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PD-AAD-402-B1
A.I.D.
Reference Center
Room 1656 NS

NONCAPITAL PROJECT PAPER (PROP)

13P.

Country: Worldwide

Project No.

Submission Date: March 5, 1971

Original Revision

Project Title: Expansion of the Margaret Sanger Research Bureau Program

U.S. Obligation Span: FY 1970 through FY 1974

Physical Implementation: Five Years

Gross life-of-project financial requirements:

U.S. dollars $1,256,000

I. SUMMARY DESCRIPTION

This project proposal calls for a five-year grant to enable the Margaret Sanger Research Bureau to expand and improve its program in the clinical aspects of family planning.

II. SETTING AND ENVIRONMENT

It is estimated that over 50,000 physicians are needed for medically-oriented family planning programs in A.I.D.-assisted countries. Only a small fraction of these physicians are currently involved in family planning programs and even a smaller number are trained for the job. Most physicians in other countries do not receive adequate training in the physiology of reproduction or the clinical aspects of family planning as part of their medical education. Therefore, most physicians who work in family planning will require training to be effective. In order to provide this training as rapidly and effectively as possible, it will be necessary to expand existing facilities to their maximum capacity.

Established in 1923, the Margaret Sanger Research Bureau has grown into a small but internationally recognized center. The Bureau serves as the research and training arm of Planned Parenthood-World Population and is in the process of being more fully integrated with the International Institute for the Study of Human Reproduction at Columbia University.

While many facilities exist in the U.S. for teaching the physiology of reproduction, the Margaret Sanger Research Bureau is unique in combining research, clinical procedures and training into one integrated program.

Under the guidance of a professional staff with excellent laboratory and library facilities, this integrated program is aimed at providing foreign physicians with an unparalleled opportunity for clinical research and the

study of fertility control. The philosophy of the Board and the Medical and Scientific Committee is to restrict the Bureau's financial support to foreign graduates who will make use of their training in their native countries. While some U.S. physicians have studied at the Bureau, these have been small in number, short-term and funded from outside sources. The Bureau is staffed by thirty physicians, including gynecologists, urologists, endocrinologists, radiologist, cytologist, phychiatrist, pathologist, human geneticist. Dr. Aquiles J. Sobrero is the present director of the Bureau. In addition to its other facilities, the Bureau operates a comprehensive clinic serving over 7,000 patients annually which is an excellent resource for providing practical experience.

The Medical and Research Program of the Bureau

The first scientific investigation and organized body of data on the comparative value of various contraceptive techniques and products was made at the Bureau. Pioneer studies of M. E. Kopp, Hannah and Abraham Stone, J. F. Cooper, R. X. Stix, Frank Notestein and many others were based on Bureau records. The Bureau introduced and popularized in America the diaphragm as a method of contraception. It assisted in the development of the first spermicidal jellies and creams and in their teaching certain quality and acceptability. In 1957 it established a fertility research laboratory for the testing of clinical spermicides and carried out first trials with oral contraceptives. In 1958, it received the AMA award for endocrine evaluation of infertile couples and also developed the first foam contraceptive. In 1961, it started the clinical study of IUD's, while clinical trials of injectable contraceptives were begun in 1965.

The development of more effective and acceptable contraceptive techniques is not a single but a multi-faceted effort. Laboratory research on one hand, and clinical and field studies on the other are effectively continued in the Bureau's program by a trained medical and laboratory staff. It is in the area of research that the Bureau fully realizes the great potential of its highly motivated patient population which now numbers about 7,000 patients annually and which has cooperated over the years in the development of new contraceptive techniques.

The Bureau's caseload is the largest carried by any private clinic in the fields of infertility and contraception in the entire world. In 1966, contraceptive services were given to 6,000 patients who made a total of 12,000 visits to the clinic. Sixty per cent of all patients opted for the pills, IUD's or injectables. Each year about 3,000 new patients provide a constantly growing source of clinical research material data.

Since 1966, over 200 contraceptive products have been tested in the Bureau's laboratory.

The Training and Education Program of the Bureau

The Bureau offers specialized clinical training in family planning and birth control -- based soundly on all aspects of the physiology of reproduction -- available in the U.S. Of particular importance are the

unique intensive fellowship training courses designed specifically for foreign physicians, who will subsequently apply the experience gained at the Bureau in their home countries by initiating and expanding service programs, and by developing family planning teaching and study programs in their professional and medical schools. At the present time, four such fellowships are awarded per year. The Bureau also offers short courses of a week to six months for U.S. and foreign physicians, nurses, midwives, social workers, public health workers, senior medical students and family planning clinic administrators. About sixty professional persons per year receive this type of training including many A.I.D. participants. Orientation courses and lectures were offered to over 3,000 persons in 1968.

Funding

The Bureau receives funds to conduct research from private companies such as pharmaceutical houses as well as from family planning organizations. However, its main operating expense budget comes from voluntary contributions. A three-year budget covering 1968-70 is attached at Tab A. In 1970 the anticipated budget will be over $800,000. Current funding, staffing, and physical space do not permit the Bureau to expand its program without additional resources.

III. STRATEGY

Because of the great need for clinical training in family planning around the world, it is important to fully expand existing resources. It is also important to utilize the best resources to train senior-level personnel who can provide leadership and policy direction to family planning training programs in their own countries.

To further this strategy, it is proposed that a five-year Title X grant be made to the Margaret Sanger Research Bureau to enable it to expand and improve its program.

IV. PLANNED TARGETS AND OUTPUTS

(1) The A.I.D. grant will enable the Bureau to add approximately eight foreign physicians per year to its present enrollment of four thus making a total of twelve fellowships per year. Physicians selected would be senior-level persons at the director or higher level involved in managing family planning programs, giving policy direction or establishing and/or improving curriculum and teaching methods for family planning education. It is expected that such persons will utilize their training in establishing and/or improving family planning programs in their own countries upon return home. (2) A limited amount of funds are provided for Bureau staff to provide in-country consultation for these purposes as well as for follow-up and evaluation. (3) No A.I.D. funds would be used to give direct support to any training programs for U.S. personnel. In addition to long-term training one hundred man weeks of short-term training would be added to the forty man weeks per year now being offered. This would also be limited to foreign personnel.

The grant would also enable the Bureau to increase its research, teaching and supporting staff thus improving the quality of training and expanding the research program. It will additionally permit some limited space expansion required for this enlarged program.

A. The Fellowship Program

1. Course Schedule

Each fellow will work daily in the clinic. After an initial period of instruction and supervision, he will be given increasing responsibility under staff supervision. Independent critical clinical work, careful recording and reporting of clinical observations, setting up a clinical investigation program and methods of data analysis and reporting will be stressed.

Later in the year, each fellow will carry out a research project according to his own abilities and interests. These projects may be of a laboratory, clinical and statistical nature. A competent staff member will provide critical supervision of each project in order to familiarize the fellow with the reasoning processes necessary to arrive at valid scientific conclusions.

The training schedule will also include the following:

a) Daily round table seminars, case reviews, or journal reports.

b) Lectures on the various theoretical aspects of reproductive biology as applied to human reproductive processes: human reproduction, its consequences and problems; general ecology; general demographic aspects of population and control; population control and birth control; family planning administration; family planning and family welfare; birth control methodology.

c) Weekly X-ray conferences.

d) Biweekly course in general human endocrinology, with emphasis on the reproductive processes.

e) Biweekly course in general human genetics.

f) Participation in monthly medical staff meetings on research studies in contraception; male and female aspects of infertility; pathology.

g) Films related to human fertility and its control, used as subjects for discussion.

In addition, important population leaders and workers will be invited as available to hold impromptu discussions of programs in their countries.

2. Selection of Candidates

The selection of candidates and the conduct of the training program will be under the supervision of the Bureau's Medical and Scientific Committee and of the International Institute of Human Reproduction of Columbia University.

Each candidate will be a qualified physician (preferably an obstetrician and/or gynecologist) employed at a senior level in a family planning program or educational institution. Reasonable assurance will be obtained from his organization or institution that his position will be kept available for his return and his seniority, and privileges preserved. He will possess an ECFMG certificate and a good command of the English language.

Awards will be made for a one-year period starting around July 1 of each year. The first group of fellows under this grant will begin their programs July 1, 1970.

The Bureau will give priority consideration to nominations received from the USAID missions when granting the eight annual one-year fellowship awards supported under this grant.

Before the fellowships supported by this grant are officially awarded, the Bureau will notify TA/POP of the selections. TA/POP will review the selections, based on considerations other than their academic credentials, and notify the Bureau of its concurrence.

B. Seminars, In-Service Training and Orientation

In addition to the fellowship training program and funded independently of this grant, the Bureau will accommodate varying numbers of short-term trainees from overseas. The short-term training programs will include: seminars for physicians, nurses, nurse-midwives and para-medical personnel;

One week to three months observation and training programs for public health administrators, nurses, physicians, social workers and technicians in the family planning field;

Capsule family planning orientation at a variety of organizations and institutions for trainees from around the world, including nurses and midwives.

C. Staff Expansion

Funds will be provided for in this grant to cover the additional personnel costs, reflected in the budget proposal (page 8). This will provide the Bureau with five additional professionals, including one librarian, and a secretary.

D. Physical Expansion and Equipment

To triple the current fellowship load from four per year to twelve and to improve the research program will require some expansion of physical facilities. An amount of $150,000 during the first year of operation will provide additional library space as well as laboratory equipment and teaching aids.

V. A.I.D. FINANCING

A.I.D. support of this proposal is strongly recommended. A grant of funds to the Margaret Sanger Research Bureau will provide A.I.D. with a much needed resource for the specialized research and training consistent with the Congressional intent of Title X (now Sec. 208) of the Foreign Assistance Act. The comprehensive training which will be provided to foreign physician/educators will contribute to the success of family planning programs in LDC's, which heavily rests upon the training of clinicians, and the quality of medical services rendered.

It is proposed that the Margaret Sanger Research Bureau project be similar to a five-year 211(d)-type grant. However, the funds for this project would come from Title X (now Sec. 208) and would be used basically to support and strengthen an on-going training and research center which is devoted to providing high calibre training to top level physicians of leadership potential from the LDC's. The fellowships will be initially funded for three years only and one additional year's funding will be provided in the second and third years of the project for a total of five years.

Funds in the amount of $150,000 for the first year would be used for some building alterations, laboratory equipment and teaching aids. This would be a non-recurring cost limited to the first year, but would have a much longer range effect. The extra space and facilities purchased with these funds would enable the Bureau to handle a larger group of trainees than now possible, and would materially increase the quality of training provided.

Approximately $110,000 per year would be devoted to the stipend, maintenance allowances, and travel expenses of eight fellows to study for one year at the Bureau. This amount would vary from year to year depending on the location and number of dependents which accompany each fellow. These monies would be spent in accordance with the established Bureau policy. In addition to these long-term fellows, the Bureau will be able to provide short-term training up to 140 man-weeks per year as a result of this grant though no direct costs of this training is provided under the project.

Another $111,000 per year would provide for the addition of senior staff members and secretarial help. A physiologist, biochemist, social scientist,

statistician, and librarian would be added to the existing staff of twenty-five and a number of visiting lectureships would be provided. These staff resources will greatly improve the research and training program. Through greater diversification, the program will become more interdisciplinary in character. The addition of a social scientist and a statistician will enable the Bureau to deal more appropriately with some of the non-medical aspects of fertility control, thus providing for a better balance.

It is proposed that a five-year grant of $1,256,000 be made from FY 1970 Title X funds. A budget proposal is provided on page 8.

BUDGET PROPOSAL

FELLOWSHIPS	$ 110,400 1/
STAFF AND TRAVEL	110,800
TOTAL ANNUAL RECURRENT COSTS	221,200
NON-RECURRENT EXPANSION COSTS	
Building alterations to provide additional study and laboratory space not to exceed	75,000
Laboratory equipment and installation for fellows and teaching staff	50,000
Clinic Teaching Aids - Colposcope and Microscope with interchangeable photographic and closed circuit color television projection equipment .	20,000
Library relocation in 19 West 16th Street; completion of collections and equipment	5,000
TOTAL NON-RECURRENT EXPANSION COSTS	150,000

SUMMARY FIVE -YEAR BUDGET

First Year	Program Costs Expansion Costs	($221,200) ($150,000)	371,200
Second Year	Program Costs		221,200
Third Year	Program Costs		221,200
Fourth Year	Program Costs		221,200
Fifth Year	Program Costs		221,200
TOTAL FIVE YEARS			$1,256,000

1/ Fellowships will be funded as follows: Three years funding in FY 70; one year's funding added in FY 72 and 73.

TA/POP/M:ASLackey:alr:3/17/70

August 20, 1970

985

GENERAL TECHNICAL SERVICES
OFFICE OF POPULATION, TAB

Major Types of Activity - