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## OTHER FUNDS AND PROGRAMMES

## UNITED NATIONS FUND FOR POPULATION ACTIVITIES

## PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive DirectorAssistance to the Government of MexicoComprehensive population programme

Estimated UNFPA contribution:	\$ 10,560,000
Estimated value of the Government's contribution:	\$ 160 million
Duration:	Five years
Estimated starting date:	January 1980
Executing Agencies:	International Labour Organisation (ILO) Food and Agriculture Organization (FAO) United Nations Educational, Scientific and Cultural Organization (UNESCO) World Health Organization/Pan American Health Organization (WHO/PAHO)
Government Co-operating Agency:	National Population Council (CONAPO)

## I. Summary

1. UNFPA proposes to support a programme in the amount of \$10,560,000 over five years (1980-1984) to assist the Government of Mexico in achieving its population and development objectives. The programme is based on the findings and recommendations of a UNFPA needs assessment mission that visited Mexico in late 1979. It includes projects in the areas of population dynamics, maternal and child health and family planning, education and communication, and the participation of women in development. UNFPA support will provide short-term consultants, national personnel, fellowships, funds for various training activities, sub-contracts for research and project-related activities, and expendable and non-expendable equipment.

2. UNFPA assistance to the Mexican national programme of maternal and child health and family planning, approved by the Governing Council in 1979 1/ for a three-and-one-half year period in the amount of \$6.5 million will form an integral part of the proposed overall UNFPA assistance programme.

## II. Background

3. Mexico, a country of 2 million square kilometres, is one of the most populous nations in Latin America. United Nations 1978 estimates place the population at 70 million and the annual rate of population growth at the very high level of 3.3 per cent. The crude birth rate is estimated by the United Nations at 42 per thousand persons and the crude death rate at 7.6 per thousand. About 45 per cent of Mexican women are in the reproductive years of 15-49, and about 45 per cent of the population are under 15 years of age. Government projections estimate the population as high as 144 million in the year 2000.

4. Overall population density, estimated at 30 persons per square kilometre, is comparatively low, but the population is very unevenly distributed, and this situation is worsening as a result of continuing and massive interregional, interstate, and rural-urban migration. Two thirds of the population now live in urban areas; residents of Mexico City and the Mexican Valley alone account for 25 per cent of the population. Most of the non-urban population live in localities of fewer than a thousand inhabitants. The Government has identified the uneven spatial distribution of the population, together with the high rate of growth, as the country's most important population problem.

5. Life expectancy at birth averages 65.5 years, but varies widely regionally. According to Government figures, infant mortality has declined from 60 deaths per thousand live births in 1965 to 49 in 1975. But infant mortality is undoubtedly higher especially in certain rural states, where many infant deaths go unregistered. Children under five account for 35.8 per cent of all registered deaths. Maternal mortality for 1975 was about 105 deaths per 100,000 live births. The principal causes of death for the population in general are infectious and parasitic diseases.

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1/ See DP/FPA/10/Add.25

6. Uneven population distribution contributes significantly to Mexico's high rates of unemployment and underemployment. Creating more employment opportunities is a priority objective of the Government's current (1977-1982) national development plan.

7. According to World Bank estimates, the per capita gross national product in 1978 was \$1,290. Among the rural population, fertility, infant mortality, and illiteracy rates far surpass the national averages; only 33.8 per cent of rural households have potable water. While rural Mexicans constituted 34.7 per cent of the economically active population in 1975, they produced only 9.6 per cent of the net domestic product.

#### National development plans and population issues

8. Mexico is one of the few countries in Latin America with an explicit population policy. The Government's demographic objectives are to lower the rate of population growth and to achieve a more even distribution of the population so as to increase employment opportunities. The Government has taken steps to integrate specific demographic goals into the overall development planning process. To this end, a general population law was adopted in 1974; it established the National Population Council (CONAPO), which is responsible for formulating plans on population and promoting their integration into economic and social programmes. In 1977 the Government approved a national family planning policy, with the aim of reducing the population growth rate to 2.5 per cent by 1982 and to stabilize it at about 1 per cent by 2000. In 1979 a regional population policy was adopted, addressed to the specific problems of interregional migration and the geographical distribution of the population.

9. To reduce the population growth rate, the Government has implemented a national maternal and child health and family planning programme and has initiated programmes in sex education and population communication. It has also established a National Co-ordination Agency for Family Planning.

#### Previous population assistance

10. UNFPA's earliest assistance to Mexico was provided in 1972 to the affiliate of the International Planned Parenthood Federation, for the expansion of family planning services; support through 1977 amounted to \$1.9 million. Support was later given to another national organization, PROFAM, to make low-cost contraceptives more widely available. UNFPA assistance to the governmental maternal and child health and family planning programme began in 1973; the third phase of support was approved in 1979 as mentioned earlier. The programme has developed and strengthened the infrastructure for maternal and child health and family planning at the central, state, and local levels by training community workers and medical and supervisory personnel for 13,000 communities of 500 to 2,500 inhabitants. It increased the number of family planning users from 39,000 in 1973 to 432,000 in 1978, achieving 106 per cent of its target for that year. It also extended family planning services to marginal urban and rural areas; in fact, 34 per cent of all acceptors in 1978 came from rural areas. UNFPA allocations for this programme through 1978 totalled \$7.4 million.

