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A REPORT ON ACTIVITIES  
PRECEDING THE EVALUATION  
OF THE  
SEX EDUCATION COMPONENT OF THE  
USAID/PANAMA POPULATION II PROJECT

A Report Prepared By:  
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(In Spanish)
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## ABBREVIATIONS

|        |  |
|--------|--|
| AID    | Agency for International Development                 |
| APLAFA | International Planned Parenthood Affiliate of Panama |
| CAI    | Center for Handicapped Adolescents                   |
| COIF   | Day Care Centers                                     |
| DINNFA | National Directorate for the Child and Family        |
| GOP    | Government of Panama                                 |
| I&E    | Information and Education                            |
| IPHE   | Panamanian Institute for Special Education           |
| KAP    | Knowledge, Attitude, and Practice                    |
| MOE    | Ministry of Education                                |
| MOH    | Ministry of Health                                   |
| PAHO   | Pan American Health Organization                     |
| PTA    | Parent-Teachers Association                          |
| UNFPA  | United Nations Fund for Population Activities        |
| USAID  | United States Agency for International Development   |

## I. INTRODUCTION AND BACKGROUND

### Purpose of the Project

Initially, a request was submitted for a mid-term evaluation of the sex education component of the POPULATION II Project. The mission asked for a consultant to assist USAID/Panama and various Panamanian institutions in developing a methodology for evaluating the project, designing the necessary instruments which would be needed to evaluate the sex education activities, and conducting the evaluation and preparing the final report.

The scope of work was revised on-site. The consultant was asked to conduct pre-evaluation activities, collect information required for the evaluation, and initiate the development of the evaluation methodology. During a subsequent trip in mid-September, the consultant will design evaluation instruments and implement the evaluation methodology. The mission also requested that the consultant include a separate project agreement in the scope of work which finances the sex education activities of the International Planned Parenthood affiliate, the APLAFA.

### Background on Sex Education Project

As part of the five-year POPULATION II grant to the Government of Panama (GOP), the United States Agency for International Development (USAID) is providing assistance to develop and implement sex education activities. This assistance is primarily funds to be spent to train all levels of personnel and to purchase related materials (audiovisual equipment, films, etc.). The institutions that are receiving assistance are the Ministry of Health (MOH), the Ministry of Education (MOE), the Institute for Special Education (IPHE) (for handicapped students), and the National Directorate for the Child and Family (DINNFA) (day care centers and other activities). A separate project agreement has been negotiated with the APLAFA (see Chapter II).

In 1979, representatives from the MOH, the MOE, the IPHE, and other organizations formed the National Commission on Sex Education. This remains an unofficial group. Before the AID began to fund the various institutions, the Commission designed a plan to develop and deliver sex education. This plan is a blueprint for a national program. The Commission defined the goals and objectives of the first and second phases of the program, and the AID expressed its intent in the project agreement to fund the activities of those institutions that are working toward these aims.

### Approach to Scope of Work

According to the AID's project agreement, the project should be evaluated annually and a mid-term evaluation should be conducted. There has been no annual evaluation to date. This consultant was, therefore, requested for a mid-term evaluation which is intended to measure progress toward objectives, identify problems and constraints, determine how constraints might be overcome, and, if possible, measure the impact of the activity.

Because the AID's participation in the sex education program is limited primarily to training staff and providing materials, the evaluation methodology was designed to be focused on these activities, particularly training, which required a larger proportion of the budget. To evaluate training, one needs detailed information on an organization's goals, objectives, and activities; the functions, tasks, and skills of the personnel who perform the various activities; the quality of the training itself; and, ultimately, the use of the trained personnel.

When the consultant arrived in Panama, it became apparent within the first week that the National Commission on Sex Education had not progressed sufficiently in its planned program to provide leadership and direction to the separate institutions. Each institution had progressed at its own pace and according to the needs of its separate target population.

Information was not readily accessible which described the current status of the national sex education program. Nor did each institution have readily available data on its own program. The progress reports submitted by the individual grantees to the AID assume an overall national program design; never were they intended to relate back to separately defined efforts.

By the end of the first week, the consultant had designed a framework, the Marco de Referencia (see Appendix C), to collect the information required for baseline data and to develop an evaluation methodology for AID activities. However, it was not clear that a consecutive, four-week period would be adequate time to conduct both pre-evaluation and evaluation activities, particularly because there were no earlier evaluations which might provide some direction. Upon the death of General Torrijos in a plane crash at the end of the second week, several working sessions with grantees were cancelled. The mission agreed that, one, the consultant should leave at the end of the third week, two, the AID assistant project director should follow through on the collection of data and meetings, and, three, the consultant should return in September to design evaluation instruments and to implement the evaluation methodology.

## II. OBSERVATIONS AND FINDINGS DURING THE PRE-EVALUATION PHASE

### Program Activity

As stated in the USAID/Panama project agreement for POPULATION II, the purpose of the sex education component is to expand sex education information and services by introducing and institutionalizing sex education. The project funds are being used to launch the National Program of Sex Education, to finance the first two phases of a three-phase program of the National Commission on Sex Education to train multidisciplinary teams from member institutions to be effective sex education trainers, and to use these teams to train professional employees of the GOP's Ministry of Social Welfare.

The agreement is not with the National Commission on Sex Education, but with the four institutions mentioned earlier. The AID funds are not for the development and implementation of the entire national sex education program, but for the training of existing personnel. In addition, large amounts of the funds are designated for the materials and equipment which are needed to implement both the training and sex education activities. To date, the AID has paid for three of the Inter-Institutional Sex Education Seminars and Workshops (the third, fourth, and fifth) conducted by the Commission, individual training activities at each of the institutions, and audiovisual equipment, films, slides, books, and other materials requisitioned separately by the institutions. Each institution shares in the cost of the training events which are conducted under the auspices of the Commission.

