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FORMATIVE EVALUATION OF THE DISPLACED FAMILIES PROGRAM
(Project No. 519-0281)

FINAL REPORT

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A Joint Venture

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GLOSSARY OF ACRONYMS

CENA	Nutrition Education and Feeding Center
CESAD	Salvadoran Evangelical Committee for Development and Assistance
CONADES	National Commission for Assistance to the Displaced
CONARA	National Commission for the Restoration of Areas
DIDECO	Directorate for the Development of Communities
ESAF	El Salvador Armed Forces
FEDECCREDITO	Federation of Credit Agencies
FUNDASAL	Salvadoran Development and Minimal Housing Foundation
GOES	Government of El Salvador
HPN/FFP	Health, Population and Nutrition Office, Food for Peace Division, USAID/ES
INCAP	Nutritional Institute for Central America and Panama
IRC	International Rescue Committee
IRD/CDB	Infrastructure and Regional Development Office, Community Development Branch, USAID/ES
ISTA	Salvadoran Institute for Agricultural Transformation
MEA	Municipalities in Action Program of CONARA
MIPLAN	Ministry of Planning
MOH	Ministry of Health
OEF	Overseas Education Fund Int'l.
PACD	Project Assistance Completion Date
PVO	Private Voluntary Organization
UCAT	Central Administrative and Technical Unit of FEDECCREDITO
UNDP	United Nations Development Program

a'

USAID/ES	U.S. Agency for International Development Mission to El Salvador
WFP	World Food Program
WR	World Relief Corporation

SUMMARY OF RECOMMENDATIONS

A formative evaluation of USAID/El Salvador's Displaced Families Program (Project No. 519-0281) was carried out by the Joint Venture of Checchi and Company/Louis Berger International, Inc. in July 1988. The purpose of the evaluation was to provide USAID with guidance on the future directions of the Program through 1990.

The Displaced Families Program was launched in May 1982 to help the Government of El Salvador (GOES) respond to the emergency needs of families displaced by the civil war. Over the six years the Program has been operating, the focus of its activities have shifted from emergency relief to economic reintegration. While humanitarian assistance continues to account for the majority of Program resources, the objective of this assistance in now seen by USAID as one of helping displaced families through the transition phase from economic dependency to self-sufficiency. This is in keeping with the GOES' own strategy for aiding displaced families, which was developed with USAID assistance.

The evaluation found USAID's overall strategy and objectives for the Program to be essentially sound. However, weaknesses in the database on the size and characteristics of the displaced population, and the absence of uniform eligibility rules for benefits, have impeded planning and monitoring of Program activities.

1. General Recommendations

1.1 A comprehensive benefits policy covering all forms of non-emergency assistance under the Displaced Families Program should be established and in force by January 1, 1989. Policy provisions should apply to all registered displaced families (including those families registering with CONADES after the recommended enforcement date) that are not part of El Salvador's "vulnerable" population.

1.2 Assistance to displaced families headed by members of vulnerable groups, inclusive of pregnant and lactating women, the elderly, and the infirm, should be provided through a separate project designed to serve their implicit long-term needs. This project should be in place by January 1990; until then, vulnerable group members would continue to receive food assistance through the Displaced Families Program.

1.3 The benefits policy should establish strict time limits on eligibility for Program assistance. Families listed on CONADES register as of the policy enforcement date would remain eligible for humanitarian assistance (i.e. food-for-work and supplemental cash income opportunities) for a

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period of six months. After six months, they would be taken off the register unless they selected one of five reintegration assistance options. The options and associated benefits would be as follows:

(a) Return Option: Food assistance for two crop cycles (approximately nine months); transportation; housing materials, granos basicos, supplemental cash income opportunities; agricultural training; credit access.

(b) Resettlement Option: Same benefits as (a).

(c) Remain in Present Location with:

(c.1) Agricultural Option: Food assistance for two crop cycles; granos basicos: supplemental cash income opportunities; agricultural training; credit access; or

(c.2) Vocational Training Option: Vocational training course; food assistance ending three months after course completion; supplemental cash income opportunities; credit access; or

(c.3) Credit Option: Credit access with food assistance ending six months after credit is received.

1.4 Families that become displaced after the benefits policy takes effect would receive emergency relief assistance for one month; they would then be subject to the same benefits provisions as families currently on CONADES register.

1.5 GOES implementation of this recommended benefits policy by January 1, 1989, should be made a condition precedent of further USAID assistance under the Displaced Families Program.

1.6 USAID-funded assistance to displaced families should be closely coordinated with assistance provided by other donors and by non-governmental organizations working independently of CONADES. Although these various programs may differ in scope and emphasis, all efforts to deal with the problem should have compatible strategies and objectives.

2. Data Management and Technical Assistance

2.1 CONADES should take measures to modify and expand its existing database so that it generates adequate information for Program planning, management, and coordination purposes. Suggested measures include: (a) annual census estimates of displaced population in El Salvador, using data compiled from all assistance organizations; (b) simplification of the register updating process, and inclusion in the register

file for each family of the benefit expiration date; (c) comparison of the 1986 and 1988 databases to determine how many new families have entered the Program in the past two years and how much movement there has been between departments; and (d) periodic surveys of family socioeconomic characteristics, health status, and future plans. Information on how many families intend to return, relocate, or stay where they are is needed on a priority basis in order to allocate Program resources among the proposed reintegration options.

2.2 Technical assistance to CONADES should focus on: (a) further strengthening its information management capability; and (b) equipping it to fulfill its planning, coordination, and implementation responsibilities for emergency and reintegration assistance through development of long-range strategies, operational plans, written policies and procedures, training programs for CONADES staff, and administrative improvements. A team of five long-term advisors and two food monitors should be provided for two years starting in early 1989, when the food distribution monitoring and management assistance functions will be consolidated by USAID into a single contract.

2.3 To facilitate program management and monitoring, USAID should require its grantees and technical assistance contractors to comply with a standardized reporting format which goes beyond presentation of statistical data to describe progress, problems, and planned activities for the next reporting period.

2.4 Standard definitions of Program terminology should be developed and used by all organizations involved in Program operations.

3. Food Assistance

3.1 The pre-packaged family ration should be identical in content under each project for which CONADES has food distribution responsibilities. The 0281 ration, which satisfies the minimum caloric requirements of the average displaced family, should be the standard.

3.2 CONADES should organize food-for-work activities that are meaningful, labor-intensive, and beneficial to the communities where they are carried out. FEDECCREDITO's experience with community development projects should be useful in identifying such activities.

3.3 Commodities in the World Food Program pipeline are insufficient to meet the recommended food assistance levels for 1989 and 1990. The World Food Program agreement needs to be modified to make available additional supplies of corn, milk

or beans, and vegetable oil. Deficits of meat or chicken and dry vegetables, which are obtained locally, also need to be made up.

4. Health Services

4.1 The remaining HOPE dispensaries should be closed as planned to eliminate duplication of MOH services; however, follow-up studies should be conducted to determine whether the health status of displaced families has been affected by the phase-out of these special health care facilities. USAID should use its approval authority over MOH's Annual Action Plan to ensure that families in return/resettlement areas are receiving the same services (in terms of distance and staff-population ratios) from MOH as the rural population in other areas of El Salvador.

4.2 The funds remaining in the Project HOPE grant agreement should be used to train and equip Community Health Workers for voluntary service in return/resettlement communities. Each trained volunteer should be given a medical kit (botiquin) as a start-up incentive.

4.3 A study of the special health care needs of vulnerable groups should be carried out as soon as possible. If an assistance program is recommended, it should be implemented by MOH by January 1990.

5. Employment and Training

5.1 The cooperative agreement with FEDECCREDITO for employment and training services should be extended through 1990. Plans to reduce the number of participating cajas de credito should not go forward until it has been determined that the remaining cajas are located close enough to the major return and resettlement areas to provide them with effective services.

5.2 Supplemental cash income opportunities through FEDEC-CREDITO's Jobs Program should be allocated to provide employment at the rate of 30 days for each six month period a family remains eligible for assistance benefits. The daily wage should be raised to eight colones to give beneficiaries the same buying power as they would have had in 1982 when this component of the Displaced Families Program was initiated.

5.3 Vocational training activities should be restructured to support economic reintegration efforts more effectively. Training for families that select the return or resettlement options should focus on improving agricultural practices or developing artisanal or community development skills needed

in rural communities. Training for families who choose to remain in their present locations should equip them for vocational trades in which they are likely to find employment. Courses should cover marketing and business management as well as technical instruction.

5.4 So that vocational training is not perceived by participants as a supplemental cash income opportunity, the maximum training stipend should be reduced to five colones per day of which two colones per day would be withheld pending satisfactory course completion. This lump-sum payment could be made in cash or its equivalent value in tools or materials.

5.5 In planning future training activities, FEDECCREDITO should coordinate with the Ministry of Labor and other entities knowledgeable of local labor market conditions to ensure that participants receive training in the appropriate skills. An evaluation component should be built into all training programs to provide feedback on the quality and relevance of the instruction. The trainee follow-up study that is currently being conducted by FEDECCREDITO is an important first step in this direction.

6. Return/Resettlement Support

6.1 USAID should continue to support the return/resettlement assistance programs of IRC and World Relief. The housing materials and designs being furnished by these two PVO's should be standardized at all returnee and resettlement sites.

6.2 To promote true community integration, development projects and other return/resettlement support activities should be designed with the needs of the entire community in mind, and families already resident in the community should not be excluded from participating in these activities.

6.3 A credit line or "community bank" should be established for displaced families who may not be able to obtain credit through the formal banking system. Small, soft-term, local currency loans should be available to help these families acquire land or establish micro-enterprises. Implementation of the credit program should be coordinated through the PVO's and FEDECCREDITO.

6.4 The perception of renewed safety and security that has encouraged the return/resettlement movement over the past two years must be maintained if this component is to continue building on its accomplishments.

7. Proposed Program Budget: 1989-1990

The following budget for the remaining two years of Program operation is based on the evaluation recommendations:

Line Item	Total Cost (in US$ 000's)
Employment/Training	870.5
Return/Resettlement	8,899.8
Subtotal: Direct Assistance	9,770.3
PVO Services	858.8
Technical Assistance	1,248.0
FEDECCREDITO Services	792.0
USAID Program Management	500.0
TOTAL PROJECT 0281	13,169.1
Credit Program (Local Currency)	5,400.0
CONADES Budget Support (Local Currency)	570.0
Food Assistance (World Food Program)	4,787.7
TOTAL PROGRAM	23,926.8

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Section One

INTRODUCTION

This formative evaluation of USAID/El Salvador's Displaced Families Program (Project No. 519-0281) was prepared by the Joint Venture of Checchi and Company/Louis Berger International, Inc. under IQC No. PDC-0085-I-00-6097-00 for Development Information and Evaluation Services. Field investigations in El Salvador was conducted from June 27 to July 23, 1988 by a three-person evaluation team consisting of Lloyd Welter, Team Leader; Dr. Rafael Martinez, Economic Analyst and Data Specialist; and Dr. Jude Pansini, Management Analyst and Community Services Specialist; a second series of follow-up interviews were carried out by Dr. Martinez from August 22-30. Patricia McPhelim, Checchi Evaluation Research Specialist, assisted the team in preparing this evaluation report.

A. Evaluation Purpose and Scope of Work

As stated by USAID/ES, the basic objectives of the Displaced Families Program are:

- To assist Displaced Families to reintegrate into the Salvadoran economy by returning home to their farms, relocating permanently on other farm lands, or settling permanently where they are now located, supported by off-farm employment; and

- To provide Displaced Families, prior to reintegration, with vitally needed humanitarian assistance.

Within the framework of these two objectives, the purpose of this evaluation is to provide USAID with guidance on future directions of the Program through 1990 with emphasis on:

1. The adequacy of data sources for Program/activity design, monitoring, and evaluation;

2. The type and level of reintegration assistance to be provided, and institutional options for implementation; and

3. The type and level of humanitarian assistance to be supported, and institutional options for implementation.

The Scope of Work for the evaluation called for answers to a number of specific questions within each broad area of inquiry. A copy of this Scope of Work is provided in Appendix I.

B. Methodology

The information on which this evaluation is based was collected by the team through interviews with USAID, GOES, and implementing agency officials, visits to Program activity sites, and review of Program documents, reports, and evaluations made available by USAID Among the written materials consulted were two prior evaluation reports on the Displaced Families Program, the first conducted in 1984 and the second, known as the "Gersony Report," prepared in July 1986.

Appendices II-IV contains lists of persons interviewed, documents reviewed, and site visits. The team made a total of eight half-day and one-day field trips outside San Salvador to meet with promoters and regional managers of the various implementing agencies, military commanders, Program beneficiaries, and others in contact with El Salvador's displaced population; and to observe examples of Program reintegration and humanitarian assistance activities. Transportation (by land, helicopter, and commercial air carrier) and logistical support for these visits was arranged by USAID. The team also participated in orientation, interim, and pre-departure briefings with USAID staff in San Salvador.

Section Two

PROGRAM BACKGROUND

A. The Problem of Displaced Families in El Salvador

The problem of displaced families[1] in El Salvador should be viewed against the backdrop of factional violence and armed conflict that has been a fact of life in the country since 1979. The early years of the conflict (1979-82) were especially difficult ones for El Salvador's rural population. As the fighting expanded throughout the countryside, family members were assaulted, killed, or involuntarily conscripted by the guerillas or the army. Crops were destroyed in the course of battle or by deliberate acts of terrorism. Families were forced to feed both sides. Large farms and haciendas were abandoned, making it impossible for day laborers (jornaleros) to find work. Many rural families had no alternative but to leave their farms and residences, thus becoming displaced (desplazados).

Most displaced families moved from the combat zones in stages, fleeing first to the municipal centers, then to departmental capitals, and, in some cases, on to San Salvador. Some moved as many as six times after their initial displacement, looking for a place to settle down. They squatted on vacant land in rural areas, settled along roadways or railroad tracks, occupied empty lots in towns and cities, and even moved into unoccupied buildings. A few fortunate ones were able to find accommodation with friends or relatives, or had the economic means to buy or rent land or blend into other communities; others left the country. Some families were attracted to settlement camps made available by local governments, churches, or private relief agencies.

These institutions did their best to respond to the emergency, but the displaced population grew so rapidly that its needs soon exhausted local resources. Recognizing the extent of the problem and the need for coordination and control, the Government of El Salvador (GOES) established the National Commission for Assistance to the Displaced of El Salvador (CONADES) in 1981 to coordinate all local and foreign assistance being furnished to displaced persons. The GOES also set up a number of emergency

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[1] In this report, the term "displaced" is used to refer to persons who migrated from their home communities to other areas of El Salvador due to conditions attributable to the conflict. This definition excludes persons left homeless as a result of the 1986 earthquake and foreign refugees, mainly from Nicaragua. Salvadorans that took refuge in Honduras become eligible for program assistance once they have returned to El Salvador.

camps to provide needy displaced families with temporary shelter and other basic services.

From an estimated 25,000 persons in 1979, the size of the known displaced population rose to about 85,000 in 1980 and to between 165,000 and 200,000 in 1981. By 1982, some 250,000 persons had been registered by CONADES as displaced, and there were undoubtedly many more who had left the combat zones but had not identified themselves as displaced persons for fear of reprisals by the military, or who were receiving assistance from private organizations without going through CONADES.

After three years of widespread terrorism and counter-terrorism, the complexion of the conflict began to change in 1983 as the military became better able to contain guerilla activity and control the abuse by its troops of noncombatants. By 1985, the guerillas had abandoned their strategy of mounting large-scale offensives on departmental population centers and had broken up their forces into smaller units trained to attack targets of opportunity (including military installations) and disrupt economic activity by destroying power lines and other infrastructure. After the elected Duarte Government was installed in 1984, progress was made on a number of social and economic reforms which helped deflect the influence of right-wing extremists and instill confidence in the government's ability to control "death squad" activity and other human rights abuses. The guerrillas also began to show greater respect for the human rights of noncombatants in modifying their practices of involuntary conscription and forced payment of "war taxes."

The displaced population continued to grow through 1985, when it peaked at over one half million persons, more than 10 percent of El Salvador's population. The dramatic increases in registration that took place from 1983 to 1985 may have been due to a diminution in fear of reprisals against those registering rather than to an actual increase in movements out of the conflict areas.

Since 1985, the number of displaced persons has declined significantly according to CONADES' figures -- to 230,000 in 1986 and to 127,000 as of June 1988. The 1988 total converts to about 22,678 families based on an average family size of 5.6. It does not include displaced families who receive assistance from other organizations but who have not registered with CONADES.[2]

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[2] According to a background cable (S S 6227) prepared in May 1988 for a General Accounting Office (GAO) team reviewing the displaced persons situation, the U.S. Embassy estimates that there may be as many as 100,000 people (nearly 18,000 families) in El Salvador that are displaced but have not been registered.

July 1988 Census data on the distribution of registered displaced families by administrative department show that nearly 60 percent are now concentrated in San Salvador (23%) and in the central and eastern departments of Usulutan (16%), San Vicente (11%) and San Miguel (10%). The western region (Ahuachapan, Santa Ana, Sonsonate), which has been the least affected by the war, has the smallest displaced population.

Exhibit 1

DISTRIBUTION OF DISPLACED FAMILIES BY DEPARTMENT
July 1988

Department	Number of Families	% of Total
San Salvador	5,138	22.7
Usulutan	3,551	15.7
San Vicente	2,455	10.8
San Miguel	2,187	9.6
La Paz	1,711	7.5
La Union	1,483	6.5
Cabanas	1,152	5.1
Morazan	1,126	5.0
Cuscatlan	1,078	4.8
La Libertad	1,021	4.5
Chalatenango	822	3.6
Sonsonate	595	2.6
Ahuachapan	308	1.4
Santa Ana	51	0.2
Total	22,678	100.0

Source: CONADES

Presently, the Salvadoran armed forces control the urban centers and more open rural areas of El Salvador, but the guerrillas continue to operate from "secure" bases established in the northern mountains, on the upper slopes of the volcanoes, and in other broken terrain. It is estimated that the guerrillas still have at least partial control over one-quarter of the country. Areas of guerrilla strength are along the Honduran border, in the eastern region, and in some coastal areas.

While the war continues, it has diminished in intensity during the past few years and the rural population is now less subject to harm or harassment. At least some of the apparent decline in the number of displaced persons since 1985 can be attributed to this improved security situation, which encouraged a spontaneous return movement involving a number of displaced families. Others families have been reintegrated into new communities, or have emigrated.

In El Salvador, the term desplazado is broadly defined to cover all persons who left their places of permanent residence as a result of the conflict, either because of fear of violence, or because of loss of economic livelihood. No differentiation is made to account either for the length of time a person has been displaced, or for his or her socioeconomic characteristics. However, in conversations with concerned parties and in the literature, distinctions typically are made among four categories of displaced persons, including:

- Dispersos, referring to displaced persons who have settled (whether temporarily or permanently) in dispersed locations throughout the country. Most dispersos now live in or near the departmental capitals and other urban areas. There are currently about 60 "areas of concentration" or colonias of displaced persons in El Salvador which are not formally-designated camps, but where at least 18 displaced families are living and where these displaced families account for at least 95 percent of all residents. Housing conditions for the dispersed range from makeshift dwellings without water or sanitation facilities to quite comfortable rented houses;

- Asentados, referring to displaced persons living in formally designated emergency camps or settlements, even though they may have been there for six or more years and may have no plans to leave in the foreseeable future. There are 15 formally-designated camps in El Salvador assisted by the GOES (12 camps) or non-governmental organizations (3 camps). Most government assisted settlements have barrack type housing; in other places housing may consist of small shacks made out of cardboard and tin sheets, with dirt floors (see photos on next page).

