

# FINAL REPORT

## HUMAN CAPACITY DEVELOPMENT/ EL SALVADOR

October 1998 through August 2002

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*Submitted to:*

**USAID/El Salvador**

*In response to:*

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## PREFACE

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The El Salvador Human Capacity Development Activity (HCD) under the Global Training for Development (GTD) Contract began as a one-year contract signed on October 9, 1998. Extensions brought the HCD Contract to August 15, 2002. The Activity, managed under *Strategic Objective #1: Expanded Access and Economic Opportunity for El Salvador's Rural Poor Families*, provided planning, implementation, monitoring and follow-on services to all technical offices within the U.S. Agency for International Development (USAID) Mission in El Salvador. The HCD Activity was designed to incorporate best training practices into all Mission training activities.

The purpose of the El Salvador HCD Activity was to provide capacity development services to USAID partners in the reengineered training mode, with special attention to rural customers, selected sustainable municipalities, GOES and NGO counterparts. Towards this end, Development Associates coordinated training activities for the Mission Strategic Objective Teams and provided technical assistance that contributed to institutional performance improvements, sustainable impact and, ultimately, the attainment of Mission Strategic Objectives. Appendix A contains a listing of the Mission Strategic Objectives and Intermediate Results.

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# HUMAN CAPACITY DEVELOPMENT/EL SALVADOR

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## SECTION I. OVERVIEW

This Report on Capacity Development in El Salvador reviews four years of training activities sponsored by USAID. It attempts to provide insights into both the implementation and the management of some of the most successful as well as problematic activities. Ultimately, it attempts to extract some useful lessons learned from the management and design of the training programs.

The purpose of training in the development context must always be to develop local capacity that in turn will ensure the sustainability of human capacity and economic advances. Under the worldwide GTD contract, USAID took steps to ingrain the best training practices in an Agency model of capacity development. This four-year program in El Salvador was the most recent in a series of training and human capacity development programs that began under the early CLASP II programs in 1990. Those early activities pioneered many concepts that are now invoked as best practices by USAID. Such concepts as intensive sector needs assessments, training a critical mass of participants and planning follow-up were recognized in the USAID/El Salvador training programs throughout the late 1980's and 90's.

## CLIMATE OF REENGINEERING IN USAID

The current GTD Capacity Development program began just as the Federal Government's reengineering efforts were in full swing around the globe. The USAID reengineering program focused on the organizational structure, a review of Agency values, the process of decision making and implementing programs. All were subject to change, including training, which had always been an integral part of USAID's development programs. A fundamental conceptual change during this process removed training as an independent strategic objective and redefined it as a tool to support all development endeavors. This redefinition had some unintended consequences. In many Missions around the world the training department was disbanded completely or subsumed under other technical offices. Paradoxically, just as USAID was attempting to strengthen the planning processes throughout the Agency, it found no clear answering voice in the Missions, which generally did not have specific units or individuals responsible for the quality and design of training.

It was in this climate that the HCD Activity in El Salvador began in October of 1998. Fortunately the training function in El Salvador remained an integral part of the Mission's program. It continues to be administered by experienced training personnel under the Economic Development Strategic Objective. The training function did indeed support all of the Mission's Strategic Objectives and was largely administered by practitioners who understood and applied the lessons learned through the programs of the 1980's and early 90's.

Over the four years of the GTD program, Development Associates' Training Division, assisted by our local subcontractor Fundación de Capacitación y Desarrollo Social y Económico (FUCADES) and numerous local as well as US specialists, implemented 489 training activities for more than 22,400 participants.

## SECTION II. DESCRIPTION OF TRAINING

### TRAINING ACTIVITIES COMPLETED

Groups and individuals trained represented diverse sectors, including finance, education, justice, agriculture, health and environment. By far the vast majority of these activities, 93%, took place in El Salvador, thus confirming the trend to carry out training in-country. However, the Mission still found it useful to send participants to courses and conferences outside of El Salvador. Of the activities that took place outside of the country, 5% were in the United States and Puerto Rico and 2% were in third countries. In addition to workshops, courses, seminars, meetings and conferences, Development Associates provided training services for seven observation visits, five training needs assessments and a revision and translation of the Best Practices series.

Technical assistance under this contract also covered a spectrum of services including the installation of and training in TraiNet and extensive computer technical assistance and training for the Ministry of Public Works, assistance with the printing and distribution of educational materials for various programs for the Ministry of Education and finally the logistical administration of the Ministry of Health technical training.

Following is a chronological list of activities accomplished between October 1998 and August 2002. It includes the number of participants trained in each activity and the corresponding Strategic Objective. A listing of training events by Strategic Objective is attached in Appendix B.

#### EXHIBIT 1 HCD Activity Training, October 1998 – July 2001

No.	Training Activity	# Trained	SO/ IR
<b>October 1998 - September 1999</b>			
1	<b>Regulation of Utilities and Monopolies Conference</b> , Institute for Public-Private Partnerships, Washington, DC, October 12 – 23, 1998.	1	1
2	<b>Infrastructure Finance Seminar</b> , International Law Institute in Washington, D.C., November 30-December 12, 1998.	4	1
3	<b>Structuring Effective Tariff Rates for Utilities and Public Services</b> , Institute for Public-Private Partnerships in Washington, D.C., December 7-18, 1998.	1	1.5
4	<b>Community Leaders Workshop</b> , Series of Three Regional 2-day Activities, Cojutepeque, El Salvador, January 29-30, February 12-13, and March 19-20 of 1999.	55	2
5	<b>Analysis of Credit for Subsistence Level Microenterprise Workshops</b> , FUSADES, El Salvador, February 19 – 20, 26 and 27, March 12 – 13, 19 – 20 and 27, April 16 – 17 and 23 – 24, and May 7 – 8, 14 – 15 and 22, 1999.	46	1
6	<b>FIAES Board Training Workshop</b> , El Salvador, March 18 - 19, 1999.	25	1
7	<b>XIII International Conference on Government Financial Management</b> , Miami, Florida, March 22-26, 1999.	6	2.3
8	<b>Y2K Assessment and Workshop</b> , El Salvador, March 23 - 24, 1999.	19	1
9	<b>Regional Annual Forum on Credit Unions</b> , El Salvador, April 22 - 23, 1999.	108	1