#### A. National Commission on Sex Education

Although no formal agreement was negotiated by the Commission and the AID, many references are made to the Commission's program and to the fact that the AID's intent is to fund the first two phases of a three-phase program, the third of which will be financed by the United Nations Fund for Population Activities (UNFPA). It is stated in the project agreement that training and training teams will be provided by the Commission, and reference also is made to each grantee institution's role in the national program developed by the Commission. In the project paper used to develop the project agreement, there are extensive references to the Commission and its plan for a national sex education program; the chapters cover technical and institutional feasibility, implementation, and the logical framework.

The Commission prepared in 1980 a detailed description of a national program with objectives and activities sufficiently comprehensive to ensure an appropriate and coordinated national effort. There is little evidence that the Commission has progressed beyond these plans on paper, the major objectives of which were to create a permanent Commission, establish uniform criteria on sex education, elaborate action-plans for multidisciplinary teams of trainers, select and train the multidisciplinary teams, develop criteria to select sex educators, develop a curriculum for the educational system, perform periodic and systematic evaluation, and conduct basic and operational research.

The Commission's major effort has been the training of multidisciplinary teams through five seminars and workshops in which all the institutions have participated. The institutions have hosted some of the seminars and have sent their staff to the sessions to be trained. The Commission is now seeking assistance from the UNFPA to provide resources to implement other parts of its plan, but, for the most part, its activity has been limited to meetings at which the institutions exchange information on their programs.

Although the Commission's progress has had an effect on the progress of the grantee institutions, its activities have not been reimbursed directly by the AID but through the individual grantee institutions. Therefore, evaluation activities will be directed toward the institutions, with input from the Commission, if possible. No meetings have been held with the Commission as a whole, but the individual representatives are participating directly in the AID evaluation through their institutions.

The AID's project is closely related to the national, coordinated program, but its relationship with the Commission, and the relationship between the Commission and individual institutions, are ambiguous and problematic. Nevertheless, the Commission's plans are sound and the terms of the AID's project agreement are complementary to the Commission's effort. (Additional information about the Commission may be found on page 7, under the subheading "Program Structure.")

#### B. Ministry of Health

The Ministry of Health is the lead agency for the delivery of family planning services in Panama, including a large information and education component. It is not clear to what extent the MOH sees itself involved in a national sex education program that is separated from family planning information and education. The project agreement indicates that the MOH will provide technical staff to develop and implement the training program for the multidisciplinary teams of sex education trainers, and have some program staff

trained to be members of these teams and later assist other organizations. However, the family planning budget does not separate these activities from family planning, although it was requested in the first implementation letter under the POPULATION II agreement that this distinction be made in reports on expenditures.

There is some confusion about the MOH's role and activities in this component of the AID POPULATION II project because the physician directly responsible for family planning activities in the MOH is an active member of the National Commission on Sex Education, and, in fact, she has assumed leadership informally. However, her immediate supervisor at the Ministry stated during a meeting with AID staff and the consultant that the MOH does not wish to become heavily involved either with the Commission or the national sex education program, except as a resource for training and development. A follow-up meeting between the consultant and MOH officials was cancelled.

It is not easy to use the progress reports from the Ministry of Health to identify sex education activities in the training budget, where such activities are concentrated. The target population for family planning information and education is identifiable, but the target population for sex education appears to be professional staff of the MOH and other institutions who require the expertise of medical personnel who can impart their knowledge and teach skills in some aspects of sex education.

### C. Ministry of Education

When the AID project was being discussed two years ago, the minister of education, who is now the president of Panama, had strongly expressed his desire to develop sex education programs in the public school system. Recently, however, with the change in staff, the AID has become concerned about the initiation of teacher-training by the MOE's multidisciplinary team, which was trained during the Commission's five seminars and workshops. Just before the consultant's arrival, a meeting was held with the current minister and one of her top aides. The minister expressed her wish for the continued development of a sex education program, but she agreed fully that training teachers was precipitous.

Follow-up meetings were held with the aide and her assistant. It was agreed that the MOE would provide a written description of the proposed sex education program that will be developed by a recently-formed team appointed by the divisions and bureaus responsible for teacher-training and curriculum development. The individual responsible for the program reiterated the need to move slowly because sex education for young people is a sensitive issue.

The Ministry of Education has the largest budget in the AID project and has conducted the fewest activities. However, it has by far the largest task. There is not at this time a written plan which indicates whether sex education will be taught in all grades in all schools in the country and according to a prescribed schedule; who will teach sex education and how they will be trained to do so; when sex education will be taught, how frequently, and for what length of time; whether the teachers' functions and responsibilities will change significantly and how the personnel system will accommodate changes; what curriculum will be developed at what grade levels; what materials will be provided; how the curriculum will be integrated into existing school curricula; and how parents will be involved in the program.

#### D. National Directorate for the Child and Family

The DINNFA has primary responsibility for child care centers either directly or indirectly through support to private centers. It also is involved with youth groups, orphanages, child-protection centers, and community development efforts. The agency has moved much more quickly than the Ministry of Education, and it is much more explicit about its program and plans. It spent most of its budget during the first two years of the three-year phase. Its progress reports and documents on training activities are informative. A complete description of the program was drafted during a working session with the consultant and DINNFA staff who are responsible for the program; a final copy was being prepared when the consultant left the country.

The DINNFA's target population for sex education includes children in child care centers and their parents; some activity is directed toward youths and community groups. Most staff who work with children and parents are in a position to benefit from their sex education training, and they feel that they can easily integrate sex education into their routine responsibilities. The DINNFA has initiated sex education activities and is holding feedback sessions with staff to assess progress, identify constraints, and secure additional training or materials where either is required.

