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6 June-1 July 1988, Geneva
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UNFPA

UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Guatemala

Support for a comprehensive population programme

Proposed UNFPA assistance: $4 million

Estimated value of the Government's contribution: To be determined

Duration: Five years

Estimated starting date: January 1988

Executing agencies:
- International Labour Organisation (ILO)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- World Health Organization/Pan American Health Organization (WHO/PAHO)
- United Nations Department of Technical Co-operation for Development (UNDTCD).

Government co-ordinating agency: General Planning Secretariat (SEGEPLAN)
GUATEMALA

Demographic facts

<table>
<thead>
<tr>
<th>Population by sex</th>
<th>Male (in 1000)</th>
<th>Female (in 1000)</th>
<th>Sex ratio (/100 females)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total (in 1000)</td>
<td>7,963</td>
<td>4,027</td>
<td>102.3</td>
</tr>
</tbody>
</table>

Population by age group

| Age 0-14 (in 1000) | 3,656 |
| Age 15-64 (in 1000) | 4,073 |
| Age 65+ (in 1000)  | 234   |
| Age 0-14 (percentage)| 45.9  |
| Age 15-64 (percentage)| 51.2  |
| Age 65+ (percentage) | 2.9   |

Age indicators

<table>
<thead>
<tr>
<th>Median age</th>
<th>Dependency: age 0-14</th>
<th>Dependency: age 65+</th>
<th>Dependency: total</th>
<th>Youth: 15-24 (in 1000)</th>
<th>Women: 15-49 (in 1000)</th>
</tr>
</thead>
<tbody>
<tr>
<td>16.9</td>
<td>89.7</td>
<td>5.7</td>
<td>95.5</td>
<td>1,541</td>
<td>1,737</td>
</tr>
</tbody>
</table>

Urban-rural population

| Urban population (in 1000) | 3,185 |
| Rural population (in 1000) | 4,779 |

Per cent urban: 40.0  Per cent rural: 60.0

Agricultural population density (/hectare of arable land): 2.33

Population density (/sq. km.): 73

Average annual change

| Population increase (in 1000) | 247 |
| Births (in 1000)              | 350 |
| Deaths (in 1000)              | 77  |
| Net migration (in 1000)       | -26 |

Rate of annual change

| Population change total (%) | 2.88 |
| Urban (%)                  | 3.9  |
| Rural (%)                  | 2.2  |
| Crude birth rate (/1000)    | 40.8 |
| Crude death rate (/1000)    | 8.9  |
| Natural increase (/1000)    | 31.8 |
| Net migration (/1000)       | -3.1 |

Fertility and mortality

| Total fertility rate | 5.77 |
| Completed family size | N/A  |
| Gross reproduction rate | 2.81 |
| Net reproduction rate | 2.42 |
| General fertility rate (/1000) | 186 |
| Child-woman ratio | N/A  |
| Infant mortality rate (/1000) | 59  |
| Life expectancy: male | 59.7 |
| Life expectancy: female | 64.4 |
| Life expectancy: total | 62.0 |

GNP per capita

(U.S. dollars, 1985): 1250

Sources: Population density on arable land is for 1984, as derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1984; gross national product per capita: World Bank, World Development Report 1987; completed family size, where applicable, is for women age 45-49: Population Division, Department of International Economic and Social Affairs of the United Nations, "Fertility Behaviour in the Context of Development: Evidence from the World Fertility Survey", Population Studies, No. 100 (United Nations, 1987), Table 14, p. 28. Figures for population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1985; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1985-1990. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: estimates and projections as assessed in 1984 (United Nations publication, Sales No. E.86.XIII.3).
I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $4 million over a five-year period, starting January 1988, to assist the Government of Guatemala in achieving its population and development objectives.

2. The Governing Council at its twenty-seventh session in 1980 approved the first country programme for Guatemala in the amount of $5.3 million. The proposed second country programme has been formulated on the basis of the recommendations of a needs assessment mission that was fielded in September 1986 and of the findings of internal and independent evaluations of projects executed under the first programme.

