

برنامج  
الأغذية  
العالمي



Programme  
Alimentaire  
Mondial

World  
Food  
Programme

Programa  
Mundial  
de Alimentos

**Executive Board  
Third Regular Session**

**Rome, 19 - 22 October 1998**

# REPORTS OF THE EXECUTIVE DIRECTOR ON OPERATIONAL MATTERS

Agenda item 9

## PROGRESS REPORT ON DEVELOPMENT PROJECT ECUADOR 4463.00

### Primary health care and improved health sanitation

Total food cost	5,710,110 dollars
Total cost to WFP	7,904,000 dollars
Number of beneficiaries	72,698
Date approved	14 December 1990
Date plan of operations signed	16 October 1991
Date notification of readiness accepted	28 January 1992
Date of first distribution	16 June 1993
Duration of WFP assistance	Five years
Duration of the project as at 28 February 1998	Four years and eight months

All monetary values are expressed in United States dollars, unless otherwise stated.  
One United States dollar equalled 5,152 sucres in June 1998.



Distribution: GENERAL  
**WFP/EB.3/98/9-F/3**

11 September 1998  
ORIGINAL: ENGLISH

This document is produced in a limited number of copies. Delegates and observers are kindly requested to bring it to the meetings and to refrain from asking for additional copies.



---

## PURPOSE OF THE PROJECT AND OF WFP ASSISTANCE

### Long- term objective

1. The long-term objective is to improve the health and living conditions of the poorest sectors of the population by gradually implementing - through the Ministry of Public Health - a model for individual and collective health services.

### Immediate objectives

2. The project will contribute to expanding health service coverage to rural areas by providing the target population with an integrated health service; improve the quality of health care at the community level through training; and improve sanitary facilities and reduce environmental pollution by installing running water systems and building latrines.
3. In meeting these objectives, the project supports the development of the Shuar and Achuar indigenous peoples; community self-development activities in marginal urban areas in three main cities; and literacy activities for rural women.

---

## IMPLEMENTATION

4. The Ministry of Public Health (MPH) is responsible for overall project execution. The National Council for Development acts as a link between the Government and WFP for policy issues. Within MPH, the National Nutrition Division is responsible for the execution and the technical management of the project. The project staff is composed of a national director for nutrition, a physician and a nutritionist, several provincial nutritionists and storekeepers, and health staff in each Health Administrative area where the project is operational.

### Logistic arrangements

5. MPH receives the WFP food in the port of Guayaquil and transports it to the warehouse of the Food Processing Plant (FPP) in Quito where products are packed in small bags and delivered to each province on a regular basis. Food needs are defined by the Operational Area on the basis of the needs of project participants and a plan of activities. A report on food needs is transmitted to the National Nutrition Division which forwards the corresponding orders to FPP. The latter delivers the products to the provincial and sub-regional warehouses.

---

## FOOD MANAGEMENT

6. Based on current supplies and the rate of implementation in 1998, the project will reach its completion in December 1999. An 18-month extension in time is needed. Delays were caused by WFP supply limitations and the Government's operational problems. By February 1998, the project received a total of 5,167 tons of food, representing 38 percent of WFP commitment, and distributed 2,202.1 tons, or



43 percent. By end-1998 the project will have received 60 percent of the WFP commitment. Food was used to support the various project components, as well as three sub-projects and several emergency operations.

7. Post-c.i.f. losses amounted to three percent of the total project food received. Most losses occurred at the port. In one case, food arrival coincided with political changes, which delayed for several months the removal of commodities from a rather unsafe port area. The Government carries special insurance within the port which covered these losses and lowered the post-c.i.f. loss rate to under two percent. To further correct this situation alternative discharge ports are now used, as necessary.
8. In order to avoid deterioration of food from some consignments, the project lent rice, pulses, meat and corn-soya blend to MPH for its own mother and child health (MCH) programme. The refund of these loans is pending.

## GOVERNMENT'S CONTRIBUTION

9. The Government has fulfilled its administrative counterpart obligations. But cash contribution to the environmental sanitation component has not been forthcoming and funds for training activities were insufficient. The current disbursement of 1,676,200 dollars stands at 9.8 percent of the Government's total contribution. The Government has recently made commitments to rectify this situation.

