

XD-AA2-865-A  
1-886

SAVE THE CHILDREN FEDERATION  
DESARROLLO JUVENIL COMUNITARIO/EL SALVADOR

OPERATIONAL PROGRAM GRANT

David L. Guyer, President  
David L. Rogers, Director/El Salvador

Five year operational program grant proposal presented  
to the Agency for International Development by:

Mr. David L. Rogers, Director  
Desarrollo Juvenil Comunitario  
Apdo 05-95  
San Salvador, El Salvador C.A.  
Tel. (503) 21-6653

Mr. David L. Guyer  
President  
Save the Children Federation  
54 Wilton Road  
Westport, CT 06880  
Tel. (203) 226-7271

March, 1984

15

## TABLE OF CONTENTS

	Page
I. Executive Summary .....	1
II. Background .....	5
A. History of SCF in El Salvador .....	5
B. Accomplishments to Date .....	6
III. Statement of Need .....	9
A. Rationale for Program Expansion .....	9
B. Needs Assessment/Feasibility Analysis .....	11
C. Identification of Needs and Target Population .	14
1. General Overview .....	14
2. Impact Area #1 - Northern La Union .....	15
3. Impact Area #3 - Southern La Union .....	20
4. Impact Area #4 - Southern Cuzcatlan/ Western Cabanas .....	24
IV. Goals and Purposes .....	29
A. Economic Development .....	29
B. Social Development .....	29
C. Community Organization .....	30
V. Methodology .....	31
A. General Overview .....	31
1. Training and Technical Assistance .....	33
2. Community Organization .....	35
3. Financial/Material Resources .....	37
4. Project Management .....	38
5. Outreach/Dissemination .....	39
B. Sector-Specific Strategies .....	40
1. Public Works .....	41
2. Agriculture Production .....	43
3. Education .....	45
4. Health/Nutrition .....	47
5. Industry and Commerce .....	50
6. Housing .....	52
VI. Logical Framework Matrix .....	52
VII. Social and Economic Analysis - Impact and Constraints .....	54
VIII. Program Organization .....	56
A. Policy and Structure .....	56
B. Job Descriptions .....	58
C. Organizational Charts .....	61

	Page
IX. Implementation .....	62
A. Overview .....	62
B. Needs Assessment .....	62
C. Baseline Survey .....	63
D. Planning .....	64
E. Monitoring and Evaluation .....	65
F. Reporting .....	65
G. Benchmark Activities for FY'85 Implementation .....	65
H. Five Year Program Calendar .....	67
X. Financial Plan .....	72
A. Narrative Summary .....	72
B. Program Budget (5 years, all sources) .....	73
C. Line Item Budget (OPG) .....	74
Annex	
A. Maps of Impact Areas	

## I. Executive Summary

Save the Children has been working in El Salvador since 1979 under an agreement with the Ministry of Planning. In that year, the agency received an OPG to implement a community-based integrated rural development (CBIRD) program in the department of La Union. This proposal, covering a five year period, requests \$3,648,888 in new funds from AID to expand the program within La Union and to extend it to new areas.

The CBIRD approach enables communities to become both the principal actor and beneficiary of the development process. Emphasis is placed upon developing the capacity of local people to organize themselves into functional groups. Through these structures, community members determine local priorities, plan projects to meet critical needs, secure resources needed for implementation, and assume management responsibilities including coordination of inputs and accountability for results. Projects eventually encompass the many sectors that have a bearing on the quality of rural life: agriculture, health/nutrition, education, economic development, and public works. Training and technical assistance furnished by Save the Children relates both to the process and substance of achieving sector-specific goals.

Accomplishments realized to date by Save the Children in El Salvador since the program's inception in 1979 include the following: (a) over 40 projects have been implemented within La Union, ranging from village-level to region-wide efforts; (b) over 30 farmer-leaders, trained by Save the Children to improve agricultural productivity, have organized "solidarity credit groups" that provide members with financial and technical inputs needed to improve crop yields; (c) over 25 health guides trained by Save the Children to promote primary health care have formed mother/child health clubs and organized such activities as oral rehydration therapy, growth surveillance, family gardens, and latrine construction campaigns; (d) over 500 students have been organized into clubs that undertake projects that directly respond to local health, agricultural and recreational needs; and (e) over 20 groups have been organized to provide adults with functional literacy

skills. All these efforts have involved Save the Children in the identification of volunteer community leaders, organization of appropriate training and technical assistance to support their work, and provision of some of the material and financial resources required for successful project implementation. An appropriate technology demonstration center organized by Save the Children has been an important component of this program. Save the Children has also been involved in four impact evaluations of its programs; the lessons learned have been incorporated into the present proposal.

The decision to expand the current program is based on several factors. First, an analysis of general development indicators (e.g. infant mortality rates, real per capita income and migration patterns) suggests that over the last five years there has been a serious decline in the quality of rural life. Second, Save the Children, in contrast to many governmental agencies, now has the technical capacity to respond to these needs. In addition, the agency's past efforts have earned it a high degree of credibility. Third, there is a high proportion of Salvadorans under 15 years of age (approximately 50 percent of the population). Thus, long-term development depends upon addressing the special needs of this age group as well as promotion of broad-based development strategies. Save the Children's institutional mandate and organizational capacity uniquely position the agency to respond to this special challenge.

Through a comprehensive needs assessment/feasibility analysis, three sites have been identified for program implementation under the new OPG. They are: (a) Northern La Union, where the program now operating under the current OPG will be expanded; (b) Southern La Union, where program operation is scheduled to commence in March 1984; and (c) Southern Cuscatlan and Western Cabanas. With respect to the latter two sites, a selection will be made between them (with Mission concurrence) in March 1985; implementation will then begin in one of them in July 1985.

In general terms, these areas share a basic set of needs that can be summarized as follows. First, there

is a high incidence of families with incomes too low to meet basic needs. Second, prevailing health/nutrition conditions result in high rates of morbidity and mortality, especially among the zero to five population. Third, the local population has limited access to education and training opportunities. Fourth, there are few programs in place in the targeted regions that can provide the training and technical assistance required to address these problems.

The overall goal of the proposed program is to improve the social and economic conditions of low income families (i.e. men, women and children) in three impact areas. Specific sectoral goals and purposes related to economic development, social development, and community organization have also been developed to reflect the CBIRD methodology and local needs.

Six sectors have been selected for special emphasis within the impact area. They are: health/nutrition; agriculture; education; public works; small-scale industry and commerce; and housing. For each sector, a specific strategy has been designed to incorporate the following elements: (a) training and technical assistance; (b) community organization; (c) financial and material resource inputs; (d) project management; and (e) outreach and dissemination. The sector strategies presented contain a relative priority rating; a rationale for this rating; an analysis of relevant experience to date in La Union with observations pertinent to future efforts; a description of resources by source and type that will be used to implement the strategy; and, a list of illustrative projects that might be implemented using OPG funds. Due to the nature of the CBIRD methodology, a priori identification of specific projects is not possible since this is treated as a series of community decisions that evolve over the life of the program. Highest priority ratings have been assigned to three sectors: agriculture, education, and health/nutrition.

Among the outputs anticipated as a result of the proposed five-year program are the following: 20 project-specific committees working to meet specific needs; 40 sector-specific courses conducted; 1000 leaders trained; 2 new appropriate technology demonstration centers functioning; 50 projects utilizing

appropriate technologies to respond to local needs implemented; and 5 agencies replicating one or more aspects of the CBIRD methodology.

A social and economic analysis of the proposed program indicates a high potential for favorable impact. In general, rural employment opportunities will be enhanced through the promotion of labor-intensive technologies and the stimulation of new on- and off-farm enterprises. The program is also expected to reduce rural out-migration and improve farm family income. A broad cross-section of all individuals living in the three impact areas will be reached.

In the start-up phases of the new program, Save the Children's staffing pattern will be relatively labor-intensive reflecting the high degree of training and technical assistance required by communities to develop self-confidence. As implementation progresses, these levels will be reduced to enhance the growth of a community's capacity to manage its own development efforts. Within each impact area, Save the Children staff will include a general field coordinator, and sectoral coordinators for agriculture, health/nutrition, and children/ youth. They will be supported by a team of professionals located both in San Salvador and the field that includes coordinators for training and productivity as well as a rural aqueduct technician.

The basic implementation model used by Save the Children as part of its CBIRD approach consists of four basic elements: (a) a preliminary needs assessment (initiated during the site selection phase); (b) a baseline survey; (c) plans for the overall program as well as specific projects; and (d) monitoring and evaluation. Plans become redefined as lessons learned through project implementation and evaluation are crystallized.

Save the Children will provide the Mission with detailed quarterly reports on progress toward achievement of the goals, purposes and outputs identified in the logical framework matrix. Monthly financial reports and copies of all external audits conducted will also be provided to the Mission.

## II. Background

### A. History of Save the Children in El Salvador

Save the Children was initially invited in 1978 by the Minister of Interior, General Rojas, to consider implementing a community-based integrated rural development (CBIRD) program in El Salvador. Negotiations concluded with a bilateral protocol agreement that was signed on July 8, 1979 with the Ministry of Planning and Coordination for Social and Economic Development. It provided the legal framework (juridic personality) for the institution to operate in El Salvador. Save the Children is recognized as an International Mission and is permitted the free implementation of its programs and activities throughout the country with due notification to the Ministries of Planning and Interior. The protocol is of indefinite duration and establishes the prerogatives and obligations of Save the Children and its international staff.

A resolution of November 1983 by the Save the Children Board of Directors recognizes the work of the El Salvador team and strongly endorses the continuation and growth of the program. The five-year program projections outline an expanding program in both the humanitarian and development sectors. This OPG proposal will be a major tool to accomplish this growth. The Board of Directors resolution also made special reference to the ever-increasing needs of children and those in greatest need as a result of the ongoing armed conflict.

Save the Children's first program in El Salvador began in 1979 with AID's approval of an Operational Program Grant for implementing an integrated rural development program in northern La Union Department. The specific achievements and the lessons learned through implementation of those activities will be discussed in Section V. Methodology. Under the current OPG, activities are expected to continue in this area through November 1984.

The CBIRD approach to development is based on the belief that persons who are socially and economically less privileged have the necessary potential to achieve .

a better life, in a dignified manner, through their own efforts. In practical terms, this involves expanding a community's understanding of the local environment so it can make better decisions about the future. It also involves helping individuals to assess the political, cultural, economic and social factors that influence their lives. This expanding awareness is central to achieving the fundamental objective of community development: significant community participation in the planning, and implementation of development activities. Save the Children's emphasis on integrated development involves applying a multi-sectoral approach to the problems of rural poverty. This means that programs are designed to reflect a balanced strategy for change. Both social and productivity issues are addressed through programs that maintain a high level of individual interest, while resulting in visible changes in the lives of participants.

Save the Children/El Salvador maintains an ongoing positive relationship with many private, public and international development organizations. Among the private organizations with which Save the Children coordinates, consults or maintains contact are PACT (Private Agencies Collaborating Together), ICAITI (Central American Institute for Industrial Technology Research), the Unitarian Committee, as well as many of the international and local volunteer agencies currently working in the country. Public sector agencies that cooperate with Save the Children include such Ministry of the Interior programs as DIDECO (Community Development Administration), the Ministry of Planning, the BFA (Agricultural Development Bank), the Federation of Savings and Loan Cooperatives, and the Ministry of Agriculture. Supporting international development organizations include UNICEF, CIDA, and AID. Numerous private commercial organizations are also interested in and have contributed to Save the Children's local programs in El Salvador.

#### B. Accomplishments to Date

Since its legal formation in 1979, Save the Children has assumed a significant role in the development community of El Salvador. The agency's leadership role

exists both within and beyond the impact area program in La Union. Some examples of this activity and the accomplishments engendered in La Union follow.

In terms of its own program, Save the Children has created an institutional presence with office and staff both in San Salvador and the La Union impact area. The agency has functioned uninterruptedly, providing an ongoing infrastructure to support current and future programs.

Particular emphasis has been placed on training to improve local, professional and field staff ability. Staff development has occurred at the local, regional and international level. The AID/Matching Grant to Save the Children worldwide provided significant support for this human resource development.

A program to train people to construct the fire-wood-efficient LORENA stove has been implemented. Displaced persons and members of marginal rural communities from four departments were reached by Save the Children working in collaboration with UNICEF and ICAITI.

To date, four formal evaluations have been carried out to assess progress toward goals and help design future efforts. The latest evaluation in the La Union impact area tested new strategies for involving community leaders in assessing change through the use of impact indicators.

The first appropriate technology demonstration center east of San Miguel has been constructed. Located between EL Sauce and Conception de Oriente, it provides both communities and other development organizations with a vast array of agricultural production demonstrations. This center has been an important element in the success of Save the Children's agricultural sector program.

In July 1981 over 50 persons from 20 volunteer organizations attended a five-day seminar for representatives of private institutions working in El Salvador. Save the Children assumed the chief executive's role in implementing this event.

Within the La Union impact area, a high proportion of the total population of 20,000 people has been mobilized to identify community needs and participate in over 40 projects ranging from small hamlet-level endeavors to multi-village productivity projects. Numerous small projects have provided the basis for larger programs that are increasingly regionally focused and more professional. Recent efforts reflect an increased sophistication and better understanding of development strategies in general.

Within the agricultural sector, for example, over 30 farmer-leaders have been trained and in turn have organized solidarity credit groups. These groups have successfully managed credit and conservation programs.

In the health/nutrition sector, over 25 health guides have organized mother/child health clubs. Through these groups, they have promoted activities related to oral rehydration therapy, growth charts, environmental sanitation, and family gardens.

Within the formal education sector, eight clubs were formed in area schools. They are currently providing increased educational and recreational opportunities to over 500 students. Functional literacy for adults has been promoted through the formation of over 20 "literacy circles."

Save the Children has participated on various occasions in inter-institutional forums to define the problems of displaced persons and identify standards for providing humanitarian assistance. Save the Children currently serves as Secretary of the Humanitarian Assistance Forum under the auspices of the International Committee of the Red Cross. In 1983, the agency participated with the World Food Program in the Non-formal Committee of the Displaced Persons. This was the first instance in which the GOES and private organizations engaged in constructive dialogue on these issues.

### III. Statement of Need

#### A. Rationale for Program Expansion

An analysis of social and economic trends within El Salvador over the last five years demonstrates a substantial decline in the quality of life in general. This decrement provides the basic rationale for expanding Save the Children's efforts and institutional presence in El Salvador. The direct and indirect effects of the violence and civil strife that can be felt at all levels throughout the country are in large measure responsible for this trend.

The severe decline in quality of life is reflected by several development indicators including the following:

- Infant mortality rate
- Unemployment
- Real per capita income
- Primary school enrollment ratios
- Annual inflation rate
- Agricultural yields per hectare cultivated
- Rural to urban migration rates
- Per capita social and capital investment levels
- Child morbidity rates

At the same time that needs are becoming greater, there is also a growing inability on the part of local institutions to respond with the human and material resources. Many governmental institutions now exist in skeletal form compared to their resource base and dissemination ability of five years ago. Some institutions lack funds to implement projects and maintain personnel in a "holding" pattern. Other agencies do not have sufficient funds to hire personnel to work in the country's rural interior. They must also confront the additional problem of finding persons willing to live outside major urban centers. A significant void in management-level personnel exists within the field programs of most major governmental and private organizations. The result, of course, is a decrease in both quantity and quality of services offered with an attendant drop in impact.