3. The main objectives of the programme are to expand the coverage of maternal and child health and family planning (MCH/FP) services; institutionalize population education in the national educational system in order to promote and strengthen family life and responsible parenthood; strengthen the Government's capacity to collect basic demographic information; support research on the determinants and consequences of population dynamics and promote the incorporation of the findings and recommendations of this research into the process of formulating and implementing policies, plans and programmes in population and development. 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 National Development Plan 1987-1991 and the Programme for National Reorganization.

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, that population policies should be consistent with nationally and internationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that 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. One of the most salient characteristics of the Guatemalan economy is the concentration of resources in relatively few hands. Indeed, according to (World Bank) figures for 1980, 3 per cent of the farms in Guatemala held 66 per cent of the land; moreover, the per capita income of the poorest 20 per cent of the population was one tenth that of the richest 20 per cent. Other important features of the economy include a 16 per cent decline in per capita income between 1979 ($583 in 1970 dollars) and 1985 ($485); projected economic growth of less than 3 per cent per year for the next three years (the same as the estimated rate of population growth); substantial unemployment and underemployment, together estimated in 1985 at some 40 per cent of the economically active population; and the small and declining share of resources channelled to the public sector.
6. Of a total population of 8 million, one half are Indians, most of whom live in some 18,000 communities of less than 1,000 inhabitants, speak local or regional dialects, and work at subsistence farming and/or as itinerant labourers in the production of export crops. The other half of the population are of mixed Spanish-Indian ancestry, live in urbanized settings and are mostly engaged in market-oriented agricultural production, commerce, industry and services. Living conditions are generally poor, especially in rural areas, and one third of the people live in poverty. In 1982, 45 per cent of adults were functionally literate, but the proportion ranged widely from two thirds for non-Indians to one third of males and about 15 per cent of females among Indians.

7. About 60 per cent of the population is considered rural. Of the urban 40 per cent, almost two thirds live in Guatemala City. The population density varies from 12 inhabitants per square kilometre in Peten Department (which covers one third of the country's area) to 620 per square kilometre in the Department of Guatemala, in the central highlands. Population migration to the central and western highlands (which together account for three fourths of the rural population) has contributed to a high population density of 300 people per square kilometre of arable land in these areas. Internal migration is of two types. One is cyclical, and is related to the harvesting of coffee and cotton in the southern region of the country. More permanent migration has traditionally taken place from the departments of Jutiapa, el Progreso and Jalapa to the metropolitan areas of Escuintla, Izabal, and more recently, to the Peten. The main factors leading to permanent migration are the search for land, employment and security.

8. Census data show that between 1943 and 1963 Guatemala's natural population growth rate increased by 81 per cent, from less than 1.6 per cent per year to 2.9 per cent per year, all of it due to a declining crude death rate. The rate further increased to 3.2 per cent per year in the following two decades, a rate that is higher than average for low middle-income countries in Latin America. As a result, Guatemala's population is very young. In 1983, 18 per cent of the population was under 5 years of age and an additional 28 per cent were between 5 and 14 years.

9. The total fertility rate (TFR), though declining, is still high, having been estimated at 6.0 in 1983. There are marked differences in fertility among population subgroups. For example, the number of children per family in rural areas was consistently higher (by 27 per cent in 1973 and 25 per cent in 1981) than that in urban areas. Fertility has also been consistently higher among Indian women, especially among the 15-19 age group (40 per cent higher than among non-Indian women), the differential decreasing to 4.2 per cent for the 45-49 age group. Important factors affecting fertility levels in Guatemala are the relative socio-economic standing of families, the level of education of mothers and place of residence. For example, the segment of the population which has reduced its fertility is mostly urban, is economically active, has higher than average incomes and has four or more years of schooling. However, even these groups have tended to stabilize their fertility at medium ranges of 3 to 3.9 children per family. High fertility persists among women of reproductive age who live in rural areas, have lower than average incomes and have 0 to 3 years of schooling.
10. Infant and maternal mortality rates, which are high, have been rising in recent years. The infant mortality rate, estimated in 1983 at 80 per 1,000 live births, increased by 46 per cent between 1981 and 1985. Low-income, illiterate females make up almost three fourths of women of reproductive age and account for 91 per cent of infant deaths. Maternal mortality declined from 468 per 100,000 live births in 1959, but was still a relatively high 105 per 100,000 live births in 1983, a 9 per cent increase over 1981. More than two thirds of deaths were among women between the ages of 15 to 19 and those above 35 years of age, who taken together account for one third of pregnancies in Guatemala.