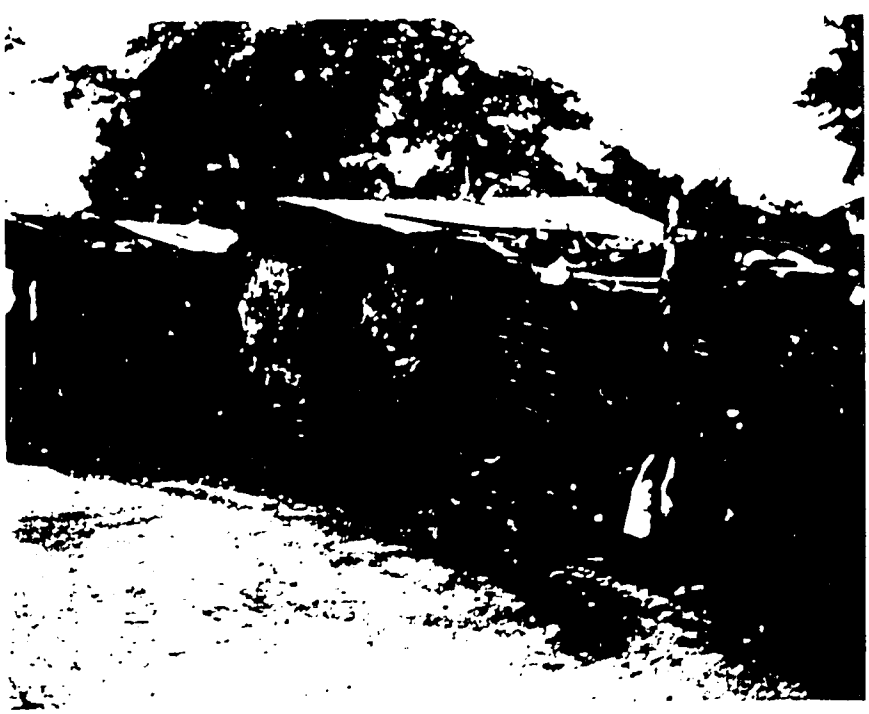
- Reasentados, referring to displaced persons who are in the process of relocating permanently to new communities, in some cases under an arrangement making land available to them through the agrarian reform; and

- Retornados, referring to displaced persons who have returned to their original places of residence. Many families in this category are property-owners with an economic stake in their community.

Since the Statistical Sampling Unit of the Ministry of Planning groups all displaced persons under the term "migrants because of the conflict," there are no statistical estimates available on the size of these four categories. However, it is widely believed that dispersos make up the largest group, followed by asentados, retornados, and reasentados, in that order.

Asentamiento "San Jose," Berlin

Asentamiento "Salida a Alegria," Berlin



Asentamiento "Salida a Alegria," Berlin

B. Project No. 519-0281

1. Historical Overview

Project No. 519-0281, entitled Emergency Program: Health and Jobs for Displaced Families, was launched in May 1982 by a grant agreement between USAID/ES and the GOES. The Program was designed as an emergency response to the basic needs of displaced families for (1) occasional employment to generate cash income; (2) preventive and curative health services; and (3) shelter and food assistance. CONADES, the GOES institution responsible for coordinating assistance to the displaced population, was given direct operational responsibility for the curative health and food assistance components of Project 519-0281. The other components were to be handled by a Program Unit which was also responsible for overall program implementation and for providing technical assistance to CONADES with food distribution and control. This Program Unit was set up within USAID/ES. The unit was and continues to be staffed by U.S. and local Personal Services Contractors (PSC's) paid for with grant funds.

By 1984, the Displaced Families Program had been in operation for two years and the movement of displaced persons from the conflict areas was showing no signs of abating. As this emergency Program had not been intended to provide for the basic needs of displaced families over extended periods of time, the need for a longer term perspective and solution to the problem became apparent. The following year (1985), USAID entered into cooperative agreements with two private voluntary organizations, World Relief and the Overseas Education Fund (OEF), for pilot projects designed to establish models and methodologies for helping displaced families become independent of emergency assistance. The purpose of the World Relief grant was to effectively resettle at least 1,440 displaced persons in new communities and assist them to become financially self-sufficient. The OEF grant provided funding to establish a loan fund and assist 60 or more displaced women to develop self-sustaining micro-enterprises.

An outside evaluation performed in 1986 recommended that the objectives and scope of the Displaced Families Program be broadened so as to assist uprooted families reintegrate into the economy. At about the same time, GOES Project Agreement funds were allocated to the semi-autonomous Federation of Credit Agencies (FEDECCREDITO) to prepare displaced persons for productive employment and economic self-sufficiency.

These reintegration efforts started slowly, but gained momentum in 1987 when it became apparent that some families where returning home on their own initiative. With USAID encouragement, the GOES redesigned its own assistance programs for the displaced to emphasize aid to returnees.

In 1987, the Salvadoran Institute for Agricultural Transformation (ISTA) began cooperating with CONADES to relocate displaced persons onto agrarian reform cooperative farms. In 1988, the relocation component of the Displaced Families Program received a further boost when, again with USAID encouragement, ISTA entered into an agreement with CONADES to resettle up to 3,500 landless families (about 19,600 people) onto some 9,500 ha of abandoned or under-utilized agrarian reform lands to which they would eventually gain title.

In summary, over the six year period that the Displaced Families Program has been operating, the focus of its activities has shifted from emergency relief to reintegration. While humanitarian assistance continues to account for the majority of Program funding, the objective of this assistance is now seen by USAID/ES as one of preparing displaced families for reintegration and helping them through the transition phase. This is in keeping with the GOES' own strategy for aiding displaced families, which was developed with USAID assistance to: (1) provide a safety net of food, shelter, health care, and occasional employment for displaced persons in their present locations; (2) help displaced persons choosing to remain in their present locations become self-sufficient members of these communities; and (3) assist displaced persons who want to return home or relocate.

2. Current Program Components and Implementation Responsibilities

For discussion and evaluation purposes, the Displaced Families Program can be broken down functionally into four components, corresponding to the types of assistance currently being provided to displaced persons:

- Food Distribution and Nutrition;
- Health Services;
- Employment and Training; and
- Resettlement/Return Support.

Exhibit 2 provides basic information on the scope and institutional responsibilities for each component. The assistance activities that make up these components are identified by type (humanitarian or reintegration) and target group.

The organizations listed in the right-hand column of Exhibit 2 have direct responsibility for delivery of the assistance services. Apart from CONADES, FEDECCREDITO, and ISTA (previously mentioned), the list includes the following PVO's:

- Project HOPE. HOPE has had a Cooperative Agreement with USAID/ES to provide preventive and primary health

Exhibit 2

DISPLACED FAMILIES PROGRAM COMPONENTS
as of July 1988

Program Component	Activity	Typ	Target Group	Institutional Responsibilities
1. Food Assistance	a. Food for Work	H	Registered DP's in camps and dispersed settlements; unregistered DP families	CONADES (registered DP's), CESAD** (unregistered families)
	b. Supplemental Feeding	H	Vulnerable Groups in camps and dispersed settlements	CONADES (registered DP's), CESAD** (unregistered families)
	c. Transitional Assistance	R	Registered DP families in process of return/resettlement	CONADES
2. Health Services	a. Preventive Services	H	Registered DP's	Project HOPE, El Salvador MOH
	b. Curative Treatment/ Primary Care	H	DP's in 61 camps and settlements	Project HOPE, MOH, CESAD**
3. Employment/Training	a. Cash Income Community Development Projects	H	Registered DP's	FEDECCREDITO
	b. Vocational Training	R	Registered DP's	FEDECCREDITO, CONADES
	c. Infrastructure Projects	R	DP's at return/resettlement sites	FEDECCREDITO, IPC, World Relief
4. Return/Resettlement Support	a. Facilitation Services	R	DP's in process of return/resettlement	CONADES, ISTA, IRC, World Relief
	b. Shelter Building Materials	R	DP's at return/resettlement sites	CONADES, IRC, World Relief
	c. Granos Basicos	R	DP's at return/resettlement sites	CONADES, IRC, World Relief
	d. Development Projects	R	DP's at return/resettlement sites	CONADES, IRC, World Relief

* Humanitarian (H) or Reintegration (R)
** Until early 1988

care to displaced families since 1984. Program activities include immunizations, distribution of oral rehydration salts, training of community outreach workers, and operation of dispensaries in communities where displaced persons are concentrated. The number of Project HOPE dispensaries has been reduced by more than half since 1987 due to a phasing out in areas where they duplicated clinics operated by the Ministry of Health (MOH).

- World Relief (WR). World Relief has been involved with return/resettlement component of the Displaced Families Program since 1985. World Relief works closely with CONADES to provide a wide range of reintegration assistance, including facilitation services, building materials, agricultural starter packages (granos basicos), and development (productive) projects. The activities of World Relief are concentrated primarily in Cuscatlan, Morazan, and San Vicente Departments.

- International Rescue Committee (IRC). IRC signed a Cooperative Agreement with USAID/ES in June 1988 which will enable it to expand its four-year old program of assistance to the displaced. IRC's package of resettlement services is comparable to those offered by World Relief, but focussed on different communities.

- Salvadoran Evangelical Committee for Assistance and Development (CESAD). Until June 1988, when its grant agreement with USAID/ES was terminated after discovery of financial irregularities, CESAD was distributing monthly food baskets to nearly 20,000 unregistered displaced persons participating in Food for Work projects, operating a number of Nutrition Education and Feeding Centers (CENA's) which provided supplemental feeding for vulnerable groups, delivering health services, and cooperating with CONADES and the other PVO's on implementation of return/resettlement activities. CESAD personnel interviewed by the evaluation team indicated that they would continue to provide some of these services, on a scaled-down basis, without USAID/ES support, through their regular programs to assist marginal groups in the Salvadoran population.

In 1987, USAID/ES decided not to renew a grant agreement with a fifth PVO, Overseas Education Fund (OEF), which had been providing reintegration assistance in the area of micro-enterprise development. The model developed under OEF's pilot program did not prove to be cost effective.

Not listed in Exhibit 2 are a number of other agencies or institutions that are involved in Displaced Families Program planning, coordination, monitoring, and technical support. These include:

- USAID/ES. The Displaced Families Program is managed by the Community Development Branch of the Infrastructure and Regional Development Division (IRD/CDB). The Health, Population and Nutrition Office, which includes the Food for Peace Division (HPN/FFP), also has Program planning and monitoring responsibilities.

- GOES Agencies. CONADES is under the direction of the Vice Minister for Social Development in the Ministry of Interior. The General Manager of CONADES chairs the Coordination Unit with representation from the Ministries of Planning, Interior, and Health. Permission for displaced families to return home or resettle in some of the more conflictive areas under its control is granted by the El Salvador Armed Forces (ESAF). The PVO's involved in the return/resettlement support component seek assistance with major infrastructure development in new communities (i.e. water, health care, education, electrification) from the National Commission for the Restoration of Areas' (CONARA) Municipalities in Action (MEA) Program, as well as from other appropriate GOES agencies such as the national electric and water authorities; some of these agencies utilize local currency from projects assisted by USAID.

- Monitoring and Technical Assistance Contractors. RONCO Consulting Corporation now holds the USAID/ES contract for monitoring the donated food distribution program, formerly held by the Consulting Corporation of America (CCA). Kraus International has been under contract since 1986 to provide technical assistance to CONADES with program management. Banco Salvadoreno, a local bank operating under El Salvador's nationalized banking system, has contractual responsibilities for financial reviews and voucher examination of FEDECCREDITO, CONADES, and CESAD.

- United Nations. Food distributed by CONADES to registered displaced persons is furnished through the World Food Program (some of this food is made available by A.I.D. under PL 480 Title II). The United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF) also have small assistance programs for displaced persons.

In addition to those PVO's involved directly in implementing the Displaced Families Program, there are a number of non-

governmental organizations in El Salvador that are assisting the displaced. These include the Catholic Archdiocese of San Salvador, Catholic Relief Services U.S.C.C., CARITAS/El Salvador, the International Committee of the Red Cross, the Lutheran Church, and the Salvadoran Development and Minimal Housing Foundation (FUNDASAL), among others. Appendix IV contains descriptive information on the current programs of these organizations.

3. Program Funding Levels

The 1982 Project Agreement incorporated a $10.5 million budget and a Project Assistance Completion Date (PACD) of September 30, 1983. Subsequent amendments to the agreement have extended the PACD to December 1988[3], and the Life-of-Project (LOP) funding obligation to $54.3 million. An additional $18.3 million has been obligated to program activities directly by USAID/ES, bringing the total of USAID obligated funding for the Displaced Families Program to $72.6 million. As of August 1, 1988, approximately $55.5 million of this total (76.4 percent) had been disbursed or advanced, leaving roughly $17.1 million still unallocated.

Not included in these totals are nearly $16.6 million in PL 480-financed local currency expenditures for assistance to displaced families since 1981 (including $920,000 in planned 1988 expenditures), and some $40.9 million in emergency and development assistance provided to displaced families under the World Food Program (WFP). If these amounts are added to the amounts obligated under the GOES Project Agreement and directly by USAID, the grand total rises to just over $130 million.

Exhibit 3 shows a breakdown of the Project Agreement budget, by component, and the balance remaining in each line item as of August 1, 1988. This exhibit also takes into account direct USAID/ES grant obligations, the U.S. dollar value of local currency financing, and World Food Program assistance to displaced families since 1981.

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[3] USAID/ES plans to request a PACD extension of up to two years.

Exhibit 3

GOES AGREEMENT, DIRECT, AND OTHER OBLIGATIONS
TO THE DISPLACED FAMILIES PROGRAM AS OF AUGUST 1988[4]
(in U.S. $000's)

Component	Budget	% of Subtotal	Balance Remaining	% of Budget
GOES Agreement Obligations:				
Employment	39,090.3	72.0	7,095.6	18.2
Health	2,812.4	5.2	701.4	24.9
Nutrition	276.0	0.1	24.0	44.9
Relocation	6,538.2	12.1	4,237.3	64.8
Mgmt/Monitoring	2,623.0	4.8	635.3	24.2
Tech. Assistance	559.0	1.0	286.7	51.3
Eval./Contingencies	2,365.0	4.4	893.5	37.8
Subtotal	54,263.8	100.0	13,935.7	25.7
Direct USAID Obligations:				
Baseline Survey	347.2	1.9	0.0	0.0
Food Monitoring	487.8	2.7	40.6	8.3
World Relief	2,833.3	15.5	917.3	32.4
CESAD	6,986.0	38.3	599.4	8.6
Project HOPE	7,100.0	38.9	3,337.5	47.0
OEF Int'l.	506.4	2.8	0.0	0.0
Subtotal	18,260.8	100.0	4,894.8	26.8
Other Financing:				
Local Currency	16,561.0	-	n/a	-
World Food Program	40,946.5	-	n/a	-
Grand Total	130,032.1	-	n/a	-

Source: USAID/ES

[4] Excludes one-time or intermittent contributions by the Governments of Spain, Argentina, and Italy, all of which have been expended.

Section Three

MAJOR FINDINGS

A. Overall Strategy and Program Objectives

The Displaced Families Program was designed as a short-term effort to help the GOES respond to the needs for temporary food, shelter, and other basic services of families displaced by civil war. Over the years, the Program has evolved in ways that on the one hand have created conditions for dependency, and on the other hand have provided opportunities for families to break out of the dependency cycle and become reintegrated into the Salvadoran economy.

As the intensity of the war has diminished, as the security situation in many rural areas has improved, and as the flow of newly-displaced families reportedly has fallen to a trickle, the climate of opinion in El Salvador about assistance to the displaced has changed. In 1986, when the last evaluation of the Program was conducted, there was still general consensus that large numbers of families needed help, and little concern about how many families were receiving assistance and whether or not they should be eligible. Two years later, the Checchi/LBII evaluation team found that numbers were being contested and the eligibility issue hotly debated, not only within USAID/ES, but also among PVO's and other non-governmental organizations involved in assisting the displaced. For example, in Santa Tecla the Jesuits told the team they had terminated food and income generation assistance to displaced person camps to put an end to a situation they described as "parasitical;" in its place, they were providing grants to families to purchase small plots of land and other forms of reintegration assistance.

The 1986 evaluation had detected some resentment against Program beneficiaries, especially on the part of Salvadorans whose socioeconomic profiles were comparable to those receiving assistance except that they were not classified as "displaced." The Checchi/LBII team found further evidence of this resentment in stories about middle-class families with the means to rent comfortable housing and about men and women who were able to supplement Program "handouts" with income from day labor or micro-enterprises. The team observed a number of displaced families who appeared to be well integrated in the communities where they had settled temporarily -- to the extent that their current standard of living, however marginal, was at least equal to that of their (non-displaced) neighbors. Yet these families remained eligible for Program benefits.

In its planning for displaced family assistance, USAID/ES has attempted to address these issues of dependence and inequity

in two ways. First, USAID has redefined the objectives of the Displaced Families Program to emphasize reintegration as the essential purpose of the assistance, complemented with institutional support to CONADES, which manages the food distribution component supported by the World Food Program. Second, USAID has established benchmarks for phasing out certain elements of the Program which are perceived as perpetuating dependence on emergency handouts or creating resentment among other segments of the rural poor who feel they are equally deserving.

Some of these benchmarks, established in 1987, have already been partially achieved. The World Food Program rations distributed by CONADES are now supposed to be provided only as food-for-work. The number of Project HOPE dispensaries serving only the displaced has been reduced from 83 to 30. CESAD had closed most of its Education and Nutrition Assistance Centers (CENA's) prior to termination of its grant agreement. Most cash income generation projects are being concentrated in rural areas where the displaced are returning or permanently resettling. Time limits have been placed on eligibility for relocation and return assistance. The number of displaced persons receiving any form of humanitarian aid reportedly has also been reduced by a combination of: (1) tighter controls by the implementing agencies; and (2) attrition due to the improving security situation.

The evaluators found USAID's overall strategy and objectives for assisting the displaced to be essentially sound. However, in the absence of any standard set of definitions backed by a comprehensive database on the characteristics of displaced persons, it has become very difficult to plan, monitor, and evaluate assistance activities.

A distinction also needs to be drawn among the emergency, welfare, and development features of the Displaced Families Program. An "emergency," by definition, is an unforeseen combination of circumstances calling for immediate action for which there is an implicit time limit. After that time limit has passed, emergency assistance becomes: (a) welfare assistance restricted to a group of beneficiaries who may be no worse off than other groups in the community; or (b) development assistance designed to help this same group become economically self-sufficient. Once a family has achieved a standard of living that makes it undistinguishable from neighboring families who have not been displaced, there may be little or no justification for continuing assistance under the Displaced Families Program as distinct from other development assistance programs for El Salvador's poor.

B. Institutional Capabilities

1. Organizational Structure and Responsibilities

Virtually all implementation responsibility for activities under the Displaced Families Program now rests with CONADES, FEDECCREDITO, and the participating PVO's. As the principal funding authority, USAID/ES maintains responsibility for monitoring expenditures and the distribution of food commodities, as well as for ensuring that the Program is implemented in compliance with Mission strategy and objectives.