No.	Training Activity	# Trained	SO/IR
10	<b>TraiNet Installation and Training</b> , Allan Kellum, El Salvador, April 1999.	24	CC*
11	<b>InterAction Forum</b> , Forum 99, Washington, D.C., April 26 - 30, 1999.	1	CC
12	<b>Sustainable Municipalities Activity</b> , Lillian Rose, El Salvador, May 12, 15, 18, 19, 25, 27 & 28 and June 3, 16 - 19, 1999	115	CC
13	<b>5th InterAmerican Mayors Conference</b> , Miami, Florida, June 2 - 4, 1999.	11	2.3
14	<b>Perinatal Training Workshop</b> , El Salvador, July 6 - 8, 1999.	36	3
15	<b>Training in Justice Sector Reform</b> , Puerto Rico, July 11-18 and 18-25, September 12-19 and 19-26 and October 17 - 24, 1999.	76	2.4
16	<b>Crime Prevention Observation Visits</b> , San Jose, California, July 21 - 29 and August 18 - 26, 1999.	19	2.4
17	<b>SABE Activity - Completion and Printing of Curriculum Training Documents</b> , July 1999	N/A	1.1
18	<b>SABE Kindergarten Training of Trainers</b> , Santa Ana July 5- 6; San Salvador July 7- 8; San Miguel July 12 - 13, 1999.	225	1.1
19	<b>SABE Kindergarten Congresses</b> , El Salvador, August 10 - 13 and 16 - 19, 1999.	5,365	1.1
20	<b>SABE Curriculum Development Train the Trainer Workshops</b> , August 9 - 13, 16 - 18, 20 - 24, 1999	630	1.1
21	<b>Conflict Management Workshop</b> , FUCADES, El Salvador, August 26 - 27, 1999.	58	CC
<b>October 1999 - September 2000</b>			
22	<b>Hazard Analysis Critical Control Points (HACCP) Training</b> , El Salvador, October 18-22, 1999.	20	1.5
23	<b>Waste Management Workshops</b> , El Salvador, October 25-27, November 3-5 and November 8-10, 1999.	62	4
24	<b>NAEYC Conference</b> , New Orleans, November 10 - 13, 1999.	1	1.1
25	<b>FUNDESA Executive Management Training</b> , El Salvador, November 22 - 27, 1999.	18	1.5
26	<b>Agricultural Quarantine Training</b> , El Salvador, November 22-December 3, 1999.	50	1
27	<b>23<sup>rd</sup> Miami Conference on the Caribbean and Latin America</b> , Miami, December 7-10, 1999.	4	1
28	<b>Training in Modern Construction Practices for Rural Roads and Construction Contract Administration</b> , El Salvador, January 5-8, 2000.	22	1
29	<b>Phytosanitary Campaigns Course</b> , El Salvador, January 31- February 11, 2000.	25	1.5
30	<b>Infrastructure Financial Analysis and Tariff Rate Setting: Effective Analytical Techniques for Development of Public and Private Infrastructure Investments</b> , Institute for Public-Private Partnerships, Washington, D.C., March 6 - 17, 2000.	1	1
31	<b>Microfinance Training Needs Assessment</b> , El Salvador, March 15 - 23, 2000.	N/A	1.3a
32	<b>Regulating Electric Utilities and Energy Networks: Managing Regulatory Commissions and Independent Systems Operators, and Monitoring Private Power Projects</b> , Institute for Public-Private Partnerships, Washington, D.C., March 20 - 31, 2000.	1	1

33	<b>Judicial Study Tour</b> , Washington, D.C. and Miami, Florida, March 29 - April 8, 2000.	2	2.3
34	<b>Zoosanitary Certification Training</b> , El Salvador, April 10 - 14, 2000.	23	1
35	<b>Team-Building Workshop (Strategic Planning for the EDIFAM Steering Committee)</b> , El Salvador, April 11 - 12, 2000.	17	1.1
36	<b>BOO and BOT Projects</b> , El Salvador, April 12 - 14, 2000.	21	1
37	<b>Opus 99 Software for Ministry of Public Works</b> , El Salvador, May 11 – 12, 20 and 27 and June 7, 2000.	8	1
38	<b>Needs Assessment for Automation of the MOP Project Cycle</b> , El Salvador, June 19 - 24, 2000.	N/A	1
39	<b>Justice Sector Strategic Planning Workshop</b> , El Salvador, June 22- 30, 2000.	11	2.4
40	<b>6<sup>th</sup> InterAmerican Mayors Conference</b> , Miami, Florida, June 27 – 29, 2000.	11	2.3
41	<b>Infrastructure in Market Economy Course</b> , Harvard University, Cambridge, Massachusetts, July 10 -21, 2000.	1	1
42	<b>Management of Wildlands and Protected Areas</b> , Colorado State University, July 12 - August 13, 2000.	1	1
43	<b>CRSS Health Sector Reform Design</b> , El Salvador, September 4 - 15, 2000.	N/A	3
<b>October 2000 – September 2001</b>			
44	<b>Microfinance Workshop</b> , El Salvador, October 3, 5 and 10, 2000.	142	1.4
45	<b>Needs Assessment Workshops (Girls' Education)</b> , El Salvador, October 18 and 20, 2000	83	1.1
46	<b>Third National Kindergarten Early Childhood Education Congresses</b> , EDIFAM, El Salvador, October 2 - 10, 2000.	4,417	1.1
47	<b>First National Congress on Girls' Education</b> , El Salvador, November 20 - 21, 2000.	155	1.1
48	<b>Report and video for MINED Needs Assessment for USAID SO1, L. Rose</b> , El Salvador, November 29, 2000.	N/A	1.1
49	<b>24<sup>th</sup> Miami Conference on the Caribbean and Latin America</b> , Miami, December 5-8, 2000.	1	1
50	<b>Best Practices Series</b> , January-February, 2001.	N/A	CC
51	<b>MOP Computer Technical Assistance/Training , Acquisition and Installation of Software and Hardware</b> , October 2000 - September 2001.	102	1
52	<b>Curriculum Development Needs Assessment and Training Plan</b> , MINED, El Salvador, May 2001.	8	1.1
53	<b>EDIFAM Needs Assessment</b> , El Salvador, June 2001.	N/A	1.1
54	<b>7<sup>th</sup> InterAmerican Conference of Mayors</b> , Miami, Florida, June 26-28, 2001.	6	2.3
55	<b>ROCA Conference</b> , El Salvador, June 28-29, 2001.	86	1.2
56	<b>Curriculum Development Study Tour</b> , Miami, Florida, July 9 – 13, 2001.	8	1.1
<b>October 2001 – July 2002</b>			
57	<b>10<sup>th</sup> International Anti-Corruption Conference</b> , Prague, Czech Republic, October 8 – 11, 2001.	1	2.5
	<b>SALSA Training Activities</b> , El Salvador, October 2001 - July 2002.	9,425	3
58	- SIBASIs (regional health units)	1 activity	70 participants
59 - 63	- Policy and Reform	5 activities	158 participants

64 – 331	- Child Survival	268 activities	5,809 participants		
332 - 354	- HIV/AIDS	23 activities	905 participants		
355 - 466	- Reproductive Health	111 activities	2,483 participants		
467	<b>MINED Disaster Manual Review Workshop</b> , El Salvador, November 10, 2001.			13	SP*
468	<b>Observation and Training Program for Litigation Techniques and Evidentiary Law</b> , San Juan, Puerto Rico, November 12 – 16, 2001.			3	2.4
469	<b>3<sup>rd</sup> Meeting of the Network of Latin American and Caribbean Children’s Associations</b> , Cartagena, Colombia, November 15 – 16, 2001.			3	3
470	<b>8<sup>th</sup> Annual Meeting of the Central American Association for Municipal Decentralization and Strengthening</b> , Antigua, Guatemala, November 15 - 16, 2001.			2	2.3
471	<b>Rules of Evidence Observation Tour</b> , San Juan, Puerto Rico, December 3-7, 2001.			3	2.4
472	<b>Curriculum Development Workshop</b> , MINED, El Salvador, February 18-22, 2002.			30	1.1
473	<b>Regional Conference on the Promotion of Judicial Independence and Impartiality</b> , Tegucigalpa, Honduras, April 10 - 11, 2002.			1	2.4
474	<b>1<sup>st</sup> Contractual Savings Conference: Supervisory and Regulatory Issues in Private Pensions and Life Insurance</b> , World Bank, Washington, DC, April 29 - May 3, 2002.			2	1
475	<b>SALSA Evaluation and Final Report</b> , El Salvador, May – July, 2002.			N/A	3
476	<b>SALSA Activity: 5th Workshop for Program Evaluation of Neonatal Resuscitation</b> , Punta Arenas, Costa Rica, May 3 – 5, 2002.			2	3
477	<b>Observation Visit for Ministry of Education (MINED) Curriculum Development Specialists</b> , Miami, Florida May 13 – 17, 2002.			5	1.1
478	<b>EDIFAM Pre-School Teachers’ Professional Development Workshops</b> , San Vicente, El Salvador, May 18 – 25, 2002, June 8 – 21, 2002 and June 29 – July 11, 2002.			117	1.1
479	<b>10<sup>th</sup> Anniversary International Judicial Conference</b> , Strasbourg, France, May 22 – 24, 2002.			1	2.4
480	<b>Supervisory Board for Pensions Observation Trip</b> , Lima, Peru, May 20 - 24, 2002.			3	1
481	<b>Trade-Related Capacity Building Conference</b> , Port of Spain, Trinidad and Tobago, May 28 – 29, 2002.			1	1
482	<b>8<sup>th</sup> Inter-American Conference of Mayors and Local Authorities</b> , Miami, June 11 – 13, 2002.			3	2.3
483	<b>Printing of disaster prevention manual, “Prevención de Desastres: Esperanza de un Mañana Mejor,”</b> June 2002			N/A	SP
484	<b>Disaster Mitigation Workshops for Ministry of Education (MINED) staff and community leaders</b> (based on manual), San Salvador, June 19, 27 and 28, and July 13 and 20, 2002.			550	SP
485	<b>20th Interdisciplinary Course in Human Rights</b> , San José, Costa Rica, July 22 – August 2, 2002.			1	CC
486	<b>Customs Fraud Seminar for Ministry of Finance personnel</b> , San Salvador, July 2002.			30	2.5