11. In the 1970s, the Government's attitude towards population was neutral: it neither encouraged nor discouraged family planning activities. In the early 1980s, however, the Government became progressively more interested in the problems brought about by rapid population growth, as the country's economic situation began to worsen. For example, the 1983 health code included a section on the regulation of family planning activities. In 1984, a family planning unit was established in the Ministry of Health (MOH); and in 1985, Article 48 of the new Constitution of the Republic established the principle of responsible parenthood and the right of couples to decide freely the number and spacing of their children. The 1984/1985 National Development Plan included a section on population highlighting the negative impact of rapid population growth on economic development, and the 1987-1991 Development Plan contains a specific chapter on population policies. These policies, which are being discussed at the cabinet level, are mainly concerned with reducing existing gaps among the different socio-economic groups of population through use of population education programmes to inform the public of the relationships between socio-economic development and responsible parenthood; enhancing the participation of women in the labour force; improving access to family planning services and ensuring that population elements are integrated into education, housing, labour, and rural and social development plans.

12. A 1983 survey on MCH/FP conducted by a private organization revealed that of a total of 1.7 million women in the 15-44 year age group, 82 per cent were familiar with at least one modern contraceptive method. The difference among different subgroups was substantial - 94.5 per cent for non-Indians and 53 per cent for Indians - but not among age groups within each of these groups. About 1 million women of reproductive age (or 60 per cent) were not using contraceptives of any kind, nor did they want to. Of the remaining 700,000, about one half were using modern methods of contraception. The other half, though not using modern methods, desired to do so. As a result, the modern contraception prevalence rate among women of fertile age is 25 per cent, still considered to be very low.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

13. The first country programme of Guatemala was developed against a background of undefined government policies concerning population issues. The approach was tactical rather than strategic as there was no real programme with interlinked, self-supporting actions leading to specific goals. Projects were identified to address specific needs in UNFPA's mandated areas of concern: MCH/FP; basic data collection; population policy formulation and population education. This lack of...
an overall framework naturally affected all phases of programme development - project formulation, management, implementation, monitoring and evaluation.

14. The Governing Council, at its twenty-seventh session in June 1980, approved a comprehensive population programme for UNFPA support in the amount of $5.3 million over a four-year period. The programme included projects in the areas of data collection and analysis, including support for a national census; population and employment research and policy formulation; maternal and child health; and advancement of women. Expenditures up to the end of 1986 amounted to $4,658,192. Allocations in 1987, an interim year, totalled $487,748. The UNFPA-supported activities actually undertaken are elaborated below.

Maternal and child health and family planning

15. Support for the extension of coverage of MCH/FP services in Guatemala. UNFPA has assisted MCH/FP activities in Guatemala since 1981, providing assistance for technical advisory services and consultants, salaries for national staff performing supervisory and co-ordinating functions, research, training and equipment. This project was aimed at lowering maternal and child mortality and raising the general level of family health by strengthening regional health offices to ensure co-ordination of the related efforts of various government and voluntary agencies; improving the referral system for high-risk pregnancy cases; increasing the number of government maternal and child health clinics; extending community education programmes in health and responsible parenthood; developing a complete medical record system; and training medical, para-medical, and traditional health personnel. The project also supported research to determine ways of overcoming ethnic and socio-cultural barriers to the use of health services and acceptance of health education. Cumulative expenditures in this area through 1986 were $1,457,885 and the project was executed by the Pan American Health Organization (PAHO), a regional affiliate of WHO. Implementation of the MCH/FP project was difficult during the initial stages because of problems in the original design. A recent evaluation of the project has indicated, for example, that the objectives proposed for the project had been too broad and that specific goals had not been well quantified. The scope of the project was redefined to concentrate the activities of the project in five different health areas (El Progreso, Jalapa, Jutiapa, Santa Rosa and Zacapa). Since 1984, the UNFPA-supported project has contributed to the extension and improvement of health services in its designated areas of operation through the provision of equipment, an emphasis on training at the community level, and the promotion of community participation.

