

PROGRAM

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FROM -

ROCAP/Guatemala

SUBJECT -

NONCAPITAL PROJECT PAPER (PROP)

REFERENCE -

TOCAP A-11

Project Title:

Health and Demographic Studies

Activity Title:

Population/Family Planning

Project No.:

596-15-590-023.2

Submission date:

(April 1, 1970)

U.S. Obligation Span: FY 66 through FY 73

Gross life-of-project financial requirements:

US\$ 1,161,000.

U.S. Owned Currency.....

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Cooperating Country Cash Contribution.....

325,000.

Other Donor Funds.....

350,000.

Total.....

\$ 1,836,000.

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A. SUMMARY DESCRIPTION

The overall objectives of this project are twofold: (1) greater regional coordination and integration of Central American public sector health services as a means of supporting the overall integration effort in Central America and as a means of helping the participating countries obtain a higher level of health service at lower cost; and (2) the development of regional mechanisms to study demographic problems and carry out activities for their alleviation, including training and media for mass education in responsible family formation. These goals will continue to be

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sought through the Council of Public Health (composed of the Central American and Panamanian Ministers of Public Health) and ODECA (Organization of Central American States) Department of Health, which is the Council's Executive Secretariat.

U.S. inputs, through planned project termination in FY 1973, will focus on (1) the development of the ODECA Department of Health as a continuing institution involved not only in policy but in services to the health agencies of the ODECA member countries, (2) mass education in maternal and child health, including family planning, and (3) a continuing regional capability in professional and leader training in demography and family planning. U.S. inputs will involve grant technical and financial assistance.

D. BACKGROUND/PROGRESS TO DATE (Also see summary, beginning page 10)

ODECA

Progress to date in ROCAP activities with ODECA which began in FY 66 consists of: (1) the establishment of the Regional Council of Public Health and the Office for Regional Coordination of Health Programs elevated to a Department of Health serving as the Executive Secretariat of the Council; (2) preparation of proposed rules and regulations for the Council (which were adopted in the first meeting in June 1967); (3) the appointment of a Director and employment of three other national personnel; (4) arrangements for meetings of the Council of Public Health and publication of pertinent reports; (5) completion and distribution of five monographs on the population problem (education, health, food, housing and clothing) and completion of manuscripts for two other monographs on employment and human ecology; (6) organization of special meetings and implementation of pertinent studies by special CA/P commissions for regional coordination of health and demographic programs; (7) initiation of a regional mass education program on maternal and child health and conscientious responsible parenthood; (8) organization of a Regional Information Service on Health and Population and (9) development of plans for regional mass immunization programs. ROCAP's assistance through projects with ODECA consisted of staff support, basic office equipment, travel and support for the series of monographs on population, special studies and a mass education program. ODECA's contribution to the Department was \$10,000. annually for staff salary support and administrative costs.

The Salvadoran Demographic Society in cooperation with the medical school, University of El Salvador, with ROCAP and Population Council assistance, provided 41 intensive 6-day training courses on population dynamics, reproductive physiology and family planning during the period July 1967 through June 1969. A total of 902 persons from the CA/P region, consisting of physicians, nurses, social workers, nurse aids, labor union officials, extension agents, clergymen, and school teachers, received training. This training program has an excellent reputation throughout the region and has had substantial influence on the acceptance of family planning in national health programs and has prepared personnel to staff national family planning clinics. It also has assisted the CA/P countries in the establishment of national training programs.

The Central American Institute for Population and Family (ICAPF) was established, with ROCAP assistance, within the Central American Institute for Economic and Social Development (IDESAC), a private organization with chapters in the CA/P countries. ICAPF published a series of four monographs on demographic growth and agriculture, economy/

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health and education in CA/P which clearly pointed out the adverse effects of rapid population growth and the importance of slowing down such growth. ICAFF also completed and published two KAP type studies made in Guatemala, which revealed valuable data on existing concepts and practices relating to fertility control. IDEAC and its chapters also used their influence to support and promote family planning programs in the region. The publications of ICAFF were widely distributed to national leaders and influential persons and are very valuable in generating support for family planning programs.

The Family Welfare Association, Guatemala developed data recording forms for admission and follow-up of patients in family planning clinics. These forms were approved by all family planning organizations in the region. Fifty-thousand copies were printed and sent to the national organizations, where they are being used. Plans for the tabulation and analysis of data have been developed.

