

**HUMANITARIAN ASSISTANCE PROGRAM STRATEGIES
FOR DISPLACED PERSONS IN EL SALVADOR**

April 1987

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FOR DISPLACED PERSONS IN EL SALVADOR

AID has been providing humanitarian assistance to the displaced families in El Salvador since 1982. This assistance has been channeled through government institutions (CONADES and FEDECCREDITO) and Private Voluntary Organizations (CESAD, World Relief, Overseas Education Fund, and Project HOPE). The primary assistance programs to this population have been in the areas of temporary employment, nutrition surveys, feeding, and preventive and curative health.

The Displaced Families programs have been very flexible, i.e., able to adapt to the changes, both in numbers of displaced and geographic moves. There were 85,000 displaced in 1980, which expanded to above 400,000 in 1984. Currently, there are approximately 330,000 recognized displaced in El Salvador.

Early last year some displaced families began returning home voluntarily. What started as a trickle is now growing quite rapidly. Approximately 5,000 displaced returned to their homes in 1986, and it is estimated that an additional 5-10,000 will return home in 1987.

The AID Mission has refocused some of its efforts toward this returnee movement and made other changes in its programs for Displaced Families during the late 1986 and early 1987 periods. The attached documents reflect the new strategies AID/El Salvador is adopting for 1987-1988. The first paper reviews some of the major changes in the program initiated in December 1986. The following papers discuss some of the changes made with each institution working with the displaced since the end of 1986.

The displaced population is dynamic, and humanitarian assistance to them will be modified, as required, to reflect their needs and attempts to become reintegrated into El Salvador's economy.

TABLE OF CONTENTS

- I. OVERALL PROGRAM SUPPLEMENTAL STRATEGY
- II. 1987-88 STRATEGY FOR REINTEGRATION OF DP FAMILIES
- III. CESAD
- IV. FEDECCREDITO
- V. WORLD RELIEF
- VI. PROJECT HOPE
- VII. CONADES
- VIII. OVERSEAS EDUCATION FUND

17

OVERALL PROGRAM SUPPLEMENTAL STRATEGY
HEALTH AND JOBS FOR DISPLACED FAMILIES PROJECT

Project No. 519-0281
December, 1986

Background - The Emergency Program: The Health & Jobs for Displaced Families Project (No. 519-0281), was signed with the Government of El Salvador (GOES) on May 12, 1982 as an emergency effort to provide temporary employment and limited health and nutrition services to the growing thousands of Salvadorans uprooted from their homes by the conflict. At that time, there were an estimated 165,000 displaced persons (DPs). The Project was initiated with \$458,000 and an anticipated life of project funding of \$10.5 million. Over the next two years, funding for the Project was made available by AID's Office of Foreign Disaster Assistance (OFDA), the LAC Bureau and the State Department's Bureau for Refugee Affairs. By February 1984, the number of displaced persons had doubled to over 300,000, and the level of funding and assistance offered was no longer adequate to meet the growing needs of this population. Furthermore, at that time USAID/El Salvador recognized the need to establish better criteria for the provision of assistance as well as for measuring the impact of the project. Hence, in May-June 1984, the Mission prepared a Project Paper Amendment to expand the level of assistance, as well as to "fine tune" the implementation of the Project.

Under the Amendment, the existing programs were expanded and more assistance was provided for unregistered DPs. In the area of preventive and curative health, Project HOPE entered into a cooperative agreement to assist all registered displaced families residing in settlements. Dispensaries were constructed in over 50 settlements and staffed by auxiliary nurses. HOPE also provided the necessary logistical back-up and trained local community health aides. In addition, selected Phase I agrarian reform cooperative were assisted to encourage displaced families to resettle there as an alternative to living in settlements or marginal urban areas.

Feeding activities were also strengthened, with more regular and timely delivery of food assistance by GOES institutions, Comisión Nacional de Asistencia a la Población Desplazada (CONADES) and Dirección de Desarrollo Comunal (DIDECO), and a new supplementary feeding program by CESAD (Salvadoran Evangelic Committee for Assistance and Development). To address the needs of vulnerable groups within the displaced population and to provide nutritional assistance to the unregistered displaced, AID and CESAD agreed to provide a basic food basket for up to 30,000 people. CESAD based their assistance on an information system using their network of local development committees throughout the country. In addition, CESAD agreed to manage supplemental feeding centers in the major settlements. These centers or CENAs (Centers for Education and Nutritional Assistance) were developed to provide supplemental meals for the "at-risk" population, particularly children under five, pregnant and lactating women.

In addition, the Amendment incorporated a new pilot relocation program for DPs who wished to resettle. Agreements were reached with two U.S. based private voluntary agencies, World Relief (WR) and the Overseas Education Fund (OEF), to voluntarily resettle families in new locations, or provide them with the necessary technical assistance to establish small businesses. World Relief successfully resettled 120 families, of which all achieved self-sufficiency within two years. OEF's pilot project in the Department of San Vicente is assisting over 60 female heads of household establishing small businesses through lines of credit guaranteed by AID financing.

The Jobs Program was expanded in an attempt to meet a greater share of the DP population's needs. Three additional Credit Agencies were contracted to provide additional employment opportunities. The average number employed monthly was increased to the 16,000 to 18,000 level. The number of work projects in process at any given time increased to over 200.

Since the expansion of the Program two years ago, and after four years of operation, the Project has reached a crossroads. The displaced population has not been static during the last four years. After several years of temporary shelter, many individuals have decided to return to their place of origin, and an informal "returnee movement" has emerged during the last six months. Others, who have been in their site of displacement for several years, have developed their own sources of income and have effectively been reintegrated into these new communities, while continuing to receive public assistance. Finally, the continuing high level of assistance has created a

"welfare elite," both in marginal urban areas and in rural areas, where the displaced families receive a higher level of services and better nutrition than non-displaced families in the same areas.

Project Paper Supplement Outline

Revised Project Purpose: To stimulate and facilitate the reintegration of displaced persons (DPs) into the economy of El Salvador, with particular emphasis on assistance to the returnee movement, while maintaining public assistance for those DPs who truly need this help.

Project Description

Component I - Jobs Program

Objective: To provide opportunities for temporary, supplemental income for the DPs and to assist in the reconstruction and rehabilitation of areas to which DPs are returning.

Current Status: The goal of the Project was to provide temporary employment to an average of 16,000 to 18,000 displaced individuals per month, primarily to heads of households. The Project has:

- provided temporary jobs to approximately 13,000 individuals per month, with occasional peak levels above 17,000;
- completed over 3,000 community work projects;
- averaged over 200 community work projects per month (in progress); and
- expanded from eight to ten FEDECCREDITO (Federation of Credit Agencies) Credit Agencies in ten Departments.

Strategy

In keeping with the new Project Purpose, the Jobs Program will: (1) be better distributed geographically in accordance with the number of displaced families living in each area; (2) move quickly to create community work projects in areas where returnees are located; (3) reinforce, through the community work projects selected, the reconstruction or rehabilitation of basic community infrastructure -- water and sewer systems, roads, sanitation and possibly schools in areas to which the DPs are returning; and (4) gradually reduce the numbers of beneficiaries, with a projected phase-out to be completed by December 31, 1988.

Implementation

Phase One (January - April 1987)

Despite language in the Grant Agreement which requires that "jobs be allocated geographically to the individual communities which serve as refuge sites for displaced families through a formula which is based on proportionate numbers of families per community," work projects have tended to be concentrated in the departmental capitals with relatively few in rural areas. To achieve a broader geographic base, AID will issue a Project Implementation Letter (PIL) requiring that the community work projects be allocated in accordance with an informal quota system to be established by AID. The quota system will be based on the number of DPs registered with CONADES in each area. It will be designed to ensure that the percentage of community work projects allocated to an area approximates the number of the displaced families residing in that same area. AID will monitor compliance by checking CONADES records periodically and comparing the location of DPs with that of the work project sites. The quotas will be reviewed every six months and revised, if necessary, to reflect shifts in the displaced population. FEDECREDITO will be held to the quotas through AID's oversight of the project approval process. However, areas where displaced families are returning will be considered over and above the quotas.

The existing language in the Agreement regarding rotation of job opportunities will also be reinforced. A PIL will be issued to define and limit eligibility for participation in the Jobs Program to ensure that more displaced persons have the opportunity to participate in each project and that only temporary employment is provided to the individual DPs. To monitor compliance, AID will require that FEDECREDITO provide the lists of workers employed in each Department to the Banco Salvadoreño (the host country agency responsible for reviewing documentation of vouchers and for auditing of the Jobs component of the project) for periodic review.

AID will also act immediately to clarify and reinforce the language in the Grant Agreement which gives AID the right to object to the selection of community work projects, and to put into practice the concept of a ten-day review period by AID prior to FEDECREDITO's approval of the project. AID will also work with FEDECREDITO, through the project approval process, to ensure that the community work projects are more labor intensive, since the primary purpose of these projects is to provide employment.

Returnee Projects

Efforts to support the returnee movement are being initiated on a pilot basis in the Suchitoto area, a region north of San Salvador. FEDECCREDITO has already started ten community work projects and World Relief (WR), an American private voluntary organization (PVO), has also hired a coordinator to assist in the development of (primarily) agricultural programs for DPs who have recently returned to this area. The pilot WR effort aimed at developing returnee projects will be replicated by CESAD (Salvadoran Evangelic Committee for Assistance and Development), CONADES (National Commission Assisting the Displaced) and WR in additional returnee sites, as they are identified.

AID is also discussing with WR ways to develop a capacity for rapid response to the needs of returnee communities. It is envisioned that WR and CESAD promoters will assist in the identification of returnees, conducting needs assessments, and responding to the immediate needs of these individuals. For example, WR will work with FEDECCREDITO to develop and implement community work projects. Where FEDECCREDITO is unable to respond rapidly enough in developing, approving, and implementing a project, WR will have the independent capability and financial resources to develop, execute, and manage the initiation of community work projects. These projects will be designed to assist in the rehabilitation of essential infrastructure such as roads, sanitation and sewer systems. The projects will be focused on a specific geographic area for a period of not more than six months. In addition to rehabilitating these areas, the projects have the objective of providing some cash income to individuals on a temporary basis, before their first agricultural harvest comes in or before they are able to re-establish their businesses.

Second Phase (May - July 1987)

During this period, it is expected that the new census conducted by CONADES will result in a reduced list of DPs. Beyond that, further reductions will be accomplished through the use of stricter criteria for registration as a DP, and it is anticipated that some DPs will drop out when the CONADES feeding program becomes a Food for Work Program (FFW). Furthermore, community work projects will be eliminated in areas during periods when there are alternative sources of temporary employment.

FEDECCREDITO will no longer be asked to maintain a specific level of beneficiaries per month. In those areas

which have no community work projects for several months out of the year, because DPs have been involved in other seasonal employment opportunities which provide employment equivalent to the period allowable under the Jobs Program, work projects will be permanently discontinued. Community work projects will also not be developed for areas where there are insufficient numbers of DPs to allow for their rotation.

Every three months the community work projects will be reviewed to evaluate their continued utility and FEDECCREDITO's compliance with the provisions of the Agreement. Based on this review, AID, jointly with the Government of El Salvador (GOES), will reduce the number of work projects in selected geographic areas.

Third Phase (August 1987 - December 1988)

The final phase down of the Jobs Program will be closely linked with the reduction in the CONADES list, which will be reviewed every six months. The registry should be based on strict eligibility criteria for both the feeding and employment programs. These criteria will exclude DPs with other sources of income, e.g. families who have developed another regular source of income, own or rent land, and or own other property. As the number of eligible beneficiaries drops, the Jobs Program will be closed in Departments with insufficient levels of eligible DPs. Furthermore, individuals will be taken off the CONADES registry after their participation in the Food for Work Program. The concept of the Food for Work Program has been broadened to include activities such as vocational and literacy training, development of micro-enterprises, and materials for construction or reconstruction of houses to assist the displaced towards self-sufficiency over a limited period of time. The Food for Work Program expects to "graduate" 24,000 families over the next two years from the CONADES program. As this happens, there will be an ever decreasing pool of eligible workers for the Jobs Program. After December 31, 1988, all remaining FEDECCREDITO work project beneficiaries should be transferred into and absorbed by the DIDECO Food for Work Program.

