular budget of DESD with the substantive support of the Statistical Division. The programme includes an interregional project for training of junior statisticians and programmers. The main objective of this project has been to develop and strengthen the capability of and linkages among developing countries through the promotion of technical cooperation among developing countries. Resources available in developing countries with the capability to share expertise are being utilized for in the job training of personnel from statistically less developed countries. African countries participating in the programme as host countries during 1990-1991 were: Burkina Faso, Madagascar, Morocco and Senegal. Countries benefitting from the programme were: Botswana, Kenya, Mauritania, Rwanda, Sudan and Uganda. A Workshop on Civil Registration and Vital Statistics was held in Morocco from 1 October to 22 November 1991; countries that participated were: Mauritania, Morocco and Sudan.

34. An Interregional Workshop on Population Data Bases and Related Topics was held in Indonesia, 14-19 January 1991, the following African countries participated: Botswana, Cameroon, Ghana, Lesotho, Malawi, Sierra Leone, Swaziland, Sudan, Tanzania, Uganda, Zambia, Zimbabwe.

C. The New Arrangements

35. General Assembly resolution 44/211 emphasizes the importance of national execution of projects and the attendant needs for programme approach, for decentralization and delegation of authority in the United Nations system to the country level, and for regular and timely provision of technical advice and backstopping by agencies at country level. The UNDP Governing Council, at its thirty-eighth session (1991), adopted a comprehensive legislation on successor arrangements to agency support costs. This is a significant decision with long term implications for the operational activities of the United Nations system.

36. The successor arrangements to agency support costs, approved by the Governing Council, form a part of a broader policy package, which included new initiatives relating to national execution and the programme approach, and a renewed emphasis on human development and capacity-building in development activities. These mutually supportive components of the policy framework offer considerable opportunity to achieve increased effectiveness and relevance in UNDP-financed programmes and projects.

37. The new support cost arrangements went into effect on 1 January 1992 replacing a systems which had been in existence in its essential elements for over two decades. The objectives of the new arrangements are:

- i) Enhancement of tripartite relationship
- ii) Strengthening the technical focus and support capacities of agencies;
- iii) Provision of incentives for national execution;
- iv) Encouragement to greater openness in accessing implementation services,
- v) Promotion of coherence and coordination in operational activities.

38. The new arrangements shall apply to all agencies. However, within these successor arrangements, a new system of reimbursement of support costs (new regime) will apply only to the following five large organizations of the United Nations system: DESD, FAO, ILO, UNIDO, and UNESCO. The old regime shall continue to apply for all other agencies except the UNDP Office for Project Services (OPS) and the World Bank Group, which will be governed by a modified new regime. All projects approved before 1 January 1992 continue to be subject to the old regime for the duration of their activities.

**Table 1. UNFPA budgets in Africa
(projects by substantive areas)
(,000 US\$)**

Year	Data collection	Demographic Analysis	Population and development	Training	Total
	Amount	Amount	Amount	Amount	
1984	4,652	1,337	808	3,712	10,509
1985	3,093	2,098	1,239	4,008	10,438
1986	3,552	1,896	1,578	3,210	10,236
1987	3,936	2,521	1,158	4,097	11,712
1988	5,333	2,923	2,003	4,476	14,735
1989	5,819	3,009	2,619	6,576	18,023
1990	11,525	4,227	3,991	9,393	29,136
1991	9,570	3,402	4,877	9,237	27,086
1992	7,835	3,717	7,054	13,541	32,147
TOTAL	55,315	25,130	25,327	58,250	164,022

Source: UNFPA Headquarters, New York, 21 July 1992

Table 2: UNFPA Budgets by substantive project areas and region - 1989-1992

Year	Data collection				Demographic Analysis				Population and Development				Training				TOTAL			
	Africa	Asia	LA	ASE	Africa	Asia	LA	ASE	Africa	Asia	LA	ASE	Africa	Asia	LA	ASE	Africa	Asia	LA	ASE
1989	5,829	7,251	1,657	1,390	3,009	4,255	1,169	2,798	2,619	701	1,122	879	6,576	3,855	3,612	2,988	18,023	24,022	7,580	8,853
1990	11,525	4,195	1,741	1,542	4,227	1,796	1,257	2,730	3,991	1,095	1,131	840	9,393	8,634	3,571	3,295	29,136	15,484	7,720	8,397
1991	9,570	3,985	1,988	1,041	3,042	3,015	1,313	2,316	4,877	736	788	-683	9,237	-8,637	2,699	2,498	27,086	16,333	4,396	76,588
1992	7,835	2,918	2,655	1,152	3,717	3,463	2,419	2,259	7,054	1,991	1,655	441	13,541	14,342	4,807	3,947	32,147	22,717	10,796	7,902
Total	34,779	18,233	7,851	5,123	14,355	14,709	6,158	10,995	18,541	4,606	4,516	2,846	36,747	41,548	14,789	12,728	106,392	78,736	32,474	31,990

Source: UNFPA Headquarters, New York, 21 July 1992

a) LA = Latin America

b) ASE = Arab States and Europe

Table 3: UN DESD/Statistical Division Expenditure in the area of Statistics in Africa 1/

Subject area	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Multi-Sector statistics...	820	1,004	827	383	440	544	900	978	603	441
National accounts and other Economic statistics...	1,630	999	1,208	1,541	1,682	1,440	1,799	1,231	1,554	2,146
Demographic and Social statistics, censuses and surveys...	3,681	2,802	2,428	2,655	3,145	4,493	6,586	6,943	11,543	10,717
- Demographic and social stat...	988	783	486	474	504	404	609	644	436	883
- Population censuses...	2,581	1,812	1,694	1,685	1,685	3,548	5,401	5,726	10,883	9,621
- Census and survey cartography				38	20	21	23	127	168	192
Sampling and surveys...	112	207	248	458	536	520	553	446	56	21
Data processing	327	108	384	338	370	142	55	331	723	1,380
Total, statistics....	6,458	4,913	4,847	4,917	5,637	6,619	9,340	9,483	14,423	12,684

Source: DESD, Status of Budgets and implementation (END of year figures), various issues

1/ Following classifications adopted by UNDESAD previously, the following countries are not included: Algeria, Djibouti, Egypt, Libya, Morocco, Sudan and Tunisia

Table 4: On-going country projects in population and related statistics

Area	No. of countries	No. of projects
Population	34	60
Civil registration and vital statistics	10	13
Surveys	10	13
Others	15	18

Source: United Nations, Statistical Division, Data files.