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UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Honduras

Support for a comprehensive population programme

Proposed UNFPA assistance:

\$3.3 million, of which \$2.3 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$1 million will be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources

Estimated value of the Government's contribution:

To be determined

Duration:

Five years

Estimated starting date:

January 1987

Executing agencies:

United Nations

International Labour Organisation (ILO)
United Nations Educational, Scientific and

Cultural Organization (UNESCO)
World Health Organization (WHO)

United Nations Children's Fund (UNICEF)

Food and Agriculture Organization of the United

Nations (FAO)

Government co-ordinating agency: Ministry of Planning

#### HONDURAS

# Demographic facts

Population by sex		Population density (/sq. km.)	39
Total (in 1000)	4,372	Average annual change	
Male (in 1000)	4,192	Population increase (in 1000)	147
Female (in 1000)	2,181	Births (in 1000)	187
Sex ratio (/100 females)	100.5	Deaths (in 1000)	40
Population in year 2000 (in 1000)	6,978	Net migration (in 1000)	0
Population by age group		Rate of annual change	1 1
Age 0-14 (in 1000)	2,051	Population change total (%)	3.10
Age 15-64 (in 1000)	2,195	Urban (%)	5.0
Age 65 + (in 1000)	126	Rural (%)	1.7
Age 0-14 (percentage)	46.9	Crude birth rate (/1000)	39.4
Age 15-64 (percentage)	50.2	Crude death rate (/1000)	8.4
Age 65 + (percentage)	2.9	Natural increase (/1000)	30.9
Age indicators		Net migration (/1000)	0.0
Median age	16.4	Fertility and mortality	7 - 1
Dependency: age 0-14	93.4	Total fertility rate	5.59
Dependency: age 65 +	5.7	Completed family size	n/a
Dependency: total	99.2	Gross reproduction rate	2.73
Youth: 15-24 (in 1000)	864	Net reproduction rate	2.37
Women: 15-49 (in 1000)	953	General fertility rate (/1000)	177
Urban-rural population		Child-woman ratio	n/a
Urban population (in 1000)	1,747	Infant mortality rate (/1000)	69
Rural population (in 1000)	2,625	Life expectancy: male	60.9
Per cent urban (%)	40.0	Life expectancy: female	64.5
Per cent rural (%)	60.0	Life expectancy: total	62.6
Agricultural population density		GNP per capita	
(/hectare of arable land)	1.44	(U.S. dollars, 1984)	700

Sources: Area and population density on arable land: derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1986; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17, (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World Population Prospects, Estimates and Projections as Assessed in 1984 (United Nations publication, Sales No. E.86.XIII.3) - "population by sex" through "life expectancy: total" as of 1985-1990.

#### I. SUMMARY

- 1. The United Nations Fund for Population Activities (UNFPA) proposes to support a comprehensive population programme in the amount of \$3.3 million over a five-year period, starting January 1987, to assist the Government of Honduras in achieving its population and development objectives. Should resources not become available to UNFPA to fund the entire programme, UNFPA proposes to commit \$2.3 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$1 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.
- 2. The Governing Council, at its twenty-sixth session in 1979, approved the first country programme for Honduras in the amount of \$4.3 million. The proposed second country programme has been formulated on the basis of recommendations made by the needs assessment mission fielded in August 1986 to assist the Government in identifying technical co-operation requirements for population projects. The conclusions of internal and external evaluations of projects executed under the first programme were also taken into consideration in the proposed programme.
- 3. The programme's main objectives are to strengthen the managerial capabilities of the health sector in the delivery of maternal and child health and family planning (MCH/FP) services; institutionalize population education in the national educational system; strengthen the population statistics information system; improve the planning capability of national cadres through demographic training and research; strengthen the planning system to incorporate further socio-demographic variables in development planning and programming; and support the co-ordination and consolidation of policies and programmes oriented towards the full integration of women in all aspects and at all levels of the population and development process. As a whole, UNFPA assistance is expected to contribute to the implementation of the population policies and strategies set forth by the Government in its policy guidelines for 1986-1989.
- 4. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)), respect for human life is basic to all human societies (para. 14 (e)) and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