487	<b>Analysis and Interpretation of Financial Statements</b> , Ministry of the Treasury, San Salvador, July 23 - 26, 2002	61	1
488	<b>Cash Flow Techniques</b> , Ministry of the Treasury, San Salvador, July 29 - 31, 2002	90	1
489	<b>Improvement of Financial Intermediation in the Microfinance Sector</b> , BMI, San Salvador, July 9 - 20, 2002	N/A	1
<b>Total participants trained:</b>		<b>22,479</b>	

\* CC = Strategic Objective cross-cutting topic, SP = Special Strategic Objective

## COLLABORATION WITH LOCAL SERVICE PROVIDERS

Throughout the contract, our local subcontractor, FUCADES, remained available to handle the logistical responsibilities for in-country training programs and to support training facilitators during and after their assignments. When needed, FUCADES provided on-site conference staff, ordered supplies and arranged catering. FUCADES' responsibilities for in-country training included:

- Compiling invitation lists for recruiting participants;
- Securing training sites;
- Arranging local transportation and accommodation;
- Providing refreshments;
- Procuring and photocopying training materials;
- Identifying local training facilitators;
- Monitoring participant attendance and satisfaction;
- Providing data on the counterpart contribution; and
- Acting as liaison between Development Associates and trainers.

## NEEDS ASSESSMENT

The quality of a training design depends to a large extent on the depth of the needs assessment. If Development Associates were to generalize a flaw in most needs assessments, it is that they stop with the description of the problem. However, identifying the problem is not enough to develop a training plan. The needs analysts must not only identify problems and performance gaps within institutions, but also specify the causes of each gap. In addition, they must determine who should receive training and create a fairly detailed profile of the targeted participants. Finally, they must identify the best sequence and training deliverers to meet participants' needs. Often the level of detail needed to design the training interventions emerges only in a second phase of a needs assessment after the problems have been assessed. Various levels of analysis were carried out during the lifespan of the HCD contract based on whether the counterpart needed problem analysis or a training plan.

## Selected Development Associates' Training Needs Assessments

? *Ministry of Education Goal: Improve skills in curriculum development.* Based on the results of a training needs assessment of the Ministry of Education conducted by University of Louisville education specialist Everett Egginton, Development Associates designed and developed an in-country workshop to help build capacity in curriculum development. We also organized and implemented two observation tours of Miami-Dade County's public school system for the Ministry's curriculum design specialists to introduce them to innovative curriculum development methods.

? *Ministry of Public Works Goal: Ministry-wide performance improvement.* Information technology specialist Richard Gaeta, on a one-year, intermittent assignment, provided computer technical assistance and training to the Ministry of Public Works. In addition to an initial assessment of the Ministry's information technology needs, he continuously assessed training needs at all staff levels, designed corresponding training and identified experts to provide technical assistance.

### PRE-TRAINING SERVICES/US AND THIRD COUNTRY

To anticipate participant needs, Development Associates developed a standard pre-departure orientation packet that includes a welcome letter, program agenda, travel expense sheets, HAC card and claim forms, U.S. federal tax forms, local maps/brochures and the participant evaluation form. The packets were tailored to the specific training program and either sent to the Mission to be presented to participants during the pre-training orientation for in-country or third country programs, or sent to the training provider to distribute to participants for U.S. based programs. (When U.S.-based programs were within easy travel distance, a Development Associates training officer would conduct the orientation and distribute the packets to participants.)

### POST-TRAINING FOLLOW-ON AND MEASUREMENT ACTIVITIES

Post-training strategies were incorporated into all programs to promote and assess the transfer of training as a means of measuring training results. For example, post-training participant evaluation questionnaires focused on the appropriateness and applicability of training to the participant's job, and were used by Development Associates as a measurement tool for training transferability as well as for general quality assurance. Also, participant Action Plans, in which trainees outlined how they would apply the training in the workplace, provided a tool for participants and their supervisors to continuously measure training transfer after the program.

In addition to these strategies, the relevance and utility of learning was assessed in a March 2000 impact evaluation of all programs to date, the results of which were submitted in reports to the Mission as stipulated in the contract. Participants responded to questionnaires asking whether training was applied at work, whether they had fulfilled their Action Plans and whether they had received any additional work-related responsibilities since the training. Results indicated that 64% of participants who responded were satisfied with the training they received and 95% were applying at least some of the skills and knowledge acquired in their training at work.

## **SELECTED TRAINING ACTIVITIES**

The following section describes selected training activities that reflect the range of program design and objectives within the HCD Activity. They were chosen to reflect their diverse characteristics such as successful completion under complex or unusual circumstances, notable program scope and impact, subcontractor level of responsibility and involvement and creative program approach.

### ***Y2K Assessment and Workshop, March 1999***

Although it currently seems that our fears were exaggerated, we were all aware of the possibility of disaster resulting from massive computer failures in the changeover from year 1999 to 2000. Many expected the worst, avoiding airplane travel on the first of the year and stockpiling emergency provisions. USAID Missions took every precaution to ensure that their computer systems and those of their partner institutions would smoothly adjust to the new millennium. Responding to a request from USAID/El Salvador, Development Associates sent our in-house information technology specialist, Mario Alzate, to El Salvador in the spring of 1999 to work with various intermediary institutions and partner organizations in assessing the readiness of their computer hardware and software for the Y2K transition. Two one-day seminars were consequently conducted for key personnel to provide them with relevant strategies and methodologies, including specialized software, to “fix” these problems in their respective agencies. This is one case where the impact of the technical assistance/training intervention was immediately evident: none of these beneficiaries experienced computer-related problems on January 1, 2000.

