

AGENCY FOR INTERNATIONAL DEVELOPMENT  
UNITED STATES OF AMERICA A. I. D. MISSION  
TO EL SALVADOR  
C/O AMERICAN EMBASSY.  
SAN SALVADOR, EL SALVADOR, C. A.

PD-ARBE-698  
79000

MEMORANDUM TO THE DIRECTOR

FROM: Richard L. Thornton, DIR/HPN *RLT*

SUBJECT: Project Assistance Completion Report - Population  
Dynamics Project (No. 519-0210)

I. SUMMARY OF THE PROJECT:

On August 29, 1985, the AA/LAC authorized the Population Dynamics Project with a total Life-of-Project (LOP) funding of \$10,000,000 with the Government of El Salvador. The Project consisted of two agreements, one in the amount of \$7,105,000 with the Government of El Salvador -GOES- as the implementing agency and another for \$2,895,000 with the Salvadoran Demographic Association (SDA) which would act as a supporting entity for the GOES. The Project Assistance Completion Date (PACD) was subsequently amended to extend the original PACD date from September 30, 1988 to September 30, 1990.

The Project sought to address the needs of both the public and the private sector involved in family planning programs. It directed its actions toward the increase and expansion of the rural coverage, improving and expanding information/education/communication (IEC) services, maintaining contraception at current 1985 levels in the urban areas of El Salvador, and reinforcing the institutional capacity for program management. All were aimed to reduce the high fertility rates of rural women and to improve the health status of the Salvadoran population.

A. Project Goal and Purpose:

The goal of the Project was to improve the quality of life and health of the Salvadoran population primarily in rural areas, by reducing the population growth and fertility rates.

The purpose of the Project was to improve and expand the provision of family planning and reproductive health services in El Salvador, by strengthening those public service institutions which were providing services to Salvadoran couples.

The intended direct beneficiaries of the Project were 350,000 married and in-consensual union women of fertile age who would be using a modern contraceptive method by the end of the Project. That figure represented an estimated 50% rate of contraceptive prevalence among women in union.

B. Project Components:

The Project consisted of two major components:

(1) The Governmental Component (GOES): No. 519-0210 Under this component, the participating Agencies were: the Ministry of Health (MOH), the Salvadoran Social Security Institute (ISSS), the ANTEL Hospital and the Ministry of Planning (MIPLAN).

(2) The Private sector : No. 519-0210-G-00-5496-00: Under this component, the Salvadoran Demographic Association (SDA) was the only implementing agency.

Each of these two major components had a series of project implementation activities. The Project was divided in two separate agreements to facilitate its implementation due to the fact that the SDA, as private sector, and as established in the Project Paper, would support the IEC efforts of the Government and therefore a separate Cooperative Agreement was mandatory to be prepared and signed.

(1) GOES Component (519-0210): This component consisted of eight elements:

a. Technical Assistance: Under the Project, USAID contracted an US based 8(a) firm to provide technical assistance (TA) to this Project. The TA consisted of three long-term experts in the areas of IEC, logistics/maintenance and administration. Short term TA in other areas such as training and medical quality was also provided under the Project.

b. Administration and Management: To administer the Project, a Special and Technical Administrative Unit (SATU) was established by the GOES under the policy guidance of a National Health Commission (NHC) which set overall health policy for the country and was headed by the Minister of Health, with representatives from the Social Security Institute and the Telecommunications Company Hospital (ANTEL).

c. Information, Education and Communication (IEC): This component financed the development and implementation of a new IEC campaign implemented by the GOES with the technical and administrative support from the SDA under its Project Component.

d. Training: This component complemented the IEC programs and consisted of a comprehensive training program for medical, paramedical and administrative personnel working in the family planning delivery system.

e. Logistics and Maintenance: This component strengthened the inventory control, distribution and supply requirement forecasting capabilities of both the private and the public sectors of the family planning program. Under this component, a unified Management Information System (MIS) was developed and established in all of the participating institutions.

f. Policy and Planning: Under this component, MIPLAN took the lead to promote and reinforce a population policy dialogue and planning. As a result of this financing support, a new Population Policy was issued by the Government of El Salvador.

g. Evaluation: The purpose of this component was to provide funding for the final project evaluation which was scheduled for October 1989. For a wider description of the final project evaluation please refer to section IV. Evaluations and Audits of this document.

h. Contingencies/Inflation: This was a budgetary component and not an operational one.