Universidad del Valle, Guatemala. The University, with ROCAP assistance, organized and held the First Regional Seminar on the Teaching of Sex Education in Schools. A total of 19 persons from CA/P, Colombia, Mexico and the U.S. attended representing the Ministries of Education and Health and the private national and international agencies. Conclusions and recommendations were agreed upon for the promotion of such educational courses in the schools in CA/P.

Regional Meetings

ROCAP sponsored 13 regional meetings involving officials of national, regional and international organizations for the planning and implementation of coordinated family planning clinics in the region. Also, ROCAP prepared 2 annual reports on population activities in the region, which were distributed to pertinent organizations and individuals.

STRATEGY

The strategy for this project, which is similar to the strategy for all ODECA projects, involves the following two aspects: (1) helping ODECA to increase its efficiency in implementing programs requested by the Ministers of Public Health, so that the CA/P Governments will be encouraged to use the regional mechanism and give greater support to ODECA; (2) working to reduce budget support to the ODECA activities that ROCAP is supporting in the health field.

Our plan is to continue financial and technical support to ODECA during the formative years of its Department of Health and its program development. By the end of FY 1972, we anticipate that the respective national governments, through their Ministries of Public Health, will assume the major support for the Department. Technical and some financial assistance will be continued by ROCAP through FY-72 for reduced staff support and for priority program activities. In this manner, ROCAP plans to "institutionalize" within a regional body the capacity to deal effectively with health and demographic problems, which can efficiently utilize and coordinate resources and activities of national, international and other regional organizations. Our financial (staff or budget) support is crucial to the strategy in order to fill the gap between resources available to ODECA and responsibilities charged to it, particularly during the current crisis period when the member countries, for over-riding political reasons, are not

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providing full support to ODECA. Insofar as it is feasible staff budget support during the remainder of this project will be provided for ODECA permanent core personnel only. Contracts will be used for other staff services.

There is no conflict with other country programs of the USAID Missions. Rather these programs would readily form components of the regionally coordinated programs as in the present case of the malaria eradication program.

In support of strategy aspect # 1, projects in population now being handled directly with organizations other than ODECA are being terminated. Beginning with Project Agreements for FY 1970, population projects formerly handled directly will be included as elements in the Project Agreement with ODECA. The object of this planned programming change is to give ODECA a chance to develop greater competence and coordinating experience, and to increase ODECA's prestige. (This policy is based, however, on the assumption that the Central American countries, by December 31, 1970 will demonstrate a willingness to provide an adequate level of support to ODECA beginning in 1971. If this assumption proves invalid BOCAP will re-consider the method of implementation and the level of support to all ODECA activities).

D. PROJECT TARGETS

Under strategy aspect # 1 above, priority project targets are the following:

- (1) continued development of a regional mass education program on maternal and child health and conscientious responsible parenthood (by the end of FY-71);
- (2) expansion of the already existing Regional Information Center on Health and Population (by the end of FY-71);
- (3) development and implementation of a regional program for uniform collection, analysis and use of health and demographic statistics (by the end of FY-71);
- (4) development of regionally coordinated training courses for population personnel (by the end of FY-71);
- (5) establishment of uniform standards for the diagnosis and treatment of communicable disease (by the end of 1971);
- (6) studies on population dynamics (during 70 and 71);
- (7) organization of pertinent regional meetings on population/family planning; and
- (8) coordination of all national and international resources in regional approaches to health and demographic problems (by project termination in FY-73).

Under strategy aspect # 2 above, BOCAP's target is to reduce staff support for ODECA personnel progressively during 1971 and 1972. The method for achieving this goal will be to work for an increased financial contribution for ODECA staff support costs by the Ministers of Public Health of CA/P. By 1973, BOCAP plans no staff support for the Project, except for contract services for special studies. The degree to which this goal can be realized, and the rapidity with which it can be approached, depend to an extent on factors in the future development of the Central American integration movement that are not at present completely clear.

The statement of project target given above does not mean that ROCAP plans to take itself completely out of the population field by 1973. It is anticipated that ROCAP may determine to support other worthwhile activities in the population field between now and 1973. In this case, these activities would be separately presented and justified, and individual ROCAP's covering them would be prepared.

FY 70

A project agreement will be negotiated with ODECA, including technical and economic assistance to the Department of Health as the Executive Secretariat of the CA/P Council of Public Health, and in carrying out the following activities: (a) expansion of regional maternal and child health programs, including family planning and responsible parenthood, expansion of the existing regional health and demographic information center and the regional mass educational program on maternal and child health and family planning (estimated cost \$115,000); (b) establishment of a statistical program to regionally standardize, coordinate and utilize vital, demographic and health statistics (estimated cost \$45,000); (c) support for regional training programs in population/family planning and cytology (estimated cost \$35,000) and special studies and regional seminars relating to demographic and health problems (estimated cost \$20,000). Total estimated cost \$215,000.

