

A.I.D. EVALUATION SUMMARY - PART I

PL-AR 10-259

1. BEFORE FILLING OUT THIS FORM, READ INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE

IDENTIFICATION DATA					
A. Reporting A.I.D. Unit: Mission or AID/W Office <u>USAID/EI Salvador, HPN</u> (ES# _____)		B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input checked="" type="checkbox"/> Skipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY <u>90</u> Q <u>3</u>		C. Evaluation Timing Interim <input type="checkbox"/> Final <input checked="" type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>	
D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)					
Project No.	Project /Program Title	First FICDAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned COP Cost (000)	Amount Obligated to Date (000)
519-0210.00	Population Dynamics, GOES	85	9/30/90	\$7,100	\$7,100
519-0210.01	Population Dynamics, SDA	85	9/30/90	\$2,900	\$2,900

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
Action(s) Required		
<u>519-0210 Population Dynamics</u>		
1. Contract a financial analyst (MOH)	G. Toledo	6/90 *
2. Initiate a phase down/phase over plan to shift responsibility to GOES counterparts. (TA)	G. Toledo	6/90 *
3. Carry out the planned interpersonal communication campaign and acquire basic low cost audiovisual equipment. (TA/MOH)	G. Toledo	7/90 *
4. Carry out the scheduled mass media campaign impact evaluation. (JHI/USAID)	G. Toledo	7/90 *
5. Complete the documentation for the MIS and install the MIS at the SDA. (TA/USAID)	G. Toledo	8/90 *
6. MOH should adopt an accelerated strategy for extension of family planning services to the rural areas. (MOH)	G. Toledo	12/90
7. MOH should approve and disseminate reproductive health norms. (MOH)	G. Toledo	7/90 *
	* Completed	

(Attach extra sheets if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation:			(Month) May	(Day) 5	(Year) 1989
G. Approvals of Evaluation Summary And Action Decisions:					
Richard Thornton DIR/HPN	Project/Program Officer	Representative of Borrower/Grantor	Evaluation Officer	Mission or AID/W Office Director	
Name (Typed) Signature 5/5/90 Date	R.G. Toledo	Ately Dr. L. Vásquez	Bernard Dupuis	Henry H. Bassford	
			5/27/90	9/1/90	

A B S T R A C T

H. Evaluation Abstract (Do not exceed the space provided)

The project is designed primarily to improve and expand family planning and reproductive health services by strengthening the institutions that already provide these services to Salvadoran couples, especially in the rural areas. The project is implemented by the Government of El Salvador through the Ministry of Health, the Ministry of Planning, the ANTEL Hospital and the Salvadoran Social Security Institute. A separate Cooperative Agreement was signed with the Salvadoran Demographic Association to support project activities. This end of project evaluation which took place 8/28 - 10/10/89 one year before the PACD (9/30/90) served as one of the elements toward measuring project impact. The major findings and conclusions are:

Sustained progress was made in improving coordination and strengthening institutional capacity through training, MIS/Logistics, information, education and communications and policy activities despite critical constraints.

Despite set backs of the earthquake of 1986 and the general disruptive atmosphere of the Salvadoran social conflict, there is now a more favorable trend in GOES services delivery. The SDA, on the other hand, improved their service output by 48% between 1986 and 1989.

As a coordination unit, the Ministry of Health's SATU served effectively, but it was fraught with financial, administrative and some logistics difficulties due to the number and complexity of the bureaucracies it served.

The mass media campaign did not time its activities with a complete interpersonal and group communication actions. However, the general campaign did reach the target audience.

The project implemented a national computerized family planning supplies management system which is now used by the participating project institutions (although not fully implemented at the SDA).

The project was instrumental in the development and approval of the revised and updated National Population Policy of September 1988.

The evaluators cited following lessons:

This institution-building project should have had a five year life of project.

Time and energy on the planning and execution of the interpersonal and group communication components is always well spent.

A computerized logistics management system can help assure a dependable continuous supply of family planning commodities while providing accurate service statistics.

C O S T S

Evaluation Costs				
1. Evaluation Team		Contract Number OR	Contract Cost OR	Source of Funds
Name	Affiliation	TDY Person Days	TDY Cost (U.S. \$)	
William D. Bair	Dual and Associates	120 P.D.s	\$150,969	PD&S 519-0181
Juan Ricardo Braun				
John Massey				
Robert J. Murray				
2. Mission/Office Professional Staff		3. Borrower/Grantee Professional		
Person-Days (Estimate) <u>30 P.D.s</u>		Staff Person-Days (Estimate) <u>30 P.D.s</u>		

A.I.D. EVALUATION SUMMARY - PART II

S U M M A R Y

J. Summary of Evaluation Findings, Conclusions and Recommendations (try not to exceed the three (3) pages provided)

Address the following items:

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| <ul style="list-style-type: none"> • Purpose of evaluation and methodology used • Purpose of activity(ies) evaluated • Findings and conclusions (relate to questions) | <ul style="list-style-type: none"> • Principal recommendations • Lessons learned |
|--|--|

Mission or Office: USAID/El Salvador,HPN	Date This Summary Prepared: August 7, 1990	Title And Date Of Full Evaluation Report: Evaluation of the El Salvador POP Dynamics (Reproductive Health) Project 519-0210, 1/17/90
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Purpose of Evaluation

The purpose of this evaluation was to assess the overall performance of the project against its targets. Specific recommendations were to be provided aimed at improving project implementation, primarily through elimination or reduction of major problems and bottlenecks.

