

NON- CAPITAL PROJECT PAPER (PROP)

Proj. 9320807
PD-AAD-370-B1

Country: Worldwide

Project No: 931-11-580-807

10p

Submission Date:

Original: May 29, 1968

Revision No. 1

Project Title: Stimulation of Family Planning Services-
The Pathfinder Fund

U. S. Obligation Span: FY 1968- FY 1970

Physical Implementation Span: FY 1968- FY 1971

Gross life-of-project financial requirements:

U. S. Dollars -----\$ 4,700,000

(Note: estimated through FY 1970 to be reviewed in FY 1970
for probable extension in some form beyond that date)

Reference is made to the original PROP, submitted for this project
in May 1968, copy of which is attached. The following revision in-
corporates the original provisions.

I. SUMMARY DESCRIPTION

The purpose of this project is to extend and accelerate the pro-
vision of family planning information and services to interested
individuals, organizations, and institutions in the less developed
countries who are currently not in a position to receive such assistance
through their own or other governments or from international organizations and
large private foundations. To help meet these needs, it is planned to make
increasing use of the Pathfinder Fund, a private U.S. charitable organization
which has successfully conducted pioneering programs in this field for
many years with limited resources provided through special endowment
and contributions from other private sources. Additional financial
assistance from the Agency for International Development is needed to
enable The Pathfinder Fund to increase its pioneering and development
efforts and thus reach a larger number of people with family planning
information and services.

The individuals, organizations and institutions served will be the
nuclei for continuing family planning program development efforts
eventually taking the form of private associations drawing assistance
from international organizations such as the International Planned
Parenthood Federation and large foundations such as the Ford Foundation.
When sufficient political support for a government administered pro-
gram has been developed, it is expected that family planning services can

then become available through that channel. This progression cannot be predicted.

A three-year grant totaling \$1,050,000 was made by A.I.D. to The Pathfinder Fund on January 19, 1968, of which amount only \$200,000 was obligated at that time. Subsequently, on June 28, 1968, an additional amount of \$500,000 was obligated, making a total of \$700,000 available under the grant for commitment against requirements during the first year. This left a balance of only \$350,000 to be funded at a later date.

This initial funding, which was deliberately experimental until needs for assistance from the Pathfinder Fund could be more definitively appraised, was insufficient for the first year. In October 1968 The Pathfinder Fund and the Population Service began to cutback and defer the approval of a number of projects which otherwise merit assistance. The funds made available for both sub-grants and administrative purposes have now been completely committed and we have on hand a number of requests for subgrants totaling over \$750,000. It is now proposed to increase the funding of this grant to provide \$2 million per year for FY 1969 and FY 1970. The budgets for this period as compared with FY 1968 are as indicated below:

FY 1968- FY 1970 Budget Detail

	Obligated FY 1968	Recommended for Obligation FY 1969	Planned FY 1970	FY 1968 FY 1970 Total
a) For sub grants to individuals, organizations and institutions in the LDCs (of which not less than the amount indicated is to be expended for the procurement (350,000)** of contraceptives)	\$630,000	\$1,800,000	\$1,800,000	\$4,230,000
		(1,250,000)	(1,250,000)	(2,850,000)
b) For administrative costs	70,000	200,000	200,000	470,000
	\$700,000	\$2,000,000	\$2,000,000	\$4,700,000 **

* Actual procurement of contraceptives (including transportation) was in excess of \$400,000.

** The extent to which additional funds will be required for FY 1970 and beyond will depend upon future assessments of needs and the relative effectiveness of this program as compared to other approaches for providing family planning information services addressed to curbing population growth rates.

The proposed increase in the level of funding for FY 1969 and FY 1970 is needed for the following reasons:

- a. It is planned to continue the pioneering activity, whereby The Pathfinder Fund seeks, or responds to requests of medical personnel, organizations and institutions for assistance in establishing and conducting family planning information and service programs on a small scale, thereby increasing the number of family planners and building experienced staffs and public support for larger programs to follow.
- b. In addition, continuing support will be needed for many of the pioneering family planning efforts now assisted. This continuation of assistance will be provided in order to enable these groups to become more firmly established and/or become effectively eligible for assistance from international organizations, large foundations or their own or other governments.

The A.I.D. funded assistance provided under a and b, above, takes the form of commodities (e.g., contraceptives, equipment and other supplies); financial support for the salaries and operating costs of technical and administrative personnel; training, and the provision of selected education/motivation materials supplied to help build understanding and acceptance of family planning in general and for specific activities. A large number of subgrantees receive only contraceptives. The Pathfinder Fund uses its own fund to provide supplementary assistance.