11. In the area of basic data collection, UNFPA has supported a fertility survey in the amount of over \$200,000 and the development of social and population statistics with a contribution of \$380,000. In the area of population dynamics, UNFPA has supported operational research on labour markets and interregional migration in the amount of \$155,000, and a research project on the role of cultural values in the formulation of population policy, as part of a global project conducted by the Institute of Society, Ethics, and the Life Sciences (\$52,400). Projects concerned with the formulation and evaluation of population policy included seminars for political, business and cultural leaders (\$45,000).
12. From 1974 through the beginning of 1980, UNFPA has been supporting research and training in population communication (\$820,000). This project introduced innovative techniques of mass communication to assist CONAPO in presenting the Government's development and population policies and objectives.
13. Other multilateral population assistance has been provided by WHO to support the strengthening of biological research institutions and for research in fertility and contraceptives.
14. Under a multi-bilateral arrangement, UNFPA administers a contribution of \$2 million from the Government of Sweden for a programme in sex education. The programme was approved by the Council in 1976 for four years. 2/
15. Among the numerous non-governmental organizations providing funds for family planning and related activities are the Ford Foundation, the International Planned Parenthood Federation, the International Development Research Centre, the Pathfinder Fund, the Population Council, the Program for the Introduction and Adaptation of Contraceptive Technology (PIACT), and the Rockefeller Foundation.

### III. The programme

16. The UNFPA needs assessment mission in 1979 recommended assistance to projects concerned with integrating population policy with development plans and with the implementation of short-term regional demographic policy. Projects in these and other priority areas identified by the mission figure in the programme proposed here. Since UNFPA can act on only a very limited number of the mission's recommendations efforts are being made to identify other possible donors.
17. Of the various components of the proposed programme, the project in maternal and child health and family planning is an extension of earlier UNFPA assistance, as is the project in rural communication. Several of the projects are still being formulated. The programme's overall objective is to support the Government's efforts to implement its population policies of decreasing the rate of population growth and achieving a better spacial distribution of the population. Specific short-term objectives are: support of CONAPO in the integration of population policy with development programmes and in the analysis of the 1980 census results; support for demographic and socio-economic surveys in priority states and for studies leading to the implementation of migration and employment policies; helping the Ministry of Health extend maternal and child health and family planning services to rural areas, and strengthen and expand the training of medical and paramedical personnel; assistance to projects in population education and communication and rural development, and

training in these fields; and implementation of special projects, designed to improve living conditions in rural and marginal urban areas and to incorporate women into development.

Population policy and population dynamics

18. UNFPA proposes allocating \$3,770,000 for several projects in this area. The first project, for which a budget has already been drawn up, is pending; the other, among which remaining funds will be divided, are still in the formulation stage.
19. Integration of population policies with development planning: The purpose of the project is to establish the methodological and institutional basis and the co-ordinating mechanisms for the integration of population policies into socio-economic development plans. It will help planning agencies gear their policies and activities to demographic needs and, at the same time, it will enable the National Population Council to incorporate the requirements and guidelines of economic and social development planning into population policy. An immediate objective is to establish co-ordinating mechanisms among the state government agencies and relevant programme sectors. It also aims at determining a frame of reference for the joint analysis of development plans and population policy. Included in the project is training of personnel in socio-economic planning. UNFPA will cover the costs of eight short-term consultants, seven national staff members, sub-contracts for operational research, seminars and on-the-job training, and equipment. UNFPA proposes to contribute \$1,378,648 over a period of three years. The project will be executed directly by CONAPO.
20. Migration and employment policies: The Government of Mexico has already initiated major action plans to achieve a more balanced spatial distribution of the population and improve the employment situation. The plans involve programmes to retain population in certain areas, to reorient migrants away from the traditional poles of attraction, and to relocate population. The main objective of the project for UNFPA support is to study the labour market in terms of its effect on population distribution, and to make the resulting information available to those implementing the Government's migration and labour policies. UNFPA assistance is expected to cover short-term consultants, national personnel, local sub-contracts, and seminars. The project will be developed by the National Population Council with the collaboration of the Ministry of Labour; ILO will provide technical assistance.
21. Evaluation of census information for regional demographic policy: The National Population Council is planning to undertake an analysis of relevant data from the 1980 census in order to assess the current demographic situation and make the necessary adjustments in population policy. UNFPA is expected to contribute short-term consultants, national personnel, training, sub-contracts, and equipment.
22. Socio-demographic surveys: Surveys are being planned for all 31 states in Mexico to obtain the detailed demographic information, unavailable from other sources, required for social planning. UNFPA is expected to fund surveys in states which have the least resources available for this purpose. CONAPO will implement the project and will sub-contract studies to research institutions and universities.