Component II - Health and Nutrition Services

Objective: To have the GOES service agencies responsible for providing health care services and nutritional programs absorb the displaced population into their normal programs.

A. Health Services Subcomponent

1. Curative Health Subcomponent

Current Status

CONADES currently has under contract 15 nurses and 4 doctors. They are providing services in 99 different locations in 34 different municipalities. During October and November 1986, they provided care to an average of 10,000 displaced persons per month during visits to 9,417 homes. The doctors and nurses also referred 1,587 patients to Ministry of Health centers.

Strategy

This level of medical care represents an anomaly in the Salvadoran health care system. The Ministry of Health (MOH) is the GOES entity responsible for providing health care services to the Salvadoran population not covered by Social Security or other health plans. In creating a special unit in CONADES, the concept was to attempt to provide an "auxilliary basic health care network" to attempt to alleviate the burden that the displaced population placed on the MOH. With the increase in the number of functioning Ministry of Health facilities and a major outreach program being developed by the MOH, these additional medical services have become increasingly redundant.

Implementation

AID will terminate funding for the salaries of the health personnel on contract to CONADES as of December 31, 1986. The Mission is attempting to transfer the responsibility to continue services to the displaced population to the Ministry of Health. The Mission's policy concerning this transfer of responsibility is that it will make the necessary resources available to the Ministry of Health to cover start-up costs required to extend coverage to the displaced population, but will not accept responsibility for recurrent costs. Local currency funding will be provided in FY 87 to the MOH Rural Health Aides (RHA) Program to support RHAs in the areas that were covered by the CONADES' doctors and nurses. The Mission will not provide any further funding to CONADES for health services or provision of medical care.

2. Project HOPE - Preventive Health Services Subcomponent

Current Status

The original project also recognized the need for basic preventive health care. The two critical interventions identified were immunization and oral rehydration therapy. Through the Ministry of Health and CONADES, 340,000 displaced children and women, primarily in camps, were vaccinated. Children under five received the required shots for polio, measles, diphtheria and pertussis; children of all ages had received tetanus inoculations; and pregnant women were vaccinated against neo-natal tetanus.

Under the Amendment, these programs were expanded and a separate basic health care network for the displaced population was also established. It was believed that this population, due to its sudden, large-scale migration to certain areas, constituted an insupportable burden on the Ministry of Health in those areas. Hence, the Project was to "build dispensaries for displaced persons clinics, equip them with medicines and supplies to treat common ailments, and staff them with auxiliary nurses who can administer the medication, or refer patients to the Ministry of Health facilities, when necessary." Project Hope was recruited to carry out this Subcomponent under a Cooperative Grant Agreement signed in September 1984.

As of November 1986, Project Hope was providing primary health care services in 12 departments at a total of 83 sites, including 61 CONADES registered-DP camps and 22 agricultural cooperatives, providing services for over 29,000 individuals, including populations in the surrounding communities. The dispensaries are staffed by auxiliary nurses, who also conduct outreach visits (e.g., they visited 2,361 families in their homes during the month of November, 1986).

An evaluation of the Project Hope program took place in September 1986. The evaluation concluded that it had been very successful in rapidly establishing the program and providing services, and that these services were cost-effective. The evaluators estimated that the per-capita costs of providing primary health care over the life of the project was \$27, which is relatively cheap. Furthermore, the evaluation found that they had established an effective epidemiological surveillance system to analyze and evaluate morbidity patterns and detect outbreaks of diseases. Over the last year, this system has reported on a total of 70,575 patients, primarily under five years of age.

Strategy

As with the health services provided by CONADES' doctors and nurses, the responsibility for medical services for DPs will be phased out over time by Project Hope and absorbed by the Ministry of Health or other competent Salvadoran institutions delivering health care services in these communities.

Implementation

Phase One (January - March 1987)

First, AID will not approve any new Project Hope dispensaries. Criteria for closing of dispensaries will include the distance to and accessibility of a MOH facility, and the services the MOH facility provides. Based on mutual agreement concerning these criteria, Project Hope, the MOH and AID will start an evaluation of the existing dispensary system to identify dispensaries which duplicate coverage provided by MOH facilities or which are not being utilized. The first stage of this review, concerning the proximity of the 80 dispensaries to MOH facilities, will be done by a computerized matching of the sites; those that are within the prescribed distance for accessibility to a MOH clinic will be closed.

Phase Two (Beyond March 1987)*

After this first stage of the review of each of the Project HOPE dispensaries is completed, Project Hope, AID and the MOH will meet to develop additional criteria based on utilization rates and the number of DPs in the area. Project Hope will continue to review the remaining dispensaries, and AID, Project Hope, and the MOH will meet jointly on a regular basis to review the findings. Where the services are deemed to be underutilized, the physical facilities will be turned over to the MOH where the Ministry agrees to accept responsibility for staffing and supplying the unit. Should the Ministry not be able or willing to absorb the facility, it will be turned over to the Agrarian Reform Cooperative, the community which it serves, or an indigenous Salvadoran institution capable of delivering the required primary health care services. In those cases where the building will be ceded to the community or the cooperative, Project Hope will provide basic tools and training in simple maintenance.

* The schedule for phase-over to MOH of Project Hope's activities will be set during FY 1987.

There will be additional recurrent costs for the MOH in staffing these facilities. This burden will be borne, in part, by local cost financing provided by ESF or PL 480 local currency, starting in 1987. In those cases where there is an active local community organization, the cost burden of maintaining these facilities could also be reduced by involving the community.

Project Hope's epidemiological surveillance system is based on the reporting of "symptom sets" by nurse auxiliaries or community health workers with little training. The original objective of the program was early detection of possible outbreaks of certain communicable diseases so that they could be treated or contained before outbreaks of epidemics could threaten the camps and/or surrounding areas. In fact, this has been used only once, in early 1985 to prevent a measles outbreak. The most important side benefit of this program is the body of data on morbidity and mortality which can serve as a baseline for the displaced population.

With respect to the epidemiological surveillance system, the MOH currently is improving its own system with technical assistance from AID. This system is based more appropriately on diagnostic evaluation of diseases by MOH doctors and nurses, rather than reporting of symptoms by nurse auxiliaries. This system is inherently more accurate. Nonetheless, starting in June 1987, the Director of Epidemiology at Project Hope will work with the MOH Department of Epidemiology to assure that the data developed on the DP population is not lost. Reinforcement by training in methods of epidemiologic surveillance for the Ministry will also be carried out under the Health Systems Support Project. In accordance with the Cooperative Agreement with Project Hope, the computer equipment which has been used for epidemiological surveillance purchased under that contract will be turned over to the Ministry of Health.

C. Nutrition Subcomponent

CONADES Food Basket

CONADES, under the auspices of the World Food Program and using PL 480 Title II commodities, is currently distributing a food ration of 1,600 calories to roughly 225,000 beneficiaries. The ration consists of corn, rice, oil, beans, and milk. This is essentially a survival ration, and it is not intended to meet all of the nutritional needs of the target population. Eligibility for the food is based on registration with CONADES.

The CONADES program has had numerous operational problems since its inception. The most serious problems have been (1) the late arrival of Title II commodities, which has resulted in irregular and occasional non-delivery of the basic food baskets; (2) delays in approval of the GOES budget, which result in a lack of funds for transportation and local food purchases; (3) weak management and frequent turnover of key personnel; and (4) poor coordination among the GOES, AID and the World Food Program.

To address these problems AID contracted two private firms to assist in the implementation and supervision of the delivery system. In addition, technical assistance was provided to improve the areas of management, logistics, and finances. This technical assistance has greatly improved the overall CONADES program. The early problems concerning food deliveries have been resolved for the most part, and the deliveries generally have been carried out at an acceptable level for the past two years. AID plans to continue active monitoring to ensure that deliveries are made on a timely basis.

In 1986, however, another problem was identified. The Gersony Report, an evaluation of the DP Project, found that CONADES fieldworkers were actually seeking to expand the food distribution lists. In some cases, CONADES personnel had adopted the practice of providing food to any families they considered needy, whether or not they were displaced or on their registry. Moreover, Gersony et al found this large hand-out program had created an entitlement mentality among the displaced population.

Strategy

AID's technical assistance is working with CONADES to complete a census of the displaced population, in an attempt to remove beneficiaries from the rolls who are (or should be) ineligible. Since the food is provided under the auspices of the World Food Program (WFP), for which AID does not have direct responsibility, leverage is somewhat limited. However, AID can influence the steps CONADES takes to remove ineligible recipients through AID local currency support to the organization, technical assistance and AID approval of the WFP activities (which utilize USG provided food).

AID's overall strategy for this component is to work with the Ministry of the Interior to replace the present "dole" programs with a Food for Work Program. The Ministry of Interior is currently working with the World Food Program, which strongly supports the shift to Food for Work, to develop a comprehensive and ambitious program of literacy

training, vocational and technical training, and housing construction and improvement for the DPs. This training will be conducted as part of a Food for Work program so that once the beneficiaries have completed that particular Food for Work cycle, they will be graduated from the CONADES list. Over the next nine months to one year, the program should graduate roughly half of the 24,000 families that CONADES expects to take off the list over the next two years. AID will move to adjust the levels of P.L. 480 food for the FFW activities to assist in bringing about these reductions. AID's policy will be to support CONADES activities that directly lead to economic self-sufficiency for the DPs. AID will assist by providing local currency resources to vocational training institutions, such as the Ricaldone Technical Training Institute, that have experience in vocational training in skills for which there is unmet demand. AID will also support CONADES' efforts to provide literacy training and educational programs through the Ministry of Education, or small business enterprise development training through other institutions such as FIGAPE (Fondo de Financiamiento y Garantia para la Pequena Empresas). However, AID will not support the establishment of new units within CONADES for this training.

Implementation

Phase One (January-March 1987)

A comprehensive census of the displaced population was completed at the end of March, 1987. Data entry by CONADES personnel has already begun and is expected to be completed by early May, with a report on the findings shortly thereafter.

Preliminary results indicate that the present list will be reduced by approximately 40,000 to 60,000 persons, or 15% of the present list. In order to assure who the Ministry of Interior will accept the new census, it has been involved in the collection and analysis of the data and the preparation of the new lists. AID will indicate its support for the new census to the Ministry of Interior, both orally and in writing.

Beyond the initial listing, the census provides sufficient data for identifying those who are now or should be ineligible for food, for example, individuals that have lived in the settlement areas for a lengthy period or who are registered twice. AID and CONADES will review the lists and develop mechanisms for cleaning up the roles of non-displaced persons. This will require that CONADES

be given a mandate by the Ministry of Interior to enforce the new restrictions, as well as receive support from all levels of the Ministry to take these steps. Discussions will be initiated with GOES officials to ensure this. Moreover, once the information has been fully computerized, AID can work with CONADES to develop a new definition of "displaced" based on additional criteria and enforce this new definition through monitoring of the registry lists.

In order to facilitate and better control food distribution, a pre-packaged ration will be standardized immediately for a five member family, and AID will no longer provide funds for purchase of food locally. The ration will be pre-packed to assure that the amounts of food received by each family are the same, and recipients will be required to sign for the ration. AID will follow up on these changes by using the Food Monitors to oversee the distribution. Secondly, the CONADES feeding programs will be converted to Food for Work Programs, which will also incorporate vocational training and other educational programs under this rubric. It is expected that once these families terminate their training and work project they will be phased out of the program. The FFW Program is intended, however, to benefit only 24,000 families or roughly 100,000 to 125,000 persons. This phase-over to FFW from free hand-outs will require a two-year period. Individuals selected for the FFW Program who choose not to participate will be dropped from the rolls automatically. However, individuals who are physically incapable of participating in the FFW Program will be identified and transferred to the DIDECO feeding programs.