#### II. BACKGROUND

5. With an estimated 4.5 million inhabitants, Honduras has one of the fastest annual population growth rates in Latin America. Its population increased significantly in the last four decades at an annual growth rate of 2.7 per cent

from 1945 to 1961, at 3.1 per cent between 1961 and 1974 and 3.4 per cent between 1980 and 1984. This population growth has been attributed to the slow decrease in fertility, as opposed to a very rapid decrease in the mortality rates. to the last two national demographic surveys, 1972/1973 and 1983, the total fertility rate has diminished in the last 10 years from an average of 7.5 to 6.1 children per woman in the fertile age group (15-49 years of age). However, the rate is still considered very high. Analysis of the 1983 survey data regarding differentials in fertility rates indicates that the reduction in the total fertility rate was caused by decreases in urban areas, especially in the two major cities of Tequcigalpa and San Pedro Sula. In these areas the average fertility rate dropped to less than three children per woman, and even lower with higher levels of education, and 50 per cent of women of reproductive age were using contraceptives. In the rural areas, however, the total fertility rate remained very high at eight children per woman and only 20 per cent of women were using contraceptives. As rural women comprise 52 per cent of the country's female population, their fertility rate is a significant factor in the national average.

- 6. The population of Honduras is concentrated within the narrow region between the country's two major cities, Tegucigalpa and San Pedro Sula, owing to the fact that most of the country's industries have developed in these two cities. Over the last decade, they have grown at annual rates of 6 and 7.5 per cent respectively. Population growth within these main urban centres has also been affected by increasing rural-urban migration in the last few years.
- 7. In the last decade, mortality, especially infant mortality, has rapidly decreased in Honduras. The 1972-1973 national population survey placed infant mortality at 120 per 1,000. According to the 1983 survey, the infant mortality rate had been reduced by a third to 80 deaths per 1,000. The rural-urban mortality gap, however, has remained as wide as ever.
- 8. Beginning in 1980, the economy of Honduras was severely affected by world-wide recession. The international recession diminished the demand for traditional exports, and a shortage of national and international credit, higher prices for petroleum imports and capital drains have aggravated the problem. Unemployment has gradually increased to about 25 per cent although reliable figures are not available. Underemployment is even more widespread. While inflation declined from 15.6 per cent in 1980 to 3.3 per cent in 1985, the overall situation remains difficult because of the negative or slow growth in most sectors of the economy and the very high population growth rate. The lack of trade with neighboring countries has hampered economic growth, particularly in the manufacturing sector. Under these conditions, 75 per cent of the people are malnourished, and drinking water is in short supply. The new Government has responded to this critical situation by formulating a short-term economic recovery programme and strategic policy guidelines for the 1986-1989 period in order to raise the welfare of the population through greater economic growth and better redistribution of income and wealth.
- 9. The Government's strategy includes guidelines for a population policy aimed at reducing population growth, improving and rationalizing spatial distribution of the population and exercising more control over international migration. In terms of population policy measures, the Government proposes to provide family planning

services through a programme managed and co-ordinated by the Ministry of Health; promote educational campaigns to increase awareness in the rural population about the importance of child-spacing; incorporate population education in the official curricula of schools at the primary and secondary levels as well as in literacy and adult education programmes; and implement policies in other areas such as land reform and integrated rural development which should have a complementary impact on population policies and the spatial distribution of human settlements.