16. UNFPA provided support since 1984 for a pilot project in natural family planning methods executed by a national non-governmental organization (NGO), the Consultoría Regional de Salud y Nutrición (CORSANU), for a total of $70,904. The project promoted the use of natural methods in rural areas of Guatemala through training of trainers and courses for potential users. During the life of the project, approximately 2,000 users and 180 trainers (of which 50 remained active) were trained. The project received full support from the Catholic Church and other Catholic organizations in the country. The performance of the project was improved after the executing organization received technical assistance to strengthen its programming capacity in terms of identification of target populations and concentration of resources in selected areas.
Basic data collection and analysis

17. In this area, UNFPA has assisted the General Directorate of Statistics (DGE), which was succeeded in 1985 by the National Institute of Statistics (INE) as the central unit of the National Statistical System (SEN), in conducting a national socio-demographic household survey. This survey was aimed at obtaining information at the regional level on demographic variables, breast feeding, child immunization, mortality, employment and other aspects related to the household. It was carried out in October and November 1986 in Guatemala City and between January and June 1987 in the rest of the country. The results have been processed and the analyses completed by the end of 1987. UNFPA funding amounted to $166,703. The information made available by the project has been of great value to the planning and programming efforts of the Government, which previously had been unable to conduct a census or survey since 1977.

Population dynamics/population policy formulation

18. Under ILO execution, UNFPA assisted two projects starting in 1979. The first project provided technical and financial assistance for training personnel of the Department of Employment and Population of the General Planning Secretariat (SEGEPLAN) and, taking into consideration the weakness of the available infrastructure to support the undertaking of basic demographic analysis, for undertaking an analysis that could help the Department to begin to incorporate research results into the process of social and economic planning. The project helped to strengthen the Department of Employment and Population, which was then incorporated into SEGEPLAN's Global Planning Directorate. This enabled the Department to participate and directly influence the formulation of policy and definition of development planning objectives while incorporating socio-demographic aspects into the development process. The second project, starting in 1985, built upon the results of the first project and supported the formulation of a population policy which was made part of the guidelines for the National Development Plan (1987-1991).

19. Through technical assistance, training, research and development and adaptation of suitable methodologies, the projects in this area have gone through various stages - from raising awareness of the importance of using population estimates and projections in planning, through a more practical, working understanding of what important variables are involved and the implications of their interaction in planning for development, to the actual formulation of population policies. Moreover, the Population Unit, in the Department of Employment and Population, now has the capacity to co-ordinate and collaborate with the other units in the country's planning system to ensure that population activities are an integral part of the development effort. Cumulative UNFPA assistance for the period amounted to $1,144,528.

Women, population and development

20. The first programme proposed two projects, totalling $755,000, in this area: one to train agricultural extension workers to provide population and family life education to rural women; the other to help rural women in very poor villages to
increase their contributions to family and community well-being by creating opportunities for their productive employment. However, owing to institutional constraints, the projects were not implemented.