In addition, AID will work with the Ministry of Planning to ensure that the position of the Vice-Minister of the Interior is immediately authorized as a Project representative. The incumbent of this position has generally served as the coordinator for the GOES on all matters relating to the Project, so this step will facilitate Project implementation.

Phase Two (May - September 1987)

The results of the census will be provided to the Banco Salvadoreno (AID's contract auditor) so that it can check the food distribution lists. Food recipients will now be required to sign for their ration and the Bank will make spot checks every three months to verify that the lists accurately reflect the actual recipients, i.e. that deletions or additions to the lists due to changes in family status, death, or movement of beneficiaries are made immediately on the rolls. The Food Monitors will be

responsible for overseeing the actual distribution of food, checking to verify that only one ration is received and that the recipients match the lists. Any anomalies will be reported to CONADES for investigation and revision of the lists or other corrective action. The lists themselves will be revised at the end of each Food for Work Program.

Phase Three (September 1987 - December 1988)

During the first year of the FFW Program, CONADES expects to be able to cover approximately 40% of the total 24,000 beneficiary families. Within the second year, the remaining families will participate and graduate from the program. The strategy during the second year will be to assist CONADES to merge with DIDECO, and transfer the P.L. 480 support to DIDECO. The technical assistance may be continued for this additional year, to work with CONADES and DIDECO and assist in effecting the transfer.

Supplementary Feeding Program

In January, 1985, the Salvadoran Evangelical Committee for Assistance and Development (CESAD) signed a Cooperative Grant Agreement with AID to provide food to the unregistered, dispersed displaced population and a supplementary feeding program for vulnerable groups within the registered population, as well. Feeding centers (CENAs) were established for this latter purpose and also served as centers for nutrition education. As of September, 1986, CESAD was providing food rations to between 30,000 to 34,000 individuals per month in 162 municipalities through the distribution of over 437 MT of P.L. 480 food per year. In addition, the CENA program was functioning efficiently, with 20 CENAs providing food to over 10,000 beneficiaries. CESAD was also making 1,500 house visits per month to provide nutrition information and instruction in the proper utilization of the food. Finally, Food for Work projects had been started in 61 communities by September 1986.

Strategy

This supplementary feeding program also has developed a certain level of dependence among the beneficiaries and, having served its initial purposes, does not appear to be bringing about substantial improvements in breastfeeding, appropriate weaning techniques, use of more nutritional foods, or other nutritional behaviors that contribute to improved health status for young children and adults. Hence, the supplemental feeding program will also be converted to a Food for Work Program, and each of the

CENAs will be reviewed for their effectiveness and utility. As the CENAs are determined to have met their objective through an evaluation of the nutritional status of the beneficiaries, they will be phased out. AID will also work with the private Maternal Lactation Promotion Center (CALMA) and the Ministry of Health to develop more effective nutrition education programs for this population.

Implementation

As of March 31, 1987, all CESAD feeding programs will be converted into a Food for Work Program involving approximately 30,000 to 34,000 individuals, or the total number of beneficiaries. As with the CONADES program, those persons who choose not to participate in the FFW program will no longer be eligible for CESAD distributed food. Those who are unable to participate in the program will be evaluated by Project Hope physicians or nurses to determine if they should be considered "vulnerable". This classification will be based upon debilitating physical injury, mental or emotional incapacity, severe malnutrition or advanced age. Doctors or nurses will certify these individuals to be unfit to work and they will be passed to the DIDECO or Ministry of Health feeding programs. AID has included additional funding for DIDECO in its FY 1987 P.L. 480 local currency budget to absorb these additional beneficiaries.

With regard to the feeding centers, in the short term, AID will request that no new construction of CENAs take place until the CENA system has been reviewed. AID has already started an evaluation of each of the CENAs to determine if there is a continuing need for the CENA to improve the nutritional status of the target group (infants, young children, and pregnant and lactating women). Evaluation criteria have been developed and are being discussed between AID and CESAD, and will be finalized by the end of the December 1986. AID will send a letter approving the evaluation criteria and a schedule for a review of the CENAs, to start in early 1987. The evaluation of the existing CENAs is expected to take three to nine months. As it is determined that the CENAs are no longer necessary, they will be gradually phased out, with the nutritional education programs picked up by the MOH or CALMA.

Component III Pilot Relocation Services

Even as early as 1984, there was a general movement to return or resettle the displaced population. CONADES, under its charter, has the mandate to provide relocation services and had resettled 125 families as of June 1984.

Under the 1894 Amendment, AID planned to test the feasibility of various strategies and mechanisms for resettlement. The project paper Amendment anticipated the provision of working capital loans, shelter construction loans, basic tools and equipment, and sanitary services through the Jobs Program and temporary health services under Project HOPE. In addition, the Project Paper foresaw the need for development of micro-businesses in host communities where the DPs chose to remain, since employment is critical for successful reintegration.

In July 1985, to provide a mechanism for testing the feasibility of various strategies and mechanisms for reintegration, AID signed Cooperative Grant Agreements with the Overseas Education Fund (OEF) and World Relief (WR) to carry out a small pilot efforts under this component. The OEF project consists of a microbusiness enterprise development program principally for displaced women. The program draws on the existing skills of these women, training them to access credit, keep financial records, and manage a small enterprise.

World Relief was to relocate at least 1,440 Salvadoran displaced families onto land suitable for agricultural cultivation, as well as to assist them in constructing houses and sanitation facilities (primarily through the Jobs Program), planting of crops, and attempting to secure health clinics and schools from the normal GOES entities responsible for services. The final phase of the WR project was to initiate small business enterprises and the introduction of more modern agricultural techniques.

Current Status

To date, both pilot efforts have been fairly successful in achieving their stated goals, although on a reduced scale from that which was planned. World Relief has assisted displaced families resettlement in three areas (La Florida, Palo Grande and Planta Nueva). However, their success has been mixed. One of the principal difficulties which World Relief encountered was the lack of available financing for the purchase of land, and hence it become necessary to work with groups which had already been relocated in new sites. World Relief has been instrumental in assuring the success of the resettlement, but they have provided a large number of benefits which cannot be replicated for all the DP population. It has also been successful in channeling assistance from other agencies (e.g. the Ministry of Education) and other components of the Health and Jobs Program to these communities. OEF, on the other hand, has followed its

original blueprint and has trained 62 women and started several small enterprises in the San Vicente area, but this program has been at a relatively high cost per participant and low amounts of income to the beneficiaries.

Strategy

The Mission has determined that one of the primary focuses of the Project should be assisting and encouraging the returnee movement based on a more "minimalist approach" to the provision of services that World Relief and OEF have taken. The "minimalist" approach in terms of implementation essentially means only providing those services and assistance that are key to achieving economic self-sufficiency. AID is currently attempting to evaluate the magnitude and strength of the returnee movement. For example, recent estimates of returnees (after the earthquake in San Salvador, which was an impetus for some to leave) range from a total of 609 families to tens of thousands. AID is also working to enable WR to develop the capability to coordinate the programs and inputs of other institutions to respond to the immediate needs of the returnees. CONADES also is developing programs for working with returnees, including an agricultural starter package which has proven fairly successful.

A major problem is identifying where groups of returnees are located, as this is a spontaneous movement. Since only the DPs themselves should make judgements about their security if they return, AID does not expect to advertise or push people to return. However, a good program of support for returnees should soon become common knowledge among the DPs, who therefore would be encouraged to return or at least not feel that they will lose services and reduce their standard of living if they leave their current locations.

Implementation

Phase One (January - March 1987)

AID has established the Division of Humanitarian Assistance (DHA) as the central clearing house for information on returnees. World Relief has been authorized to establish a social promotor in the Suchitoto area. This individual is responsible for a needs assessment of returnee communities and for working with other governmental agencies to respond with food, jobs, and materials for construction, if necessary. In addition to the Suchitoto area, the DHA has already identified several municipalities in Morazan, parts of Chalatenango, and San

Vicente, as major centers of concentration for returnees. World Relief is assessing these other areas, too, and expects to put a promotor in one or more of them, where feasible. Not later than early January 1987, World Relief will provide to AID their proposal for the sites where they intend to put promotors, an overall budget for returnee programs, and a general description of the types of projects they will carry out.

FEDECCREDITO has started eleven work projects in the Suchitoto area specifically for returnees. FEDECCREDITO is working to develop additional projects for returnees in Corinto, Morazán, and other similar areas. FEDECCREDITO is also serving as a source of information on where returnees are going and will continue to play this role. However, they will basically be limited to the work projects. These projects will be for a period not to exceed six months in the returnee communities. The work projects will be focused on basic infrastructure needed to reactivate a community, such as clearing roads, construction of sewer and sanitary systems, laying pipe for water and clearing land for planting.

CONADES is also very interested in becoming active in the returnee movement and will place first priority on those DPs that have expressed a desire to return to pre-selected rural areas. They have already initiated an agricultural starter program, with funding from this Project, which provides the seeds, fertilizers, and other inputs to plant beans. Over 500 families have taken advantage of this package which, when completed, would take them off the CONADES rolls. The crops have come in and preliminary reports are that this was a very successful program. A rapid evaluation of this program is being carried out and it will be expanded both in terms of numbers of participants and types of crops.

In addition, CONADES has prepared a comprehensive program to address the needs of the returnees. This includes literacy programs, vocational and professional training, development of micro-enterprises, and home construction and repair. AID will support only small, pilot efforts in these areas with local currency, until it is proven that CONADES has the administrative capacity and ability to implement these programs.

Phase Two (March - September 1987)

Based on World Relief's prior experience, they will submit a new proposal to the AID for coordinating efforts to assist the returnees. Other PVOs, such as CARITAS, the International Rescue Committee, and, perhaps, the

International Red Cross will assist World Relief to identify returnees and assess their needs. Furthermore, World Relief will move immediately to augment their staff of social promoters and agricultural technicians to be able to respond to the needs of returnees. They will also have the capability to initiate work projects, if FEDECCREDITO cannot move rapidly enough to put projects in place in the returnee communities. AID will work with CONADES on an agricultural starter program which is flexible and can provide needed inputs to DPs who wish to move back to their farms for the first 1987 planting season. CONADES will also start to implement selected training and literary projects for returnees, which will be evaluated at the end of June-July to determine their effectiveness.

Phase Three (September 1987 - December 1988)

It is expected that World Relief will continue to serve as the major coordinating agency for assisting returnees, while the other programs under the Project are phased out. This component will be evaluated at the end of 1988 to determine whether or not there is a continuing need for these activities and at what level. If justified, activities for returnees will be continued; however, the bulk of the program will be financed with local currency through CONADES.

1987-88 DETAILED STRATEGY FOR REINTEGRATION OF
DISPLACED FAMILIES

(April 1987)

The purpose of this supplement is to summarize a set of actions which should be carried out during the next few months and give new direction to the Displaced Families Program. These activities will include:

- a) providing support for displaced families who are returning to their homes of origin, and
- b) assisting displaced families reintegrate into the economy.

Below is an outline of the major actions discussed in this paper, with reference to the implementing institutions.

FEDECREDITO

- Action I: Improve management of Jobs Program by the Credit Agencies.
- Action II: Modify geographic distribution of Jobs Program to coincide with demographic shifts in displaced population.
- Action III: Establish employment ceilings for each Credit Agency.
- Action IV: Suspend supplemental food aid under the Jobs Program.
- Action V: Coordinate the "Returnee" project activities with World Relief and CESAD.
- Action VI: Use the Jobs Program to develop income generating skills.
- Action VII: Phase out the Jobs Program in areas with insufficient displaced population for rotation.
- Action VIII: Establish school rehabilitation projects for "Returnee" areas.
- Action IX: Extend the GOES PACD.

