

# SUB-SAHARAN AFRICA

## Financial Resource Flows and Revised Cost Estimates for Population Activities

*"The [ICPD] Programme [of Action] is critical to achieving the Millennium Development Goals. It is especially important for goal number five: to cut maternal mortality and achieve universal access to reproductive health care... To fully carry out the Cairo Programme of Action means providing women with reproductive health services, including family planning."*

Secretary-General Ban Ki-moon, General Assembly Commemoration of the 15th Anniversary of the International Conference on Population and Development, October 2009

### Why Fund Population Activities?

Population dynamics and reproductive health are central to development and must be an integral part of development planning and poverty reduction strategies. The Millennium Development Goals, especially the eradication of extreme poverty and hunger, will not be achieved if issues of population and reproductive health are not adequately addressed. Implementing the ICPD Programme of Action, especially the reproductive health goal, is essential for meeting the Millennium Development Goals directly related to health, including child mortality, maternal health and HIV/AIDS prevention, and social and economic outcomes, including gender equality and poverty eradication.

### What Did Cairo Say About Funding To Achieve The ICPD Objectives?

At the ICPD in 1994, the international community agreed that US \$17 billion would be needed in 2000, \$18.5 billion in 2005, \$20.5 billion in 2010 and \$21.7 billion in 2015 to finance programmes in the area of population dynamics, reproductive health, including family planning, maternal health and the prevention of sexually transmitted diseases, as well as programmes that address the collection, analysis and dissemination of population data. Two thirds of the required amount would be mobilized by developing countries themselves and one third, or \$5.7 billion in 2000, \$6.1 billion in 2005, \$6.8 billion in 2010, and \$7.2 billion in 2015 was to come from the international community.

### What Will It Take To Achieve The ICPD Objectives Today: Revised Cost Estimates

To ensure adequate funding for the implementation of the ICPD Programme of Action, the United Nations Population Fund (UNFPA) reviewed the existing estimates for the four categories of the ICPD costed population package (ICPD para. 13.14) and revised them to meet current needs. These revised estimates are much higher than the original ICPD targets agreed upon in 1994 because they take into account both current needs and current costs and because they include interventions such as AIDS treatment and care, and reproductive cancer screening and treatment, that were not part of the original costed population package. The revised costs are considered minimum estimates required to finance interventions in the areas of family planning, reproductive health, STD/HIV/AIDS, and basic research, data and population and development policy analysis.



## Revised ICPD Global Cost Estimates

TABLE 1  
Revised ICPD Global Cost Estimates, 2009-2015  
(Millions of US \$)

Population Category	2009	2010	2011	2012	2013	2014	2015
Sexual/Reproductive Health/Family Planning	23,454	27,437	30,712	32,006	32,714	33,284	33,030
Family Planning Direct Costs	2,342	2,615	2,906	3,209	3,529	3,866	4,097
Maternal Health Direct Costs	6,114	7,868	9,488	11,376	13,462	15,746	18,002
Programmes and Systems Related Costs	14,999	16,954	18,319	17,422	15,723	13,672	10,931
HIV/AIDS	23,975	32,450	33,107	33,951	34,734	35,444	36,189
Basic Research/ Data/Policy Analysis	1,551	4,837	3,943	2,239	1,181	864	591
TOTAL	48,980	64,724	67,762	68,196	68,629	69,593	69,810

**Source:** United Nations (2009), Report of the Secretary-General on *The Flow of Financial Resources for the Implementation of the Programme of Action of the International Conference on Population and Development*, E/CN.9/2009/5. UNFPA (2009), *Revised Cost Estimates for the Implementation of the Programme of Action of the International Conference on Population and Development: A Methodological Report*.

## Global Progress Towards the ICPD Financial Commitments

By 2009, international population assistance increased to \$10.5 billion. This includes funding from developed countries, the United Nations system, foundations, NGOs, and development banks. Based on past trends, this number is projected to increase further in 2010 and 2011. However, given the current global financial crisis, it is uncertain whether this will indeed be the case.