### ***SABE Curriculum Development and Training Activities, July – August 1999***

An example of a challenging but ultimately successful activity was the development of a primary curriculum for the Ministry of Education (MINED) followed by the training of teachers on the new materials. The SABE Project (Strengthening Achievement in Basic Education) objective was to improve the relevance, effectiveness and efficiency of basic education for children in grades K to 6 in El Salvador. The curriculum writing activity supported by USAID appeared deceptively simple at first. It was described as primarily a coordination activity between MINED and the curriculum writers. In fact, the activity included updating curriculum in seven basic subject areas, printing the new textbooks and training primary-level teachers across the country.

#### **1) Model School Activities**

Development Associates training and educational specialist Lillian Rose worked with several subject matter specialists, MINED officials and local printers to coordinate the writing, development and delivery of a seven-subject curriculum textbook. In addition, she developed a five-day train-the-trainer workshop, facilitated by the subject matter specialists, to instruct teachers and technicians in the use of the textbook. In preparation for this workshop, Ms. Rose held a series of evening mini-workshops in training methodology for the facilitators who, though experts in their fields, lacked participatory training expertise. As might be expected when coordinating the work and products of many individuals, successful completion of the activity required persistence and tact. In spite of drawbacks such as personnel shifts among the writers and the late delivery of assigned tasks, the project met its tight deadlines for submitting the

content first to MINED and then to printers in time for the workshops. The workshops, originally planned for 200 participants, were presented to 630 participants.

## 2) Procurement/Printing

In addition to 10,000 copies of the Model School curriculum textbook, 6,500 copies each of *A Guide for Teaching Moral Values* and *Teaching Strategies for Integrated Classrooms* and 6,000 sets of laminated teaching posters were produced for SABE's kindergarten activities. The volume of the printing jobs necessitated special supervisory and monitoring procedures to adhere to USAID requirements. Specifications were sent to four experienced local printers with a request for price quotations. Given the complexity of these tasks and a series of modifications to the specifications, Development Associates' efforts concentrated on coordinating all communication between the printers, the Ministry of Education and USAID to ensure that bids were accurate and timely and that the printers had the technical capacity for work of such large volume. Communication and cooperation among the stakeholders in these activities was key to their successful implementation under the given budgetary and time constraints.

## 3) Kindergarten Activities

The Development Associates team coordinated with local curriculum specialists, MINED and local printers in the design, development and printing of three instructional documents for Kindergarten teachers: *A Guide for Teaching Moral Values*, *Teaching Strategies for Integrated Classrooms*, and a set of fifteen large, laminated teaching posters. In addition, the team designed and implemented three two-day train-the-trainer sessions for 225 kindergarten teachers and technicians addressing the new curriculum topics and materials and a one-day workshop for Ministry of Education departmental supervisors, promoters and technicians.

### ***SABE Kindergarten Congresses, August 1999***

One of the largest series of training events under this contract featured ten one-day congresses for Salvadoran public school kindergarten teachers held in various locations throughout San Salvador, San Miguel and Sonsonate. A total of 5,365 participants attended these congresses in a one-week period from August 10 to 19, 1999. The technical content of the congresses was developed by Save the Children and the Ministry of Education, and included: 1) Gender Equity in El Salvador, 2) The Teachers' Guides (*Ejes Transversales*) in Kindergarten Education, and 3) The Teacher's Role in Generating a Participatory and Equitable Learning Environment. FUCADES coordinated logistics for all ten successful events.

### ***Waste Management Workshops and Manual, October – November 1999***

In October and November, 1999, as part of a municipal development activity, Lillian Rose traveled to San Francisco Menendez and Usulután to train rural community residents in recognizing the causes of community water contamination and how it is related to the improper disposal of solid wastes. Through hands-on, participatory training methods, participants learned how to separate garbage and how to compost their organic wastes in order to keep them out of landfills or garbage dumps. These workshops were based on a prior on-site needs assessment, conducted to evaluate current waste management practices.

In addition to conducting the workshops for 62 participants, Ms. Rose produced and distributed to each participant an illustrated practical training manual entitled *Manejo de la Basura y Aguas Residuales*. This hands-on manual is a useful reference tool to support the transfer of training as well as a resource to help the participants share their acquired skills and knowledge. Community leaders indicated that they intended to use their newly-acquired skills to demonstrate composting to their fellow community members.

### ***Project Cycle Workflow for the Ministry of Public Works, October 2000 – September 2001***

An internal evaluation of the Ministry of Public Works (MOP) found that while the Ministry possessed adequate computer equipment and the expertise to use it, interdepartmental communication was fragmented due to the absence of a networked system. Development Associates Management Information Specialist Richard Gaeta consulted with the MOP in the reorganization of ministry-wide information services and the development of a Project Cycle Workflow Management Information System to address the MOP's communication issues. Although the Mission had proposed the installation of Lotus Notes as a solution, further assessments conducted by the specialist determined that Lotus Notes would solve some, but not all, of the Ministry's communication problems.

An extensive investigation into the communication and training needs of Ministry staff at various job levels and functions led to the installation and training in eight distinct software applications/communications environments, including a network operating system, intranet messaging, integrated communications network services, collaborative project cycle workflow, integrated document management, gateway communications to the Internet, collaborative web applications and specialized public works software. In addition, a number of renovation and installation activities were performed, including the construction of new office division, the improvement of electrical/telephone installations to support LAN operations, and the installation of fiber optic Internet connection.

Mr. Gaeta traveled to El Salvador five times to provide technical assistance and training. A total of 6,888 hours (34 courses) of training was provided to 20 IT specialists, 21 public works professionals and 61 administrative staff within the Ministries of Public Works, Transportation, Housing and Urban Development.

The frequency of Mr. Gaeta's visits and the ongoing support provided by this project were helpful in overcoming several serious setbacks and challenges, such as the earthquakes of January and February 2001 and the loss of worker productivity associated with aftershocks; the transfer and consolidation of the Ministry's physical facilities from the La Lechuza complex to the El Coro complex due to earthquake damage; and the technical support required of the information services units and personnel in facilitating the early voluntary retirement of over 6,500 public works employees. Throughout the timeframe of this project, close coordination between Mr. Gaeta and Ministry officials increased the likelihood that training and improvements will be sustained.

### ***Best Practices Series Translations, January – February 2001***

The Best Practices Guide is a series of training manuals developed for USAID as part of technical assistance to field missions under the Global Bureau's Human Resources Development

Assistance (HRDA) Project in 1996 - 97. This series offered guidance to US training officers on planning, needs assessment, collaborating with stakeholders, managing and monitoring training, and follow-on. USAID/El Salvador requested Development Associates to translate this series into Spanish for distribution to USAID local partners. To make the manuals useful to training and program planners in local institutions, the materials needed substantial editing to eliminate the esoteric USAID references, examples and acronyms. Development Associates submitted the final product, which also included a bibliography of additional training resources, in July of 2001.

### ***SALSA (Healthy Salvadorans) Project Training Activities, October 2002 – July 2002***

In the final year of the contract, USAID asked Development Associates to provide support to the Ministry of Public Health and Social Assistance for the implementation of a major training endeavor. This was to train Ministry personnel and volunteers in four areas: child survival, reproductive health, STI/HIV/AIDS and health policy reform. The project sought to improve the knowledge and skills of Ministry personnel throughout the country, including doctors, nurses, hospital supervisors, traditional birth attendants and community volunteers.

The Ministry developed the training content in collaboration with various institutions that specialize in health care; Development Associates managed program logistics. Under Development Associates' oversight, 408 multiple-day events for 9,434 participants took place throughout the country. Other (mainly one-day) events were handled directly by the Ministry. Development Associates, responding to USAID's request, also developed an evaluation strategy to measure the effectiveness of the training. This assessed the workplace application of knowledge and skills gained in the training in six regional health districts. A summary of the final report of the SALSA Project is attached in Appendix C.