CESAD

- Action X: Phase out the CENAs.
- Action XI: Establish ceilings for the food-for-work program.
- Action XII: Place promoters in "Returnee" areas.
- Action XIII: Finalize purchasing, storing and distribution procedures for agricultural starter packages for "Returnees."
- Action XIV: Modify the current cooperative agreement.
- Action XV: Extend the cooperative agreement through December 1988.

World Relief

- Action XVI: Place promoters in "Returnee" areas.
- Action XVII: Develop special activities for "Returnee" areas in education & minimum housing.
- Action XVIII: Extend the cooperative agreement through December 1988.

OEF

- Action XIX: Phase out the OEF DP Program

A. INTRODUCTION:

In light of recent events which are enabling some displaced families to return home, and the fact that many other displaced families will most likely settle in their current locations, the humanitarian assistance programs directed toward this population are being refocused to help these families reintegrate into the economy.

This strategy paper discusses how the assistance role of each organization involved in the Displaced Persons Programs will evolve through 1988. It must be understood from the beginning that the displaced population is dynamic and that some of the proposed programs may have to be modified during the next two years to reflect the movement of this population.

B. INSTITUTIONAL WORK PLANS

1. FEDECCREDITO

Changes in and Modifications of the Current Jobs Program:

FEDECCREDITO took over the implementation responsibilities of the Jobs Program on December 1, 1985. This included managing the ten Cajas (Credit Agencies) in the Departments where the Jobs Program has been operating since 1982. Now that some of the displaced families are returning home or resettling in other areas, FEDECCREDITO needs to reorient some of its activities to:

- 1) Focus on returnee areas;
- 2) Modify the geographic distribution of the community work projects to coincide with the changing needs and location of the displaced population, and improve program management; and
- 3) Establish productive projects which will help the displaced become self-sufficient wherever they choose to make their "permanent" homes.

One of the highest priorities for the current Jobs Program is to improve the operations of FEDECCREDITO and the ten Cajas, especially with regards to conforming to the norms of the Grant Agreement. This includes:

- a) Limiting participation to displaced persons only,
- b) Rotating displaced persons on the community work projects,
- c) Keeping the program apolitical, and
- d) Improving the geographic distribution of the employment program, to better reflect the location of the displaced population.

I. Action: A PIL will be issued which will specify stricter measures for approving community work projects. Both the Supervisor and authorized representative of the Caja will be required to sign a statement attached to the Project Information Form certifying that:

- 1) all those employed on the project are "bonafide" displaced persons,

2) that there are enough displaced in the community to rotate workers on each project, and

3) that the supervisor, foreman, maestro de obra, and/or any other person acting in a supervisory role on the project does not hold an office of any political party

a) from which they are receiving remuneration,

b) which may require their absence from the work project, and/or

c) which may influence the selection of beneficiaries in the projects.

Completion Date: The recommendations above will be specified in a PIL to be issued by April 24, 1987. All Cajas will be required to comply with the certification requirement for all new community work projects.

II. Action: With respect to improving the geographic distribution of the community work projects, FEDECCREDITO is currently conducting a census of the DPs participating in the Jobs Program and potential participants. This census will be integrated with the CONADES DP census to develop a single uniform list of DPs for Program eligibility. This census will give the Cajas a better idea of the distribution of displaced families who are eligible to participate in the Jobs Program and will be used to improve the geographic distribution of the community work projects (including returnee areas).

Completion Date: Completion of the census is expected by mid-May. Training of the census takers took place during the first three weeks of March, and the actual field work is currently underway. Data entry and final cross checks for duplication and eligibility will be completed by May 15, 1987. By June 1, 1987 a better geographic distribution of community work projects by urban and rural areas, including the returnee areas, will begin to be implemented as new projects are approved.

III. Action: Another change in the current program will be the establishment of employment ceilings for each Caja. This will encourage the Cajas to eliminate non-displaced persons from the Jobs Program and to conform to other Program norms discussed above, such as rotation.

Completion Date: Ceilings have been discussed with FEDECCREDITO for each Department (see below) based on the CONADES census and current employment figures from the Jobs Program. A PIL will be issued confirming these levels. Each Caja must comply with the new ceilings by May 15, 1987. Upon the completion of the final census by FEDECCREDITO, the ceilings may need adjustment. The estimated maximum number of beneficiaries in the program is 12,000. Although the numbers below represent 13,900 potential beneficiaries, it is understood that many of the Cajas will never reach their allowed ceiling, and these figures only represent the maximum number of DPs that may participate in the work projects per month by Caja.

Cabanas	1,200	La Union	1,000
Chalatenango	1,200	Morazan	2,300
Cuscatlan	1,200	San Miguel	1,200
La Libertad	1,000	San Vicente	1,700
La Paz	1,200	Usulután	1,700

IV. Action: A plan to phase-out the supplemental food distributed under the Jobs Program is already underway. All of the Cajas have received their final shipment of food for the Jobs Program. The current supply of food stored in each Caja will last until May 15. Supplemental food distributions by all Cajas will have been discontinued by May 30, 1987. This strategy has been reviewed by the Food for Peace Office, USAID Nutritionist, and FEDECCREDITO. Everyone is in agreement that the elimination of this food assistance will not have a negative impact on the health and nutritional status of the displaced population.

Completion Date: This plan is already in effect. It has been discussed with FEDECCREDITO since late January 1987, and a letter went to FEDECCREDITO on March 6, 1987 advising them of the termination of this part of the program. FEDECCREDITO advised all of the Cajas in late March of this Program change.

Returnee Program

With many of the displaced families returning home, the Jobs Program is beginning to initiate work projects in these communities. This will give the returnees some income while they begin to rebuild their lives. Some of these projects will be productive in nature, that is, they will provide skills training in income-generating areas such as masonry, carpentry, handicrafts, agriculture, animal husbandry, etc.

The only role that FEDECCREDITO will play in the returnee program will be to implement work projects in the returnee areas. World Relief and CESAD (discussed below) will coordinate with FEDECCREDITO on areas where they may introduce the Jobs Program.

V. Action: With World Relief and CESAD taking a lead role in the returnee movement, a link between FEDECCREDITO and these organizations will be formalized to carry out the most effective response to the returnee movement. Currently, there is an informal linkage between World Relief and the Cajas at the local level. However, with the rapid expansion of the returnee program a more structured linkage needs to be established. World Relief and CESAD promoters will continue to work with the Cajas at the local level. Each group will advise FEDECCREDITO of areas they recommend for expansion of the Jobs Program. This shall include a survey report (see section on World Relief) completed by the CESAD or World Relief field promoters.

Completion Date: FEDECCREDITO, CESAD and World Relief, and other institutions, such as CONADES, have begun to meet weekly to discuss project coordination in the returnee areas. As CESAD and World Relief expand their networks into each region, they will coordinate project activities with FEDECCREDITO.

VI. Action: There will be a change in the type of community work projects carried out by the Jobs Program. More projects will concentrate on training/income generation (proyectos productivos) in order to assist displaced families to become self-sufficient. A large percentage of these projects will take place in the urban zones where displaced families have decided to remain and establish their permanent home. Such projects will seek durable solutions for the displaced, so that they may be able to leave the displaced lists and become productive members of the economy once again.

Completion Date: Beginning the first week of May, the ten Cajas will begin to initiate these proyectos productivos. It is expected that approximately 20 such projects per month (approximately 10% of the total number of FEDECCREDITO work projects) will be in operation by the current September 1987 PACD.

VII. Action: An evaluation of the Jobs Program in La Paz, La Libertad and La Union will take place to determine whether these Cajas should continue to operate beyond the current September 1987 PACD; these are all areas with relatively small numbers of DPs. Should any of them be

25

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closed down, an orderly shut-down of operations will take place and a final audit will be conducted. The operation of the Jobs Program by each Caja will be reviewed every six months to determine if the size of the displaced population and their needs justify continued operation of the Jobs Program in the region.

Completion Date: The three Cajas mentioned above will be evaluated during the month of June 1987, according to the following criteria:

- 1) Are there enough displaced families or returnees in the Department to justify the program,
- 2) Are the Cajas operating efficiently, and/or
- 3) Can neighboring Cajas take up the load currently being handled by these Cajas?

Evaluation of the other Cajas will be initiated in July, and repeated every 6 months thereafter.

VIII. Action: Most displaced families feel that having an operational school in their home communities is a prerequisite for returning. Many schools which were abandoned have been destroyed or are seriously deteriorated due to lack of use and maintenance. To the extent possible, AID will encourage the local community to work through the Ministry of Education and/or Comisión Nacional de Restauración de Areas (CONARA) to have schools rebuilt or repaired. However, where it is found that there will be a considerable delay in rehabilitating the school, which may jeopardize the returnee movement to the area, FEDECCREDITO will be permitted to repair schools under the Jobs Program.

Completion Date: Because this type of project does not meet the requirement for labor intensiveness (50% labor vs. 50% material) as required by the grant agreement, a special provision in the FEDECCREDITO program is being added to a PIL due to go out April 24. Such projects will be examined on a community-by-community basis, and undertaken only with the written consent of both FEDECCREDITO and the AID Program Manager.

IX. Action: The current GOES PACD will be extended to December 1988. It is anticipated that the above activities with FEDECCREDITO and other institutions will continue through 1988.

Completion Date: Work has begun on a PIL to extend the PACD; this will be finalized by April 24.

2. CESAD (Comite Evangélico Salvadoreño de Ayuda y Desarrollo)

In January 1985, CESAD entered into a cooperative agreement with USAID/El Salvador which focused on providing food and nutritional assistance to non-registered displaced families and those DPs not receiving any other assistance in both settlements and dispersed areas. With AID support, CESAD has set up 21 CENAs (Centers for Nutritional Education and Assistance) to provide nutrition education and supplementary feeding to the most vulnerable families in the displaced population. These centers have delivered Food Baskets designed to meet a large proportion of the nutritional needs of the beneficiaries and contribute toward family security. The project evaluation shows that the nutritional status of the DP population has improved considerably over 1985 levels.

X. Action: CESAD will gradually phase out the CENA program and turn the facilities over to local communities for other community activities. Training in nutrition education will be provided to communities to help ensure that the displaced maintains the improved nutritional status achieved through the CENA program.

Completion Date: A plan has been submitted by CESAD for the phase out of this particular program (See CESAD Strategy Plan) All of the CENAs will be phased out by the current PACD, September 10, 1987.

XI. Action: CESAD currently has approximately 37,000 beneficiaries in their food-for-work (FFW) program. CESAD has been required to reduce the number of beneficiaries in the FFW program to an average of 30,000 per month, which is in-line with the decrease of beneficiaries in other programs.

Completion Date: CESAD has presented to AID its strategy for reducing the program to 30,000 beneficiaries per month. Current plans are to continue reducing the total number of beneficiaries in settlements and dispersed areas by a few thousand per month, and to place more emphasis on the returnee areas.

XII. Action: CESAD will play a leading role in assisting displaced families who are returning to their homes of origin in six Departments. With the assistance of their promoters, CESAD will identify areas where there are significant numbers of displaced families returning home. They will request the local Caja and FEDECCREDITO

(see Action V) to initiate work projects in these communities. CESAD will also carry out a survey of the community's infrastructure status (e.g, condition of the schools, road accessibility to community, water/sanitation, etc.). Once the survey is complete, priorities may be set for each returnee community, bringing in other institutions as needed to assist in rehabilitating the area. The promoters for this program will come from the CENAs as they are closed down.

Completion Date: Four promoters have already been selected by CESAD to assist in initiating this program, and more will be assigned as additional communities are identified. They have been collecting very good information in Chalatenango on returnee areas. CESAD is coordinating its efforts with other institutions in the following geographic areas:

Chalatenango	Usulután
La Libertad	La Paz
San Vicente (southern cone only)	Cabanas

Training of these promoters, together with those from World Relief, will take place in early April. Information collected by the promoters will be discussed at weekly coordination meetings, and projects will be identified and initiated with other institutions. The Grant Agreement will be amended to reflect these changes in the program.