The largest proportion of total population assistance goes to fund HIV/AIDS activities. However, funding for both family planning services and basic reproductive health services increased in 2009 both in absolute dollar amounts and as a percentage of all funding for the four ICPD population categories.

The Resource Flows Project estimates that developing countries and countries in transition mobilized \$29.8 billion for population activities in 2009. Domestic resources include government, national NGO and private out-of-pocket expenditures.

The global figure of domestic expenditures reflects the commitment of developing countries, regardless of the amount mobilized, although it contains significant variations among countries in their ability to mobilize resources for population activities. Most domestic resources originate in a few large countries. Many countries, especially those in sub-Saharan Africa and the least developed countries, are not able to generate the necessary resources to finance their own population programmes. They rely to a large extent on donor assistance.

## Financial Resource Flows in Sub-Saharan Africa

TABLE 2  
Revised ICPD Cost Estimates for Sub-Saharan Africa, 2009-2015  
(Millions of US \$)

Population Category	2009	2010	2011	2012	2013	2014	2015
Sexual/Reproductive Health/Family Planning	8,482	10,612	12,596	12,675	12,764	12,184	10,731
Family Planning Direct Costs	329	414	506	606	713	827	931
Maternal Health Direct Costs	1,429	1,833	2,280	2,771	3,306	3,883	4,411
Programmes and Systems Related Costs	6,725	8,366	9,809	9,298	8,746	7,473	5,389
HIV/AIDS	11,228	15,891	16,227	16,746	17,243	17,638	18,110
Basic Research/ Data/Policy Analysis	353	571	651	449	285	200	139
TOTAL	20,063	27,075	29,473	29,869	30,292	30,022	28,980

**Source:** United Nations (2009), Report of the Secretary-General on *The Flow of Financial Resources for the Implementation of the Programme of Action of the International Conference on Population and Development*, E/CN.9/2009/5. UNFPA (2009), *Revised Cost Estimates for the Implementation of the Programme of Action of the International Conference on Population and Development: A Methodological Report*.

### International Assistance for Population Activities in Sub-Saharan Africa

For the past decade, sub-Saharan Africa was the largest recipient of population assistance. Table 3 shows that during the last 10 years, population assistance in the region increased from \$528 million in 2000 to \$5.2 billion in 2009. A total of 45 countries in sub-Saharan Africa benefited from international population assistance in 2009. South Africa received the most assistance of any country in the region—\$589 million, followed by Kenya—\$448 million and Nigeria—\$421 million. A total of \$396 million was spent on regional programmes. Map 1 shows the per capita population assistance in the region.

TABLE 3  
Population Assistance to Countries in Sub-Saharan Africa, 2000-2009  
(Thousands of US \$)

Country	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Angola	7,015	8,057	9,519	18,807	11,793	30,618	30,640	25,739	36,841	37,773
Benin	5,390	7,766	10,107	14,760	20,046	15,702	23,852	13,329	16,113	26,497
Botswana	1,159	2,692	11,449	21,193	13,224	45,854	27,676	45,435	234,975	214,559
Burkina Faso	7,306	6,691	6,236	15,072	14,842	30,972	30,649	34,995	31,308	54,798
Burundi	1,146	2,255	2,090	2,960	7,971	7,666	11,942	10,494	20,488	47,165
Cameroon	4,541	3,343	4,610	8,391	7,904	12,820	19,919	35,825	21,758	37,571
Cape Verde	771	1,373	1,051	1,099	1,578	1,682	1,321	953	1,789	1,978
Central African Republic	833	982	1,406	5,371	2,322	11,305	12,268	1,133	17,019	8,851
Chad	3,044	2,675	2,902	4,202	5,713	9,124	8,325	3,935	6,236	19,739
Comoros	473	780	626	1,216	741	390	539	25,172	321	2,025

(continued)