#### III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

- 10. In 1978, UNFPA undertook a needs assessment mission which found that the Government's capacity to collect demographic data was seriously deficient and recommended that UNFPA increase its support for the Statistics Department of the Planning Council in order to establish a demographic unit and increase analytical and planning skills. The mission also recommended that a unit within the Council be created in order to co-ordinate various sectors involved with population and development in accordance with the national five-year development plan and to initiate population activities. In 1978, the Council delineated a number of projects and activities that formed the basis of the national programme for 1978-1982.
- 11. The UNFPA programme of assistance for Honduras was approved by the Governing Council in June 1979 in the amount of \$4.3 million. Expenditures up to the end of 1981 amounted to \$2 million. Owing to UNFPA's financial constraints at that time, the balance of \$2.3 million was reduced to \$2.1 million in accordance with the review and reassessment of the UNFPA programme, 1982-1985. Eventually, however, expenditures for 1982-1985 amounted to \$2.4 million, or slightly more than the amount reduced under the review and reassessment. Allocations in 1986, an interim year, totalled \$0.7 million. The programme supported activities in the areas of MCH/FP, population information, education and communication (IEC), data collection, population dynamics and women in development as elaborated below.

# Maternal and child health and family planning

- 12. According to information gathered in the first and second prevalence surveys of 1981 and 1984, use of contraceptives among women of reproductive age increased overall from 27 per cent to 35 per cent; in rural areas it grew by 48 per cent compared to 7 per cent in urban areas. Approximately half of the increase (43 per cent) was due to the increase in female sterilization and the use of intra-uterine devices (IUDs). Oral contraceptives remained at the same level.
- 13. UNFPA has assisted Honduras in MCH/FP since 1977. The main objective of this continued assistance was to develop and improve MCH/FP care by upgrading health facilities; providing training, especially at the community level; providing supplies and equipment to health service units; and designing and implementing a system to evaluate the impact of primary health care activities and the results of training for community health personnel. The project was executed initially by the Government. Its second phase was executed by WHO through its regional office, the Pan American Health Organization (PAHO). Cumulative expenditures through 1985 have been \$3,100,692.

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# Population information, education and communication

14. UNFPA provided resources for a population education programme at the primary and secondary school level. The project was initiated in 1982 with UNESCO as the executing agency and was designed to provide support to the population education activities of the General Directorate of Planning and Educational Reform in the Ministry of Education. Activities included training for teachers at the primary and secondary levels; developing and incorporating population components into the plans and programmes of the primary and secondary school curricula; and creating awareness among students and their communities of the importance of population concepts and related phenomena and their consequences for the individual, the family and the community. UNFPA's contribution through 1985 was \$658,784.

## Basic data collection and analysis

- 15. In this area, UNFPA has assisted the General Directorate of Statistics in the preparation, implementation and follow-up of the population and housing census. Although the project was delayed because the 1982 census did not take place, it was reactivated in 1986 to support the enumeration now scheduled for 1988 and the subsequent analysis. The United Nations is the executing agency.
- 16. UNFPA also provided funding for the second national demographic survey of Honduras which was executed by the Government in 1983 in order to obtain reliable data for estimates on fertility, mortality, migration and the participation of women in economic activities. UNFPA funding amounted to approximately \$60,000 for advisory services, training, data processing and publication of results. Over all UNFPA has contributed \$165,765 to data collection activities through 1985.

# Population dynamics

17. UNFPA's support in this area was aimed at the establishment of a population unit in the National Economic Planning Council to co-ordinate population activities and policy formulation and to strengthen the capacity of the Council's Statistics Department for demographic analysis. The project incorporated two previous projects assisting demographic data collection and basic training in demography. The executing agency was the United Nations, and cumulative UNFPA assistance for the period amounted to \$479,106 for advisory services, training and equipment.

# Women, population and development

18. While there was no specific project executed in the area of women in development, support for women's concerns was taken into account in other areas of assistance such as the MCH/FP project. The 1985 external evaluation mission for the IEC project also recommended that the materials developed be used in other population education projects as they had effectively expanded women's role.

#### Other external assistance

19. The major bilateral source of assistance to Honduras has been the United States Agency for International Development (USAID) which provides assistance for

the family planning component in the Ministry of Health's integrated MCH programme. USAID also assists the International Planned Parenthood Federation (IPPF) affiliate in Honduras, the Honduran Family Planning Association, in support of its community and clinic-based voluntary family planning information and service programme. In addition, the Canadian International Development Agency (CIDA) has supported a child health and development project. Other assistance comes from non-governmental organizations such as the Association for Voluntary Surgical Contraception, Development Associates, Inc., Family Health International, Family Planning International Assistance, The Ford Foundation and the General Service Foundation.

