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AFRICA BUREAU

FY 1981 FUNCTIONAL REVIEW - POPULATION

Prepared by AFR/DR/POP

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AFRICA BUREAU
FY 1981 Functional Review
POPULATION SECTOR

Summary

This year's Review focusses on management requirements and capability to carry out effective population programs in the Africa Region. Methodology for this analysis includes both objective (statistical) measures and subjective judgments based on the data collected, on historical perspective, and on the professional judgment of numerous individuals involved in the delivery of population assistance in Africa.

Major findings include:

- (1) a wide gap between the present manpower requirement to manage project and subproject activities already underway;
- (2) wide variations in capacity to manage population programs effectively among the AID missions in Africa;
- (3) wide variations in workload among the various missions;
- (4) an increasing workload overall as new projects and subprojects are developed; and
- (5) numerous missed opportunities due to shortages of professionally trained population personnel and to certain administrative constraints.

Recommendations are made which are aimed at:

- (1) using existing staff more effectively;
- (2) increasing the numbers of trained and experienced population professionals in the Region; and
- (3) using intermediary assistance more effectively in areas not served by an AID population officer.

Elements Included in Review

This Review looks at management factors in terms of three major categories: MANPOWER, PROJECTS, and FUNDING. Together, these are considered as prime indicators of management requirements on the part of AID missions abroad.

Several important assumptions are made:

1. With respect to MANPOWER, it is assumed that adequate staffing in countries with either bilateral population projects or with substantial intermediary (centrally-funded) subprojects consists of at least one full-time population officer. This person necessarily has professional population training and previous experience in the management of population assistance in LDCs.

Officers who must divide their time between health/population/nutrition activities and other less desirable stop-gap arrangements are not considered adequate staffing for missions in this category.

2. With respect to PROJECTS and the management load they entail, two important indicators are: (1) the number of field visits made in a given time period; and (2) the duration and complexity of those visits (as measured in person/days of TDY). Thus the number of visits and the person/days they entail are used in the statistical analysis which follows.
3. With respect to FUNDING, it is assumed that the sums involved in funding of population activities from year-to-year in Africa are good indicators of both AID management capability and of African receptivity to population projects, but may be poor indicators of workload. This is because population work at this stage in Africa is largely promotional, educational, and exploratory or...to put it differently...is LABOR-INTENSIVE.

Summary Data

The basic MANPOWER, PROJECT, and FUNDING elements of AID's population effort in the Africa region are summarized in Table I below.

Table 1

AFRICA: BASIC ELEMENTS IN AID'S POPULATION PROGRAM

MANPOWER (FULL-TIME POPULATION OFFICERS)

3 Population Officers in place as of 12/31/81 (Kenya, Tanzania, Zaire)
 1 Regional Population Officer in place (REDSO/WA)
 1 Regional Population Officer to be fielded (REDSO/EA, circa March 1982)

5 full-time officers

PROJECTS

7 Bilateral projects (Ghana, Kenya, Lesotho, Senegal, Sudan, Zaire)
 4 New bilaterals this year (Kenya, Liberia, Zaire, Zimbabwe)
 4 Regional projects operating in 15 countries*
 30 Centrally-funded projects involving more than 200 subprojects in 33 countries

<u>FUNDING</u> (in \$000s)	<u>FY1979</u>	<u>FY1980</u>	<u>FY1981</u>	<u>FY1982</u>
BILATERAL AND REGIONAL	1457	3041	4527	7223
SAHEL ACCOUNT	1000	1500	900	1770
CENTRALLY-FUNDED (ST/POP)	21061	22222	25460**	33423**
	<hr/>	<hr/>	<hr/>	<hr/>
TOTALS	23518	26763	30887	42416

* Burundi	Malawi	Seychelles	Somalia
Ghana	Mauritius	Tanzania	Zimbabwe
Kenya	Rwanda	Sudan	Zambia
Lesotho	Senegal	Togo	REDSO/EA

** Does not include centrally-funded contraceptives for ST/POP grantees/contractors

MANPOWER SUMMARY

As can be seen in Table I, AID full-time professional population manpower in the current fiscal year consists of four officers in place and one officer to be fielded within two-three months. The management load in this fiscal year consists of over 200 projects and subprojects in more than 33 countries, involving about \$42 million in AID funding in this year alone. Strictly speaking, AID population officers do not "manage" the centrally-funded (intermediary) subprojects. Rather, they are on-the-scene facilitators, coordinators, and orchestrators required to assure that: (a) the right intermediaries are involved at the right time; and (b) intermediaries complement and support one another and interface smoothly with the host government and with other AID projects. This requires a major investment in time, as well as a professional working knowledge of the population field in order to interact effectively with the host government and private sector institutions.

Manpower needs in the region were analyzed in some detail several months ago. The analysis still stands, and is included as Annex III. The recommendation for seven additional full-time population officers is still valid.

RECOMMENDATIONS (in order of priority)

1. Nigeria: a full-time Population Attache to be assigned to the Embassy to coordinate a workload which already consists of 23 subprojects, increasing to 33 in 1982 and to explore possibilities for GON-financed assistance.
2. Sudan: a full-time Population Officer to manage a workload which currently involves one bilateral project and 11 subprojects (increasing to 23 subprojects in 1982).
3. Senegal: a full-time Population Officer to manage a workload which currently consists of one bilateral project and 12 subprojects (increasing to 16 in 1982).
4. Regional/Southern Africa: a full-time Regional Population Officer to manage a workload which presently involves one bilateral (Lesotho); the development of two new bilaterals; and 28 subprojects in six countries.
5. Burundi: a full-time Population Officer to manage a workload which consists of the development of an OPG project; the development of a bilateral FP/MCH project; and the coordination of six subprojects in 1982.
6. Zimbabwe: a full-time Population Officer to manage a workload now consisting of: one new bilateral project, four subprojects, and the development of three additional subprojects in 1982.
7. Ghana: a full-time Population Officer to manage a workload consisting of one new bilateral, one existing bilateral, and eight subprojects (increasing to 12 in 1982).

The deployment of time by a "typical" AID Population Officer is given in Table II.

TABLE II
 ALLOCATION OF POPULATION OFFICER'S TIME
 TYPICAL COUNTRY SITUATION

Note: This illustration assumes that 75% of the total of 260 workdays (or 195 days) is actually available for population work...a generous estimate.

<u>% of time</u>	<u># workdays</u>	<u>activity</u>
20%	39	promotional activities in Mission, host government, and private sector
35%	68	management and evaluation of bilateral and regional project(s)
20%	39	new project development *
25%	49	coordination of intermediary subprojects **
<hr/>	<hr/>	
100%	195	