The DINNFA has asked the Ministry of Education to provide technical assistance in curriculum development so that it can introduce more systematically and uniformly sex education at the preschool level. DINNFA staff feel that collaboration with the MOE would enable the Ministry to take the first step toward development of a curriculum for grades 1-12.

#### E. Panamanian Institute for Special Education

The IPHE has moved almost as quickly as the DINNFA in implementing its sex education program; however, it did not have as much documentation available to describe its program. Staff prepared a written description of

the program before the consultant departed. It is evident that they have thought out the strategies to reach goals and objectives and to develop a content and a methodology for the sex education program.

The IPHE staff person responsible for the program (she also is the representative on the National Commission) has expressed serious concerns about the role and function of the National Commission. She believes that because the Commission's plans to develop an interinstitutional effort exist only on paper, her own organization's efforts are being held back.

The IPHE's target population is students with mental and physical handicaps and their parents. Many of the staff have written position papers on sexuality and the handicapped; they specifically asked the consultant if she had any resources in this area. The Parents' School (similar to the Parent-Teachers Association, or PTA) is well organized, and it is through this mechanism that the IPHE conducts many of its sex education activities. The purposes of the group are to assist parents in contributing to the positive sexual development of their handicapped children and to provide the parents themselves with sex and family planning education.

The IPHE expended a major portion of its three-year budget in two years. It has participated in the seminar and workshops, conducted its own staff training, and initiated sex education activities. The IPHE has established an office that is responsible for the development of all curricula, but it is not clear how much progress has been made in preparing a sex education curriculum.

The program activity of the grantee institutions is summarized in Appendix D. The information was compiled from the implementation letters, the mechanisms used to approve expenditures. Table 1, page 8, shows the dollar amounts budgeted, and approved by the AID, and the amounts remaining, by institution. Clearly, the DINNFA and the IPHE have progressed the most rapidly, the Ministry of Education has moved slowly, and the Ministry of Health has not distinguished among the activities budgeted and approved for family planning education and a sex education effort in concert with other institutions.

### Program Structure

In the United States, sex education programs have been a matter of controversy for several years; the subject is quite sensitive. Programs are vulnerable to considerable misunderstanding, and the term itself is ill-defined. Although sex education has not received the same attention in Panama and other countries that it has in the U.S., it is certainly as susceptible to controversy. There are no other AID programs to which USAID/Panama can turn for guidance and experience. The documents that have been produced by the grantee institutions and the National Commission on Sex

Table 1

BUDGETS, APPROVED EXPENDITURES, AND BALANCES  
OF SEX EDUCATION PROGRAM GRANTEE INSTITUTIONS  
(October 1979 - September 1981\*)

Ministry of Health

Training of personnel in Sex Education, within the Family Planning Training line-item, which totals \$56,000. Specific expenditures for sex education cannot be identified.

Ministry of Education

|           |          |          |           |                      |          |                                  |           |
|-----------|----------|----------|-----------|----------------------|----------|----------------------------------|-----------|
| Materials | \$42,000 | Training | \$124,000 | Technical Assistance | \$10,000 | Total Budget                     | \$176,000 |
| Approved  | 17,677   | Approved | 13,611    | Approved             | -        | Total Approved                   | 31,288    |
| Balance   | \$24,323 | Balance  | \$110,389 | Balance              | \$10,000 | Total Balance                    | \$144,712 |
|           |          |          |           |                      |          | (82 percent of budget remaining) |           |

IPHE

|           |          |          |          |                                  |           |
|-----------|----------|----------|----------|----------------------------------|-----------|
| Materials | \$35,000 | Training | \$23,000 | Total Budget                     | \$ 58,000 |
| Approved  | 21,795   | Approved | 27,050   | Total Approved                   | 48,845    |
| Balance   | \$13,205 | Balance  | \$ 4,050 | Total Balance                    | \$ 9,155  |
|           |          |          |          | (16 percent of budget remaining) |           |

DINNFA

|           |          |          |          |   |                                  |           |
|-----------|----------|----------|----------|---|----------------------------------|-----------|
| Materials | \$15,000 | Training | \$31,000 | NB: The July-September<br>request totals \$8,021<br>for training. | Total Budget                     | \$ 46,000 |
| Approved  | 11,599   | Approved | 26,518   |   | Total Approved                   | 38,117    |
| Balance   | \$ 3,401 | Balance  | \$ 4,482 |   | Total Balance                    | \$ 7,883  |
|           |          |          |          |   | (17 percent of budget remaining) |           |

APLAFA

|                |          |                   |          |                      |          |                                  |           |
|----------------|----------|-------------------|----------|----------------------|----------|----------------------------------|-----------|
| Adolescent I&E | \$50,000 | Parents/Educators | \$ 7,000 | Resource Development | \$ 4,000 | Total Budget                     | \$ 96,000 |
| Approved       | 24,255   | Approved          | 3,932    | Approved             | 3,753    | Total Approved                   | 58,808    |
| Balance        | \$25,745 | Balance           | \$3,068  | Balance              | \$ 247   | Total Balance                    | \$ 37,192 |
|                |          |                   |          |                      |          | (39 percent of budget remaining) |           |
|                |          | Outreach          | \$25,000 | Vehicle              | \$10,000 |                                  |           |
|                |          | Approved          | 17,243   | Approved             | 9,625    |                                  |           |
|                |          |                   | \$ 7,757 |                      | \$ 375   |                                  |           |

\* July-September requests and approvals not yet expedited.  
Three-year budget, FY 1980-FY 1982.

Education reflect a strong awareness of the potential for failure and controversy if the program is not developed with an eye to community and parental support, and if implementation is not preceded by thorough planning and preparation.

