

**PROGRAM OF CARE FOR CHILDREN IN EXCEPTIONALLY
DIFFICULT CIRCUMSTANCES IN RURAL AREAS**

(TC-96-01-19-8)

EXECUTIVE SUMMARY

BENEFICIARY: The United Mexican States

EXECUTING AGENCY: The Ministry of Social Development (SEDESOL) of the Federal State, through its National Support Program for Agricultural Day Laborers (PRONJAG).

END BENEFICIARIES: Children of agricultural day laborers who do not benefit from special care during early childhood (0 to 4 years) and do not receive preschool education (5 to 6 years) or in many cases basic education (6 to 14 years). Around 5,400 children would be served over a four-year period, representing approximately 60% of real demand in the case of the Mexicali Valley and 50% in the San Quintín Valley.

FINANCING: IDB: US\$3.370 million in local currency on a nonreimbursable basis

Fund: Net income of the Fund for Special Operations

The community, producers, SEDESOL and various public-sector agencies have offered contributions of US\$2,191,000 equivalent. This contribution will be monitored and supervised by the Bank.

FINANCIAL TERMS AND CONDITIONS: Execution period: 60 months
Disbursement period: 66 months

The projects included in the program will each be executed in 48 months, with part of the project in the San Quintín Valley carried out one year later than the rest of the program.

ENVIRONMENTAL CLASSIFICATION: The Environment Committee, at its meeting of June 11, 1996, classified this as a Category II operation.

OBJECTIVES: The general objective of this project would be to work with the Mexican authorities on pilot projects to generate information that will help give children from remote rural areas access to better living conditions, thereby ensuring normal development with equal opportunity.

In particular, the project seeks: (i) to provide children with services appropriate to their physical

and mental development in their early childhood years (0 to 4 years); (ii) to provide preschool education between ages 5 and 6 that will improve the children's access to and chances for remaining in the regular education system; (iii) to ensure that day laborers' children aged between 6 and 14 years do not join the workforce too early but are given the opportunity to receive basic education.

DESCRIPTION:

To achieve these objectives, the program would carry out its activities in two valleys in the State of Baja California Norte: Mexicali and San Quintin.

In both projects, preventive measures for children from 0 to 5 years would be implemented to ensure that the children enter the education and health systems and remain until they have completed at least the basic cycle (6 to 14 years). In both cases welfare assistance would also be provided to improve the living conditions of the children and their families.

Also for both projects, commitments to participate have been made by civil society groups (producers and communities) and by public sector institutions that would keep the projects operating once the Bank's participation is complete.

Mexicali Valley: A pilot program of comprehensive care for children up to 14 years old would be implemented in this area. The plan here is to use modules in the form of mobile units, which would include child-care facilities and classroom space and would be set up close to the fields where the parents are working. These units would serve 75 children each (45 children under 5 and 30 aged 5 to 14 years). The project would comprise: (i) procurement and set-up of the units; (ii) creation of a mechanism for execution and for coordination with existing nutrition, health and education services; (iii) training of human resources to perform the project activities; and (iv) the operating expenditures necessary for ensuring proper health and personal hygiene practices and equipment maintenance.

Three modules would be set up in the first year. At the end of that period, after evaluating the activities carried out, a decision would be made in consultation with the Bank either to add a further seven units or else, if deemed advisable, to adopt a different methodology for serving children in the age range concerned.

The annual cost to the Bank per child served would be US\$525 equivalent. This amount is justified since the capital expenditure would be amortized over 10 years, and because these would be new activities in the valley.

San Quintín Valley: The project has been designed to consolidate and expand the activities that PRONJAG is carrying out in the area whereby it is serving around 200 children per year. To this end the project would be implemented in three phases: Phase 1 includes renovating buildings at seven of the eight existing child care facilities, increasing the number of staff, raising wages and providing adequate food. These measures should make it possible to serve a total of 400 children per year in these eight facilities. Phase 2 calls for adopting a new methodology that would allow up to an additional 240 children per year to be served using the home day care model. Under Phase 3, new day care centers would be set up in four camps selected by PRONJAG on the basis of the real demand identified. It is estimated that around 200 children per year could be served in this way for a four-year period.

The annual cost to the Bank per child served would be US\$322 equivalent, which is considered within the normal range for rural health care and education in this country.

BENEFITS:

The comprehensive care programs for rural children up to 14 years old living in poverty will generate the following benefits:

1. In the short term, they will have a direct impact on the physical and mental development of the children. Indirectly, in the medium term, they will improve the likelihood that children will remain in school and subsequently contribute to community development and improve their own incomes as a result of better education.
2. There will be an immediate positive impact on the productivity of the parents, since with their younger children taken care of they will be able to devote themselves more effectively to their work. This will be particularly true in the case of mothers, both those who are employed in the program and those who have other employment.
3. The program will reduce inefficiency in the school system caused by repetition or dropping out; lessen the time that the parents have to

spend on caring for their children and thus free up their time for work; and lower the cost of health care because children who are well cared for are less prone to sickness and accidents.

4. The program will help reduce social and gender inequalities, thereby providing the children with an opportunity to break out of the cycle of poverty in which their elders are trapped.
5. The program will give the parents a better understanding of the benefits of giving their children educational opportunities.
6. In particular, this program will try out innovative care methodologies in rural areas which, if successful, would make it possible to alleviate situations for which no feasible solution has been found to date.

RISKS:

1. The design of the program in this case has been influenced by very strong cultural values firmly held by the participating populations. One of the most important of these values is the mothers' resistance to handing their small children over to strangers, and mistrust of any such arrangement. The projects endeavor to address these concerns, but it may take time to win the parents' acceptance.
2. The project financing presumes participation by producers, the children's families and governmental agencies such as SEDESOL, DIF, CONFE, and coordinated public health services. If these contributions do not materialize and become a stable component of the funding arrangements, the opportunity to demonstrate that the project can be sustainable would be lost.
3. The set of problems involved in child labor is a clear example of the "prisoner's dilemma". The growers may well want to do something about these situations, but fear that if production costs rise or low-cost labor ceases to be available, production will shift to other states or other countries and then the employment opportunities will be lost. These circumstances could represent a serious risk for the program and will have to be taken into account during implementation in order to maintain a reasonable balance between the interests of the children and those of the growers.

**THE BANK'S
COUNTRY STRATEGY:**

The Bank has participated very actively through its loan portfolio in the efforts to alleviate educational problems deriving from rural poverty in Mexico. However, it has not, to date, been able to assist in the provision of social services in migrant communities in remote areas. The technical cooperation proposed in this document would make it possible to try out solutions for serious problems such as that of migrant agricultural day laborers. This would put the Mexican Government and the Bank in a better position to devise solutions with greater coverage. The proposed operation has accordingly been designed as a pilot experiment and as such will be monitored during execution by means of a participatory evaluation process whereby adjustments will be made to reflect prevailing conditions and alternative models produced as needed.

IMPACT ON POVERTY:

The proposed operation meets the Eighth Replenishment criteria since it is geographically targeted to poor beneficiaries and it has been determined that the children who would be benefited with this program are among the country's poorest inhabitants (see paragraph 1.10).