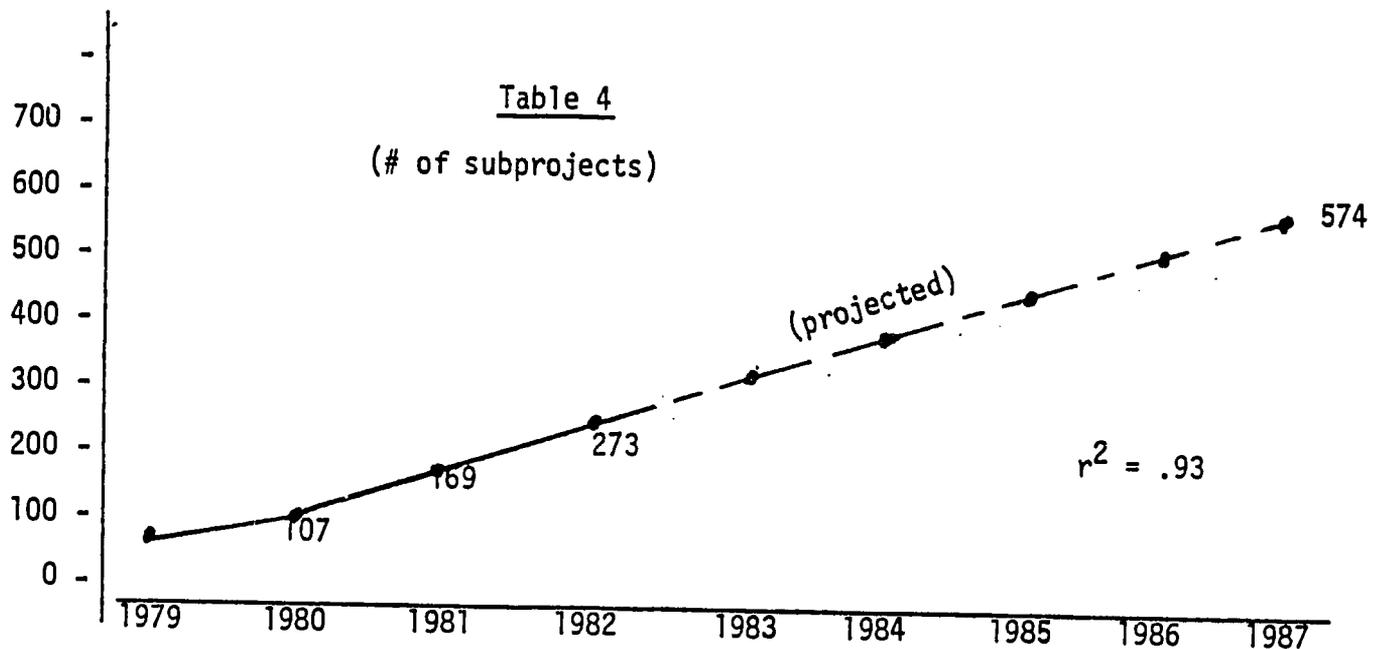
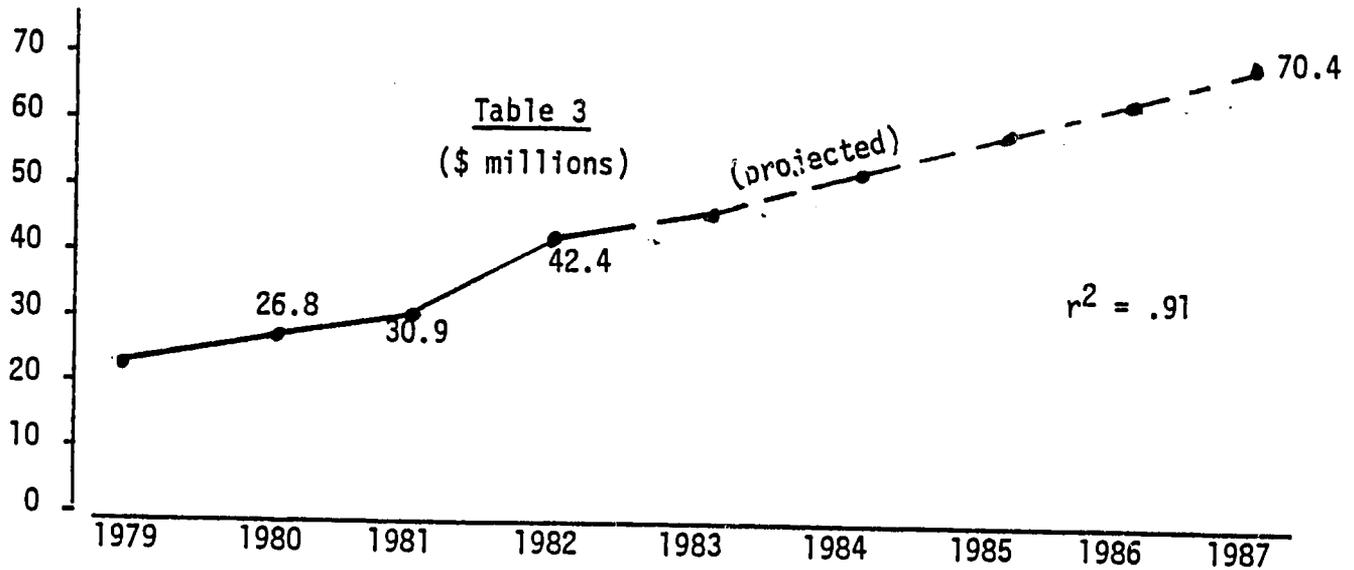
* Periodically, new project development (including development of intermediary sub-projects) may require as much as 75% or more of a population officer's time.

** In missions without bilateral projects, much more time is spent on coordination of intermediary subprojects.

PROJECT AND FUNDING SUMMARY (WORKLOAD)

Overall funding data are given in Table 1. It can be seen that AID population sector expenditures in Africa are increasing over the period FY79-82 at a rapid rate.

Taking this increase as input to a linear regression equation, we project below the hypothetical increase for the next five years in dollars (Table 3) and in subprojects (Table 4).



While the figures shown in Table 4 (number of subprojects) may overstate actual growth in the next five years (due primarily to funding and personnel constraints), the dollar figures in Table 5 may actually understate the actual trend. This is because, among other considerations, no adjustment has been made for inflation. At a rate of 10% annual inflation, some 68 million dollars would be required in 1987 just to match in real terms the FY1982 figure of 42.4 million.

ST/POP-Funded Projects

The following six pages of tables represent the meat of the present analysis. They provide, on a country-by-country level, a look at the actual numbers of SUBPROJECTS, FIELD VISITS, and PERSON/DAYS OF FIELD VISITS for each calendar year 1980 to 1982.

On the last four pages, a breakdown for each of six functional categories is given, for each of the 33 countries now receiving ST/POP-funded assistance. The six main categories are:

1. Demography
2. Policy
3. Research
4. Family Planning Services
5. Information, Education, and Communication
6. Training

These data provide a numerical gauge of project activity in each country during the three-year period 1980-82. Further, to the critical reviewer they provide additional insight into the amount of time required of Mission personnel to effectively orchestrate these activities in order to assure their maximum effectiveness.

AFRICA

ST/POP-FUNDED POPULATION ACTIVITIES

<u>FIELD ACTIVITY</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>
NUMBER OF SUBPROJECTS	107	169	273
NUMBER OF FIELD VISITS	206	294	380
PERSON/DAYS OF VISITS	1965	3391	3501

AFR/DR/POP: 12/22/81

AFRICA: ST/POP FIELD ACTIVITY IN CY 1980 - 1982

COUNTRY	---NUMBER OF SUBPROJECTS---			-----FIELD VISITS-----			---PERSON/DAYS OF VISITS---			POPULATION OFFICER
	1980	1981	1982	1980	1981	1982	1980	1981	1982	
BENIN	3	3	4	7	4	3	35	11	7	0
BOTSWANA	0	2	6	1	4	9	4	20	57	0
BURUNDI	0	1	6	2	5	12	13	39	89	0
CAMEROON	2	2	6	3	2	8	33	7	73	0
C.A.R.	0	0	0	1	0	1	7	0	10	0
CONGO	0	0	1	0	0	1	0	0	2	0
GABON	0	0	0	0	3	0	0	53	0	0
GAMBIA	1	1	5	2	5	9	12	83	66	0
GHANA	9	8	12	17	10	17	181	82	126	0
GUINEA	0	0	0	0	0	3	0	0	42	0
IVORY COAST	2	5	6	5	16	12	18	82	31	1
KENYA	12	18	31	34	34	43	385	318	436	1
LESOTHO	3	3	4	0	8	6	16	74	22	0
LIBERIA	8	7	10	7	9	14	80	69	131	0
MALAWI	0	0	1	1	1	4	14	5	57	0
MALI	2	7	12	7	12	14	71	248	156	0
MAURITANIA	1	1	3	4	3	6	41	27	57	0
MAURITIUS	1	1	2	3	1	2	36	16	10	0
NIGER	0	0	0	1	0	0	6	0	0	0
NIGERIA	14	23	33	18	31	33	209	333	398	0
RWANDA	1	3	5	4	9	6	42	294	98	0
SENEGAL	10	12	16	13	20	19	96	159	132	0
SIERRA LEONE	11	12	11	11	8	16	76	109	162	0
SOMALIA	0	3	9	7	19	10	100	502	178	0
SUDAN	11	11	23	18	20	24	175	148	265	0
SWAZILAND	1	10	4	4	8	4	41	144	23	0
TANZANIA	2	9	16	12	14	17	94	139	196	1
TOGO	3	7	15	11	12	26	41	45	164	0
UGANDA	0	0	0	0	1	0	0	5	0	0
UPPER VOLTA	0	2	4	1	2	5	3	15	26	0
ZAIRE	8	12	15	8	19	27	104	292	306	1
ZAMBIA	1	2	6	0	3	7	0	15	19	0
ZIMBABWE	1	4	7	4	11	22	32	57	162	0
TOTALS>>	107	169	276	206	294	380	1965	3391	3501	4

COUNTRY	FUNCTIONAL CATEGORY	---NUMBER OF SUBPROJECTS---			-----FIELD VISITS-----			---PERSON/DAYS OF VISITS---		
		1980	1981	1982	1980	1981	1982	1980	1981	1982
BENIN	DEMOGRAPHY	1	1	1	1	0	0	7	0	0
	FP SERVICES	2	2	3	3	4	3	13	11	7
	TRAINING	0	0	0	3	0	0	15	0	0
	TOTALS>>	3	3	4	7	4	3	35	11	7
BOTSWANA	POLICY	0	1	3	0	2	4	0	9	17
	FP SERVICES	0	1	2	0	2	4	0	11	26
	TRAINING	0	0	1	1	0	1	4	0	14
	TOTALS>>	0	2	6	1	4	9	4	20	57
BURUNDI	POLICY	0	1	1	0	3	2	0	17	14
	RESEARCH	0	0	1	0	1	2	0	10	28
	FP SERVICES	0	0	2	0	0	5	0	0	12
	TRAINING	0	0	2	2	1	3	13	12	35
	TOTALS>>	0	1	6	2	5	12	13	39	89
CAMEROON	DEMOGRAPHY	1	1	1	0	0	0	0	0	0
	POLICY	0	0	1	0	0	2	0	0	8
	FP SERVICES	1	1	2	2	2	2	30	7	12
	TRAINING	0	0	2	1	0	4	3	0	53
	TOTALS>>	2	2	6	3	2	8	33	7	73
C.A.R.	DEMOGRAPHY	0	0	0	1	0	1	7	0	10
CONGO	FP SERVICES	0	0	1	0	0	1	0	0	2
GABON	DEMOGRAPHY	0	0	0	0	3	0	0	53	0
GAMBIA	DEMOGRAPHY	0	0	0	0	0	2	0	0	37
	FP SERVICES	0	0	1	0	1	2	0	10	10
	IEC	1	0	0	1	1	0	5	10	0
	TRAINING	0	1	4	1	3	5	7	63	19
	TOTALS>>	1	1	5	2	5	9	12	83	66
GHANA	DEMOGRAPHY	1	1	1	0	0	0	0	0	0
	POLICY	0	0	1	1	0	1	12	0	3
	RESEARCH	0	4	4	0	1	2	0	3	6
	FP SERVICES	3	3	5	7	7	10	61	71	54
	IEC	5	0	0	4	1	0	73	3	0
	TRAINING	0	0	1	5	1	4	35	5	63
	TOTALS>>	9	8	12	17	10	17	181	82	126
GUINEA	TRAINING	0	0	0	0	0	3	0	0	42
SUBTOTALS THIS PAGE:		15	17	40	33	33	63	285	295	472