The structure of the program--the AID's participation and the relationship between the AID and the host country institutions--is, therefore, as important a focus for an evaluation as program activity.

#### A. Participation By AID

The project agreement refers to an overall objective of institutionalizing sex education while the project paper relates the program's impact to lowered birth rates. Specifically, the AID is supporting the sex education program by financing the training of existing personnel who need certain skills, knowledge, and attitudes to carry the program through its various stages before undertaking to provide education itself. Funds also are being used to purchase materials. The actual development of the national sex education program was undertaken by the National Commission on Sex Education, which was formed by various government organizations. This is the key to the AID project.

The institutions that are the grantees and that are part of the Commission are providing the manpower and other resources required to plan, develop, and implement sex education program services; AID reimbursement for training is related primarily to the incremental costs of per diem, transportation, training materials, and other items. A funding source for training is obligated to evaluate the quality, effectiveness, and impact of training in a service program and must, therefore, have complete data and information on the program. It also must examine the impact of the service program (e.g., reduction of unplanned pregnancies) to determine whether it wants to continue to provide training assistance. However, it has no role in developing or implementing the service program itself, and it should evaluate the program only with the training component in mind.

At this time, USAID/Panama is a funding source for training and materials; it must meet the obligations and conform to the limitations outlined above. An examination of program activity has revealed some difficulties in the various organizations, and the AID must determine whether it can help overcome these problems by revising the terms of its participation. It could, for example, either maintain its current limited involvement, increasing financial support while instituting changes in the expenditures allowed for training reimbursement (this would help offset other resources, such as personnel time), or expand its current role.

## B. The National Commission on Sex Education

It was mentioned earlier that the AID agreement is not with the Commission. The Commission is made up of representatives from several institutions, including the four grantees in the AID project. Training activities that are conducted under the auspices of the Commission are reimbursed through the separate grantees.

Nevertheless, the Commission's existence and its plans to develop the national sex education program were significant factors in the development of the project agreement; there are extensive references to the Commission in the project paper, which includes a statement that the AID should work closely with the Commission during the early stages of the project. Yet, with the exceptions of a document on objectives, specific objectives, and activities in 1980, and the sex education seminars and workshops, the Commission has done little to develop the program. The status of the project is the same now as it was when the project agreement was negotiated (fall of 1979). Nor has the Commission attempted to establish a collaborative relationship with the AID. It has, however, approached the UNFPA for financial assistance.

No meetings were held with members of the Commission during the pre-evaluation phase because the consultant's time was devoted to extracting information and data on the grantee institutions, a task in which Commission representatives have been involved. However, during the consultant's visit, the Commission's representative from the Ministry of Health called the representatives from the other grantee institutions and urged them not to cooperate with the AID evaluation, stating that any evaluation was to be a Commission activity. This was done without the knowledge of the supervisor of the MOH representative and generated confusion. The AID mission and the consultant went to great lengths, both at meetings and in a letter (see appendices), to assure the grantees that the AID evaluation was limited in scope and not intended to evaluate the national sex education program. By the time the consultant left, all the grantees, including the supervisor of the Ministry of Health representative (the consultant did not have an opportunity to meet this person), had assured the AID that they would participate fully in the evaluation.

This incident, as well as the concerns expressed by the IPHE representative on the Commission, raises questions about the relationship between the AID and the Commission and between the Commission and the grantee institutions. The AID must examine the terms of the project agreement to determine whether or not they can be modified to better support the Commission.

The Commission is voluntary. Often, the individual institutions look to the Commission for leadership without fully grasping that it is only as strong as the sum of the individual institutions' efforts. Also, as is

common with this kind of group, one or more members generally establish direction simply by indicating that they are willing to invest more time in the group's activities. At this time, the representative of the Ministry of Health appears to be directing the group.

### C. Grantee Institutions

The grantee institutions are participating in an interinstitutional effort, but each has the specific responsibilities (these are specified in the project agreement), even though the Commission originally envisioned a single collective effort in some of the areas. The institutions must:

- Be responsible for providing sufficient personnel at the appropriate technical level to conduct project activities.
- Select individuals for training in sex education.
- Develop and conduct, where appropriate, courses and seminars.
- Develop appropriate didactic and media materials and arrange for their publication and dissemination.
- Gather and maintain the data needed to evaluate the progress and the impact of the project.
- Participate in annual and special evaluations.
- In executing their respective roles within the proposed National Program of Sex Education, maintain close coordination among themselves, with others in the Commission, and with the AID and the UNFPA.

Nowhere in the project paper is it stated that the AID project officer must ensure that each grantee proceeds as planned because there is no central funding mechanism. In the first implementation letter, which was an attempt to address this issue, it was stated that interinstitutional meetings should be held routinely. This requirement is not being fulfilled.

The relationship between each grantee and the AID mission differs. In some cases, it is the comfortable relationship between funding source and recipient; in others, the mission has been able to establish a collaborative relationship with some institutions' personnel. The AID must examine the structure of its relationships to determine whether they should be modified to further the goals of the project and to promote greater interinstitutional coordination.

### Project Administration

The administrative system requires the submission of three-month plans, proposed expenditures and a report on progress during the preceding three months, and letters of implementation to approve the expenditures and to make any other comments germane to the project's financial plans. At the beginning of the project, the grantees were asked to submit three-year training plans.

The timing of the letters of implementation and of the submission of plans and progress reports needs to be examined to determine to what extent it slows down activity. The AID mission is already examining the system for all project areas and it will probably address this question soon.

The formats need to be examined to determine whether the mission is receiving sufficient data to understand the grantee's program activities, to monitor the training programs and use of materials within the context of the entire program, and, ultimately, to report on the impact of the AID-financed training. Current formats are rather broad, and only one or two grantees have easily accessible records and documentation on training activities, and training formats that include information on specific training objectives and evaluations of the training sessions. The AID either could revise the formats for reports or require attachments with more specific data on each training program that has been approved for reimbursement (see Appendix D).