**SPECIAL
CONTRACTUAL
CONDITIONS:**

Prior to the first disbursement from the Bank's contribution the beneficiary, through PRONJAG, will be required:

- (i) To submit to the Bank evidence that the appropriate executing units have been set up at SEDESOL headquarters in Mexicali and in the San Quintin Valley, as specified in paragraph 4.64(a) of the document.
- (ii) To demonstrate that it has arranged the evaluation referred to in (v) of this document.
- (iii) Prior to the first disbursement for the program in both valleys, the beneficiary, through PRONJAG, will be required to submit evidence of the commitment assumed vis-à-vis SEDESOL by the valley producers association or by independent growers that they will contribute to financing the program.

This technical cooperation agreement will also include the Bank's standard conditions concerning, *inter alia*, auditing of the Bank contribution, progress reports, inspections, evaluation, hiring of consultants, procurement of goods, and execution of works.

I. BACKGROUND ON THE SITUATION OF CHILDREN IN MEXICO

A. General

- 1.1 Mexico's population is currently estimated at 91.6 million, with 47% aged under 18 years. Over half of these live in poverty as a result of social disparities. In 1992, 23.6 million persons were categorized as poor and 13.6 million as extremely poor; altogether, over 37 million people, i.e. around 40% of the population, are affected by some degree of poverty. The greatest relative incidence of poverty is found in rural areas and among the indigenous population, although in absolute terms the most severely affected population is in urban areas. Given the extent of the crisis, the effects of which are now being felt and will probably continue into the medium term, an increase is likely in the number of persons living in poverty, especially women and children.
- 1.2 Between 1990 and 1994, social expenditure increased by 76.9% in real terms. Although in 1994 it was still possible to continue increasing social spending, 1995 saw large cuts as a result of economic conditions and inflation. Nationally, an estimated one in every three children under the age of five suffers from some degree of malnutrition.
- 1.3 The official infant mortality rate in 1993 was 17.5 per 1,000 registered live births (49,631 deaths). Many of the causes of these deaths - nutritional deficiencies, perinatal ailments, intestinal infections and respiratory infections - are to a large degree preventable.
- 1.4 Primary school enrollment reached 98% coverage in 1994; nevertheless, approximately 300,000 children - basically in rural areas and among indigenous communities - lack access to first grade each year, about 880,000 drop out of school each year, 1.7 million children aged 10 to 14 are not in school, and only 61.1% of the 14.6 million students enrolled complete their primary education in the six years provided for. In addition, serious problems persist with educational quality and coverage in rural and indigenous areas: primary school learning among middle-income urban groups was 6.2 on a scale of 1 to 10, while in the less populated rural areas it was only 2.8. For early childhood education (children aged 0 to 3 years), coverage was only 4.5% in 1993.

B. Children in exceptionally difficult circumstances

- 1.5 The problem of children in exceptionally difficult circumstances is growing as family structures deteriorate on account of urbanization and economic pressures. Although there is no reliable up-to-date record of the number of children living on the street nationwide, there are indications that the problem is becoming more acute. In the Federal District alone there are an estimated 11,200 children

living on the street, of whom 6 of every 10 drop out of school. All of these children are faced with risks and new hazards due to increased violence; addiction to tobacco, alcohol and drugs; as well as sexually transmissible diseases including HIV/AIDS. In urban areas, the problem is basically handled by NGOs. In Mexico City alone, there are 19 NGOs serving 11,200 children. In rural areas the problem is even more serious because of its magnitude and the fact that little or no attention is paid to it by civil society. Priority was therefore assigned to SEDESOL's request. According to available official information, in 1988 the labor force included more than 800,000 children under the legal working age (14 years), as well as 1.3 million children between 14 and 15, who are legally allowed to work with some restrictions. Many children of migrant families are put to work at an early age. In addition to being uprooted, then, they must deal with inadequate schooling and deficient health care, nutrition and environmental sanitation. The prevailing economic crisis is likely to bring an increase in the number of street children, the incidence of child prostitution, and the numbers of working rural and urban children.

C. Action by the Mexican government

- 1.6 The government's priorities regarding basic education include achieving total coverage of the school-age population, improving the quality and internal and external efficiency of basic education, and promoting equity. Two special components of the equity objective call for improving access for children whose mother tongue is not Spanish and increasing the participation of disadvantaged children at the preschool stage.
- 1.7 The federal government is responsible for developing special programs for these groups, and has documented, on a regional level, the current lack of equity in education and provided for measures such as expanding bilingual education, providing services in very poor areas, and evaluating educational outcomes in those areas in order to identify those with particular weaknesses.
- 1.8 The different levels of achievement posted by the various states are attributed to socioeconomic factors and have been recorded in an index devised by the National Population Council (CONAPO), which classifies the states by degree of disadvantage. The most disadvantaged are Chiapas and Oaxaca, and the least the Federal District and Baja California.
- 1.9 The poorest regions are generally characterized by small communities in remote places; but even worse off than these areas of longstanding poverty are migrant populations who in order to obtain work put themselves in situations that make it even more difficult to provide them with social services. These groups are made up of workers who travel from the south of the country to distant areas in the northwest where there are major farming centers. This migrant population is characterized by constant

growth. This explains why in Baja California and other prosperous states there are pockets of poverty where children -- both those in groups having settled in the area recently and those entering each year with their parents to work on the harvest -- are at a distinct disadvantage in terms of education and health care. To date these groups, which unlike the urban poor do not benefit from social services, have not attracted the attention of the NGOs. (See Map I)

D. Bank participation concerning rural poverty in Mexico

- 1.10 Under the Eighth Replenishment, the Bank is committed to seeking to eradicate poverty. The children who would be benefited by the program proposed in this document are among Mexico's poorest inhabitants. In addition, the lifestyle imposed on them by their frequent migrations condemns them to the cycle of poverty in which their parents are trapped.
- 1.11 In December 1994 the Bank approved its largest loan in the education sector to provide US\$393 million to fund a comprehensive compensatory education program (PIARE) designed to solve the acute educational problems created by rural poverty in Mexico. The PIARE's beneficiaries live in communities that are too small to justify a formal school; they are extremely poor, the great majority of parents are illiterate, and there are racial problems.
- 1.12 The 23 states included in the PIARE are highly disadvantaged and have 450,000 school-age children living in communities of fewer than 100 inhabitants. A further 30,000 small towns have between 100 and 499 inhabitants. Around 88% of all illiterates in Mexico live in communities that will participate in the PIARE.
- 1.13 The Municipal Development Program (837/OC-ME) envisages activities with community participation that could have a significant impact on migrant communities. The activities to be carried out by the communities include small-scale renovations and classroom construction that will be done in close coordination with the education authorities, who undertake to assign the necessary teachers.
- 1.14 There is very little experience with provision of social services in transient communities in remote areas. The technical cooperation proposed in this document would be a pilot project that would enable the government and the Bank to try out new techniques for possible application to future loan projects complementing the PIARE. In addition, since the PIARE covers the areas from which farm labor is drawn, it would provide an opportunity to develop methods to improve educational opportunities for migrant children during the portion of the year when they are residing in their area of origin. These methods could include changes in the school calendar, individual educational programs, information on the process and special care for children who are left behind in the

place of origin with other adults. The disbursement of the PIARE funds has been slow owing to the administrative changes caused by the country's financial crisis and in part by the institutional difficulties deriving from decentralization.