XIII. Action: CESAD will be responsible for the purchase and storage of corn and bean seed, fertilizer and ammonium sulfate to be used in a distribution program called Programa de Granos Basicos for displaced families returning to their home of origin. Small agricultural packages will be distributed to returnees who do not have access to credit and who have land available for planting. CESAD will serve as the coordinating agency for this program, and will provide these agricultural materials to World Relief, CONARA, and CONADES for distribution in the geographic areas for which they are responsible.

Completion Date: CESAD has received quotations for the purchase of the agricultural materials. The specifications will be reviewed by AID to ensure proper handling of the solicitation of prices for the agricultural materials.

XIV. Action: Review the current grant to identify any modifications necessary to reflect the changes in activities discussed above.

Completion Date: This review will begin on March 23, and proposed changes will be completed in mid-April.

XV. Action: CESAD is currently preparing a proposal for extending assistance to the displaced population through December 1988. The first draft of a proposal will be submitted to AID in early April. A final proposal should be ready for review by late April.

Completion Date: The Grant Amendment for this extension should be finalized by June 1987.

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3. WORLD RELIEF

XVI. Action: World Relief, like CESAD, will play a leading role in supporting the returnee movement in four other areas. With the assistance of new promoters, World Relief will also identify areas where there are significant numbers of displaced families returning home. They will suggest areas where the local Caja and FEDECCREDITO (see Action V) can initiate work projects in returnee communities. They will also carry out a survey which evaluates the damage and needs of the community's infrastructure (e.g, condition of the school, road accesibility to community, water/sanitation etc.). Once the survey is complete, then priorities will be set for each returnee community, bringing in other institutions as needed to assist in rehabilitating the community. Funds will be added to the grant to cover the cost of the ten promoters proposed for this activity.

Five promoters have already been selected by World Relief to assist in this program. They have been very active in the Suchitoto area and are expanding into northern San Vicente and Morazan in the next few weeks. The plan is to have World Relief cover a different territory than CESAD. World Relief will work in the following areas:

Cuscatlan	San Vicente, (except
Morazan	for southern cone to be
San Miguel	covered by CESAD)

Training of these promoters will take place in early April. World Relief will participate in weekly coordination meetings with other institutions working in returnee areas.

Completion Date: A PIL authorizing World Relief to hire promoters went out mid-March. An analysis of additional funding requirements will be completed by April 23 and an amendment signed by April 30, 1987.

XVII. Action: With the addition of 10 promoters to World Relief's program, they will be able to identify special needs in some of the returnee communities. Education, for example, appears to be a key area for the displaced families returning home. They have children who have had the opportunity to attend schools where they currently reside and are not interested in returning home if the schools in these areas are not operating.

Completion Date: World Relief will work through local groups and institutions responsible for key areas, such as The Ministry of Education. If there are significant delays by the responsible institution in providing certain services, then World Relief will utilize grant resources for special projects mutually agreed upon with AID. This may include repairing schools, with the assistance of the FEDECCREDITO jobs program, or picking up the salary of a teacher for a limited period of time.

XIX: Action: World Relief will be submitting a proposal for assisting displaced families from the current PACD and December 1988.

Completion Date: The first draft of a proposal will be submitted late April/early May 1987, with a final proposal ready for review by late May.

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4. OEF (Overseas Education Fund)

OEF has worked with 62 displaced women on four small business enterprise projects in the San Vicente area during the past 19 months. OEF has helped with financial training including assistance to help women obtain loans and small business management. A recent evaluation of the project was completed which showed that the program was not cost effective. It appears that the project was too diversified and did not have adequate technical supervision.

XX. Action: The current project has enough funding to carry it through June 1987. Considering the high cost/benefit ratio of the project, AID is reviewing how the project can be phased out without a negative impact on the beneficiaries.

Completion Date: AID will work with OEF during the month of April to develop a phase-out plan.

CESAD

STRATEGY PLAN

(April, 1987)

Background:

Under the Emergency Program: Health and Jobs for Displaced Families, AID/El Salvador signed a three year, \$6,986,000 Cooperative Grant Agreement with the Salvadoran Evangelical Committee for Assistance and Development (CESAD) to carry out a food distribution and nutrition program for displaced families. The activities described under the Agreement are the distribution of a Food Basket, a Food for Work (FFW) Program, a Supplementary Feeding Program for vulnerable groups, an Intensive Feeding Program for severely malnourished children, and the implementation of a nutrition monitoring and surveillance system in DP settlements.

The Program is now being refocused. Activities will be designed to stimulate and facilitate the reintegration of displaced families into the national economy, including support for displaced families returning to their places of origin. The program will be re-oriented to reflect this new focus by shifting some CESAD's promoters from DP settlements to "returnee" areas, and implementing productive Food for Work and nutrition training programs in DP settlements, so that supplemental feeding programs can be phased out as families achieve self-sufficiency.

A. Food Basket

Initially the goal of this activity was to reach 25,000 beneficiaries per month, including relocated, dispersed and non-registered displaced families by providing a food ration of 1,600 calories per person, per day, with food from the PL 480 Title II Program (milk, vegetable oil, rice and cornmeal) as well as locally purchased foods (beans, sugar, salt and lime). Within the first two years of activity, CESAD reached a level of approximately 38,000 beneficiaries under this program.

In view of the improvements made in the nutritional status of the displaced population, CESAD began converting its program into a Food for Work Program in April, 1986. This Program assists displaced families to achieve self-sufficiency by providing temporary employment in work

projects which not only contribute to the development of the community infrastructure, but also provide training and skills which lead to improvements in health and nutritional status, food production and family income.

By November, 1986 the "Food Basket Program" was completely phased out, and its beneficiaries were incorporated into the Food for Work Program.

B. Food for Work

The Food for Work (FFW) Program is focused on the development of productive and infrastructure improvement projects with groups of needy displaced persons who are not being assisted by other food aid programs and who do not have access to necessary basic infrastructure or services (sewage, potable water, access roads, housing, medical assistance, etc.).

Several types of projects are being carried out under the FFW Program:

- 1) productive projects, such as sesame and bean cultivation, the raising of pigs and chickens, apiculture, home and community gardens, and handicrafts;
- 2) environmental sanitation, such as construction of individual wells, water filters, and sewage and drainage systems;
- 3) infrastructure improvement, including road repairs and housing; and
- 4) basic skills training.

CESAD will work with displaced families who are dispersed in communities and in returnee areas. The selection of areas will be coordinated with the Comision Nacional de Asistencia a la Poblacion Desplazada (CONADES) to prevent duplication of resources.

In April, 1987, CESAD will develop a census of their beneficiaries to obtain the necessary health and socioeconomic information and then develop priority needs which will be addressed through the FFW Program. This census will be cross-checked with the CONADES registry.

The food ration for a family participating in the FFW Program will be approximately 7,185 Calories and 184 grams of protein per family, per day, providing 57% and 79% of the daily calorie and protein requirements; respectively.

32'

This food will be provided through PL 480 Title II (milk, vegetable oil, rice and cornmeal).

As the displaced families participating in the FFW Program achieve an adequate level of income, they will be phased out of the program. The phase-out of the FFW Program in some communities, utilizing the Criteria for Entering, Graduating and Removal from the program (Attachment I), has already been initiated. As the level of beneficiaries is reduced in a community, the vulnerable members of displaced families (children under five years old, pregnant women and lactating mothers who are determined to be at risk or who present health and nutrition problems) will be incorporated into other assistance programs, such as those of the Ministerio de Salud Publica y Asistencia Social (MOH) and Cáritas. CESAD's medical team (financed with their own funds) will work in collaboration with MOH or other institutions to examine these individuals, identify any special needs, and refer those with health and nutritional problems to other ongoing assistance programs.

To achieve rapid reintegration of the displaced into the economy and to avoid permanent dependency on assistance programs, the maximum duration of the FFW Program in any given community will be 12 months. Productive projects will have an average duration of 3 months, thereby allowing more displaced persons within a community to participate. Periodic evaluations of these projects will be carried out to ensure that program goals and objectives are met.

Beneficiaries will be phased out of the Program when they have initiated productive activities that allow them to become self-sufficient and support their families, which can usually be achieved with three months of participation. Periodic evaluation and close monitoring will also enable CESAD to identify and remove beneficiaries from the Program if they are not using the donated foods appropriately, or if they do not fulfill the other requirements established under the program.

Criteria have been established to maximize the opportunities for all displaced persons in the community to participate. The maximum number of work hours per family will be 60 hours per month. Where families have less than 3 active members (qualified adult laborers), the number of hours will be based upon the available number of laborers, calculating 20 hours per individual. No laborer may work more than 20 hours per month.

17

The implementation of the projects includes the following steps:

- 1) Training of groups in the skills required to carry out the project;
- 2) Guidance in forming organizations, such as cooperatives and solidarity groups, as appropriate;
- 3) Assessment for establishing marketing and credit systems; and
- 4) Implementation and evaluation of projects.

By the time the Program has phased out in a given community, it is expected that CESAD will help to establish linkages with other institutions that can provide the displaced credit and technical assistance to sustain and expand their enterprises.

C. Supplemental Feeding Program, Intensive Feeding Program and Nutritional Surveillance

The objective of this program was to protect and improve the nutritional condition of the more vulnerable displaced population: children under five years, pregnant women, malnourished persons, teenage females, convalescents and workers performing heavy manual labor.

Twenty-one nutrition centers (CENA's) were constructed and staffed to provide supplemental feeding and nutrition education to approximately 15,000 persons. As of December 31, 1986, these twenty-one centers were assisting 10,000 beneficiaries per month. The CENAs were constructed through the AID supported Federacion de Cajas de Credito (FEDECCREDITO) Jobs Program.

Evaluations carried out during the fall of 1986 indicated that the nutritional status of the DP population had improved significantly, and in some areas the program could be phased out (Attachment II). AID and CESAD have agreed not to construct additional CENAs and to evaluate those now in operation to determine whether there is a continuing need for this supplemental assistance.

Some of the factors that will be considered in determining the phase out of the supplemental feeding in a community are:

- 1) Malnutrition in children under five years;
- 2) Incidence of diarrhea and respiratory diseases in vulnerable groups;
- 3) Percentage of new born children with adequate weight at birth; and
- 4) Status of living conditions.

(See Attachment III for further information).

As a first step in phasing out the CENA program, CESAD will focus on the nutritional recuperation of "at-risk" members (children, pregnant women and lactating mothers with malnutrition), removing from the program all other beneficiaries (teenage females, workers and convalescents). A food ration will be provided under this program. As these individuals improve their nutritional status they will be incorporated into regular nutritional assistance programs or phased out as appropriate. Emphasis will be given to preventive health activities such as:

- 1) Growth monitoring of children under five years;
- 2) Nutrition education;
- 3) Training of the more vulnerable and needy families in productive work projects; and
- 4) Provision of a food ration to severely malnourished individuals.

In order to develop the above activities, CESAD will coordinate with institutions such as the MOH, the Centro de Apoyo de Lactancia Materna (CALMA), and the Centro Nacional de Tecnologia Agropecuaria (CENTA), and develop a plan to integrate the displaced families into their ongoing assistance programs. The different steps to be developed and the responsibilities of each institution related to the assistance of the "at risk" individuals will be specified in the Action Plan to be developed during April, 1987.

Steps to be followed for phasing-out the Program:

- 1) Carry out a survey of communities to identify individuals who may be incorporated into other ongoing nutritional assistance programs (April, 1987).

- 2) Identify "at-risk" individuals (April, 1987).
- 3) Implementation of a nutritional recuperation program for "at-risk" and malnourished persons (May, 1987).
- 4) Training for mothers and other members of the community in preventive health activities so they can continue to provide assistance to vulnerable groups after the phase-out of the CESAD Program (Initiate in May, 1987).
- 5) Transfer of responsibility for the nutrition education and assistance program to the community or other institution (Initiate in June, 1987).