- c. It is also proposed to use The Pathfinder Fund to provide assistance to selected facilities which ordinarily might be supported via government programs were this type of assistance not so sensitive politically. Pathfinder is used in these instances as a conduit for the provision of commodities, primarily contraceptives, to clinics, hospitals, and other

facilities of a quasi-government, or even government nature. Such assistance is provided in response to specific local requests ordinarily with strong Mission and/or Embassy backing. The facilities assisted would not be eligible for aid from the IPPF which limits its assistance to local family planning association and organization affiliates. It is estimated that approximately one-third of the grant funds planned for FY 1969 and FY 1970 would be allocated to this third category of activity.

Currently estimated use of FY 1969 funds for the categories described above is as follows:

Support of Private Individuals, Organizations and Institutions

a.	New Projects (Private Individuals and Organizations)	\$ 500,000
b.	Continuation of Existing Projects (Private Individuals and Organizations)	700,000
c.	Interim Support Mainly to Quasi-Government and Government Facilities	600,000
d.	Overhead (The Boston Headquarters and Field Representatives)	200,000
		Total <u>\$ 2,000,000</u>

Subprojects have been submitted by Pathfinder and approved by AID in the amount available under the FY 1968 grant, and Pathfinder has in turn subobligated these amounts to its grantees. Shipment of commodities procured through the General Services Administration as a result of these subobligations amounted to \$561,474 in CY 1968 out of a total available for all types of expenses for overseas programs of \$63,000.

To continue and expand operations as outlined above the additional assistance as planned is essential. The Pathfinder Fund also has available to it from private endowments approximately \$300,000 annually and is currently endeavoring to raise an additional \$200,000 in private contributions.

Other inputs of A.I.D. funds to The Pathfinder Fund date from June 1968. In June 1968, the Near East and South Asia region and the Africa region made grants of \$350,000 and \$250,000, respectively, to

The Pathfinder Fund. The Latin America Region is planning to make a grant to The Pathfinder Fund. The amount and purposes of the grant have not been decided.

II. SETTING

The worldwide awakening to the increasingly serious population problem and its importance within social and economic development planning has resulted in a growing demand for active support for family planning programs. Within most of the less developed countries there are pockets of interest in family planning information and services unable to organize effectively to meet these needs because of a lack of financial support, inability to organize sufficiently to attract or utilize large scale assistance for a formal operational program, and an even more basic dearth of information and technical competence. Such pockets of interest clamoring to be served exist in the several countries where official government programs have begun to mount action programs as well as in countries where private planned parenthood associations have established a limited number of family planning centers and in countries which are barely aware that they might have a population problem. Without the extension of initial assistance in the form of educational literature, technical information, organizational framework, and commodity support, these areas of interest would not have an opportunity to develop effectively and become operational and influential in terms of public policy. Moreover, as The Pathfinder Fund's history amply demonstrates, it is through the development of such small scale, operational nuclei that the way is paved for the development of more extensive private and government programs of assistance to family planning.

In addition to the requirements of these small groups, a need also exists to provide assistance to a limited number of entities of the type which would receive support from or through the local government if an official government-sponsored family planning program existed. Assistance to such institutions provides an additional opportunity for influencing the creation of conditions which are conducive to the establishment of national family planning programs as herein discussed.

In some of the developing countries in which The Pathfinder Fund would be active, it is A.I.D. policy to provide assistance under Title X indirectly through experienced private organizations rather than establish new bilateral country programs with the attendant administrative structure this would entail.

III. STRATEGY

The Pathfinder Fund is a charitable organization whose main objective is to make family planning services available to the developing countries in as direct and rapid a manner as possible but with careful regard to local conditions. Because The Pathfinder Fund is small and

compact, it can move quickly to disseminate and test new ideas in educational and motivational phases of family planning and in contraceptive methodology, provide timely support for promising pioneering activities and help them to become firmly established. Because The Pathfinder Fund can adapt itself flexibly to meet local needs for information and supplies, it can respond effectively while local enthusiasm is high.

It is The Pathfinder Fund's strategy to solicit requests from local individuals, organizations and institutions interested in providing family planning services to their fellow citizens. The Pathfinder Fund works to kindle sparks of interest with the active provision of family planning information, financial assistance and supplies. Thus, it provides the galvanizing first stimulus and continues its efforts until permanent support is assured through the involvement of other non-profit institutions or of the government itself.