- 1.15 In May 1995, in response to Mexico's budgetary crisis, the Bank approved funding to assist in financing the Essential Social Services Program (PROSSE), a fast-disbursing operation. Up to US\$217 million of the US\$500-million loan can be used to maintain education services in poor communities and improve facilities and equipment for both formal and informal education. To date PROSSE funds have been used to finance certain PIARE (CONAFE) activities. Disbursement of this loan is proceeding normally.

E. Action by other international agencies

1. World Bank

- 1.16 The World Bank has been the main external source of funding for Mexico's social sectors. In the sphere of education, it has contributed to the development of secondary technical education by means of four loans (1981, 1984, 1987, 1991) to the National Vocational Education College, aggregating US\$404 million.
- 1.17 As regards provision for underprivileged children, three projects have been approved. The first, a compensatory education project (PARE), was designed to upgrade the quality of formal education in the public schools in four states. The second, an early childhood education program (PRODEI), sought to address the negative impact on academic performance of children who have suffered nutritional and environmental deficiencies together with very poor interaction with their parents in their early years. PAREB, the third project, is an expansion of the PARE to 10 states where the aim is to improve schools in the formal sector.
- 1.18 Both the World Bank and the IDB have been invited to participate in a large-scale project designed to give rural areas the advantages of full basic education, adult education, primary health care, nutrition programs and job training.

2. United Nations Children's Fund

- 1.19 In consultation with the Mexican government, UNICEF has prepared a new recommendation for cooperation with Mexico to cover the period 1996-2001. This recommendation places special emphasis on care for women and children, especially those living in the country's poorest areas.
- 1.20 UNICEF technical and financial assistance has been used for the preparation of: numerous diagnostic studies; design, production and reproduction of materials; training of staff responsible for execution of projects to provide care for children in exceptionally

difficult circumstances; coordination with NGOs and other civil society organizations; and monitoring of the accomplishment of the goals set at the World Summit on Children.

- 1.21 UNICEF's technical cooperation at the state and municipal level is concentrated chiefly in the states of Guerrero, Oaxaca and Chiapas, under the coordination of the state development planning councils (COPLADES).
- 1.22 The budget for the five-year period 1996-2001 is US\$37 million equivalent.

II. THE PROBLEM

- 2.1 Agricultural day laborers are rural workers who are forced to travel long distances to find work. These include "commuters", who periodically leave their communities for about six months at a time and then return to their place of origin, and others, known as "swallows", who have no fixed residence but move from place to place in their quest for employment. There are also day laborers who have settled down after a number of migrations.
- 2.2 The Eleventh General Population and Housing Census, conducted in 1990, recorded 1.7 million persons as day laborers or farm workers. However, the National Support Program for Agricultural Day Laborers (PRONJAG) adds 1.9 million smallholders working less than 5 ha. These figures do not include children and women although they also work as day laborers. With the addition of these groups the total number of day laborers would rise to about 5 million. An estimate included in a PRONJAG document puts the number of child day workers at 1.5 million, including 1.1 million under 14 years old. Day-laborer families, despite being young, have on average three children, 52% of whom are boys and 48% girls.
- 2.3 The labor markets for this population are distributed among various states, so that a distinction can be drawn between states from which the workers originate, states to which they migrate, and intermediate states. Sinaloa, Sonora, Baja California Norte, Baja California Sur, the Lake District in Durango and Coahuila and the northern and southern regions of Tamaulipas and Nuevo León are areas where laborers go to obtain work. The greater part of Oaxaca, Guerrero and Michoacán, on the other hand, are areas from which they originate. The intermediate states contain both areas that attract migrant workers and others from which migrants set out for other locations, as well as generating employment for small contingents of day laborers from other states. The chief states in

this category are Veracruz, Puebla, Hidalgo, San Luis de Potosí, Guanajuato, Jalisco, Nayarit and Chiapas. 1/

- 2.4 Based on how they are housed in the area where they work, day laborers can be divided into two categories: those who live in housing provided by the employer or in camps they set up for themselves, and those who live in settlements as local residents.
- 2.5 Ethnic origin is another distinguishing feature of the day laborer population. For example, between 35% and 40% of those who migrate to the northeast of the country are from indigenous groups.
- 2.6 The growing number of women and children joining the wage-earning agricultural work force is the outcome of the need for day laborer families to continue reproducing a rural economy in which all family members contribute their labor to keep the family budget in the black.
- 2.7 In some cases, recruiters engaged to hire workers organize the crews' travel from their communities of origin, transporting them under very rough conditions on trips that can take up to five days at a cost of \$3 per person, which is paid by the grower who hires them. When hired directly, the laborers arrange for travel at their own expense and negotiate the terms governing their own labor and that of their family members.
- 2.8 Labor relations between growers and laborers encompass the entire family: men, women and children. During harvesting, thinning and weeding times, which are highly labor-intensive, no distinctions are made as to age or gender.
- 2.9 Housing provided by growers or put up by the laborers themselves is very makeshift and overcrowded to the point of introducing social risks.
- 2.10 Since there are no benefits provided, the laborers and their families are left to their own devices in the event of sickness or injury. The situation is particularly serious for pregnant women, who work right up to the time of birth and return to the fields 15 days later, generally taking the baby with them.
- 2.11 The situation of migrant children is quite serious since they are deprived of the basic education to which all Mexicans are entitled and are obliged to work from an early age despite the fact that the law stipulates age 14 as the minimum working age. Health conditions in the fields are deplorable for children, who have no access to health care whatsoever.

1/ SEDESOL Report: 1990-1994.

- 2.12 Children under six are at high risk on account of environmental conditions, especially those associated with housing, poor nutrition, and the fact that their working mothers are unable to care for them as they should or simply leave them to their own devices. Many of them are turned over to older sisters, who are still children themselves, while the rest of the family works in the fields.

III. PROGRAM STRATEGIES AND GENERAL OBJECTIVES

- 3.1 In view of the problems described, the Bank, in consultation with SEDESOL authorities, has decided to carry out pilot experiments that will subsequently lead to the use of new resources as well as funding already approved by the Bank under education and municipal development programs.
- 3.2 The program is designed to alleviate the risks affecting the children of migrant agricultural day laborer families. Accordingly, it seeks to introduce new methodologies to solve problems faced by these children or consolidate the application of others that have already been tried and have produced satisfactory results. (See Annex III, Logical Framework)

IV. DESCRIPTION

- 4.1 The program proposed to the Bank by the Ministry of Social Development (SEDESOL) comprises two pilot experiments to be carried out in the state of Baja California Norte as a state that receives migratory labor. One of these projects, which will be based in the Mexicali Valley, would serve the children of day laborer families who have settled in the area and others that fall into the "commuter" category since they return regularly to their places of origin. In both cases the populations concerned come from Guanajuato, Michoacán, Sonora, Jalisco and Sinaloa.

The second pilot project would be implemented in the San Quintín Valley and would serve primarily "commuter" families from Oaxaca, Guerrero and Michoacán together with families originally from those states who have settled in the valley.