Save the Children feels confident of its capacity to respond to the greater challenge posed by new impact areas. A trained staff of professionals and field workers is in place in El Salvador. They are complemented by Save the Children's worldwide capacity to provide timely training and technical assistance particularly in the productivity and health/nutrition sectors.

The agency has developed and provided a community-based outreach methodology for working within the quasi-conflictive bounds of the country. There is, however, a desire to test this development model under different conditions, in different parts of the country, and in collaboration with new institutions. Furthermore, Save the Children/El Salvador has a highly organized and effective management structure that is capable of assuming a three- or four-fold increment in program responsibility. Such an increase would be facilitated by the agency's acceptance and recognition at the local level. Requests have been received recently by mayors of several municipalities for Save the Children to begin community development activities with them. Similar respect for Save the Children exists within El Salvador's private, public and international development community.

Perhaps the most important justification for expansion lies within the demographics of El Salvador. Almost half the population is under 15 years of age. This suggests the critical importance of combining child/youth activities and integrated rural development efforts into a single, comprehensive strategy for change. Save the Children, an agency that specializes in this approach, is uniquely situated to respond to El Salvador's needs.

Finally, it is expected that program expansion will lead to greater economies of scale and more efficient utilization of technical resources. The small, centrally located technical staff will have an enlarged area in which to provide training and assistance.

## B. Needs Assessment / Feasibility Analysis

The selection of an impact area is made only after a feasibility analysis and preliminary needs assessment are conducted by Save the Children field staff in concert with local agencies and community members. The basic feasibility analysis consists of two major steps: (a) collection of data on the social, economic and cultural fabric of communities under consideration; and (b) analysis of this information in light of already established criteria for site selection.

In general, data collection is organized to yield information on the following topics: (a) demographic characteristics and trends; (b) agricultural production patterns; (c) other economic activity; (d) governmental/non-governmental service availability and political climate; (e) education and training opportunities; (f) health and nutritional status; and (g) beliefs, value systems and practices related to community development. Once this information has been collected, it is analyzed in terms of whether the area is well suited for a CBIRD type of program and, if this is the case, whether attempts to promote dissemination and replication of development efforts are likely to be successful.

This analysis is criterion-based with data reviewed in light of predetermined standards for site selection reflective of the experience Save the Children has had to date with its program in Northern La Union. Major criteria for final site selection can be summarized in the table that follows:

- |                             |                                                                                                                                                                                           |
|-----------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Demographic characteristics | <ul style="list-style-type: none"><li>o Population stable and between 20,000 and 40,000.</li><li>o Impact area comprises one community or a core of several nearby communities.</li></ul> |
| Physical location           | <ul style="list-style-type: none"><li>o Accessible by land or plane for demonstration purposes.</li><li>o Accessible in both rainy and dry seasons.</li></ul>                             |

- Physical location
- o Serviced by national telecommunications system.
  - o Political conditions unlikely to impede physical access.
- Community resources
- o Current level of community organization suggests potential for a community-based change model.
  - o No other change agency has a major integrated development program serving the area.
  - o Land tenure patterns lend themselves to work with small farmers for improved productivity.
  - o Displaced persons do not create an untenable burden on local resources.
  - o National and technical resources currently available to community provide a base on which to build.
- Acceptability of Save the Children within the area
- o Social, governmental and private agencies find Save the Children an acceptable partner for development activities.
  - o Feasibility study suggests that false expectations concerning what Save the Children can accomplish have not been created.
- Replication potential
- o Physical and economic ties link impact area to other communities, so that in the short-term, a multiplier effect is likely.
  - o Other agencies have expressed a desire to see Save the Children working in the area.

34

Replication potential      o Physical location of community enables it to serve as a regional model for development and a focal point for dissemination activities.

Potential for reaching all population segments and strata      o No barriers exist to reaching any of the following population groups:  
(a) men; (b) women; (c) children;  
(d) youth; (e) small landholders;  
(f) sharecroppers.

Environment for community organization      o Save the Children's programming methodology can respond to both real and felt needs of the community.

o There is consensus within the community on major needs to be addressed.

o There is consensus among community members concerning specific projects that should be undertaken to address these needs.

o There is consensus among community members concerning the desirability of working with Save the Children staff to resolve local problems.

o Both formal and informal leaders can be identified within the area.

In the sections that follow, findings and conclusions drawn from the needs assessment/feasibility analysis are detailed. First, a general overview of major needs found in all impact areas is presented with no disaggregation by community. Then, specific findings for three separate regions are discussed.

C. Identification of Needs and Target Population

1. Summary of Needs for All Impact Areas

The needs identified in the impact area can be prioritized as follows:

1. High incidence of family incomes that are inadequate to meet basic needs;
2. Health and nutrition problems that result in a high incidence of morbidity and mortality, especially among children zero to five years of age;
3. Limited access to education and training opportunities; and
4. Lack of programs in place to provide the training or technical assistance required to address these problems.

The table that follows provides a sectoral overview of these problems:

<u>Sector</u>	<u>Sub-sector</u>	<u>Problems</u>
Social	Health/ nutrition	Poor environmental sanitation; high incidence of gastrointestinal illness; absence of potable water sources; absence of training or technical assistance resources related to problems; lack of primary health care (including activities directed toward promotion of breast-feeding, growth surveillance, oral rehydration therapy and inoculation of young children).
	Educa- tion	High rate of illiteracy; lack of sufficient teachers and educational resources in place for effective formal schooling; lack of nonformal educational opportunities; lack of recreational resources and programs.

<u>Sector</u>	<u>Sub-sector</u>	<u>Problems</u>
Economic	Agriculture	Limited access to credit; prevalence of inefficient production practices related to use of soils, seed varieties, crop conservation and other agricultural inputs; high incidence of single-crop farming; high incidence of farming by sharecroppers (landless farmers) and small plot owners (minifundistas); limited marketing mechanisms.
	Small enterprise activity	Inadequate training, technical assistance and credit for the creation of small enterprises to generate rural employment and increase family incomes.

## 2. Discussion of Needs by Impact Area: Northern La Union

The Northern La Union impact area needs assessment was conducted in 1983 as part of a broader baseline survey. Both primary and secondary data sources were consulted. Among those interviewed were representatives from the Ministry of Agriculture; Ministry of Health; Agricultural Development Bank (Banco de Fomento Agropecuario); the land reform program (ISTA and FINATA). Mayors, teachers, other local government officials, church leaders and magistrates were also contacted. Extensive consultation with community leaders and approximately five representative families in each village were two other critical aspects of the needs assessment process. Secondary data was primarily obtained from the Demographic Dictionary for El Salvador.

The Northern La Union impact area is located in the northwestern portion of La Union Department on the

Honduran border. To the east lies the Guascoran River, and to the north is the Guanijipil River. The municipalities of Concepcion de Oriente and El Sauce have been designated, along with four other areas in the zone as "critical" due to environmental deterioration, low productivity, and lack of integration into the country's socioeconomic structures.

The impact area is served by a dirt road that links communities in the northern portion of the department and that reaches Concepcion de Oriente and El Sauce, (40 and 16 kilometers respectively from the area's commercial center, Santa Rosa de Lima). The targeted zone covers approximately 560 square kilometers. Concepcion de Oriente comprises 16 hamlets and four cantons; Gueripe, El Molino, Guayabo and Zapote. El Sauce embraces 18 hamlets and five cantons; San Juan Gualares, Talpetate, Santa Rosita, Conaire and El Rincon. The hamlets are rural settlements with no streets and housing patterns that range from concentrated to dispersed.

Demographic data. Within the municipalities, 26 percent of the population is urban and 74 percent resides in the rural area according to the last official census (1970). The total population for the two municipalities is estimated at 27,000 (15,000 in El Sauce and 12,000 in Concepcion de Oriente). Age distribution for the population of the two municipalities is summarized in the following table:

<u>Age</u>	<u>% age of population</u>
1-6	25
7-14	24
15-21	15
22-40	20
41-60	12
over 60	4

Thus, 49 percent of the population is below 15 years of age with only 47 percent falling in the "economically active" age range. Life expectancy is low as evidenced by the small proportion of people over 41 years of age (16 percent).

The average number of inhabitants per dwelling is seven, and density within dwellings is high with 12 square meters being the average size per house. Normally, dwellings are occupied by family members although there are several cases of two or three families living within the same unit. The average age of heads of household, of whom 75 percent are men, is 47.

Due to the scarcity of permanent jobs, many area residents emigrate to the country's central and western portions in search of employment at harvest times (coffee, cotton and sugar cane being the principal crops). They remain two or three months each year on the large farms of Santa Ana, Sonsonate, La Libertad, San Salvador and Usulután. Other area residents emigrate to the United States, most often illegally, and return after brief stays. Those who manage to remain send remittances to their families. Particularly in the El Sauce area, there is also a significant number of individuals involved in Honduran and Nicaraguan trade.

Agricultural patterns. The region is both rugged and mountainous with rocky soils (lome-clay). The bulk of the land is cultivated in corn, sorghum or pasture production, the latter accounting for approximately 2/3 of all land use. Formerly, the region also had a timber industry, but now only 4 percent of the land is forested.

Agriculture is the area's principal economic activity with 75 percent of all farmers being minifundistas who hold an average of 3 manzanas per family. Due to the soil's poor quality, these families rent additional land for the production of basic grains at the annual rate of 100 colones.

Animals play an important role in the family economy. On the average, families own 14 chickens and four pigs each. In several of the communities, diphtheria is a problem for this poultry production while cholera is a leading cause of death among swine due to poor practices with respect to vaccination, care and feeding. Of every eight pigs born only two live to maturity. On the other hand, there is considerable goat production in El Sauce although only the meat and not

the milk is consumed. Cattle production has limited importance with only 25 percent of farmers engaged in this activity.

The yields for corn and sorghum are 16 quintales per manzana in a good harvest. This falls off considerably with changes in the rainy season. Corn and sorghum production is for family consumption rather than commercial purposes.

Economic activity. The commercial center for the zone is Santa Rosa de Lima; here the majority of all buying and selling activity takes place. Of the economically active population, 4 percent is permanently unemployed with 4.5 percent temporarily out of work. Seasonal employment accounts for 46.4 percent of the population while 33.2 percent are unpaid family workers. School age students (6th, 12th grade) comprise 10.7 percent of the economically active population. Another source of income for area residents is the small-scale, commercial production of milk products. However, this activity is limited due to the low level of milk production per cow (only one to two bottles).

Principal occupations for heads of household include agriculture (75 percent), domestic employment (22 percent), and business (11 percent). Numerous occupations include shoemaker (1), tailors (9), seamstresses (21), sawmill workers (10), carpenters (16), bricklayers (15), butchers (14), barbers (16), bakers (18), jewelers (15), weavers (13), fishermen (21) and healers (44).

Governmental and related programs. The following governmental agencies work in the impact area: Ministry of Health (curative health services), Ministry of Public Works (road construction), Ministry of Education (schools), Ministry of Agriculture (extension), Agricultural Development Bank (agricultural and small enterprise development credits), Federation of Credit Bureaus (agricultural and business credits), National Literacy Program, Rural Development (VIDEC) and Pro-Familia (family planning). Private agencies include Save the Children and World Vision.

Education and training opportunities. Approximately 43 percent of the population is illiterate and only 23 percent of school-aged children (7 to 14) attend school. Of the 21 schools in the area, 4 are closed, and several have had to eliminate upper grades due to lack of teachers. Of the 21 schools, four are unified and offer instruction up to the third cycle. Three go to the sixth grade while the remainder have only first and second grades. Rural schools have only one teacher for every two grades. There is a high level of teacher absenteeism, and children are consequently forced to miss class frequently. Formal instruction available in the area does not prepare students to be more productive within their environment.

Health. In general terms, health conditions within the area are deficient. Of children under five, 75 percent suffer from first degree malnutrition. The principal health problem that affect the population are related to gastrointestinal disorders, parasites, malaria, rheumatism, respiratory illness and eye care.

Each of the municipalities has a health post staffed by an auxiliary nurse and a mobile unit also visits weekly. This unit is staffed by a physician and registered nurse. Given the area's population density, this service is insufficient. Consequently, the majority of area residents must seek emergency medical attention outside the area, particularly in Santa Rosa de Lima or San Miguel. Residents also often turn to local healers within the community. The health posts lack the necessary supplies to respond to patients' needs. The survey team was able to identify serious anomalies in the medical services offered.

Only 5 percent of the population has access to potable water. Within the zone, potable water is available exclusively in the urban portion of Concepcion de Oriente. Those outside this area obtain water from rivers, wells and streams of which the majority are seriously contaminated.

Latrines are used by only 20 percent of the urban population. Hygienic practices in general are deficient with the greatest problems in rural areas. Chicken coops and pig pens are generally not used thus causing

serious environmental sanitation problems. Infestation by mosquitos, cockroaches, fleas and rats also contribute to the high incidence of morbidity.

### 3. Impact Area No. 3 - Southern La Union

Utilizing the same process described in the previous section, Save the Children examined over 25 communities to determine the feasibility of opening a new impact area that will offer the maximum potential of replicating the northern La Union program experience. Interviews with personnel of development agencies and government officials working in the area, house calls to campesino families and researching secondary information were the principal techniques utilized to gather information.

The Southern La Union impact area is in the southwestern portion of the La Union Department. The La Union Bay, which is a part of the Gulf of Fonseca, lies to the east. The San Miguel Department borders to the west. The towns of Yucuaiquin, Bolivar and San Jose lie to the north, and the towns of Intipuca and Conchagua form the southern boundary.

The impact area is approximately 250 square kilometers within the municipal boundaries of San Alejo, El Carmen and Yayantique. The ecological characteristics of the area are relatively uniform. The area is considered to have a hot, tropical climate demonstrating slight temperature variations according to altitudes that range from 110 m. above sea level in El Carmen, to 300 m. in Yayantique, which is considerably cooler and breezier. The topography is principally hilly and mountainous; only 10% of the land surface is flat. The average annual rainfall is 1,700 mm that occurs during the six-month rainy season from May to November. Little or no rain falls during the corresponding dry season, resulting in parched, desert-like conditions.

El Carmen borders on Lake Olomega which is shallow or swampy according to the amount of rainfall. The principal rivers that flow through the impact area are tributaries of the Sirama River that empties into the La Union Bay 10 kilometers to the east.

The Pan American highway runs through the impact area, passing through El Carmen, linking Salvador's second city, San Miguel, to the important port town of La Union. The national railroad provides daily train service from San Salvador to La Union and return, from its principal stop at the Village of Olomega.

### Demographic Data

Based on estimates given by local mayors and the census projections of 1970, the total impact area population is 39,000 persons, of which over 70% of the population is defined as rural. San Alejo has a population of 26,000 persons inhabiting 18 geographic diversions called cantons, which are further subdivided into 56 hamlets. El Carmen has a total population of 5,000 persons and Yayantique approximately 8,000 inhabitants, who live in 17 hamlets distributed within 16 cantons. The age distribution for these communities closely reflects the figures provided for northern La Union. There are an average of 6.6 persons per household; these families generally live in small single room dwellings made of adobe (70%) or straw (30%), having dirt floors and an attached shed for the kitchen. Homes are built in compact, homogenous groups, often with strong family ties, which form the hamlets scattered throughout the interior.

### Agricultural Patterns

The region is mountainous and rugged. The hillsides are characterized by shallow, poor, rocky soils. The valleys and flat lands are more fertile and mechanized farm production techniques are used in the larger land holdings. Generally, the forest, soil and water resources are severely depleted.