**FINANCIAL RESOURCE FLOWS AND REVISED COST ESTIMATES FOR POPULATION ACTIVITIES  
SUB-SAHARAN AFRICA**

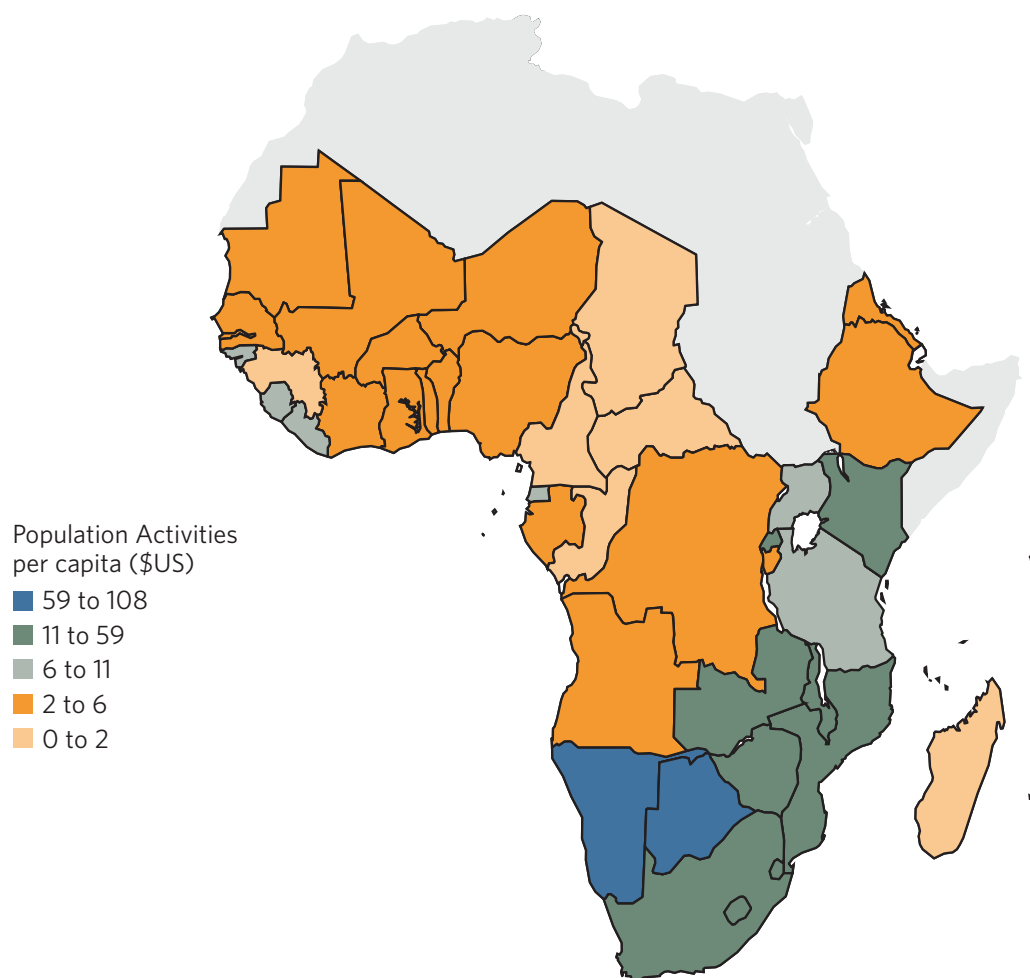
TABLE 3 (continued)  
Population Assistance to Countries in Sub-Saharan Africa, 2000-2009  
(Thousands of US \$)