1. Care for the children of day laborers in the Mexicali Valley

a. Target group

- 4.2 The comprehensive services module would serve the children of day laborers living in the Mexicali Valley and occasionally "commuters"

employed harvesting vegetables in the valley working in groups made up of adult and child workers. (See Map II)

- 4.3 An average sized group of 300 adult men and women will generally be accompanied by 47 children under five and 49 aged six to 14 years. These groups work for periods ranging from five to 10 months per year, with a workday of up to 12 hours.

b. The problem in the valley

- 4.4 The children who are present every day in the fields belong to two age groups: the under-fives, who are there in a passive capacity, and those aged six to 14 years, who work alongside their parents for lack of any alternative. The former constitute a high-risk group since their mothers are unable to pay them much attention and because of environmental conditions hazardous to their health. The families are unable to take advantage of services available for children in that age group.
- 4.5 The second age group has little or no opportunity to receive formal education since the school year coincides with harvest times. Poor hygiene, inadequate nutrition, exposure to insecticides and long, hard workdays of up to 12 hours, further weaken their undernourished bodies so that they suffer frequent respiratory, skin and digestive ailments. The lack of early stimulation in the first years of life that are so crucial for development, together with exposure to agricultural chemicals, are constant threats to their mental and physical health.
- 4.6 The two groups share a language issue: some of the children belong to indigenous groups and need to communicate and be addressed in their own language. This will have to be taken into account when selecting the teachers and trainers.

c. Project design

- 4.7 The project seeks to provide comprehensive health care and education services to the children of agricultural day laborers without separating them from their families. This would involve using child care facilities and classroom space mounted on mobile units that can be set up near the fields where the parents and some of their children are working, to serve on average 75 children each (45 children under six and 30 aged six to 13).
- 4.8 After the work in the fields has been concluded, the mobile units will be set up at a location selected by SEDESOL and the community will continue providing services for children. The units will operate 11 months per year.
- 4.9 One of the reasons why no actual buildings would be put up in this case is that the residents are squatters on what is mostly

government land and permanent use of the land would be out of the question.

- 4.10 A challenge for the project is that while it is illegal for minors to work, the families need their contribution to the household budget. Faced with this fact of economic life, which for the time being appears to be incompatible with eliminating child labor, the project proposes a compromise solution in which education would be provided for four hours a day and the child would have the option to work for the rest of the working day.

d. Project objectives and structure

(i) Objective for the 0-5 age group

- 4.11 The project seeks to provide food and medical services and to carry out activities that will stimulate the physical and mental development of children in that age group.

Module for the 0-5 age group

- 4.12 For practical reasons this module will be divided into three parts, relating to infants, nursery school and preschool children, and will comprise the following:

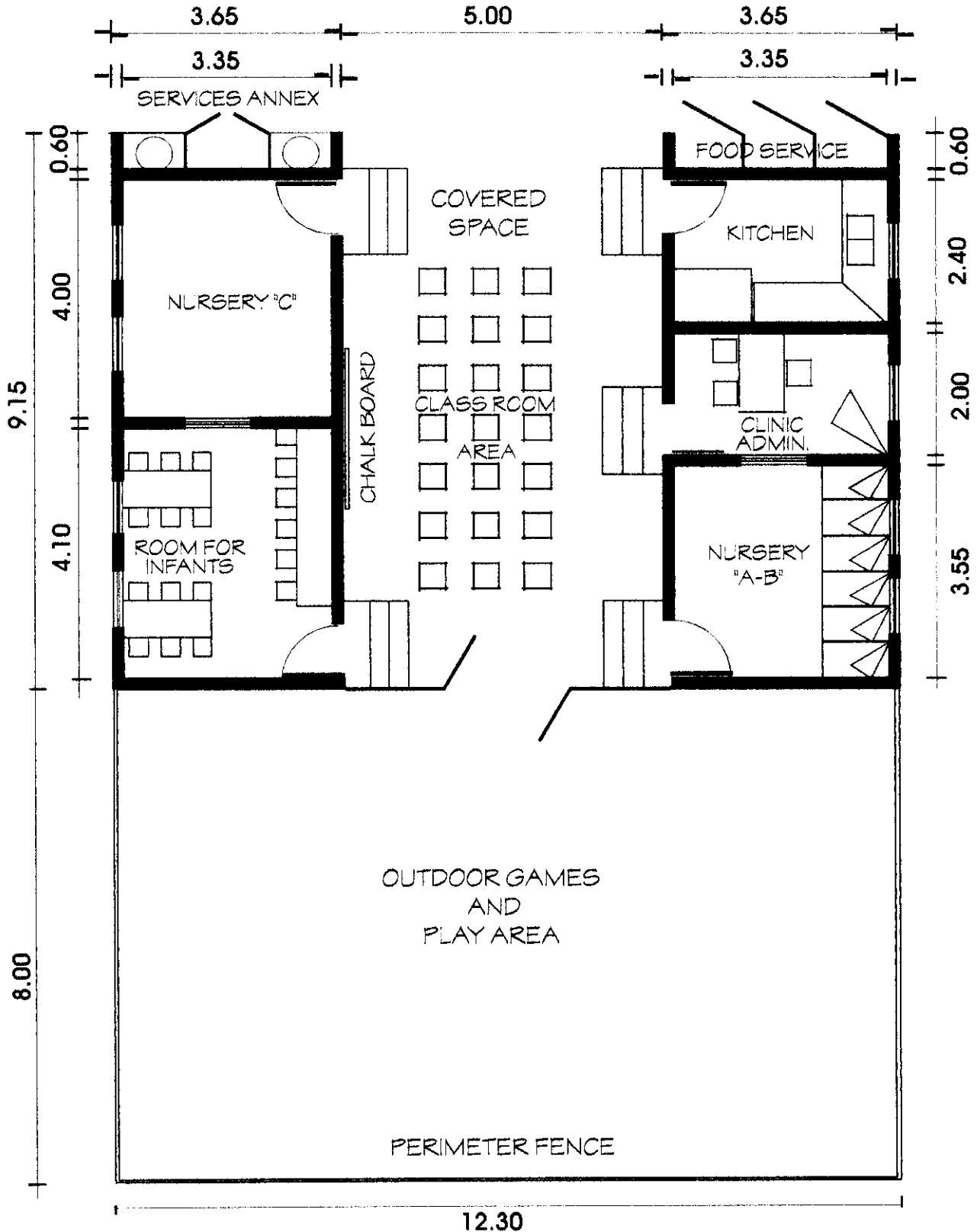
- 1) Nutrition. The aim will be to introduce a diet that offers better prospects for physical and mental development.
- 2) Monitoring and vaccination. The children's mothers will be provided with a card recording growth (weight and height), and the type of vaccine, dose and date of each vaccination included in the basic package. This card will be the tool used to ensure that no children are left unvaccinated and will constitute the child's health record.
- 3) Stimulation of psychomotor and cognitive processes. Physical activities will be carried out to help stimulate psychomotor and cognitive processes in order to offset the negative impact on development of the lack of care and stimuli that is so necessary at this stage and is normally provided by the family.
- 4) Education. The child care facility would offer preschool education for five-year-olds as an introduction to basic education.

(ii) Objective for the 6-14 age group

- 4.13 The project will set up a school space in which activities will be offered to enable the children to combine working with completing their primary and basic studies, which many have started through INEA, CONAFE and ISEP programs.

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MOBILE UNIT



Module for the 6-14 age group

- 4.14 This module will consist of activities aligned on primary education and will be offered in two shifts to provide alternatives that fit it in with the children's work schedule. Each shift will be run by a teacher who will look after no more than 15 students. The groups will be set up in consideration of language issues.
- 4.15 **Parent participation.** To make parents aware of the benefits the program offers to children aged up to 13 years, activities will be planned to publicize its objectives, placing emphasis on measures to improve health and occupational health avert the risks associated with life on the plantations, especially those resulting from direct or indirect contact with agricultural chemicals.
- 4.16 These meetings will be used to keep the parents informed about the activities of the child care center and the classroom, and any suggestions for improving the service and adapting it more closely to the community's needs will be welcomed.
- 4.17 In both groups, efforts will be made to reduce malnutrition and to alert the families to the safety measures necessary to prevent the effects of agricultural chemicals.