COUNTRY	FUNCTIONAL CATEGORY	---NUMBER OF SUBPROJECTS---			---FIELD VISITS---			---PERSON/DAYS OF VISITS---		
		1980	1981	1982	1980	1981	1982	1980	1981	1982
IVORY COAST	DEMOGRAPHY	0	0	0	0	1	0	0	5	0
	POLICY	0	1	2	1	3	3	2	20	5
	RESEARCH	0	2	2	0	3	2	0	7	5
	FP SERVICES	1	1	2	3	5	5	14	26	16
	IEC	1	1	0	1	1	2	2	9	5
	TRAINING	0	0	0	0	3	0	0	15	0
	TOTALS>>	2	5	6	5	16	12	18	82	31
KENYA	DEMOGRAPHY	1	0	0	3	4	1	58	14	14
	POLICY	0	0	2	0	1	4	0	7	19
	RESEARCH	0	3	6	0	1	3	0	13	32
	FP SERVICES	9	8	10	17	18	20	156	152	161
	IEC	1	1	0	6	1	2	91	1	7
	TRAINING	1	6	13	8	9	13	80	131	203
	TOTALS>>	12	18	31	34	34	43	385	318	436
LESOTHO	DEMOGRAPHY	1	1	0	0	0	0	0	0	0
	POLICY	0	0	2	0	0	4	0	0	18
	FP SERVICES	1	1	2	1	2	2	8	6	4
	IEC	1	1	0	1	4	0	6	57	0
	TRAINING	0	0	0	1	2	0	2	11	0
	TOTALS>>	3	3	4	0	8	6	16	74	22
LIBERIA	POLICY	0	1	1	0	1	2	0	8	14
	FP SERVICES	7	6	7	7	6	8	80	47	54
	IEC	1	0	0	0	1	0	0	5	0
	TRAINING	0	0	2	0	1	4	0	9	63
	TOTALS>>	8	7	10	7	9	14	80	69	131
KALAWI	FP SERVICES	0	0	0	1	0	1	14	0	15
	TRAINING	0	0	1	0	1	3	0	5	42
	TOTALS>>	0	0	1	1	1	4	14	5	57
MALI	POLICY	0	1	3	1	2	4	4	27	10
	RESEARCH	1	4	4	1	2	2	10	30	20
	FP SERVICES	0	0	1	1	4	4	13	96	35
	TRAINING	1	2	4	4	4	4	44	105	91
	TOTALS>>	2	7	12	7	12	14	71	248	156
MAURITANIA	DEMOGRAPHY	1	1	2	4	1	3	41	7	20
	FP SERVICES	0	0	0	0	0	1	0	0	2
	TRAINING	0	0	1	0	2	2	0	20	35
	TOTALS>>	1	1	3	4	3	6	41	27	57
MAURITIUS	FP SERVICES	1	1	2	3	1	2	36	16	10
SUBTOTALS THIS PAGE:		29	42	69	61	84	101	661	839	900

COUNTRY	FUNCTIONAL CATEGORY	---NUMBER OF SUBPROJECTS---			-----FIELD VISITS-----			---PERSON/DAYS OF VISITS---		
		1980	1981	1982	1980	1981	1982	1980	1981	1982
NIGER	TRAINING	0	0	0	1	0	0	6	0	0
NIGERIA	DEMOGRAPHY	1	1	1	1	2	6	10	32	42
	POLICY	0	3	6	2	5	7	7	18	28
	RESEARCH	2	3	4	5	6	5	78	85	85
	FP SERVICES	9	12	16	8	9	9	99	92	85
	IEC	2	1	1	1	4	1	8	59	60
	TRAINING	0	3	5	1	5	5	7	47	98
	TOTALS>>	14	23	33	18	31	33	209	333	398
RWANDA	DEMOGRAPHY	0	0	0	0	4	0	0	72	0
	POLICY	0	2	2	1	3	2	8	17	25
	FP SERVICES	1	1	1	2	2	1	25	205	10
	TRAINING	0	0	2	1	0	3	9	0	63
	TOTALS>>	1	3	5	4	9	6	42	294	98
SENEGAL	DEMOGRAPHY	1	1	1	3	0	1	65	0	7
	POLICY	5	5	6	6	7	8	14	34	15
	RESEARCH	1	2	4	1	3	2	3	18	5
	FP SERVICES	1	2	4	0	6	7	0	76	45
	IEC	1	1	1	2	2	1	4	10	60
	TRAINING	1	1	0	1	2	0	10	21	0
	TOTALS>>	10	12	16	13	20	19	96	159	132
SIERRA LEONE	DEMOGRAPHY	0	0	0	0	0	1	0	0	15
	RESEARCH	0	0	1	1	0	2	7	0	19
	FP SERVICES	6	6	5	8	5	8	58	49	58
	IEC	5	4	2	0	0	1	0	0	7
	TRAINING	0	2	3	2	3	4	11	60	63
	TOTALS>>	11	12	11	11	8	16	76	109	162
SOMALIA	DEMOGRAPHY	0	0	0	2	8	2	54	287	28
	POLICY	0	1	1	1	1	2	4	5	33
	FP SERVICES	0	0	1	0	3	1	0	103	5
	TRAINING	0	2	7	4	7	5	42	107	112
	TOTALS>>	0	3	9	7	19	10	100	502	178
SUDAN	DEMOGRAPHY	1	1	1	0	0	0	0	0	0
	POLICY	0	2	7	0	7	7	0	42	51
	RESEARCH	4	4	5	8	5	7	118	55	81
	FP SERVICES	4	3	5	5	3	4	27	19	21
	IEC	0	1	0	1	1	1	4	8	7
	TRAINING	2	0	5	4	4	5	26	24	105
	TOTALS>>	11	11	23	18	20	24	175	148	265
SUBTOTALS THIS PAGE:		47	64	97	72	107	108	704	1545	1233

COUNTRY	FUNCTIONAL CATEGORY	---NUMBER OF SUBPROJECTS---			---FIELD VISITS---			---PERSON/DAYS OF VISITS---		
		1980	1981	1982	1980	1981	1982	1980	1981	1982
SWAZILAND	POLICY	0	0	2	0	0	2	0	0	13
	FP SERVICES	1	1	2	2	1	2	19	7	10
	IEC	0	1	0	0	1	0	0	2	0
	TRAINING	0	8	0	2	6	0	22	135	0
	TOTALS>>	1	10	4	4	8	4	41	144	23
TANZANIA	POLICY	0	1	2	1	1	2	23	19	18
	RESEARCH	0	4	4	0	3	2	0	42	28
	FP SERVICES	2	2	4	6	6	7	42	38	35
	IEC	0	2	2	1	1	2	4	5	10
	TRAINING	0	0	4	4	3	4	25	35	105
TOTALS>>	2	9	16	12	14	17	94	139	196	
TOGO	DEMOGRAPHY	0	0	0	0	1	7	0	3	21
	POLICY	1	5	9	7	8	9	14	24	22
	RESEARCH	0	0	1	0	1	3	0	10	56
	FP SERVICES	2	2	4	2	2	4	18	8	23
	TRAINING	0	0	1	2	0	3	9	0	42
TOTALS>>	3	7	15	11	12	26	41	45	164	
UGANDA	TRAINING	0	0	0	0	1	0	0	5	0
UPPER VOLTA	DEMOGRAPHY	0	0	0	0	0	2	0	0	14
	POLICY	0	2	4	1	1	3	3	8	12
	TRAINING	0	0	0	0	1	0	0	7	0
TOTALS>>	0	2	4	1	2	5	3	15	26	
ZAIRE	DEMOGRAPHY	0	0	0	0	2	6	0	5	42
	POLICY	0	0	1	0	0	4	0	0	8
	RESEARCH	0	0	3	1	6	6	10	125	118
	FP SERVICES	8	11	11	4	7	8	48	83	96
	TRAINING	0	1	0	3	4	3	46	79	42
TOTALS>>	8	12	15	8	19	27	104	292	306	
ZAMBIA	POLICY	0	0	1	0	0	3	0	0	5
	FP SERVICES	1	2	5	0	3	4	0	15	14
	TOTALS>>	1	2	6	0	3	7	0	15	19
ZIMBABWE	DEMOGRAPHY	0	0	0	0	0	7	0	0	56
	POLICY	0	2	3	0	6	4	0	27	14
	FP SERVICES	1	2	3	4	4	8	32	26	50
	TRAINING	0	0	1	0	1	3	0	4	42
	TOTALS>>	1	4	7	4	11	22	32	57	162
SUBTOTALS THIS PAGE:		16	46	67	40	70	108	315	712	896
AFRICA GRAND TOTALS:		107	169	273	206	294	380	1965	3391	3501

ALTERNATIVE COURSES OF ACTION

The management need and the manpower gap has been well established. The question now is what can be done about these problems.