### Panamanian International Planned Parenthood Affiliate

Once in-country, the consultant was asked by the AID mission to include the APLAFA in the evaluation. The project agreement with the APLAFA for sex education activities provides funds for adolescent information and education (I&E), sex education for parents and educators, outreach, resource development, and a vehicle. For the purposes of the evaluation, the consultant excluded activities not directly related to sex education.

The APLAFA already has a reasonably well-organized family planning program, including information and education programs; thus, it has been easy to integrate sex education into its other activities. The APLAFA is proceeding at an even pace with most activities; it specifically asked that the consultant assist staff in developing evaluation methodologies to better determine the effect of their activities. Although the efficiency and effectiveness of the AID project will be assessed during the evaluation, APLAFA staff are particularly concerned to know how their services are affecting the population.

The APLAFA has asked whether the AID could provide resources to help meet other adolescent needs; it feels that sex education would be more effective if it were integrated into other services which respond to the complex physical and mental health needs of teenagers.

A major problem facing the APLAFA is the opposition of some government offices to its activities. The family planning office in the Ministry of Health has expressed its disapproval of the APLAFA, but it is not clear at this time how official a sentiment this is in the Ministry. Also, some schools have withdrawn their requests for visits and discussions by APLAFA staff, apparently because of pressure from Ministry of Education officials. Furthermore, the APLAFA is not a member of the National Commission on Sex Education, although the staff are willing to collaborate with the Commission and have addressed the group at least once. The IPHE has had a long-term relationship with the APLAFA, and it has asked for its assistance in re-training some of its own staff who participated in the sex education seminars and workshops but who do not feel that they are adequately prepared to conduct sex education activities. The Ministry of Health representative on the Commission is opposed to this plan.

The APLAFA's plan to conduct some KAP activities through the university (this would be similar to a study which the Ministry of Health is planning), needs to be examined. It is not clear how such a study would be viewed by the Ministry or the Commission. Nor is it clear whether there is overlap.

#### Coordination with Other International Agencies

The major international agency involved in similar work is the UNFPA, which is working through the Pan American Health Organization (PAHO). It is stated in both the first implementation letter and the project agreement that interagency coordination is important and that meetings should be held periodically. There is little communication on the sex education program with the UNFPA or PAHO representatives, but the consultant was told that the Commission is seeking the UNFPA's assistance. During an informal conversation with the UNFPA and PAHO representative, the consultant learned that the Commission should receive sufficient resources to function and operate as a standard-setting body. It is not clear that some earlier plans of the Commission to seek consultant assistance from the UNFPA were ever implemented.

The consultant did not have an opportunity to examine the relationship between the AID and the international agencies which support the APLAFA.

### III. RECOMMENDATIONS

Some of the following recommendations were approved and were initiated during the consultant's visit. They will be carried through by the project assistant in preparation for the evaluation in mid-September. Other recommendations need to be reviewed by the mission. If they are accepted, they will be implemented during the evaluation phase.

#### Program Activity

1. Secure detailed program descriptions of the individual institutions.

- a. Develop a format and collect information on the goals, objectives, strategies, and activities of each institution.

Status: Received mission's approval; framework developed and implemented (see Appendix C). Completion expected before mid-September.

- b. Analyze complete program descriptions, progress reports from grantees, AID-approved expenditures, and the training documents of individual grantees to determine progress toward objectives.

- c. Request that each institution be prepared to discuss the following issues during a mid-September meeting: self-evaluation based on data compiled from reports submitted to the AID; obstacles to meeting objectives; recommendations on terms of the project agreement; proposed format for reporting future activities; plans for period October 1981 - September 1982.

Status: Received mission's approval; project assistant will make request in writing and furnish the data that are required; project assistant also will attempt to conduct brief meetings with each grantee before mid-September, if time permits.

2. Prepare report on progress toward objectives, obstacles, and range of alternatives to overcome obstacles such as funding levels, technical assistance, and modifications in allowable expenditures.

### Program Structure

1. Obtain input from the AID mission, grantee institutions, and the Commission on program structure, AID's role and relationship to the grantees and the Commission; prepare a report, including range of alternatives, for discussion with the mission.
2. Obtain input and prepare report, including range of alternatives, for program structure of the National Commission on Sex Education.

### Project Administration

1. Examine the mission's current plan to change the administration of projects and recommend additional changes, if required, which will speed up planning and the approval of expenditures.

### APLAFA

1. Secure a detailed description of the program, progress, problems, and alternatives based on the framework, earlier progress reports and meetings, including problems related to the status of the National Commission, opposition to APLAFA activities, and lack of baseline data.
2. Study the APLAFA's plans to conduct knowledge, attitude, and practice (KAP) studies and compare these with the Ministry of Health's plans.
3. Prepare a report on progress toward objectives, problems, and alternatives to overcome problems.

### Coordination with Other International Agencies

1. Conduct face-to-face meeting with the UNFPA and PAHO to determine how they plan to support the National Commission on Sex Education; present recommendations on the AID's relationship with the UNFPA and PAHO.

2. Examine the relationship with International Planned Parenthood and other agencies that support the APLAFA's sex education activities; make recommendations, if appropriate.