(iii) Physical structure of child care centers and classrooms

- 4.18 **Child care centers.** These facilities will be organized as shown in the plan on the next page.
 - a. **Infirmary** (2 m x 3.35 m). Will provide basic health care to the children at the facility and first aid to the children in the fields. Will be equipped as necessary to perform its functions.
 - b. **Infant Areas A and B** (3.35 m x 3.34 m). Will serve up to 10 children aged 2 to 12 months and will be equipped with cribs and mats for crawling.
 - c. **Toddler Area C** (4 m x 3.35 m). Will be used for 15 children aged 13 to 18 months and will be set up as a multipurpose area (sleeping, eating, educational play).
 - d. **Nursery Area** (4.10 m x 3.35 m) to care for 18 children aged from 20 months to 5 years in a multipurpose area (sleeping, eating, educational activities, etc.). The children will be divided into two subgroups: (A) 19 months to 3 1/2 years and (B) 3 1/2 years to 5 years. The latter will participate in the preschool activities, which will be conducted mainly in the outdoor area.

4.19 Outdoor area

- a. **Classroom area** (5 m x 9.15 m). Will be built between the two mobile units on a wooden frame and covered by an awning. Designed for preschool and primary groups. The primary education activities will take place in two shifts of 15 students each, taught by separate teachers. The primary school area will be equipped with tables with attached benches and a blackboard, while tables and chairs will be used for the preschool activities.
- b. **Play area** (8 m x 12.3 m). Swings, seesaws, and other play equipment will be provided for children attending the educational activities.
- c. **Service area:** Includes two washbasins and a water heater.
- d. **Toilets and laundry area:** Two toilets and a laundry sink will be set up in the back.

4.20 Services. The following facilities will be installed to provide the modules with water, wastewater disposal, gas and electricity:

- a. An elevated tank with a 6,000 liter capacity to supply drinking water.
- b. A seepage pit for wastewater.
- c. Electricity will be provided by a 5,000 W generator.
- d. Each module will have three portable 45 kg gas tanks that will be used for cooking, refrigeration and to heat water.

4.21 Transfers of mobile units. The units will be moved as often as necessary during the crop cycle. Once the harvest is over, settlements will be selected to set up the units to continue providing the services during the recess period. The units will be taken out of service for one month each year for maintenance and repair. Transfer and set-up will be the responsibility of the grower to whose area they are assigned.

e. Project execution

4.22 The execution of the project will be the responsibility of SEDESOL through PRONJAG, which will be assisted by growers and institutions with an interest in the problem such as INEA, CONAFE, DIF and UNICEF. Since there are no nongovernmental, civic or religious organizations with objectives similar to those of the project, there will be no civil society participation in execution of the program.

- 4.23 To facilitate coordination, an executing unit will be set up at SEDESOL's Mexicali headquarters, staffed by a local professional who will act as an administrator with logistic support from SEDESOL. The administrator's remuneration will be included in the Bank's contribution, and the terms of reference are presented in Annex I to this document.

f. Project personnel

- 4.24 Each mobile unit will have the following personnel: four child care workers, one cook, one nursing assistant, two teachers and one administrator. CONAFE would provide the instructors under an agreement with SEDESOL.

Training

- 4.25 Training activities in support of the program will be carried out to train the child care workers and the teachers and module administrators. These activities will begin with a workshop and will continue throughout the project under the direction of the coordination office.
- 4.26 The child care workers will be selected from the community and will be trained in early stimulation techniques utilizing games and interaction with the children, and also in identification of growth and development problems, infant nutrition, hygiene, and other knowledge that will improve the children's prospects for a healthy life.
- 4.27 The teachers will be trained to understand the needs of child agricultural day laborers, including the haphazard nature of their educational experience as a result of their frequent movements from place to place.
- 4.28 The administrators will need to learn simple accounting, procurement and personnel management techniques that will ensure optimum utilization of the program's financial and human resources.
- 4.29 The training activities will be organized and financed by SEDESOL and UNICEF by means of workshops and periodic review of the personnel trained. The training will cost an estimated US\$12,000 and will follow a schedule compatible with execution of the program in the valley.

g. Supervision and monitoring

- 4.30 Supervision will be the responsibility of the program administrator, who will visit each of the field units at least twice a month. PRONJAG will provide a vehicle and fuel for this purpose.

- 4.31 The terms of reference for the administrator will make specific mention of the supervision visits. In the course of the visits the administrator will be expected to meet with the child care workers, teachers and other personnel to answer their questions and deal with any methodological and organizational requirements. Whenever necessary, the administrator will be accompanied by specialized personnel (for example, a doctor who can answer health-related questions).
- 4.32 The administrator will also be required to: (i) oversee the upkeep of the equipment and ensure that it is properly maintained; (ii) control the use of financial and human inputs; (iii) verify that the work schedules are complied with and that the expected results are achieved; and (iv) participate in the preparation of the project progress reports.
- 4.33 Supervision and monitoring on the part of the Bank will be the responsibility of the Mexico Country Office.

h. Cost and financing

- 4.34 The total cost of the project would be US\$2,071,000 equivalent, of which the Bank would finance up to US\$1,350,000 and the rest would be contributed by local institutions as detailed below:

COSTS IN US\$						
	BID	Community: parents' contribution	Growers	CONAFE	SEDESOL	Totals
Procurement and setup of 10 mobile units	337,000	-	-	-	-	337,000
First year of operation	120,000	-	-	-	-	120,000
Second year of operation	300,000	50,000 <u>2/</u>	50,000	-	-	400,000
Third year of operation	200,000	100,000 <u>3/</u>	100,000	-	-	400,000
Fourth year of operation	100,000	150,000 <u>4/</u>	150,000	-	-	400,000
Coordination and execution costs	48,000	-	-	-	25,000	73,000
Salaries of 20 teachers	96,000 <u>5/</u>	-	-	96,000 <u>6/</u>	-	192,000
10% contingency allowance	149,000	-	-	-	-	149,000
TOTALS	1,350,000	300,000	300,000	96,000	25,000	2,071,000
The US\$25,000 from SEDESOL is to cover the cost of independent audits during the four years of execution. Other SEDESOL contributions, such as logistic support, vehicles fuels, etc., have not been calculated.						

i. Cost per child per year

- 4.35 Assuming equipment depreciation over a 10-year period, the cost to the Bank per child served per year would be US\$525 equivalent, which is considered reasonable since these would be new activities.

j. Procurement, set-up and equipment

- 4.36 The procurement, set-up and equipment of the mobile units includes the purchase cost of the prefabricated structure, interior finishing and external work, equipment, and base capital for operation of the modules. The cost for 10 units will be US\$337,600 equivalent.
- 4.37 The cost of operation and maintenance includes personnel (apart from the teachers), food and gas, water, electricity, gasoline, and maintenance and transfer of the mobile units.

2/ Contribution of Mex\$2 per day for 230 days/year for

$$\frac{750 \text{ children} \times 2 \times 230}{7} = \text{US\$50,000}.$$

3/ Mex\$4 per day.

4/ Mex\$6 per day.

5/ Represents payment of incentives to teachers, who will be paid by CONAFE solely as fellowship-holders under its programs.

6/ $20 \times \text{US\$100} \times 12 \times 4 = \text{US\$96,000}.$

- 4.38 The monthly operating cost per module is estimated at US\$3,300. In the first year these costs, equivalent to US\$120,000 for three modules, would be covered by the Bank contribution. In years 2, 3, and 4 the contribution for 10 modules in terms of a total cost of US\$400,000, would be reduced by 25% per year and the additional costs would be absorbed by the community and the growers association (or individual growers) in equal proportions.

2. Care for the children of day laborers in the San Quintín Valley

a. Target group

- 4.39 The project would serve children aged 0 to 6 years belonging to families of day laborers who work in the valley for periods of eight months at a time. Services are currently being provided through PRONJAG programs to about 200 children aged 0 to 5 years and it is hoped to increase this figure to 640 children in that age group and to add preschool education for a further 320 children aged 5 to 6 years. (See Map II)

b. The problem in the valley

- 4.40 The San Quintín Valley, in Baja California, is one of Mexico's most prosperous agricultural regions, where each crop cycle requires large numbers of workers. This makes it attractive to day laborers from the poorer southern states who come to the region with their families in search of work. In 1994, 1/ of the 20,000 farm workers in the valley half were migrants and one out of every five workers was a minor between age 8 and 14, which means that there were around 4,000 children working there.
- 4.41 Between 1970 and 1980 the valley consolidated its position as a vegetable producer, with tomatoes as the chief crop, and in the next decade it moved into second place in the country. There are 10 large farms in the valley with the best soil and irrigation facilities. Their ability to compete in the marketplace depends basically on the cheap labor of mainly indigenous men, women and children.
- 4.42 Although worker migrations continue to occur, some workers have now settled there while others come from their place of origin. The workers and their families arrive in the valley at the start of the crop cycle and stay there until it is completed. They then move on to other producing areas and finally return to their homes. As the harvest times in the northwest are staggered over time, the migratory flows continue year round.

1/ Niños jornaleros en el Valle de San Quintín [Day-laborer children in the San Quintín Valley]. Solidaridad and UNICEF, 1994.

- 4.43 Recruitment practices have changed since in most cases the laborers and their families are now hired individually when they arrive in the valley. This has appreciably reduced the practice of group hiring in the place of origin, which gave rise to abusive and unfair treatment.
- 4.44 It is the children of these "commuter" families who suffer the most from being uprooted. They are taken far from family and friends, are unable to attend school and are put to work at a very early age.
- 4.45 After a diagnostic study of living conditions in the valley made in 1991 revealed the seriousness of this situation, PRONJAG proposed that eight child care facilities be set up for children aged 0 to 5 years. A large number of federal agencies participated in this program in the period 1991-93, together with other parties, including the workers' families who assumed responsibility for contributing food for the children.
- 4.46 At the present time, due to budget cuts and the families' straitened purchasing power, the system is operating on a hand-to-mouth basis and is unable to satisfy real demand or perform the necessary maintenance, as a result of which the facilities have deteriorated.
- 4.47 As regards preschool education, it is simply nonexistent for both the migrant families' children and those of resettled workers.

c. Project design

- 4.48 The purpose of the project is to provide comprehensive care to children aged 0 to 6 years from families of agricultural laborers working in the San Quintín Valley for around eight months per year, who lack access to child care services or preschool education. Part of the beneficiary population has settled in substandard housing and spends the greater part of the year in the valley.

(i) Objectives and structure of the child care project

- 4.49 To accomplish the general objective of the project the following specific aims will be pursued in three phases:
- 1) Consolidation of the eight child care centers now in operation.
 - 2) Expansion of coverage in the areas served by introducing home day care.
 - 3) Establishment of four new child care centers in areas not served by the existing ones.

d. Project objective and structure

Phase 1

- 4.50 The following will be done to accomplish the objective of this phase: (a) essential infrastructure works and repairs at the eight existing centers; (b) doubling of the number of child care workers employed at the centers, together with better pay to prevent excessive turnover; and (c) adequate food of good quality to supplement the food provided by the families of the participating children.
- 4.51 After completion of the first phase, PRONJAG will be able to offer comprehensive care to 400 children, representing 42% of the real demand (920 children).

Phase 2

- 4.52 Each of the child care centers will be converted to a counselling and support center for not more than five home day care centers in which a specially trained mother/child care worker would care for six children aged 0 to 5 years. This will achieve a multiplier effect by expanding the project to 288 children, which would raise coverage to 688 children, i.e. 70% of real demand.
- 4.53 The training of the mothers/child care workers and preparation of the homes would be done in the second semester of project execution so that the homes can enter into operation as of the third semester.

Phase 3

- 4.54 The objective of Phase 3 would be to expand program coverage by means of four new child care centers to be set up in areas of demand identified by PRONJAG.

(ii) Preschool education

Objective

- 4.55 The project seeks to provide preschool education to children aged 5 to 6 years from families of day laborers working temporarily in the San Quintín Valley.

Target group

- 4.56 Approximately 320 children, who would receive preschool education while their families are working in the fields.

Description

4.57 To accomplish the above objective, the following steps will be taken:

- 1) A covered space accommodating around 20 children will be set up adjoining each of the existing child care centers.
- 2) Teaching would take place in two shifts of three hours each with 20 students under the care of a kindergarten teacher.
- 3) The children would use the play area and the rest of the facility but would bring their own supplies.
- 4) Food - breakfast, lunch and snack - would be provided.
- 5) The teachers would liaise with the nearest health centers for consultation and to refer children with health problems.
- 6) Academic data for the period will be entered on a card, on which the childrens' physical growth and development data will also be recorded. This card can then be presented to the authorities in the family's state of origin with a view to ensuring continuity of education.
- 7) The kindergarten teachers to work on the project will receive special training through PRONJAG.

e. Project execution

- 1) Execution of the project will be the responsibility of SEDESOL, through PRONJAG, with the collaboration of the growers association and of federal and state government agencies.
- 2) To facilitate coordination, an executing unit will be set up at the child care project headquarters.
- 3) An official appointed by SEDESOL in consultation with the Bank will serve as administrator; his duties are specified in the terms of reference presented in Annex 2.
- 4) The administrator's salary will be included in the Bank's contribution for a period of four years.
- 5) To coordinate work on infrastructure repair, construction and renovation, the coordination office will receive support from SEDESOL through PRONJAG.

f. Project personnel

Phase 1

- 4.58 To achieve full utilization of the eight child care centers constructed, the number of child care workers will be doubled and their pay will be raised to provide better job security.

Phase 2

- 4.59 Forty mothers/child care workers will be trained to care for groups of up to six children in their homes, and will form part of the system coordinated by a central child care unit.