Several possibilities have been considered:

1. increase the numbers of population professionals in the field
2. find ways to make existing and new officers more productive
3. find ways to make better use of intermediaries
4. let others do the job (other donors/other nations)
5. limit or reduce the level of AID population activity

The combinations and permutations of these five alternatives have also been weighed. In considering these, the following important assumptions were made:

1. a reduction in the level of AID population assistance in Africa would be unacceptable to the Congress, to State, AID, NSC, and other concerned agencies, since this would entail both short- and longer-run consequences unacceptable to the United States;
2. while other nations are providing assistance in the population field, as are the international agencies, the U.S. remains the most important (essential) source of direct as well as indirect technical assistance; and
3. success in achieving significant gains in agriculture, health, manpower, energy -- sectors in which AID has a major investment -- will be in some important measure geared to success in the population sector.

With these assumptions in mind, it would appear that only the first three of the above-listed possibilities are operable. Recommendations for additional full-time population staff have already been presented. Of the remaining two possibilities (namely, make AID officers more productive and use intermediaries more effectively) the second would appear to have the most scope for improvement. The productivity of AID officers can, of course, be marginally improved through additional training, through better matching of personnel to workload, and through increased use of modern managerial devices and techniques, including micro-computers (such as was used to develop the preceding tables). However, as the numbers of AID officers are now limited and are likely to so remain for the near future, the widest room for improvement would seem to lie in the area of using intermediaries more effectively. This alternative is discussed in the following section.

USING INTERMEDIARIES MORE EFFECTIVELY

An important key to using intermediaries more effectively lies in providing them with someone in the AID Mission or Embassy who is able to deal effectively on a professional level with the host government, the private sector, other donors, and with the U.S. establishment itself. Ideally, this person is a fully trained and experienced AID direct-hire population officer. Additionally, and most importantly, he or she is very good at his/her work. Unfortunately, individuals of this calibre are not available in abundance within AID. The current hiring freeze makes it difficult or impossible to enrich the ranks of DH officers by bringing in persons from the outside.

In the absence of DH population officers, it becomes necessary to find acceptable surrogates. The choice is often between using a DH officer part-time in several sectors, including the population sector, or using contractors recruited as PSCs or under some other such mechanism. In the past year both techniques have been used with some success, although not nearly up to what could be termed "standard". In Senegal, a well-qualified individual on the staff of the Research Triangle Institute has carried out several long TDYs and has to a great extent served as the Mission's de facto population officer. Efforts are now in progress to obtain the services of this individual on a long-term contract basis. However, the numerous bureaucratic obstacles to achieving this goal highlight the difficulties which can be expected in any attempt to use contract personnel to make up for insufficiencies in AID DH personnel.

In Burundi a highly qualified individual is working under an 8-month personal services contract to develop health and population activities. Although this arrangement is marginally satisfactory for the moment, it is unlikely that the contract can be extended very much beyond the present 8-month period. This underscores both the problems of using contract personnel and the urgency of obtaining a DH population officer in Burundi to carry on the work this contractor has begun.

The effectiveness of AID intermediaries can be heightened by facilitating their contact with Mission or Embassy personnel who, though not working full-time on population matters, have a monitoring and reporting responsibility. These persons are termed, "Population Coordinators"; there is one in every Mission. Some have already received short-term population training. Some have a good working knowledge of the population field and are fairly effective, given the limitations under which they must work. The interface between these Coordinators and AID intermediaries can be improved still further by providing timely information to both groups, by periodic training for Population Coordinators, and by working with Mission and Embassy personnel during their periodic visits to Washington to ensure their full understanding of the nature and importance of intermediary work in Africa.

COUNTRY	CAPITAL	DESK OFFICER	OFFICE	TEL	ROOM	POP COORDINATOR	POSITION
ANGOLA	LUANDA	YATES E	AFR/SA	23229	6758	VACANT	-
BENIN	COTONOU	LANE B	AFR/CWA	20593	3320	LUNDGREN J	AID AFFAIRS OFFICER
BOTSWANA	GABORONE	POMPA L	AFR/SA	21078	6758	GORDON C	PROGRAM OFFICER
BURUNDI	BUJUMBURA	LEWIS T	AFR/CA	21761	3318	UNK	UNK
CAMEROON	YAOUNDE	SHAFFER K	AFR/CA	21761	3318	MARTIN R	HPN PROJECT OFFICER
CAPE VERDE	PRAIA	JOHNSON J	AFR/SWA	28531	4533	SMITH H	PROGRAM OFFICER
CENTRAL AFR REPUBLIC	BANGUI	SHAFFER K	AFR/CA	21761	3318	(EMBASSY)	UNK
CHAD	N'DJAMENA	COSTELLO E	AFR/SWA	28531	4531	VACANT	-
COMOROS ISLANDS	MORONI	VANDENBOS J	AFR/EA	29762	1066	VACANT	-
CONGO	BRAZZAVILLE	NELSON G	AFR/CA	21761	3318	VACANT	-
DJIBOUTI	DJIBOUTI	WARNER J	AFR/EA	24030	1066	AMUNDSON B	AID AFFAIRS OFFICER
EQUATORIAL GUINEA	MALABO	SHAFFER K	AFR/CA	21761	3318	VACANT	-
ETHIOPIA	ADDIS ABABA	WARNER J	AFR/EA	24030	1066	SELLERS M	EMBASSY AAO
GABON	LIBREVILLE	NELSON G	AFR/CA	21761	3318	(EMBASSY)	UNK
GAMBIA	BANJUL	O'CONNOR T	AFR/SWA	29106	3520A	FUNICELLO T	PROGRAM OFFICER
GHANA	ACCRA	WALSH D	AFR/CWA	21850	3318	EICHER L	HPN PROJECT MANAGER
GUINEA	CONAKRY	LANE B	AFR/CWA	29101	3320	SHERWIN W	AID REPRESENTATIVE
GUINEA-BISSAU	BISSAU	JOHNSON J	AFR/SWA	28531	4533	MACARY L	PROGRAM OFFICER
IVORY COAST	ABIDJAN	LANE B	AFR/CWA	20593	3318	(REDSO/WA HANDLES)	-
KENYA	NAIROBI	ENEY R	AFR/EA	29762	1066	SILBERSTEIN S	FP DEVELOPMENT OFFICER
LESOTHO	MASERU	DIANTONIO D	AFR/SA	24728	6758	NORTON S	PROJECT OFFICER
LIBERIA	MONROVIA	ANDERSON S	AFR/CWA	29101	3320	WITTEN C	HEALTH OFFICER
MADAGASCAR	ANTANANARIVO	VANDENBOS J	AFR/EA	29762	1066	SMITH S	EMBASSY ECON OFFICER
MALAWI	LILONGWE	WRIN R	AFR/SA	20560	6758	ANDERSON V	AID AFFAIRS OFFICER
MALI	BAMAKO	WERLIN L	AFR/SWA	20994	4533	PARK T	HEALTH DEV OFFICER
MAURITANIA	NOUAKCHOTT	ROBERTSON C	AFR/SWA	27016	4527	NEUHAUSER L	HEALTH OFFICER
MAURITIUS	PORT LOUIS	VANDENBOS J	AFR/EA	29762	1066	(EMBASSY)	-
MOZAMBIQUE	MAPUTO	YATES E	AFR/SA	23229	6758	(EMBASSY)	-
NANIBIA	WINDHOEK	FREDRICK D	AFR/SA	24728	6758	VACANT	-
NIGER	NIAMEY	JOHN Y	AFR/SWA	28531	4533	MCENANEY J	HEALTH DEV OFFICER
NIGERIA	LAGOS	WALSH D	AFR/CWA	29101	3320	SHITTA (MRS. E H O)	DEVELOPMENT OFFICER
REDSO/EA	NAIROBI	RUBLEE G	AFR/DR	28524	2485	MACKIE A	AGRICULTURAL ECONOMIST
REDSO/WA	ABIDJAN	RUBLEE G	AFR/DR	28524	2485	BAIR W	REGIONAL POP OFFICER
RWANDA	KIGALI	LEWIS T	AFR/CA	21761	3318	ROBERTSON R	HEALTH/FP DEV OFFICER
SAO TOME & PRINCIPE	(SAME)	LEWIS T	AFR/CA	21761	3318	UNK	UNK
SENEGAL	DAKAR	JOHNSON F	AFR/SWA	20994	4533	WHITE M	HEALTH OFFICER
SEYCHELLES	VICTORIA	VANDENBOS J	AFR/EA	29762	1066	(EMBASSY)	-
SIERRA LEONE	FREETOWN	WILKINSON E	AFR/CWA	29101	3320	HUDDLESTON R	AID AFFAIRS OFFICER
SOMALIA	HOGADISHU	CARR C	AFR/EA	24030	1066	ABAYOMICOLE A	HEALTH/FP DEV OFFICER
SOUTH AFRICA	JOHANNESBURG	TATE F W	AFR/SA	28228	6750	(EMBASSY)	UNK
SUDAN	KHARTOUM	WOOTEN J	AFR/EA	29714	1062	MICKA M	HEALTH OFFICER
SWAZILAND	MBABANE	WRIN R	AFR/SA	20560	6758	DEBOSE C	REGIONAL HEALTH DEV OFF
TANZANIA	DAR ES SALAAM	KLINE B	AFR/EA	22978	1066	BURDICK J	POPULATION OFFICER
TOGO	LOME	LANE B	AFR/CWA	20593	3318	LUNDGREN J	AID AFFAIRS OFFICER
UGANDA	KAMPALA	FORD A	AFR/EA	29762	1066	BUCK C	AID AFFAIRS OFFICER
UPPER VOLTA	OUAGADOUGOU	SAULTERS W	AFR/SWA	28531	4533	SMITH J	PROGRAM ECONOMIST
ZAIRE	KINSHASA	NELSON G	AFR/CA	21761	3318	THORNTON R	POPULATION OFFICER
ZAMBIA	LUSAKA	POMPA L	AFR/SA	21078	6754	PATTERSON J	AID AFFAIRS OFFICER
ZIMBABWE	SALISBURY	WRIN R	AFR/SA	20560	6758	DAVIDOW J	EMBASSY DCM

AFR/DR/POP:June 1981

memorandum

DATE: 19 August 1981

REPLY TO
ATTN OF: AFR/DR/POP, W. Trayfors *W*

SUBJECT: Population Manpower in Africa

TO: DAA/AFR, W. Haven North

ANNEX II

In response to your request for an analysis of optimum and critical staffing needs for population officers in the Africa Region, please find our analysis attached.