Other external assistance

21. Among others, the United States Agency for International Development (USAID) provides assistance aimed at expanding the availability of family planning services in Guatemala through public, private and commercial sector activities. The estimated total cost of this assistance for the period 1983-1987 is approximately $9 million. USAID also provides assistance to the Ministry of Health for a child survival project (1985-1988) amounting to approximately $10 million. The United Nations Children's Fund (UNICEF) is also executing a project with financial support of the countries of the European Economic Community in the area of maternal/child health of approximately $5 million (1986-1990). Assistance has also been provided in family planning by non-governmental organizations such as the Association for Voluntary Surgical Contraception; Development Associates, Inc.; Family Planning International Assistance; International Planned Parenthood Federation (IPPF); The Johns Hopkins Program for International Education in Gynecology and Obstetrics (JHPIEGO); and The Pathfinder Fund. Most of the grants from these NGOs have supported activities carried out by the Asociación Pro-Bienestar de la Familia de Guatemala (APROFAM), an IPPF affiliate founded in 1969.

IV. FINDINGS OF THE NEEDS ASSESSMENT MISSION

22. The needs assessment mission that visited Guatemala in September 1986 made the following recommendations for population assistance.

23. In the area of MCH/FP, the mission recommended that support be provided to assist in the administrative decentralization of the Ministry of Health in response to the limited operational capacity of this institution and in line with the new decentralization policy of the Government. In this connection, personnel at the central, regional and local levels should receive training in planning and management. The mission stressed that the Ministry should receive technical assistance on the organization, equipping and functioning of the local, decentralized units. Support for these activities should be provided in close co-ordination with other organizations/agencies such as UNICEF and the Pan American Health Organization, which are already involved in this area, in order to maximize short-term results.

24. In combination with the decentralization effort, the mission recommended extending support to activities that foster community participation in health activities. In this regard, there is a need to emphasize the training of local health promoters and midwives and to mobilize and facilitate communication among community leaders in support of health programmes. The mission also noted that health education programmes should be developed and assistance provided to adapt methods and appropriate communications techniques according to the socio-cultural characteristics of each region.
25. With regard to family planning, the mission recommended that a family planning policy be defined within the context of overall population policies. The mission also stressed the need to promote family planning at the community level by organizing educational campaigns through community health volunteers, leaders of grass-roots organizations and men in the communities. Such campaigns should also be addressed to medical and paramedical personnel of the Ministry of Health.

26. Noting the substantial amounts of external aid being provided in the MCH/FP area, the mission stressed that it was necessary to coordinate the technical assistance and inter-sectoral activities of the various donors and their executing agencies. In this regard, the mission recommended the formulation of a single, well-structured national MCH/FP programme that could rationally and effectively incorporate different external assistance projects.

27. As regards population IEC, the mission recommended that efforts should be renewed to systematize activities in this area. This should be based on wide-ranging consultations with government and non-government entities, particularly with those that are responsible for either defining the objectives and content of national IEC programmes or implementing them. Future activities in curricular development should be based on operational research of a socio-anthropological nature aimed at identifying values and attitudes held by parents in ethnically distinct communities concerning such subjects as family life, sexuality, environment and demographic dynamics.

28. In the area of basic data collection, the 1986 needs assessment mission proposed support for the planning and organization of the 1991 Population and Housing Census; updating national cartographic capabilities; training national personnel; data processing; and evaluation, analysis and dissemination of census information. The mission also recommended incorporating into the household survey programme, modules on housing and population; fertility, mortality and morbidity; internal migration and employment; income and expenditures; and nutrition.

29. In the areas of population dynamics and formulation of population policies, the mission recommended that the Department of Employment and Population in the Planning Secretariat should continue to receive support for its efforts to incorporate demographic variables into development planning and to formulate a population policy for Guatemala. In view of the Government's recently established policies of administrative decentralization and regional deconcentration, the mission noted the need to ensure the effective co-ordination of the activities of the health, education, labour, and agriculture sectors, especially as regards target populations for these programmes. Among the mission's other recommendations were the need to develop planning techniques and training in the use of statistical analysis packages that take into account both the heterogeneous nature of Guatemalan society and the needs of regional planning.