CONADES was created by the GOES in 1981 to plan, coordinate, and implement programs for assisting persons who had been displaced by the conflict. Since 1982 when the Displaced Families Program was initiated, USAID/ES has been furnishing budgetary support, primarily in local currency, for CONADES' operations, both in San Salvador and in the field. The balance of CONADES' operating budget is provided by the GOES.

For CY 1988, USAID Project 519-0281 funding has been authorized for 17 one-year contract positions within CONADES' organization, including the Assistant General Manager, five Technical Advisors, the Coordinators of the Emergency Feeding and Training Programs, the Deputy Manager for Social Promotion, and five Field Promoters, among others. In addition, the local currency equivalent of $940,000 has been provided for budgetary support.

CONADES submits an annual Action Plan to USAID/ES for approval. In recent correspondence with CONADES regarding its 1988 submission, USAID/ES has expressed concern about the absence of any consistent policy for graduating beneficiaries from CONADES' programs (i.e., a formal policy for reintegrating beneficiaries into the economy rather than perpetuating dole assistance), and about deficiencies in the CONADES database for program management and monitoring. These issues are addressed in separate sections of this report.

In interviews with CONADES' representatives, the evaluators detected some reluctance to dismantle the agency's emergency programs as long as the conflict was continuing, since there was the chance that the security situation would deteriorate and large numbers of people would again become displaced. It was argued that the CONADES system should be maintained in a state of readiness so that it could respond immediately to such a situation. There was no distinction made between institutionalizing an emergency response capacity and institutionalizing an emergency program and its sizeable staff.

During visits to CONADES' field offices, the evaluation team found some confusion on the part of CONADES' promoters about how

CONADES' programs actually work. There appeared to be a lack of written information on the scope and particulars of each activity. While CONADES has a training program for promoters, the emphasis is on human relations and group dynamics rather than program policies and procedures. CONADES needs to ensure that both promoters and beneficiaries are fully aware of program policies and benefits. Its training program for promoters should routinely provide for a review of changes in policy and policy interpretation/implementation.

Except for analysis of their management information and reporting systems (discussed in the following section), the evaluators did not assess the administrative capabilities of FEDECCREDITO and the PVO's. However, the field interviews revealed no information that suggests a need for improvement within these organizations.

2. Data Availability and Quality; MIS Technical Assistance

The evaluation scope of work gave special emphasis to the adequacy of data sources for the design, monitoring, and evaluation of Program activities. The evaluators were also asked to comment on the appropriateness of the technical assistance being provided to CONADES in the area of information management.

To be eligible for assistance under the Displaced Families Program, a family must be on CONADES' register. This register contains the names, prior and current locations, and basic demographic information (age, sex, family status, education, and occupation) for all Salvadorans who have been identified by CONADES promoters as displaced persons qualified to receive donated food.

The emphasis on producing a detailed register is relatively new within CONADES. Until 1987, CONADES was compiling an estimated census of "all displaced persons" in El Salvador (numbers rather than names or details) from reports prepared by the various assistance organizations. There were serious doubts about the accuracy of this census; however, it probably produced as good an estimate as possible in the absence of a comprehensive, nationwide registration program which would have been extremely difficult to implement.

In 1987, as part of an effort to exercise better control over the distribution of donated food, CONADES stopped preparing the global census estimate and instituted a re-registration process to obtain more complete information on its own target group of beneficiaries. One unfortunate consequence of this change is that there no longer is any centralized source of data on El Salvador's overall displaced population that would help planners appreciate the magnitude of assistance needs and current trends from a global perspective, regardless of the service agency

involved. On a more positive note, the outcome of the re-registration effort (which showed a significant drop in numbers of beneficiaries from 230,000 in 1986 to 127,000 in 1988) should equip CONADES to plan and carry out its assistance activities with the knowledge that there are fewer people asking for its assistance than it had thought.

CONADES' registration process is tied directly to its food distribution activities. A registration form must be completed by, or for, each family of food recipients. The completed forms are forwarded by CONADES' field offices to the headquarters office in San Salvador, where the data are entered into a computer file.

A copy of the registration form and information on the processing flow and file structure are provided in Appendix VI. The database has a flat structure, with all information on one family (identified by head of household) being kept on a separate record. This makes it difficult to update the file in the event that another family member becomes a head of household (i.e. a child marries), or if the family moves to another location. The system is maintained on a departmental basis due to the limitations in hardware memory. This precludes computer checks for duplicate entries and the tracking of family movements between departments.

The system was found to be quite comprehensive. However, in the judgment of the evaluators, the information it contains is too detailed and may be difficult to update on a regular basis. During the several months it has taken CONADES to prepare its current register (a task that had still not been completed at the time of the evaluators' visit in July), CONADES' field offices have had to work from outdated computer lists or with information compiled by hand. The unavailability of an updated register has repercussions for all components of the Displaced Families Program, since it is this list that establishes eligibility for temporary jobs and other benefits, as well as for food. It also appeared to the evaluators that the emphasis on detail and accuracy was being made at the expense of determining who <u>should be</u> on the register (eligibility) so as to properly clean (or reduce) the rolls. The system should be simplified to make it easier to update and feedback should be provided every month to field promoters for their use, verification, and correction.

The system can produce a number of operations-oriented reports, but is not yet fully integrated to provide the type of information needed for management decision-making or coordination of assistance activities. Modules for inventory control, logistics, and financial control are currently being planned or implemented with the technical assistance of Kraus International, but these appear to be designed mainly to support the management of food distribution. No provision is being made for incorporating into

the system information on the activities of other organizations assisting the displaced, which would be necessary for CONADES to properly carry out its coordination responsibilities. The estimated census covering "all" displaced persons should be produced regularly, as in the past, by collecting and compiling information from each of the organizations that serve this population.

The system could generate other useful information that is not provided for on the standard report menu (see Appendix VI). Since the food distribution point is a part of each family's record, this data element could be used to calculate the number of rations to be supplied to each point, or to check for accuracy the monthly ration requests submitted by CONADES promoters. Some of these controls were planned but have not yet been implemented.

The system could also be used to identify and profile the demographics of families that are newly displaced as distinct from those that have been on the rolls for several years. Ideally, it should be possible to compare the current register with the 1986 census database in order to track movements and locations of "new beneficiaries." However, such an analysis would have to be performed on equipment with over 75 Megabytes of memory while CONADES' largest capacity unit has only 60 Megabytes. USAID should look into the possibility of performing this analysis by contracting with a hardware vendor for computer time (no more than a day would be required) on a bigger machine and development of the necessary software. The analysis could then be performed every six months by renting the unit for a day or two as necessary.

For reporting purposes, CONADES has been using a format designed by USAID which covers all USAID-funded activities. A revised version of this format, intended to be more comprehensive and easier to use, was recently developed within USAID and submitted to CONADES for comment. CONADES responded with an alternate version which provides essentially the same information but presents it in a slightly different way. Agreement needs to be reached soon on the new format, after which clear written instructions should be prepared on how to use it.

It appears that the Kraus International advisory team is well qualified to assist CONADES in the area of information management; however, most of the team's efforts to date have been concentrated on control of the food distribution process. CONADES also needs help with the collection and processing of other information such as:

- Entities providing assistance to displaced persons, by location, types of services, and number of beneficiaries;

- Total number of displaced persons (families) presently receiving assistance from any organization, by location, place of origin, and date of displacement;

- Number of displaced persons considered to be members of vulnerable groups;

- Number of returned persons (families), by location; and number of persons planning to return;

- Number of resettled persons (families), by location; and number of persons planning to resettle; and

- Movements of displaced persons (families) within and between administrative regions (departments).

In addition, periodic inquiries should be undertaken concerning the socioeconomic characteristics, health status, and attitudes of displaced families in order to properly assess Program effectiveness and accomplishments.

Collecting the information suggested above does not require complex, expensive surveys. Some of the information is probably currently available from organizations assisting the displaced population. The estimated displaced population census could be done as in the past by consolidating data from these organizations. It is believed that the number of displaced families being assisted by organizations not associated with the CONADES program is rapidly diminishing; however, data to corroborate this assumption are not available from a central source.

Other information may be obtained through informal, but systematic, inquiries conducted by CONADES and PVO promoters. More formal studies on socioeconomic and demographic factors could be performed through MIPLAN's Institute for Statistical Sampling at critical times during the remaining life of the Program (anticipated to be two years). Such studies could be undertaken at the beginning or middle of each year.

Similarly, CONADES needs assistance with the development of policies and procedures covering all activities for which it has implementation responsibilities. A major bottleneck to formulating such policies and procedures is the lack of commonality in the definition of such widely-used terms as "displaced person" and "economic reintegration." The MIS advisory team should propose definitions for these terms and review them with all entities involved with the Program until agreement has been reached. The definitions would then be made part of the standard language of the Program.

Recommendations on information management and technical assistance are presented in Section Four A.3 of this report.

In addition to assessing CONADES' data management practices, the evaluators reviewed the record-keeping and reporting systems of other organizations with responsibilities for Program implementation. Findings were as follows:

Project HOPE maintains very accurate records on visits to its dispensaries, which provide information on number of visits per day, purpose, diagnosis, prescriptions, etc., along with precise inventory control records for drugs. Monthly reports to USAID are comprehensive and provide an excellent operational summary of HOPE's activities. These monthly reports do not normally contain any analytical information on the health status of the population served.

World Relief (WR) submits quarterly reports to USAID which provide a good overview of its activities. However, the format used is highly quantitative and fails to provide indicators of progress, problems, or future activities. At the time of the evaluators' visit in July, World Relief's report for the first quarter of 1988 had not been submitted to USAID.

International Rescue Committee (IRC) is new to the Program and has not yet submitted its first report to USAID. A review of the records being kept by IRC on its other activities suggests that they are more than adequate to satisfy USAID reporting requirements. IRC has already made some adjustments in its record-keeping system so as to properly report on activities supported by USAID.

Overseas Education Fund (OEF) and the Salvadoran Evangelical Council for Assistance and Development (CESAD) were providing USAID with detailed information on their respective activities and accomplishments prior to the termination of their grant agreements.

FEDECCREDITO maintains comprehensive records on its cash-generation (jobs) and vocational training activities. Information is available on all jobs projects by status (completed, in process, approved but not yet initiated, planned), type, location, and cost. Training program information is kept by type of course, location, and names and number of participants. USAID operates a dBase system for tracking jobs program information. Banco Salvadoreno appears to be performing its responsibilities for financial review very well, and has discovered and taken action on some minor discrepancies.

Kraus International, Inc. and RONCO Consulting Corporation, the two technical assistance contractors involved in the Displaced Families Program, are both required to submit

monthly reports to USAID. The evaluators found some inconsistencies in the Kraus reports from month to month; for example, activities reported as having been completed in one report were referred to as incomplete in the next report. The reports should include indicators of progress against planned activities, describe any problems affecting progress, and provide recommendations for USAID on how such problems can be addressed. Also, Kraus is supposed to produce its reports in both English and Spanish but only the English versions could be found. RONCO's monthly reports to USAID are highly quantitative and contain ample statistics on food distribution operations, but little if any statistical analysis; for example, monthly inventory movements are not cross-tabulated by number of rations distributed or number of people in the register. As in the case of Kraus International, these reports should cover progress against planned activities, problems encountered, and recommended actions by USAID. The reports should also include an analysis of discrepancies between number of registered families and amounts of food distributed.

USAID does not have a standard format for incoming reports from participating PVO's. Although a standard format is not really necessary, all reports should include a brief analytical section indicating progress, problems, and future activities. However, the data being provided by the PVO's are adequate for hand-consolidation within USAID into useful quarterly and special reports for project management purposes. The two main reports being produced are:

- A Quarterly Activities Report that covers support provided to the return/resettlement areas and to displaced families in camps and dispersed areas. This report contains data on the number of families that have already moved or are planning to move, number of projects in progress by type, and number of families receiving food assistance, by geographical area. It is a consolidation of reports by the various PVO's and GOES agencies involved with Program implementation.

- A Semi-annual (formerly Quarterly) Project Review Report which provides a financial summary by component and organization; an analysis of goals and accomplishments by component; and a narrative summary of project status. This report is based on the Quarterly Activities Report.

3. Program Management Technical Assistance

CONADES needs to become more efficient in its role as the lead GOES agency for planning, coordinating, and implementing assistance and reintegration programs for displaced persons. Technical

assistance to CONADES should focus on this key objective through the development of written policies and procedures covering all activities for which CONADES has implementation responsibilities.

In the judgment of the evaluators, technical assistance to CONADES in the area of program management can perform a valuable function by providing leadership and continuity. The technical assistance team should be specifically concerned with:

- Improvements in program management, including definition of terms; development or refinement of eligibility criteria and benefits policies; definition and development of written methods and procedures; development of long range strategy and annual operational plans; and development or refinement of organizational goals, objectives, structure, and relationships.

- Improvements in management information, including simplification of the food distribution register and feedback to field offices; development of special studies to estimate number of displaced families planning to return or relocate, socioeconomic conditions, degree of economic reintegration, and the size and composition of vulnerable groups.

- Design of training programs to improve organizational performance by upgrading staff capabilities and ensuring that field promoters understand and enforce policies and procedures; and to support reintegration efforts so that, in coordination with FEDECCREDITO, courses are chosen and designed to prepare displaced persons for gainful employment.

- Monitoring and improving the food distribution operation.

- Monitoring all program activities, particularly the implementation and enforcement of the benefits policy.

- Assisting with the development of beneficial and realistic food-for-work activities.

A recommendation on how to meet CONADES' needs for management assistance is included in Section Four A.3.

C. Activities and Accomplishments by Program Component

1. Food Assistance

Food is one of the main concerns in any emergency situation, and food distribution has been a major component of the Displaced Families Program since the original Project Agreement between the

GOES and USAID/ES was signed in 1982. At one point CESAD, FEDECCREDITO and CONADES were all involved in distributing food under the agreement. CONADES and FEDECCREDITO provided rations to registered displaced persons, whereas CESAD focussed on non-registered displaced families.

Until 1987, the food component was essentially a welfare program under which all displaced persons were entitled to free food rations. In early 1987, USAID/ES and WFP converted the program from dole to food-for-work for all recipients except those considered to be members of "vulnerable groups." Under the current system, all adults, if they are not pregnant or lactating women, elderly, or infirm, are supposed to participate in one of CONADES' "work" projects (broadly defined to include literacy courses and other productive activities in additional to physical labor) to be eligible for monthly food baskets. Now that USAID's grant agreement with CESAD has been terminated, CONADES is the only organization distributing food under the Displaced Families Program. Presently, all food comes through WFP.

Food assistance to vulnerable groups, which include children under age five, pregnant and lactating women, and the old and infirm, is provided by WFP under CONADES Project No. 3075. Eligibility is established by CONADES' promoters without resort to standardized criteria.

To be eligible for food assistance, a displaced family member must be registered with CONADES. In addition to the 127,000 individuals currently on CONADES' register, there may be unregistered displaced persons in El Salvador who are receiving food rations from other sources, such as CARITAS. The evaluators found little evidence of duplication of services that would enable families to receive donated food from more than one agency at a time.

An important question for USAID/ES -- as it should be for CONADES and WFP -- is the number of displaced families on CONADES' list of registered displaced persons that are truly "needy" of food assistance. One key to the answer is the definition of the term "needy."

Obviously, displaced families that are headed by a member of a "vulnerable group" must be considered needy. An estimate based on the observations of food distribution monitors is that around 25 percent of registered families would fall within this category -- or about 5,700 of the the 22,678 displaced families on CONADES' current register.

The definition of needy for the remaining 17,000 families on the register is more complex. If "needy" is defined as very poor, to the point where 50 percent or more of the children below the age

of five suffer from first degree malnutrition[5], then it is safe to say that most families on CONADES' list are "needy" and should be eligible. However, if the nutritional level of the marginal rural population is used as the standard, then it would seem that most of these families should not receive donated foods, as there is no indication that displaced rural families are any less well-fed than rural marginal families in general. On the other hand, if the nutritional level of marginal urban families is the criterion, most displaced families would qualify for food assistance, since the urban poor are generally better nourished than their rural counterparts[6].

The above discussion indicates how difficult it is to apply the concept of "needy" as a basis for determining eligibility, unless there are procedures for verifying the nutritional status of each family and its youngest children on a regular basis -- something which is impractical to do.

Another factor that should be taken into consideration in determining "need" is how long the family has been displaced. Based on this criterion, it would be reasonable to categorize as needy those families who within the past year have:

- been added to CONADES register (1,200 families); or
- returned to their original communities (4,500); or
- been relocated to a resettlement site (500); or
- received the granos basicos package (1,000); or
- completed a training course (500)[7].

By adding the estimated 7,700 families (about 43,000 persons) in this category to the estimated 5,700 families headed by a vulnerable group member, one arrives at a total of 13,400 "needy" families (76,000 persons) that should be receiving donated food.

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[5] First degree malnutrition was found to be prevalent among the children of displaced families in the 1985 baseline study, but cases of more severe second and third degree malnutrition were infrequently seen. Professionals consulted by the evaluators did not believe the situation had changed significantly since then. The evaluators did not find evidence of severe malnutrition among children at any of the camps they visited. (Although the evaluation team had nutrition experience, its members were not professionally-trained nutritionists.)

[6] See Diagnostico Alimentario Nutricional de El Salvador, Ministerio de Planificacion, 1983, pages 6-7, 23.

[7] The basis for the above estimates is discussed in Section Four.

This total represents 60 percent of the families in CONADES' current register.

The "needy" issue can also be examined from another perspective. The evaluators were told of cases where CONADES promoters had resigned and had not been replaced for several months, leaving entire communities without donated food. The fact that some of these communities were able to get along under these conditions without complaining may cause one to question how needy they really were.

Eligibility clearly needs to be redefined so as to ensure that at least the great majority of those receiving food are truly needy. The most realistic and efficient way to manage eligibility probably involves a two-step process: (1) an initial screening using a simple enrollment form; and (2) mandatory removal from the rolls after a specified period of time. Time limits have been established for some activities but most of them are not being enforced; the six-month limit on food-for-work has never been enforced.

Comparative analysis of the monthly tonnage moving out of the warehouses with the weight content of the family ration suggests that more food is being distributed than would be required to feed the families in CONADES' register (22,678). Discrepancies are also evident when comparison is made of the various items in the canasta basica, i.e., corn rations are not consistent with oil or milk rations. The following table shows the results of an analysis performed by the evaluation team using data from RONCO reports for the months of May and June, 1988:

Month	Project	Item	Tons	Ration Equivalent	Calculated Average	Reported Rations*
May	3075	Corn	532	17,733		
		Milk	95	15,833		
		Oil	62	20,667		
					18,078	1[illegible],859
	2806	Corn	204	3,886		
		Milk	18.5	4,111		
		Oil	14	3,111		
					3,703	3,609
	Total				21,781	19,468
June	3075	Corn	739	24,633		
		Milk	83	13,833		
		Oil	80	26,667		
					21,711	32,378
	2806	Corn	303	5,771		
		Milk	31.5	7,000		
		Oil	24	5,333		
					6,035	1,030
	Total				27,746	33,408
Two Month Average					24,763	26,438
Registered Families					22,678	22,678
Difference					(2,085)	(3,760)

* Reported number of beneficiaries divided by 5.6.

The above analysis shows that, during May and June, CONADES consumed more food (an excess equivalent, on average, to 2,085 rations) and reported distribution of more rations (an excess equivalent, on average to 3,760 rations) than can be justified by the number of families on its register. Regardless of which figures are used, it is apparent that CONADES is either deliberately not following its own regulations, or not doing a adequate job of following them.