### ***Disaster Prevention and Mitigation Activities, June – July 2002***

On January 13, 2001, El Salvador was rocked by a cataclysmic earthquake that did extensive damage throughout the country. Before the toll of this disaster could be fully assessed, a second earthquake hit on February 13, compounding the damage and destruction. These events came to be known as "*los Treces*" ("the Thirteens") because of their fateful dates. In response to these disasters, USAID/El Salvador created a special Strategic Objective to provide assistance to the affected areas.

Programs under this Strategic Objective developed capacity for preventive maintenance and disaster mitigation in case of future earthquakes or other natural disasters. The Mission supported the Ministries of Education and the Environment and community leaders in the development and implementation of strategies to meet this objective, and Development Associates provided logistical coordination, training materials and publication assistance. The results of these collaborative efforts were the production and large-scale distribution of a disaster prevention manual for use in schools and a series of community-centered disaster mitigation workshops held throughout the country.

## 1) Disaster Prevention Manual

Development Associates and subcontractor FUCADES assisted the Ministry of Education with coordination for the production and printing of a disaster prevention manual (*Prevención de Desastres: Esperanza de un Mañana Mejor*). After numerous revisions and approval by USAID, 35,000 copies of the manual were produced and distributed in schools throughout El Salvador. Events supporting this activity included:

- A workshop for thirteen teachers, psychologists and disaster specialists hosted by Ministry of Education on November 10, 2001, to present, review and modify the manual. Trainers from the Ministry's Curriculum Development Department facilitated the workshop and FUCADES provided logistical coordination for the event.
- Contracting of a local printer. During the manual's final production stages, Development Associates oversaw competitive bidding for a local printer, contracted the most cost-effective printing company and negotiated various aspects of the manual's production.

## 2) Disaster Mitigation Workshops for Ministry of Education Staff and Community Leaders

In conjunction with the production of the disaster relief manual, workshops were organized to develop and strengthen Ministry and community capacity for preventive maintenance and disaster mitigation and preparedness. The disaster manual was distributed for participant use in the workshops, which took place as follows:

- Three one-day workshops were conducted in San Salvador on June 19, 27 and 28, 2002.
- Participants trained in those workshops then trained community leaders and Ministry officials in three one-day workshops that took place simultaneously in the departments of Cuscatlán, La Paz and La Libertad on July 13 and in Usulután and San Vicente on July 20.
- Ministry of Education planned to replicate the training on a national scale in workshops facilitated by the July workshop participants.

Overall, 550 participants were trained. Development Associates provided basic materials for the instructors and participants and FUCADES assisted with logistical coordination.

## **SECTION III. CONTRACT MANAGEMENT**

El Salvador's training activities encompassed off-the-shelf courses as well as customized courses which were to take place both overseas and in-country. Needs assessments and impact evaluations were conducted as part of the training framework. The contract evolved in scope as well as duration such that the original eleven training events specified in the base contract grew into 489 activities including multiple workshops implemented in the final year under SALSA.

## **HCD PROJECT STAFF**

The Development Associates Training Division provided an experienced core staff of long-term Development Associates personnel. Core staff included the Contract Manager, Program Development Specialists, clerical support and a Financial Administrator. This team not only arranged for the implementation of the various training activities, but monitored compliance with USAID regulations and ensured the completion of deliverables. At various points especially in the first years of the Project when multiple training deadlines tended to coincide, additional Development Associates staff were assigned to handle details of specific programs. Development Associates fortunately has a sufficient pool of experienced program staff to allow reallocating staff on a temporary basis during particularly busy periods. Likewise during slower periods staff could be reassigned to other ongoing projects. This had the obvious positive result of allowing Development Associates to keep the management costs to a minimum.

## **FUCADES**

The HCD contract also requested the services of local organizations and facilitators to assist with in-country activities in support of the Mission's overall training activities. Our principal subcontractor FUCADES is a local NGO staffed by Salvadoran professionals committed to development work. They extend a small but strong core staff by contracting from among an extensive list of professional individuals to handle specific assignments. FUCADES' understanding of USAID's goals and policies combined with their knowledge of country resources has made them a valuable source of assistance for our in-country projects.

Other Salvadoran NGOs and trainers were called upon from time to time to assist with activities or to present training, manage focus groups or help with conferences.

## **TRAINING PROGRAM MANAGEMENT**

Timely communication with our Mission contacts, subcontractors and training providers was a key element of Development Associates' approach to program management. Our staff maintained a regular dialogue with in-country subcontractors as well as with USAID by telephone, e-mail and fax at all planning and implementation stages of in-country training activities. Keeping informed about logistical details to ensure that participants' needs were being met and that training programs were on schedule provided Development Associates with the confidence that programs were running smoothly.

FUCADES acted as liaison between in-country facilitators, arranged for training sites and catering and communicated directly with counterparts, when necessary, to confirm program details. The Development Associates Arlington office continued careful monitoring to confirm the qualifications of presenters, review and negotiate appropriate daily rates, and manage procurements when US government regulations called for competitions. The Arlington office also retained control of the budget, contracting agreements and payments for services.