## APPENDICES

Appendix A  
LIST OF CONTACTS

Appendix A  
LIST OF CONTACTS

USAID/Panama

Mr. John P. Coury, Project Officer

Ms. Angela de Mata, Project Assistant

Mr. Tom Chapman, Director, Human Resource Development Bureau

Ministry of Health

Dr. Humberto Naar

Ministry of Education

Professor Laura Arango

Professor Elda Maud de Rodriguez

National Directorate for the Child and Family (DINNFA)

Professor Bertilda Rivera

Dr. Edgar Altafulla

Panamanian Institute for Special Education (IPHE)

Mrs. Argentina Garisto

Dr. Francisco Alvarado

Mr. Samuel Martinez

International Planned Parenthood Affiliate of Panama (APLAFA)

Mr. Francisco Beens

Ms. Rebecca Mata

Appendix B

DISBURSEMENT OF FUNDS AND ACTIVITIES,  
SEX EDUCATION PROJECT, OCTOBER 1979-SEPTEMBER 1981

DISBURSEMENT OF FUNDS AND ACTIVITIES, SEX EDUCATION PROJECT,  
OCTOBER 1979 - SEPTEMBER 1981

| <u>PIL Number</u> | <u>Date of Letter</u> | <u>Institution Letter Number</u> | <u>Approved Amount</u> | <u>Period Covered</u> | <u>Activities Programmed</u>   | <u>Activities Carried Out (Date)</u>  |
|-------------------|-----------------------|----------------------------------|------------------------|-----------------------|--|---|
| 1                 | 11-16-79              | General                          | -                      | -                     | Clarification of Grant Agreement   |   |
| 2                 | 12-14-79              | General and MOH                  | -                      | -                     | Request training plans of all parties;<br>Approve some family planning activities  |   |
| 3                 | 3-21-80               | IPHE No. 1                       | \$17,000               | Oct 79 -<br>Mar 80    | Visits to IPHE centers to meet on sex education<br>One-day meeting of 42 IPHE administrators<br>Third Sex Education Seminar (Nacional)<br>Meeting with staff trained in sex education  | Completed (this period)<br>Completed (this period)<br>Completed; 11 participated (Apr-May)<br>Completed (this period)   |
|                   |                       |                                  | \$ 3,500               | -                     | Audiovisual equipment  | Participated in Comisión meetings<br>Supervisory visits to IPHE centers<br>Received part in subsequent quarter  |
| 4                 | 5-20-80               | MOH No. 1                        | \$ 5,050               | Jan 80 -<br>Jun 80    | Annual training program, including Fourth Seminar of Comisión and sex education for nurses<br>Perhaps other amounts relate to sex education  | Completed July-August<br>Difficult to separate sex education from FP for nurses, social workers   |
| 5                 | 6-3-80                | MOH No. 2                        | -                      | -                     | Family planning flip charts  | <u>All were completed in Apr-Sep period</u>   |
| 6                 | 6-23-80               | IPHE No. 2                       | \$ 640                 | Apr 80 -<br>Sep 80    | 30 IPHE staff already trained as trainers<br>Visits to centers to explain program<br>Similar meeting with 25 IPHE staff twice<br>One-day seminar with CAI educators (40)<br>Similar one-day meeting with trained IPHE staff (did not show Fourth Seminar on Plans) | Completed; meeting in metropolitan area<br>Completed (Panonomé, Colón, etc.)<br>Completed July 4; not sure of June<br>Reprogrammed subsequent period (completed in Nov)<br>Not certain if June 12th meeting held<br>Fourth Seminar of Comisión (July-Aug) |

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Appendix B

DISBURSEMENT OF FUNDS AND ACTIVITIES, SEX EDUCATION PROJECT,  
OCTOBER 1979 - SEPTEMBER 1981  
(continued)

| <u>PIL Number</u> | <u>Date of Letter</u> | <u>Institution Letter Number</u> | <u>Approved Amount</u>  | <u>Period Covered</u> | <u>Activities Programmed</u>   | <u>Activities Carried Out (Date)</u>  |  |
|-------------------|-----------------------|----------------------------------|---|-----------------------|--|---|--|
|                   |                       |                                  | \$ 6,160  | -                     | Equipment, films, books  | Received in subsequent quarter (Non-AID funds) Comisión meetings  |  |
| 7                 | 7-3-80                | MOE No. 1                        | \$ 4,008<br>\$ 9,693  | Apr 80 -<br>Sep 80    | Projectors, books, films<br>Third Comisión Seminar (10 participants)<br>Refresher course with 25 already trained<br>Fourth Seminar (10 participants)<br>Fifth Seminar (20 participants)  | Received<br>Completed (10 people) (Apr-May)<br><br>Completed (12 people) (July-Aug)<br>Completed (10 people) (Nov)  |  |
| 8                 | 8-5-80                | DINNFA No. 1                     | \$ 6,443<br>\$10,381  | Jan 80 -<br>Sep 80    | Projectors, films<br><br>Third Seminar of Comisión Nacional<br>Fourth Seminar of Comisión Nacional<br>First refresher course<br>First Seminar of DINNFA Institute directors<br>First Seminar of COIF instructors<br>Second Seminar of COIF instructors | Received<br><br>Completed (6 participants) (Apr-May)<br>Completed (4 participants) (July-Aug)<br>Completed (12 people) (July)<br>Completed (25 directors and assistants (Sep)<br>Completed (Sep)<br>Completed (Oct) |  |
| 9                 | 8-28-80               | MOE No. 2                        | -   | -                     | Request for Financial Information  |   |  |
| 10                | 8-28-80               | MOH No. 3                        | -   | -                     | Request for Financial Information  |   |  |
| 11                | 8-29-80               | MOH No. 4                        | Previously Approved Amount for Fourth National Sex Education Course |                       |  |   |  |
| 12                | 9-16-80               | DINNFA No. 2                     | \$ 132  | Oct 80 -<br>Dec 80    | Materials  | Received  |  |
| 13                | 10-8-80               | IPHE No. 3                       | \$ 400  | Oct 80                | Seminar on Downs Syndrome  | Completed (July; not previously shown)  |  |
| 14                | 11-14-80              | IPHE No. 4                       | \$ 7,610<br>\$ 5,150  | Dec 80                | Materials<br>Course in Preschool Sex Education (50 people)<br>Visits to IPHE centers to promote sex education<br>Meeting of IPHE trained staff (Multi-Agents)  | Received<br>Not done; plan to reprogram money<br>Completed (this period)<br>Completed; hold regular meetings this period  |  |