D. Basic Grains for Displaced Families Returning to Their Place of Origin:

Justification

The majority of the displaced population consists of farmers who have adequate skills in raising crops. To begin assisting those displaced returning home, CESAD will establish a project to provide an agricultural starter package of seeds and fertilizer sufficient to plant 1-2 manzanas (1.7 acres). The project will procure enough of these agricultural supplies to plant up to 2,000 manzanas of land. An estimated 1,500 - 2,000 returnee families will be assisted through this program.

Beneficiaries

Displaced families can participate in this program if they:

- 1) Have returned to their place of origin;
- 2) Are enrolled with a recognized agency assisting returnees which has agreed to provide the necessary follow-up for the proper utilization of resources;
- 3) Are willing to plant on their own land, rented land, or land borrowed from the owner;
- 4) Do not have access to agricultural production credit through a solidarity group or other mechanism;

- 5) Have an adequate amount of land to plant corn or beans;
- 6) Agree that the agricultural supplies will be used for the purpose for which they were intended; and
- 7) Have available the basic tools for tillage, such as sickles and hoes, to start cleaning and planting.

Agreements have been reached for CESAD to make these starter packages available also to World Relief, CONADES and the Comisión Nacional de Restauración de Areas (CONARA) in support of their returnee programs. CESAD will work closely with CONADES in coordinating the delivery and implementation of this program.

The following agricultural supplies are essential to plant 2,000 manzanas of corn and 300 manzanas of beans:

1. Corn seed H5	600 <u>quintales</u>
2. Bean seed	300 <u>quintales</u>
3. Formula 20-20-0 or Formula 16-20-0	4,000 bags of 100 Kg.
4. Ammonium Sulphate	4,000 bags of 100 Kg.
5. Insecticide	2,000 <u>quintales</u>

Agricultural supplies and insecticides will be bought locally.

Once the institutions assisting returnees have determined the number of manzanas to be planted in a region, they will request the necessary agricultural supplies from CESAD. In order to give CESAD enough time to deliver the supplies to the places designated by the authorized agencies, a minimum of seven days of advance notice must be given.

CESAD will send to CONADES a monthly report on transactions and stocks of materials in the CESAD warehouse. CONADES will also include this information in their monthly report to A.I.D.

Technical Assistance

Since the proper planting and care (e.g. use of fertilizer and ammonium sulphate) is necessary to ensure the proper development of the corn and beans provided under this project, adequate technical assistance from each institution will be required during planting and harvesting. CESAD has qualified agriculture personnel and can provide the necessary technical assistance to other institutions. CESAD will not only act as a purchasing and distribution agency, but will also participate in organizing the returnees in the geographic areas under its purview.

31

Follow Up of the Activities

The institutions assisting displaced families in the returnee areas will send a monthly progress report to CONADES.

CONADES will also send to AID a monthly report with a summary of activities by the different institutions.

The following information will be included in the report: number of beneficiaries, area planted, quantity of agricultural supplies used (as a total and by zone), crops harvested, additional costs incurred, and number of beneficiaries that completed the project.

APPROXIMATE DISTRIBUTION BY INSTITUTION

INSTITUTION	% PER INSTITUTION	CORN (QQ)	BEANS (QQ)	FERTILIZER (100 KG)	SULPHATE (100 KG)	PESTICIDE* (QUINTALES)
WORLD RELIEF	35	210	105	1,400	1,400	700
CESAD	30	180	90	1,200	1,200	600
CONADES	35	210	105	1,400	1,400	700
TOTAL	100	600	300	4,000	4,000	2,000*

* To be bought with CESAD's own funds.

ATTACHMENT ICriteria for Participating in Food for Work ProgramA. Criteria for Entering

- 1) Displaced families living in areas without access to basic services (latrines, potable water, medical assistance, roads, housing, etc.).

B. Criteria for Leaving

Families will become ineligible for the FFW program when:

- 1) A member has an income sufficient to cover their essential family expenses; or
- 2) A family member has completed one productive project cycle; or
- 3) A family member or members have initiated productive activities which allow them to obtain sufficient income to maintain their family; or
- 4) A family has fulfilled all requirements (hours of work, participation in training sessions, etc.) and has exhausted the time requirement for participation in the project.

C. Criteria for Removal

- 1) When the beneficiary does not use the donated food in the manner for which it was intended; or
- 2) When members of the beneficiary family do not work the minimum hours established by the program; or
- 3) When the beneficiary family is receiving assistance from another program.

ATTACHMENT IIPhase out of the CENAs

Evaluations have been completed on the operation of the CENA's in the 21 communities shown below. Based on the results, a tentative schedule for phasing out the supplemental feeding program has been developed.

1. March - April, 1987:
 Palo Grande, San Salvador
 Rosario de Mora, San Salvador
 La Sierpe, Chalatenango
2. May - June, 1987
 Totolco, Chalatenango
 Puerto El Triunfo, Usulután
 El Coyolito, Chalatenango
 El Campo, Gotera, Morazán
3. July - August, 1987
 La Palma, Ilobasco, Cabanas
 Los Miranda, Ilobasco, Cabanas
 Las Flores, Jiquilisco, Usulután
 El Calvario, Jiquilisco, Usulután
 San Marcos Lempa, Usulután
 Berlín salida a San Agustín, Usulután
 Berlín salida a Alegría, Usulután
 San Nicolás Lempa, San Vicente
 FENADESAL, San Vicente
 Santa Cruz Porrillo, San Vicente
 El Tiangue, Gotera, Morazán
 Ciudad Barrios, San Miguel
 San Carlos, Gotera, Morazán
 Moncagua, San Miguel
 El Tablón, Chalatenango

The CENAs of Santa Clara, San Vicente; Presa Cerrón Grande, Cabanas and Cantón Potrerillos, Chalatenango have not been opened. Therefore, CESAD will carry out an evaluation to determine if it is still necessary to provide supplemental assistance to the displaced in these areas.

ATTACHMENT IIICriteria for Phase Out of the CENAs:

The following criteria will be used in evaluating CENAs for phase out:

1. A decrease in the levels of moderate and severe malnutrition, or general improvement in the nutritional status of the community.
2. Access to Health Clinics (MOH or other) where other nutritional assistance programs for vulnerable groups exist or participation of the families in Productive and Community Improvement Projects.
3. Less than 80% of the beneficiaries attended during a period of six months.
4. Other criteria:
 - a) 80% of new born children with adequate birth weight.
 - b) Decrease of 50% of the incidence of diarrhea diseases.
 - c) Improvement in the environmental conditions of the community.
 - d) Length of time the Center has been in operation.

FEDECCREDITO
STRATEGY PLAN

(April 1987)

One of the key humanitarian assistance programs for the displaced families is the Jobs Program. With the assistance of ten local Credit Agencies (Cajas) and their umbrella organization, FEDECCREDITO (Federation of Credit Agencies), a large scale temporary employment program has been assisting the displaced population since 1982. The primary objective of the program is to provide a small cash income to the displaced, which will allow them to address needs not met through other assistance. In 1982, AID negotiated agreements with Credit Agencies in the seven departments where the program was initiated. In 1985, FEDECCREDITO entered into an agreement with AID and set up a special unit responsible for implementing the program and overseeing all the Credit Agencies. AID's role changed to overseeing the management of the FEDECCREDITO operation, as well as working with some additional private voluntary organizations on other humanitarian assistance projects for the displaced (see strategies for CESAD, World Relief and Overseas Education Fund).

Salaries are set low in order to prevent individuals from displacing themselves to gain employment on the Jobs Program and competition with other sectors in the community providing employment. The program has been very flexible, and has been able to adapt quickly to the changing needs of the displaced population. The number of displaced persons quickly swelled from 185,000 persons at the initiation of the program in 1982 to a peak of 525,000 in 1984. At the same time the Jobs Program was able to expand to meet the demands of this growing population. In 4 1/2 years the program has implemented over 3,000 community work projects, employed an average of 13,000 - 15,000 displaced persons per month and operated in 10 of the 14 Departments of the country.

Now the program is beginning to focus on the "returnee" movement. In many areas of the country, displaced families are voluntarily returning home to begin their normal lives once again. What began as a trickle

early in 1986 has become more appreciable in 1987. The largest movements appear to coincide with the agricultural planting seasons. Prior to each planting, there is a tendency for more families to return home in hope of being able to reap the rewards of a good planting season and harvest.

The purpose of this paper is to look at FEDECCREDITO's Job Program as it is currently operating and how it may be redirected to include community work projects in the returnee areas.

FEDECCREDITO'S Current Program

Although the Jobs Program, in general, is meeting the objectives it set out to accomplish, there have been some anomalies in the Program since FEDECCREDITO took over the role of implementing agency. These need to be rectified, and AID is working with the special program unit (UCAT) in FEDECCREDITO to resolve these problems.

Some of the Credit Agencies (Cajas) have used the program to benefit a political party. This is done by insisting that all workers join a particular political party, or by showing favoritism to certain individuals because of their political affiliation. The Grant Agreement clearly states that the program is to be kept apolitical and that all displaced families may participate without discrimination. To date, the UCAT has removed one Caja manager and another is under investigation. As the March 1988 elections near, this aspect of the program needs to be carefully monitored.

In some areas, there are reports that non-displaced persons are participating in the program. Steps are underway to complete a census by FEDECCREDITO, to be combined with an earlier census conducted by CONADES, which will help standardize the definition of a displaced person. Stricter criteria will be established for participation in the program by June 1, 1987.

Many of the community work projects have tended to be concentrated near or in the Departmental capital where there is a high concentration of displaced families. However, many of the rural areas, where displaced families are also concentrated, do not always receive the corresponding number of work projects. The above-mentioned census will be used to achieve a better geographic distribution of the projects. At the same time, priority will be given to returnee areas.

Rotation of workers on the work projects is another issue under discussion with FEDECCREDITO. The rotation system allows all displaced families an opportunity for temporary employment. The program is not intended to provide a permanent job, but rather a chance to earn some cash in order to meet the family's needs temporarily.

A Project Implementation Letter is being circulated through the Mission reflecting many of the above mentioned items. A close working relationship between UCAT and AID has already resulted in rectifying some of the problem. However, close monitoring of FEDECCREDITO needs to be maintained, especially as elections approach, in order to keep the program running smoothly.

FEDECCREDITO AND THE RETURNEE AREAS

The FEDECCREDITO Jobs Program will play an important role in the returnee areas. Many families will be returning home after being displaced for 5-7 years. In many areas, the community infrastructure has been destroyed by the effects of the conflict, or has completely deteriorated due to lack of use and maintenance. In any case, these families have an enormous rebuilding task on their hands.

Two PVOs, World Relief and CESAD, have identified some of the communities where displaced families are voluntarily returning. These PVOs will make an initial survey of the community, identifying what state of disrepair, if any, exists. Then the PVOs will alert the local Caja and FEDECCREDITO to areas where they should initiate community work projects. The PVOs will also work with other institutions which have appropriate resources for the community, e.g. the Ministry of Health and the Ministry of Education.

The FEDECCREDITO Jobs Program will have a major impact on rebuilding many of these returnee communities. Although the primary objective of the Jobs Program is to provide the displaced an opportunity for temporary employment, the community works projects will play an important role in rehabilitating the community's infrastructure, such as roads, sanitation and water systems. FEDECCREDITO will also introduce productive projects which will provide skills training in such areas as agriculture, animal husbandry, and carpentry. This will help the displaced become reintegrated into the economy.

45

The Jobs Program will be introduced into areas where displaced families have already returned. It will in no way encourage people to return home nor be involved in the transportation of these displaced to their homes. The returnee movement must be voluntary, i.e. the returnees must decide for themselves that they will be reasonably safe from violence and that they will be able to support themselves.

The Jobs Program in the returnee areas will operate exactly as it does in areas where the displaced families have sought refuge. The design, project approval process and supervision will be identical. The only difference is that FEDECCREDITO will coordinate its activities in these communities with other institutions to gain the maximum benefit from the resources, both private and governmental, which are available for this population.