30. The mission also recommended that support should be given to the formulation of community development programmes that enhance the role and status of women both as productive members of society and family and as producers and consumers in the community. These programmes should be carefully conceived within the framework of prevailing social and cultural values and be aimed at the family as a unit. In
this sense, the family should receive education with a particular focus on the role of women and their contribution to the family's welfare.

V. PROPOSED PROGRAMME 1988-1992

31. The main objectives of the proposed programme are to enhance the coverage of health services by improving the access of the low-income population to maternal and child health and family planning services; institutionalize population education in the national educational system in order to promote and strengthen family life and responsible parenthood through a better understanding of the socio-economic factors that influence demographic dynamics; strengthen the Government's capacity to collect and analyse basic demographic information; support research on the determinants and consequences of population dynamics and promote the incorporation of the findings and recommendations of this research into the process of formulating and implementing policies, plans and programmes in population and development. It should be stressed at this juncture that in the design and formulation of population policies for Guatemala, the heterogeneous nature of Guatemala's geography and its marked ethnic and cultural diversity must be taken into consideration. Policies and programmes should thus be designed based on good background knowledge of and respect for the different customs and cultural values of Guatemala's population.

32. The four-year programme, to which UNFPA proposes assistance in the amount of $4 million, has components addressing MCH/FP, population IEC, basic data collection and analysis, demographic training and research, population policy formulation and women, population and development.

Maternal and child health and family planning

33. UNFPA proposes supporting two projects in this area for a total of $1.58 million.

34. Support for extension of coverage of MCH/FP services to rural areas of Guatemala. The first project would build upon the foundation of the previous project described above, by extending the services to five new areas and consolidating gains in the first five areas. In this new phase, the emphasis would be placed on maternal health, community participation and the articulation of decentralized health services in the 10 areas to be covered. Taken together, the 10 areas have a population of approximately 2.6 million inhabitants, or 34 per cent of the total population. The number of women in the fertile age group is 570,000, approximately one third of the total of women in this age group in the country. The project, which would aim at lowering maternal and child mortality and morbidity and raising the general level of family health in the 10 selected areas, has a number of specific objectives: increase the number of government clinics providing MCH/FP services from 190 to 337 in the areas covered by the project; equip the new clinics and upgrade the equipment in the existing clinics; equip 10 hospitals specializing in high-risk diagnosis and treatment; and train medical and paramedical personnel (including all such personnel of the Ministry of Health in the 10 regions) as well as traditional health personnel and community health
volunteers (1,500 new health promoters and follow-up training for 1,500 previously trained volunteers; and 2,000 traditional midwives and follow-up training for 1,000 previously trained birth attendants). The project would also design training programmes focusing on ways to improve service delivery, strengthen the referral system for high-risk pregnancy services, and secure the participation of organized groups in the community in health activities in general and MCH/FP in particular. Other aims of the project would be the establishment of an early detection and referral system for cervical cancer for approximately 100,000 women in high-risk situations and to users of family planning services; identification and organization of community groups to serve as trainers of trainers of MCH/FP education programmes; development of an MCH/FP component in the curricula of the schools of medicine and the school of nursing; and strengthening of the managerial and operational capacities of the Ministry of Health in the delivery of MCH/FP services in accordance with government policies of decentralization and regional deconcentration. UNFPA assistance, over a four-year period, would total approximately $1.4 million and would cover costs of technical advisory services and consultants, training, expenses for supervision and monitoring, contraceptives, equipment and research. The Government would execute the project, with WHO/PAHO assistance for the international personnel component and for fellowship support.

35. The other project in the MCH/FP component would focus on natural family planning education and training. Whereas the project on natural family planning methods during the first programme was executed in rural areas by a national NGO, the new programme would concentrate on the urban marginal population of the capital city, taking advantage of the existing municipal health infrastructure. The project would thus seek to establish a training centre for natural family planning methods in Guatemala City, serving 120 areas of the city. In addition, the project would train 50 instructors who would provide natural family planning services in 14 health clinics operated by the municipal Government of Guatemala City. The primary objective of the two-year project would be to counsel a target population of some 12,000 couples on natural family planning methods. None the less, emphasis would be placed on the provision of information on all methods of family planning to participating couples. Technical assistance would be provided to the municipal health system of Guatemala by an NGO with experience in this area. UNFPA proposes to provide $180,000 to cover costs of advisory services, local personnel, educational materials and equipment. A non-governmental organization specializing in natural family planning methods would be the executing agency.