The family rations being distributed under USAID's three ongoing food distribution projects (Projects 3397, 3075, and 2806) are different in both size and content. Project 2806 provides the largest ration; the variations in the smaller rations furnished under Projects 3397 and 3075 are minimal, but sufficient to complicate the distribution process.

An analysis of food stocks in the pipeline under the present World Food Program (WFP) agreement shows that, except for meat (four-month supply) and dry vegetables (none in the pipeline), there is enough food to feed the 127,000 displaced persons on CONADES' register through the first quarter of 1989. The analysis takes into account food balances in warehouses, on loan to other institutions, at the ports, and in transit, as well as the contents of the Project 2806 ration.

Several alleged abuses or misuses in the food distribution component were reported to the evaluators by beneficiaries, civilian authorities, military authorities, and CONADES promoters interviewed in the field. USAID and CONADES try to minimize abuses in two ways: through the contract with RONCO Consulting Corporation to monitor food distribution in El Salvador; and through pre-packaging of food commodities.

The monitoring activity has been underway since 1984, initially with the Consulting Corporation of America (CCA), currently with RONCO. The pre-packaging activity was instituted in 1987 and is being expanded countrywide. The food is pre-packed into five-person rations at CONADES' warehouses in San Salvador and San Miguel, using labor supplied through the jobs component of the Displaced Families Program. According to RONCO representatives responsible for analyzing program costs, the pre-packaging activity is proving to be cost-effective.

The availability of pre-packaged food rations should eliminate the problems with bulk food handling at numerous distribution centers reported to the evaluators by both promoters and beneficiaries. It will also enable CONADES to exercise better control on the amounts distributed and facilitate accountability. One drawback is that the package is designed for a five-member family which means that smaller or larger families may get more or less than they need. Program managers interviewed felt that this was a weakness which was, at present, unavoidable.

A one-half (0.5) percent bulk food loss is considered by A.I.D. to be acceptable under its PL 480 Title II program. This means that on roughly 10,000 tons of food distributed annually by CONADES, an annual loss of 50 tons is acceptable. The RONCO monitors estimate that CONADES' annual loss is less than 0.3 percent, which is significantly below the acceptable level. It should be stressed that USAID, CONADES and the GOES do not treat the stealing of foodstuffs lightly. RONCO representatives told the evaluators that some persons have been brought to trial for stealing from the Program and have served prison terms.

One complaint heard during field investigations for this evaluation was that families were not receiving food rations <u>regularly</u>; instances were cited where monthly rations were distributed only three times in one year. This was discussed

with CONADES field promoters who admitted that it could happen, but not with any kind of regularity. In light of the large numbers of people to be fed and the difficult field conditions, they felt that some losses and errors could be excused. They pointed out that some displaced families were prone to complaining readily, with or without cause, both to them and to the authorities. Food distribution monitors estimate that food is being distributed regularly 75-80 percent of the time.

The evaluators also found that many displaced persons were not aware of the conditions which made them eligible or ineligible for food. More than one family that, according to a CONADES promoter, had received the granos basicos package several months before, subsequently complained about not receiving any food.

Several people interviewed by the evaluators stated that the CONADES rations were insufficient to meet the basic nutritional needs of an entire family. However, analysis of available data suggests that, while large families may not be receiving enough food to keep them well nourished, the 2806 family ration exceeds minimum caloric requirements for marginal rural populations generally. A poorly-nourished family of 5.6 people needs to consume about three million calories of food per year in order to maintain normal physical activity[8]. The monthly five-person ration distributed by CONADES provides 1,811 calories (and 54 grams of protein) per person per day, or 3,305,000 calories annually, which is in excess of the minimum requirement. However, in comparing this with the INCAP data, some allowance needs to be made for missed rations and for the fact that most displaced families include men and older children who need to consume more calories than the INCAP minimum requirement in order to remain active.

It appears that the Displaced Families Program is providing adequate nourishment to families who receive their rations regularly. It is important to note that these same displaced families also have received occasional cash income through the employment component of the Program which they can use to

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[8] This figure is based on data presented in Recommendaciones Dieteticas Diarias Para Centro America y Panama, page 25, published in 1973 by the Nutritional Institute for Central America and Panama (INCAP), which show that the average minimum daily requirement for adults is 2,050 calories and for children (on average) is 1,150 calories. Thus:

2 adults x 2050	= 4100 x 365 days	= 1,496,500
3.6 children x 1,150	= 4140 x 365 days	= 1,511,100
Total		3,007,600 calories

purchase food. Likewise, many displaced men earn money from day labor, and women from micro-enterprises. In addition, a large number of El Salvador's poor receive regular remittances from relatives in the United States. Thus, the CONADES ration is generally referred to as the canasta basica, or minimum food supply to be supplemented by food purchases.

There are other respects in which the food assistance component has been successful. CONADES has developed the capacity to distribute monthly food rations to a large number of families, under frequently adverse field conditions and with minimal losses; the introduction of a standard pre-packed ration has improved the efficiency of distribution. Moreover, by creating jobs for the displaced, the pre-packing operation ties in well with the Program's employment component as implemented by FEDECCREDITO. The major weakness of the food assistance component has been CONADES' inability to exit food beneficiaries from its rolls. This issue is discussed in Section D.3 below.

2. Health Services

According to a recent study of Project HOPE by Doctor Abel Duenas Pardon (May 1988), El Salvador's displaced population exhibits easily-diagnosed health problems associated with: (1) low nutritional levels; (2) poor defenses against disease due to widespread absence of basic immunizations; (3) poor sanitation/hygienic education; and (4) high pregnancy levels reflected in an average of 3.6 children per household. These problems are prevalent among poor populations generally, and are especially pervasive in poor rural communities where most displaced families in El Salvador originated.

All Salvadoran citizens, including displaced families, have the right to receive health care at facilities operated by the Ministry of Public Health and Social Welfare (MOH). However, the care available at MOH facilities in rural areas may sometimes be inadequate and, because of distance or lack of transportation, may be physically difficult to reach. Even when a health facility is located in a municipio seat and can provide the daily services of a trained physician (often recently graduated and fulfilling the required one year rural service residency), essential medicines and other basic supplies may be unavailable. The evaluators were told of cases where MOH clinics or patients relied on nearby Project HOPE dispensaries to obtain needed medical supplies.

The health component of the Displaced Families Program was developed to ease the burden placed by the rapidly growing displaced population on MOH facilities. From the beginning, the emphasis was on preventive services, health education, sanitation, and primary care. The first health activity under the

Program was implemented by CONADES' health unit in the central and eastern regions of El Salvador. Primary care coverage was provided by nurses and auxiliary nurses, working under physician supervision, who made periodic visits to displaced persons in dispersed locations. The GOES decided that CONADES should terminate this activity, which was fulfilling an MOH responsibility, in December 1986.

In October 1984, USAID/ES entered into an agreement with Project Hope to provide primary care to families in the temporary camps. Over the next two years, HOPE opened and staffed 83 dispensaries and trained a number of displaced persons selected by the health committees of their communities as Community Health Workers (Ayudantes de Salud). At the time this evaluation was conducted in July 1988, the number of HOPE dispensaries had been reduced to 30 and the program was scheduled to be phased out completely no later than March 1989.

Until its agreement with USAID/ES was terminated in early 1988, CESAD was providing limited primary health care to dispersed communities of displaced persons in the eastern and central regions of El Salvador. It was also still operating two Centers for Education and Nutrition Assistance (CENA's) for the purpose of feeding mainly vulnerable groups; 22 other CENA's, which had been built under FEDECCREDITO's employment program, were closed by CESAD in 1987 and the buildings were transferred to host communities.

The evaluators were told that "many" displaced families,(both dispersed and in camps) are now receiving care at MOH facilities; however, no data are available on their numbers since MOH patient records do not distinguish between displaced and other types of care recipients. While people generally prefer to be treated at MOH clinics where physicians are in attendance than to rely on HOPE's cadre of para-professionals, the team found that Project HOPE's dispensaries were highly regarded by both Program beneficiaries and MOH representatives interviewed for this evaluation. The HOPE-trained Community Health Workers received especially high marks and were referred to by one physician as "real good little doctors." Program beneficiaries and USAID staff also praised the quality of CESAD's health care package.

The phase-out of Project HOPE's dispensary operations was regarded by one MOH representative as reasonable and inevitable, since most of the dispensaries were duplicating services offered by nearby MOH health clinics. Concern was expressed, however, about the prospect of loosing HOPE's Community Health Workers. A MOH official told the evaluators that the Ministry would be happy to integrate these workers into its own Rural Health Aides

Program (Ayudantes Rurales de Salud)[9] so that they could continue working in their communities, provided that USAID/ES could cover their salary costs. USAID and MOH have already reached an agreement whereby MOH will absorb 350 Community Health Workers by the beginning of 1989. 60 of these will come from Project HOPE, the other 290 from a project funded by West Germany. All MOH Community Health Workers (those in the existing MOH program and the 350 new ones) will be working under a combined program serving both rural and urban populations. USAID will ensure that the needs of the displaced population are covered by this program.

There are no formal health care facilities in operation at the relocation sites nor are any planned under Displaced Families Program auspices. The evaluators were told that some PVO's and international agencies were planning to institute community health worker programs in the resettlement camps based on the Project HOPE model. UNICEF plans a comprehensive primary care activity at the La Esperanza relocation site in San Miguel.

At all relocation sites visited by the evaluation team, residents were relying primarily on traditional health care practices and on midwives who lived nearby. The nearest MOH clinic was two to ten miles away, and in the case of Hacienda El Sitio was reached by a road under construction on steeply graded slopes. Public transportation, where available, was sporadic and unreliable. There were no Project HOPE-trained Community Health Workers living at any of the relocation sites that were visited.

In summary, a major accomplishment of the health services component of the Displaced Families Program is suggested by the findings of the 1988 Abel Duenas study mentioned at the beginning of this section, which found that the health of program beneficiaries is no worse than that of the rural population as a whole. In fact, it was suggested by some medical authorities that the health status of displaced families might be better than that of the rural marginal poor in general. In view of the unhealthy environmental conditions found in most temporary settlements, it is reasonable to assume that this status is due in part to the access displaced persons have had to immunizations, oral rehydra-

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[9] In 1985, MOH had 233 rural health aides, 741 midwives (parteras), and 2,665 unpaid volunteers (colaboradores voluntarios) participating in its community health program. All three groups are made up of men and women chosen by their own communities. Midwives are recruited from those already providing midwifery services in the community, mainly older women. MOH officials expressed pride in their community health activities, but claimed they had not be expanded due to lack of funds.

tion salts, and other preventive measures.[10] Another significant accomplishment has been the formation of a cadre of Community Health Workers whose training and experience represent a lasting and important resource for the poor rural communities where these workers live.

3. Employment and Training

The employment and training component of the Displaced Families Program is made up of two basic types of activities: (a) community projects which provide opportunities for displaced persons to earn cash income while also making needed environmental and infrastructure improvements; and (b) vocational training inclusive of productive projects.

Provision of temporary jobs for displaced persons to generate cash income has been part of the Displaced Families Program almost since its inception. In 1984, implementation responsibility was assigned to FEDECCREDITO, a parastatal organization of credit agencies, with multiple operations (Cajas de Credito) in each of El Salvador's 14 administrative departments. FEDECCREDITO cajas were selected from among other possibilities because they had a structure in place to provide services in the field.

The Central Administrative and Technical Unit (UCAT) was later established by FEDECCREDITO to manage and supervise its program for displaced persons. The purpose of the program, as stated in the Federation's original agreement with USAID and the GOES, was to provide "cash employment to members of displaced families through community improvements and environmental sanitation projects." Subsequent amendments to the agreement have broadened this purpose to include vocational training activities. At the present time, UCAT is responsible for implementing both types of activities through ten of its 61 cajas. A plan to reduce the number of cajas involved from ten to four is being considered by USAID/ES for implementation in late 1988.

Most of FEDECCREDITO's temporary employment projects are small and labor intensive so as to provide maximum job opportunities. They are classified into three groups:

- Group A, consisting of health and sanitation projects at asentamiento settlements such as construction of latrines, sewage and drainage facilities, maintenance of potable water systems, and environmental sanitation improvements;

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[10] In 1987 alone, HOPE personnel immunized 12,800 persons and distributed over 92,000 packages of oral rehydration salts.

- Group B, consisting of infrastructure improvements primarily in rural areas, such as reforestation, soil conservation, road construction and maintenance, and the opening of trails and tracks; and

- Group C, consisting of community projects (both health and public infrastructure) at sites where displaced families are being resettled or returned. Group C projects were recently added in support of the return/resettlement effort.

Based on records made available to the team by FEDECCREDITO, 3,343 projects were completed under the jobs program between 1984 and April 1988, for a total investment of 91 million colones ($18.2 million at the current exchange rate).[11] The majority of these projects (57 percent) were classified as Group B and nearly all others fell into Group A. While only three Group C projects had been completed as of April of this year, a June 30 status report prepared by FEDECCREDITO's Engineering Section shows that at least 25 Group C projects are now underway.

Participants in FEDECCREDITO's jobs program work eight hours per day at a wage of six colones ($1.20), for a maximum of 60 days. Only one adult family member can take part in the program at any given time. Job opportunities are rotated among eligible families, with employment for any particular family ranging from 70 to 90 days annually. A significant part of the money a family earns is used to purchase food.

The jobs program is designed to provide temporary employment for 10,000 to 12,000 people a year. To be eligible, a family should be registered with CONADES. For the past few months, it has not been possible for FEDECCREDITO to fully enforce this eligibility rule since CONADES has not been able to produce an up-to-date register. A FEDECCREDITO official told the evaluators that a copy of the Federation's own register had been submitted to CONADES for verification some time ago, but no feedback had been received.

The evaluators witnessed a number of ongoing employment projects, ranging from construction of an aqueduct in San Miguel to installation of a drainage system in Cacaopera. The following brief case history of one such activity being carried out near the small rural community of San Lorenzo, about 10 miles from the city of San Vicente, is illustrative of how these projects work.

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[11] Approximately 450 other projects were completed under the jobs program before FEDECCREDITO took over implementation responsibility in 1984.

An agent from FEDECCREDITO first visited San Lorenzo to discuss and evaluate the community's needs. The consensus was that 60 latrines should be constructed. The agent drew up a proposal for the activity and prepared a budget showing requirements for labor, materials, supervision, transportation, and other inputs. The proposal was submitted for approval to the local mayor, to the caja that would have direct responsibility for implementation, and to UCAT in San Salvador. After these approvals had been obtained, the proposal was forwarded to USAID/ES to approve disbursement of funds to carry out the project.

Once the project had been approved by USAID, the FEDECCREDITO agent returned to San Lorenzo to sign up participants, arrange for on-site supervision, and order the materials. Now that the project is underway, time sheets are prepared and completed daily by each participant. At the end of each two-week period, these time sheets are sent to the implementing caja, where the payroll vouchers are prepared and payments to the workers are disbursed.

All documents including payment vouchers, time sheets, receipts for materials purchased, and approval papers are kept at the job site; copies are sent to USAID and to the Banco Salvadoreno. In conjunction with their financial review and voucher examination responsibilities, Banco Salvadoreno personnel may make periodic visits to the site to examine documentation, interview participants, and verify correct usage of the resources. If problems are found, a written report is made to FEDECCREDITO and USAID. About 60-70 percent of all field projects are reviewed by Banco Salvadoreno.

Complaints heard by the evaluators about the employment component had two basic themes: (1) the wages were inadequate; and (2) the number of job opportunities available was insufficient.

When the jobs program began in 1982, the daily wage was set at four colones (equivalent to $1.60 at the exchange rate prevailing at the time). The rate was set intentionally low (at a percentage of the legal minimum agricultural wage) so that employment projects would not compete for labor either with local commercial enterprises or with farms dependent on jornaleros or migrant workers for harvesting and other agricultural tasks.

In 1984, when the colon was devalued vis-a-vis the dollar, the daily wage was raised to the six colones. At the current (1988) exchange rate, this wage is equivalent to $1.20 a day or about $0.40 less than its dollar value in 1982. Thus, the complaints heard from beneficiaries about wage inadequacies are not surprising, since they are now working for a wage that has a lower acquisitive value than when the program was established.

With respect to complaints about the insufficient number of job opportunities available, it is true that displaced families can depend on the jobs program as a source of cash income for less than one-third of the year. However, most dispersos and asentados are settled in or near population centers or agricultural areas where day labor frequently can be found to supplement income from the jobs program. The evaluators also found evidence that women in the temporary camps often were involved in micro-enterprises.[12]

In the western departments where there are no FEDECCREDITO cajas active in the jobs program, settlers who are involved with community development activities at relocation sites do not receive cash wages. Moreover, as is true for most relocation sites, the distance from populated areas makes obtaining day labor employment more difficult than is the case for families still living in temporary settlements. This creates a cash flow problem for families in the process of resettling until they have become established in their new communities and have harvested and sold their first crops.

The jobs program has been successful in that it has provided opportunities for earning cash income to large numbers of displaced families while making available to the communities where they reside needed health and infrastructure improvements. Between 1984 and April 1988, FEDECCREDITO records show that there were over 157,000 direct beneficiaries of the program and another 786,000 people who benefitted indirectly from community improvements. In addition, multiplier effects have been realized by the injection of cash into the local economy, which has helped generate additional jobs and demand for the products and services of micro-enterprises. However, these accomplishments have been achieved through an expenditure of $18.2 million in U.S. funding on what was designed as part of an emergency program. The high visibility of the program (which employs an average of 50 people per project at one time) may have also made it a breeding ground for resentment on the part of families who do not qualify for jobs because they have not been displaced, even though they are poor and need the work.

The other main activity now being carried out under the employment component is vocational training. Some training was provided in the early years of the Displaced Families Program through CONADES and participating PVO's (especially OEF); however, it was not until mid 1987 that this activity was given

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[12] Some of these women could benefit from help with marketing and pricing. In one case, women were asking 20 colones for hammocks, the raw materials for which had cost them 17.50 colones. This left only 2.50 colones (US$0.50) to cover their labor and profit.

emphasis by USAID/ES as a means of preparing displaced persons for reintegration into the economy, and FEDECCREDITO took on major responsibility for implementation. CONADES has also recently expanded its activities in the training area. A training coordinator has been hired and work has been initiated on the design of training modules in conjunction with the highly regarded Salesian Fathers' Instituto Ricaldone and CONADES' Regional Office in San Miguel.

In June 1987, FEDECCREDITO inaugurated a program of three-month courses designed to prepare displaced persons for employment in trades such as electricity, woodworking, and baking or for raising of rabbits, goats, and vegetables. As of May 1988, FEDECCREDITO had presented 76 courses in about ten different fields to over 900 trainees, and an additional 36 courses (for 300 trainees) were underway. Registered displaced persons who participate receive a daily stipend of six colones, which is equivalent to the daily wage payable under the jobs program.

The evaluators sat in on several training sessions and found the quality of the instruction to be good. However, it was unclear how practical the courses were in terms of preparing the displaced for available employment. Apparently, the decision to offer a particular course is made on the basis of requests from prospective trainees rather than through analysis of labor market conditions in the area; there is little if any coordination with Ministry of Labor or local authorities who could provide information on what skills are in demand. Moreover, the content of most courses was strictly technical; no modules were being presented that will prepare trainees to deal with the marketing and business management aspects of a trade.

The evaluators also noted that there was no system in place whereby FEDECCREDITO can evaluate the effectiveness of its training activities and improve course content. For the most part, program officials did not know whether any of their graduates had found work in a trade or were otherwise using the skills they had acquired.