The Council of Public Health has established special regional commissions in specific areas of public health and demography to study and recommend actions for regional coordination and collaboration. Periodic meetings of these commissions will be organized by the Council's Executive Secretariat in ODECA and reports of findings and recommendations will be prepared and distributed. Follow-up of actions to be taken will be initiated.

The Regional Information Center on Health and Population will be expanded to acquire and disseminate pertinent information on demographic and health subjects.

The mass education program on maternal and child health and family planning will be expanded and will include emphasis on responsible conscientious parenthood. Base-line studies on the impact of this mass educational program will be carried out in selected areas in the region. The first phase of this program has been implemented in the region using radio, T.V., theaters, posters and other printed materials. An information specialist and practical consultants services of experts will be employed.

A statistical program will be initiated to develop uniform systems for the gathering, tabulation, analysis and use of vital, demographic and health statistics. A statistician will be employed by ODECA and assistance provided to the CA countries to implement the program.

Support will be provided through ODECA to the Salvadoran Demographic Society to give special courses on population/family planning for influential lay leader groups from the CA/P region.

Support will be provided through ODECA to the Roosevelt Hospital, Guatemala to establish a regional training program for technicians in cytology to staff the national laboratories performing Papanicolaou tests for family planning clinics.

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Special studies and regional seminars will be held, with ROCAP assistance, on specific subjects relating to family planning, and health programs such as the teaching of sex education in schools, family planning in maternal and child health programs, mass communications techniques and others.

Coordination Costs

Approximately \$45,000. will be required in FY-70 to cover the cost of ROCAP's Health and Population Advisor, secretarial services, travel and miscellaneous support costs.

For FY 71

A project agreement will be negotiated with ODECA which will include but not be limited to: (1) technical and economic assistance to the Department of Health to function as the Executive Secretariat of the CA/P Council of Public Health. This will include staff support, travel, some commodities, printing and publications and consultant services. Estimated cost \$40,000.; (2) support for continuation and expansion of the regional mass education program in maternal and child health and family planning which will include a small staff, commodities, printing, regional travel and contractual services of communications experts. Estimated cost \$80,000.; (3) continuation of the Regional Information Center on Health and Population which will include staff support, purchase of audiovisual materials and publications, communications, etc. Estimated cost \$15,000.; (4) continuation of the statistical program to develop systems for uniform gathering, tabulation, analysis and use of vital, demographic and health statistics which will include a small staff, travel, commodities and assistance to the CA countries to implement the program. Estimated cost \$40,000.; (5) continued support to the Salvadoran Demographic Society to give special courses on population/family planning for special lay groups. Estimated cost \$10,000.; (6) support for continuation of regional training of technicians in cytology at the Roosevelt Hospital. Estimated cost \$15,000. and (7) special studies and regional seminars on health and population. This will involve contractual services, travel, printing and some commodities. Estimated cost \$30,000. Total estimated cost \$220,000.

Coordination Costs

Approximately \$50,000. will be required in FY 71 to cover the cost of ROCAP's Health and Population Advisor, secretarial services, travel and miscellaneous support costs.

For FY 72 and FY 73

A project agreement will be negotiated with ODECA during the years FY 72 through FY 73 to provide specialized technical assistance and support for specific studies and surveys relating to population and health and for regional training programs related to family planning and maternal and child health. Estimated cost for the two years \$180,000. It is anticipated that the annual contribution of the governments through ODECA will gradually rise to about \$75,000. by the end of FY 73, which should be adequate to support a fully efficient staff to serve as the focal point for regional coordination, planning and implementation of programs to confront common health and population problems. Assistance from international agencies including AID will be necessary to support special studies and priority problems to develop ways to confront them on a regional basis. It is anticipated

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ipated that grants by U.S. Foundations and other international agencies will be made to ODECA for special regional programs and studies in population and health.

Progress in the above and other related activities by the ODECA Department of Health and Ministries of Public Health will be a condition of further ROCAP assistance.

Coordination Costs

Approximately \$50,000. will be required in each of YY 72 & 73 to cover the cost of ROCAP's Health and Population Advisor, secretarial services, travel and miscellaneous support costs.