Evaluation Methodology

Data for this evaluation were collected through a variety of means: individual and group interviews of key personnel, review of training consultant reports, review of prior external and implementing agency evaluations of the project, review of USAID records (expenditure reports, semi-annual reports, etc.), review of actual materials produced under the project (i.e., educational materials, software, training curricula, etc.), conversations with consultants on other USAID projects, and a field trip to selected locations. Comments were collected from recipients of training at the various levels. These data are not dealt with separately; rather, they are integrated into the narrative.

Purpose of Activities Evaluated

The activities evaluated correspond to the five project components which are as follows:

- Administration - A Special Technical and Administration Unit (SATU) provided coordination, and administrative support to four GOES institutions Ministry of Health (MOH), Salvadoran Security Institute (ISSS), the National Telecommunications Agency (ANTEL) and the Ministry of Planning (MIPLAN).
- Training - upgrading skills of service providers and administrative support personnel.
- Information, Education and Communication (IEC) - promote changes in attitudes and behavior to increase the use of family planning services.
- Management Information System (MIS), Logistics and Maintenance - improve the contraceptive supply and medical equipment maintenance systems and to provide management information.
- Policy - improve the policy climate for expanded family planning services.

Findings and Conclusions

Summary

Although substantial progress was made in each project component, much remains to be done to consolidate the advances into more effective family planning services. The degree of progress must be judged in the context of the extraordinarily difficult conditions that persisted throughout the project period. Earthquake, civil disturbance, economic decline, exodus of personnel and disruption by municipal and national elections. All acted as constraints to the normal conduct of business.

Project Components

Administration. SATU and the Special Health Commission provided effective forums for coordination, planning and monitoring of activities. Annual plans outlined activities and budgets consistent with project objectives. Failure to articulate specific objectives and strategies to achieve them, or to develop plans for monitoring and supervision, may have contributed to some weakness in implementation.

Training - Substantial success was achieved in this component: Training of generally acceptable quality was provided to numbers of personnel 20 percent above the planned targets. Although the training emphasized those working in the rural areas, some groups such as Health Promoters, doctors in their initial year of service and graduate nurses could have received more attention.

IEC - An effective mass media campaign, planned and implemented in a technically appropriate fashion in 1988, reached nearly 4 million persons. However, there was a delay in implementing the companion interpersonal communication campaign.

MIS, Logistics/Maintenance - The management information system, planned initially to improve the distribution and warehousing of contraceptives, has been effective in this area. In addition, its capabilities have been expanded to include production of orderly and timely service delivery information that emphasizes CYPs as a measure of progress. Fully installing the system in the SDA is the next project priority.

Policy. Achieving the adoption of the National Population Policy was a noteworthy achievement. MIPLAN efforts to disseminate this policy have lagged.

Principal Recommendations

1. A local financial analyst should be contracted for three to six months to assist in completing all project fiscal matters and to help to make projections for the future.
2. COC should immediately initiate a phase down/phase over action plan to shift responsibility to GOES counterparts,
3. SATU should reactivate the Inter-Institutional Training Committee to review performance and strategies and to set priorities among pending training actions, including a workshop and training of community level workers.
4. SATU and MOH should carry out the planned interpersonal communication campaign and SATU should acquire basic low cost audiovisual equipment.
5. An impact evaluation for the mass media campaign should be carried out as soon as possible.
6. The technical assistance team should complete the documentation of the MIS and install it in SDA.
7. The technical assistance team should program central-to-local-level feedback reports into the MIS and transfer the central level MIS to MOH immediately.
8. MOH should issue a directive assigning priority to reproductive health and adopt the strategy for extension of family planning services to the rural areas.
9. MOH should approve and disseminate the norms for reproductive health.

Lessons Learned**Administration**

1. Projects involving institution building and developing the capability to conduct coordinated planning, should anticipate at least a five-year time frame.
2. Complicated bureaucratic structures should be avoided. If they are required, substantial administrative and financial management assistance are essential.
3. Technical assistance should be provided through a close, day-to-day working relationship with identified counterparts.
4. To be effective in integration with multiple health activities, family planning must receive some special attention.

Training

1. To achieve desired changes in service delivery, equal attention must be given to training local policymakers and decision makers who organize services and establish priorities.
2. Both initial training needs assessment and a periodic review of training outcomes on the job are required to maintain proper follow up to training activities.

IEC

1. A coordinated blend of all the elements of mass media and interpersonal communication is required for an effective IEC program.
2. More time and energy are required for the IEC interpersonal campaign.

MIS, Logistics/Maintenance

A computerized logistics management system can be effective in improving contraceptive supply as well as providing a service statistics systems that can be operated by service delivery staff.