FEDECCREDITO has already taken steps to correct some of these deficiencies. Practical business experience is being built into some of the courses; for example, the evaluators observed a horticulture course in San Vicente where participants were marketing the products they had grown and investing the profits in seeds and fertilizers for the next crop. At another training site, women in a sewing course were making plans to establish a commercial sewing center.

A follow-up study of FEDECCREDITO's training activities is currently underway. Judging from the evaluators' interviews with UCAT, FEDECCREDITO's field staff and several of the trainees, it is doubtful that this study will find many graduates of

FEDECCREDITO courses that have found employment in the trades for which they were prepared. In light of the high number of participants in the program, and the apparently small number that are actually earning a living from what they have learned, it is possible that the training component is being perceived by trainees more as another source of cash income than as a means of preparing them for employment. However, the program is relatively new and is operating in a labor-surplus economy. The results of the follow-up study should be used to modify and improve the program, rather than as an absolute measure of its accomplishments and potential.

Future courses should be modified in order to improve the effectiveness of the training component as a facilitator of economic reintegration and to minimize its use as a source of cash income. Course design should take specific account of current labor market conditions in the vicinity of the training site. All courses should include modules on how to market the acquired skills and to make a living from the new trade. Cash stipends should be reduced to five colones per day, of which three colones would be dispersed to participants to cover daily transportation and lunch expenses; the balance would be withheld until course completion and then distributed in cash or its equivalent in tools or materials, as appropriate for the course. Credit should be made available to those participants who qualify and who need it to start their own enterprises.

4. Return/Resettlement Support

In terms of USAID's current strategy for assisting the displaced, the most important component of the Displaced Families Program supports the resettlement or return of families to permanent sites in rural areas where they can be reintegrated into El Salvador's economy. Implementation responsibility for this Program component is shared by CONADES, FEDECCREDITO, World Relief, IRC, and other GOES agencies, notably ISTA. There are also organizations involved in the returnee movement whose activities do not fall under Program auspices, including the Catholic Archdiocese of San Salvador and other church groups, the United Nations, and various international PVO's such as the French Medicines du Monde.

There are essentially two target groups for Program-supported relocation activities: (1) families ho wish to return to the communities where they lived prior to their displacement; and (2) families who agree to be resettled in a new community. Participation is strictly voluntary; no families are forced to move, but those that choose to do so qualify for an incentive package which typically includes the following:

- Facilitation services (i.e. getting ESAF approval to move home or resettle, completing ISTA paperwork, transportation of family and household effects);

- An agricultural starter package (granos basicos) containing seeds, fertilizers, and other chemicals;

- Food assistance for the time needed to plant and harvest two crops;

- Housing construction materials and technical assistance;

- Installation of a well and hand-pump, when required;

- Eligibility for temporary employment in community improvement activities which normally include building of central warehouse facilities, road construction or upgrading, school construction or repair, flood control, reforestation, or comparable environmental health and infrastructure projects. As mentioned in Section C.3 above, these projects are usually carried out under FEDECCREDITO's cash income generating scheme; and

- Technical assistance in animal husbandry, crop production, and similar productive activities.

The main incentive for displaced families that are resettled to agrarian reform lands is the opportunity to purchase farms, ranging in size from one and a half to three (1.5-3) manzanas [13], on very favorable terms. These lands are being made available to the displaced families at the value reported by their previous owners for tax purposes prior to the agrarian reform. It is estimated that the cost of most farms will be substantially below their present market value.

According to information presented by USAID/ES in its FY 1989 Action Plan, there are 35 permanent relocation sites where a total of approximately 3,400 families (about 19,000 persons) have been reintegrated into the economy since 1986. In addition, 12 permanent sites are being developed for resettlement of some 3,500 families under the Plan Vincular recently signed between ISTA and CONADES. The terms of this agreement call for ISTA to perform land surveys and provide legal, technical, and logistical assistance with the establishment of land titles. The role of CONADES is to select the families and, in conjunction with the USAID-funded PVO's, provide resettlement incentives. Priority in selection is given to families living in temporary camps.

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[13] One manzana is approximately 1.75 acres.

There is less information available about families who are returning to the communities where they lived prior to their displacement. Many of these families are returning on their own. Some are being assisted by other organizations, and some are rejecting any form of GOES sponsored assistance. It is estimated that about 1,500 families have returned under the auspices of the Displaced Families Program.

During visits to several resettlement areas, the team observed that the two PVO's involved in providing housing materials and construction support were working with different concepts and designs. World Relief's concept is to help families construct a low-cost temporary residence out of wood and zinc sheets that can later be converted or expanded into a more permanent structure. IRC supports construction of somewhat more substantial housing built out of cement blocks in addition to wood and zinc sheets. Not surprisingly, the IRC model is more expensive, costing about 2,500 colones ($500) per unit compared with World Relief's estimated unit cost of 1,800 colones ($360).

The evaluators found families at the resettlement sites visited to be optimistic about their future in these new communities. While the team was unable to interview any participants in the returnee program due to security considerations [14], CONADES and PVO personnel reported that this group of Program beneficiaries was also very optimistic, which is to be expected since they are returning to their lands and their communities.

In discussions about the outlook for the return/resettlement program, there was widespread agreement that the most important incentive for relocation was assurance of personal safety and property security. In many areas of the country, there now appears to be a willingness on the part of both sides in the conflict (ESAF and the guerrillas) to leave noncombatants alone. In spite of concerns that some returning families may sympathize with the guerrillas, the ESAF has been supportive of the relocation efforts. To the team's knowledge, there have been no recent cases of guerrilla interference in return/resettlement activities.

Land ownership was also cited as an major relocation incentive. With few exceptions, families that return to their original homes are already land owners, and families who volunteer for resettlement are given the opportunity to purchase land on easy terms. Thus both groups have access to an essential resource that, with their own efforts and some temporary outside assistance, they can exploit to rebuild their lives and become economically productive

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[14] The U.S. Embassy requires all U.S. citizens working on its programs to travel by air to most rural areas. Often a helicopter is required but not available for such travel.

members of their communities. Feelings about land and personal roots are very strong among El Salvador's peasant population, and may be summed up in the following statement that one displaced person made to the evaluation team: "One always feels a special attraction to one's place of birth. That will never be forgotten. Perhaps one day I will go back."

A third important relocation incentive is kinship. Displaced families exhibit a strong tendency to settle in places where other members of their families already reside or are relocating. In one resettlement area the team visited (El Cortijo), approximately 70 percent of the households were made up of just four extended families.

A possible limiting factor in the resettlement movement is the number of farms made available by ISTA, which may be insufficient for the number of families interested in relocating. There is pressure on ISTA to deal with landless people in general rather than give priority to displaced families. Cooperative groups are also pressing ISTA to renege on its agreement under Plan Vincular. Another potential problem is that CONADES' interest in self-preservation may be inconsistent with its role in promoting the return/resettlement effort, since this effort is designed to bring about a permanent solution to the displaced persons problem and therefore an end to CONADES' responsibilities for program implementation.

D. Policy Considerations

1. Reintegration Incentives and Disincentives

The main objective of the Displaced Families Program now is economic reintegration. The primary focus of assistance planning and programming efforts is on families who want to return home to their land or to resettle on other available land that can be used productively for agriculture. A secondary focus is on families who want to stay where they are, but need to be integrated into the local economy. In brief, the emphasis is on permanent solutions which will bring an end to the families' dependence on emergency assistance.

For these solutions to work, families must be motivated by their own self-interest. However, perceptions of self-interest can be shaped by the prospect of incentives for taking actions, or the disincentives for not doing so.

The state of economic reintegration can be clearly defined for those families returning home or relocating to a resettlement area: they are reintegrated when they have achieved economic self-sufficiency through farming. It is less clearly defined in the case of families who choose to stay in their present com-

munities: are these families reintegrated when they have attained a socioeconomic status comparable to what they had before they were displaced, or comparable to the standards prevailing within their new communities?

By any of these definitions, many families displaced by the conflict have already become reintegrated, assisted only by family, friends, and other traditional support systems. For property-owners, a key motivating factor undoubtedly has been the prospect of returning to their land and making it productive. But even in the temporary settlements, the evaluation team found evidence of reintegration initiatives. Some families were renting and farming nearby land. Others had opened small shops, planted community vegetable gardens, or were engaged in similar kinds of micro-enterprises. In some cases, such as a carpenter shop visited which was using a power lathe and other costly equipment, these initiatives had required significant financial investments.

There are also many families who are taking advantage of reintegration incentives available under the Displaced Families Program. This is evident from the data on numbers of agricultural starter packages (granos basicos) distributed, families receiving food assistance or participating in improvement projects at reintegration sites, provisional or permanent houses constructed, etc.

There are no survey or other data available to show which, if any, elements in the incentive package was the determining factor in the decision to relocate or return. However, from interviews with participants in the return/resettlement program and with PVO personnel who were working with them, the evaluators gained the impression that these incentives were important motivators. The prospect of land ownership, in particular, is felt to be a powerful incentive for formerly landless rural families to relocate to resettlement areas made available under the agrarian reform.

For families remaining in their present communities, existing incentives (vocational training and agricultural starter packages for use on rented land) may be inadequate inducement for reintegration, if by remaining "displaced" they continue to be eligible for "emergency" benefits such as food assistance, occasional employment, and others. This highlights the need for a policy and procedures to remove families from the emergency assistance rolls, as discussed in the following section.

2. Benefit Policies and Procedures

There are currently about 127,000 people (22,678 families) listed on CONADES' register who are eligible for donated food,

occasional employment, and other forms of emergency assistance provided under the Displaced Families Program. While no supporting data are available, the rate at which new families are being entered on the list is thought to be low. Since there are some families known to have been receiving assistance for a number of years, it is reasonable to assume that the level of emergency assistance under the Program could be reduced if eligibility were limited to a specific time period and standard procedures were instituted for removing families from the rolls.

CONADES does not have well defined benefit policies and procedures. However, in some parts of the country, de facto end-to-benefits (exit) practices are employed by CONADES promoters. The evaluators were told of complaints that had been made to one department governor about CONADES field staff removing families from the rolls and trading their food for meals at a local restaurant. CONADES staff denied the latter accusation, but admitted having removed the names of families who no longer needed the assistance. They stated they were acting on the oral instructions of the CONADES Regional Director to clean the list of ineligible families. These instructions had been interpreted to mean families who, although they had been displaced by the conflict, were living in nice rented homes, had full-time jobs or businesses, and owned cars or other means of transportation. In short, they had developed and were applying their own criteria for screening out families who were not economically deprived.

Such criteria are subjective and would be difficult to apply across the board. Moreover, the great majority of rural Salvadorans are not able to rent nice houses, buy cars, and find well-paying jobs, regardless of whether or not they have been displaced. In fact, it is questionable whether any socioeconomic indicators could be developed that would differentiate the displaced from other segments of the rural population. This suggests that the only feasible way for CONADES to clean its rolls is to set a time limit on eligibility for benefits.

Some limits on benefits have been established for the Program's reintegration assistance activities: two planting seasons for resettlers, returnees, and recipients of granos basicos; one to two months for those that complete a vocational training course; and six months in food-for-work activities. However, except within the return/resettlement component, these limits are not being strictly enforced -- some families who have participated in the granos basicos program continue to receive food assistance, and the six month limit on food-for-work is not applied. Reasons for non-enforcement may range from ignorance of the rules by CONADES promoters, to compassion, to political considerations. CONADES' reluctance to use the terms exit or graduation to refer to beneficiaries leaving the Program may also have political implications, or it may reflect concern about CONADES very survival as an institution.

A realistic, compassionate benefits policy must be developed and established as part of a comprehensive strategy to bring an eventual end to the emergency program. This strategy must provide for the long-term assistance needs of vulnerable groups, be acceptable to both GOES/CONADES and USAID, and cover all program options and benefits. A recommended strategy based on a policy of providing choices and opportunities for the non-vulnerable portion of the displaced population, while addressing the long-term needs of its vulnerable groups through other assistance programs, is presented in the next section of this report.

Section Four

CONCLUSIONS AND RECOMMENDATIONS

This section presents the conclusions and recommendations of the evaluation team. Many of the actions recommended are dependent on three critical assumptions:

1. That the sociopolitical context within which the Program is currently operating will remain relatively constant. Significant changes in the political structure and/or increases in conflict activity would necessitate a revision of the recommendations and of USAID's strategy for dealing with the displaced families problem.

2. That the needs of vulnerable groups among the displaced population will be addressed by a separate assistance program from the beginning of 1990 on.

3. That a benefits policy incorporating time limits on eligibility for assistance under the Program will be established and in force by the beginning of 1989.

A. General Conclusions and Recommendations

1. Definitions

To ensure uniformity in the use of terms by all organizational entities involved with Program implementation, it is recommended that the following definitions be employed:

- Displaced family: a family that has left its permanent place of residence for another place as a direct result of the conflict, whether out of concern for personal safety or out of concern for loss of economic livelihood.

- Reintegrated family: a former displaced family that has attained economic self-sufficiency in the community where it now resides to the extent that its standard of living approximates that of most other families in the community.

- Resettled family: a former displaced family that has been relocated in another permanent community where it can attain or has attained economic self-sufficiency.

- Returned family: a former displaced family that has returned to its place of residence prior to the conflict.

2. Strategic and Institutional Issues

Assistance to non-vulnerable displaced families and assistance to displaced families headed by members of vulnerable groups should be provided through separate programs. Because the needs of vulnerable groups for food assistance and other services (i.e. special health care) are often of a long-term nature, these groups should not be assisted under the Displaced Families Program which was developed to respond to a short-term "emergency" situation. The fundamental condition of vulnerable displaced families is that they are vulnerable, not that they are displaced. Displaced families can be reintegrated into the economy through solutions such as resettlement support and vocational training. Such solutions may not be appropriate for vulnerable group members and, even if they are appropriate, will probably be more difficult (and take longer) to achieve.

Assistance to displaced families who are not members of vulnerable groups should focus on the specific needs of each target group of beneficiaries, as defined in Section A.1 above. A program covering all four groups may be efficient for management and coordination purposes, but within this umbrella program there must be clearly defined goals, objectives, and strategies for assistance to each group so that program accomplishments can be properly monitored and evaluated.

Emergency assistance, such as free food and perhaps other essentials like clothing or cooking utensils, should be restricted to families that have been newly displaced by the conflict, and should be limited in time to one month. As these newly-displaced families would occupy temporary shelters vacated by families who have returned or relocated to other sites, there should be no need to construct new temporary housing for the relatively small number of new families that are anticipated. After the one month emergency period expires, the families would become eligible for the standard benefits available to other displaced families such as food-for-work and supplemental cash income opportunities. Project HOPE experience suggests that special health care facilities for newly displaced families are not required.

It is recommended that the terms <u>graduation</u> and <u>exit</u> be dropped from the language of the Program and that the issues implicit in these terms be dealt with in a comprehensive benefits policy. This benefits policy should be formally established and in force by the beginning of 1989. Non-vulnerable group families that are properly listed in CONADES register at the beginning of 1989, and all newly displaced families that are registered thereafter, should be given six months to choose one of the following options:

Option	Time Period for Food Assistance	Other Benefits
1. RETURN	two (2) crop cycles (approximately nine (9) months after returning	granos basicos, housing materials, transportation, occasional employment, agricultural training, credit access
2. RESETTLEMENT	two (2) crops cycles (approximately nine (9) months after relocating)	granos basicos, housing materials, transportation, occasional employment, agricultural training, credit access
3. GRANOS BASICOS IN PRESENT LOCATION	two (2) crops cycles (approximately nine (9) months after package is received)	granos basicos, occasional employment, agricultural training, credit access
4. VOCATIONAL TRAINING	three (3) months after end of course	occasional employment, credit access
5. CREDIT ONLY	six (6) months after credit is granted	credit access
6. NO PARTICIPATION	none	none

By the end of June 1989, all non-vulnerable group families on CONADES register as of January 1, 1989 would have made a commitment to one of these six options. Those that elected not to participate would, in effect, be choosing to be dropped from the Program.

It is recommended that families headed by members of vulnerable groups be assisted through a special program established by USAID/GOES during 1989 and put into effect in 1990. Food assistance to these families could be provided through the Directorate for the Development of Communities (DIDECO) of the Ministry of the Interior (the principal organ for community development in El Salvador), through CONADES (whose functions have recently been expanded to cover assistance to marginal

groups in addition to displaced families), or through other GOES agencies such as MOH. One argument in favor of DIDECO is that its main function is to provide assistance to marginal groups on a permanent basis; it has a regional structure supported by field promoters and it has experience with food distribution to these groups. Moreover, selection of DIDECO would permit a clear distinction to be drawn between the Displaced Families Program (through CONADES) and the Vulnerable Groups Program (through DIDECO). If it is decided that CONADES should handle both programs, it is important that the organizational structures for managing and carrying out the Displaced Families Program and the Vulnerable Groups Program be kept completely separate. For efficiency purposes, the two programs could share field personnel and facilities, but only as long as the different objectives and assistance strategies for each program were clearly understood by such personnel, and implemented accordingly.

Any special health care needs of the vulnerable groups should be provided for through ongoing MOH programs.

CONADES should mount a major effort between now and the end of 1988 to determine who should really be on the register and who should be classified as members of vulnerable groups.

Implementation of this recommended benefits policy on or before January 1, 1989 by the GOES and its agencies should be made a condition precedent of further USAID-funded emergency assistance. The evaluation team believes that this policy will be acceptable to GOES/CONADES since it is a policy based on choice and opportunities under which no one would be forced out of the Program. The policy addresses the needs of both non-vulnerable and vulnerable portions of the displaced population and establishes generous time limits for receiving benefits. The six month period that Program participants have to select one of the available options is also generous.

In the interests of consistency and equity, it is important that USAID-funded assistance programs for displaced families be well coordinated with those of other donors, particularly the United Nation's World Food Program, and with non-governmental organizations working independently of CONADES. Although these various programs may differ in scope and emphasis, all efforts to deal with the problem of the displaced in El Salvador should have compatible goals, strategies, and objectives.

3. Data and Technical Assistance Needs

USAID, CONADES, and other organizations involved in assisting displaced families should have access to the following kinds of information in order to plan, manage, and monitor their assistance activities:

- Entities providing assistance to displaced persons, by location, types of services, and number of beneficiaries;

- Total number of displaced persons (families) presently receiving assistance from any organization, by location, place of origin, and date of displacement;

- Number of displaced persons considered to be members of vulnerable groups;

- Number of returned persons (families), by location; and number planning to return;

- Number of resettled persons (families), by location; and number planning to resettle;

- Movements of displaced persons (families) within and between administrative regions (departments); and

- Socioeconomic characteristics of displaced families.

A prerequisite to the implementation of any information gathering program that must serve the needs of several organizations is agreement on the concepts, definitions, and standard formats to be used.

The following information-related activities are recommended:

- The estimated census of all persons currently receiving assistance from any organization because they are displaced, which was discontinued in 1987, should be re-instituted by CONADES. This should provide information on the total number of displaced in El Salvador, the organizations assisting them, and the geographical coverage and services of these organizations. It may also serve to corroborate the belief that the total number of displaced persons being assisted is rapidly tapering off.