Population information, education and communication

36. Introduction of population education in the school system. The proposed UNFPA assistance for this component of the programme is for a project to introduce population education into Guatemala's school system in two stages. In the first stage, population education would be defined in terms of its scope and content and the methodologies to be used. This would be derived in accordance with the specific needs reflected in the Government's new educational policy which promotes family life and responsible parenthood along with the values of liberty, social justice, solidarity and respect for human life. Once the population education programme of the country is conceived, the second stage would involve the development of curriculum and materials, field-testing of both, in-service and
pre-service teacher training, and programme monitoring. Care would be taken to develop curricula to reflect regional ethnic differences. This would require developing adequate sources of background data. UNFPA proposes to fund this project in the amount of $350,000 covering advisory services, training, production of educational materials, research and equipment. UNESCO would serve as the executing agency.

Basic data collection and analysis

37. UNFPA support is clearly needed in this area as all statistical activities under the responsibility of the National Statistical Institute (INE) are being restructured and organized anew. Human and financial resources are scarce, and the technical expertise needed for planning, organizing and conducting a population and housing census is non-existent owing to the departure of all the professionals involved in the last two censuses of 1973 and 1981. As INE is still consolidating its functional and organizational infrastructure, a primary consideration in all projects being proposed under this component would be how to establish a mechanism that would provide access to users of the processed information. The participation of other government agencies would thus be essential if the objective of institutionalizing a continuing system of household surveys as well as that of disseminating results are to be met. Owing to the technical nature of these various undertakings, collaboration with other entities would definitely be needed, especially for the census. It would thus be important to co-ordinate these activities with those of other donors. Assistance for this component amounting to $1 million would be distributed among four projects.

38. Support for the 1991 population census. UNFPA assistance would be required for the following aspects of the 1991 enumeration: census planning and organization; updating of national cartographic capabilities; data processing; census evaluation, analysis and dissemination of results. Preliminary estimates put the cost of the census at approximately $5.2 million, of which UNFPA would provide $800,000 to cover costs of technical assistance, project personnel, training and equipment. Additional support is expected to be provided from other international sources, including bilateral sources of technical co-operation. UNDTCD would execute the project.

39. Strengthening of the household survey capability. This project would help extend the socio-demographic survey supported in the first programme. The aim of the project would be to consolidate the Household Survey Programme that had earlier been initiated with UNFPA support and make it a permanent programme. Support would be provided in the amount of $100,000 to cover the costs of services, project personnel and training to carry out fertility, morbidity and child mortality surveys between 1988 and 1990.

40. Support for the civil registration system. UNFPA assistance would be used to evaluate the country’s civil registration system and the nature and utility of the information currently being requested; to revise the existing vital statistics programme; to organize a regional system of vital statistics; and to enhance the data processing system, tabulation plans and vital statistics. An amount of $40,000 is proposed to cover advisory services, training, and publication of basic
manuals. This amount would be included in the programme reserve, to be used if necessary. UNDTCD would serve as the executing agency.

41. **Training of human resources.** UNFPA assistance is requested to provide training in survey organization and methods; cartography; statistical data processing; sampling; dissemination of survey results; deriving and maintaining demographic and vital statistics; and demographic analysis. The objective of this project area would be the establishment of a human resources development programme in population statistics to support all the above proposals. UNFPA would provide $60,000 for fellowships, organization of national seminars/workshops and courses and advisory services. UNDTCD would execute the project.