Country	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Congo	863	928	4,715	2,184	8,427	6,571	1,429	3,648	6,258	6,560
Congo, Democratic Republic of the	3,182	8,783	5,536	22,886	100,235	36,141	90,486	47,699	88,709	153,443
Cote d'Ivoire	3,276	4,014	3,170	20,375	15,058	48,288	35,229	45,687	102,650	77,848
Equatorial Guinea	508	1,025	550	980	2,042	4,070	3,275	1,157	4,885	5,188
Eritrea	3,028	6,774	9,345	8,183	8,743	17,260	9,974	10,061	14,923	23,688
Ethiopia	31,619	43,125	52,648	68,629	64,956	192,603	233,235	334,223	361,896	336,725
Gabon	435	3,069	710	758	704	908	2,242	3,069	2,374	4,734
Gambia	801	690	614	1,634	1,001	4,592	3,091	3,404	2,921	7,370
Ghana	17,485	21,753	32,061	34,123	37,007	29,784	53,639	70,247	41,089	124,443
Guinea	7,187	6,176	9,009	12,807	12,221	7,080	13,184	5,846	10,160	19,910
Guinea-Bissau	574	562	1,045	1,506	5,251	1,984	2,342	2,516	2,954	9,892
Kenya	33,697	38,134	52,114	70,577	65,493	168,523	169,443	239,215	348,033	447,930
Lesotho	753	967	1,577	4,802	2,995	8,572	10,647	20,814	40,044	36,836
Liberia	2,433	1,626	1,961	2,675	1,810	6,152	7,069	10,544	18,016	34,541
Madagascar	7,386	10,208	12,424	16,043	13,630	13,635	13,038	14,475	17,149	28,127
Malawi	25,616	22,230	36,003	68,418	41,608	35,040	74,439	119,991	111,485	181,454
Mali	11,804	14,171	20,358	25,070	48,841	33,543	32,393	39,870	50,790	63,463
Mauritania	1,965	2,061	5,095	3,978	12,027	2,759	4,869	4,621	9,069	12,063
Mauritius	91	193	157	139	2,081	66	794	1,197	379	1,245
Mozambique	23,388	29,800	41,172	68,671	59,436	112,030	136,904	199,056	236,039	254,111
Namibia	3,571	4,080	4,774	12,092	13,824	54,340	70,473	85,019	81,548	125,093
Niger	2,827	3,979	3,480	6,175	7,595	11,266	15,906	18,167	23,080	37,149
Nigeria	39,741	35,933	54,824	81,796	109,036	207,745	215,845	236,978	383,376	421,494
Rwanda	11,007	14,044	10,695	24,016	21,636	82,427	69,902	105,790	138,362	155,135
Sao Tome and Principe	327	974	427	516	2,102	621	849	565	924	1,441
Senegal	12,603	17,082	12,084	26,130	24,305	15,560	25,804	23,125	33,583	40,764
Seychelles	72	59	50	155	17	77	71	25	30	60
Sierra Leone	1,120	889	2,373	6,803	2,934	8,832	8,437	8,591	15,498	41,326
South Africa	28,171	29,267	39,628	96,542	41,025	195,513	185,064	284,019	408,924	588,905
Swaziland	557	635	2,044	7,069	2,190	21,808	13,022	20,019	21,509	26,168
Tanzania, United Republic of	27,746	31,019	39,429	64,268	92,191	209,317	164,834	223,909	307,280	339,649
Togo	1,601	2,695	2,719	6,365	2,196	8,224	9,587	12,703	9,737	22,183
Uganda	37,590	42,399	54,011	61,945	53,973	197,560	174,668	251,540	237,630	297,165
Zambia	28,041	29,312	43,214	80,514	69,017	182,075	148,100	166,147	270,757	255,922
Zimbabwe	21,733	17,364	18,699	44,253	21,212	24,815	49,333	75,608	50,832	161,680
Regional	103,548	122,832	240,425	148,903	304,564	211,471	309,353	292,780	338,993	396,360
<b>TOTAL</b>	<b>528,024</b>	<b>605,466</b>	<b>869,139</b>	<b>1,195,052</b>	<b>1,357,517</b>	<b>2,327,385</b>	<b>2,526,098</b>	<b>3,179,335</b>	<b>4,178,733</b>	<b>5,191,023</b>

Source: UNFPA/NIDI Resource Flows database and *Financial Resource Flows for Population Activities, selected years*.