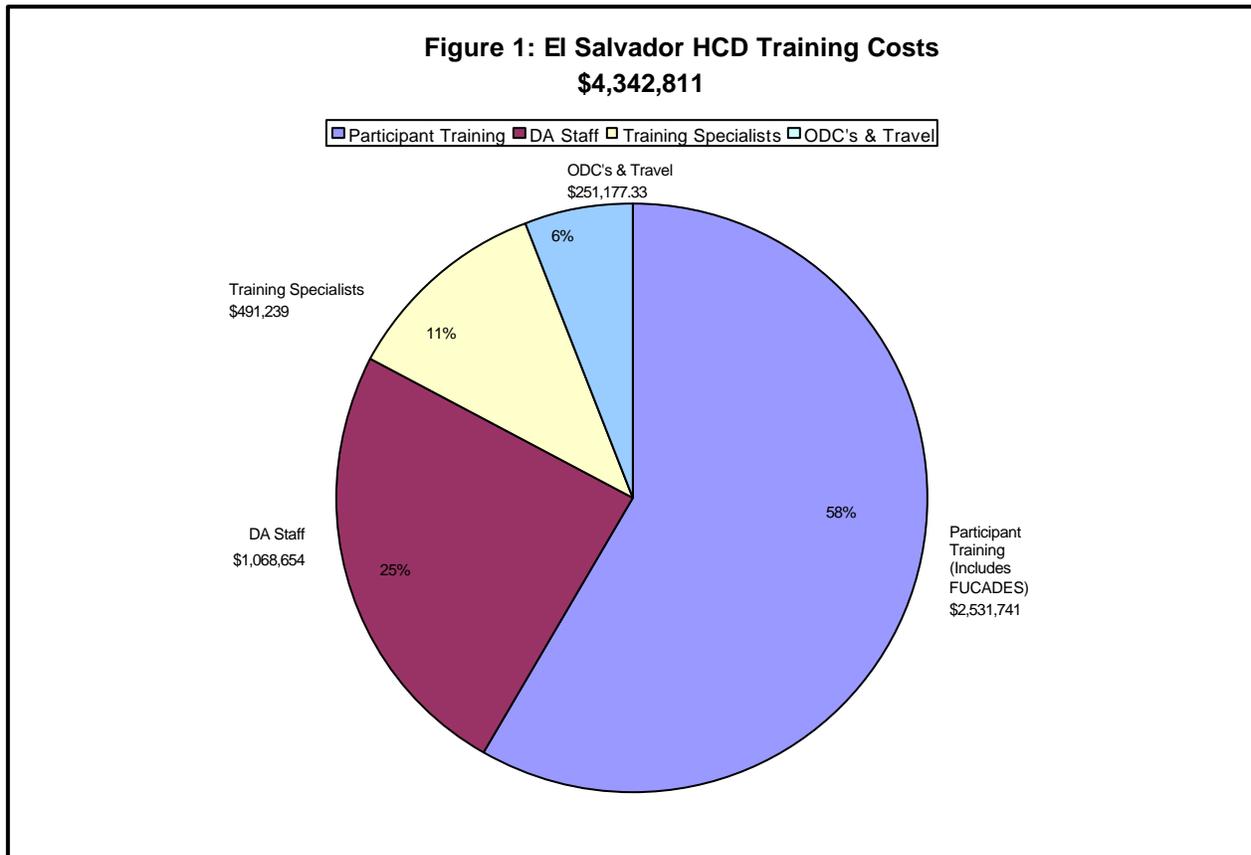
## **FINANCIAL ADMINISTRATION**

The ceiling price of the El Salvador/HCD contract was \$5,048,280; the final amount expended for authorized activities was \$4,342,811. Buy-ins to the HCD contract were executed from other

Strategic Objectives. These allocations (buy-ins) to the various training activities were tracked and reported separately. Among the reports regularly submitted to USAID were the quarterly accruals, quarterly narrative reports, and the recapitulation by program (attached to each Development Associates voucher). Before the project completion date the unused buy-in funds were de-obligated.

To support the Mission's training program the Development Associates financial team tracked the counterpart contributions, tracked and reported costs by activity number and later recorded and reclaimed the IVA payments.

Figure 1 provides a breakdown of expenditures over the life of the project.



## **SECTION IV. LESSONS LEARNED**

The following lessons learned have been culled from trainer reports and comments and from Development Associates responsible staff over the life of the project. The issues presented encompass both training design and implementation as well as management approaches. Keeping these observations in mind in the future can lead to improved programs as well as to good results.

### **ISSUE 1: COMMUNICATIONS**

#### ***Plan Regular Face-to-Face Meetings***

Overall, the HCD program ran smoothly during the four years of the contract. On the occasions when contractual or programmatic difficulties arose, we saw that they were resolved quickly with face-to-face discussions. Conversely, when discussions were delayed, resolution was also delayed. In one instance, we learned that the Mission and Development Associates had two different versions of the deliverable list due to a faxing error. This of course was resolved easily when all parties met together.

The single best way to ensure sound and effective management is by establishing a schedule of contract management meetings with USAID/El Salvador throughout the contract cycle, to ensure that the Mission and Development Associates are in step on various project issues.

#### ***Follow-up E-mail Communications***

While the efficiency, immediacy and low cost of e-mail make it perhaps the most common means of communication at work, experience has shown that even e-mail has limitations. Cryptic messages can easily be misunderstood. In addition, relevant people may not be copied, or messages may not reach the intended recipient. Reliance on e-mail can instill a false sense of security that messages are received by the right people and completely understood. When the message is of great importance, e.g., related to contract issues or program deadlines, we follow up e-mail messages with faxes or telephone communication.

### **ISSUE 2: EFFECTIVE TRAINING DESIGN**

#### ***Propose Specific Training Transfer Strategies***

Ensuring the retention and workplace application of knowledge and skills acquired in training is always a challenge. To facilitate the transfer of training, transfer strategies should be integrated into the program design from the start, rather than added on to the end of training as an afterthought. Participant post-training evaluations and Action Plans became standard transfer strategies for our training programs. Including participants' supervisors in the design of transfer strategies is another means to facilitate training transfer, as the support and guidance of workplace supervisors can greatly enhance the transfer of training.

### ***Use Participatory Workshops***

Workshops designed interactively with participants have been exceptionally successful, according to feedback from certain facilitators. Participants clearly appreciated the opportunity to be directly involved in their own learning, as demonstrated by their initiative and creativity in these activities. Other programs which were pre-designed with a more traditional classroom approach were also well received, but did not generate the same levels of unanimous enthusiasm and commitment as those with a participatory design.

## **ISSUE 3: RESULTS TRACKING/IMPACT ASSESSMENT**

### ***Plan Evaluations for All Programs***

To ensure that results tracking will occur periodically throughout the life of the project in a systemized way, a formal strategy should be established during the start-up phase of the contract. In this way time, personnel, budget and procedural issues will be addressed at the beginning. Our training division staff were able to conduct an impact evaluation of training programs at mid-term and once again for the SALSA activity. Both of these were well received and considered useful by the Mission.

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## **APPENDICES**

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## APPENDIX A

# STRATEGIC OBJECTIVES AND INTERMEDIATE RESULTS

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SO1: Expanded Access and Economic Opportunity for El Salvador's Rural Poor

IR1: Better educated/trained rural residents

IR2: Improved use of land

IR3: Expanded equitable access to financial, technical and marketing services by the rural poor

IR4: Better rural productive infrastructure

IR5: Economic policy environment supporting greater equity

SO2: More Inclusive and Effective Democratic Processes in El Salvador

IR1: More politically active civil society

IR2: Impartial and more effective electoral administration

IR3: Increased participation in strengthened local government

IR4: More effective legal/judicial protection for all citizens

IR5: Improved and transparent stewardship of public finances

SO3: Sustainable Improvement in Health of Women and Children Achieved

IR1: Increased use of appropriate child survival practices and services

IR2: Increased use of appropriate reproductive health practices and services

IR3: Enhanced policy environment to support sustainability of child survival and reproductive health programs

SO4: Increased Access by Rural Households to Clean Water

IR1: More organized community demand for clean water

IR2: Improved quality of water sources

IR3: Increased reliability of water supplies

IR4: Improved performance of water delivery systems

IR5: Improved municipal management of water resources

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## APPENDIX B

### TRAINING ACTIVITIES BY STRATEGIC OBJECTIVE

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#### **Strategic Objective 1: Expanded Access and Economic Opportunity for El Salvador's Rural Poor**

Regulation of Utilities and Monopolies Conference, Institute for Public-Private Partnerships, Washington, DC, October 12 – 23, 1998.

Infrastructure Finance Seminar, International Law Institute in Washington, D.C., November 30-December 12, 1998.

Structuring Effective Tariff Rates for Utilities and Public Services, Institute for Public-Private Partnerships in Washington, D.C., December 7-18, 1998.

Analysis of Credit for Subsistence Level Microenterprise Workshops, FUSADES, El Salvador, February 19 – 20, 26 and 27, March 12 – 13, 19 – 20 and 27, April 16 – 17 and 23 – 24, and May 7 – 8, 14 – 15 and 22, 1999.

FIAES Board Training Workshop, El Salvador, March 18 - 19, 1999.

Y2K Assessment and Workshop, El Salvador, March 23 - 24, 1999.

Regional Annual Forum on Credit Unions, El Salvador, April 22 - 23, 1999.

SABE Activity - Completion and Printing of Curriculum Training Documents, July 1999

SABE Training of Trainers, Santa Ana July 5- 6; San Salvador July 7- 8; San Miguel July 12 – 13, 1999.

Ministry of Education Kindergarten Congresses (for SABE), El Salvador, August 10 – 19, 1999.