TABLE 1
COUNTRY

NON CAPITAL PROJECT FUNDING (OBLIGATIONS IN \$000)

Project Title: Health and Demographic Studies

Fiscal Years	AP	L/G	Total	Cont ^{1/}	Personnel Serv.			Participants		Commodities		Other Cost	
					AID	PASA	CONT	U.S.	CONT	Dir	CONT	Dir	C.S.
												& US	Ag.
Prior Through Act. FY 69	AL	G	431	-	83	48	-	-	-	-	-	300	-
Oper FY 70	AL	G	260	(125)	45		125					80	
Budg. FY 71	AL	G	280	(135)	45		135			15		85	
B + 1 FY 72	AL	G	110	(25)	45		25					40	
B + 2 FY 73	AL	G	80	(20)	45		20					15	
All Subg. FY													
TOTAL			1161	(305)	263	48	305			15		530	

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Fiscal Years	AID Controlled Local Currency		Other Cash Contribution Cooperating Country	Other Donor Funds (\$ Equiv.)	Food for Freedom Commodities		
	U.S. - Country Owned	Owned			Metric Tons (000)	CCC Value & Freight (\$000)	World Market Price (\$000)
Prior Through Act. FY 69			30				
Oper FY 70			20	50(1)			
Budg. FY 71			50	50(1)			
B + 1 FY 72			75	75(1)			
B + 2 FY 73			75	75(1)			
All Subs (74)			75	100(1)			
Total Life			325	350			

1. Anticipated grants from US Foundations for special studies and programs in health and population.

Summary Sheet (as requested in TOCAP A-11)

SUMMARY OF ROCAP POPULATION PROJECT ACTIVITIES FY 68 - FY 69

The Setting

In 1966, there was strong popular opposition to family planning programs in the CA/P region, principally among leaders of the Catholic Church and conservative wealth groups. The Minister of Public Health of Honduras was the only health minister in CA who was in favor of including family planning in the national public health programs. The Ministers of Guatemala and Panama were openly and strongly opposed to family planning activities as programs of the national governments. The other Ministers were not willing to propose family planning activities in the health programs for political and other reasons. The news media, (newspaper, radio, popular magazines) were generally opposed or non committal. There were more news articles by various groups and persons against family planning, commonly called "birth control", than there were on the rapid population growth problem. There was little public information on the importance of the rapid population growth problem to the individual countries and the CA/P region. Also there was a dearth of basic information on what this growth actually meant to the people in terms of basic living requirements such as health services, education, housing, food, employment and to the efforts and investments being made for overall economic and social development of the nations and region. Professional groups such as the economists, national and regional planners, educators, agriculturists, physicians, nurses, health officials and others were not, in general, interested in demographic aspects of development.

The Strategy

In view of the setting, the strategy was three pronged: (1) to write, publish and distribute, on a large scale, demographic and other basic information prepared by Central American authorities which would clearly convince national leaders and other influential persons that the demographic problem was a serious one; (2) to establish regional and eventually national training facilities in population/family planning to prepare as many Central Americans (professionals, para-medical and lay groups) as possible to generate support for family planning programs and to staff national family planning programs; (3) to initiate mass popular education programs on maternal and child health, family planning and responsible parenthood based upon information gained from studies on existing knowledge, attitudes and practices on family planning and the population growth problem.

Course of Action

(1) A CA/P Council of Public Health (composed of the Ministers of Health) was established within the Organization of Central American States, (ODECA) the highest political organization in the region. With ROCAP assistance a Department of Health was created in ODECA, which serves as the Executive Secretariat of the Council. ODECA

published, under its name, a series of five monographs, written by Central American authorities, on the effect of the rapid population growth on education (all levels), health services, food, housing and clothing. Two other monographs on employment and human ecology will be completed soon. Data were presented for each CA/P country on the present situation and additional facilities required over the next 15-20 years with costs. These monographs are the most authentic source of information on these subjects in the region and were distributed to Government officials, congressmen, universities, educators, newspapers and others. Summaries (40-60 pages) and popular versions (4-6 pages) were prepared and widely distributed throughout the region. These publications created a real impact and awareness of the seriousness of the population problem. They were widely quoted in the press, radio and other news media.

(2) The Central American Institute for Population and Family (ICAPF) was established, with ROCAP assistance, within the Central American Institute for Economic and Social Development (IDESAC) a private organization with chapters in the CA/P countries. ICAPF published a series of four monographs on demographic growth and agriculture, economics, health and education in CA/P which clearly pointed out the adverse effects of rapid population growth and the importance of slowing down such growth. ICAPF also completed and published two KAP type studies made in Guatemala, which revealed valuable data on existing concepts and practices relating to fertility control. IDESAC and its chapters also used their influence to support and promote family planning programs in the region. The publications of ICAPF were widely distributed to national leaders and influential persons and were very valuable in generating support for family planning programs.