#### IV. FINDINGS OF THE NEEDS ASSESSMENT MISSION

- 20. The needs assessment mission that visited Honduras in August 1986 made the following recommendations for population assistance.
- 21. In the area of MCH/FP, it is considered necessary that assistance be given for the administrative decentralization of the Ministry of Health. In this connection, its personnel at the central and regional levels should receive training in planning and management. The Ministry should also receive technical orientation on the organization, equipment and functioning of the decentralized units, especially the maternal and child clinics at the primary health-care level. Community participation should be supported by assisting leaders of women's organizations with transport and travel costs, especially for those organizations functioning in remote rural areas of the country; by organizing educational campaigns for family planning through community health volunteers, leaders of grass-root organizations and men in the communities; by developing appropriate methods and techniques for population communication; by providing community health kits with family planning inputs; and by training the community volunteers. Medical and paramedical personnel should be exposed to campaigns aimed at enhancing their motivation and increased awareness of family planning.
- 22. Given the substantial amounts of external aid in the MCH/FP area, the co-ordination of activities should be supported by identifying and establishing intersectoral and external co-operation and co-ordination mechanisms and by training the personnel necessary to implement co-ordination. Training and equipment should be provided for the purpose of strengthening the health information system encompassing the local, regional and central levels. Assistance should also be provided to organize and implement the logistics and maintenance systems through training, provision of equipment and creation of a national institute for training technicians in the maintenance of hospital and health care equipment. UNFPA assistance should concentrate in particular on the development of managerial and administrative capacity within the Ministry of Health for the delivery of MCH/FP services and support for community participation.
- 23. Both the 1985 external evaluation mission and the 1986 needs assessment mission recommended that, based on the successful development of population education materials for the primary and secondary school levels and the impact of the teacher's training programme, further action should be supported in this area

in order to institutionalize and consolidate activities in population education within the Ministry of Education, incorporate population education in the official curriculum, develop a training strategy and methodology and elaborate a project in population communication oriented primarily towards adults. Future activities should be based on an evaluation of the experience gained in developing population education materials for primary schools and field-testing materials developed for the secondary and adult education levels; in-depth training and awareness promotion of teachers and literacy workers who will be implementing population education; training of highly qualified personnel in population education at the graduate and post-graduate levels; and the development of intersectoral co-ordination mechanisms, especially with the health and the employment sectors.

- 24. Assistance should be provided to support the 1988 population census enumeration and analysis. Activities should be programmed to ensure that the results of the census be made available to potential users as soon as possible.
- 25. The vital statistics system should be developed by supporting the training of the personnel responsible for registering vital events (birth, death, marriage, divorce); carrying out a mass communication campaign oriented towards the rural population regarding the importance of registering vital events; and developing the vital statistics office's capacity to process, analyse and disseminate basic data.
- 26. The organization and production of new data and research in population activities should be promoted by incorporating household and sample surveys as a permanent activity of the Statistics and Census Directorate.
- 27. Over the course of the previous programme, an independent population division was established at the National Planning Council and a positive attitude was developed towards integrating socio-demographic variables in development planning. A second phase should be considered in which the intersectoral linkages of the Population Division could be strengthened and systematized. Population and employment issues would be emphasized in accordance with the Government's development priorities for 1986-1989. To this end, a new project should focus on population factors of relevance to national, sectoral and regional planning in order to permit the formulation of comprehensive and integrated policies on population, employment, health, education and nutrition. Moreover, the project should support the elaboration of policies and programmes of social and productive investment that affect population dynamics at sectoral, regional and, more particularly, local levels.
- 28. There is an advanced awareness of the importance of women's involvement in development efforts and of the problems and needs to further their participation in the mainstream of the country's social and economic life. Women in Honduras are well organized in associations, mothers' clubs, federations, co-operatives and syndicates with civic, health, educational and productive objectives. There is a proliferation of non-governmental organizations executing numerous programmes and projects to benefit women. These projects are being carried out in both rural and urban areas, but are concentrated on marginal urban areas. Most of these projects have small organized target populations, of 25 to 30 persons for training, income-generating activities or low-interest credit for small-scale productive