We recognize the difficulties of attempting to achieve fully the recommendations for the most critical positions at this time, but are hopeful that some way will be found. Without decisive action and support, it is certain we won't be going anywhere fast with population assistance in Africa.



Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

OPTIONAL FORM NO. 10
(REV. 7-78)
GSA FPMR (41 CFR) 101-11.6
5010-112

CHART I

AFRICA: Full-time Population Positions Compared to Health, Education, and Agriculture Positions as of 8/18/81

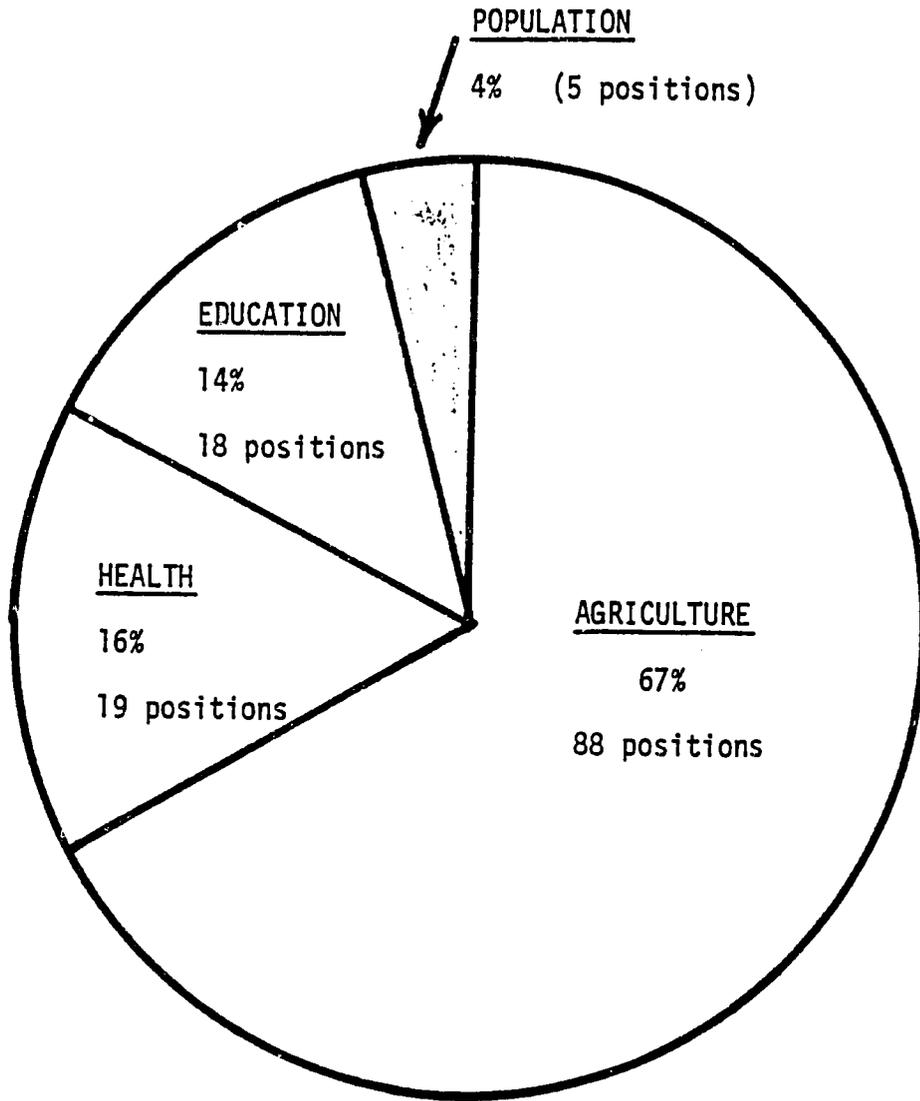
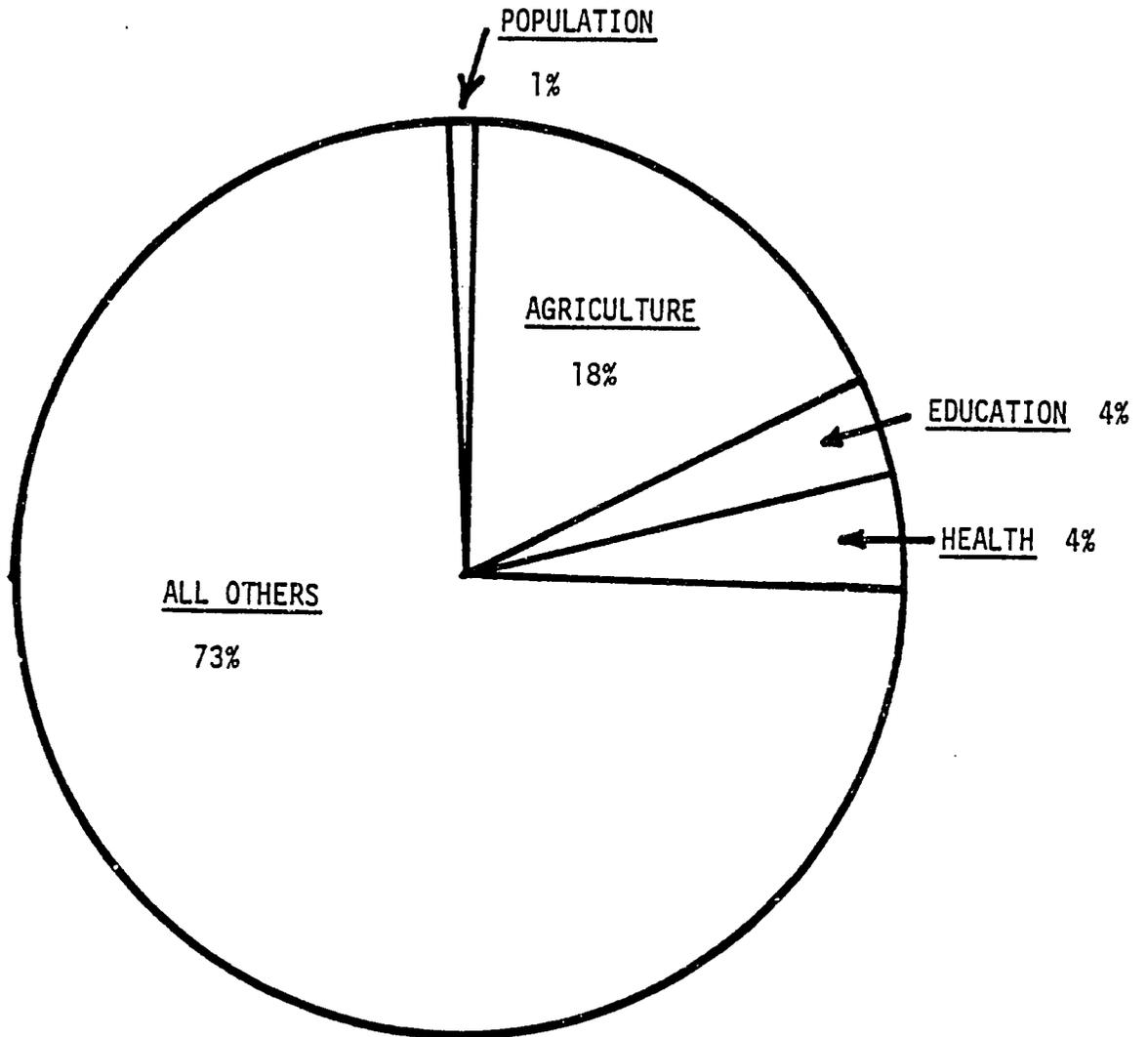


CHART II

AFRICA: Population Positions Compared to Overall Authorized Overseas Full-time Positions, as of 8/18/81



USAID MANPOWER FOR P/FP PROJECT MANAGEMENT IN AFRICA

I. Background

There is growing interest in population programs in Africa among a variety of groups, including the African nations themselves. Several African nations have recently taken positive steps in the development of population policies and programs (notably, Sudan, Nigeria, Senegal, Burundi, and Uganda). Others are showing increased interest in population matters as well.