WORLD RELIEF

STRATEGY PLAN

(April 1987)

Objective: Assist returning displaced families to meet minimum living standards within six months after they return to their homes of origin.

Strategy: The strategy will be to use existing resources and institutions to provide the essential services and infrastructure requirements which will facilitate the re-establishment of displaced persons in their communities. These services will be designed to serve as the "first impact" assistance.

I. Returnee Program

A. Identification of Returnee Areas

Using a combination of information sources, i.e. CONADES, CONARA, World Relief, CESAD, mayors, and local commanders, lists of areas and number of families are currently being developed for the departments where the greatest concentrations of returnees are located. Local commanders have been briefed, most mayors are aware of the program, and the Cajas de Credito have also been actively identifying returnee areas. Once this initial information has been collected, implementation zones will be delineated by CONADES and the implementing institution notified in order to initiate activities.

B. Initial Response

Using the experience gained by World Relief in the Suchitoto area, coordination meetings will be held to develop the first work projects. AID and World Relief are developing a standardized information check list for returnee communities, which will be used for all communities identified. The check list will assess six to eight key needs, e.g. schools and potable water, describe their present status, and propose the implementing agency for any needed repairs or installation and the approximate cost. In general,

the first work projects will be clean-up, environmental sanitation, access roads and latrines. Returnee beneficiaries will be informed from the outset of the work projects that each individual will have the opportunity to work for up to six months; no employment will be provided after that time. Jobs will be provided under the FEDECCREDITO Jobs Component (See FEDECCREDITO Strategy Section).

It will be crucial at this stage that minimum security requirements have been established. In addition, local mayors will be consulted in order to determine that the returnees are or were legitimate residents of the area.

C. Implementation and Responsibilities

World Relief is presently working in the Departments of Cuscatlan and San Vicente (northern part), and is proposing to work in Morazan and San Miguel. Local residents contracted as social promoters have proven to be an effective liaison between for the returnees and the various insitutions that can or will provide basic services. World Relief's staff has been increased to 10 promoters, and more may be required to implement this program. The geographical distribution of the promoters will be determined at a future date based on the location of the returnees.

World Relief's budget will be reprogrammed to allow the institution greater flexibility to provide minimum shelter and other initial needs which can not be rapidly provided by other appropriate institutions. However, all efforts will be made to provide governmental services through the appropriate ministries or institutions. A high priority among the essential services will be the provision of teachers and the repair or building of the local school.

D. First Agricultural Cycle

Returnee families will be helped to plant their first agricultural crops. Efforts will be made to provide credit and supplies through existing institutions, i.e. FEDECCREDITO and the Banco de Fomento Agropecuario to solidarity groups. However, both World Relief and CESAD will be authorized to provide a one-time donation of seeds and fertilizer sufficient to plant up to two manzanas of land. Appropriate technical assistance will be provided by the implementing agencies. Corn seed for this program is being purchased under the CESAD Cooperative

Agreement. The cost of this program will not exceed \$150/family. An additional fund, not to exceed \$400/family, will be authorized for any emergency needs identified by the institution, e.g. roofing. Therefore, the total amount of all donations will not exceed \$550/family.

Recent visits to all Departments with large concentrations of displaced families have revealed that resettlement on Phase I agricultural reform farms is also an increasingly viable option. This is especially true in the Departments of Morazán and Usulután. Negotiations with actual ISTA (Instituto Salvadoreño de Transformación Agraria) cooperative members have shown a new willingness to accept additional members in the cooperatives. Where formal agreement between the displaced and the cooperative members can be obtained, World Relief will be authorized to provide technical assistance for small agricultural projects to both groups. However, resettlement activities for the displaced will have a lower priority than assisting the returnee movement.

E. Public Infrastructure

World Relief will coordinate additional infrastructure activities where appropriate. All construction activities that cannot be undertaken by the Jobs Component will be coordinated with the appropriate GOES institution. For the implementation of these activities, CONARA, including the Municipalities in Action program, will play a key role. It will be crucial to re-establish services that existed prior to the abandonment of the area as quickly as possible. Each area will be evaluated on a case-by-case basis, and projects will be prioritized by consulting the residents of the areas.

PROJECT HOPE STRATEGY PLAN

Curative and Preventive Health

(April, 1987)

BACKGROUND

In August, 1984, the Amendment to Project 519-0281, Health and Jobs for Displaced Families, provided for a Cooperative Agreement with Project Hope in order to expand the health services available to the displaced population in the camps and in certain agricultural cooperatives formed under Phase I of the Agrarian Reform. Under this agreement, Project Hope now provides services to over 29,000 individuals. It has equipped, staffed, and supplied some 83 dispensaries, of which 61 serve DP camps, and 22 serve agricultural cooperatives. A total of 178 persons are employed, including 58 auxiliary nurses, 69 community aides, 6 nurse supervisors, and administrative and logistical support staff.

The services offered by the auxiliary nurses in the dispensaries include immunization, oral rehydration, and basic treatment of the more common illnesses, such as diarrheas, upper respiratory infections, conjunctivitis, and infections of the skin. The main functions of the community aides are health education, follow-up, and referral, which they carry out through home visits.

Within the dispensary system, Project Hope has instituted an epidemiological surveillance or "early warning" system based on reporting of symptom sets. This system is appropriate for auxiliary personnel because it does not require that they make diagnoses. The occurrence of certain symptom sets alerts Project Hope's doctors and nurses to the possibility of an outbreak of a dangerous communicable disease. They can then investigate the actual cause of the symptoms and undertake the appropriate treatment and control measures as necessary to prevent an epidemic.

Recognizing the need to improve the environmental health conditions in which the DPs live, Project Hope has also developed a small vector control program aimed at controlling the spread of diseases borne by flying insects. Two spray trucks are operated by teams which

50

fumigate the DP camps and agricultural cooperatives periodically to reduce the levels of mosquitos, flies, and other insects. The Ministry of Public Health and Social Assistance (MOH) Malaria Service was involved in the design of Project Hope's vector control program and trained its sprayers in the proper application and handling of the insecticides. There has been continued coordination and collaboration between the two programs. For example, the Malaria Service has also trained the nurse auxiliaries in the dispensaries to provide the basic services provided by volunteer collaborators in the nationwide malaria control program, namely presumptive treatment and the taking of blood smears for diagnosis by the Malaria Service.

TRANSFER OF RESPONSIBILITY

As the displaced families are reintegrated into their host communities or return to their communities of origin, the need for this special service system will diminish. The GOES has determined that the displaced population should be reintegrated into the existing service systems, including health. In late 1986, USAID/El Salvador began discussions with Project Hope and with the MOH concerning a gradual transfer of responsibility for the provision of health services for the displaced population. All parties agree in principle that dispensaries which are very close to comparable or better MOH facilities should be closed and that those which provide services otherwise unavailable should be transferred to the MOH.

Certain issues remain to be worked out in detail. Project Hope is concerned that a "residual" displaced population will remain beyond the planned Project extension. The MOH is concerned about the additional resources required to operate the dispensaries when they are transferred. For example, the Ministry may not be able to obtain a sufficient number of new positions to absorb the current staff of these dispensaries. Many of the auxiliary nurses were detailed to Project Hope from the MOH (on leave of absence), and will be returning to MOH when their leave expires. However, their salaries under contract to Project Hope are about 40% higher than they will be under the MOH.

Project Hope has already taken certain steps to bridge the gap on the personnel issue, as well as to better prepare communities for the transition. First, it plans to provide additional training to the auxiliary nurses and community aides to bring them up to date, particularly in areas in which their MOH counterparts have had additional training through the Child Survival and Rural Health

(PROSAR) Programs. This training is being coordinated with regional level MOH personnel. AID has also approved Project Hope's request to train the empirical midwives among the DPs, as the MOH has done in other communities. Finally, Project Hope has proposed a list of 23 dispensaries for immediate closure (Attachment I) because of their proximity to MOH facilities. Additional facilities will be identified for closure based on criteria to be mutually agreed upon by the MOH, Project HOPE and AID.

Project Hope is preparing a detailed plan for the extension period which reaffirms the basic goal and objectives of the agreement with respect to the "residual" displaced population, and which incorporates a new objective: to plan and conduct an orderly transfer of responsibility to the MOH and to the agricultural cooperatives for the operation and supervision of the dispensaries and other services now provided by Project Hope. Project Hope has presented to AID a draft list of criteria for the evaluation of the remaining dispensaries to determine which will be closed and which will be transferred. The proposed criteria include accessibility (in terms of time and availability of transport as well as distance), sanitary conditions in the community and major causes of morbidity versus the services provided by the nearest MOH facility, present utilization of the dispensaries by the target population, and, in the case of the cooperatives, organizational and financial capacity to support the facility.

The next step is to involve the MOH in the further development of the criteria as well as in the evaluation itself. This is critical if the MOH is to accept and support the results of the evaluation. Furthermore, most of the Project Hope dispensaries are located in marginal urban areas. As the DPs are reintegrated into these poor and underserved areas, it is essential that services are provided to the whole community in the context of a coherent strategy for the health services in marginal urban areas. The MOH is responsible for providing health services to these areas and must begin to develop such a strategy. Although there will be some special criteria for evaluation of the cooperative dispensaries, the MOH should also be involved in the evaluation of these facilities, because it is expected that the MOH will provide technical supervision to the cooperative dispensaries. To formalize and initiate the detailed evaluation process, AID will write to the MOH, not later than April 25, requesting the designation of an MOH coordinator for the evaluation.

The evaluation will result in a timetable for closure and transfer of the dispensaries, such as the preliminary table attached (Table 1). Taken together with the data assembled for the evaluation, this information will enable the MOH and Project Hope to develop a Master Plan for the transfer of facilities and personnel, including budgets for start-up and recurrent costs. AID will negotiate with the Ministry of Planning/SETEFE for PL480 or ESF local currency to cover start-up costs. Recurrent costs must be borne by the MOH. The Master Plan will also be used by AID in reviewing Project Hope's proposal for the extension period and finalizing an extension of the Cooperative Agreement.

With respect to the epidemiological system, the MOH plans to test and adapt the symptom set methodology for use by the community aides in the PROSAR program this year. Project Hope's Director of Epidemiology is already working with the MOH to carry out this test. At the same time, the overall MOH epidemiology and management information systems are being strengthened through the Health Systems Vitalization (519-0291) and Health Systems Support (519-0308) Projects.

The transfer of responsibility for the vector control program to the MOH will be relatively simple due to the history of close collaboration between Project Hope and the MOH Malaria Service. The Malaria Program already has teams in all of the Departments currently covered by the Project Hope Vector Control Program. The evaluation of the dispensaries described above should provide information on the importance of flying insect vector borne diseases in these communities, general sanitary conditions, and control activities now carried out by Project Hope, so that the transfer plan can be worked out in detail by May 31, 1987.