- CONADES system for obtaining and processing registration information should be simplified. A subset of the existing full system (FS) register should be extracted to include the food distribution point and the family identifier. This simplified food distribution (FD) register can be used by CONADES headquarters office to control and monitor distribution activities in the field. A copy of the FD register should be sent each month to all food distribution points for verification and updating by CONADES promoters. At least two weeks prior to the next monthly distribution cycle, this annotated list would be returned to headquarters where it would be

used to update the FD register and to ensure delivery of the appropriate quantities of food.

The FD register should be the basis for eligibility for all CONADES/USAID assistance activities for the displaced. Criteria to establish who should be on the register and for how long must be defined clearly in writing. Twice each year, the FD register should be used to update the FS register by adding and deleting families, and completing the FS record with information collected by the field promoters.

The FS register contains many data elements that could be used to analyze the socioeconomic characteristics of Program beneficiaries. However, one missing element is the date that the family is scheduled to be removed permanently from the rolls. The system should be modified to incorporate this information, which would be useful for planning future Program activities.

- The data in CONADES registers for 1986 and 1988 should be compared to determine how many new families have entered the Program over the past two years and how much movement there has been between settlements. Although CONADES does not have the equipment to perform such an analysis, the appropriate equipment could be leased from a local hardware vendor, which could also provide the necessary programming services.

- CONADES and USAID should conduct periodic surveys to obtain information on the socioeconomic characteristics, health status, and attitudes of displaced families to ensure that their needs are being properly addressed. Such studies could also be used to evaluate the success of reintegration assistance activities. A critical need at this point in the Displaced Families Program is an estimate of how many families intend or would like to: (a) return home; (b) take advantage of relocation opportunities; or (c) stay in their present communities. Without this information, it is difficult to allocate Program resources among the various reintegration options available.

  MIPLAN's Institute for Statistical Sampling could be approached to participate in these recommended survey activities. The team visited the offices of the Institute and was impressed with the quality of its work.

In addition to improvements in its information system, CONADES needs to become better equipped to fulfill its role as the lead GOES agency for planning, coordinating, and implementing assistance and reintegration programs for displaced persons.

Technical assistance to CONADES should focus on these key objectives. The technical assistance team should also examine CONADES' relationship with DIDECO, as well as CONADES' future role in coordination of national emergencies and disasters.

Technical assistance is needed with the development of written policies and procedures covering all activities for which CONADES has implementation responsibilities. These policies and procedures should be formulated in collaboration with USAID, other donors, and other GOES agencies. Based on these policies and procedures, the technical assistance team should help CONADES develop annual operational and long-range strategic plans. Once the new policies and procedures have been instituted, CONADES headquarters and field staff should receive extensive training in their use and implementation.

The technical assistance team should include:

- A Team Leader with experience in program and project management, information management, logistics, and institutional development;

- An MIS Advisor with experience in systems analysis, design of logistics and administrative applications, and development of statistical studies;

- A Training Advisor with experience in implementing institutional-strengthening training programs, marketable vocational skills courses, and productive projects;

- A Logistics Advisor with experience in food distribution operations such as warehousing, packing, routing, transportation, distribution, quality control, and supervision of monitoring activities;

- A Food-for-work Advisor with experience in infrastructure project development and supervision; and

- Two (2) Activities Monitors with experience in food distribution programs and supervision of food-for-work activities, and knowledge of CONADES eligibility and benefit policies.

The Team Leader, MIS Advisor and Logistics Advisor should be expatriates; the other positions on the team could be filled by Salvadoran nationals.

The technical assistance should be provided for the duration of the USAID Displaced Families Program. The cost of this assistance would be low relative to the actual and potential benefits to be realized from providing leadership and continuity within CONADES; from guiding CONADES' plans, operations, and

decision making; and from monitoring CONADES' food-for-work and food distribution activities. The Training Advisor should work with both CONADES and FEDECCREDITO in order to make the most productive use of his/her time and maximize the effectiveness of the training activities. The assignment of Activities Monitors (two are suggested) should be based on the number, location, and geographic dispersion of distribution points rather than strictly on the volume of food being distributed.

USAID plans to combine the food distribution monitoring contract and the program management technical assistance contract into a single contract from 1989 on. This plan should increase the effectiveness of the technical assistance by allowing at least some of the advisors to perform multiple functions and to interact with the various implementing organizations simultaneously.

USAID should specify the reporting format to be used by its PVO grantees and its technical assistance contractors. Sections on progress, problems, and future activities should be included in each report. Statistical data should be accompanied by an analysis showing their significance to the Program, to GOES, and to USAID.

B. Status and Future Directions by Program Component

The following recommendations relate specifically to each major component of the Displaced Families Program.

1. Food Assistance

It is recommended that the pre-packaged five member family ration be standardized so that it is identical in content under each project (3397, 3075, and 2806) for which CONADES has food distribution responsibilities. Rations should be established on the basis of nutritional requirements and the 2806 ration, which is the largest of the three, should be the standard. As shown in Section Three C.1, this ration slightly exceeds the minimum caloric requirements of the average 5.6 member family and may compensate for differences in the age structure and caloric consumption of displaced families. With standardization, all food can be distributed on the same day in a single delivery, and the accounting and control process would be simplified. Moreover, confusion on the part of beneficiaries about why food is distributed in different quantities and at different times would be eliminated. These benefits should outweigh the additional costs of providing larger rations to the 3075 and 3397 target groups.

Food-for-work activities should be meaningful and, to the extent practical, labor intensive. They should benefit both the participants and the community where they are carried out.

RECOMMENDED FOOD ASSISTANCE LEVELS

Following are the recommended 1989 and 1990 food assistance levels for each target group of beneficiaries. All budget estimates are shown is U.S. dollars and are based on the monthly unit cost of the recommended Project 2806 family ration of 59.1 colones (US$11.82).

(a) Newly Displaced Families:

Year	Number of Families	Budget
1989	1,200	212,760
1990	900	159,570
Total	2,100	372,330

Explanatory Notes. Comments by Military Commanders and others suggest that 10 to 20 families per month are being displaced in those departments most affected by the war (San Vicente, Chalatenango, Morazan, San Miguel, Usulutan). The above calculations assume an average nationwide displacement rate of 100 families per month for 1989, and an average of 75 families per month for 1990. It is further assumed that each new family will receive assistance for a total of 15 months. The entire cost of the 15 month ration allotment is budgeted under the year that the family first registers with CONADES.

(b) Families Now Registered and Staying in Present Location:

Year	Number of Families	Budget
1989	12,000	1,489,320
1990	0	0
Total		1,489,320

Explanatory Notes. It is estimated that 12,000 of the families currently on CONADES' register will stay in their present location. Calculations are based on an assistance period of 13.5 months; all costs are budgeted for 1989.

(c) Families Planning to Return:

Year	Number of Families	Budget
1989	4,500	797,850
1990	4,500	797,850
Total	9,000	1,595,700

Explanatory Notes. At this time it is practically impossible to estimate how many families plan to return to their original homes, and when. There was a reduction of approximately 100,000 persons, or close to 18,000 families, in the CONADES register from 1986 to 1988. Based on comments by PVO staff and military personnel, a reasonable guess would be that half of this reduction was accounted for by families returning home, for an average of 4,500 families annually. The above calculations are based on this rough estimate. It is assumed that food assistance would be provided for the minimum six month period, plus an additional period of nine months (the equivalent of two crop cycles), for a total of 15 months in all.

(d) Families Planning to Relocate:

Year	Number of Families	Budget
1989	2,000	354,600
1990	1,000	177,300
Total	3,000	531,900

Explanatory Notes. The Plan Vincular calls for the relocation of 3,500 families over a three year period, beginning in 1988. It is estimated that 500 of these families will be relocated during 1988, leaving another 3,000 for the next two years. The above calculations are based on the assumption that 2,000 families will be relocated in 1989, and the balance in 1990. The assumed food assistance period is 15 months (six month minimum plus nine month equivalent of two crop cycles).

(e) Families in Vulnerable Groups:

Year	Number of Families	Budget
1989	5,700	808,488
1990	0	0
Total	5,700	808,488

Explanatory Notes. It is estimated that roughly 25 percent of registered displaced families are headed by members of a vulnerable group, or about 5,700 families. During 1989, it is recommended that these families be provided with food assistance through an interim activity established under the Displaced Families Program to assist vulnerable groups. An entirely separate Vulnerable Groups Program should be in place by the beginning of 1990. World Food Program representatives indicated that they are operating a similar program that could be expanded to cover these vulnerable group families.

Based on the above estimates for each target group, the total annual budget for the food assistance component of the Displaced Families Program would be:

Year	Budget
1989	3,663,018
1990	1,124,720
Total	4,787,738

Comparative analysis of the number of rations implicit in these estimates and the balances remaining in the pipeline under the present WFP agreement reveals deficits for the following WFP-provided commodities:

- corn (18,200 metric tons),
- milk or beans (1,100 metric tons),
- vegetable oil (1,480 metric tons);

and for the following commodities not provided by WFP:

- meat or chicken (2,070 metric tons), and
- dry vegetables (2,500 metric tons).

The analysis also shows a surplus of 4,000 metric tons of WFP-provided rice, which is not part of the 2806 ration. This surplus should be transferred to another WFP program which includes rice in the ration.

2. Health Services

It is recommended that the services of trained Community Health Workers or health aides (ayudantes de salud) be made available throughout the resettlement and returnee areas. These paraprofessionals would reside in the community and work as unpaid volunteers to deliver basic health care services. They would be provided with a medical kit (botiquin) as a start-up incentive.

There should be at least one volunteer per resettlement/returnee community.

The services of trained health aides should be especially valuable during the early stages of resettlement or return, when communities are being established or reestablished and families may not have easy access to the nearest MOH facility. It is also understood that there are MOH facilities which were shut down due to the conflict and have not yet been reopened, and that some of these are located in returnee areas. The volunteers should be able to provide at least partial health services to families in these areas until full MOH services have been restored.

The volunteers would represent a health care resource available for the resettlement and return communities to use they see fit; for example, a community may decide to set up its own health care program, or to pay a small fee for the services of the health aide which would motivate him or her to resupply the botiquin. PVO promoters should advise communities that express interest in such programs on how to establish them.

A study of the special health care needs of vulnerable groups should be performed as soon as possible. The study results could be used to design a program to address any needs identified, and to negotiate with the MOH for program implementation. If such a program if found to be necessary, it should be in place by the beginning of 1990.

Project HOPE's expertise should be used during the time remaining in its grant agreement to design a training course for the volunteers, participate in the selection of participants (in cooperation with other entities), provide the training, and prepare the botiquines for the volunteers to bring to their respective return/resettlement areas. Depending on how much time is available, HOPE personnel could also assist with the recommended study of the special health care needs of vulnerable groups. The closing of the remaining Project HOPE dispensaries could be accelerated so that HOPE personnel would have more time to devote to these recommended activities. Provided the time is available, the funds remaining in the grant agreement should be sufficient to cover the costs of providing the training, preparing the botiquines, and conducting the health needs study.

Follow-up studies should be carried out in the near future to determine to what extent, if any, the health status of displaced families is being affected by the phasing out of the special health care facilities provided under the Displaced Families Program.

USAID should use its approval authority for the MOH Annual Action Plan to ensure that families in return/resettlement areas are receiving the same services (in terms of distance and staff-

population ratios) from MOH facilities as the rest of the rural population in El Salvador.

3. Employment and Training

The thrust of the employment and training component should be to support economic reintegration. If the recommended benefits policy is adopted, it is anticipated that many displaced families will elect not to participate in the Program after six months, and will thus become ineligible for employment and training benefits.

A portion of the funding for this component should be reserved to provide cash income for newly displaced families, on a temporary basis only. Job opportunities should be allocated so as to provide employment at the rate of about 30 days out of every six months a displaced family remains eligible for assistance.

The daily wage of six colones (US$ 1.20) should be increased to eight colones (US$ 1.60) to give beneficiaries the same relative acquisitive power as they had in 1982 when the jobs program was initiated.

FEDECCREDITO should continue to develop and carry out meaningful, beneficial projects to generate occasional employment. As some of these projects might be suitable models for CONADES' food-for-work activities, Program management should consider ways to encourage coordination between FEDECCREDITO and CONADES with this in mind.

Vocational training activities need to be restructured to support economic reintegration efforts more effectively. It is recommended that the training component be divided into two sub-components: one addressed to the training needs of those returning home or permanently relocating; and the other addressed to the needs of those who plan to remain in their present communities.

Since the great majority of the displaced population is made up of campesinos, training (or productive projects) for returnees and resettlers should focus primarily on agriculture (better agricultural techniques, crop rotation, crop protection, marketing techniques, cooperatives). Some specialized non-agricultural training could be offered where conditions warrant i.e., to develop artisanal skills needed in rural communities. Emphasis might also be placed on strengthening community and household skills to prepare families for economic reintegration. Training for returnees and resettlers should be made available during the first six months after they move so as to provide them with cash income during the adjustment period. Participants

should not be compensated for any subsequent training they receive after these initial six months.

Training for those who choose to remain in their present communities should be vocational training. Prevailing labor market conditions and trends must be a key factor in course selection. There should be close coordination with the Ministry of Labor and other entities to identify those skills that in high demand and that are appropriate for the target group. All courses should include training in the marketing or commercial aspects of the trade. The maximum stipend for vocational training should be five colones (US$ 1.00) per training day. Three colones (US$ 0.60) would be payable immediately to cover transportation and lunch expenses of participants who demonstrate real interest in the training by having an attendance record of over 90 percent. The remaining two colones (US$ 0.40) per day would be paid to participants in a lump sum after satisfactory completion of the course. This lump sum payment could be in cash, tools, or materials, as appropriate for the course. Training courses could be open to families whose eligibility had expired, but there should be no stipends for these participants.

An evaluation component should be built into the structure of all training activities to provide feedback on the quality of teaching, job opportunities, employer satisfaction, etc.

The plan to reduce FEDECCREDITO operations from ten to four cajas needs further study. Under this plan, the employment-training component would focus primarily on families who have resettled/returned, or expressed a willingness to do so. While the proposed cutback in the number of cajas might reduce the operational costs of this component, it might also make its implementation less effective. An analysis should be conducted which plots the locations of both the ISTA resettlement areas and the communities to which families would be returning with the locations of the four cajas scheduled to remain in operation. If there is a good match, then the plan should go forward. If it is determined that some of the resettlement and/or return areas are too far from these cajas to permit effective implementation, then the plan should be revised. It may be impractical, for example, to expect a caja in Chalatenango to cover areas as far away as Auachapan.

RECOMMENDED EMPLOYMENT ASSISTANCE LEVELS

Following are the recommended 1989 and 1990 assistance levels for the employment element of the employment and training component:

(a) Employment for Newly Displaced Families:

Year	Number of Families	Budget
1989	1,200	57,600
1990	900	43,200
Total	2,100	100,800

Explanatory Notes. Calculations are based on 1,200 and 900 families for 1989 and 1990, respectively. It is assumed they will be employed for 30 days over a six month period, at a daily wage of eight colones (US$1.60).

(b) Employment for Returnees:

Year	Number of Families	Budget
1989	900	108,000
1990	900	64,800
Total	1,800	172,800

Explanatory Notes. Calculations are based the assumption that 20 percent of the 4,500 families returning home in each of 1989 and 1990 will receive temporary employment benefits. They will work for 30 days during the first six months and for 45 days during the next nine months (the equivalent of two crop cycles), for a daily wage of eight colones (US$1.60). A higher percentage (62.5 percent) of the total budget is allocated to 1989, since families returning in 1990 will have already received the first 30 days of their employment benefits.

(c) Employment for Resettled Families:

Year	Number of Families	Budget
1989	400	48,000
1990	200	14,400
Total	600	62,400

Explanatory Notes. Calculations are based on the assumption that 20 percent of the 2,000 families relocating in 1989 and the 1,000 families relocating in 1990 will receive temporary employment for 75 days (30 days during the first six months and 45 days during the subsequent nine months that it takes them to produce two crops). The daily wage will be eight colones (US$1.60).

(d) Estimated Cost of Materials for Employment (Infrastructure) Projects:

Year	Budget
1989	213,600
1990	122,400
Total	336,000

Based on the above estimates, the two-year budget for the employment element of the Employment and Training Component would be:

Year	Budget
1989	427,200
1990	244,800
Total	672,000

RECOMMENDED TRAINING ASSISTANCE LEVELS

Recommended assistance levels for the training element of the employment and training component incorporate:

(a) Training for Newly Displaced Families:

Year	Number of Families	Budget
1989	120	5,400
1990	90	4,050
Total	210	9,450

Explanatory Notes. It is assumed that 10 percent of the families that become displaced during 1989 (estimated at 1,200 families) and during 1990 (estimated at 900 families) will participate in training activities. Participants will receive an average of 45 days of training and maximum stipends of five colones (US$1.00) per training day.

(b) Training/Productive Projects for Returnees:

Year	Number of Families	Budget
1989	450	20,250
1990	450	20,250
Total	900	40,500

Explanatory Notes. Calculations are based on a 10 percent participation rate by families returning home (4,500 families in both 1989 and 1990); an average course duration of 45 days; and maximum daily stipends of five 5.00 colones (US$1.00).

(c) Training/Productive Projects for Resettled Families:

Year	Number of Families	Budget
1989	200	9,000
1990	100	4,500
Total	300	13,500

Explanatory Notes. Calculations are based on a 10 percent participation rate by families being resettled in 1989 (2,000 families) and 1990 (1,000 families); an average course duration of 45 days; and maximum daily stipends of five colones (US$1.00).

(d) Vocational Training for Families Remaining in Present Location:

Year	Number of Families	Budget
1989	3,000	135,000
1990	0	0
Total	3,000	135,000

Explanatory Notes. It is assumed that 25 percent of the 12,000 registered families that are expected to remain their present location will receive vocational training during 1989. The average course duration will be 45 days and maximum stipends per training day will be five colones (US$1.00).

Based on the above estimates, the two year totals for the training element of the employment and training Component would be:

Year	Budget
1989	169,650
1990	28,800
Total	198,450

This brings the totals for the entire employment and training component to:

Year	Budget
1989	596,850
1990	273,600
Total	870,450

4. Return/Resettlement Support

Efforts to support the return/resettlement movement probably represent the most productive aspect of the entire Displaced Families Program, as their objective is to achieve a permanent solution to the problems created by an "emergency" situation. They provide incentives for peasants (campesinos) to return to farming and to experience the sense of land ownership and personal roots that encourages Salvadoran farmers generally to "stick it out" in good times and bad. Since the assistance is of a short-term nature, it is not subject to the criticism that some other components of the Program have received for perpetuating dependency on assistance. It is fortunate that the return/resettlement movement has the support of all key groups: civilian and military authorities, the guerrillas, and the donor community.

The perception of renewed safety and security that has encouraged the displaced to return or resettle in increasing numbers over the past two years must be maintained if this component is to continue building on its accomplishments. If the security situation is perceived as deteriorating, it is possible that these same people will once again take flight, even if there has been no real change in the conditions of the conflict.

It is possible that there will be more displaced families interested in relocating than there are lands available for them under the current Plan Vincular. An estimate of the number of families in this category should be developed by CONADES and, if necessary, used to negotiate with ISTA for more lands.

It is recommended that the assistance provided under this component be addressed to the needs of the return/resettlement community is general. Although the emphasis would be on those who are newly returned or resettled, colonos and small land owners already in the area should not be excluded from participating in community projects and other support activities. This should facilitate reintegration of displaced families by helping them and others to see these families as part of the local community rather than as a separate group with special privileges. In developmental programs where this approach has been tried, there are strong indications that community relations between desplazados and their neighbors have been strengthened

and that program activities have had a positive impact on the entire community.