(2) SDA Component (519-0210-G-00-5496-00): This component consisted of six elements:

a. Technical Assistance: Under this component, and unified in the same contract to provide TA to the GOES in this Project, funding was utilized to finance IEC technical assistance for the LOP for both the public and the private sector.

b. Administration: Under this component, administrative support was provided to the SDA to diminish the overload the Project itself represented to the SDA.

c. Information/Education/Communication (IEC): Under this component, the SDA provided direct assistance to the GOES via the IEC advisor contracted under the TA team, and also the SDA countersigned advertising contracts with local agencies which developed and implemented a strong mass media campaign on behalf of the GOES.

d. Training: Under this component, the SDA complemented GOES training efforts, through the training of community leaders and Ministry of Education's teachers.

e. Research: Two major studies were developed and implemented by the SDA during the LOP: the 1988 Demographic Health Survey and the NORPLANT pilot study aimed to assess the feasibility to introduce this new modern temporary contraceptive in El Salvador's family planning program.

f. Contingencies/Inflation: This was a budgetary component and not an operational one.

C. Analysis of the Present Status of the Project:

The Project terminated in September 30, 1990, but many of its activities have continued and served as the basis for follow-on USAID assistance and other donor projects. USAID continues financing family planning activities for the MOH under the on-going APSISA Project No. 519-0308, and private sector activities via the Family Health Services Project No. 519-0363 with the SDA.

II. FINANCIAL STATUS: (as of March 31, 1992)

<u>Project Element</u>	<u>Obligations</u>	<u>Expenditures</u>	<u>Balance</u>
<u>Project 519-0210 (GOES):</u>			
A. Technical Assistance	2,055,300	2,055,300	0
B. Administration	571,684	571,462	222
C. Info/Educ/Comm.	625,870	524,924	100,946
D. Training	967,199	869,296	97,903
E. Logistics/Maint.	2,687,130	2,259,377	427,753
F. Policy/Planning	11,817	11,561	256
G. Contingencies	186,000	144,759	41,241
Total GOES	<u>7,105,000</u>	<u>6,436,679</u>	<u>668,321</u>
<u>Project 519-0210-G-00-5496-00</u>			
A. Technical Assistance	590,126	422,776	167,350
B. Administration	37,498	37,498	0
C. IEC	1,164,511	1,101,287	63,224
D. Training	399,930	295,104	104,826
E. Research	692,894	679,083	13,811
F. Contingencies/Inflation	10,041	10,041	0
Total SDA	<u>2,895,000</u>	<u>2,545,789</u>	<u>349,211</u>
Project Total (GOES+SDA)	10,000,000	8,982,468	1,017,532

As of June 30, 1992 deobligations for \$431,033.85 in PAJ 519-0210-00 (SDA) were made. The remaining balance which remains committed is pending resolution. Any remaining balance will be deobligated on September 30, 1992.

III. PROJECT ACCOMPLISHMENTS:

A. Logistics/Maintenance: 1. Establishment of the Family Planning Supplies Management System (FPSMS) for monitoring contraceptive use in all of the participating institutions. 2. Preventive maintenance training for laparoscopic equipment provided to paramedical personnel of the MOH, the SDA and the ISSS.

B. Procurement: 90% of the programmed equipment for the Infertility Clinic programmed in the Project Paper was procured as well as 100% of the equipment planned for the different service providers of the Project; the international procurement was performed by USAID following the GSA mechanism and letter of credits. All planned contraceptives arrived in country totalling approximately \$1,000,000.

C. I.E.C.: A large mass media campaign was developed by a local advertising agency contracted by the SDA under the Project. This campaign supported services offered by the GOES (MOH and ISSS and ANTEL) and the SDA.

D. Policy and Dialogue: A new Population Policy was developed by MIPLAN and approved by the Government of El Salvador due to the efforts and support from this Project.

E. Training: Besides the programmed efforts which were fully accomplished, an additional effort was made with the technical expertise from the Johns Hopkins University to train a total of 3,910 field workers from the Ministry of Agriculture. They will promote in their communities reproductive health and family planning topics.