Agriculture is the area's principal economic activity. Approximately 50% of the land is cultivated by owners; over 30% is cultivated by renters or share croppers and 20% has been affected by the land/reform program and is cultivated cooperatively by the beneficiaries. Nevertheless there are still some land tenure problems. The minifundistas cultivate only 2 manzanas per family, generally on the infertile mountain slopes.

The predominant crops are corn, sorghum and rice. The average corn yield is only 8 to 12 quintales per manzana, and the yield of staple grains is frequently affected by long droughts during the rainy season, called caniculas. Another important cash crop includes cotton which is grown on the largest, most fertile haciendas, but recently the production rate has decreased significantly as a result of increased political and economic risks. Other crops produced on a smaller scale include sesame, fruits, hemp and beans.

The agricultural technology practiced on the farms varies significantly. High technology, including mechanized cultivation and application of fertilizers and pesticides, is limited to large cotton farms, representing about 5% of the holdings. Low technology, traditional farming practices, such as slash and burn, are applied in the majority of small land holdings comprising more than 85% of the minifundistas producers of basic grains. The remaining 10% are transitional and apply various mixes of traditional, modern and locally developed appropriate technologies.

Cattle production has limited economic importance. However, frequently large land owners under-utilize fertile flat land as pasture which could be more productively managed in other crops. These holdings are rarely rented for grain production.

#### Economic Activity

The commercial centers within the impact area are San Alejo and the village of Olomega. San Alejo is the third largest town in La Union and has a traditional Sunday market that is the principal economic and social event in the area. Olomega boasts of having the principal train station in the zone and a small commercial center that has developed due to the small scale fishing and water resources available there. San Miguel and the port of La Union also act as a strong magnet pulling the economic resources and activity out of the zone due to their respective commercial and administrative importance in the region.

The campesino population is heavily dependent upon seasonal employment opportunities to generate cash income. Over 40% of the economically active population migrates to the cotton, coffee and sugar cane harvests from December through February. Other sources of income for area residents are small-scale retail businesses, fishing on Lake Olomega, and traditional crafts such as pottery, manufacturing corn grinding stones, basket and grass mat weaving. Cattle raising generates a small dairy cottage industry, selling the products at the markets in Santa Rosa de Lima and San Miguel.

#### Governmental and Related Programs

The government of El Salvador has various agencies working in the impact area, which include the Ministry of Health, Ministry of Public Works, Ministry of Education, and the Ministry of Agriculture. The land reform program is operated by the Salvadoran Land Transformation Institute (ISTA) for Phase I reforms and the Agricultural Land Financier (FINATA) for Phase III land reform, "Land to the Tiller". The Agricultural Development Bank and the Federation of Credit Bureaus are channeling most of their technical and credit resources to support the land reform process. Unfortunately, other viable productive sectors are lacking access to these services. Other development services available in the zone include the national Literacy Program, Pro-familia, and Community Development Administration, DIDECO.

#### Education and Training Opportunities

Approximately 52% of the adult population is illiterate and 30% of the school-aged children do not begin primary school. The towns of San Alejo and El Carmen have unified schools through 9th grade. Yayantique's school only goes to the sixth grade. Village schools normally provide first through third grade but are plagued by teacher absenteeism, low enrollment rates and inadequate support. Many students abandon school because they consider it a punishment and, at the least, irrelevant.

## Health

Health conditions in the area are considered deficient. The principal health problems that affect the population are protein/caloric nutrition deficiency resulting in 75% of the children under 5 years of age suffering malnourishment. Prevalent illnesses include gastrointestinal disorders, respiratory disease, skin and eye infections, and malaria.

Only 5.5% of the population has access to potable water. The remaining population must obtain water from rivers, wells and streams which are generally seriously contaminated. Fifteen per cent of the population has access to sanitary excreta disposal. The infant mortality rate is 125 deaths to 1,000 live births.

There are four health posts staffed by an auxiliary nurse in San Alejo, El Carmen, Yayantique and Olomega. A mobile unit staffed by a doctor and registered nurse provides weekly consultations in these parts. The ratio of doctors to population is 1 to 26,000.

### 4. Impact Area #4 - Southern Cuzcatlan/Western Cabanas

Through recently completed site surveys and feasibility studies, Save the Children has identified two possible sites for Impact Area #4 which are in southern Cuzcatlan and western Cabanas. Both alternatives meet the established selection criteria and demonstrate high potential for replicating the program methodology.

Save the Children will defer final selection of the communities that will comprise impact area #4 until approximately six months after AID's approval of the Operational Program Grant. This will provide the Save the Children field staff adequate time to give the necessary technical support to impact area #3 during the crucial initial period, and to incorporate the lessons learned through that experience in the new area. Postponement of final selection provides additional flexibility in order to respond to rapidly changing community needs and priority areas. Finally, Save the Children will be able to appraise the evolving political

developments prior to making a major new commitment, in order to assure successful results.

A brief analysis of the two identified areas will describe the principal characteristics of each one and highlight differences that will have implications on variations in the program methodology.

#### Alternative #1 - Southern Cuzcatlan

The first option for impact area #4 is a cluster of small towns south of Cojutepeque which include Candelaria Cuzcatlan, San Ramon and Santa Cruz Analquito in the Cuzcatlan Department, and Paraiso de Osorio and San Emigdio in the Department of La Paz. The total population of these communities is 27,500 permanent inhabitants plus approximately 4,000 displaced persons. This area is the second most densely populated area of El Salvador with 200 inhabitants per square kilometer. The demographic structure resembles the rest of El Salvador, having 60% of the total population classified as rural, and 46% under 15 years of age. The site survey discovered that considerable numbers of the younger generation are emigrating to San Salvador in search of greater economic and educational opportunities.

The topography of the zone is very broken and is characterized by deep ravines and irregular, steep slopes. The narrow, fertile valleys have year-round rivers, including the Desague River which flows from Lake Ilopango, lying to the east. The elevation rises to 670 meters above sea level, and the climate is moderate tropical characterized by moderately warm temperatures and rainfall of up to 2,500 mm per year.

#### Economic Activity

Agriculture is the predominant economic activity. The area produces a wide variety of foods, including basic grains (corn and beans), fruits (oranges, bananas, pineapples), sugar cane, and a variety of green vegetables. Other items cultivated include a variety of bamboo used in adobe construction, and reeds which are made into hats, mats and baskets in cottage industries. There are two very large, high technology chicken farms

that supply San Salvador markets, and cattle production is relatively insignificant.

Like other areas, the campesinos participate in the seasonal migration to work in the coffee, cotton and sugar cane harvests throughout the country. Small retail businesses exist but the principal commercial center of the area is Cojutepeque, which is the Cuzcatlan Departmental Capital.

Generally, the land tenure pattern is minifundista with land holdings ranging from as small as 2 manzanas to the larger land holdings that are a modest 60 manzanas. The land reform program has not operated in this area.

### Health

In general terms, the area's health conditions are deficient and manifest the same problems identified throughout El Salvador. There are health posts in Paraiso de Osorio, Santa Cruz Analquito and Candelaria Cuzcatlan that are staffed by an auxiliary nurse and supported by weekly visits by a doctor.

For the entire area the ratio of doctors to population is only 1 to 31,000. The principal health problems are malnutrition and the common communicable diseases mentioned in the previous sections. Approximately 45% of the area's inhabitants have access to potable water.

### Organizations and Services

A number of small community groups are formed including two small agricultural cooperatives. Numerous government agencies have provided services to the area in the past, but lately are limited by lack of resources and concentrate efforts in the Cojutepeque area.

### Alternative #2 - Western Cabanas

The second option for impact area #4 consists of Ilobasco and Tejutepeque in the western portion of the Cabanas Department. Ilobasco lies 46 kilometers to the northeast of San Salvador and is accessible by paved

road. The total population of the proposed area is 59,000 permanent residents and between 8,000 and 12,000 displaced persons who have immigrated from the skirts of the Volcano Guazapa and the shores of the Suchitlan Lake in the northwest. The available figures for the permanent population of Ilobasco and Tejutepeque respectively are 55,000 and 4,000. The demographic structure of these communities is similar to structure described for the other areas of El Salvador.

The area is subdivided into 25 cantons in which most of the campesinos live in dispersed hamlets or isolated family clusters on their land. Due to the displaced persons phenomenon, 8 to 10 persons per single-room dwelling has been observed.

The topography of the area is hilly and dotted with many broad rolling valleys. The soil structure varies from a sandy loam to very clay-like and is generally very fertile and well conserved. The altitude ranges from 300 to 500 meters above sea level, which provides for a hot climate and an annual rainfall of up to 1,800 mm.

#### Economic Activity

The two principal productive activities are agriculture and pottery production. The crops produced include corn, beans and sugar cane which is processed by traditional methods to produce a brown sugar called panela. The pottery is a traditional craft that has flourished due to the availability of high quality clays and, until recently, abundance of firewood for the kilns. The variety of pottery products includes water jugs, comales for cooking tortillas and numerous other traditional household utensils and adornments. With the introduction of a large plastics industry in San Salvador and availability of other manufactured goods the demand for traditional pottery goods is declining.

Small and medium-sized farms dominate the land distribution pattern, accompanied by a large number of landless farmers who rent 2 to 4 manzanas to cultivate basic grains. During the last several years, farmland to the north and west of Ilobasco have become idle due to the danger and insecurity caused by the conflict.

## Health and Education

The displaced population has generally settled in the outskirts of Ilobasco and has begun to severely tax the environment and infrastructure. Living conditions resemble urban slums characterized by makeshift housing, lack of access to water and latrines, and scarcity of firewood for cooking. Health conditions are poor and there is a high incidence of diarrheal disease, eye and skin infections, respiratory diseases and scabies. The lack of personal hygiene and environmental sanitation practices is prevalent.

Ilobasco has a health unit staffed by a full time doctor, registered and auxiliary nurses who attend up to 80 out-patients daily. Tejutepeque has a health post staffed by an auxiliary nurse. Both centers are overburdened and under-equipped to meet the demand.

The schools of Ilobasco are suffering severe overcrowding due to the influx of displaced persons, whereas the rural schools in Tejutepeque are closed for lack of both students and teachers due to conflict in the zone. Teacher absenteeism, low enrollment rates and very high adult illiteracy are prevalent.

#### IV. Goals and Purposes

The needs identified in the current and proposed impact areas, and throughout much of El Salvador, stem from many factors including lack of social services, limited production opportunities and insufficient community cohesiveness to bring about change. These conditions, while not of recent origin, have been aggravated over the last five years by a general deterioration of the social, political and economic fabric of society. Thus, it is more difficult than ever to stretch limited resources to reach the poorest, neediest population effectively. The following extract from the logical framework matrix outlines the sectoral goals and purposes that Save the Children will fulfill during the proposed five-year program.

The overall program goal to improve the social and economic conditions of low-income households (including parents and their children) in three selected impact areas.

##### Economic Development Sector Objective:

To increase real income of targeted households through small enterprise development, improved agricultural yields, introduction of more efficient farm management/ marketing practices, and promotion of new technologies.

##### End of project status:

Through access to credit and technical assistance, 3000 small-scale farmers will achieve increases in production and for real income.

##### Social Development Sector Objectives:

- (a) To decrease child morbidity and mortality significantly through a comprehensive primary health care program.
- (b) To increase villagers' opportunities to achieve their full physical and intellectual potential through improved access to education, training and recreational services.

End of Project Status:

- (a) One thousand five hundred village families will be reached through a comprehensive primary health care program including such elements as the following: potable water systems, growth surveillance, oral rehydration therapy training, village health worker services, environmental sanitation campaigns, inoculation, and breast feeding promotion.
- (b) A 35 percent increase in villagers (10 percent adults and 25 percent children) reached by formal and nonformal education services including such programs as functional literacy training, formal primary schooling and school clubs.
- (c) The capacity of five public and/or private organizations to promote social development will be strengthened through training courses and exchange visits.

Community Organization Sector Objective:

To create and/or strengthen grass roots organizations that can identify and solve local development problems.

End of project status:

Eight municipal development councils and 20 sectorally focused project committees will be organized and actively involved in planning, implementing and evaluating development projects to improve social and economic conditions.

## V. Methodology

### A. Overview

Save the Children is committed to a model for change called CBIRD, community-based integrated rural development. Some of the basic tenets incorporated into this change strategy are the following:

- o Long-term, self-sustaining development is dependent upon the capacity of local people to organize themselves into functional groups. Through these structures, community members determine local priorities, plan projects to meet critical needs, secure resources needed for implementation, and assume management responsibilities including coordination of inputs and accountability for results. Thus, the community becomes both principal actor and beneficiary of the development process.
- o The causes of rural poverty are numerous and inter-related. Therefore, a solution strategy must incorporate activities within the diverse sectors that have a bearing on the quality of life (agriculture, health/nutrition, education, economic development, and public works for example).
- o Development is a process that involves the creation of new attitudes and skills on the part of community members. Therefore, training and technical assistance in the process as well as substance of development are required. Process questions relate to how communities organize, how groups function to insure broad-based participation from all segments of the community and how decisions made by groups become translated into concrete plans and activities. Substance issues are directly concerned with developing the capacity to adopt and apply new technologies and practices related to sectoral outcomes.

The role of Save the Children is to expand the capacity of community groups to engage in development by offering training and technical assistance in both process and substance issues as well as through the

provision of cash and material inputs required for implementation of projects identified by community members. The precise composition of Save the Children's contribution to specific projects in El Salvador is determined by applying a concept known as "critical mass" analysis.

The underlying idea is that Save the Children's inputs to projects, together with resources from the community and other agencies (either private or governmental), ought to represent the critical mass required to achieve development in the targeted sector. Thus, for each sector, analysis first focuses on identifying the total complex of elements required for change (i.e. the critical mass). In the case of formal education, for example, the critical mass might include school facilities, qualified teachers, learning resources (e.g. books, concrete materials), a curriculum with relevance to local conditions and needs, as well as inducements that lead parents to enroll their children. Once the components of the critical mass are identified, the next step is to determine which are in place and which must be secured either through Save the Children or from other sources. In general, Save the Children seeks to create the critical mass by using its own resources to leverage additional inputs from other agencies. In some cases, however, no further inputs can be obtained, while in other instances, all the additional resources required to complete the critical mass can be furnished by another agency. In the latter example, Save the Children's role then becomes one of broker, while in the former case, the agency assumes direct and major implementational responsibility.

To continue with the formal education example, if a community has all the elements of the critical mass except learning materials, Save the Children would either seek to encourage the Ministry of Education to furnish this support, provide the resources directly or share responsibility with the Ministry and community for resource provision.

Thus, the CBIRD approach together with critical mass analysis, provides four different options for how Save the Children supplements a community's inputs on development projects: (1) leveraging resources to

obtain inputs by other agencies (e.g., in a rural water system project, Save the Children agrees to furnish technical assistance and some needed cash if Plansabar will provide tubing and handpumps, (2) augmenting resources already put in place by other agencies (e.g. where the Ministry of Education has built a school and only partly staffed it, Save the Children might cover the cost of an additional teacher if it is unlikely that the Ministry will pay another salary); (3) providing all external resources required for project implementation beyond the community contribution, and (4) brokering (i.e., identifying one or more agencies to provide all the external resources required for project implementation beyond the community contribution.

The remainder of this section will discuss the basic components of the CBIRD methodology as it has been implemented through community projects in all sectors. Following this discussion, the specific sector strategies will be presented.

#### 1. Training and Technical Assistance

The training and appropriate technology strategy is designed to establish a chain of learning that creates a multiplier effect. There are three distinct audiences for Save the Children's training and technical assistance: (a) participating community members in general, (b) selected community leaders who, as volunteers, have assumed specific responsibilities for developing their communities; and (c) technicians and field workers from Save the Children, who in the vast majority, are persons from the region.