AID interest and commitment is also growing. Congressional interest continues to be high, as evidenced by the language included in the House Appropriations Subcommittee markup of the AID bill for FY 82, urging AID to speed up implementation of its FY 83 program in FY 82.

Despite mounting interest levels, however, numerous constraints to population programming continue to thwart rapid growth of effective assistance activities. Among these constraints, perhaps the most immediate is that of inadequate staffing of AID population professionals in the field.

AA/AFR, in response to concerns expressed by the Congress, the AID Administrator, and his own technical staff, has requested a full analysis of the present staffing pattern and the requirement for additional population officer positions in the field.

II. Analysis

A. Positions

There are currently 492 authorized full-time overseas positions in Africa, distributed among missions in 32 countries. Of these, only five (just over 1%) are population officer positions (BS 55).

In addition, there are three combined health/population positions (BS 50), where the assigned officers divide their time between health and population responsibilities. However, just as often the Population Officers assist with health, nutrition, FFP, and similar activities.

These figures may be compared to the numbers of full-time positions in three other priority sectors:

	<u>% in priority areas</u>	<u>% overall positions</u>
- Agriculture.....88	67	18
- Health.....19	15	4
- Education.....18	14	4
- Population.... 5	4	1
TOTAL....130	100%	27%

Thus technicians in four priority sectors together account for only about one-quarter of AID overseas positions in Africa, and population officers make up only 1% of all overseas full-time staff.

Charts 1 and 2 graphically illustrate these numbers.

B. Workload

To be meaningful, an analysis of the need for field technicians must focus on the present and projected workload, both in terms of management units (dollars, number of projects, etc.) and the degree of complexity or difficulty in carrying out assigned responsibilities. In terms of **dollars**, AID population officers in Africa are responsible for a portfolio of centrally-funded (intermediary) assistance and bilateral assistance totaling \$21 million in FY 81 and projected at \$36.3 million in FY 82. Both centrally-financed and bilateral assistance is expected to increase sharply in the next five-year period.

Overall AID assistance levels in Africa (functional plus Sahel plus ST/POP) are approximately \$463 million in FY 81 and \$643.3 million in FY 82. Thus, the population planning account portfolio represents about 4.5% of all AID funding in FY 1981 and 5.6% in FY 82 (while population personnel represent only 1% of overall staff).

In terms of the complexity and difficulty of managing population affairs, the balance is even more uneven.

More than 30 centrally-financed AID intermediaries are currently operating in Africa. They have projects totaling \$16 million in FY 81 and \$24 million in FY 82. This does not include the UNFPA and IPPF, both of which receive substantial AID funding and have numerous programs in Africa which interrelate to AID population activities. AID population officers are responsible for coordinating and "orchestrating" this array of contractors and grantees, to ensure that their assistance is provided within a defined and sensible overall framework in each country. This is a critically important role, as it has been repeatedly demonstrated that well-coordinated centrally-financed activities can have a major impact even in the absence of bilateral programs. Bilateral and regional projects are relatively few but are on the increase, both in \$ terms and in numbers. In FY 81, \$5.5 million will be spent on bilateral/regional population activities. This figure is expected to **double** in FY 82. New bilateral projects are anticipated in Kenya, Burundi, Malawi, Rwanda, Zimbabwe, Sudan and Zaire. Opportunities for bilaterals exist elsewhere as well, limited principally by the unavailability of population personnel to fully develop them.

C. Nature of Population Work

AID population work differs in several important ways from work in other sectors. These differences can be summarized by noting that the work is in large part **exploratory, promotional, and developmental** and, as previously noted, is largely concerned with managing **centrally-financed** as contrasted with purely **bilateral** programs.

The **exploratory** and **promotional** part of this work is perhaps the most challenging, calling upon a broad range of technical, professional and diplomatic skills.

With few exceptions, governments in sub-Saharan Africa do not tend to view population assistance as being among their highest priorities. Even in situations where governments officially recognize the problems posed by rapid population growth and have adopted

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official policies to deal with these problems (e.g., Ghana, Kenya and, more recently, Sudan, Nigeria, Uganda), the planning and implementation of effective programs to deal with population problems is a complex and laborious process. There is rarely a national consensus on population/family planning (witness the present controversy in our own country, after 15 successful years of domestic and international population assistance). This makes the job for any government a very burdensome one, fraught with numerous difficulties which go beyond the usual ones of budget, infrastructure, personnel, etc. Political constraints are perhaps the most obvious, with one group or another finding it to their political advantage to support or oppose family planning. But there are other, more subtle complications. Almost everyone considers himself to be an expert of sorts on family planning, growing out of personal experiences in the bedroom. Moreover, religious groups take positions on a range of issues pertaining to population/family planning, further polarizing thought on such matters. Most LDC government officials believe they know a lot more about sexual behavior and contraceptive preferences among the (rural) masses than the evidence would indicate they really do. There is thus a difficult and delicate task of helping them to look at sexual behavior patterns realistically, and providing some acceptable mechanism to ensure the internalization and policy reflection of these new perceptions. It is precisely here where the full-time AID population officer—and only a full-time highly qualified and experienced officer—will be likely to make a maximum contribution. By winning the confidence of both his country counterparts and his own American colleagues, he will be well situated to provide technical and management/ administrative advice and council at critical decision-making points. He will also be in a position to assess the real value of this or that AID intermediary involvement in the country, and will be able to tailor the overall assistance package (bilateral, central, and other donor) to the needs of the host country to maximize the impact of such assistance.

D. Discussion

Part of the difficulty in obtaining additional population officer positions is because population officers often deal with centrally-funded projects which do not usually show up in the Mission's ABS or other key documents. Centrally-funded activities are thus of somewhat less interest to mission directors and program officers because they do not directly result in bilateral projects which enhance the overall bilateral project portfolio (yet they can be very important in terms of development impact, as in the case of Mexico where more than \$10 million is channelled through intermediaries annually).

Another problem has to do with the lengthy gestation period for many bilateral population projects. It takes considerable time to lay the groundwork and to design a good population project which has the support of the host government. The time required depends heavily on the stage a country is in in its population policy evolution and, since most African nations are in early stages, the "groundwork" in the pre-project phase in Africa is apt to be longer than in other geographic regions. Again, in the minds of many mission directors, this works against the notion of using a very scarce full-time DH position for a purpose which probably will not have immediate payoff in terms of the project portfolio of the Mission (an understandable concern, given the Agency's present rewards system).

A final problem needs clear articulation: to be really effective, a population officer needs to have exceptional personal, professional, and experiential qualities. Because of the difficult technical and political situations he is likely to encounter frequently, he must be technically strong in a broad range of medical, public health, and social science disciplines and, in addition must be a skilled and diplomatic negotiator able to

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win the respect and confidence of his professional colleagues. The past practice of this Bureau in assigning population responsibilities to unqualified or marginally qualified individuals in order to save a DH position (e.g, combining health/population/nutrition or "letting the program officer handle population part-time") is pure folly as the record shows. We must aim for nothing less than the best available talent if there is to be real progress in Africa and we must allow time for this talent to work. Past progress in Asia and Latin America can be directly linked with AID having provided skilled and experienced population professionals to manage key country programs over a sustained period of time.

III. Country-Specific Need for New Positions

We have been asked to analyze the need for full-time AID population officers in Africa in two respects: (1) optimum staffing; and (2) immediate requirements.

Annex 1 presents the "optimum" picture, based on what we believe to be the need in 22 of the most important (of 48) countries in the region.

The "optimum" staffing would ensure, in time, substantial growth in the numbers of bilateral and centrally-financed population activities which could be expected to result in a significant demographic impact. It would be foolhardy to attempt to estimate the magnitude of that impact at this time, but we are convinced—based on past experience in other regions and the record to date in Africa—that the impact would be significant.

Annex II presents a country-by-country analysis of the most immediate need, involving a total of seven DH positions including the REDSO/EA position already on the books but not yet filled.

Each country description includes a specific recommended action by the Africa Bureau. We strongly urge that these actions be approved by AA/AFR to resolve the continuing crisis in population manpower in the Bureau.

Recommendations Summary

1. REDSO/EA (position vacant) - AA/AFR seek approval of DA/AID of an exception to current conversion freeze to permit Barbara Kennedy (ST/POP/TI) to be assigned immediately.
2. Sudan - Mission Director be requested to submit a spar for a full-time population officer position to be established in mid FY 1982.
3. Zimbabwe - Mission Director be requested to submit a SPAR for a full-time population officer position to be established by mid-82.
4. Burundi - AAO be requested to submit a SPAR for a full-time population officer position to be established by mid-FY 82.
5. Senegal - Mission Director be requested to submit a SPAR for a full-time population officer position to be established by early FY 83.
6. Nigeria - AA/AFR forward letter to new Ambassador requesting his approval to establish a full-time AID population officer/AAO position immediately.
7. Ghana - Mission Director be requested to submit SPAR for a full-time population officer to be established immediately.
8. Swaziland (Regional) - AAO/Swaziland be requested to submit a SPAR for a new regional population officer position to be established in FY 82.

Totals: 7 new positions
 1 existing position to be filled
 4 existing (filled) positions
 12 overall in the field.

Full implementation of these recommendations would still leave the population sector with fewer officers than other key sectors, but would greatly increase AID management capability in this critical field.