23. Training and research: The Government and UNFPA are currently negotiating support to strengthen training and research capacities for various disciplines at some universities.

Maternal and child health and family planning

24. UNFPA proposes allocating a total of \$2.26 million for projects in this area to improve services delivery and extend it to rural, marginal urban, and indigenous women and children who, although in great need, have not yet been reached.

25. Maternal and child health and family planning programme: As mentioned earlier, UNFPA has collaborated with this programme since 1973. The UNFPA-supported programme, including its third phase, 3/ has already helped extend services to small communities of 500 to 2,000 inhabitants. For the remainder of that phase, maternal and child health and family planning services will be extended to all rural Mexicans living in communities of fewer than 500 inhabitants. In these very small villages, the delivery of primary health care depends on community workers supervised by health auxiliaries. UNFPA assistance will provide several consultants in nursing, statistics and evaluation, as well as health education; salaries of national personnel (an expenditure to be absorbed gradually by the Government); training; vehicles; and medical and audio-visual equipment. The Ministry of Health is responsible for the project; WHO/PAHO is the Executing Agency.

26. The additional funds designated for maternal and child health care and family planning in this proposal will be used to extend assistance to the health and family planning programme beyond 1982 and also to expand training for different categories of field and supervisory personnel of the programme.

Population education and communication

27. UNFPA proposes providing \$2,380,000 for projects in this category. One project has been approved by UNFPA, and the others are in the formulation stage,

28. Integrated project for population communication and rural development: This two-year project aims at reaching the rural population in 11 states which are classified as demographic priority areas by the Government on the basis of higher than average fertility rates, high rates of out-migration, and low levels of economic development. This project is designed to change attitudes towards demographic phenomena as well as demographically significant behaviour and thereby support the national family planning programme and the Government's efforts to attain a more balanced spatial population distribution. The project has three components: production of regional and local radio programmes; development of a manual on population and family life for rural families; and training of rural development agents from Government agencies as population communicators. UNFPA has approved \$612,380 for this project to cover the salaries of short-term consultants, five nationals, training, sub-contracts for the production of radio programmes, and of the manual. The National Population Council will be the Government implementing agency, while FAO, in consultation with UNESCO, will provide technical assistance.

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3/ See DP/FPA/10/Add.25

29. Other projects: The remaining funds designated for population education and communication activities will be used to support several projects which will be developed during 1980. UNFPA assistance will probably be requested to expand the sex education project into a national programme of population education. In addition, UNFPA expects to finance training and teaching material and the incorporation of a population component into the school curricula.

#### Special programmes

30. UNFPA is planning to allocate a total of \$1 million for projects concerned with the enhancement of the role of women. The integration of women into socio-economic development is a priority concern of the Government and CONAPO has been given the responsibility of formulating a national plan. The proposed project will assess ongoing studies and action programmes concerned with the situation of women so as to determine what information is already available on this question and identify areas in need of further research and action. Several other projects for the improvement of the condition of women are being prepared under the sponsorship of CONAPO and other Government agencies, and UNFPA support to some of these is foreseen. Support will also be requested for action programmes specifically geared to integrating women from rural and marginal urban areas into development activities.

#### Administrative arrangements

31. CONAPO will have overall responsibility for administering UNFPA's assistance programme. This inter-ministerial body, which began functioning in 1974, is headed by the Minister of the Interior and includes representatives of other ministries and agencies of the health sector.

32. The proposed UNFPA contribution by category and year will be as follows:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>Total</u>
	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>
Population dynamics and population policy	100 000	500 000	1 100 000	1 100 000	970 000	3 770 000
Maternal and child health and family planning	—	—	800 000	1 700 000	760 000	3 260 000
Population education	291 000	350 000	760 000	800 000	179 000	2 380 000
Special programmes	<u>—</u>	<u>150 000</u>	<u>400 000</u>	<u>400 000</u>	<u>200 000</u>	<u>1 150 000</u>
	391 000	1 000 000	3 060 000	4 000 000	2 109 000	10 560 000

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33. The status of programme development at the time of writing was:

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>Total</u>
	\$	\$	\$	\$	\$	\$
Formulated	291 000	319 043	-	-	-	610 043
Pending	100 000	549 877	344 778	-	-	994 655
Foreseen	-	131 080	2 715 222	4 000 000	2 109 000	8 955 302
	<u>391 000</u>	<u>1 000 000</u>	<u>3 060 000</u>	<u>4 000 000</u>	<u>2 109 000</u>	<u>10 560 000</u>

#### IV. Recommendation

34. The Executive Director recommends that the Governing Council:

(a) Approve the five-year programme for Mexico in the amount of \$10,560,000; and

(b) Authorize the Executive Director to allocate the funds and make the appropriate arrangements with the Government of Mexico and the Executing Agencies.

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