## EXTERNAL ASSISTANCE

10. MPH has provided technical support through health staff directly involved in project execution. Some components have benefited from United Nations support. FAO has assisted in the training courses and production of the handbook on food conservation. UNDP contributed 151,100 dollars and the United Nations Development Fund for Women (UNIFEM) 10,000 dollars to the sub-project for indigenous population affected by the 1996 armed conflict. UNESCO supports the literacy activities for rural women (PROCALMUC) with a contribution of 19,000 dollars and the administration of counterpart funds. HABITAT supports the self-help development sub-project by financing community infrastructure and training activities for a total of 82,655 dollars.
11. The project received the following non-food items:
  - a) Motorcycles of 175 cc totalling 63,000 dollars, donated by the Government of Sweden, used for the mobilization of health staff in dispersed communities;
  - b) 8,275 dollars from the Government of Sweden, used to fund materials for the construction of 320 latrines;
  - c) construction items donated by the Government of Canada (toilet bowls, pipes and PVC elbows) for 2,000 latrines, valued at 259,238 dollars; and
  - d) 34,190 dollars in cash to support an income-generating sub-component of project PROCALMUC. The WFP country office is in the process of identifying the necessary equipment in cooperation with UNESCO and UNDP.



## ASSESSMENT

12. The project is being implemented in five Health Administrative Areas (Atacames, Colta, Nabón-Oña, Paján and Salcedo), in the five poorest provinces of the country, selected on the basis of variables such as epidemiological risk, basic service coverage and level of decentralized health services. The Areas have a total of 46 Operational Units for a population of 172,698 persons. So far, 20,681 families have participated in the project, representing 60 percent of the original target. Forty-three voluntary health workers, 382 community leaders and 28 traditional birth attendants were trained, representing one percent, 37 percent and 0.7 percent respectively of the prorated expected output. Under the component of sanitary infrastructure, 4,697 latrines and eight water-supply systems were built. Height-for-weight and weight-for-age were monitored in the beneficiaries of MCH clinics; the numbers showed a clear improvement for children under five and infants.
13. The problems encountered by the project were:
  - a) New Government priorities modified the original implementation scheme by placing more emphasis on the decentralization of health services. Adequate provision for assuring effective coordination among all the participating levels was not made.
  - b) The Ecuadorian Institute of Sanitary Works (IEOS), which was originally part of MPH and responsible for the sanitation component, was transferred in mid-1992 to the new Ministry of Urban Development and Housing. This required a more complex inter-institutional coordination, which eventually failed because resources to support this component became scarce and were no longer under the control of MPH. The construction of latrines and rural water-supply systems was to be carried out in conjunction with USAID-funded project "WASHED" (Drinking Water and Reparation Project for the Health and Development of Ecuador) which already finished its activities in December 1993.
  - c) In recent years WFP was able to deliver less food than initially planned. This obliged the project to adjust the level of activities downwards.
14. Despite these difficulties, periodic visits and Beneficiary Contact Monitoring (BCM) confirmed that the project has had a positive impact on the coverage of mothers and young children, and allowed MPH to implement its health care services to the benefit of this group of most poverty-affected people, marked by the highest levels of unsatisfied basic needs.

## MEASURES ADOPTED TO IMPROVE PROJECT EXECUTION

15. To improve the low rate of implementation, agreements were reached with MPH on the following:
  - a) more timely WFP deliveries would be undertaken;
  - b) in one defined area, the project would support the construction and improvement of seven water-supply systems and 1,320 latrines in poor rural communities within an Integrated Rural Development Programme;
  - c) the project would support HABITAT project "Strengthening of Community Self-reliance in the Development of Human Settlements" in three cities of Ecuador, mainly in training (health and income generation) and construction activities;



- d) the project would support a literacy and training project for women in 51 rural communities (PROCALMUC). The project is supported by UNESCO and UNDP and executed by the Ministries of Education and Culture, and Social Welfare. So far, 3,019 women have benefited from food rations and participated in: literacy workshops, technical education, and training on health, nutrition, gender and strengthening of community organizations. A UNESCO evaluation carried out in 1997 concluded that 80 percent of the participants had reached a good level of reading and writing, and that women's participation in community activities had increased as a result of this joint effort.
16. The participating communities contributed with their labour and additional material. Before the works started, MPH trained them on how to build and maintain a latrine.