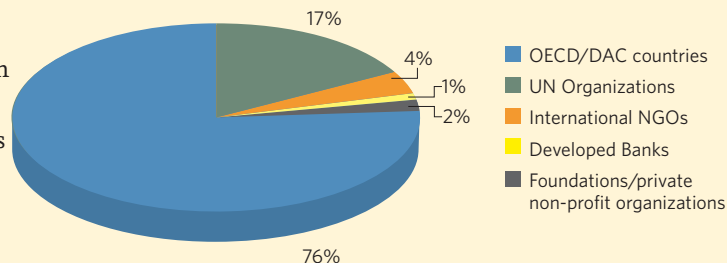
FINANCIAL RESOURCE FLOWS AND REVISED COST ESTIMATES FOR POPULATION ACTIVITIES  
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MAP 1  
Population Assistance Per Capita, Sub-Saharan Africa, 2009



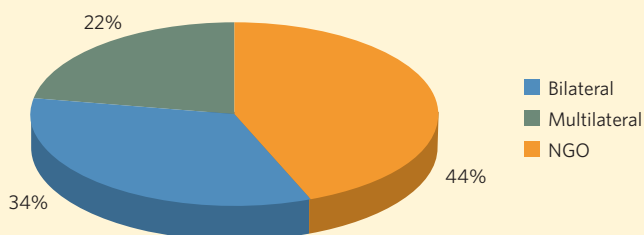
**Figure 1. Population Assistance by Type of Donor, Sub-Saharan Africa, 2009**

OECD/DAC donor countries contributed the most population assistance, accounting for more than 76 percent of assistance in 2009. This was followed by United Nations organizations, international NGOs, foundations and private non-profit organizations and development banks.



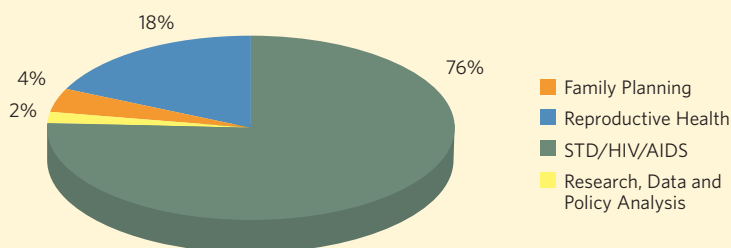
**Figure 2. Population Assistance by Channel of Distribution, Sub-Saharan Africa, 2009**

Of the total amount spent for population assistance in sub-Saharan Africa in 2009, 34 per cent was channeled through bilateral programmes, 22 per cent was channeled through multilateral organizations and 44 per cent was spent by international NGOs.



**Figure 3. Population Assistance by ICPD Category, Sub-Saharan Africa, 2009**

Figure 3 shows total population assistance in Sub-Saharan Africa by ICPD category. Seventy-six per cent of population assistance went to fund STD/HIV/AIDS activities, 18 per cent was spent on reproductive health, 4 per cent on family planning and 2 per cent on research, data and population and development policy analysis. Compared to 2008, a slight increase can be observed in the percentage of funding going to family planning activities, reproductive health, and research, data and policy analysis and a corresponding decrease in percentage of funding for STD/HIV/AIDS activities. It is important to point out that because of integration of services, some funding for family planning could in fact be reported under reproductive health expenditures.



Source: UNFPA/NIDI Resource Flows database

## Domestic Resources for Population Activities in Sub-Saharan Africa

Domestic financial resources for population activities originate from the following major sources: Governments, NGOs, the private sector and consumers. The number and complexity of sources make it much more difficult to monitor domestic resource flows than international assistance for population. Although it is possible to collect information from Governments and NGOs, it is more difficult to track this information from the private sector and individual consumers due to insufficient data. Table 4 provides estimates of domestic expenditures for population activities by source of funds.