F. Summary of Major Project Achievements:

	<u>Planned</u>	<u>Achieved</u>
1) Contraceptive usage:	370,000	490,000 (*)
2) Promotional/educational material printed & distributed	1,924,400	4,385,500
3) Trainees	22,690	29,375
4) Crude birth rate	35/1000	35/1000 (**)

(\*) Number of active users; corrected figure based on service statistics and on estimated consumption of contraceptives.

(\*\*) Source: Population Reference Bureau, 1990. Baseline: 38/1000

IV. EVALUATION AND AUDITS:

A. Evaluations: The final evaluation of the Population Dynamics Project was carried out by Dual & Associates in October of 1989. The evaluation concluded that (a) sustained progress was made in improving coordination and strengthening institutional capacity through training, MIS/logistics, information/education and communication and policy, despite critical constraints; (b) as a coordination unit, the SATU served effectively; (c) the mass media campaign reached the target audiences; (d) a national computerized family planning supplies management system is now being utilized by the participating Project institutions; and (e) the Project was instrumental in the development and approval of the revised and updated National Population Policy of September of 1988.

B. **Audits:** One project audit was performed, covering the period January 1, 1986 to September 1988. This Non-Federal audit was performed by the local representative of Price Waterhouse. Report number 91-08-N, dated December 14, 1990, was received by the Projects Office on January 9, 1991. In general, the results of the audit were as follows: (1) with respect to the funds accountability statement, except for ... questionable costs totaling \$2,933, the funds accountability statement fairly presents in all material respects the financial activities of the project managed by the UNIT, (2) with respect to the internal control structure, three material weaknesses in the UNIT and two material weaknesses in the Association structures were found, and (3) with respect to compliance with agreement terms and applicable laws and regulations, six instances of material noncompliance by the UNIT and three instances of material noncompliance by the Association were found. Five recommendations were presented. At the time of the issuance of the final report, most of the findings had been corrected. Given that the PACD was September 30, 1990, and that the SATU was dissolved after that date, some of the recommended corrective actions noted in the audit report were not taken. Regardless, the audit report was closed on July 15, 1991.

V. SUMMARY OF LESSONS LEARNED

- A. Projects involving institution building and specially developing the capability to conduct coordinated planning, should require at least a five-year time frame.
- B. Wherever possible complicated bureaucratic structures should be avoided (SATU). If they are required, substantial administrative and financial management assistance are essential.
- C. To work effectively with multiple health activities, family planning programs should receive special attention.
- D. To achieve desired changes in service delivery, attention must be given to train local policymakers and decision makers to organize services and establish priorities.
- E. Both initial training needs assessment and a periodic review of training outcomes on the job are required to maintain proper follow up of training activities.
- F. A coordinated blend of all the elements of mass media and interpersonal communication is required for an effective IEC program.
- G. IEC interpersonal campaigns require considerable time and energy.
- H. A computerized logistics management system can be effective in improving contraceptive supply as well as providing a service statistics system that can be operated by service delivery staff.

I. The family planning program should be integrated with other health programs to avoid a rejection from different social sectors in El Salvador. An integrated strategy should be followed.

VI. RECOMMENDATIONS

A. Every effort should be made to build the capacity of the private sector which has proved to be a more effective implementator of the family planning program.

B. Integration of family planning with other child survival/primary health aspects should be considered in designing new family planning/health projects.

C. Whenever possible each major institution should have a separate project.

D. Establish good communication channels between the TA team, MOH, SDA and USAID. Whenever possible the TA team should have offices inside the institution they are working with.

E. Logistics are essential for project success and should receive high degree of attention from the different institutions participating in a project.

VII. CONTINUING AID POST PROJECT MONITORING RESPONSIBILITIES:

Under the APSISA Project (519-0308), USAID has continued to provide contraceptives and funding for training to the Ministry of Health to provide program continuity. Under the new Family Health Services Project (519-0363), USAID continues providing population support to the private sector (SDA) in an integrated manner with primary health/child survival activities.

John A. SanDrailo, Mission Director

APPROVED: [Signature] Date: 8/23/92

DISAPPROVED: \_\_\_\_\_ Date: \_\_\_\_\_

Clearances: ~~RG~~Toledo In draft  
LGoliva In draft  
~~MB~~Monten In draft  
LMcGhee In draft  
TMcKee In draft  
DArnold In draft  
AChejia [Signature]  
SLaFoy [Signature]  
JLovaas [Signature]