This strategy envisions development of a strong training capacity within Save the Children so that all three audience levels can be reached over the early years of the OPG. Training activities will serve as the primary vehicle for the provision of technical and methodological inputs to community development activities. The result is a labor intensive program that emphasizes person-to-person contact, skills development and long-term follow up.

At the same time as Save the Children staff develop several competencies in planning, implementation, and

evaluation, they also acquire a technical orientation to specific sectors. The staff, in turn, coordinates and provides direct training to community leaders, the principal agents of the multiplier process. These leaders create a horizontal transfer of their knowledge to other community members. Within this strategy, training and technical assistance are so closely related that for the purpose of the present analysis, they are treated together.

All training activities will share the following set of common characteristics:

1. Emphasis is placed on practical knowledge of concepts that can be applied by learners within their immediate environments are stressed.
2. All training activities reflect a problem solving orientation. Specific techniques to enable community committees to resolve their own problems are particularly stressed.
3. Training activities incorporate the same techniques that participants are expected to use in their work situations once training is completed.
4. Training activities fosters group commitment to shared goals through open-ended discussion.
5. All training activities allows room for individual differences with respect to previous knowledge, interest, and job-related needs.
6. Training is incrementally designed to promote feedback and steady successes. Content is organized into small units to facilitate mastery.
7. Training sessions provide ample opportunity for trying out new skills and receiving feedback.
8. A balanced emphasis is placed on cognitive and affective growth. New skills as well as new attitudes are developed through change-oriented experiences.

9. Outcomes and objectives are clearly communicated to learners. Training is focused on developing a specific level of competency in a specific skill.
10. Village level training is not literacy dependent except as appropriate.
11. All training activities treats learners as autonomous, creative, independent and mature adults who possess initiative and valid experience. Trainers use learners' experiences as a departure point for acquiring new techniques and information.
12. Training is logically sequenced. It moves, for example, from easy to hard, concrete to abstract, and immediate to distant.

## 2. Community Organization

A well established community organization is the basis for management of an integrated community development program. Upon beginning activities in a new impact area, small, informal temporary committees are formed around specific project activities. This initial experience provides the opportunity for leaders to come forward and to begin exercising their new skills. Eventually, these small individual groups become incorporated into greater sectoral committees and municipal development councils.

Due to the political situations in El Salvador, it is not expected that the community organizations Save the Children helps to create will acquire legal status during the period of this program. Nevertheless, it is hoped that a system of informal committees will emerge with monthly meetings run by community leaders with active participation by members at large. Such groups will involve themselves actively in the planning and implementing of projects.

Various types of committees will exist including the municipal council, a forum in which all development activities within a municipality are planned, and evaluated.

The municipal council will be complemented by a loose organization of sectoral committees in which specific interest groups are organized around similar types of projects and needs with respect to training and technical assistance. The agricultural and productivity sector committee will be composed of solidarity credit groups and participants in specific income-generating activities carried out within the municipality. The health/nutrition sectoral committee will likewise be created from participants in the mother/child health clubs and related projects (e.g. latrines and water systems). The education sector committee will involve participants in adult literacy projects, school clubs and related activities. It is expected that through this structure a broad network can be formed to serve the entire community's needs very adequately.

Save the Children's approach to community organization is based on the following set of assumptions.

1. Communities can be organized around specific problems or issues that are addressable.
2. Field staff should work through existing grass roots leaders and institutions to the maximum extent possible.
3. Community organizations and Save the Children staff should select projects that, in addition to responding to real needs, promote accomplishment and group cohesion.
4. The highest possible level of participation from all of a community's various socioeconomic and demographic groups, is desirable. However, many small and relatively homogeneous sub-groups can be one means for achieving this broad-based strategy for involvement.
5. All groups are involved in a maturational process. Thus, groups in different communities that operate under different circumstances will make progress toward their goals at different rates.

### 3. Financial and Material Resources

The successful management of community-level development projects is based upon the satisfactory application of resources. Save the Children trains and supports community committees in the management of all resources to be applied to activities. Resources can be mobilized and managed from three sources: (a) outside institutions; (b) the community itself; and, (c) Save the Children.

Emphasis is given to using local resources in projects to the maximum extent possible. External resources must be matched with a community contribution of labor, materials or, in some cases, cash. The match requirement may range from one-to-one to a four-to-one ratio, depending on the type of project.

Save the Children plays an important initial role in providing liaison to institutions that can offer services and resources. Over time, however, it is expected that the organized communities will contact these institutions directly in order to acquire and manage these resources locally.

A small grant or loan is the initial mechanism to disburse the resources for project initiation. Groups using loan funds are helped to create a revolving fund to support other projects in the future. It is understood that management of a revolving fund requires technical assistance and that recapitalization may be required from time to time. As a rule, loans are made available only to small groups rather than to individuals. Indeed, access to credit is used as a stimulus to spur the formation of small organizations such as the solidarity credit groups.

Accountability for the use of financial and material resources rests, in all cases with the community committees that received the assistance for project-specific purposes. Save the Children field staff, however, share responsibility with the community committee to ensure that all the resources are applied in the most cost-effective manner possible.

#### 4. Project Management

The level of active involvement and concrete responsibility a community committee exercises in the management of a project is directly related to its maturity level. Save the Children trains communities over time to manage projects. However, the process is gradual and reflects the various maturational stages through which all groups pass.

In the first phase, relatively little cohesiveness exists within the group. Organizational experience is quite limited and no success has been achieved through goal attainment. A group at this stage has ill-defined objectives and does not identify with other organizations. During this period, the involvement of Save the Children and other change agents is to help clarify priorities, make connections to resources, and provide a high degree of training and technical assistance in procedural matters. Outside efforts should primarily focus on group confidence building process.

A second stage of project management readiness is reached when a group has limited but defined objectives that are generally very short term in nature. Previous efforts have afforded opportunities for the committee to achieve modest successes although there still is little group cohesiveness and limited participation from many segments of the community. At this stage, Save the Children provides a high degree of project specific training and technical assistance. Emphasis is placed on increasing the base of community participation and on securing the material resources required for successful project implementation.

A third stage of group development occurs when the committee has a moderately well-defined objectives and has experienced success in project implementation. At this stage, some groups acquire legal status. The committee also demonstrates cohesiveness and an orderly transfer of power and responsibility to new members. A broad base of community participation is present, and the group is involved in a broad scope of activities with a correspondingly increased outreach to the entire community. There is, however, a limited capacity to engage in complex management and evaluation tasks.

During this phase, Save the Children introduces new management, planning and evaluation techniques and makes connections for the group to needed resources in other institutions.

In its final stage of development, the community organization has very well defined objectives and has experienced many successes. A high level of cohesiveness and a broad community base assures continuation of activities. Projects are carried out in an organized multi-sectoral manner and good planning, management, and evaluation techniques are demonstrated. The organization has the capacity to engage in outreach and dissemination beyond the immediate community. Save the Children plays a very peripheral role. All management responsibility falls on the group.

Save the Children has developed specific instruments for community members to use in project management. The agency's field office reporting system creates, in essence, a simple system of project plans and community books for managing project resources. Communities are responsible for these controls and prepare, on a monthly basis, a project expense and status report. These project plans and approvals are part of each community group's training for project management. They are also the vehicle through which community-identified projects are funded. Finally, and most importantly, where communities that are relatively cohesive and have well defined objectives, the opportunity to participate in the preparation of annual implementation plans as well as frequent internal and external evaluations is extended.

##### 5. Outreach and Dissemination

A comprehensive design to promote diffusion and replication of the CBIRD model addresses three target audiences. Community people, the program's primary beneficiaries, are the first audience. They become part of a process of face-to-face contact maintained at the individual and group level. Both field staff and community leaders are, the primary dissemination agents for this audience. The idea is for participating community leaders to actively reach out to non-participants within the community.

A second target audience comes from adjacent or nearby communities where dissemination techniques such as face-to-face communication as well as individual and group-to-group contacts are useful. The introduction of mass media such as posters, radio and newsletters is also helpful. Once again, both trained community leaders and field office staff are involved in reaching this audience.

The final target audience is composed of institutions with the potential for replicating the different aspects of the CBIRD model. These agencies are best reached through published reports, and related documentation, site visits, training activities, professional conferences and seminars. Decision-makers within potential replicating institutions are best reached by field office staff in a peer-to-peer manner, focused on the creation of counterpart relationships.

## B. Sector-Specific Strategies

### Introduction

The sector strategies to be implemented with OPG funds are based on the lessons learned under the first OPG in La Union. Essentially, plans call for an expansion of activity in northern La Union and replication of the basic CBIRD methodology in two new areas. Thus, particular emphasis will be given to local capacity building, community identification of needs, and implementation of projects, as part of a multi-sectoral strategy. The model also provides for dissemination of various components of the strategy to three separate audiences: an expanding base of villagers within the impact area, members of communities nearby but beyond the impact area, and representatives of agencies that might be future replicators.

Due to the nature of the CBIRD methodology, the a priori identification of specific projects cannot be made at this time. What follows then is a set of sector strategies, that are descriptions of an approach to change based on the agency's experience in El Salvador to date. For each sector discussed, a relative priority rating has been assigned based on needs assessment data, evaluation results and preliminary cost-effectiveness

analysis. A brief description of Save the Children's related projects and activities in La Union under the previous OPG then follows. The next portion of each sector strategy reflects the application of critical mass analysis techniques described earlier. Five categories of inputs required for sectoral development are broken out by source and type: training and technical assistance; community organization; financial and material resources; project management; and dissemination. A final section of the sector strategy provides an illustrative list of projects that might be funded through the OPG. This list is based on accomplishments to date, analysis of needs assessment and evaluation data, as well as resource limitations.

Six sectors have been selected for emphasis, and a strategy has been developed for each along the lines outlined here. They are: health/nutrition; agriculture; education; public works; small industry/commerce; and housing.

#### 1. Public Works

Relative priority rating: Low priority in northern La Union impact area; somewhat higher elsewhere to provide local communities with motivation through realization of concrete achievements.

Rationale for priority rating: Infrastructure projects, according to past evaluations of projects undertaken in this sector, have been expensive relative to the benefits generated. However, as a tool for community organization, such projects are very effective.

Description of Previous Efforts in La Union: (1) Road projects in Papalambre and Gueripe; (2) school construction in Talpetate, Ojo de Agua and El Amatillo.

Observations: Despite relatively low rates of return on investments in this sector, public works projects are often important in terms of providing a stimulus for community organization and a sense of accomplishment. Wherever possible, infrastructure development will complement other projects (e.g. silo production to enhance agricultural productivity; dam or

aqueduct construction related to health/nutrition sector goals).

Description of Inputs by Source and Type:

- o Training and technical assistance -- All training and technical assistance is closely linked to the successful completion of a particular project. Generally, provision of technicians (e.g. a foreman, surveyor or engineer) is preferable to extensive skills development training. Save the Children will either directly provide training and technical assistance inputs or identify agencies (e.g. Ministry of Public Works, DIDECO, PLANSABAR) that can furnish same.
- o Community organization -- Save the Children's major input is support to the community in organizing a committee that will be responsible for project implementation and management. Special emphasis is given to developing the capacity to maintain newly created infrastructure over the long term.
- o Financial and material resources -- Provision of resources usually reflects a tripartite arrangement with Save the Children, the local community and a host country agency each contributing to the project. Typically, Save the Children provides a cash input that is complemented by a government agency's contribution of materials, heavy equipment and skilled manpower. Unskilled labor and local materials are generally furnished by the community.
- o Project management -- The community committee both receives and manages all project resources and has accountability for same. Additionally, it is responsible for coordinating the timely provision of outside technical and material resources.
- o Dissemination -- Emphasis is placed on dissemination activities that link infrastructure creation to priorities in health/nutrition, or income generation.

Illustrative projects that may be developed with OPG support: Bridges, schools, potable water systems;

rural access roads; improvement of recreational facilities; flood control and irrigation dams; markets.

## 2. Agricultural Production

Relative priority rating: High

Rationale for priority rating: Critical for increasing real income as well as improved nutritional status of entire families. Increased production creates a pool of capital that can be used to invest in small, farm-based industries. Agriculture is major source of livelihood for the bulk of area residents.

Description of previous efforts: Activities to date have revolved around three strategic elements: (a) creation and support of an Appropriate Technology Demonstration Center where farmers can observe improved agricultural practices being applied under locally prevailing conditions, and receive assistance in transferring these practices to their own farms; (b) identification, training and support for volunteer agricultural leaders who act as dissemination agents within their own communities; and (c) creation of linkage between small groups of farmers and lending institutions through the provision of technical assistance designed to assure successful fulfillment of loan terms. Over 60 groups representing 600 farm families have gained access to credit through this effort and the current payback rate is 98 per cent.

Description of Inputs by Source and Type:

- o Training and technical assistance -- A full-time Save the Children agronomist coordinates training with demonstrations at the Center. Ministry of Agriculture training resources (particularly the availability of short, specialized courses) complement this effort. Volunteer agricultural leaders are helped by Save the Children staff to assume an ever-expanding role in the provision of training and technical assistance within their communities. The scope of their technical assistance is broad and covers production techniques, marketing and credit management.

- o Community organization -- The participant farmers are organized each agricultural season into solidarity credit groups for planning and subsequent utilization and repayment of agricultural loans. Each group is assisted by a volunteer agricultural leader. The 60 volunteer agricultural leaders are loosely organized and have elected the agricultural sector committee that assumes an ever-increasing role in representing the entire sector to Save the Children and credit institutions.
- o Financial and material resources -- Credit resources are provided by the National Agricultural Development Bank (BFA) and the Saving and Loan Cooperatives (Cajas de Credito) which offer an approximately 8% annual interest rate on productive loans. Save the Children provides funds for transporting fertilizers and for the purchase of shared farm implements and improved seeds. The community members, in addition to repaying the principal and interest, provide land, labor, tools and organic fertilizers.
- o Project management -- Responsibility for the proper use and repayment of production loans lies in the individual solidarity credit groups consisting of a maximum of 10 farmers each. Existing trust and peer pressure are instrumental factors in assuring accountability. Save the Children's role as liaison to credit institutions and sources of technical assistance diminishes as the volunteer leaders and sector committee gains experience and self-confidence in planning, technical training and organizing activities.
- o Dissemination and outreach -- The rapid increase in the number of solidarity groups from 5 in 1981 to over 60 in 1984 demonstrates the importance and need for credit and technical assistance for small scale farmers. Participants learn through dissemination to their communities while reaping the benefits from increased productivity.

Illustrative list of projects that may be developed with OPG support: Solidarity credit groups; Appropriate

Technology Demonstration Center; training and support for volunteer agricultural leaders; soil, water and fertility conservation; organic farming; home and school gardens; irrigation; produce storage and marketing; animal husbandry and veterinary services.

### 3. Education

Relative priority rating: High

Rationale for priority rating: The adoption of new practices related to health, nutrition, agriculture and enterprise development appears to be impeded by low levels of functional literacy and computational skills. Studies in other countries with similar economic situations to rural El Salvador suggest that investments in education at levels that promote functional literacy have rates of return that compare favorably to investments in land or physical capital. Education is also widely recognized as a priority need within the communities to be served. Furthermore, education is generally a prerequisite to broader social, economic and political participation, an important goal of the CBIRD approach. Finally, education activities are consistent with Save the Children's unique mission to improve opportunities available to children and youth so that long-term community development can be accomplished.

Description of previous efforts: (1) In coordination with the National Literacy Program, adult functional literacy efforts have been undertaken including the training of 20 volunteers to organize "literacy circles" within their own communities. These volunteers have begun literacy training with a total of 300 learners. (2) In coordination with local teachers, school clubs have been organized to reach children and youth aged 6 to 16. Save the Children inputs have included training, technical assistance and cash grants. Four types of clubs have been promoted: agricultural, health; cultural/artistic; and recreational. The purpose of the clubs is to improve the relevance of education available to young people in the communities served without introducing structural reforms in curriculum, a change that would be beyond the purview of a PVO. The clubs promote leadership development and

afford opportunities for participants to acquire decision-making skills. They are also useful as a tool to motivate and recognize teachers. In each school, the four types of clubs are united through a school committee that parallels the general type of community committee approach that Save the Children promotes through the CBIRD methodology, (3) Save the Children has sponsored sports clubs for out-of-school youth aged 13 to 18. This segment of the population is particularly difficult to reach. Recreation is deliberately used to attract young people to organize in groups; leaders then attempt to channel members' involvement into more developmentally focused activities.

Observations: Save the Children has developed a child/youth strategy that is designed to promote in young people skills and attitudes conducive to community development. Specific guidelines developed with local Ministry of Education personnel will be incorporated into education sector programming funded under the OPG.

Description of inputs by source and type:

- o Training and technical assistance -- Emphasis is placed on providing training and technical assistance to children and youth, so they can carry out small projects developed through the club structures. Insofar as possible, Save the Children personnel associated with programs in other sectors (e.g. health/nutrition coordinator, agricultural coordinator) will provide the required support. Additional motivational and organizational training is offered to teachers, so they can nurture school-based clubs.
- o Community organization -- The primary focus for activities in this sector is the creation of groups: school clubs, literacy circles and sports groups. Thus, emphasis is placed on organizing, motivating and supporting group efforts.
- o Financial and material resources -- Activities in this sector are relatively inexpensive. Save the Children provides almost all cash inputs required; children, youth and teachers complement this resource with their own time and local materials in

support of projects. Where appropriate, Save the Children may also make cash grants to communities to hire teachers directly when all efforts directed toward the Ministry of Education have failed to result in a teacher's being assigned to schools that have been abandoned due to lack of personnel.

- o Project management -- Management decisions concerning the allocation of resources and the implementation of specific activities are a function of each organizational structure. In the case of the school clubs, coordination is achieved through the school committee.
- o Dissemination -- Emphasis is placed on strengthening the capacity of children and youth to act as change agents within their families (to parents as well as siblings) and communities.

Illustrative projects that may be developed with OPG support: Creation and support for new literacy circles; support for school clubs to engage in a variety of development projects (e.g. school gardens, chicken and/or pig production; first aid dispensaries and training; environmental sanitation campaigns; vaccination and parasite control campaigns) as well as artistic and recreational activities; provision of teachers for first to fourth grades in abandoned schools; provision of school libraries and teaching resources; school plant improvement.

#### 4. Health/Nutrition

Relative priority rating: High

Rationale for priority rating: Baseline surveys and needs assessment activities have uncovered serious deficiencies in this sector. Health is also viewed as a prerequisite for successful implementation of projects in other sectors. Most of the health- and nutrition-related problems identified can be ameliorated or eliminated by projects within the scope of Save the Children's financial and human resource base. Furthermore, because of SCF's mandate to remove impediments to the healthy growth and development of children, health/nutrition activity is of high priority to the agency.

Description of previous efforts: A comprehensive primary health care strategy has been initiated with various activities to develop health awareness. Preventive and curative medical services have also been stressed. Save the Children has trained over 25 volunteer health guides (of both sexes) who organize specific projects and provide person-to-person health orientation in their villages. Health guides assist mother/child health clubs in charting infant growth, oral rehydration therapy training, advising pregnant and lactating mothers on nutrition, as well as organizing latrine construction and community wells projects. They also coordinate outside training courses on midwifery, first aid, and community dispensary organization. Effective coordination with the Ministry of Public Health has yielded technical training in support of primary health activities as well as vaccines for child inoculation campaigns.

Observations: The main emphasis of activities in this sector has been to help people maintain their health using their own resources. However, an attempt has been made to link primary health care to the existing clinic system provided through the Ministry of Health.

Description of inputs by source and type:

- o Training and technical assistance -- training activities are comprehensive in scope and organized to provide maximum skills development for every tier of personnel working in the sector. A member of the program's central core staff in San Salvador with a specialization in public health or applied nutrition will provide training and technical assistance to health/nutrition coordinators assigned to each impact area. They, in turn, will each be responsible for supporting the identification, training, and field work of a group of volunteer health guides. Each guide works directly on an informal basis with approximately 15 families to examine current health practices and problems. Guides make referrals as needed to clinics. Additional training will be secured from the Ministry of Health in the areas of first aid and midwifery. Where appropriate, health/nutrition

coordinators and volunteer health guides will also have access to training sponsored by other institutions.

- o Community organization -- The basic organizational structure is a health committee that is composed of all volunteer health guides. These guides also work at the community level to organize groups to implement specific projects (e.g., latrine and well construction) related to sector goals. Mother-child health clubs are also organized by the volunteer guides to encourage practices related to growth monitoring, breast-feeding, oral rehydration therapy and inoculation.
- o Financial and material resources -- All projects reflect a mix with respect to the source of financial and material inputs. Typically, Save the Children will make small cash grants available on a project - specific basis. The Ministry of Health provides such material resources as latrine molds and medicines. In the case of rural aqueduct projects, tubes and handpumps will be obtained through PLANSABAR. Community members provide unskilled labor and local construction materials. In addition, there is a very significant contribution of time (with attendant opportunity costs) on the part of the health guides to support activities in this sector.
- o Project management -- Management decisions concerning the allocation of resources and the implementation of specific activities are taken by the health sector committee, composed of the volunteer health guides. They, in turn, respond to needs identified by members of mother-child health clubs and those families they visit on a regular basis.
- o Dissemination -- Target audiences for dissemination activities include pregnant/lactating women; health guides, local health sector personnel and personnel from other agencies whose activities relate closely to the health sector (e.g. Ministry of Agriculture, DIDECO).

Illustrative projects that may be developed with OPG Support: Training and support for volunteer health guides, creating community wells and constructing potable water systems; construction and installation of latrines; family gardens; training for traditional midwives; communal dispensaries; public washing facilities; environmental sanitation campaigns.

## 5. Industry/Commerce

Relative priority rating: Medium

Rationale for priority rating: Activities in this sector contribute to an improved utilization of local resources and improvement in real income for local families by diversifying the economic base and through the creation of new jobs. Projects related to industry and commerce also provide critical complements to other sectors, particularly agriculture.

Description of previous efforts: Several micro-businesses have been formed including: corn mills and bakeries with community committees; a poultry project with a student club; a poultry project with an existing cooperative. Several common trends including short term project duration, varying rates of profitability and high levels of loan default have been observed.

Observations: Activities in this sector will be designed to expand the level of economic infrastructure in the region, reduce dependence on economic services provided outside the impact area, and create economic linkages to other parts of the country. Emphasis will be given to the application of appropriate technology in the creation of new, economically viable small-scale enterprises.

Description of inputs by source and type:

- o Training and technical assistance -- Inputs will be very project-specific. Save the Children will develop a capacity to furnish appropriate technical assistance to project groups including feasibility studies, support for production processes, and enterprise management. Training activities will focus on creating conditions favorable to the

transfer of new technologies including supervised apprenticeships. Specialized consultants will be used as required, and both private and governmental resources will complement Save the Children inputs. Training and technical assistance will also be furnished to secure credit, prepare business plans and develop marketing outlets beyond the immediate impact area.

- o Community organization -- Organizing efforts will focus on the creation of group-owned small businesses and the strengthening of existing cooperatives. These groups will eventually have representation on a broader, municipal-wide regional development council. Employees of new businesses will be assisted in developing equity positions within their firms. An organizing structure similar to the agricultural solidarity groups will be adopted.
- o Financial and material resources -- Insofar as possible, emphasis will be given to assisting groups in obtaining credit from lending institutions already operating in the area (e.g. Agricultural Development Bank). Save the Children will then provide credit supervision to insure that the loan is paid back within the terms of credit. However, where this arrangement is not feasible because of portfolio limitations (e.g. restrictions with respect to loan size, repayment terms or credit availability for certain types of enterprises), Save the Children will capitalize revolving loan funds in addition to its credit supervision services. Such funds would be managed by the municipal development council.
- o Project management -- Borrowers will have accountability for each project and will be responsible for all management decisions.
- o Dissemination -- Activities will focus on involving increasing numbers of people in small enterprise development without economically unjustifiable repetition in terms of the kinds of businesses created. Other dissemination efforts will involve establishing partnerships between Save the Children

and lending institutions in order to bring together the critical mass of resources required for development of an enlarged commercial sector (e.g. credit and technical assistance in production, management and marketing).

Illustrate projects that may be developed with OPG support: Grain drying, storage and commercialization; pottery/ceramics; grass, hemp, or bamboo products; dairy products; animal feed processing, blacksmith shops; food conservation or production, leather goods.

## 6. Housing

Relative priority rating: Low, however, if there is an influx of displaced persons, this priority may change to high.

Rationale for priority rating: Although housing has an important bearing on social stress (due to overcrowding) and health conditions, other investment sector strategies are considered more critical and given higher priority. This reflects resource limitations and other more immediate needs. Nevertheless, home improvements that have a bearing on the health sector strategy will be incorporated (e.g., latrine construction and erection of barriers to separate human dwelling areas from animals).

Description of previous efforts: Latrine construction and pig sties projects are effective means for improving family health. The LORENA stove project has attempted to approach resource utilization problems and effectively enhances the status of women.

Observations: Improvements to existing housing are generally more cost-effective than constructing new units. However, due to the tremendous housing deficit in El Salvador new construction is recognized as a limited option. Home improvements that complement small enterprises will be emphasized (e.g., the production of latrines, brickmaking, roofing materials are small enterprises for which housing improvement projects can stimulate demand.)

SAVE THE CHILDREN/EL SALVADOR  
LOGICAL FRAMEWORK MATPIX  
5 YEAR PROGRAM PLAN FY'85 - FY'89

<u>Program Goal:</u>	<u>Objectively Verifiable Indicators</u>	<u>Means of Verification</u>	<u>Important Assumptions</u>
To improve the social and economic conditions of low income rural households (including parents and their children) in three selected impact areas.	<ol style="list-style-type: none"> <li>1. Child morbidity and mortality rates</li> <li>2. Basic food production yields</li> <li>3. Growth of profitable small enterprises</li> <li>4. Enrollment and dropout rates</li> <li>5. Community participation in development activities</li> </ol>	<ol style="list-style-type: none"> <li>1. Baseline surveys and follow-up investigations</li> <li>2. Community committee or institution documentation</li> <li>3. Government of El Salvador planning evaluation and reporting documentation</li> <li>4. Conversations with government officials and community members</li> </ol>	<ol style="list-style-type: none"> <li>1. Social, economic and physical conditions are conducive to an operational program</li> <li>2. Community based integrated rural development strategies provide viable development and relief alternatives that meet basic needs</li> </ol>
<u>Purpose</u>	<u>Conditions at End of Project-60 months</u>		
Economic Development Sector: to increase real income of targeted households through small enterprise development, improved agricultural yields, introduction of more efficient farm management and marketing practices, and promotion of new technologies	<ol style="list-style-type: none"> <li>1. Three thousand small-scale farmers will achieve increases in production and/or real income through credit and/or technical assistance in one or more of the following areas: basic grain production, animal husbandry, credit administration, crop storage, and marketing, resource conservation and development of new small enterprises</li> </ol>	<ol style="list-style-type: none"> <li>1. SCF field coordinators' reports</li> <li>2. Community committee and/or institution documentation</li> <li>3. Evaluation Reports</li> <li>4. Site inspection</li> <li>5. Consultation with Government of El Salvador agencies</li> </ol>	<ol style="list-style-type: none"> <li>1. Community members able and willing to participate</li> <li>2. Mutual cooperation prevails among SCF, Government of El Salvador agencies and communal groups</li> </ol>
<p>2. Social development Sector:</p> <p>(a) Decrease child morbidity and mortality significantly through a comprehensive primary health care program</p> <p>(b) Increase villagers' opportunities to achieve full physical and intellectual potential through improved access to education, training and recreation services</p>	<ol style="list-style-type: none"> <li>2. (a) 1500 village families will be reached through a comprehensive primary health care program including such elements as the following: potable water systems, growth surveillance, oral rehydration therapy, training, village health workers services, environmental sanitation campaigns, inoculation and breast feeding promotion</li> </ol>		

Purpose

Conditions at End of  
Project-60 months

Means of Verification

Important Assumptions

- (b) A 35% increase in villagers (10% adults and 25% children) reached by formal and nonformal education services including such programs as functional literacy training, formal primary schooling and school clubs
- (c) The capacity of 5 public and/or private sector organizations to promote social development will be strengthened through courses and exchange visits

3. Community Organization: To create and/or strengthen grass roots organizations that can identify and solve local development problems

3. 8 municipal development councils and at least 20 sectorally focused project committees will be organized and actively involved in planning, implementing and evaluating development projects to improve social and economic conditions

Outputs

Magnitude of Outputs

1) Community Committees

- 1) a. municipal councils functioning
- b. 20 project/sectoral committees formed

- 1. Field Coordinator records and reports
- 2. Community Committee records
- 3. Training plans and reports
- 4. Field Office Reporting system documents
- 5. Site inspection

1. Uninterrupted services of SCF field coordinators in impact areas

2) SCF training and technical assistance program

- SCF training and plans
- b. 40 sector specific courses conducted
- c. 1000 leaders trained
- d. 100 person months of technical assistance provided to community projects

2) a. 5 annual training

<u>Purpose</u>	<u>Conditions at End of Project-60 months</u>	<u>Means of Verification</u>	<u>Important Assumptions</u>
3) Planning and evaluation methodology	3) a. 5 annual implementation plans developed with community input b. 50 project plans c. 2 external evaluations d. monitoring system		
4) Appropriate technology demonstration center	4) one existing and 2 new appropriate technology demonstration centers functioning		
5) Community projects	5) 50 projects implemented utilizing appropriate technologies in three sectors		
6) Outreach and dissemination strategy	6) 5 GOES or private voluntary institutions testing one or more aspects of CBIRD methodology		

INPUTS

- (1) Financial-Save the Children, Agency for International Development, and Government of El Salvador
- (2) Personnel-Save the Children staff and consultants
- (3) Local materials and labor

BUDGET

	\$	%
1. AID	\$3,648,888	66.4
2. SCF	1,145,900	20.8
3. Community	500,000	9.2
4. GOES	200,000	3.6
Totals	\$5,494,788	100%

- 1. Save the Children financial reports
- 2. Coopers and Lybrand Audits
- 3. Community Committee financial records

- 1. SCF will be able to recruit, train and place qualified local staff
- 2. OPG funds and local materials and labor are available as needed
- 3. Inflation and exchange rate fluctuation will not significantly reduce real value of inputs

25

Description of inputs by source and type:

- o Training and technical assistance -- All inputs will be project-specific. Save the Children will furnish appropriate technical assistance to project groups. Training activities will focus on creating conditions favorable to the transfer of new technologies including supervised apprenticeships. Specialized consultants will be used as required, and both private and governmental resources will complement Save the Children inputs.
- o Community organization -- Project-oriented groups will be formed for short-term activities.
- o Financial and material resources -- Small amounts of cash and material resources will be provided by Save the Children to complement training and technical assistance activities.
- o Project management -- Ad hoc committees of short-term duration that are concerned with implementation of specific projects will coordinate allocation of resources.
- o Dissemination -- Emphasis is placed on dissemination activities that link improvements in housing to activities in other sectors, particularly health and small enterprise development.