SABE Model Schools Train the Trainer Workshops, August 9 - 13, 16 - 18, 20 - 24, 1999

Hazard Analysis Critical Control Points (HACCP) Training, El Salvador, October 18-22, 1999.

NAEYC Conference, New Orleans, November 10 – 13, 1999.

FUNDESA Executive Management Training, El Salvador, November 22 – 27, 1999.

Agricultural Quarantine Training, El Salvador, November 22-December 3, 1999.

23<sup>rd</sup> Miami Conference on the Caribbean and Latin America, Miami, December 7-10, 1999.

Training in Modern Construction Practices for Rural Roads and Construction Contract Administration, El Salvador, January 5-8, 2000.

Phytosanitary Campaigns Course, El Salvador, January 31- February 11, 2000.

Infrastructure Financial Analysis and Tariff Rate Setting: Effective Analytical Techniques for Development of Public and Private Infrastructure Investments, Institute for Public-Private Partnerships, Washington, D.C., March 6 - 17, 2000.

Microfinance Training Needs Assessment, El Salvador, March 15 – 23, 2000.

Regulating Electric Utilities and Energy Networks: Managing Regulatory Commissions and Independent Systems Operators, and Monitoring Private Power Projects, Institute for Public-Private Partnerships, Washington, D.C., March 20 - 31, 2000.

Zoosanitary Certification Training, El Salvador, April 10 - 14, 2000.

Team-Building Workshop (Strategic Planning for the EDIFAM Steering Committee), El Salvador, April 11 - 12, 2000.

BOO and BOT Projects, El Salvador, April 12 - 14, 2000.

Opus 99 Software for Ministry of Public Works, El Salvador, May 11 – 12, 20 and 27 and June 7, 2000.

Needs Assessment for Automation of the MOP Project Cycle, El Salvador, June 19 - 24, 2000.

Infrastructure in Market Economy Course, Harvard University, Cambridge, Massachusetts, July 10 -21, 2000.

Management of Wildlands and Protected Areas, Colorado State University, July 12 – August 13, 2000.

Microfinance Workshop, El Salvador, October 3, 5 and 10, 2000.

Needs Assessment Workshops (Girls' Education), El Salvador, October 18 and 20, 2000

Third National Kindergarten Early Childhood Education Congresses, EDIFAM, El Salvador, October 2 - 10, 2000.

First National Congress on Girls' Education, El Salvador, November 20 - 21, 2000.

Report for MINED Needs Assessment for USAID SO1, L. Rose, El Salvador, November 29, 2000.

24<sup>th</sup> Miami Conference on the Caribbean and Latin America, Miami, December 5-8, 2000.

MOP Computer Technical Assistance/Training , Acquisition and Installation of Software and Hardware, October 2000 - September 2001.

Curriculum Development Needs Assessment and Training Plan, MINED, El Salvador, May 2001.

EDIFAM Needs Assessment, El Salvador, June 2001.

ROCA Conference, El Salvador, June 28-29, 2001.

Curriculum Development Study Tour, Miami, Florida, July 9 – 13, 2001.

Curriculum Development Workshop, El Salvador, February 18-22, 2002.

1<sup>st</sup> Contractual Savings Conference: Supervisory and Regulatory Issues in Private Pensions and Life Insurance, World Bank, Washington, DC, April 29 - May 3, 2002.

Observation Visit for Ministry of Education (MINED) Curriculum Development Specialists, Miami, Florida May 13 – 17, 2002.

EDIFAM Pre-School Teachers' Professional Development Workshops, San Vicente, El Salvador, May 18 – 25, 2002, June 8 – 21, 2002 and June 29 – July 11, 2002.

Supervisory Board for Pensions Observation Trip, Lima, Peru, May 20 - 24, 2002.

Trade-Related Capacity Building Conference, Port of Spain, Trinidad and Tobago, May 28 – 29, 2002.

Analysis and Interpretation of Financial Statements, Ministry of the Treasury, San Salvador, July 23 - 26, 2002.

Cash Flow Techniques, Ministry of the Treasury, San Salvador, July 29 - 31, 2002

Improvement of Financial Intermediation in the Microfinance Sector, BMI, San Salvador, July 9 - 20, 2002

## **Strategic Objective 2: More Inclusive and Effective Democratic Processes in El Salvador**

Community Leaders Workshop, Series of Three Regional 2-day Activities, Cojutepeque, El Salvador, January 29- 30, February 12-13, and March 19-20 of 1999.

XIII International Conference on Government Financial Management, Miami, Florida, March 22-26, 1999.

5th InterAmerican Mayors Conference, Miami, Florida, June 2 – 4, 1999.

Training in Justice Sector Reform, Puerto Rico, July 11-18 and 18-25, September 12- 9 and 19-26 and October 17 – 24, 1999.

Crime Prevention Observation Visits, San Jose, California, July 21 - 29 and August 18 – 26, 1999.

Judicial Study Tour, Washington, D.C. and Miami, Florida, March 29 - April 8, 2000.

Justice Sector Strategic Planning Workshop, El Salvador, June 22- 30, 2000.

6<sup>th</sup> InterAmerican Mayors Conference, Miami, Florida, June 27 – 29, 2000.

7<sup>th</sup> InterAmerican Conference of Mayors, Miami, Florida, June 26-28, 2001.

10<sup>th</sup> International Anti-Corruption Conference, Prague, Czech Republic, October 8 – 11, 2001.

Observation and Training Program for Litigation Techniques and Evidentiary Law, San Juan, Puerto Rico, November 12 – 16, 2001.

8<sup>th</sup> Annual Meeting of the Central American Association for Municipal Decentralization and Strengthening, Antigua, Guatemala, November 15 -16, 2001.

Rules of Evidence Observation Tour, San Juan, Puerto Rico, December 3-7, 2001.

Regional Conference on the Promotion of Judicial Independence and Impartiality, Tegucigalpa, Honduras, April 10 - 11, 2002.

10<sup>th</sup> Anniversary International Judicial Conference, Strasbourg, France, May 22 – 24, 2002.

8<sup>th</sup> Inter-American Conference of Mayors and Local Authorities, Miami, June 11 – 13, 2002.

Customs Fraud Seminar for Ministry of Finance personnel, San Salvador, July 2002.

### **Strategic Objective 3: Sustainable Improvement in Health of Women and Children Achieved**

Perinatal Training Workshop, El Salvador, July 6 – 8, 1999.

CRSS Health Sector Reform Proposal, El Salvador, September 4 - 15, 2000.

SALSA Training Activities, El Salvador, October 2001 - July 2002.

3<sup>rd</sup> Meeting of the Network of Latin American and Caribbean Children's Associations, Cartagena, Colombia, November 15 – 16, 2001.

SALSA Evaluation and Final Report, El Salvador, May – July, 2002.

SALSA Activity: 5th Workshop for Program Evaluation of Neonatal Resuscitation, Punta Arenas, Costa Rica, May 3 – 5, 2002.

### **Strategic Objective 4: Increased Access by Rural Households to Clean Water**

Waste Management Workshops, El Salvador, October 25-27, November 3-5 and November 8-10, 1999.

### **Special Strategic Objective: Disaster Mitigation**

MINED Disaster Manual Review Workshop, El Salvador, November 10, 2001.

Printing of disaster prevention manual, “Prevención de Desastres: Esperanza de un Mañana Mejor,” June 2002

Disaster Mitigation Workshops for Ministry of Education (MINED) staff and community leaders (based on manual), San Salvador, June 19, 27 and 28, 2002.

### **Cross-Cutting Topics**

TraiNet Installation and Training, Allan Kellum, El Salvador, April 1999.