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DISBURSEMENT OF FUNDS AND ACTIVITIES, SEX EDUCATION PROJECT,  
OCTOBER 1979 - SEPTEMBER 1981  
(continued)

| <u>F/L Number</u> | <u>Date of Letter</u> | <u>Institution Letter Number</u> | <u>Approved Amount</u> | <u>Period Covered</u> | <u>Activities Programmed</u>  | <u>Activities Carried Out (Date)</u>   |
|-------------------|-----------------------|----------------------------------|------------------------|-----------------------|---|--|
|                   |                       |                                  |                        |                       | Course for CAI personnel (reprogrammed)   | Completed (Nov)  |
|                   |                       |                                  |                        |                       | Courses on use of audiovisual equipment   | Postponed  |
|                   |                       |                                  |                        |                       | Fifth Sex Education Course (Comisión Nacional)  | Completed (6 staff) (Nov)  |
|                   |                       |                                  |                        |                       | Two courses in sex education for parents  | Completed; didn't use AID funds (completed Nov; reprogrammed funds)  |
| 15                | 12-10-80              | MOH No. 5                        | -                      | -                     | Family planning related   |  |
| 16                | 1-19-81               | MOE No. 3                        | \$ 244<br>\$ 4,787     | Oct 80 -<br>Dec 80    | Materials<br>Additional funds requested for Fifth Seminar<br>Two home economics seminars of 160 and 110 people<br>Feedback sessions for trained MOE staff | Received<br>Completed as per above   |
| 17                | 1-21-81               | DINNFA No. 3                     | \$ 277<br>\$ 3,769     | Oct 80 -<br>Dec 80    | Materials<br>Third COIF Seminar; teachers in Panama City<br>Fifth Sex Education Course (Comisión Nacional)<br>One-week seminar and workshop with 45 staff | Received<br>Postponed to Apr-Jun and completed<br>Completed (8 staff) (Nov-Dec)<br><br>AID funds? 17 teachers conducted sex education with parents; San Mig. teachers had 2 meetings to prepare sex education materials; 2 meetings with supervisors (Depto. Orient. Inf.) to establish evaluation and feedback criteria |
| 18                | 2-9-81                | MOE No. 4                        | \$13,425<br>\$ 3,139   | Jan 81 -<br>Mar 81    | Films, projectors, other materials<br>One-day feedback session-refresher<br>Ten-day training for 40 teachers, metropolitan area                           | Received   |

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DISBURSEMENT OF FUNDS AND ACTIVITIES, SEX EDUCATION PROJECT,  
OCTOBER 1979 - SEPTEMBER 1981  
(continued)

| <u>PIL Number</u> | <u>Date of Letter</u> | <u>Institution Letter Number</u> | <u>Approved Amount</u> | <u>Period Covered</u> | <u>Activities Programmed</u>   | <u>Activities Carried Out (Date)</u>  |
|-------------------|-----------------------|----------------------------------|------------------------|-----------------------|--|---|
| 19                | 3-9-81                | MOH No. 6                        |                        | Jan -<br>Mar 81       | In-country family planning training  |   |
| 20                | 3-17-81               | IPHE No. 5                       | \$ 3,700<br>\$ 2,351   | Jan -<br>Mar 81       | Audiovisual materials<br>Rescheduled courses on audiovisual equipment<br>Three seminars for teachers and administrators  | Received<br>Postponed again to April (Santiago and David)<br>Postponed due to vacations   |
| 21                | 3-23-81               | DINNFA No. 4                     | \$ 3,133<br>\$ 7,150   | Jan -<br>Mar 81       | Materials<br>Four seminars for COIF teachers   | Received (March)<br>Completed: Colón, Coclé, Veraguas, y L.S.   |
| 22                | 3-31-81               | MOH No. 7                        |                        | Apr -<br>Jun 81       | Family planning materials  |   |
| 23                | 5-13-81               | DINNFA No. 5                     | \$ 1,614<br>\$ 5,218   | Apr -<br>Jun 81       | Materials; also altered budget<br>Sex education course for 20 staff, DINNFA FIRST<br>Third COIF Seminar Prov. of Panama<br>First FP-Sex Education Seminar Coclé Adolescents<br>Fourth COIF Seminar Prov. of Panama | Completed (this quarter)<br>Completed (this quarter) deferred 1980<br>Completed (this quarter)<br>Postponed; for August AID funds? develop/implement inventor, to collect information on sex education activities; initiate work with MINED on curriculum |
| 24                | 6-8-81                | IPHE No. 6                       | \$ 825<br>\$ 1,509     | Apr -<br>Jun 81       | Materials<br>Course-equipment use; metropolitan area<br>Three seminars for parents (San M., etc.)<br>Field visits to supervise and coordinate  | Received  |
| 25                | 6-26-81               | MOH No. 8                        |                        | Apr -<br>Jun 81       | Local training   |   |

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Appendix C

FRAMEWORK FOR THE DEVELOPMENT OF A NATIONAL  
INTERINSTITUTIONAL SEX EDUCATION PROGRAM  
(IN SPANISH)

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PROYECTO DE DESAROLLO DE UN PROGRAMA NACIONAL INTERINSTITUCIONAL  
DE EDUCACION SEXUAL

Marco de Referencia

Metas, Objetivos, Estrategias y Actividades de las  
Instituciones en el Programa de Educación Sexual,  
financiada en parte por la AID

INSTITUCION \_\_\_\_\_

PERSONAL RESPONSABLE DEL PROGRAMA \_\_\_\_\_

PROPOSITO DEL PROGRAMA DE EDUCACION SEXUAL:

DENTRO DE SU INSTITUCION, CUALES SON LOS PROBLEMAS ESPECIFICOS ASOCIADOS  
CON LA FALTA DE CONOCIMIENTOS DE LA SEXUALIDAD?