Illustrative projects that may be developed with OPG support: Building materials production; home improvements such as floors, separating human dwellings from animals; garbage disposal; LORENA stoves; latrine factories, chicken coops.

## VII. Social and Economic Analysis

The proposed activities are expected to have a very favorable social and economic impact on the target areas. The sector strategies have been designed to enhance rural employment opportunities through labor-intensive technology promotion, increased productivity on small farms (with resultant increases in disposable family income and consumer demand for locally produced products), and stimulation of new on- and off-farm industry. The feasibility analysis conducted as part of the site selection process clearly suggests that the capacity to absorb training and technical assistance is present and that there is a shared awareness of the major developmental problems addressed by the sector strategies. The feasibility analysis also supports the assumption that within the targeted areas it is possible for Save the Children to work in coordination with community people and government agencies to create the technical capacity needed to approach priority problems. One reason for believing that this technical capacity can be created is that the sector strategies build on existing technologies and structures. Fundamentally, they reflect an important lesson learned under the previous OPG efforts in La Union: that small changes in technology and management can lead to large increments in production.

Among the anticipated economic and social outcomes of the proposed program are the following: a decrease in rural out-migration; an increase in the production of basic grains and animal food stuffs; change in the structures and systems that govern the management of critical resources for development, particularly land and capital; creation of a self-sustaining change process that provides long-term solutions to a region's technical problems through community-based groups including municipal and regional organizations; and new management models for individual farms. These outcomes will reach a broad cross-section of all individuals living in the impact area. Such wide coverage is achieved primarily through the multi-sectoral, community-based approach to development that will be implemented.

Long-term development impact will also be secured by providing special services for children and youth under 15 years of age, a group that represents half the target area's population. By focusing on skills and attitudes necessary for development, the program will help members of this age group become better prepared to deal with the complex development issues they must face within the next decade. An emphasis on the conservation of natural resources will also contribute to long-term development prospects.

The proposed program will have a significant impact on social inequities by targeting activities to the poorest of the poor. In addition, it will help to bring hope and a sense of purpose to areas affected by political violence, thereby reducing a widespread sense of frustration and helplessness that is inimical to long-term development.

Possible constraints to achieving the favorable social and economic impact anticipated include the limited ability of government agencies to complement Save the Children's inputs and replicate activities; the traditional resistance to change by the peasantry; and the prevailing land tenure pattern of little or no holdings by the poorest of the poor. The program's success also depends on two factors well beyond its control: the level of political violence (with the related logistical problems it might cause) and the overall performance of the broader economic system with which the target areas are interdependent.

## VIII. Program Organization

### A. Policy and Structure

Several organizational and program management concepts that reflect the CBIRD methodology's intention to provide replicable development models are incorporated into the Field Office operational policies. Experience demonstrates that decision-making processes and functional structures play an important role in guiding field personnel in their activities. This includes the manner in which day-to-day interaction occurs in the communities. In order to learn by doing, a high level of authority and responsibility must be delegated. This means significant decision-making authority and accountability are systematically transferred to the community committee structures and a corresponding degree of decentralized project management is delegated to the impact area personnel. Likewise, other management techniques and styles will provide role models for replication by the field staff at the community level.

The fundamental goal of the personnel policy is to assure optimal utilization of human and financial resources. Save the Children recognizes that the early stages of community organization and project development require substantial direct personal contact with community participants to assure successful start-up and to develop self-confidence. Save the Children's personnel management strategy will reflect the need for a staff-intensive program, particularly in a new impact area. Therefore Save the Children will phase in and phase down the human element as needs dictate in the community and in response to two internal programming concepts. First, staff levels will increase as new impact areas are opened, geographic coverage expands, and as program goals require. Second, the personnel cost to project cost input ratio will initially demonstrate higher personnel costs and proportionately lower project input costs. Later, in approximately the fourth year, when community organization is stronger, the ratio will be inverted, demonstrating lower personnel costs (i.e. fewer staff members) and proportionately higher project input costs (due to the growth of community managed projects).

New models for providing personnel for promotion and technical assistance in communities will be examined and tested where appropriate. One option is the secondment of personnel from other government development organizations to fulfill roles in communities in lieu of Save the Children personnel. Another possibility is to provide support through collaborating institutions to create staff positions that directly support impact area activities.

Save the Children worldwide is structured as a chain of specific units that are linked together by a highly organized system of policies and methodological procedures. The chain incorporates the Board of Directors, Westport Headquarters, individual country field offices, impact area offices, and organized community groups. Each unit utilizes a communication and feedback system that facilitates and provides the beneficiary communities with the financial, technical and methodological support necessary to execute grass roots development programs. In El Salvador the structural units may be described as follows.

The San Salvador Field Office fulfills executive, administrative and communication functions. This is the field office director's base where local policies and norms are established, financial resources are acquired, and professional and technical personnel are recruited. The administrative functions include general financial and administrative controls as well as preparing progress reports. The communication aspect provides linkages to support field activities, to keep headquarters informed and to develop positive relationships with other development institutions.

The impact area personnel are responsible for direct implementation of the program in beneficiary communities. Each of the three impact areas will have a modest, low-key office, normally in a rented house. This is the impact area personnel's base of activity and is equipped for administrative communications and training functions as well as providing sleeping quarters for the staff.

## B. Job Descriptions

The following is a brief description of the functions and responsibilities of the principal members of the Save the Children program in El Salvador.

### 1. Senior Program Advisor

- provides bilingual program and development support to the director
- assists director in establishing priorities and implementing policies
- coordinates training and technical assistance inputs
- supervises financial, administrative and budget systems
- assists field office director in relationships with international funding institutions

### 2. Program Manager

- develops sectoral strategies
- is responsible for planning and supporting the implementation of all impact area programs
- recruits, supervises and evaluates field coordinators and technical coordinators
- develops and coordinates relationships with collaborating local institutions
- supervises and coordinates program budgets and allocates resources applied in impact areas

### 3. Financial Manager

- serves as general accountant and internal auditor for field office
- prepares financial reports and analyses
- prepares and controls budget and field office reporting system
- administers personnel affairs

- controls inventories, cash flow and bank accounts

4. Development Secretary

- acts as local currency disbursement officer
- coordinates and supervises secretarial and administrative affairs
- solicits price quotes and purchases goods and services
- coordinates Lifeline sponsorship system
- assists field office director in local fund raising efforts
- serves as secretary to Advisory Board when formed

5. Field Coordinators

- manages impact area programs
- creates and orients community organizations
- supervises and coordinates project and annual implementation plans to assure appropriate application of human and financial resources for the achievement of sector goals
- implements training and dissemination strategies
- performs liaison to local/regional organizations

6. Agricultural Coordinator

- establishes and maintains appropriate technology demonstration center
- coordinates and provides technical training and assistance to agricultural leaders and participating community groups
- plans and supervises agricultural productivity projects
- coordinates and supports agricultural sector committee formation

7. Impact Area Health/Nutrition Coordinator
  - coordinates and provides technical training and assistance to volunteer health guides and participating community groups
  - plans and supervises health sector projects
  - coordinates and supports the formation of health sector committees
8. Child/Youth Coordinator
  - promotes and coordinates child/youth strategy in impact area schools
  - organizes training and provides technical resources to help children plan and carry out projects
  - coordinates the Lifeline sponsorship program
9. National Health/Nutrition Coordinator
  - plans and implements health/nutrition sector strategy
  - plans, coordinates and implements training and technical assistance efforts in health/nutrition sector
  - acquires and prepares training materials
10. Training Coordinator
  - coordinates entire training strategy for field office
  - develops training events for field office personnel in specific technical areas as well as general orientations
  - provides assistance to technical coordinators in developing their training programs
  - provides technical assistance in baseline surveys, evaluations and planning

11. Productivity Coordinator

- develops and implements productivity sector strategy
- develops and implements training programs for productive sector strategy
- coordinates with local lending institutions

12. Rural Aqueduct Technician

- plans and provides technical assistance to rural water programs
- coordinates activities with appropriate Ministry of Health Agency
- provides training to community groups in maintenance of water systems

## IX. Implementation

### A. Overview

The implementation model used by Save the Children as part of its CBIRD approach consists of four basic elements: a preliminary needs assessment (initiated during the site selection phase); a baseline survey; plans for the overall program development as well as for execution of specific projects (discussed in the methodology section of this proposal); and, monitoring and evaluation. This implementation process is iterative, meaning that plans are redefined as lessons learned from project implementation and evaluation activities become crystallized. The sections that follow describe each element of the implementation process in greater detail. An implementation plan designed around critical activities for year one and a five-year program calendar complete this discussion.

### B. Needs Assessment

The purpose of the needs assessment is two-fold: to develop a community awareness of local problems by engaging members in an analysis of prevailing conditions, and to create a data base for the identification of projects to be implemented later. Data is collected by field staff with community members using a variety of techniques including house-to-house surveys, meetings with existing groups, and a review of materials published by other development agencies. In group meetings, emphasis is placed on establishing trust and rapport between Save the Children field staff and local people. Group dynamics processes are used to heighten the awareness of community members to problems they face and their potential for addressing them through group efforts. Generally, the needs assessment process is initiated at a preliminary level at the time of site selection. Once the field staff has established its physical presence within the community, a more in-depth needs assessment is begun immediately. Although the needs assessment process never really terminates, a set of first round projects is designed once sufficient data has been collected and community consensus achieved.

### C. Baseline Survey

The purpose of this activity is to enable both Save the Children and the community to detect change over time. As such, the baseline survey is formally related to evaluation of the overall program as well as individual project impact. Generally, the baseline survey is conducted six to twelve months after project activity has commenced. The rationale for this timing is that data collected earlier will lack reliability since relatively little trust and rapport exists between agency staff and community members. Furthermore, since in most cases the projects undertaken at the beginning of the development process are relatively simple (e.g. school repair, bridge construction), it is assumed that no major impact on the community will have accrued prior to the time of the survey. The six to twelve month delay also is the time needed for a community to become motivated to measure progress toward goals they have established. The lag also permits the development of needed staff capability to carry out the survey. During all baseline survey work, the community is actively involved in gathering primary data related to sector-specific indicators. The organization of the data gathering is carried out through the committees working in each sector whenever possible.

Data gathering is designed to obtain information that will corroborate trends and needs through the use of multiple measures. An illustrative list of indicators for several sectors of high priority follows.

<u>Sector</u>	<u>Indicators</u>
Health/Nutrition	infant mortality rate; proportion of 0-5 population with 1st-3rd degree malnutrition; proportion of population with access to potable water and latrines; incidence of communicable disease
Economic and Agricultural Productivity	family income; basic grain yields/ hectare; # of hectares under cultivation; full-time employment rate of economically active population adult literacy rate; primary
Education	school enrollment ratio; primary school drop-out (desertion) and repetition rates

#### D. Planning

Four basic instruments are used to plan activities: a five-year strategy; an annual implementation plan; monthly and quarterly plans; and individual project-specific plans. The five-year strategy is encompassed in this OPG document; general policies and approaches are outlined and long-term goals established. This strategy is prepared by an executive committee of Save the Children staff based in San Salvador with ample input from field personnel.

The purpose of the annual implementation plans is to outline sector-specific strategies; determine how resources (inputs) and outputs will be coordinated; and to outline a strategy for training Save the Children personnel and community members. The annual implementation plan is prepared on a fiscal year calendar by field staff and community committees to reflect priorities established through the needs assessment and the availability of resources.

Monthly and quarterly plans are designed to provide for the short-term coordination of sectoral activities.

Specific implementation dates and targets are established based on the annual implementation plan.

Specific plans for individual projects are based on Save the Children's Field Office Reporting System. The plans provide, for each project, a listing of goals, objectives, activities, resource inputs and evaluation indicators. These documents are prepared by community committees with support from field coordinators and are the mechanism for making decisions about funds allocation.

#### E. Monitoring and Evaluation

Information pertaining to four key issues is gathered through Save the Children's monitoring and evaluation activities: (a) progress toward established goals; (b) impact of projects on the community level; (c) patterns of resource deployment in the execution of activities; and (d) future activities. An on-going monitoring system uses the same indicators as those incorporated into the baseline survey design (see the earlier discussion for examples). Complementing this system is an external evaluation that draws upon data collected through monitoring activity but introduces an impartial perspective. These external reviews are conducted at a project's mid-point and once again at its conclusion. Monitoring, on the other hand, provides sufficient information for an annual assessment of activities in relation to benchmarks. Data derived from monitoring is usually reviewed in the first quarter of the calendar year so that any needed changes in projects can be incorporated into the annual implementation plans that are normally prepared in the second quarter. Monitoring and evaluation involve participation by both staff and community people who have the opportunity to obtain direct feedback on what they are doing and the motivation that comes from seeing progress. This community input also serves as the point of departure for external evaluations.

#### F. Reporting

Save the Children will provide USAID with quarterly reports containing specific information on progress

toward achievement of the goals, purposes and outputs identified in the logical framework matrix. A monthly financial report will detail disbursements. External financial audit reports will also be submitted.

G. Benchmark activities for FY'85 Implementation

1. Impact Area #1 - Northern La Union

	First Quarter Oct.-Dec. 1984	Second Quarter Jan.-March 1985	Third Quarter April-June 1985	Fourth Quarter July-Sept. 1985
Training and Technical Assistance	1. Training emphasis on health and nutrition sector.	1. Training and TA oriented to community organization and on-going projects in all sectors, with particular emphasis in agricultural sector.	1. Review of training activities and redesign of this component to meet current needs and incorporate in annual plan.	1. Training cycle reinitiated as project needs dictate.
Community Organization	1. Agricultural, H/N and education committees organized and supporting ongoing projects	1. Most appropriate period for reorganizing and re-electing sector committees.	1. Municipal development councils provide coordination and structure to all sector strategies for annual plans.	1. Continuation of projects by committees under supervision of municipal development council.
Planning	1. Sector committees preparing for Public works and Industry/Commerce sector activities to begin in January.	1. Beginning of national planning cycle in rural areas, encompassing education sector and most community organizations.  2. Preparation of specific project plans	1. Preparation of Annual Implementation Plan.  2. Agricultural credit planning with lending agencies.	1. Preparation and approval of specific project plans.
Project Execution	1. Agric. productive projects and as crop season ending, follow up credit payment.  2. Education sector school club continues through end of academic calendar in November.	1. Execution of public works and industry/commerce sectors projects during traditionally idle dry season.  2. Education sector projects begin in February.	1. Agricultural production projects commence in May.  2. Most infrastructural and industry/commerce projects modified by rainy season and agricultural priority.	1. All approved and on-going projects continue under new annual plan beginning July 1st.

Monitoring & Evaluation

1. End-of-year indicator monitoring activity in all sectors.
2. Termination of external, end-of-OPG evaluation.
3. Quarterly administrative review.