TABLE 4  
Estimated Domestic Expenditures for Population Activities  
in Sub-Saharan Africa, by Source of Funds, 2009  
(Thousands of US \$)

Source of Funds					
Government	NGO	Consumers*	Total	Percentage of consumer expenditures	Percentage spent on STD/HIV/AIDS
2,226,197	129,558	2,424,891	4,780,646	51%	86%

\*Consumer spending on population activities covers only out-of-pocket expenditures and is based on the average amount per region as measured by the WHO (2004) for health care spending in general. For each region, the ratio of private out-of-pocket versus per capita government expenditures was used to derive consumer expenditures in the case of population activities.

Source: Erik Beekink, *Projections of Funds for Population and AIDS Activities, 2009-2011*, The Hague, 2010.

## Key Areas Requiring Further Action

Current funding levels are far below what is required to meet needs. Given the current global financial crisis and the uncertainty of future funding levels, full implementation of the ICPD Programme of Action may be in jeopardy. To accelerate the implementation of the Cairo agenda and to achieve the Millennium Development Goals, the international community should continue to:

- Ensure that population and reproductive health are seen as an integral part of the achievement of the Millennium Development Goals and that they figure prominently in national development programmes and poverty reduction strategies
- Mobilize sufficient resources to fully implement the ICPD Programme of Action and ensure that all four areas of the costed population package, including family planning and reproductive health, receive adequate attention
- Establish an effective partnership of donor and recipient countries based on mutual trust, accountability and donor coordination in support of country goals
- Increase attention to cost-effectiveness and programme efficiency so that resources reach all segments of the population, especially those that are most in need
- Enhance the role of the private sector in the mobilization of resources for population and development, in monitoring population expenditures and ensuring that financial targets and equity objectives are met
- Establish a system of monitoring of resource flows to identify funding gaps and for budgeting and planning purposes. Governments are urged to make a special effort to monitor all expenditures going to population activities, including those at subnational levels and those that are part of integrated social and health projects and sector-wide approaches so that all efforts at resource mobilization can be captured in UNFPA's annual reports

The success of the ICPD depends greatly upon the willingness of Governments, local communities, the non-governmental sector, the international community and all concerned organizations and individuals to turn the ICPD recommendations into action.

The challenge before the international community is to mobilize the additional resources required in all areas of the ICPD costed population package: family planning services, reproductive health services, STD/HIV/AIDS activities and basic research, data and population and development policy analysis. Both international and domestic allocation of resources to population activities must increase from present levels to meet current needs.



## Annex I. The Resource Flows Project

**Why Monitor Resource Flows?** UNFPA complies with General Assembly resolutions 49/128 and 50/124 to monitor progress towards the financial targets set out in the ICPD Programme of Action. It also responds to a request made at the twenty-eighth session of the Commission on Population and Development for an annual report on the flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development. UNFPA collaborates with the Netherlands Interdisciplinary Demographic Institute (NIDI), the Indian Institute of Health Management Research (IIHMR), the African Population and Health Research Center (APHRC) and UNAIDS in the data collection.

Each year, UNFPA presents its findings in the *Report of the Secretary-General on The Flow of Financial Resources for Assisting in the Implementation of the Programme of Action of the International Conference on Population and Development* which is submitted to the Commission on Population and Development. The Fund also prepares an annual advocacy brochure, *Financing the ICPD Programme of Action* and the report on *Financial Resource Flows for Population Activities*. The information is useful for policy and planning as well as for advocacy and mobilization of resources. The reports are intended to be a tool for donor and developing country Governments, multilateral organizations and agencies, private foundations and non-governmental organization to monitor progress in achieving the financial resource targets agreed to at the ICPD, to identify funding gaps and coordinate financing of population programmes. Development cooperation officers and policy makers in developing countries can use the reports to identify the domestically generated resources and complementary resources from donors needed to finance population and reproductive health programmes.