PORQUE LA NECESIDAD DE UN PROYECTO INTERINSTITUCIONAL?

METAS DEL PROGRAMA:

- A. Resultados específicos deseados al nivel interinstitucional:
  
- B. Resultados específicos deseados al nivel de la población á servir dentro de su institución:

OBJETIVOS QUE DEBERAN LOGRARSE PARA LLEGAR A LAS METAS:

- A. Población á Servir (cuales grupos?):
- B. Personal (funciones? cantidad?):
- C. Programa Educativo (duración? nivel? contenido?):
- D. Capacitación del Personal (qué personal? nivel? duración?):
- E. Programación (administración? compilación de datos? sistema de evaluación?):
- F. Apoyo de la Comunidad (medios? recursos?):
- G. Colaboración Interinstitucional (recursos disponibles? estructura?):

ESTRATEGIAS A SEGUIR PARA  
CADA OBJETIVO

ACTIVIDADES

- | <u>ESTRATEGIAS A SEGUIR PARA</u><br><u>CADA OBJETIVO</u>   | <u>ACTIVIDADES</u> |
|--|--------------------|
| <p>A. Objetivo: Población á Servir</p> <ol style="list-style-type: none"> <li>1. Identificación de los grupos á educar (caracterfsticas socio-culturales; problemas asociados con falta de educación sexual)</li> <li>2. Determinación del comportamiento deseado del grupo (expectivas de la educación sexual)</li> <li>3. Selección de la acción educativa apropiada al grupo (frecuencia y tipo de medio educativo)</li> <li>4. Desarrollo de calendario (horario, localidad)</li> </ol>          |                    |
| <p>B. Objetivo: Personal</p> <ol style="list-style-type: none"> <li>1. Determinación de función, tareas y tiempo disponible á cada nivel del personal (agentes multiplificadores, orientadores, etc.)</li> <li>2. Selección del personal (establecer criterios de acuerdo con los requisitos de educación sexual, identificar personal apropiado)</li> <li>3. Programación del personal (hacer lo necesario en el sistema de supervisión y evaluación, cambio de funciones y del horario)</li> </ol> |                    |

ESTRATEGIASACTIVIDADES

## C. Objetivo: Programa Educativo

1. Desarrollo de criterios, normas, filosofía y definiciones acerca de la educación sexual (quien debe hacerla, cuando hacerla, como hacerla, limitaciones, etc.)
2. Selección de metodología para desarrollo de los programas (que tome en cuenta para cada grupo a educar, objetivos de educación, contenido y nivel, duración, medio mas efectivo, etc.)
3. Desarrollo de guías curriculares y materiales

## D. Objetivo: Capacitación

1. Determinación de expectativas al final de capacitación (las tareas específicas y habilidades requeridas, condiciones en que va a trabajar)
2. Desarrollo del Plan de Capacitación de acuerdo con las habilidades requeridas por el personal (relación entre el contenido y nivel de información con los objetivos del curso)
3. Diseño de pre- y posttest de acuerdo con habilidades requeridas por el personal

ESTRATEGIAACTIVIDADES

## E. Objetivo: Programación

1. Identificación de los responsables del Programa desde nivel y decisiones hasta supervisión y evaluación del personal
2. Sistema de organización y administración
3. Selección del sistema de evaluación (porque evaluar, que quiere evaluar, como medirla, datos requeridos, compilación de datos y análisis, frecuencia de evaluación)

## F. Objetivo: Apoyo de la Comunidad

1. Identificación de grupos dentro de la comunidad y los mensajes esenciales para conseguir el apoyo
2. Desarrollo y ejecución de actividades

## G. Objetivo: Colaboración Interinstitucional

1. Selección de estructura (personal responsables, medio de comunicación)
2. Identificación de aspectos del programa que va a compartir (sistema de evaluación, compilación de datos, etc.)

Appendix D

PROPOSED REPORTING FORMAT FOR GRANTEE INSTITUTIONS

## Appendix D

### PROPOSED REPORTING FORMAT FOR GRANTEE INSTITUTIONS\*

With regard to courses, seminars, and workshops specifically designed for training personnel, the report of activities must contain information which demonstrates that training activities have had an impact on the sex education program as a whole. This information can be included in the current report (Format No. 2), or, if it is already included in the course syllabus or curriculum, it can be attached to the report. The following information should be included in the report:

1. Purpose of the course, seminar, or workshop.
2. Type of personnel to be trained.
3. Functions, responsibilities, tasks, and activities in sex education of the personnel to receive training (e.g., direction, coordination, and administration; development of curriculum; planning and evaluation; training of other personnel; supervision and evaluation of sex education staff; teaching sex education to children, adolescents, or parents).
4. Skills, knowledge, and attitudes required to carry out the tasks.
5. Specific objectives of each component of the course as they relate to skills, knowledge, and attitudes required for the job; and what participants will be able to do at the end of each component (e.g., the component on "family planning," "abortion," or "adolescent development").
6. Pre- and posttests of participants directly related to the skills, knowledge, and attitudes required for the tasks (based on specific training objectives).

THE PROPOSED FORMAT IS TO BE DISCUSSED WITH THE GRANTEES.

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\* A translation from the Spanish.