1. Quarterly administrative evaluation of resource management and activities.

1. Semi-annual indicator monitoring as necessary.

2. Quarterly administrative review.

1. Quarterly administrative evaluation of resource management and activities.

Reporting

1. Quarterly progress reports.

1. Quarterly progress reports.

1. Quarterly progress reports.

1. Quarterly progress reports.

N.B. - Financial reports are prepared monthly

---

Benchmark activities for FY'85 Implementation (Continued)

2. Impact Area #3 - Southern La Union

	First Quarter Oct.-Dec. 1984	Second Quarter Jan.-March 1985	Third Quarter April-June 1985	Fourth Quarter July-Sept. 1985
Training and Technical Assistance	<ol style="list-style-type: none"> <li>1. Complete new staff orientation and training.</li> <li>2. Conduct training for needs assessment.</li> </ol>	<ol style="list-style-type: none"> <li>1. Begin specific technical training in agriculture and health sectors.</li> </ol>	<ol style="list-style-type: none"> <li>1. Review training and technical assistance components and identify needs for incorporation into annual plans.</li> </ol>	<ol style="list-style-type: none"> <li>1. Training cycles for production, H/N and community organization reinitiated as needs dictate.</li> </ol>
Community Organization	<ol style="list-style-type: none"> <li>1. Identify and contact existing community organizations.</li> </ol>	<ol style="list-style-type: none"> <li>1. Identify leaders and incorporate into organized planning process. Form project committees.</li> </ol>	<ol style="list-style-type: none"> <li>1. Community leaders providing support to projects through committee structure.</li> </ol>	<ol style="list-style-type: none"> <li>1. Project committees participate in municipal-wide sector specific meeting.</li> </ol>
Planning	<ol style="list-style-type: none"> <li>1. Prepare start-up strategies, including baseline survey and initial project plans based on needs assessment.</li> </ol>	<ol style="list-style-type: none"> <li>1. Continue formulating specific project plans.</li> </ol>	<ol style="list-style-type: none"> <li>1. Identify sector strategies and specific projects for incorporation into annual implementation plan.</li> </ol>	<ol style="list-style-type: none"> <li>1. Formulation and approval of specific project plans</li> </ol>
Project Execution	<ol style="list-style-type: none"> <li>1. Conduct needs assessment at village level.</li> </ol>	<ol style="list-style-type: none"> <li>1. Small infrastructure projects begin as motivational strategy.</li> <li>2. Health and productivity projects begin where feasible.</li> </ol>	<ol style="list-style-type: none"> <li>1. Agricultural production projects begin in May.</li> <li>2. Infrastructure projects end by rainy season.</li> </ol>	<ol style="list-style-type: none"> <li>1. New and current projects continue under annual implementation plan beginning July 1st.</li> </ol>
Monitoring and Evaluation	<ol style="list-style-type: none"> <li>1. Quarterly administrative review of resource management and activities</li> </ol>	<ol style="list-style-type: none"> <li>1. Identify and initiate discussion on progress indicators monitoring activities</li> <li>2. Quarterly administrative review</li> </ol>	<ol style="list-style-type: none"> <li>1. Conduct baseline survey and begin monitoring indicators.</li> </ol>	<ol style="list-style-type: none"> <li>1. Quarterly administrative review</li> </ol>
Reporting	Quarterly progress reports	Quarterly progress reports	Quarterly progress reports	Quarterly progress reports

#### H. FIVE YEAR PROGRAM CALENDAR

This section outlines the principal events that will occur during the five-year duration of the program, by impact area. Routine ongoing events are omitted to highlight the critical targets.

##### PRE-OPG

- Complete impact evaluation in I.A. #1.
- Obtain letter of concurrence from government of El Salvador.
- Negotiate OPG with AID.
- Complete feasibility studies in new Impact Areas (#003 and #004)
- Implement projects in I.A. #001, fortify technical staff and expand geographic coverage.
- Identify and establish sites and equipment needs for offices and Appropriate Technology Demonstration Center (CDTA) in Impact Area #003.
- Commence project implementation in Impact Area #003.
- Prepare Annual Implementation Plan FY'85 for I.A.'s #001 and #003.
- Recruit and train I.A. personnel for #001 and #003.
- Initiate process of community training and committee organization for I.A. #003.
- Hire new technical personnel and expand program to new communities in I.A. #001.
- Prepare training and implementation plans for I.A. #001 development council.
- Complete final evaluation based on existing evaluation documents compiled through the five-year period.

## FIRST YEAR

### Impact Area #001

- Prepare A.I.P. - FY'86 with development council

### Impact Area #003

- Begin implementation of training and Technical Assistance strategy for economic and social sectors.
- Conduct participatory community baseline survey and prioritize problems.
- Develop projects with community committee participation.
- CDTA functioning as training and demonstration center.
- Prepare A.I.P. FY'86.
- Form project committee.
- Continue with projects implementation.

### Impact Area #004

- Analyze factors related to final selection of I.A. #004.
- Prepare A.I.P. FY'86
- Begin recruiting and training impact area #004 personnel.
- Establish office in Impact Area.
- Establish Appropriate Technology Demonstration Center.
- Initiate process of community training and committee organization.
- Begin implementation for economic and social sectors.

## SECOND YEAR

### Impact Area #001

- Annual Implementation Plan FY'87.
- External evaluation with maximum community participation.

### Impact Area #003

- Continue with project implementation.
- Develop annual implementation plan FY'87 with community participation.
- Conduct external evaluation with maximum community participation.
- Implement projects.
- Form sectoral committee.

### Impact Area #004

- Conduct participatory community baseline survey and identification of priority needs.
- Begin to develop projects with maximum participation of community committee.
- Establish Demonstration and Training Center.
- Prepare Annual Implementation Plan FY'87.
- Conduct external evaluation with maximum community participation.
- Implement project.
- Form project committees.

THIRD YEAR

Impact Area #001

- Prepare Annual Implementation Plan FY'88
- Implement projects with reduced Save the Children participation.

Impact Area #003

- Prepare Annual Implementation Plan FY'88
- Implement projects.

Impact Area #004

- Prepare Annual Implementation Plan FY'88
- Implement projects.
- Form sectoral committee

FOURTH YEAR

Impact Area #001

- Prepare Annual Implementation Plan FY'89
- Implement projects.

Impact Area #003

- Prepare Implementation Plan FY'89.
- Implement projects.
- Form municipal development councils.

Impact Area #004

- Prepare Annual Implementation Plan FY'89
- Implement projects.

FIFTH YEAR

Impact Area #001

- Conduct final evaluation with maximum community participation
- Implement projects

Impact Area #003

- Conduct final evaluation with maximum community participation.
- Implement project.

Impact Area #004

- Conduct final evaluation with maximum community participation.
- Implement projects.
- Form regional development councils.

X. Financial Plan

A. Narrative Summary

This section will describe the principal components of Save the Children's financial management plan to be implemented under the grant. The plan complies with both Save the Children's and AID's current financial policies which are incorporated and summarized below.

The entire combined value of the program is estimated at \$5,494,788 for a 5-year period. The AID portion represents 66.4% of the total program budget. The non-AID portion is 33.6%, which can be distributed among the three funding sources in the following proportions: Save the Children 20.8%; community labor and materials 9.2%; and government of El Salvador 3.6%. The non-AID contributions imply a high degree of shared commitment to the goals and objectives of the program.

The disbursement mechanism recommended for the OPG funds is a Federal Reserve Letter of Credit. This will be established through the Save the Children/ Westport, Connecticut Headquarters. A zero-balance checking account in a U.S. bank will provide the Field Office with adequate access to funds on an as-needed basis.

In addition to AID's periodic reviews at the Field Office level, Save the Children will carry out at least two audits of the Field Office's OPG accounts, and will share the results with AID. Save the Children will also carry out periodic internal reviews to assure that proper accounting procedures are utilized.

The financial reporting procedures are designed to facilitate and expedite information to both AID and Westport Headquarters. First, to assure a proper beginning, an entirely new bookkeeping system will be established for exclusive use of this OPG's account. On a monthly basis, thereafter, a financial report will be prepared in the field office which summarizes local expenses, reconciles outstanding advances, and analyzes receipts and disbursements. This report is delivered to Westport headquarters which in turn presents it to AID/ Washington for processing. A courtesy copy of the expense report will be delivered to the El Salvador AID

Mission in order to keep the local project officer informed of developments.

The budget presented in this OPG proposal is designed on Save the Children's current financial planning and reporting model. The proposed budget is divided into four major categories which are described in the following paragraphs:

A. "Field Office Services" is a category that includes the general support and administration expenses.

1. "Personnel" includes costs of salaries and benefits for executive and administrative staff based in the San Salvador Field Office.
2. "Other Costs" cover a variety of expenses in support of maintaining an office, communications, vehicle operation and supplies.
3. "Travel" includes all local and international fares and per diems.

B. "Direct Aid" is a category that covers all expenses incurred in Impact areas in providing benefits to the communities.

1. "Consultants and technical assistance" includes all temporary, non-Save the Children staff who provide technical support to projects.
2. "Training" encompasses all activities to improve the technical and programmatic abilities of staff.
3. "Impact Area Personnel" includes all impact area staff salaries, and benefits necessary for effective implementation of program strategies.
4. "Project Funds" encompasses all direct costs of community training and projects and is subdivided in the six major sectors of:

Public Works, Agriculture, Education; Health/  
Nutrition, Industry/ Commerce, and Housing.

5. "Evaluation" encompasses costs of external evaluations and specific costs related to the indicator monitoring system.

C. "Overhead" is currently charged at 9.16% to cover Westport Headquarters indirect expenses in support of the OPG. Overhead is negotiated annually by Westport and AID/ Washington and applied retroactively to program costs.

D. "Capital Assets" includes all vehicles, furniture, equipment and audiovisuals purchased for the program. Capital asset expenses are ineligible for overhead.

	1	9	8	5	1	9	8	6
	AID	SCF	GOES	COMMUNITY	AID	SCF	GOES	COMMUNITY
FIELD OFFICE SERVICES	\$ 116,901	\$ 104,185	-	-	135,308	118,521	-	-
Personnel	74,537	65,015			81,966	71,517		
Travel	16,364	3,455			21,492	4,146		
Other Expenses	26,000	25,480			31,850	30,576		
F.O. Depreciation	-	10,235				12,282		
DIRECT AID	321,366	36,815	25,500	63,750	470,103	50,679	32,700	81,750
Consultants/Tech.Ass.	5,000	-	-	-	10,000	-	-	-
Training	10,000	1,000	-	-	10,000	1,200	-	-
I.A. Personnel	130,366	21,749	-	-	215,103	23,924	-	-
Projects Funds	175,000	13,066	25,500	63,750	225,000	24,355	32,700	81,750
Evaluation	1,000	1,000	-	-	10,000	1,200	-	-
OVERHEAD (FOS + 9.16% s/D.AID)	40,145	-	-	-	55,456	-	-	-
CAPITAL ASSETS	57,200	13,000	-	-	64,200	15,600	-	-
GRAND TOTAL	535,612	154,000	25,500	63,750	725,067	184,800	32,700	81,750

ESTIMATED INCOME	\$	%
AID	3,648,888	66.41
SCF	1,145,900	20.85
GOES	200,000	3.64
COMMUNITY	500,000	9.10
	<u>\$ 5,494,788</u>	<u>100.00</u>

B. EL SALVADOR OPG BUDGET

Summary for five years and all sources

FY	1	9	8	7	1	9	8	8	1	9
	AID	SCF	GOES	COMMUNITY	AID	SCF	GOES	COMMUNITY	AID	SCF
	148,327	135,073	-	-	151,746	154,221	-	-	159,362	176,412
	90,135	78,669	-	-	99,118	86,536	-	-	109,003	95,190
	21,492	4,975	-	-	19,128	5,970	-	-	16,959	7,164
	36,700	36,691	-	-	33,500	44,029	-	-	33,400	52,835
	-	14,738	-	-	-	17,686	-	-	-	21,223
	525,613	67,967	40,000	100,000	604,233	89,427	47,200	118,000	536,048	115,965
	8,000	-	-	-	5,000	-	-	-	2,000	-
	5,000	1,440	-	-	2,000	1,728	-	-	1,000	2,073
	236,613	26,316	-	-	221,233	28,948	-	-	188,048	31,843
	275,000	38,771	40,000	100,000	375,000	57,023	47,200	118,000	325,000	79,976
	1,000	1,440	-	-	1,000	1,728	-	-	20,000	2,073
	61,733	-	-	-	69,248	-	-	-	63,699	-
	21,400	18,660	-	-	22,400	22,452	-	-	24,400	26,923
	757,073	221,700	40,000	100,000	847,627	266,100	47,200	118,000	783,509	319,300

8	1	9	8	9	T O T A L S ( 5 Y E A R S )				TOTALES
COMMUNITY	AID	SCF	GOES	COMMUNITY	AID	SCF	GOES	COMMUNITY	GENERALES
-	159,362	176,412	-	-	711,644	688,412	-	-	1,400,056
-	109,003	95,190	-	-	454,759	396,927	-	-	851,686
-	16,959	7,164	-	-	95,435	25,710	-	-	121,145
-	33,400	52,835	-	-	161,450	189,611	-	-	351,061
-	-	21,223	-	-	-	76,164	-	-	76,164
118,000	536,048	115,965	54,600	136,500	2,457,363	360,853	200,000	500,000	3,518,216
-	2,000	-	-	-	30,000	-	-	-	30,000
-	1,000	2,073	-	-	28,000	7,441	-	-	35,441
-	188,048	31,843	-	-	991,363	132,780	-	-	1,124,143
118,000	325,000	79,976	54,600	136,500	1,375,000	213,191	200,000	500,000	2,288,191
-	20,000	2,073	-	-	33,000	7,441	-	-	40,441
-	63,699	-	-	-	290,281	-	-	-	290,281
-	24,400	26,923	-	-	189,600	96,635	-	-	286,235
118,000	783,509	319,300	54,600	136,500	3,648,888	1,145,900	200,000	500,000	5,494,788

C. LINE ITEM BUDGET

Detail of AID funds application per year

	F.Y.	F.Y.	F.Y.	F.Y.	F.Y.	BUDGET TOTAL 5 YEARS	
	1985	1986	1987	1988	1989		
<u>F. O. SERVICES</u>							
<u>Personnel</u>							
701	Salaries (U.S.A.)	\$ 16,800	18,480	20,328	22,360	24,600	102,568
703	Salaries (Paid by Field)	36,857	40,543	44,597	49,057	53,963	225,017
704	Casual Labor	300	300	300	300	300	1,500
726/743	Fringe Benefits (U.S.A.)	5,880	6,468	7,115	7,826	8,610	35,899
744	Fringe Benefits (Foreign)	12,900	14,190	15,609	17,170	18,887	78,756
713	Cost of Living Allowance	200	225	250	275	300	1,250
714	Housing Allowance	1,600	1,760	1,936	2,130	2,343	9,769
	TOTAL PERSONNEL	74,537	81,966	90,135	99,118	109,003	454,759
	<u>Travel Expenses</u>	16,364	21,492	21,492	19,128	16,959	95,435
	TOTAL TRAVEL	16,364	21,492	21,492	19,128	16,959	95,435