**Population policy formulation**

42. **Population policies, and regional and multi-sectoral planning.** The long-term objective of this project would be to prepare the General Planning Secretariat (SEGEPLAN) to assume its role as technical secretariat of a National Population Commission. In the previous programme, UNFPA/ILO assistance resulted in the formulation of a population policy and the establishment of the necessary technical/human infrastructure to consolidate a functional unit for the promotion/incorporation of population issues into development planning. In this new phase, the proposed project would further strengthen the capacity of SEGEPLAN to carry out basic demographic analysis in support of the priority goals of the Government as regards administrative decentralization and regional deconcentration. For this purpose, the project would aim at developing a system of demographic information covering both basic and interrelated information (with other social and economic variables) to be applied in the formulation of plans, programmes and projects at the regional level. In co-operation with other sectoral planning units (health, education, agriculture, labour and housing), the project would also assist in identifying target populations of concern to the individual sectoral policies, and designing multi-sectoral programmes to raise the level of quality of life of the overall population in consonance with the goals of the population policy. UNFPA proposes to support the costs of advisory services, project personnel, research and training, over a three-year period. Once the governmental institutional framework is defined and consolidated, funds may be drawn from the programme reserve.

**Population dynamics**

43. **Research and training in population and development.** This project would seek 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 university level. 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, the Department of Employment and Population of the General Planning Secretariat. The project would also provide assistance for two- or three-month training modules for public administration officers. A population information centre would also be created to support training and research activities. To
implement this project, UNFPA would provide international advisory services for at least two years, training, computer equipment, audio-visual and reproduction equipment and research activities. No amount is specified as the institutional framework and government counterpart contribution have yet to be defined. The programme reserve would be used for preparatory activities.

Women, population and development

44. UNFPA would provide assistance in this area to help the Government in incorporating programmes for women into broader, integrated community development programmes focusing on the family as a whole. The aim would be to secure for women a more active, decisive role in community development through direct participation. For this purpose, ongoing projects and programmes aimed at integrating women into community organizations, providing them with training, and enhancing their educational and production activities as well as access to co-operative and credit systems would be evaluated in order to determine the impact and usefulness of these experiences. In terms of strengthening institutions responsible for programmes for women, technical co-operation would be provided for a diagnosis to identify institutional development and inter-institutional co-ordination needs. It is expected that the Ministry of Rural and Urban Development would establish a co-ordinating unit for activities in women-related areas, especially directed to low-income and indigenous groups. UNFPA's assistance would amount to $670,000. This project would be executed by the Government with technical backstopping from specialized agencies of the United Nations system and non-governmental organizations on specific issues.

Programme reserve

45. A programme reserve of $400,000 would be established to cover actions recommended in the areas of population policy formulation, population dynamics and civil registration. This reserve would be activated once the general conditions, prerequisites and institutional framework necessary for effective implementation of the projects have been decided upon and approved.

Co-ordination

46. The execution of the programme would be co-ordinated through the office of the UNFPA/UNDP Representative in Guatemala. Support activities for the programme would be provided by a National Programme Officer and one secretary. More assistance would be available from UNDP local resources if additional support were needed.

Evaluation and monitoring

47. There would be periodic country reviews with participation from both the Government and UNFPA. As this is the second country programme in Guatemala, special attention would be paid to monitoring and evaluating the contribution of individual projects to the achievement of the overall programme objectives. Each project formulated under this country programme would have a built-in plan for monitoring and evaluation. At the time of formulation it would be decided if any of these projects required a more elaborate evaluation exercise.
Financial summary

48. A programme of $4 million is proposed, with the breakdown by work plan category, as follows:

<table>
<thead>
<tr>
<th>UNFPA regular resources $</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maternal and child health and family planning</td>
</tr>
<tr>
<td>Population information, education and communication</td>
</tr>
<tr>
<td>Basic data collection and analysis</td>
</tr>
<tr>
<td>Women, population and development</td>
</tr>
<tr>
<td>Programme reserve</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

VI. RECOMMENDATION

49. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Guatemala in the amount of $4 million for five years;

(b) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Guatemala and with the executing agencies.