Phase 3

- 4.60 Twenty-four child care workers will be trained to work in the four new centers to be installed in settlements in the valley.
- 4.61 Preschool education. Two kindergarten teachers will be employed at each of the eight centers. These teachers will be given special training and selected in consideration of language issues.
- 4.62 The training programs for both the mothers/child care workers and the kindergarten teachers will be financed by the Bank and SEDESOL and executed by UNICEF.

g. Supervision and monitoring

- 1) Supervision will be the responsibility of the program administrator in the San Quintín Valley, who will be required to visit the units at least twice a month. PRONJAG will provide a vehicle and fuel for this purpose.
- 2) The administrator will meet with staff during supervision visits and attend meetings from time to time with parents and representatives of the growers. Technical experts familiar with the project and its aims may accompany the administrator on visits at his discretion.
- 3) When deemed appropriate, workshops will be conducted for training purposes during the supervision visits.
- 4) Supervision and monitoring on the part of the Bank will be the responsibility of the Bank's Country Office in Mexico.

h. Cost and financing

- 4.63 The total cost of the program in the San Quintín Valley is estimated at the Mexican peso equivalent of US\$3,390,000, of which the Bank would contribute US\$1,920,000 equivalent from the net income of the FSO on a nonreimbursable basis.

	IDB	Growers and/or beneficiaries	Beneficiaries (settlements)	Institutions (1)	Total
I. Child care centers					
PHASE 1. (400 children/yr x 4 yrs)	500,000	250,000	100,000	200,000	1,050,000
PHASE 2. (240 children/yr x 4 yrs)	400,000	200,000	50,000	150,000	800,000
PHASE 3. (200 children/yr x 4 yrs)	600,000	150,000	50,000	150,000	950,000
TOTAL I	1,500,000	600,000	200,000	500,000	2,800,000
II. Preschool education	372,000	-	-	145,000	517,000
III. Coordination and execution	48,000	-	-	25,000	73,000
I + II + III	1,920,000	600,000	200,000	670,000	3,390,000

(1) SEDESOL, DIF and CONAFE.

NB: The data used for preparing the budget will be found in the project technical files. An exchange rate of US\$1.00 = Mex\$7.50 was used.

i. Cost per child per year

- 4.64 Assuming that the buildings, equipment and facilities are depreciated over a 10-year period, the cost per student per year to the Bank would be:

In child care US\$395

In preschool US\$250

3. Summary of program cost and financing

	IDB	LOCAL CONTRIBUTION	TOTAL
Mexicali Valley	1,350,000	721,000	2,071,000
San Quintín Valley	1,920,000	1,470,000	3,390,000
Evaluation	100,000	-	100,000
Totals	3,370,000	2,191,000	5,561,000

The contribution of US\$2,191,000 equivalent has been estimated on the basis of offers made by the community, the growers, SEDESOL and various public sector agencies. This contribution will be subject to monitoring and supervision by the Bank.

4. Reports

- 4.65 To monitor implementation of the proposed program activities, SEDESOL would submit to the Bank's satisfaction the following reports:

- a. Preliminary report: This report, which would be a condition precedent to disbursement for each valley, will include: (i) a

list of staff at the two executing units who will be participating in the program; (ii) the program and timetable for the first year of activities; and (iii) an estimate of the resources required for the first year of execution.

- b. Progress reports: At the end of the first three years of execution and within 30 days after the end of the period, a progress report would be submitted. This report would include the program's achievements as compared to the current plan of operations, the extent to which the output indicators have been achieved, significant consequences of any discrepancies, and possible corrective actions.
- c. Financial reports: Within 90 days after the end of each year, SEDESOL would submit to the Bank a financial report detailing the use made of the Bank's contribution. These reports would be audited by independent auditors acceptable to the Bank.

V. EVALUATION

- 5.1 Since this will be a pilot experiment, both the Bank and SEDESOL want the evaluation to be a continuous and participatory process that will track the program in both its components and through all its phases. Accordingly, prior to the first disbursement SEDESOL, in consultation with the Bank, will contract the agencies to perform the evaluation, which are expected to be a local university and UNICEF. The purpose of this mechanism would be to ensure not only the quality of evaluation and followup, but also the timely dissemination of findings. This would in turn help promote new projects to serve the children of migrant day laborers and spark discussion of these topics in Mexican society.
- 5.2 Policy-makers and providers of care for children and young people at risk need to be informed about the results obtained through execution of the projects, the cost of the measures implemented and the steps needed to ensure efficiency. These three questions will be the primary focus of each evaluation. To ascertain the answers, the following steps will need to be taken:
 - 1) Selection of the evaluation methodology, the indicators to be used and the method for gathering the data.
 - 2) Formulation of a schedule for monitoring, intermediate evaluation and final evaluation.
 - 3) Periodic dissemination of findings and, if need be, recommendations for adjustments to provide for a continuous flow of feedback to improve program execution.

- 5.3 The budget provides for US\$100,000 from the Bank's contribution for evaluation purposes.

VI. BENEFITS AND RISKS

A. Benefits

- 6.1 The comprehensive care programs for rural children aged from 0 to 14 living in poverty will generate the following benefits:

- 1) In the short term, they will have a direct impact on the physical and mental development of the children. Indirectly, in the medium term, they will improve the likelihood that children will remain in school and subsequently contribute to community development and improve their own incomes as a result of better education.
- 2) There will be an immediate positive impact on the productivity of the parents, since with their younger children taken care of they will be able to devote themselves more effectively to their work. This will be particularly true in the case of mothers, both those who are employed in the program and those who have other employment.
- 3) The program will reduce inefficiency in the school system caused by repetition or dropping out; lessen the time that the parents have to spend on caring for their children and thus free up their time for work; and lower the cost of health care because children who are well cared for are less prone to sickness and accidents.
- 4) The program will help reduce social and gender inequalities, thereby providing the children with an opportunity to break out of the cycle of poverty in which their elders are trapped.
- 5) The program will give the parents a better understanding of the benefits of giving their children educational opportunities.
- 6) In particular, this program will try out innovative care methodologies in rural areas which, if successful, would make it possible to alleviate situations for which no feasible solution has been found to date.

B. Risks

- 6.2 The design of the program in this case has been influenced by very strong cultural values firmly held by the participating populations. One of the most important of these values is the mothers' resistance to handing their small children over to

strangers, and mistrust of any such arrangement. The projects endeavor to address these concerns, but it may take time to win the parents' acceptance.

- 6.3 The project financing presumes participation by producers, the children's families and governmental agencies such as SEDESOL, DIF, CONFE, and coordinated public health services. If these contributions do not materialize and become a stable component of the funding arrangements, the opportunity to demonstrate that the project can be sustainable would be lost.
- 6.4 The set of problems involved in child labor is a clear example of the "prisoner's dilemma." The growers may well want to do something about these situations, but fear that if production costs rise or low-cost labor ceases to be available, production will shift to other states or other countries and the employment opportunities will be lost. Also, the labor laws prohibiting children under age 14 from working are not observed. These circumstances could represent a serious risk for the program and will have to be taken into account during implementation in order to maintain a reasonable balance between the interests of the children and those of the growers.