	F.Y.	F.Y.	F.Y.	F.Y.	F.Y.	BUDGET TOTAL 5 YEARS
	1985	1986	1987	1988	1989	
949 Bank Charges	\$ 100	100	100	100	100	500
955 Miscellaneous	300	400	400	400	400	1,900
958 Gain or Loss on Conversion	-	-	-	-	-	-
962 Staff Development	600	800	800	800	800	3,800
963 Program Development	300	300	300	300	300	1,500
<b>TOTAL OTHER EXPENSES</b>	<b>26,000</b>	<b>31,850</b>	<b>36,700</b>	<b>33,500</b>	<b>33,400</b>	<b>161,450</b>
<b>TOTAL F. O. SERVICES</b>	<b>116,901</b>	<b>135,308</b>	<b>148,327</b>	<b>151,746</b>	<b>159,362</b>	<b>711,644</b>
<u>DIRECT AID</u>						
Consultants/Tech. Assistants	5,000	10,000	8,000	5,000	2,000	30,000
Training (I.A. Staff)	10,000	10,000	5,000	2,000	1,000	28,000
<u>Impact Area Personnel</u>						
Salaries	96,568	159,336	175,269	163,876	139,295	734,344
Fringe Benefits	33,798	55,767	61,344	57,357	48,753	257,019
<b>TOTAL I.A. PERSONNEL</b>	<b>130,366</b>	<b>215,103</b>	<b>236,613</b>	<b>221,233</b>	<b>188,048</b>	<b>991,363</b>

	F.Y.	F.Y.	F.Y.	F.Y.	F.Y.	BUDGET TOTAL 5 YEARS
	1985	1986	1987	1988	1989	
<u>Project Funds</u>						
Sector 1 Public Works						
" 2 Agriculture						
" 3 Education						
" 4 Health and Nutrition						
" 5 Social Development (Infast.)						
" 6 Industry and Commerce						
" 7 Housing						
<b>TOTAL PROYECT FUNDS</b>	175,000	225,000	275,000	375,000	325,000	1,375,000
Evaluation	1,000	10,000	1,000	1,000	20,000	33,000
<b>TOTAL DIRECT AID</b>	321,366	470,103	525,613	604,233	536,048	2,457,363
H. O. OVERHEAD (9.16%)	40,145	55,456	61,733	69,248	63,699	290,281
<b>TOTAL F. O. EXPENSES</b>	478,412	660,867	735,673	825,227	759,109	3,459,288

	F.Y.	F.Y.	F.Y.	F.Y.	F.Y.	BUDGET TOTAL 5 YEARS
	1985	1986	1987	1988	1989	
<u>CAPITAL ASSETS</u>						
Furniture and Equipment	6,000	8,000	3,000	2,000	2,000	21,000
Vehicles	50,000	55,000	18,000	20,100	22,100	165,200
A. V. Equipment	1,200	1,200	400	300	300	3,400
<hr/>						
TOTAL CAPITAL ASSETS	57,200	64,200	21,400	22,400	24,400	189,600
GRAND TOTAL	535,612	725,067	757,073	847,627	783,509	3,648,388
<hr/> <hr/>						

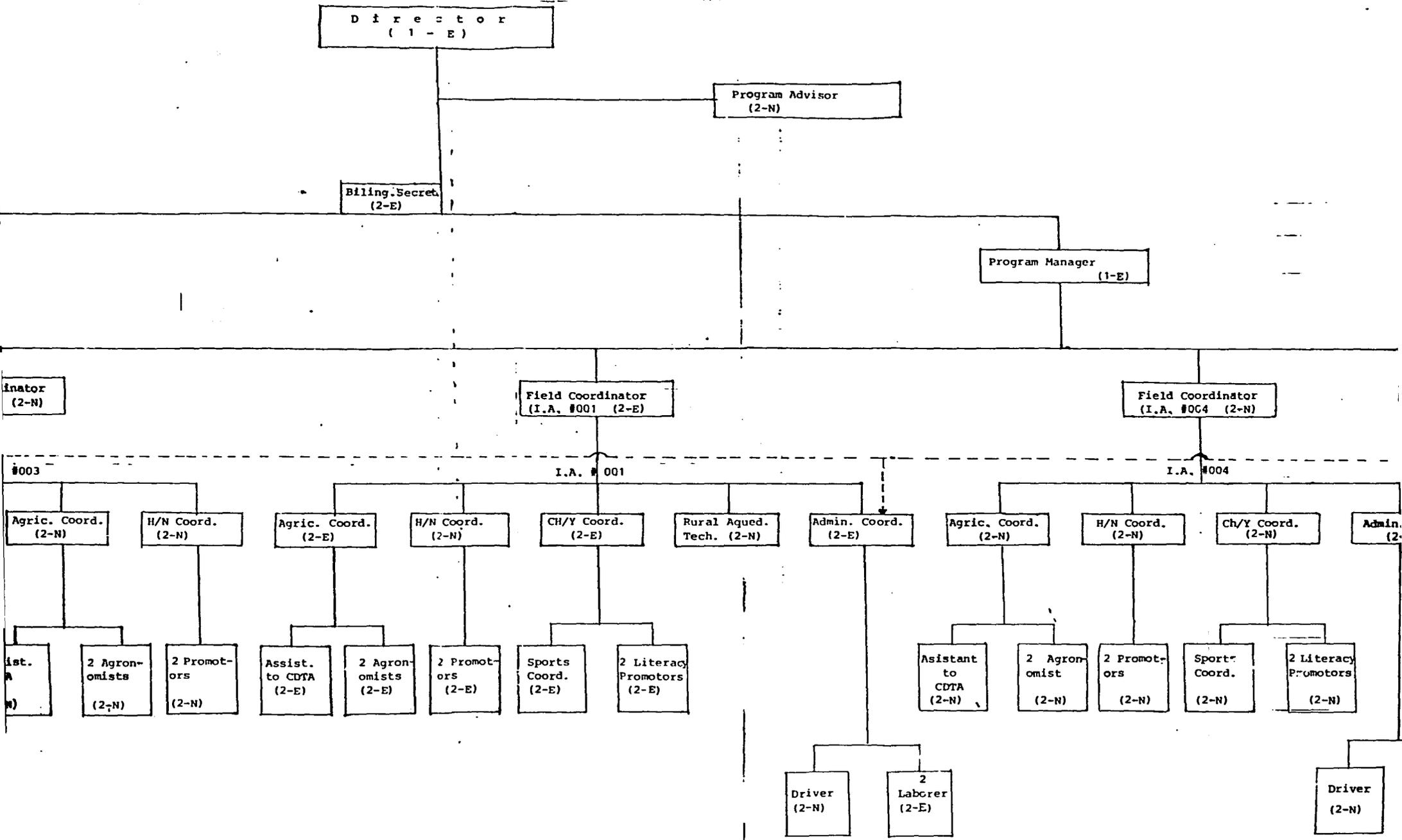
103

SAVE THE CHILDREN FEDERATION  
EL SALVADOR  
GEOGRAPHIC LOCATION OF IMPACT AREAS  
OPERATIONAL PROGRAM GRANT  
FY 1985-1989





VIII.C ORGANIZATIONAL CHART  
EL SALVADOR OPG



IMPACT AREA N°004

- Alternative A (Ilobasco, Tejutepique, Jutiapa)
- Alternative B (Candelaria, San Ramon, San Cristobal, Sta Cruz Amalquito, S. Emidio)



1/2

Director  
(1-E)

Biling. Secret.  
(2-E)

Financial Manager  
(2-E)

Development Secretary  
(1-E)

Field Coordinator  
I. A. #003 (2-N)

Field  
(I.A.)

Sect'y/Acct.  
(1-E)

Receptionist  
(2-N)

Admin. Coord.  
(2-N)

Child/Youth  
Coord. (2-N)

Agric. Coord.  
(2-N)

H/N Coord.  
(2-N)

Agric. Coord.  
(2-E)

H/N Coord.  
(2-N)

CH/  
(I.A.)

3 Promot-  
ors  
(2-N)

Assist.  
CDTA  
(2-N)

2 Agron-  
omists  
(2-N)

2 Promot-  
ors  
(2-N)

Assist.  
to CDTA  
(2-E)

2 Agron-  
omists  
(2-E)

2 Promot-  
ors  
(2-E)

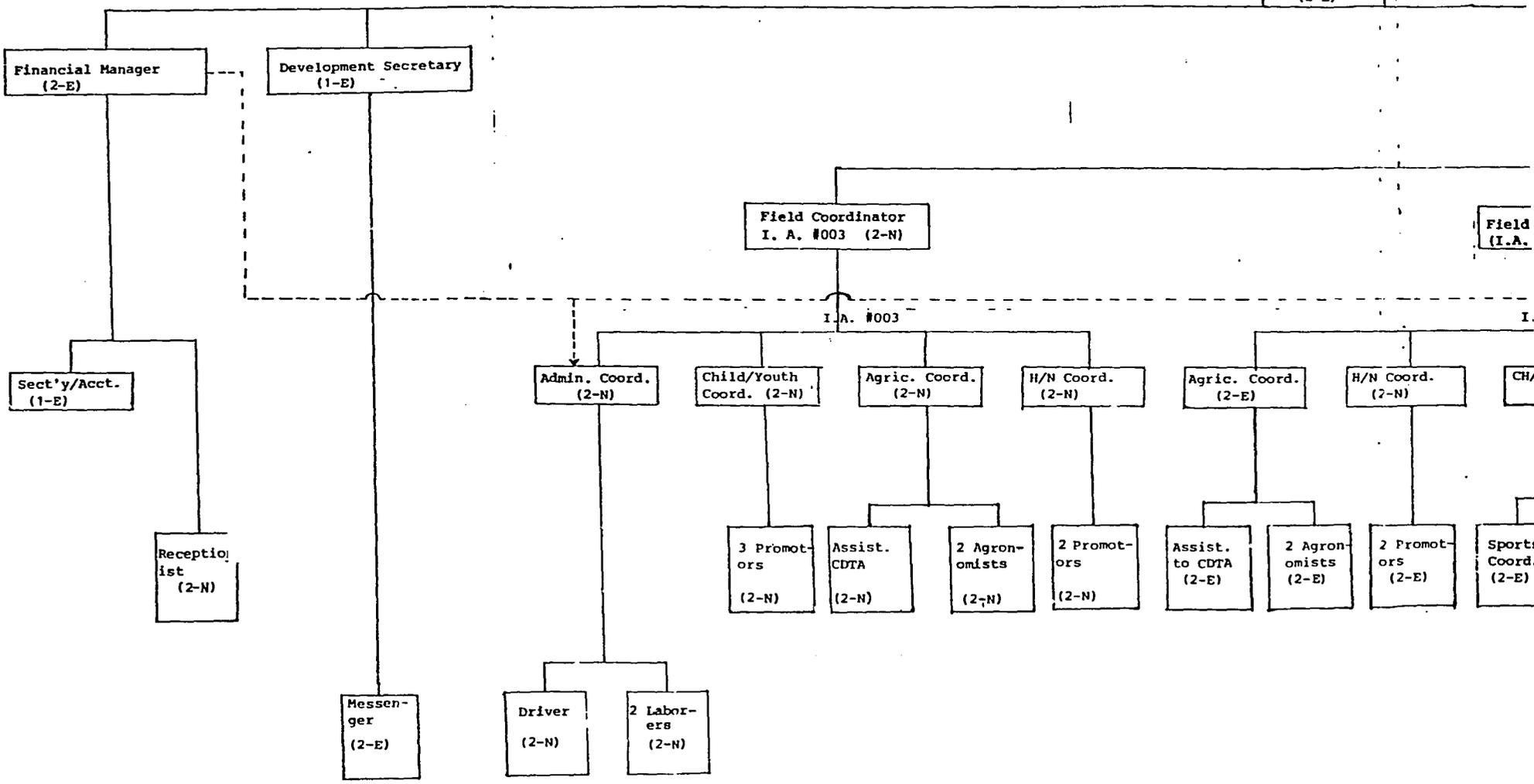
Sports  
Coord.  
(2-E)

Messen-  
ger  
(2-E)

Driver  
(2-N)

2 Labor-  
ers  
(2-N)

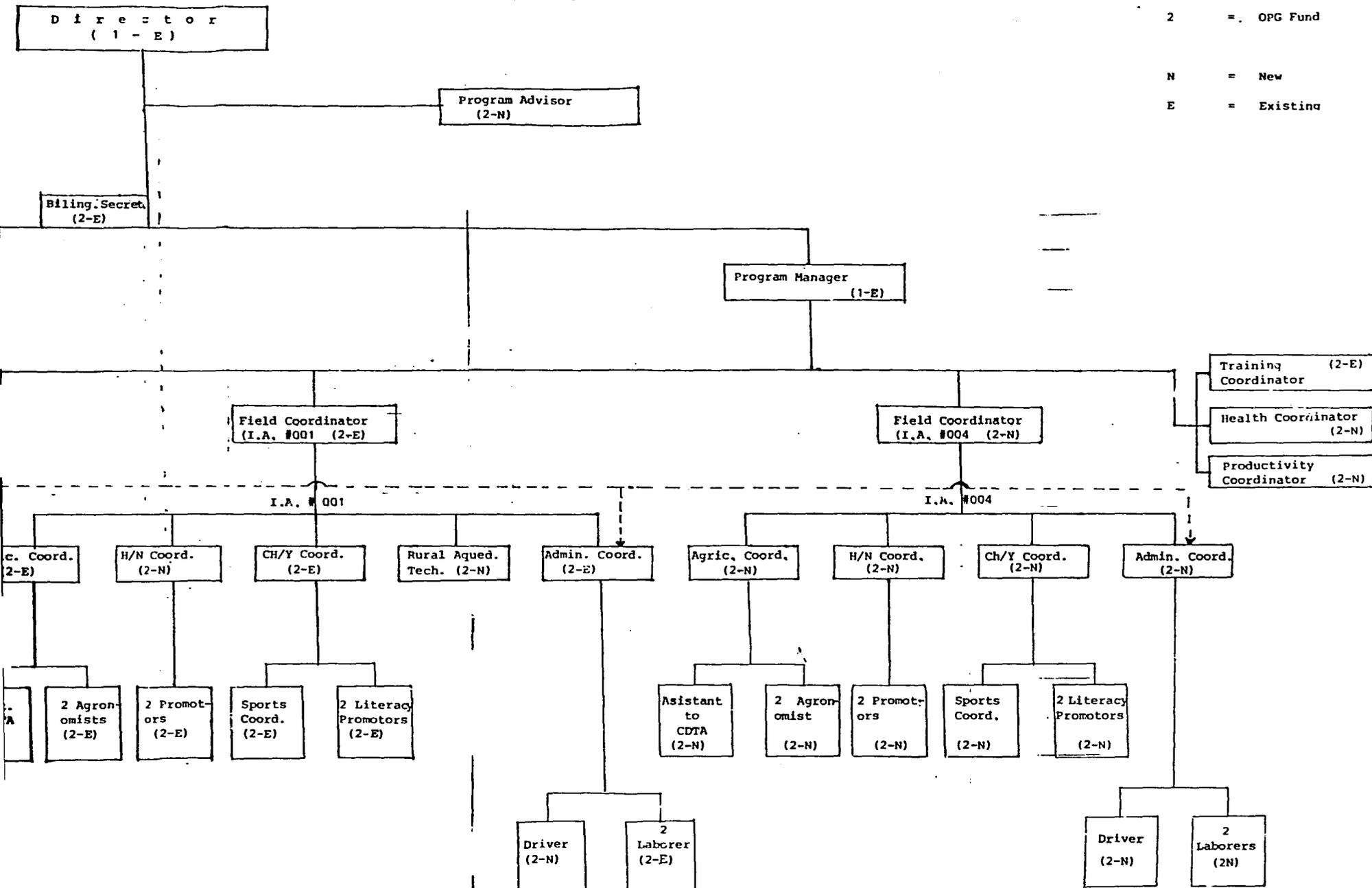
I.A. #003



ORGANIZATIONAL CHART  
EL SALVADOR OPG

CODES

- 1 = Private Funds
- 2 = OPG Fund
- N = New
- E = Existing



114