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OPTIMUM DIRECT HIRE FULL-TIME
POPULATION OFFICER STAFF FOR AFRICA

<u>Country</u>	<u>1981 Population</u>	<u>Staffing</u>
Sudan	19,600,000	Population Officer Local Professional Employee
Kenya	16,500,000	Population Officer Asst. Population Officer (Training for Junior Officers) Local Professional Employee
Regional from Kenya	48,600,000	French-Speaking Population Officer (Responsible for Ethiopia, Somalia, Djibouti, Mauritius, Reunion, Seychell Comoros, Madagascar)
Burundi	4,200,000	French-Speaking Population Officer Local Professional Employee
Rwanda	5,300,000	French-Speaking Population Officer Local Professional Employee
Uganda	14,100,000	Population Officer Local Professional Employee
Tanzania	19,200,000	Population Officer Local Professional Employee
Malawi	6,200,000	Population Officer Local Professional Employee
Zimbabwe	7,600,000	Population Officer
Regional from Swaziland	2,800,000	Population Officer (Responsible for Swaziland, Lesotho, and Botswana)
Mozambique	17,400,000	Portuguese-Speaking Population Officer to Cover Mozambique and Angola Local Professional Employee
Zambia	6,000,000	Population Officer Local Professional Employee

Senegal	5,700,000	Population Officer Local Professional Employee
Ghana	11,700,000	Population Officer Local Professional Employee
Nigeria	77,000,000	Population Officer Local Professional Employee
Cameroon	8,500,000	Population Officer Local Professional Employee
Zaire	29,300,000	Population Officer Local Professional Employee
Upper Volta	7,000,000	Population Officer Local Professional Employee
Liberia	2,000,000	Population Officer Local Professional Employee
REDSO/WA	28,800,000	Population Officer Local Professional Employee (Responsible for Benin, CAR, Congo, Eq. Guinea, Ivory Coast Guinea, Liberia, Sierra Leone Sao Tome/Principe, Togo)
Sahel Regional	9,700,000	Population Officer Local Professional Employee (Responsible for Cape Verde, Gambia, Buinea Bissau, Mali, Mauritania)
TOTAL	327,200,000	

AFR/DR/POP:8/10/81

2/0

REDSO/EA (Regional)

Background: The need for a regional population officer to serve Missions in East and Southern Africa was identified 15 months ago. Discussions with REDSO/EA began in July 1980 concerning the need to establish a regional population officer position. The September 1980 Functional Review highlighted this need and it was recommended that a SPAR be developed immediately. A draft SPAR was developed, based on the REDSO/WA Regional Population Officer position, but modified somewhat to fit the needs of REDSO/EA, and was discussed with REDSO/EA in November 1980. After much back-and-forth, REDSO/EA submitted the SPAR, much modified, in the spring of 1981.

Present Status: A total of nine in-house AID population officers have been discussed with REDSO/EA as possible to fill the new position. Several persons outside the Agency have been considered as well, but due to the hiring freeze no specific recruitment action has been taken on these. Six of the nine AID officers are judged by AFR/DR/POP to be well qualified for the REDSO position. Of these six, three are not now available. One of the remaining three has been rejected outright by REDSO. The other two have been interviewed by Brandon Robinson (Chief of the Analysis Division wherein the new position is located) and have been "under consideration" by REDSO for several weeks. The REDSO Director indicated in a telcon July 2 that he would come to a decision by Wednesday, July 8. This decision point, like many others before, has come and gone with no definite action.

Discussion: There is a difference of opinion between REDSO and AFR/DR as to the principal qualities and responsibilities of the new regional person. While it would appear that these differences are more matters of emphasis than of substance, they are nevertheless important contributors to the delay in filling this critical position; the time has come where someone must saw this one off. Essentially, REDSO emphasizes the analytical and formal demographic skills they are looking for (despite our repeated assurances that such skills are available in abundance under any of several centrally-financed contracts), while we see the regional job as mainly one of identifying opportunities for creative population programming, and of assisting USAIDs in the sub-region to capitalize on these opportunities, drawing upon centrally-financed resources and, where indicated, assisting in the development of bilateral projects. This need is very great since there are very few population professionals in the region.

Both of the candidates now under consideration are judged qualified and capable of doing a good job in the regional role. One is already assigned in Africa; to move him would require considerable jockeying. The other (Barbara Kennedy) is in AID/W and is available for immediate overseas assignment. Her performance with the Office of Population, where she has served as de-facto chief of the Training Division for two years, has been uniformly outstanding.

Recommendation: It is recommended that immediate action be taken by AFR/EMS and PM to forward an official nomination of Barbara Kennedy to REDSO/EA, after receipt of approval for an exception to the present freeze on conversions from IA/AID.

Date _____

Approved _____

Disapproved _____

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SUDAN

Background: The Government of the Sudan has recognized the problem of rapid population growth and supports family planning services and information as part of its health program. While many P/FP donor organizations have been active for several years in the Sudan, USAID bilateral assistance started only in late 1980. The need for having a full-time Population Officer working in USAID was identified at least two years ago by international population observers, e.g., from the International Fertility Research Program, Battelle, and Columbia University, and by DS/POP and AFR/DR/POP. The Africa Bureau's functional review of population in September 1980 recommended the assignment of a Population Officer to the Sudan, and this was ratified by a subsequent meeting of AID/W's Africa Population Task Force.

The Mission has tried unsuccessfully during the past year to use the Columbia University contract resident advisor to the Operations Research project to handle administrative and coordinative functions that are intrinsically the Mission's. And more recently, the Mission has resorted to a PSC with a junior-level person who has neither the training nor experience in P/FP that is required.

Present Status: On September 27, 1980 USAID signed a major "Rural Health Support" grant agreement with the Ministry of Health (Project No. 650-0030) which provides support for five years (FY 80 to FY 84) with a LOP AID contribution of \$17,063,000, of which \$1,881,000 is AID population money. Until June 1981, the Mission had only one full-time officer in charge of Health, Nutrition, and Population, although the HNP Division had three direct-hire slots. In June, an IDI was detailed to the second slot. The third position has been eliminated, although USAID has 27 authorized direct-hire positions.

Discussion: On June 17, 1981, the Mission's Health Officer sent a letter to AFR/DR/POP which emphasized the need to obtain a Population Assistant to work in the implementation of USAID's P/FP program and in coordinating the activities of other donors.

AFR/DR/POP agrees that the current and projected workload requires and justifies a full-time Population Officer to work exclusively in P/FP. The Mission obligated \$1,881,000 of population funds in FY 81 for its bilateral program, and it has an even larger commitment in the health aspects of the project. This will place an inordinate responsibility on the Division's two direct-hire officers. AFR/DR/POP is additionally concerned about the amount of work the Mission will have to spend in coordinating the P/FP activities of the 14 other donors, which are principally or entirely funded by AID/W. Current estimates available in AID/W indicate that these donors will invest \$4,388,000 of population funds in FY 81. This, together with the USAID bilateral input signifies an annual investment of \$5,000,000. Therefore, there is an imperative need to assign a full-time, trained,

and experienced Population Officer to develop, monitor, orchestrate, and coordinate P/FP activities in Sudan. At this stage in the evolution of P/FP, such an officer could make a critical difference, and the overall impact of U.S. assistance in this sector could be much enhanced.

Recommendation: That the Africa Bureau request the Mission Director to submit a SPAR for a full-time population officer position beginning in mid-FY1982.

Date _____

Approved _____

Disapproved _____

ZIMBABWE

Background: The Government of Zimbabwe has given strong support to family planning programs since the early 1970's, and the results are encouraging. International population experts believe Zimbabwe has the most successful FP program in Sub-Saharan Africa. Currently, some 200,000 Zimbabwean women are using contraceptives, which signifies a coverage of 15% of all married couples. The major reasons for the success of the program are strong GOZ support and the effective work of the private sector Family Planning Association (FPA) which has been conferred major responsibility of the GOZ for P/FP in Zimbabwe.

Present Status: Currently, the geographic coverage of the FPA's program approaches 40% of the national population. The GOZ and the FPA want to ensure coverage nationwide but do not have the financial resources to do so. Therefore, the GOZ and the FPA have requested AID bilateral assistance. A detailed proposal for a three-year project is currently under consideration in AID/W. The proposal requests \$7,656,000 of AID population grant funds (to start in FY 81) for expanding the community-based distribution of contraceptives; to augment the teaching of population education in the school system; to create a research and evaluation department in the FPA; to improve the contraceptives logistics system; to reinstate the mass media information program (suspended due to a lack of funds); and to train clinic personnel and fieldworkers.

Much of the success of the P/FP program was due to the unusual capability and dynamism of the Director of the FPA. After eight years, he has recently resigned. No other Zimbabwean presently has the requisite technical skills or experience to implement and manage the proposed expanded program. Therefore, if the AID Bilateral Project is approved for FY 81 funding and start-up, it will be essential to have a resident U.S. direct hire Population Officer assigned in USAID/Zimbabwe to provide daily technical assistance and coordination of implementation with the other donor organizations which will be assisting the FPA in complementary activities of the AID project. Apart from this, AFR/DR/POP plans to use Zimbabwe and the FPA as a regional model and training site. A USAID Population Officer could serve as liaison between Zimbabwe and other USAID's in Sub-Saharan Africa, and, time permitting, the USAID Population Officer could serve neighboring countries such as Botswana, Zambia, Uganda, and Malawi, since there is no AID Regional Population Officer for Southern Africa.