InterAction Forum, Forum 99, Washington, D.C., April 26 - 30, 1999.

Sustainable Municipalities Activity, Lillian Rose, El Salvador, May 12, 15, 18, 19, 25, 27, 28 and June 16 – 19, 1999.

Conflict Management Workshop, FUCADES, El Salvador, August 26 – 27, 1999.

Best Practices Series, January-February, 2001.

20th Interdisciplinary Course in Human Rights, San José, Costa Rica, July 22 – August 2, 2002.

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# APPENDIX C

## SALSA (HEALTHY SALVADORANS) TRAINING FINAL REPORT

### SUMMARY

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#### **I. PROGRAM BACKGROUND**

USAID under the existing Global Training for Development Human Capacity Development Contract requested that Development Associates provide logistic support to the Ministry of Health (MSPAS) for the coordination of training events to take place throughout El Salvador from October 2001 through July 2002. The USAID Health Office approved training activities under four components: Policy and Reform, Child Survival, Reproductive Health (Women and Adolescents) and Reproductive Health (Sexually Transmitted Diseases). Ministry and health specialists were responsible for the content and instruction whereas the details of logistics, materials and transportation were the responsibility of Development Associates.

In order to manage the large number of events programmed throughout the country and to handle disbursements, reporting and financial oversight, Development Associates provided a Program Coordinator experienced in managing large programs and familiar with USAID financial administration and procedures. This coordinator, Vivian Keller, directed a temporary office and launched the program. A local core staff was approved by USAID and hired to handle the myriad details of program arrangements with vendors, transportation, tracking of events, payment for services and reporting. Development Associates' subcontractor FUCADES also assigned a full time staff person to assist with training site arrangements and management of the large quantities of training materials needed for each event.

The temporary office was established in San Salvador on September 17, 2001. General administrative guidelines were established, office equipment was purchased, and the first training events began on October 1, 2001. In the first three months of the SALSA training activity Development Associates' staff worked at a furious pace to create procedures, identify the essential financial steps, and implement the requested training.

#### **II. DESCRIPTION OF TRAINING**

From October 1, 2001 to July 26, 2002, 408 multiple-day training events for 9,434 participants took place. This represents 92% of the originally planned number of events and 59% of the proposed participants. Note: A design change requested by MSPAS provided longer training, i.e. more training days and fewer participants. The chart below illustrates the number of events and participants per training component under the Development Associates office.

### El Salvador HCD SALSA Program Results

Components	# Events Planned	# Events Completed	# Participants Trained	\$ Cost per Component
SIBASI Workshop Oct. 12, 2001	0	1	70	\$2,355
Policy and Reform	9	5	158	\$27,657
Child Survival	205	268	5,809	\$676,920
Reprod. Health: Women & Adolescents	129	111	2,483	\$302,981
Reprod. Health: STI/HIV/AIDS	100	23	905	\$21,934
<b>TOTAL</b>	<b>443</b>	<b>408</b>	<b>9,425</b>	<b>\$1,031,848</b>

Two of the training components encompass several sub-components, as follows:

#### **Reproductive Health** included:

- Maternal health (including pre-natal and post-partum health);
- Family planning;
- Adolescent health; and
- Continuing education for mid-wives.

#### **Child Survival** included:

- AEIPI (Integrated Management of Childhood Illness);
- Mother-baby strategy;
- Neonatal resuscitation;
- Newborn health;
- Growth monitoring;
- AIN (Integrated Nutrition Services); and
- IEC (Information, Education and Communication) and breastfeeding.

Training targeted Ministry personnel throughout the country, including doctors, nurses, hospital supervisors, traditional birth attendants and community volunteers.

Budgetary information about the training events and other details are presented in section V of this report.

### **III. EARLY PROBLEMS**

- ▶ The proposed program called for a training model averaging 2.5-days per training event to reach a targeted 16,000 participants. By the end of December, 187 events had taken place and 5,497 participants were trained – many fewer than had been projected. The completed workshops had used approximately 50% of the funds designated for training by mid-January. This was due to a change in the program model to include a majority of 4-to-6 day retreat-style events located in hotels.
- ▶ Two important details contributed to early concerns about the management of resources. At the onset of the program, reporting and accurate tracking of numbers could not keep up with the rapid implementation of training. Further, we learned that the Contractor and

the USAID technical office were using two different sets of target numbers. This issue was clarified after meetings revealed the two sets of numbers.

- ▶ An early issue that affected program operations was the last-minute cancellation of a number of training events. Due to the good relationships between vendors and the Development Associates’/FUCADES staff as well as simple good will, rarely was the project charged for the cancelled services. As communication between the Ministry, field personnel, Development Associates and SALSA staff became more clear, this problem resolved itself.
- ▶ USAID raised the question of whether Development Associates was using “five-star” hotels contrary to USAID guidelines. However, it was soon made clear that the facilities and hotels used were selected according to USAID regulations, based on location and training facilities offered. All were within budgetary allotments, and so-called luxury hotels were only used when no others were available.

### ***Resolutions***

Concerns about the rapid disbursement of funds were raised in correspondence and meetings between Development Associates and USAID. Budget projections showed that all planned training events were possible. By February the program also shifted to lower cost (i.e., shorter) models. In addition, improved reporting and communication procedures were established such that training numbers and dollars spent were more easily accessible.

## **IV. PROGRAM EVALUATION**

In addition to managing program logistics, Development Associates, in response to a request from USAID, developed an evaluation strategy to measure the effectiveness of the training.

The evaluation assessed the workplace application of knowledge and skills gained in the training in six regional health units in the departments of Usulután, Sonsonate, La Paz, San Miguel, San Vicente and Cojutepeque. It gathered information from health unit administrators, supervisors, and operational personnel (doctors, nurses, health promoters, etc.) who received training under the SALSA program, and also researched obstacles encountered to the application of training, support received from supervisors and suggestions for future training.

Development Associates’ evaluation team, which consisted of health trainers and personnel experienced in health program evaluation, designed the evaluation based on Kirkpatrick’s model. This evaluation model defines four levels of evaluation of training: participant satisfaction, learning, application of the training on the job and impact on the institution. This evaluation centered on Kirkpatrick’s level 3, the application of learning on the job.

The steps involved in implementing the evaluation were as follows:

1. The Development Associates evaluation team developed evaluation tools. These included questionnaires for training participants and their supervisors and a guide for conducting a structured interview with the health unit administrators.
2. The team conducted a pilot test of the evaluation tools in one of the health units and made necessary adjustments.
3. Individual rotating evaluation teams conducted the surveys.
4. Development Associates health training and evaluation specialists, led by the evaluation team leader, tallied and analyzed results and presented them in a final report.

Those interviewed at all levels expressed satisfaction with the training, particularly with the AIEPI training, the training on adolescent reproductive health and continuing education for traditional birth attendants. Both the health unit administrators and supervisors were very positive about the training results, despite a lack of hard data on specific impacts. However, 96% of training participants surveyed considered the training very important. All of the participants of five health units and most of those in the sixth reported having applied on the job what they learned during the training, and more than half said they had applied the training at work in its totality.

## V. FINANCIAL MANAGEMENT

To carry out the logistic support for the year's program, USAID provided a ceiling of \$1,593,286 which was obligated incrementally. Of that ceiling, \$1,484,443 was expended. The chart below provides a breakdown of all costs. Administration costs of \$306,455 for Development Associates included salaries, other costs and travel.

**SALSA Program Breakdown of All Costs**