projects. In general, as these projects are isolated and have been designed without unified criteria, often efforts are duplicated and economic and human resources used inefficiently. Therefore, assistance is needed to support the necessary co-ordination and consolidation of strategies, policies and programmes oriented towards the integration of women in development. Moreover, as recommended by UNFPA guidelines, women's concerns should be incorporated, to the extent possible, in all projects to be implemented in the different programme areas.

#### V. PROPOSED PROGRAMME 1987-1991

29. The four-year programme, to which UNFPA proposes assistance in the amount of \$3.3 million, has components in MCH/FP, population IEC, basic data collection and analysis, demographic training and research, population policy formulation and women in development.

# Maternal and child health and family planning

30. Extension of maternal and child health and family planning to rural areas. This project would continue assisting the Government's implementation of the MCH/FP programme with objectives to support the administrative decentralization of the Ministry of Public Health; support community participation programmes; develop programmes for motivation and increased awareness of family planning among medical and paramedical personnel; strengthen co-ordination of intersectoral activities; and strengthen the MCH/FP information system. UNFPA-supported training and advisory services would contribute to strengthening the managerial and operational capacities of the Ministry of Health in the delivery of MCH/FP services. UNFPA proposes \$1.5 million for the project to be executed by the Government and WHO.

## Information, education and communication

- 31. The proposed UNFPA assistance for the following two IEC projects is \$330,000.
- 32. Population education. The Government considers incorporation of population education in the formal and non-formal educational sectors of fundamental importance for the attainment of its population goals. Beginning with a preparatory phase, the new project seeks to officialize the incorporation of population education in the primary and adult education programmes of the Ministry of Education; complete and disseminate the technical results obtained in the first programme, especially in the areas of teacher training, field-testing and reproduction of population education materials (manuals, teachers' guides); and help the Government to co-ordinate other financial assistance it receives for IEC activities. The Government, through the Ministry of Education, would absorb the cost of national technical personnel which had been financed by the previous project. The Government has also upgraded the project's institutional framework so that the project can be executed at sectoral decision-making levels in co-ordination with all the Ministry's technical units, especially those related to planning and curriculum development. At the same time, the Government has reinstated its intersectoral IEC co-ordinating committee in order to guarantee better utilization and dissemination of population education materials and activities. UNESCO would continue to provide technical assistance.

33. Incorporation of population education in the agricultural extension service. The project would assist the agricultural extension service to incorporate a population education component into its overall agricultural extension strategy in support of a more comprehensive rural development programme. The main objectives are to raise awareness of agricultural extension authorities on the need to integrate population education into their regular extension services and seek their support and endorsement for the implementation of such an approach; to develop strategies to implement population education through the agricultural extension system and specifically design a training methodology, extension support materials and audio-visual aids with a population education content; and to produce and field-test these materials.

# Basic data collection and analysis

- 34. UNFPA proposes \$330,000 in assistance for the following two projects for data collection and analysis.
- 35. Support for the 1988 population census. There is a serious deficiency of population-related basic information in Honduras. The 1983 UNFPA-funded population survey has alleviated the situation to some extent but the need to undertake a major national census still remains, especially as the Government is firmly committed to planning and rationalizing population growth and spatial distribution. The enumeration originally set for 1982 has now been rescheduled for 1988, and this UNFPA project has been reactivated in conjunction with other sources of funding such as UNDP and USAID. This project would be executed by the United Nations and UNFPA support would assist the Government with advisory services and training.
- 36. Development of a vital statistics system. This project was originally proposed in the first country programme but was not carried out because of difficulties in defining the institutional framework. The Government is requesting assistance to improve the coverage of birth and death registration and other vital events, improve the record-keeping system for completion and dissemination of vital statistics, promote civil registration at the community level and develop and institutionalize a mechanism for the utilization of information gathered under civil registration. UNFPA would provide advisory services, and the United Nations would execute this project.