LOGICAL FRAMEWORK

PROGRAM TO ASSIST CHILDREN IN ESPECIALLY DIFFICULT
CIRCUMSTANCES IN RURAL AREAS

Narrative Summary (NS)	Verifiable Indicators (VI)	Means of Verification (MOV)	Important Assumptions
<p>Goal:</p> <p>1 To improve the well-being of the children of migrant agricultural laborers in Mexico</p>	<p>1.1 Number of children (absolute and as % of working children) receiving care in rural, temporary work camps in Baja California.</p> <p>1.2 Opportunities expressed/identified to introduce similar schemes in other states.</p>	<p>1.1 Management census returns.</p> <p>1.2 Expressions of interest or opportunities identified in other locations.</p>	<p>(Goal to Supergoal):</p> <p>1 That economic circumstances do not force parents to value short term benefits of children's earnings above the long term benefits of sound health and education (or that the provision of quality services can tip the balance of the cost benefit calculation in favour of benefits.</p>
<p>Purpose:</p> <p>1 To establish pilot preschools, child care and limited primary school facilities close to parents' work.</p>	<p>1.1 By end of year one, to have three mobile units out of ten operating, each serving the needs of 45 pre schoolers and 30 primary schoolers, in the Mexicali Valley.</p> <p>1.2 Seven child care centers rehabilitated, augmented from 200 to 400 children aged under 6, with preschool for 5 and 6 year olds; 4 new child care centers established in additional camps for 200 extra children under 6, including pre school; and 40 homes set up to care for 240 children under 5.</p>	<p>1.1 Observation and head count, plus monitoring of sample nutritional status, cognitive development.</p> <p>1.2 Observation and head count plus sample nutritional status, weight and health records, and cognitive progress. Interest of parents in participating.</p> <p>Sources of funds.</p> <p>Project manager's reports.</p>	<p>(Purpose to Goal):</p> <p>1 That "mainstreaming" of children with special needs is possible in the face of social and administrative complexity, budgetary pressures and economic hardship.</p> <p>2 Agencies traditionally equipped to deal with urban children can meet their mandate to provide services in rural and unpropitious areas.</p>

Narrative Summary (NS)	Verifiable Indicators (VI)	Means of Verification (MOV)	Important Assumptions
<p>2 To test the feasibility and demonstrate the mechanisms of parental participation, employer support and agency coordination in the incorporation of seasonal migrant children into the mainstream of child care services.</p>	<p>2.1 Negotiations entered into to establish child care centers in other sites and states, based on experiences of Mexicali and St Quintín.</p> <p>2.2 By the second year of the project, to have care services provided by state CONAFE, DIF, ISEP with contributions from parents and employers to reflect and cover the exceptional nature of the provision.</p>	<p>2.1 Project manager's reports. Request to PRONJAG. PRONJAG activity reports. Feedback from community associations.</p> <p>2.2 Determine source of funds for food, educational resources and payments for community instructors. Assess demand for project, beyond its original scope.</p>	<p>3 Positive examples of participation with producers will diminish the traditional resistance of producers to the delivery of social services in work camps.</p>
<p>Outputs:</p> <p>1 A capacity to initiate mobile services in health, nutrition, child care, stimulation and early basic education, for 75 children per unit, of daily workers per year in the Mexicali Valley, and then fully integrate them within state provision.</p> <p>2 A capacity to provide improved health, nutrition and child care services and pre schooling in specialized units (600 children) and homesites (240 extra children) for seasonal workers in the St Quintín Valley, to be integrated with services in both expulsion (Oaxaca etc) and reception zones.</p>	<p>1.1 Three of 10 mobile units in working fields in Mexicali Valley, with producers' aid, staffed, and attended by a daily average of at least 70 children during harvest season.</p> <p>2.1 Eight fixed child care centers renovated and 4 new ones set up in the work camps of St Quintín by year 2.</p>	<p>1.1 Contracts prepared and completed, site reports, routine monitoring of work plan by project administrator, presented to PRONJAG monthly and IDB semiannually.</p> <p>2.1 Contracts completed and administrator's reports</p>	<p>(Output to Purpose):</p> <p>1 None.</p>

Narrative Summary (NS)	Verifiable Indicators (VI)	Means of Verification (MOV)	Important Assumptions
	<p>2.2 By year 3, 40 home sites prepared and 60 mothers/child care workers identified, 30 of whom will have been trained by UNICEF</p> <p>2.3 Records prepared in expulsion states, by year 3, for 70% of students.</p>	<p>2.2 Administrator's supervision record of attendance. Random systematic evaluation by UNICEF and training returns.</p> <p>2.3 Observation and use by instructor and administrator.</p>	
<p>Activities:</p> <p>1.1 Procure mobile units equipped with clinic, feeding room, treatment room, nursery, ludothèque, sleep room, open classroom, play space, laundry and sanitary facilities.</p> <p>1.2 Arrange siting and movement of mobile units with employers.</p> <p>1.3 Procure and connect water supply tanks, disposal tanks, gas tanks and electricity services.</p> <p>2.1 Rehabilitate existing units at St Quintin.</p> <p>2.2 Agree on provision of food, training and education services with DIF, CONAFE, ISEP and INEA.</p> <p>2.3 Select and train mothers/child care workers, unit administrators (SEDESOL and UNICEF)</p>	<p>1 Procurement procedures, refer to project document for list of goods and services, procurement methods and to project work plan for detailed indicators.</p>	<p>1.1 Project monitoring by administrator against logframe, work plan, milestones and planned budget.</p> <p>1.2 Agreement with producers and action in locating units.</p> <p>1.3 Services flowing, checked by administrator.</p> <p>2.1 Engineer's report.</p> <p>2.2 Informal accords reached at state level, pending formal ratification, and supplies and services flowing to project as agreed.</p> <p>2.3 List of mothers to be trained by year delivered to UNICEF and training plan prepared by UNICEF delivered to administrator.</p>	<p>(Activity to Output):</p> <p>1 Producers remain amenable to the project and are not frightened off by publicity which project needs to attract if demonstration effect is to succeed.</p> <p>2 Distance is not an obstacle to interstate communication about migratory children (we already know the main communities of origin for many of the children).</p>

Narrative Summary (NS)	Verifiable Indicators (VI)	Means of Verification (MOV)	Important Assumptions
<p>2.4 Recruit and train teachers (CONAFE - Community Instructors program)</p> <p>2.5 Identify and upgrade homes of mothers/child care workers.</p> <p>2.6 Prepare evaluation plan and recruit team.</p> <p>2.7 Identify, collect and review baseline data for both immediate outputs and long term impact. Build into states' social development plans.</p>		<p>2.4 Names of trainees known and contracts based on "BECA" system signed.</p> <p>2.5 Suitable homes and mothers/child care workers identified in temporary camps, upgrades undertaken and work approved by administrator.</p> <p>2.6 PRONJAG, SEDESOL, UNICEF, and IDB agreed on indicators and evaluators, contracts signed.</p> <p>2.7 Proposal received and approved by PRONJAG, SEDESOL, UNICEF and IDB. Reports reviewed and discussed with SSEPs (state level).</p>	

PROPOSED RESOLUTION

MEXICO. NONREIMBURSABLE TECHNICAL COOPERATION FOR A PROGRAM
FOR THE CARE OF MINORS IN ESPECIALLY DIFFICULT
CIRCUMSTANCES IN RURAL AREAS

The Board of Executive Directors

RESOLVES:

1. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such agreements as may be necessary and to adopt such measures as may be pertinent for the execution of the plan of operations referred to in Document AT-_____ with respect to a nonreimbursable technical cooperation with the Estados Unidos Mexicanos for a program for the care of minors in especially difficult circumstances in rural areas.

2. That up to the sum of US\$3.370.000, in pesos mexicanos, is authorized for the purposes of this resolution, chargeable to the net income of the Fund for Special Operations.

3. That the above-mentioned sum is to be provided on a nonreimbursable basis.