Recommendation: That the Africa Bureau ask the Mission Director to submit a SPAR for the assignment of a full-time experienced Population Officer to USAID Zimbabwe, beginning in FY 1983.

Date: _____

Approved _____

Disapproved _____

BURUNDI

Background: There has never been a population position in the AID/Burundi staffing pattern. The AID staff stationed in Burundi is small, but has been growing. Both the Ambassador and the AAO give adequate attention to population concerns. In response to the need for program development, the Health and Family Planning Development Officer (HFPO) from AID/Rwanda has made one trip to Burundi.

Current Status: The AAO has requested, in his FY 83 ABS of June, 1981, that a position be established for a HFPO in FY 82 as part of an increase to nine. He has stated that it would be impossible to develop or implement the upcoming mission-funded health/population project without such a staff member. (Note: To date, there is no REDSO/EA regional population officer.) During that ABS Review, the AAO was discouraged from the idea that an additional slot would be made available; in fact, he was told to expect a reduction in the number of positions for AID/Burundi from 7 to 5.

To fill this need temporarily, a PIO/T is being developed to provide a PSC for six months beginning in August, 1981, using population ED&S funds.

Discussion: Burundi is one of the three East African countries for which population performance criteria were established following the FY 82 CDSS reviews in the spring of 1980, upon which development assistance was to be predicated. This was in response to the very real demographic dilemma which Burundi faces: a population density of 135/sq. km., high enough to prompt public discussion of the demographic situation, combined with a population growth rate of 2.7% per year, which means a doubling of the population (and a density of 270 per sq. km.!) within 25 years.

Despite the one-week population training received by the program officer (who is also the designated population coordinator) in April of this year, the mission is not able, technically, to develop, coordinate, and implement a population strategy. A contractor has stated that despite their interest, mission staff do not seem to be very well connected with appropriate technicians in Burundi.

Recommendations: (1) That the PIO/T for a personal services contractor for 6 months be approved; and (2) That a health and family planning development officer position be established in FY 82.

Approved : _____

Disapproved: _____

Date : _____

SENEGAL

Background: There has not been a Population Officer position in USAID/Senegal. The new Health Officer is supportive of population/family planning programs, but needs the assistance of an AID population technician to enable the mission to move forward optimally to identify, develop and implement population program opportunities. During the last year, an employee of an S&T/POP contractor has spent 3-4 months in Senegal working with the mission on implementation problems with the bilateral population project.

The Strategy Development team (2/81) recommended that USAID/Senegal create and fill a Population Officer position.

Current Status: For the present, there seems to be little probability that the mission will move to establish a Population Officer slot, presumably due to perceived pressures for other staffing priorities.

Contract terms for the bilateral population project will include an expatriate advisor to work w/Senegalese project director, with the understanding that a portion of his time could be used to assist the Health Officer in developing, monitoring and implementing a coherent population strategy for USAID/Senegal.

Discussion: While the arrangement being planned (above) is not ideal, it would be an improvement in the mission's capabilities until such time as a USDH population advisor/officer position can be established. It puts the mission in the undesirable position of relying on a contractor employee for assistance outside the contract, in effect, assisting with judgements about other AID contractor/grantee programs. Nevertheless, it represents a step forward for AID-funded population programming in Senegal.

Recommendation: That USAID/Senegal and AFR/EMS be instructed to include a USDH population officer position in plans for FY 83, or earlier.

Approved : _____

Disapproved: _____

Date : _____

NIGERIA

Background: There have been no USDH AID employees in Nigeria since FY 80. There are currently several FSN AID employees attached to the Embassy, including one who works full-time coordinating the twenty-one centrally-funded population organizations working in Nigeria. Although Ambassador Lowe considered eliminating that position last year, upon examination of the workload (prompted by REDSO/WA, AFR/DR, and State/OES/CP), the FSN population position was maintained.

Ambassador Lowe has in the past refused the idea of a USDH Population Officer for Nigeria when approached by Ambassador Benedick (State/OES/CP). It is anticipated that the new ambassador to Nigeria may be less opposed to the idea of adding such a U.S. citizen AID employee to his staff.

Current Status: There is one full-time, FSN AID employee working on population under the supervision of the Economic Counsellor, who is authorized (by the Ambassador) to spend as much as 25% of his time on population matters. The FSN employee, while well-intended and hard-working, has minimal training in the field of population. The Economic Counsellor has none of which we are aware. The FSN does not have, and cannot develop, the viewpoint, legitimacy with our Ambassador or the GON, or credibility that a USDH AID Population Officer could have. In effect, the AID centrally-funded contractor and grantee projects are not being selected, coordinated, and implemented as a coherent U.S.G. population program in Nigeria.

Discussion: Nigeria has the largest population in Sub-Saharan Africa, and contributes more people each year to the sub-continent's growth than any other country. The 1979 Africa Bureau Population Functional Review designated Nigeria our first priority, despite our inability to provide mission-funded assistance.

The GON is showing increasing attention to population issues. The establishment of the Population Commission, with representation from all of Nigeria's states, and a professional technical staff is a demonstration of that interest. (The President of the Commission, Chief Okere, and its Executive Director, Chief Falodun, met with Mr. Ruddy during their recent visit to the U.S.)

The situation in Nigeria resembles that in Mexico and Brazil, where MAJOR S&T intermediary programs are in operation, orchestrated by a full-time USDH AID Population Officer in each country. These are among AID's most effective population programs in terms of family planning acceptors.

Recommendation: That a discussion be scheduled between AFR/EMS, AFR/DR, AFR/CWA, and appropriate State Department Officers to determine the steps to be taken to establish a full-time USDH Population Officer/AAO position in Lagos; and that a letter be sent to the new Ambassador to Nigeria following his confirmation proposing that a new population officer slot be established in Lagos.

Approved : _____

Disapproved: _____

Date : _____

GHANA

Background: Until the end of FY 80, when the Population Advisor position was eliminated, there had been a full-time officer stationed in Ghana to develop, coordinate, and assist in implementation of the six mission-funded and eighteen centrally-funded population activities in Ghana. It should be noted that the AID evaluation team (8/80), AFR/POP Functional Review Issues Paper (9/80), and the Africa Population Task Force (10/80) all recommended strongly that the Population Advisor position be retained by the mission.

When the Population Advisor left Ghana, a program officer with extensive experience in the Office of Population was assigned to the Health, Population, and Nutrition (HPN) Division. He, in coordination with an FSN employee, were to function in the place of the Population Advisor. However, the FSN position was turned down in AID/W when the mission requested it.

Current Status: The HPN Division is staffed only by the Program Officer. The division chief, a physician Health Officer, has resigned and will be replaced by a non-physician.

Discussion: The program officer is overwhelmed by the sheer volume of work of monitoring population programs, which is in addition to his other full-time responsibilities as a program officer. One indirect consequence of the current lower level of monitoring of population programs is that the most successful program of family planning supply delivery in Ghana, the retail sales program, is essentially inoperative. The Ghana National Family Planning Programme (GNFPP) offices are operating at a similar slow pace. Lack of mission hands-on monitoring also contributed to a recent major confusion regarding commodity shipments, resulting in extremely low levels of supply for GNFPP family planning clinics.

Recommendation: That you instruct the mission director to submit a SPAR to re-establish the Population Advisor position in USAID/Ghana.

Approved : _____

Disapproved: _____

Date : _____

SWAZILAND (REGIONAL POPULATION OFFICER FOR SA)

Background: There were two regional health officers stationed in Mbabane until recently, serving the Southern Africa region. The Regional Health Development Officer (RHDO) was a nurse with a strong population/family planning background. The Assistant RHDO was a graduated IDI with specialization in nutrition. Both have now left Mbabane on assignment elsewhere.

Present Status: The current RHDO, though a qualified public health physician, is not specially trained or experienced in programming AID population projects. He has significant health project management responsibilities in Swaziland and elsewhere in the region. The Gaborone (Botswana) mission has several activities in health which continue to require monitoring as implementation is completed; however, the Mission has indicated that it will concentrate more on population activities than on new health activities in the future.

Discussion: There appear to be excellent new prospects for centrally-financed and bilateral population assistance programs in Malawi (the ABS projects a new bilateral project for FY83 startup) and in Zambia, as well as in the three smaller SA states (Swaziland, Botswana, and Lesotho). None of the missions in the region have a qualified, experienced population officer to assist them in developing new programs.

While it would be theoretically possible for the new REDSO/EA regional officer to "cover" southern Africa as well as eastern Africa, in practise this would mean that most countries in both sub-regions would get the "once over lightly" treatment which could not be expected to result in real progress as fast as is desired.

Recommendation: That the USAID/Swaziland Director be requested to submit a SPAR for a new full-time population officer position to be established early in FY1982.

Date: _____

Approved _____

Disapproved _____

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to Bill + raybers

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MEMORANDUM

DATE: 1/4/82

TO : See Distribution

FROM : S&T/POP/AFR, Carole Henderson Tyson ~~CHT~~

SUBJECT: Africa Bureau Functional Review of Population - 12/30/81

Attached is a copy of the Africa Bureau Functional Review paper. As you see, the information that was provided by each of our divisions, included on pp. 8-13, forms an integral part of the review. The primary thrust of the review paper is the need for more population personnel in Africa to coordinate, monitor and develop population programs.

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good job on this!
lets hope your
projected upward
trends (of activity)
come about

Joe Speidel