## EFFECTS OF THE PROJECT ON WOMEN

17. Women directly benefit from the project, as it contributes to improving their and their children's health. Furthermore, many women have benefited from training courses on health and basic sanitation, and from the PROCALMUC project.

## SUPPORT TO EMERGENCY

18. Emergency assistance related to the Ecuador-Peru border conflict accelerated the project's rate of implementation. Project 4463 transferred commodities to the Ecuadorian Red Cross to attend to populations displaced by the border conflict. The Red Cross transported and distributed the food to 3,000 people. Later on, WFP extended such assistance to 8,230 indigenous people severely affected by the conflict through a pilot project—Rehabilitation and development of the Shuar and Achuar people". The project included the establishment of gardens and small-animal breeding plots, and training in health and nutrition. It was executed by the Inter-Provincial Federation of Shuar and Achuar, with the technical assistance of UNDP and UNIFEM.
19. In early 1998, 65 tons of corn-soya blend were distributed to victims of El Niño, complementing WFP's immediate response operation.

## CONCLUSIONS AND RECOMMENDATIONS

20. The activities carried out so far were implemented with a high technical standard, and with a high level of participation of the beneficiaries; they contributed to improving the living conditions of project participants. The project should be extended by 18 months to end-1999, in order to allow WFP to meet its commitments under the plan of operations, and to allow for an overall evaluation.
21. Despite the slow implementation rate, the quality of works carried out was high. The positive results are reflected in paragraphs 12, 13, 14 and 15. The sub-projects with UNESCO and HABITAT contributed effectively to satisfying part of the project's development objectives.



22. The existence of food stocks enabled a quick response to emergency needs, thus avoiding the deterioration of health and sanitary conditions of the affected populations.
23. The overall socio-economic conditions as well as the sanitary, nutritional and health indicators of the Ecuadorian population are basically the same today as they were in the early nineties, when project 4463 was approved. Poverty has increased in Ecuador in the last decade and health indicators have worsened among the poorest sectors of the society. The project has not been able to reverse overall trends.
24. An evaluation mission is scheduled to take place in mid-1998 to assess the project's results and impact, and to redesign the basic strategy of food aid to vulnerable populations.



<b>SUMMARY OF FOOD MANAGEMENT (tons)</b>
--

Commodity	WFP commitment	De-earmarking of unmet commitments	Substitution	Quantities received	Post-c.i.f. losses	Quantities lent to the MPH	Balance to be received
Rice or Wheat flour	6 362	(1 000)		1 444 993 <sup>1</sup>	42.2	449.7	2 890
Pulses	2 360	(1 000)		924	56.3	184.2	436
Vegetable oil	1 181	(185)		491	8.8	103.1	147
Canned fish/meat	376			303	22.3	2.0	223
Corn-soya blend	3 174	(1 000)		1 012	28.4	155.5	1 162
<b>Total</b>	<b>13 453</b>	<b>(3 185)</b>	<b>(243)</b>	<b>5 167</b>	<b>158.0</b>	<b>894.5</b>	<b>4 858</b>

<sup>1</sup> Quantity exchanged with 109 tons of canned fish from school feeding project No.3096.Exp.

<b>FOOD DISTRIBUTED BY COMPONENT</b>
--------------------------------------

Commodity	MPH	Emergencies	Shuar-Achuar people	PROCALMUC	HABITAT	Total
Rice/wheat flour	398.5	226.3	0.0	196.1	39.9	
Pulses	244.2	6.0	67.6	158.7	2.5	
Vegetable oil	160.9	29.6	0.0	28.7	4.5	
Canned fish/meat	32.1	15.4	0.0	52.7	2.1	
Corn-soya blend	444.1	174.9	17.2	61.0	0.0	
<b>Total</b>	<b>1 118.9</b>	<b>452.2</b>	<b>84.8</b>	<b>497.2</b>	<b>49.0</b>	<b>2 202.1</b>
<b>Grand total</b>						<b>2 202.1</b>