To give further impetus to the reintegration process, it is recommended that a credit line or "community bank" be established for displaced families. Priority should be given to returning and resettling families who need credit but cannot obtain it through the formal credit system, perhaps because an old loan has been in default since the time of their displacement. Small, soft-term loans should be made available to help these families acquire land, or establish micro-enterprises and other income-generating activities. Implementation of the credit program should be coordinated through the PVO's and FEDECCREDITO. PVO field personnel could promote the credit line and perform preliminary eligibility screening and elementary risk assessments. FEDECCREDITO could act as the lending institution under a new agreement for this purpose. The services of other local entities with knowledge of local market conditions and experience working with productive projects and solidarity groups could be enlisted for specific tasks.

It is not envisioned that this credit program would require heavy investment in start up costs or an elaborate administrative system. Many civilian and military authorities, as well as displaced persons, interviewed by the evaluation team mentioned that opportunity (particularly credit) was the key to economic reintegration of the displaced.

The housing materials and designs being furnished by World Relief and IRC should be standardized at all returnee and resettlement sites. Small modular units should be constructed which can eventually be expanded by the occupants into a larger house. The use of traditional materials should be encouraged.

RECOMMENDED ASSISTANCE LEVELS FOR RETURN/RESETTLEMENT SUPPORT

Following are the recommended 1989 and 1990 assistance levels for the return/resettlement support component of the Displaced Families Program.

(a) Housing Support for Returning/Resettling Families:

	Returning		Resettling		Total	
Year	Number	Budget	Number	Budget	Number	Budget
1989	4,500	2,250,000	2,000	1,000,000	6,500	3,250,000
1990	4,500	2,250,000	1,000	500,000	5,500	2,750,000
Total	9,000	4,500,000	3,000	1,500,000	12,000	6,000,000

Explanatory Notes. It is assumed that all returnees (2,000 in 1989 and 1,000 in 1990) and all resettling families (4,500 in both years) will receive housing support through the Program. The unit cost is 2,500 colones (US$ 500).

(b) Transportation Support for Returning/Resettling Families:

	Returning		Resettling		Total	
Year	Number	Budget	Number	Budget	Number	Budget
1989	4,500	90,000	2,000	40,000	6,500	130,000
1990	4,500	90,000	1,000	20,000	5,500	110,000
Total	9,000	180,000	3,000	60,000	12,000	240,000

Explanatory Notes. It is assumed that all returnees and resettling families participating in the Program will receive transportation support at an average cost per family of 100 colones (US$ 20).

(c) Granos Basicos for Returning/Resettling Families and Families Remaining in Present Location:

	Returning		Resettling		Remaining	
Year	Number	Budget	Number	Budget	Number	Budget
1989	3,015	783,900	2,000	520,000	1,200	312,000
1990	3,015	783,900	1,000	260,000	0	0
Total	6,030	1,567,800	3,000	780,000	1,200	312,000

The above budget covers the recommended assistance level for families that choose to stay where they are now located in addition to the estimated needs of families that are returning or resettling. The combined totals for these three categories are:

Year	Number of Families	Budget
1989	6,215	1,615,900
1990	4,015	1,043,900
Total	10,230	2,659,800

Explanatory Notes. The calculations for returning families are based on the assumption that only two-thirds (67 percent) of this group will be eligible for granos basicos since the remaining 33 percent have already received this type of assistance. For resettling families, 100 percent participation has been assumed. For families choosing to stay where they are presently located, it is recommended that an arbitrary limit on participation be established at 10 percent, or 1,200 families,

since the emphasis of this assistance should be primarily on supporting the return/resettlement movement. All participating families will receive two granos basicos packages, at a cost of 650 colones (US$ 130) per package.

(d) Credit Assistance to Returning/Resettling Families and Families Remaining in Present Location:

	Returning		Resettling		Remaining	
Year	Number	Budget	Number	Budget	Number	Budget
1989	900	900,000	400	400,000	3,000	3,000,000
1990	900	900,000	200	200,000	0	0
Total	1,800	1,800,000	600	600,000	3,000	3,000,000

The above budget provides for families remaining in their present locations as well as for those being returned and resettled in other communities. The combined totals for these three categories are:

Year	Number of Families	Budget
1989	4,300	4,300,000
1990	1,100	1,100,000
Total	5,400	5,400,000

Explanatory Notes. It is assumed that 20 percent of all returning and resettling families, and 25 percent of families remaining in their present locations, will receive loans. The average loan amount is 5,000 colones (US$ 1,000).

The total recommended assistance levels for the return/resettlement support component (inclusive of credit) are:

Year	Budget
1989	9,295,900
1990	5,003,900
Total	14,299,800

5. Summary of Recommended Direct Assistance Levels

The recommended 1989 and 1990 levels of assistance for each component are consolidated below into a direct assistance budget for the entire Displaced Families Program. Since food assistance would be provided through the World Food Program and credit assistance would be funded under a separate local currency

budget, the costs of these two types of support are deducted from the consolidated totals to arrive at a dollar budget for direct assistance under Project No. 519-0281.

Component	Cost (in US$ 000's) 1989	1990	Total
Food Assistance*	3,663.0	1,124.7	4,787.7
Employment/Training			
Employment	427.2	244.8	672.0
Training	169.7	28.8	198.5
Return/Resettlement			
Housing	3,250.0	2,750.0	6,000.0
Transportation	130.0	110.0	240.0
Granos Basicos	1,615.9	1,043.9	2,659.8
Credit*	4,300.0	1,100.0	5,400.0
Grand Total Direct Assistance	13,555.8	6,402.2	19,958.0
Less:			
WFP and Local Currency Components*	(7,963.0)	(2,224.7)	(10,197.7)
Net Total Project 0281 Direct Assistance	5,592.8	4,177.5	9,770.3

C. Program Management and Funding Levels

USAID has been managing and implementing the Displaced Families Program with the assistance of World Relief, IRC, and FEDECCREDITO. In addition it has been providing budgetary support and financing the cost of technical assistance to CONADES.

It is recommended that the cooperative/grant agreements with the PVO's and FEDECCREDITO be extended as necessary to enable these organizations to continue supporting the Displaced Families Program over the next two years. The estimated costs of extending these agreements are as follows:

Organization	Cost (in US$ 000's) 1989	1990	Total
World Relief	304.5	253.8	558.3
IRC	163.9	136.6	300.5
FEDECCREDITO	432.0	360.0	792.0
Total	900.4	750.4	750.8

Explanatory Notes. The PVO cost estimates assume an overhead rate of ten percent of the total cost of the direct assistance benefits provided to returning and resettling families (i.e. housing, transportation, granos basicos); it is anticipated that 65 percent of these families will be assisted by World Relief, and the remaining 35 percent by IRC. The estimates for FEDECCREDITO are based on the assumption that the operating costs of this organization will decline sharply over the next two years, given plans to reduce the number of cajas involved in the Program and the anticipated dropoff in the number of Program participants. FEDECCREDITO's total operating cost is now approximately US$75,000 per month, of which an estimated 80 percent, or US$60,000, are costs attributable to operating personnel. It is assumed that these monthly personnel costs will fall to around 60 percent of the present rate in 1989 (US$ 36,000/month), and to 50 percent of the present rate in 1990 (US$ 30,000).

The costs of the recommended technical assistance and budgetary support to CONADES and for USAID program management are estimated as follows:

Item	Cost (in US$ 000's) 1989	1990	Total
Technical Assistance Team	624.0	624.0	1,248.0
CONADES Budget Support	347.0	223.0	570.0
USAID Program Management	250.0	250.0	500.0
Total	1,221.0	1,097.0	2,318.0

Explanatory Notes. The cost of the technical assistance team suggested in Section Four A.3 is estimated at US$ 624,000 per year, based on an annual level of effort of 36 person-months of expatriate services (at US$ 12,000 per month) and 48 person-months of Salvadorans services (at US$ 4,000 per month). Budgetary support to CONADES will fund 15 positions in 1989 and 10 positions in 1990 at an average monthly cost of 2,000 colones (US$ 400) each, in addition to transportation and other operational costs estimated at US$ 275,000 and US$ 175,000 for 1989 and 1990, respectively.

D. Consolidated Budget for the Displaced Families Program: 1989-1990

Based on the recommendations made in this report, a suggested overall budget for the remaining two years of Program operation (1989 and 1990) would be as follows:

Item	Cost (in US$ 000's) 1989	1990	Total
Direct Assistance	5,592.8	4,177.5	9,770.3
PVO Service Cost	468.4	390.4	858.8
Technical Assistance	624.0	624.0	1,248.0
FEDECCREDITO	432.0	360.0	792.0
Program Management	250.0	250.0	500.0
TOTAL PROJECT 0281	7,367.2	5,801.9	13,169.1
Credit (Local Currency)	4,300.0	1,100.0	5,400.0
CONADES (Local Currency)	347.0	223.0	570.0
Food Assistance (WFP)	3,663.0	1,124.7	4,787.7
TOTAL PROGRAM	15,677.2	8,249.6	23,926.8

APPENDICES

Appendix I

EVALUATION SCOPE OF WORK

CHECCHI & COMPANY/LOUIS BERGER INTERNATIONAL, INC.
WORK ORDER NO. 61 - PDC-0085-I-00-6097-00

ARTICLE I - TITLE

Project No. 519-0281, Emergency Program: Health and Jobs for Displaced Families.

ARTICLE II- OBJECTIVE

To provide a formative evaluation of the Displaced Persons Program.

ARTICLE III- STATEMENT OF WORK

The USAID's Displaced Families Program has the following basic objectives:

1) To assist Displaced Families to reintegrate into the economy either by:

   - returning home to their farms or relocating permanently on other farm land, or

   - settling permanently where they are currently located supported by non farm employment; and

2) to provide Displaced Families, prior to reintegration, with vitally needed humanitarian assistance, i.e., food, medical attention and limited cash income.

Keeping in mind the above objectives, the purpose of this formative evaluation is to answer the following questions:

1. Do the GOES, USAID and PVOs working on the Program have adequate data sources for Program/activity design, monitoring and evaluation?

   1.a. Discuss the capability of CONADES to provide data required by both CONADES and other organizations, including PVOs and the USAID. Is the T.A. being provided what is needed to implement any needed improvements in CONADES's ability to collect, manipulate and report the required data?

   1.b. Discuss the adequacy of PVO collected, manipulated and reported data. Is it adequate for the needs of the PVOs and for AID?

1.c. Does the USAID's DP Program Unit (IRD/CDD) collect, manipulate and report the data both it and higher level USAID managers require to monitor Program performance? Has the USAID given clear instructions to the CONADES T.A. team and to Program funded PVOs on what data it wants and how it should be reported, e.g., so that reports from various organizations are compatable.

1.d. Does FEDECREDITO have adequate data to design and evaluate its vocational training activities, e.g. to monitor post training employment, including employer satisfaction with the employee's skills?

2. What activities should the USAID assist, and with what GOES and Private organizations, between now and the end of 1990 in order to assist DP families to reintegrate into the economy?

2.a. What are the Program's reintegration accomplishments to date? What are its strong and weak points, e.g., are ongoing vocational training activities a cost effective way of reintegrating DPs? What are the Program's bottlenecks and impediments?

2.b. Which currently supported activities should be retained as is, reduced, expanded or otherwise modified? Discuss the recommended magnitude of proposed inputs, the expected outputs (e.g., projected number of DP Families reintegrated in 1988, 1989 and 1990) and the institutional options for implementation.

2.c. Which activities currently supported should be terminated? Why? When? Are there any recommended actions prior to termination?

2.d. Should any new activities be added to the Program? If yes, outline the design of the activity(ies), the recommended magnitude of the proposed inputs, expected outputs (e.g., DP's reintegrated), and discuss institutional options for implementation.

2.e. Discuss any lack of incentives or disincentives, e.g., existance of special assistance programs for DPs, for reintegration. Make related recommendations.

2.f. Given that the USAID desires to give priority to reintegrating DPs in camps over dispersed DPs, is Program implementation serving that priority?

2.g. Recommend policy dialog and program conditionality issues related to reintegration for the consideration of Mission Management.

3. What vital humanitarian assistance activities should the USAID support between now and 1990 in order to assist DP families not yet reintegrated?

3.a. After evaluating and discussing CONADES' ability to determine the numbers of DPs and their locations who really require donated foods in order to be as well fed as the marginal urban and rural population in general (the needy). estimate the number of DPs who currently should be receiving donated foods. Then estimate the number of those who are needy receiving donated food and the number of non needy people receiving food.

3.b. Review the adequacy of procedures, including adequacy of implementation of those procedures, in removing DPs from feeding and other assistance roles once a DP has reintegrated either through returning/relocating or completing a DP Program sponsored vocational training course.

3.c. Keeping in mind the numbers of reintegrated DPs projected in 2.b. above and CONADES' implementation capacity, what level of WFP DP feeding should the USAID support for 1989 and 1990? Relate and discuss these recommended feeding levels to CONADES and WFP plans for feeding Programs.

3.d What steps could CONADES realistically take to improve its operations, especially those that would help to assure that food gets to those who are needy and doesn't get to the non needy? Comment on the utility of the CONADES "Prepack" activity. Also comment on the implementation of food for work activities, e.g., percentage of CONADES food recipients actually involved in food for work (FFW) activities, whether full time or occassionally, and whether, where used, the

introduction of FFW has reduced beneficiary roles, i.e., those who were not needy decided that engaging in FFW was not worth the effort. Also discuss the utility or developmental impact of the FFW activities.

3.e. After determing what role CONADES should and could play in the DP Program through 1990, review the USAID funded T.A. activity in CONADES and recommend any needed modifications in the magnitude, mix and length of that T.A. Do not assume that T.A. must continue after 1988.

3.f. What Health Activities should the USAID support (e.g., through the MOH, Project Hope and other PVOs) specifically for DPs in order to help assure that they have a health status at least equal to El Salvador's rural population? After reviewing current MOH activities, those planned as a result of the USAID assisted APSISA project and the MOH's probable budget levels for the next few years, discuss whether the USAID should expect more from the MOH in meeting the needs of reintegrated and non reintegrated DPs? Comment on the feasibility of USAID Plans to train rural health aides and to capitalize a botiquín for each aide as part of the DP Program.

3.g. Estimate the number of "hard core" DPs, i.e., those who will be unable to reintegrate into the economy for the foreseeable future. Recommend the level and types of special assistance that should be provided to these DPs. Also recommend the institution(s) that should provide that assistance. Do not assume that CONADES must last indefinitely.

3.h. What are the DP perceived problems which prevent or inhibit the displaced from deciding to return home or permanently relocate in new sites. Issues such as security, credit, ownership of property in original site (relocation issue), and assistance to be received after resettling are frequently mentioned by the displaced. What program measures can be taken to overcome identified obstacles?

3.i Recommend policy dialogue and program conditionally issues related to humanitarian assistance for the consideration of Mission Management.

Appendix II

LIST OF PERSONS INTERVIEWED BY EVALUATION TEAM*

1. <u>U.S. Government</u>

Enrique Barrau, Rural Development Office (RDO), USAID/El Salvador

Robert Ellmore, U.S. Embassy

Gerald Foucher, Food for Peace Officer, Health, Population and Nutrition Office (HPN/FFP), USAID/El Salvador

Leo Garza, Office of Education and Training (OET), USAID/El Salvador

Raymond G. Lynch, Displaced Families Program Manager, Community Development Branch (IRD/CDB), USAID/El Salvador

John Naponick, Director, Health, Population and Nutrition Office (HPN), USAID/El Salvador

David Thompson, Eastern Regional Coordinator of the National Plan Branch (IRD/NPB) and former Displaced Families Program Manager, USAID/El Salvador

Ronald A. Witherell, Senior Coordinator, Infrastructure and Regional Development Office (IRD), USAID/El Salvador

2. <u>Government of El Salvador</u>

Jose Gil Majano, Former Director of Project Implementation Unit (UCAT), FEDECCREDITO

Juan Jose Martinez, Director of Project Implementation Unit (UCAT), FEDECCREDITO

Fantina de Martinez, General Manager, CONADES

Alfonso Munoz Masferrer, Coordinator, Program Monitoring Unit, Banco Salvadoreno

Dinora Ruth, Training Director, CONADES

Miriam Trejos de Portillo, Viceminister for Social Development, Ministry of Interior

3. <u>Other Organizations and Individuals</u>

Rene Antolin, World Food Program

Guillermo Barrientos, Interim Director, World Relief/El Salvador

Debbie Barrau, Author

Carlos Bautista, General Manager, CESAD

Ken Brown, Program Director, Catholic Relief Services-USCC

Marvin Dreyer, Coordinator of Food Monitors, RONCO Consulting Corporation

Jose Garzon, Chief of Party for CONADES Technical Assistance, Kraus International

Felix Hurtado, Director, Project HOPE/El Salvador

Francois Musy, Chief of Delegation, International Red Cross/El Salvador

David Rogers, Program Manager, Save the Children Federation

Robyn Ziebert, Regional Executive Director, International Rescue Committee

* List does not include contacts made during field site visits

Appendix III

LIST OF DOCUMENTS CONSULTED BY EVALUATION TEAM

Abel Dunas et al., Project HOPE Displaced Families Evaluation Report, San Salvador, 1988

Agency for International Development, Displaced Persons in El Salvador: An Assessment, Washington, March 1985

Barrau, Debbie, Returning and Relocation of Displaced Families in El Salvador since 1987, San Salvador, March 1988

CINAS, La Migracion Centroamericana y la Situacion de los Salvadorenos Desplazados y Refugiados, Mexico City, August 1986

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_____, Plan de Creacion de la Unidad de Capacitacion, San Salvador, 1988

_____, Plan Nacional a Atencion de Personas Desplazadas, 1986-1989, San Salvador, 1986

Consulting Corporation of America, Baseline Survey of the Displaced Population, San Salvador, 1985.

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La Guerra y su Incidencia en el EcoSistema Salvadoreno: los Limites en los Modelos para Poblacion Desplazada, Boletin de Ciencias Economicas y Sociales (Ano 1, Numero 5), San Salvador, September-October 1987.

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Project HOPE El Salvador, Primary Health Care to the Disabled and Resettled Population, San Salvador, April-September 1986.

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United Nations, Perfil de Proyecto: Programa para de Desarrollo de Despazados, Refugiados y Repatriados (PRODERE), San Salvador, May 1988.

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_____, IRD/CDB, Index for Background Materials on Displaced Persons Assistance.

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_____, Cooperative Agreement No. 519-0281-A-005442-00 with Overseas Education Fund Intl., San Salvador, August 1985.

_____, Cooperative Agreement No. 519-0281-A-005388-00 with World Relief Corporation, San Salvador, July 1985.

_____, Cooperative Agreement No. 519-0281-A-004280-00 with People-to-People Foundation, Inc. (Project HOPE), San Salvador, August 1984.

_____, Operational Program Grant No. 519-0281-G-008309-00 with International Rescue Committee, San Salvador, May 1988.

_____, Project Agreement Between the Federation of Credit Unions and the Agency for International Development, Emergency Program: Health and Jobs for Displaced Families, San Salvador, July 1985.

_____, Cooperative Grant Agreement No. 519-0281-G-005108-00 with the Salvadoran Evangelic Committee for Assistance and Development (CESAD), San Salvador, January 1985.

_____, Miscellaneous Financial Data, Correspondence, and Grantee Reports in Project No. 519-0281 Files, 1982-date.

U.S. Committee for Refugees, Aiding the Desplazados of El Salvador: The Complexity of Humanitarian Assistance, Washington, Fall 1984.

Appendix IV

LIST OF SITE VISITS MADE BY EVALUATION TEAM
July 5-20, 1988

Department	Place	Date	Type of Activity
Achuachapan	Hcda. El Cortijo	July 5	Relocation Site
Cabanas	Sensuntepeque	July 9	Caja de Credito
	Ilobasco	July 9	Employment Project
Chalatenango	Chalatenango	July 15	Caja de Credito
La Libertad	El Sitio	July 5	Future Relocation Site
	Santa Tecla	July 5	DP Camp
La Union	La Union	July 6	Caja de Credito
	Hcda. La Esperanza	July 6	Relocation Site
	Hcda. El Haviall	July 6	Relocation Site
	Antonio Santos	July 6	Employment Project
Morazan	S.F. Gotera	July 3	Caja de Credito
	El Tiangue	July 8	Conc. Settlement
	Arriba y Abajo	July 8	Conc. Settlement
	San Jose	July 8	Conc. Settlement
	Hcda. Sta. Barbara	July 8	Relocation Site
San Miguel	San Miguel	July 6	Caja de Credito
	Moncagua	July 7	DP Camp, Employment Projects
San Salvador	Betania	July	DP Camp
San Vicente	San Vicente	July 14	Caja de Credito, Conc. Settlement
Usulatan	Usulutan	July 7	Caja de Credito
	Berlin	July 7	Conc. Settlements

Appendix V

DP ASSISTANCE ACTIVITIES OF SELECTED NON-GOVERNMENTAL ORGANIZATIONS

Catholic Archdiocese of San Salvador. Archbishop Arturo Rivera Damas heads two assistance organizations: the Archdiocesan Social Secretariat (SSA) and the Archdiocesan Caritas. The major difference between the two entities is the source of funding: Archdiocesan Caritas receives money from Catholic Relief Services (see below) and SSA from the church's budget and direct donations. Although the budgets of each organization are not available, combined church aid probably exceeds any non-governmental agency not working with the government. Archdiocesan Caritas' work mirrors the activities of Caritas of El Salvador described in San Salvador, Cuscatlan and Chalatenango Depts. SSA operates the following programs in different locations within the same departments: feeding, provisional housing, clothing donations and medical care. SSA administers the San Jose Calle Real Displaced Persons Camp located in San Salvador Dept. and oversees church aid to the repatriates from Honduras. Figures on the number of displaced persons assisted by the church are unavailable because neither SSA nor Archdiocesan Caritas distinguishes between DP's and other disadvantaged groups.

Catholic Relief Services (CRS)/Caritas of El Salvador. On behalf of the U.S. Catholic Church, CRS funds programs through Caritas of El Salvador (its local counterpart agency) and other groups with its USD 6.5 million annual budget. The overall CRS effort has a three component program: food donations, medicines and other relief supplies, and socio-economic development projects. The CRS food program is targeted for residents living in areas where government programs do not reach because of security concerns, namely parts of Chalatenango, San Vicente and Cabanas Depts. CRS has a special program for displaced persons, particularly residents of church-sponsored camps, for educational assistance, shelter and sanitation projects.

Christian Committee for the Displaced of El Salvador (CRIPDES)/ National Repopulation Committee (CNR). CRIPDES and CNR are guerrilla front groups with overlapping membership which claim to work on behalf of the displaced and returnees. CRIPDES/CNR's forte seems to be community organization to support the rebel cause. CRIPDES/CNR actively organize displaced elements in San Salvador to participate in demonstrations and work with the extra-legal town councils in Panchimilama, San Jose Las Flores and El Barrillo, as well as the five returnee communities of the Salvadoran refugees who repatriated from Honduras.

No reliable estimate of CRIPDES/CNR-provided material assistance is available. CRIPDES has close ties to the Salvadoran Humanitarian Aid, Research and Education Foundation (SHARE) and the Committee in Solidarity with the People of El Salvador (CISPES), two U.S. groups which politically support the Farabundo Marti National Liberation Front (FMLN), the umbrella organization for the five guerrilla factions seeking to overthrow the GOES. CISPES helps to support a U.S. assistance group called Salvadoran Medical Relief Funds (SMRF), which claims to have funded USD 4.5 million worth of humanitarian aid projects in areas of guerrilla persistence located in San Salvador, Chalatenango, Cabanas, San Vicente Usulutan and San Miguel Depts. from 1983 through 1987. The SHARF Foundation, through its "Going Home" campaign, is trying to raise USD one million during 1988 to provide seeds, agricultural tools, building materials and medical supplies to the five returnee communities of Salvadoran repatriates from Honduras.

Inernational Committee of the Red Cross (ICRC). The ICRC assistance program is dedicated to DP's and communities in conflictive zones with an annual budget of USD two to three million. ICRC basically works in areas where others cannot because of the war, particularly conflictive parts of Morazan, Chalatenango, San Vicente, San Miguel, Cabanas and Usulutan departments. The ICRC program here has four parts: a small feeding program (5-10,000 recipients), an agricultural assistance package for subsistence farmers (10,000 recipients), a series of community sanitation projects and a medical aid effort. The medical assistance program is the heart of the ICRC's work here. ICRC operates mobile clinics in 30 communities in conflictive areas which are visited once a month and trains local residents in basic health care. In 1987, the ICRC assisted a total of 100,000 individuals (not necessarily all DP's) residing in conflictive zones.

Lutheran Church. The Lutheran Church has a preventive medicine health program, an educaton and literacy program, a vocational (agricultural) education program, and a food program for the displaced. The church relies mostly on its 36 churches in seven departments (San Salvador, La Libertad, San Miguel, La Union, Santa Ana, and Ahuachapan) to distribute its material aid. The church makes no distinction between DP's and other poor recipients of its assistance, so it is impossible to project accurately the number of DP's served. The Lutheran Church operates one displaced persons camp, Fe y Esperanza, but is moving the displaced out and turning it into an orphanage. Former Fe y Esperanza residents are being resettled in Panchimilama, La Paz Dept. The Lutheran Church has provided housing construction materials, latrines and productive projects for Panchimilama. The Lutheran Church, in cooperation with the Catholic Archdiocese

has been providing basic materials and volunteers to work in the five communities where the Salvadoran refugees returning from Honduras have settled. Lutheran Bishop Medardo Gomez estimates that the annual church aid budget is around USD one million.

Salvadoran Development and Minimal Housing Foundation (FUNDASAL). The twenty-year old FUNDASAL is a private, non-profit housing institute with funding sources ranging from the World Bank to European governmental and non-governmental agencies. FUNDASAL has cooperated with the Catholic Archdiocese's Social Secretariat on DP resettlement and returnee communities in Cuscatlan, Chalatenango, Santa Ana, Sonsonate and La Libertad departments. FUNDASAL contributed the housing component of the project communities and, in some cases, helped with community organization. The star of FUNDASAL's portfolio is the Tenancingo Returnee Community Project. FUNDASAL spent slightly less than USD one million in 1987 on its resettlement assistance programs.

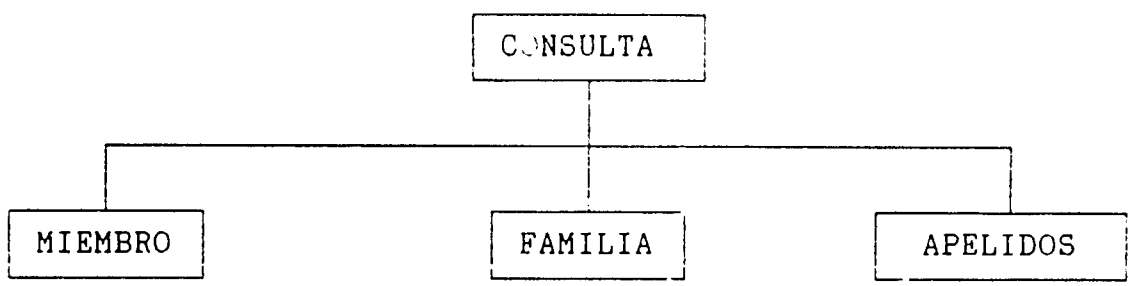
Source: American Embassy/Sal Salvador, May 1988 (excerpts from unclassified cable).

Appendix VI

CHARACTERISTICS OF CONADES DATA MANAGEMENT SYSTEM

MECANISMOS PARA TODAS LAS FORMAS DE CONSULTA

ORGANIGRAMA



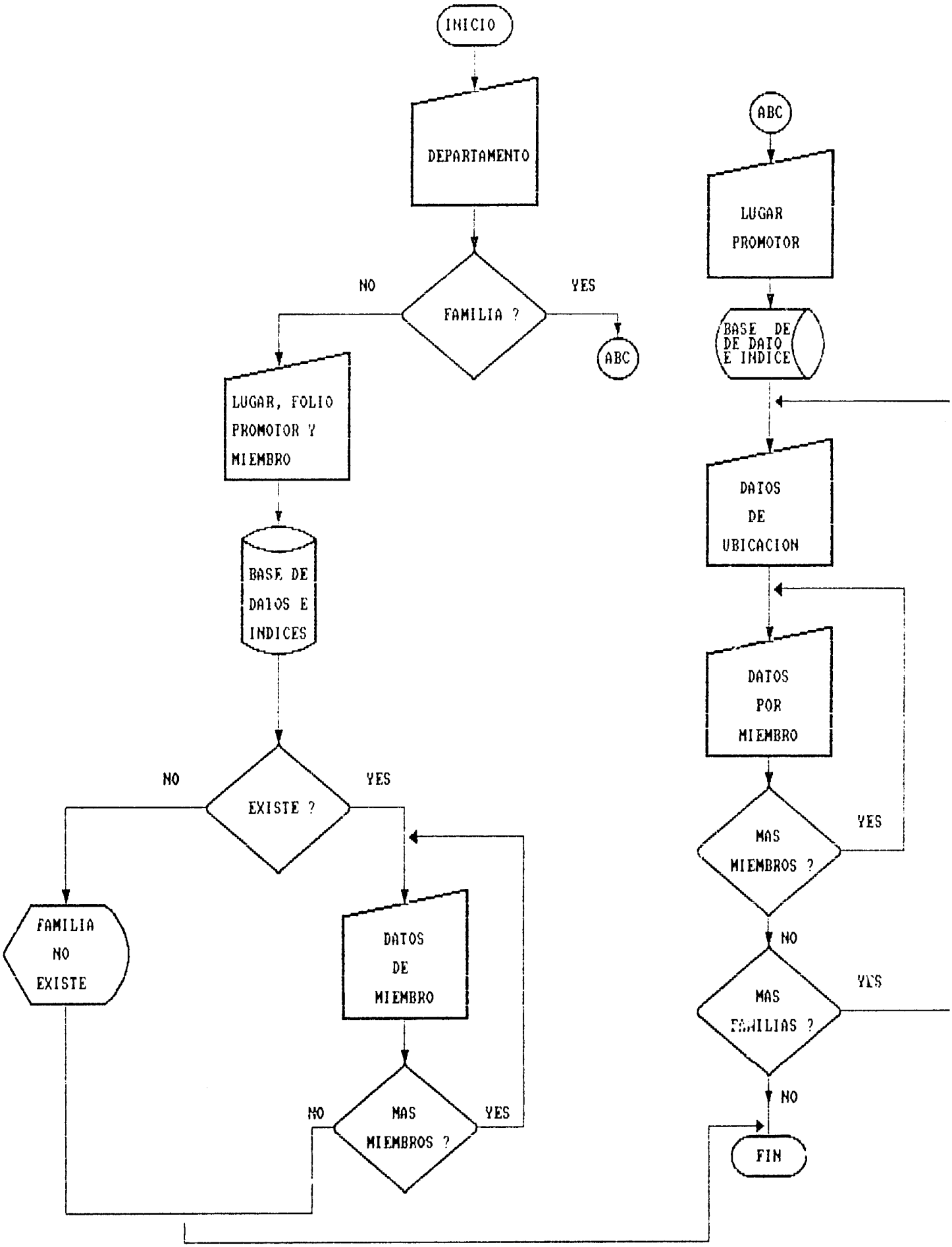
DATOS NECESARIOS

MIEMBRO	FAMILIA	APELIDOS
-LUGAR DE DISTRIBUCION.	-LUGAR DE DISTRIBUCION.	-PRIMER APELLIDO
-NUMERO DEL PROMOTOR.	-NUMERO DEL PROMOTOR.	-SEGUNDO APELLIDO
-NUMERO DE LA FAMILIA.	-NUMERO DE LA FAMILIA.	
-NUMERO DE LINEA EN LA FAMILIA		

INDICES

MIEMBRO	FAMILIA	APELIDOS
LUGAR	LUGAR	LUGAR
CODIGO	CODIGO	CODIGO
		OFICIO
		NIVEL EDUCATIVO
		MUNICIPIO
		LUGAR DE DIST.

DIAGRAMA DE FLUJO PARA LA INTRODUCCION DE BOLETAS AL CENSO



UNIDAD DE INFORMATICA

DEPARTAMENTO DE ESTADISTICA

*** C O N A D E S ***

FORMULARIO UIDE001

REGISTRO DE FAMILIAS DESPLAZADAS NO REGISTRADAS EN EL CENSO

FECHA_____

1. NOMBRE DEL PROMOTOR: _____ FIRMA: _____ VISTO BUENO: _____

2. UBICACION: LUGAR DE REPARTO: _____ COMUNIDAD: _____

DEPARTAMENTO: _____ MUNICIPIO: _____ CANTON: _____

3. PROCEDENCIA: DEPARTAMENTO: _____ MUNICIPIO: _____ CANTON: _____

4. PROGRAMA: _____ SUBPROGRAMA: _____ PROYECTO: _____ CODIGO: _____

No.	PRIMER APELLIDO	SEGUNDO APELLIDO	NOMBRES	No CEDULA	PARENTESCO	SEXO	EDAD	ULTIMO CURSO APROBADO	OFICIO PRINCIPAL
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									

OBSERVACIONES: _____

No	NOMBRE DEL REPORTE	INDICES QUE ACTUAN POR LA BASE	BASES ALTERNAS
1.	Orden Alfabetico por Lugar de Distribucion →	LUGAR, ALFABETICO	OFICIO, EDUCACION, LUGAR, MUNICIPIO
2.	Familias por lugar de Distribucion →	LUGAR, CODIGO	OFICIO, EDUCACION, LUGAR, MUNICIPIO
3.	Personas eliminadas por lugar de Distribucion →	LUGAR, CON BASE DE ELIMINADOS	OFICIO, EDUCACION, LUGAR, MUNICIPIO
4.	Estadistica de Personas eliminadas por L. D. →	LUGAR	
5.	Personas por Oficio Especifico →	LUGAR, OFICIO	OFICIO, EDUCACION, LUGAR, MUNICIPIO
6.	Duplicacion de cedulas →	LUGAR	
7.	Comparacion entre cedula y Lugar de Ubicacion →	LUGAR, CEDULA	OFICIO, EDUCACION, LUGAR, MUNICIPIO
8.	Personas sin cedula y mayor de edad →	LUGAR, CEDULA,	OFICIO, EDUCACION, LUGAR, MUNICIPIO
9.	Personas por origen de Departamento y Municipio →	LUGAR, ORIGEN	OFICIO, EDUCACION, LUGAR, MUNICIPIO
10.	Jefes de Familia por sexo →	LUGAR, SEXO	OFICIO, EDUCACION, LUGAR, MUNICIPIO
11.	a) Listado de ninos menores de N anos b) Listado de ninos comprendido entre un rango →	LUGAR, ALFABETICO	OFICIO, EDUCACION, LUGAR, MUNICIPIO
12.	Familias por Programa de Inscripcion →	LUGAR, CODIGO	OFICIO, EDUCACION, LUGAR, MUNICIPIO Y PROGRAMA.
13.	Jefes de Familia de n edad y dependientes de n edad →	LUGAR, CODIGO	OFICIO, EDUCACION, LUGAR, MUNICIPIO
14.	Jefes de Familia y numero de dependientes →	LUGAR, CODIGO	OFICIO, EDUCACION, LUGAR, MUNICIPIO
	OTROS REPORTES		
1.	Listado de los sticker´s →	LUGAR, ALFABETICO	LUGAR, MUNICIPIO
2.	Listado de Jefes de Hogar para control de ayuda →	LUGAR, ALFABETICO	LUGAR, MUNICIPIO
3.	Listado de Jefes de Familias participando en los programas del 3075 y 2806, ya sea como Financiamiento y RefinanciamientO. →	LUGAR, CODIGO	OFICIO, EDUCACION, LUGAR, MUNICIPIO

Structure for database: D:basedato.dbf
Number of data records: 0
Date of last update : 08/30/88

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2	ENCUESTDR	Numeric	2	
3	SUPERVISR	Numeric	1	
4	DIST_LUG	Numeric	3	
5	DEPT_LUG	Numeric	2	
6	MUNI_LUG	Numeric	2	
7	FECHA	Date	8	
8	DEPT_ORIG	Numeric	2	
9	MUNI_ORIG	Numeric	2	
10	CANT_ORIG	Numeric	2	
11	NUME_LINEA	Numeric	2	
12	PRIM_APELL	Character	15	
13	SEGU_APELL	Character	15	
14	NOMBRES	Character	20	
15	IN_CONADES	Numeric	1	
16	LEDUCA	Numeric	10	
17	PARENTESCO	Numeric	1	
18	SEXO	Numeric	1	
19	EDAD	Numeric	2	
20	LAST_GRAD	Numeric	2	
21	MAIN_OFIC	Numeric	3	
** Total **			100	

ASEGURESE QUE EL IMPRESOR ESTE ENCENDIDO

Menu de Reportes CONADES

1- Orden Alfabetico por Lugar de Distribucion
2- Familias por lugar de Distribucion
3- Personas eliminadas por Lugar de Distribucion
4- Estadisticas de Personas eliminadas por L. D.
5- Personas por oficio especifico
6- Duplicacion de Cedulas por Departamento.
7- Comparacion entre cedula y Lugar de Ubicacion
8- Personas sin Cedula y mayores de edad
9- Personas por origen de Depto. y Muni.
10- Jefes de Familia por Sexo
11- Listado de Ninos menores de N anos o Listado de Ninos comprendidos entre dos rangos de edad
12- Familias por programa de Inscripcion
13- Jefes de Familia de n edad y depend. de m edad
14- Jefes de Familia y Numero de Miembros/familia

Entre su opcion 0

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UNIDAD DE INFORMATICA

DEPARTAMENTO DE ESTADISTICA

*** C O M A D E S ***

FORMULARIO UIDE001

REGISTRO DE FAMILIAS DESPLAZADAS NO REGISTRADAS EN EL CENSO

FECHA_____

1. NOMBRE DEL PROMOTOR: _____ FIRMA: _____ VISTO BUENO: _____

2. UBICACION: LUGAR DE REPARTO: _____ COMUNIDAD: _____

DEPARTAMENTO: _____ MUNICIPIO: _____ CANTON: _____

3. PROCEDENCIA: DEPARTAMENTO: _____ MUNICIPIO: _____ CANTON: _____

4. PROGRAMA: _____ SUBPROGRAMA: _____ PROYECTO: _____ CODIGO: [ ]

No.	PRIMER APELLIDO	SEGUNDO APELLIDO	NOMBRES	No CEDULA	PARENTESCO	SEXO	EDAD	ULTIMO CURSO APROBADO	OFICIO PRINCIPAL
1									
2									
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10									
11									