- 53

TABLE I
PRELIMINARY ESTIMATE OF
TRANSFER AND CLOSURE OF PROJECT HOPE DISPENSARIES

	<u>Year 1</u>	<u>Year 2</u>	<u>TOTAL</u>
<u>COOPERATIVES</u>			
Transferred to MOH	10	11	21
HOPE Operated	11	0	0
<u>CAMPS</u>			
Closed	12	12	24
Transfer	14	24	38
HOPE Operated	36	0	<u>0</u>
T O T A L			83

- 54 -

ATTACHMENT I

**PROJECT HOPE/EL SALVADOR
DISPENSARIES TO BE CLOSED**

PROJECT HOPE/ES	DEPARTMENT	MUNICIPALITY	DISTANCE IN KM. FROM MOH	MOH FACILITY
Hda. Santo Tomas	La Paz	San Luis Talpa	7	P.S. San Luis Talpa
Hda. Las Mariposas	Cuscatlán	Suchitoto	3	U.S. Aguilares
El Tránsito	San Salvador	San Marcos	1/2	U.S. San Marcos
El Pepeto	San Salvador	San Marcos	1/2	U.S. San Marcos
Palo Grande	San Salvador	Rosario de Mora	1	U.S. Rosario de Mora
San Isidro	San Salvador	Soyapango	1/2	U.S. Soyapango
La Sierpe	Chalatenango	Chalatenango	1/4	Hospital Chalatenango
Totalco	Chalatenango	Chalatenango	1/2	Hospital Chalatenango
Ave. El Paisnal	San Salvador	Aguilares	1	U.S. Aguilares
Com. El Salvador	San Salvador	Ilopango	5	C.S. San Bartolo
22 de Abril N.	San Salvador	Soyapango	1/2	U.S. Amatepec
22 de Abril S.	San Salvador	Soyapango	1/2	U.S. Amatepec
ADESCO F. 1-2	San Salvador	Ilopango	2	C.S. San Bartolo
ADESCO F. 3-4	San Salvador	Ilopango	2	C.S. San Bartolo
FENADESAL				
San Martín	San Salvador	San Martin	2	U.S. San Martín
La Virgen	Cuscatlán	San José Guayabal	1/2	U.S. San José Guayabal
Aguacayo	Cuscatlán	ditto	1/2	ditto
San Agustín	Cuscatlán	ditto	1/2	ditto
Agua Caliente	Cuscatlán	ditto	1/2	ditto
La Palma	Cabanas	Ilopango	1	U.S. Ilobasco
El Siete	Cabanas	Ilobasco	1	U.S. Ilobasco
San Rafael	Cabanas	Ilobasco	3/4	U.S. Ilobasco
Barrio El Calvario	Cabanas	Tejutepeque	2	U.S. Ilobasco

CONADES
STRATEGY PLAN
(April 1987)

CONADES (National Committee Assisting the Displaced in El Salvador) was set up in 1980 to serve as the coordinating entity for the GOES on matters relating to services to the displaced population. However, their principal role soon became the distribution of food, with little effort made to coordinate other services. In 1982, the CONADES expanded its program with AID funding to include preventive and curative health care and employed a team of doctors and nurses which visited the displaced in their homes. Finally, CONADES has attempted to monitor the numbers of displaced in El Salvador. In 1986, an AID funded technical assistance (TA) team began to work with CONADES on the establishment of a computerized list of registered displaced persons. This TA is also working with CONADES to improve the management of their assistance programs to the displaced by providing logistical, financial, management and database development training and orientation.

During the last half of 1986 and early 1987, CONADES took the first steps to convert its major program objectives from direct delivery of Title II food rations (maintenance) to a program that would assist displaced persons (DPs) in moving toward economic and social reintegration through Food for Work (FFW) programs. A recent displaced persons field census has enabled CONADES to develop a database to assist managers in designing, implementing and evaluating FFW programs.

I. Food for Work

In March of 1987, CONADES began implementing a phase-over to Food for Work Programs.

The basic objective of phasing over to FFW programs in 1987/88 is to move the displaced population out of "hand-out" programs and into productive programs which will help stimulate the reintegration of the displaced into the economy, while at the same time provide for community rehabilitation. However, FFW programs require more effective organization at the community level and at the institutional level (CONADES). These programs will

56

require the development of additional administrative and operational guidelines during 1986, such as new systems for monitoring sub-project implementation and finances. These changes will require timely inputs of technical assistance, including training seminars for CONADES personnel. The preparation of the FFW program design guidelines is the first step in assisting CONADES to plan and implement effective FFW programs. Training of the staff to use the guidelines and in the operation of FFW activities is planned for May.

A limiting factor in the transition to FFW is CONADES' lack of experience with FFW programs and the need to implement this program on a nation-wide basis in a relatively short time span due to WFP requirements (most CONADES food, including Title II food, comes from the WFP). Through the assistance of other PVOs and weekly returnee coordination meetings with other institutions, CONADES will be helped in identifying communities, and in designing and implementing FFW projects.

II. Census of Displaced Population

AID has financed a technical assistance team to help CONADES with the design and implementation of a displaced population census of those who are receiving assistance from CONADES. The initial field work has been completed and the data has been entered into computers. One of CONADES' priorities is to review these lists to verify that only bonafide displaced persons are included.

The displaced persons list will be used to identify individuals who are eligible for assistance and to eliminate those who are not, so that services and resources can be better directed to the intended beneficiaries.

The criteria that will be used for dropping beneficiaries from the CONADES census list are:

- a) Those displaced with net assets in excess of Colones 5,000 (US\$ 1,000).
- b) Those who are receiving assistance from other programs and should not be receiving duplicate assistance from CONADES.
- c) Those who were not displaced as a result of the conflict.
- d) Those who have successfully reintegrated into the economy through Productive Projects.

e) Those who have returned to their original homes or have permanently resettled in new areas for more than six months.

The use of the census in the displaced program will enable CONADES to carry out its coordinating role more effectively. The database has the capacity to identify each person, each family, and each distribution point. There is now a centralized distribution list that the CONADES management can use in its decision-making process.

The AID technical assistance effort will, in the short term, help CONADES develop its capacity to implement projects which will help the displaced become reintegrated into the economy, either where they have resettled permanently or in their original home sites. In the long term, the TA will improve the overall management capability of the institution to administer development projects for the displaced, which will be a valuable asset in the projected merger of CONADES and DIDECO.

III. Accounting and Transportation Management

The AID funded technical assistance team is also helping CONADES improve and streamline its accounting and transportation/delivery systems to provide better controls and accountability for resources.

First of all, CONADES needs to improve its planning and budget control systems. The AID TA has been assisting them in computerizing this system, which will help in the management of financial accounts. The TA is also helping them in the development and implementation of an accounting systems manual for working with Title I local currency generations and GOES budget funds.

One of the recommendations is to shift the daily accounting management from the General Manager to the Deputy General Manager. This will allow the General Manager more time to run the general operations of this institution and to pay more attention to the implementation of projects and coordination with other organizations. A final recommendation related to accounting management is to establish better coordination with SETEFE, especially with regard to communication and reporting. Poor working relations with SETEFE are currently handicapping CONADES' operations due to the fact that it is unable to get its Action Plans approved and access operating funds for the projects.

With respect to improving the transportation and delivery systems, a computerized transportation model has already been designed by the TA, but yet not put into full operation. This system will establish routes and delivery schedules for food, which will help to control transportation costs, as well as make the delivery of food commodities more timely.

Another step being taken to reduce the loss of resources has been to develop a better tracking system from port of entry to the end user. Documentation and control systems are now being developed.

In addition, CONADES management has made a decision to standardize the ration and to pre-package food for a family of five at the CONADES warehouses, before the commodities are delivered to the field. A pre-package pilot project description and a cost feasibility study have been prepared. CONADES will adjust the design of the pre-package system based on the results of the pilot project. Displaced persons will be employed to package these materials.

IV. CONADES' Coordination Role with Other Institutions

Efficient, effective management of the returnee movement is fundamental to the GOES economic reintegration policy and AID's concern to end the displaced persons' dependency on hand-out assistance. The major problem encountered to date has been identifying potential and actual returnees, their locations, and likely destinations.

The principal organizations working with displaced in returnee and permanent resettlement areas (CESAD, FEDECCREDITO, World Relief, CONARA, and CONADES) have begun to hold weekly coordination meetings. The purpose of these meetings is to identify areas where the displaced are voluntarily returning and to initiate assistance projects in these areas. Preliminary surveys of the community's infrastructure (housing, schools, water systems, roads, etc.) are made to identify immediate problems and needs. Project priorities and available institutional resources are identified and coordinated at these meetings. CONADES should begin to assume the role of coordinator at these steering committee meetings.

In February 1987, CONADES held two National Congresses on Displaced Persons. These were attended by almost all GOES and private agencies with feeding programs in El

Salvador (approximately 40). A consensus was reached on the following feeding/institutional policies:

1. Dole feeding programs for displaced persons would be phased out during 1987-88 and replaced by FFW programs.
2. The fundamental purpose of these FFW programs is to economically reintegrate the displaced into El Salvador's productive sectors and generate community/beneficiaries improvements that lead to job generation and economic reintegration.
3. The role of CONADES/Vice-Ministry of Social Development (Ministry of Interior) as the general policy and coordinating agency for all displaced programs in El Salvador was reaffirmed.
4. Standardized systems of coordination and communication between program agencies at the national and end user distribution levels should be established.
5. "Displaced Persons" should be defined with a standardized set of characteristics used by all agencies assisting the target group.
6. Institutional lists of beneficiaries should be compared to avoid duplication.
7. Specific program content and geographic distribution information should be provided to CONADES to facilitate coordination and optimal use of resources.

A centralized database will be expanded to include other USAID programs, such as FEDECCREDITO, CESAD, CONARA, and World Relief programs. The Ministry of Interior will have the capacity to update the centralized list of all beneficiaries receiving food from PL-480 sources. The result of this expanded capacity is a concomitant increase in CONADES' level of responsibility and authority. World Relief's returnees and the other organizations' beneficiaries will be included in the database initially. This will also initiate the institutionalization of CONADES' role as coordinator and GOES management of the returnee movement. The specific identification of returnees by the census and their present location will enable the GOES to target needed program assistance to the returnee areas. Since specific families are identified, it will be possible to track their reintegration into the economy and their graduation

from the DP census list on specific criteria, such as time limits for assistance to DPs. The expanded capacity of the displaced persons database will also provide GOES project management with a basis for identifying, with greater precision, the individuals listed as displaced by the GOES, and the ability to monitor the establishment of resettlement sites, the returnee movement, and changes in population distribution.

The assignment of vulnerable groups to appropriate programs is essential in transferring families from the CONADES list to ongoing assistance programs for the needy and destitute. Without the capability to assign these vulnerable groups to other programs, project management will not be able to ensure the effective and humane implementation of this initiative.

V. DIDECO and CONADES

CONADES and DIDECO are both under the Vice-Ministry of Social Development. CONADES addresses the needs of the displaced and DIDECO the needs of marginal communities in rural and urban areas. Both have Title II Programs.

As the displaced population becomes integrated into communities, it will become difficult to distinguish from the DIDECO target population. There will be significant duplication of programs within a single Ministry, and this duplication will result in significant under-utilization of GOES and USAID resources. The AID strategy is to support the GOES plan to merge DIDECO and CONADES in early 1988.

In reinforcing CONADES as the coordinating GOES agent, the mid term strategy is to create within the Ministry of Interior, through the eventual merger of CONADES and DIDECO, a single community development entity. This will avoid future duplication of effort and unify the implementation of Food for Work community development programs by both entities. Inherent in this concept is the utilization of the beneficiary database and expansion into a comprehensive development program management system, institutionalized within the Ministry of Interior.

OVERSEAS EDUCATION FUND

STRATEGY PLAN

(April 1987)

In August 1985, AID signed an agreement with the Overseas Education Fund (OEF) to assist displaced women in micro-enterprise projects in the San Vicente area. OEF has established a loan fund from which the women, in groups of 10-15, are able to secure loans from a local bank in the San Vicente. OEF provides training and orientation to these displaced groups in areas such as business management and marketing. Technical assistance in project specific areas, such as animal husbandry, nutrition, and baking, is provided by the OEF personnel with occasional assistance from government agencies.

This integrated project provides training, credit, and technical assistance to displaced women to accomplish the following objectives:

- a) increase the income of displaced women,
- b) increase employment opportunities for displaced women,
- c) increase women's access to capital and credit,
- d) develop replicable models for enterprise development programs to be carried out in other parts of El Salvador
- e) strengthen the institutional and technical assistance capabilities of OEF and collaborating institutions, and
- f) increase opportunities for supportive community services such as day care and literacy.

Five groups of women have been organized and trained by OEF. Each group is working on a different micro-enterprise pilot project. These include establishment of:

- a) a pig raising enterprise,
- b) a dairy,
- c) a pupuseria (a pupusa is a meat, cheese or bean filled tortilla-like pie),