(3) The Salvadoran Demographic Society in cooperation with the medical school, University of El Salvador, with ROCAP and Population Council assistance, provided 41 intensive 6-day training courses on population dynamics, reproductive physiology and family planning during the period July 1967 through June 1969. A total of 902 persons from the CA/P region consisting of physicians, nurses, social workers, nurse aids, labor union officials, extension agents, clergymen, and school teachers received training. This training program has an excellent reputation throughout the region and has had substantial influence on the acceptance of family planning in national health programs. It also has assisted the CA/P countries in the establishment of national training programs and the training of needed personnel.

(4) At the 1968 meeting of the CA/P Council of Public Health, all Ministers of Public Health, except one (Guatemala) agreed that family planning should be included in their maternal and child health programs. The Ministers, collectively as the Regional Council of Public Health made this decision, thereby avoiding any criticism which might be directed toward one or more Ministers individually. Supported by factual demographic and other information on the seriousness of the rapid population growth on the health of the people, they felt politically secure to promote family planning programs and requested ODECA to assist the Council in such programs including a mass regional education program on maternal and child health and family planning. The latter has been initiated with ROCAP assistance.

(5) With the establishment of family planning clinics, it soon became evident that there was a need for a uniform regional system for recording, tabulating and analysis of data in the clinics. At the request of the national organizations, the Family Welfare Association Guatemala, with ROCAP assistance, developed data recording forms for admission and follow up of patients. These forms were approved by all organizations at a regional meeting. Copies in quantity were printed and sent to the national organizations where they are being used. Plans for the tabulation and analysis of data have been developed.

(6) In order to coordinate national and regional activities in the population/family planning programs, ROCAP sponsored regional meetings such as development of education and promotion techniques, collaboration among national and regional organizations and planning program support with USAID and AID/W population officers and representatives of international agencies, assisting population programs and others. Plans are completed for the First Regional Seminar on the Teaching of Sex Education in Schools to be held by the Universidad del Valle, Guatemala with ROCAP assistance. Periodic reports on population activities in the region have been prepared and distributed. Personal contacts and communication with the USAIDs, national, regional and international organizations have been valuable for integrated regional development of programs.

(7) The above activities, on a regional basis, coupled with those on a national basis have built a firm and solid foundation upon which family planning is rapidly becoming a permanent activity in national health programs. Economists and national and regional planners are now beginning to give serious consideration to the demographic aspects of development. There still remains much to be done to obtain a high percentage of public acceptance to contraception, the teaching of sex education in schools and to the training of personnel for the family planning programs. It is toward these problems that ROCAP, working with the national and regional organizations, will direct its assistance.

SUMMARY OF ROCAP FINANCIAL ASSISTANCE TO PROJECT

ACTIVITY COSTS FY 66 THROUGH FY 69 *

A. ODECA

- a) Writing manuscripts for monographs on Population. Pro Ag 66-9 \$ 17,500.
- b) Printing and distribution of 1) 7 monographs (5,000 each), 2) summaries (10,000 each) and 3) popular versions (150,000 each) (included in Pro-Ags 67-13, 69-27). 67,000.
- c) Regional Information Center (Health and Population) (included in Pro-Ags 67-13, 69-27) 7,800.
- d) Department of Health, (Council's Executive Secretariat) Special Studies and Surveys. Reports and Publications. (included in Pro-ags 67-13, 68-21, 69-27) 72,600.
- e) Regional Mass Education Program on Maternal and Child Health and Family Planning Pro-Ag 68-25 57,700.

- B. CENTRAL AMERICAN INSTITUTE FOR POPULATION AND FAMILY (ICAPF-IDESAC) Pro-Ags 67-9, 68-27, 69-18 166,150.
- C. SALVADORAN DEMOGRAPHIC SOCIETY (ADS) Pro-Ags 68-19, 69-23 55,500.
- D. FAMILY WELFARE ASSOCIATION, GUATEMALA Pro-Ag 68-20 12,000.

T O T A L \$ 456,250.

NOTE: ODECA activities listed were funded within various project agreements. For FY 68 all population project activities will be funded under one project agreement with ODECA with sub-activities indicated.

* Includes population activities prior to availability of population funds.

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