#### Population policy formulation

- 37. The proposed UNFPA assistance for population policy formulation in the amount of \$780,000 would cover the following two projects.
- 38. Population and development. Based on the results of the previous project, the Government has requested assistance to consolidate a new, independent population division within its new Ministry of Planning. The needs assessment mission recommended a second stage in this area in order to develop intersectoral linkages between units of the planning system in the ongoing effort to incorporate population factors in global, sectoral and regional planning. This would lead in turn to the formulation of more comprehensive and integrated policies on

population, employment, health, education and nutrition. The project would place strong emphasis on training and advisory services. ILO would serve as the executing agency.

Research and training in population and development. This project aims to develop the national capacity to provide training in population and related fields for national professionals in various disciplines through the creation of a research and training unit at the national university. Given the substantive interest in population matters and the incorporation of socio-demographic considerations into programme and project design, the Government has placed high priority on the development of national self-reliance in order to alleviate the dependency on international training. The project would initially co-ordinate and organize one or more optional introductory undergraduate courses in general studies, organize a one-year graduate course specializing in population, planning and development and conduct research through students, professors and, when possible, through the Ministry of Planning and its Population Division. The project would also provide assistance for two- or three-month training modules for public administration officers and courses in the formulation, management and evaluation of regional and local population projects in the private sector. A population information sub-centre would also be created within the University's own information centre. To implement this project, UNFPA would provide international advisory services for at least two years, training, computer, audio-visual and reproduction equipment and research activities.

## Women, population and development

40. Women in development. The Government has requested complementary UNFPA funding for activities supporting the co-ordination and consolidation of policies and programmes oriented towards the integration of women in development. The project in this area would be designed taking other programmes of the United Nations system into consideration, for example those sponsored by UNICEF, the United Nations Development Fund for Women (UNIFEM) and the World Food Programme (WFP). In addition, other bilateral and multilateral sources are being sought to support activities in both the public and the private sectors. The proposed amount of UNFPA assistance is \$360,000.

## Evaluation and monitoring

41. There will be periodic country reviews with participation from the Government and UNFPA. As this is the second country programme in Honduras, special attention will be paid to monitoring and evaluating the contribution of individual projects to the achievement of the overall programme objectives as described in paragraph 3. Each project formulated under this country programme will have a plan for monitoring and evaluation. At the time of formulation it will be decided if any of these projects required a more elaborate evaluation exercise. The programme is also a candidate for a UNFPA independent in-depth evaluation which may take place prior to the last country programme review.

# Financial summary

42. As indicated in paragraph 1, a programme of \$3.3 million is proposed, of which \$2.3 million will be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance up to \$1 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other resources including multi-bilateral sources. The following table shows how the programme areas will accommodate these two levels of funding.

	UNFPA regular resources	Other resources including multi-bilateral resources	<u>Total</u>
	\$	\$	\$
Maternal and child health and family planning	1 125 000	375 000	1 500 000
Information, education and communication	267 000	63 000	330 000
Basic data collection and analysis	225 000	75 000	330 000
Population policy formulation	383 000	397 000	780 000
Women, population and development	270 000	90 000	360 000
Total	2 300 000	1 000 000	3 300 000

# VI. RECOMMENDATION

- 43. The Executive Director recommends that the Governing Council:
- (a) Approve the programme for Honduras in the amount of \$3.3 million for five years;
- (b) Authorize the Executive Director to commit an amount of \$2.3 million from UNFPA's regular resources;
- (c) <u>Further authorize</u> the Executive Director to provide the balance of up to \$1 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) <u>Authorize</u> the Executive Director to allocate the funds and make the appropriate arrangements with the Government of Honduras and with the executing agencies.