**What Do We Monitor?** The Resource Flows Project tracks financial resource flows based on the “costed population package” as described in paragraph 13.14 of the ICPD Programme of Actions: 1) Family planning services; 2) Basic reproductive health services; 3) Sexually transmitted diseases and HIV/AIDS prevention; 4) Basic research, data and population and development policy analysis. The ICPD recognized (paras 13.17 to 13.19) that the “costed package” did not include all interventions necessary for the achievement of universal access to reproductive health. It has since become possible to cost and include some additional elements, particularly in the context of the Millennium Development Goals. To simplify reporting procedures and to harmonize resource tracking with UNAIDS, data on AIDS expenditures are obtained directly from UNAIDS.

**How Do We Monitor Resource Flows?** Data on population assistance are gathered with the use of a detailed questionnaire sent to major players in the field of population and AIDS which account for most population assistance. These include donor countries that are part of the OECD/DAC and the European Union, multilateral organizations and agencies, major private foundations and other international NGOs that provide substantial population assistance. Most information for donor countries is obtained from the OECD/DAC database.

Data on domestic resources are collected via an annual survey sent by e-mail to UNFPA Country Offices for further distribution to government departments and national NGOs. A separate questionnaire for national consultants asks for information on the national budget, future commitments, private sector, coverage, quality of data, problems facing follow-up and response. Data collected are 1) based on primary sources; 2) actual expenditures (not commitments); 3) restricted to public sector (government and NGOs, not private household or out-of-pocket expenditures, employers, etc); and 4) include project level information to avoid double counting.

## FINANCIAL RESOURCE FLOWS AND REVISED COST ESTIMATES FOR POPULATION ACTIVITIES SUB-SAHARAN AFRICA

Questionnaires for governments are for distribution to those departments that are involved in population activities, for example, Ministries of Health, Population, Education, or Central Statistical Offices, government-run research centers or universities. Questionnaires for national NGOs are for distribution to national non-governmental, not-for-profit organizations involved in population activities that are responsible for more than about one percent of the total funds for population activities in the country. This means that national foundations, research centers, etc can also fill out the NGO questionnaire.

UNFPA Country Offices are responsible for the distribution, follow up and collection of the questionnaires. They are expected to check the responses and assist respondents in completing the forms or making estimates, if necessary. In many cases, Country Offices hire national consultants for this purpose. To build national capacity to monitor resource flows, ensure country ownership and sustainability of the project, UNFPA Country Offices are encouraged to identify an institution which will be responsible for data collection, preferably one which is tasked with MDG monitoring. This could be a government ministry, NGO, or an academic or research institution.

The Resource Flows Project provides a summary of the data gathered in the form of feedback reports. The Resource Flows Project is part of the Population and Development Branch of the Technical Division under the coordination of Jose Miguel Guzman; Ann Pawliczko is directly responsible for the project ([pawliczko@unfpa.org](mailto:pawliczko@unfpa.org)). At NIDI, the project is coordinated by Leo van Wissen and Erik Beekink is directly responsible ([beekink@nidi.nl](mailto:beekink@nidi.nl)).

## Annex 2. The Resource Flows 2009 Sample

A total of 30 countries in Sub-Saharan Africa were included in the sample for fiscal year 2009.

Of these, 17 provided data on resource flows:

- Benin
- Botswana
- Burundi
- Cameroon
- Cape Verde
- Central African Republic
- Eritrea
- Ghana
- Madagascar
- Malawi
- Mali
- Nigeria
- Tanzania
- Togo
- Uganda
- Zambia
- Zimbabwe

The following countries did not provide data:

- Republic of Congo
- Democratic Republic of the Congo
- Ethiopia
- Ivory Coast
- Kenya
- Guinea
- Mauritania
- Mozambique
- Niger
- Rwanda
- Senegal
- Sierra Leone
- South Africa



For more information, please visit the Resource Flows Web Site at [www.resourceflows.org](http://www.resourceflows.org)