The Pathfinder Fund's strategy is simplistic in that it endeavors to utilize every practicable means to introduce and stimulate the development of family planning information and service in unserved areas within the developing countries, and in the context of each country's particular situation. Its successes in this area now bring in many unsolicited requests which are then evaluated, usually by visits of experienced field workers, before action is taken to extend assistance.

In order to maximize the catalytic effect of its support, Pathfinder will give priority in consideration of projects to those applicants which appear to demonstrate good prospects of being able to use Pathfinder aid to become self-sustaining or to obtain support from other sources within a reasonable time period. Assistance from A.T.D. to any one entity beyond a three-year period will require special justification.

It is proposed to utilize The Pathfinder Fund also to perform a second function as noted above. Pathfinder would act as a conduit for the provision of assistance to selected facilities which could normally be expected to receive support from or through a government program were there one in effect. Examples are hospitals and clinics of a quasi-government or even government nature in a country where family planning services, and especially contraceptives are still too sensitive politically for direct government support. The purpose of providing the assistance will be to encourage governments to adopt or implement national family planning programs by building up centers of experience and by demonstrating public receptivity to the extension of family planning services. The assistance provided may be

limited in many cases to contraceptives and informational/educational materials.

The assistance will be provided on an interim basis pending support by or through the government. In each such case, the subgrantee will be expected to endeavor to obtain needed continuing support through appropriate government channels as soon as this appears feasible. Progress in this regard will be reviewed annually.

IV. PLANNED TARGETS, RESULTS, AND OUTPUTS

- A. Targets - The Pathfinder Fund will devote its efforts in the developing countries primarily to the initiation of family planning services where they are not currently available. Representatives of The Pathfinder Fund will seek out and study the promising opportunities for extending family planning information and services. In addition to providing information, financial support and commodities for fledgling family planning services, The Pathfinder Fund will seek to place the activities assisted on a firm continuing basis, terminating its support when this is achieved and moving on to pioneer and assist elsewhere. These efforts can often mean the difference between success and failure in nascent family planning efforts.

Pathfinder will also provide assistance in response to requests, on an interim basis, to selected clinics and hospitals often of a quasi-government or government nature where conditions for effective use of the assistance are promising and government assistance is not feasible, usually because of political sensitivities in this area. This assistance will provide demonstrations of successful family planning activities with a view to encouraging development of national programs. As in the case of the other types of activities discussed above, the objective will be to put such facilities in a position in which they can be continued by the government directly.

In its information activity, The Pathfinder Fund will expand its preparation and dissemination of educational materials on family planning (leaflets, booklets, books, and other media). A.I.D. assistance will enable The Pathfinder Fund to devote additional effort to producing these materials and to distributing them to interested family planning, health and social workers, practicing physicians, medical schools and other interested individuals.

- B. Results - The efforts of The Pathfinder Fund have developed acceptance for family planning in many new communities and have

laid the foundations for continuing institutional programs. The following are some examples of Pathfinder activities:

In Ceylon, a Pathfinder representative helped for a year in the organization and expansion of the Family Planning Association of Ceylon. Subsequently, The Pathfinder financed an initial IUD project. The Association is now a member of the International Planned Parenthood Federation and is receiving assistance through that channel.

In one African country where religious and social norms make a difficult climate for acceptance, a small and increasingly active maternity clinic is being assisted. Operations of the clinic include weekly visits by a team to five subcenters in towns in the interior. The team has been able to successfully demonstrate a comprehensive approach through which family planning services have been provided in the context of other social services. A high rate of new acceptors has been achieved. Current plans call for the project to be largely self-perpetuating in one or two years.

In a Latin American country, \$9,000 was provided to add a family planning facility to a dental and medical clinic complex operated by the United American Missionary Society. The clinic is now judged to be the best in the capital city in which it is based with a reported doubling of new acceptors each month.

In India, Pathfinder is providing assistance through Church World Service to the Christian Medical Association. The Association in turn has supplied oral contraceptives to 220 affiliated hospitals. In addition to extending family planning services, this assistance has provided a significant number of hospitals with experience in the use of oral contraceptives. The Association is following up its distribution activities with a program of specialized training.

- C. Output - The catalytic effects of the expanded program of The Pathfinder Fund are expected to advance substantially the increased acceptance of family planning services directly and indirectly and thus help in slowing population growth rates in developing countries wherever the activities assisted take root.

The first approvals under the grant were not made until the spring of 1968. It is not yet possible therefore, to make a meaningful assessment of progress toward the long-term goal. Growth in the number of family planning acceptors on previously approved projects and additional requests for assistance attest to both the acceptability and the effectiveness of The Pathfinder Fund approach to the population problem.

V. COURSE OF ACTION

The Pathfinder Fund utilizes a small number of highly trained and experienced field representatives to initiate and follow-up on family planning action projects and prospects within the developing countries. The Pathfinder Fund does not wait for a formal invitation from the government, but talks with and receives requests from individuals, often physicians or other personnel interested in population problems for health, social welfare, or economic reasons.

The operational plan is as follows: After a potential and basically viable sub-grantee has been identified, a course of action developed, and requirements for assistance defined, the proposal is reviewed by the Grantee's Director and the Family Planning Evaluation Center. It is then submitted to the A.I.D. Project Manager for approval. The Project Manager reviews and acts upon the proposal consulting with the relevant Regional Bureau and Mission/Embassy, and other offices and organizations to coordinate activities and assure compliance with governing policy and procedures as appropriate. Approval to initiate procurement of commodities is given by the Contracting Officer. In "excess" and "near excess" currency countries arrangements are made to utilize local currencies in lieu of dollars to finance local costs.

The Pathfinder Fund is responsible to A.I.D. for overall management and Administration of the grant and sub-grants including both program and commodity support. The amendment to the present grant will include a provision for Pathfinder staff visits to sub-grantees ordinarily at least twice each year. Sub-grantees are required to submit regularly full and prescribed reports on their activities. The reports will include information on the amounts and uses of financial and commodity assistance received, assistance received from other sources and activities undertaken. Releases of funds and commodities by Pathfinder are dependent on the submission of timely and satisfactory reports. The Pathfinder Fund will submit interim and annual reports on the status of the grant overall and on the progress of individual subgrants and the activities assisted.

PROJECT AUTHORIZATION

BEST AVAILABLE COPY

1. PROJECT NUMBER: 501-11-500-107
 2. PROJECT TITLE: Stimulation of Family Planning Services - The Pathfinder Fund
 3. COUNTRY: worldwide
 4. AUTHORITY: FROM SUPP. 111
 P.A. #0076 Amend. 1
 5. AUTHORIZATION DATE:
 6. DISBURSED:

7. LIFE OF PROJECT
 a. Number of Years of Funding: 5
 Starting FY: 1970 Terminal FY: 1974
 b. Estimated Duration of Physical Work After Last Year of Funding (in Months): 12

FUNDING BY FISCAL YEAR (in U.S. \$ or \$ equivalent)	DOLLARS		P.L. 480 CCC & FREIGHT	LOCAL CURRENCY			
	GRANT	LOAN		Exchange Rate: \$1 =		HOST COUNTRY	
				U.S. OWNED		JOINTLY PROGRAMMED	OTHER
Prior through Actual FY 1970	3,200						
Operational FY 1971	1,995						
Budget FY 1972	500						
B 11 FY							
B 12 FY							
B 13 FY							
All Subsequent FY's							
TOTAL	5,695						

8. DESCRIBE SPECIAL FUNDING CONDITIONS OR RECOMMENDATIONS FOR IMPLEMENTATION, AND LIST KINDS AND QUANTITIES OF ANY P.L. 480 COMMODITIES

Includes \$228,500 made available by the Latin America Bureau

9. CONDITIONS OF APPROVAL OF PROJECT

This project is being extended through June 30, 1972, to provide the funds required to continue the Pathfinder Fund program until an evaluation of the desirability of a further extension of the project can be made and the future terms and conditions determined for this type of grant. The above extension covered in PROP Revision No. 2 was submitted on April 16, 1971, to all Regional Bureaus for review and approval and was cleared by memoranda. The project now incorporates the types of activities previously programmed under two separate regional grants to the Pathfinder Fund, LA-509 and AF 475. This consolidation into the worldwide grant A.I.D. -csd 1870 was requested and approved by the respective Bureaus.

(Use continuation sheet if necessary)

Approved in substance for the life of the project as outlined in the PROP, subject to the conditions cited in Block 10 above, and the availability of funds. Detailed planning with cooperating country and drafting of implementation documents is authorized.

This authorization is contingent upon timely completion of the self-help and other conditions listed in the PROP or attached annexes.

This authorization will be reviewed at such time as the objectives, scope and nature of the project and/or the magnitude and scheduling of any inputs or outputs deviate so significantly from the project as originally authorized as to warrant submission of a new or revised PROP.

A.I.D. APPROVAL

[Signature]
 M/IA Samuel Butterfield
 SIGNATURE
 Associate Assistant Administrator

CLEARANCES

TAM/PO/ECB Irene B. Walker
 TAM/PO Robert E. Bayou
 TAM/PO John...
 TAM/PO Kenneth S. Lovich

DATE: 1971-4-11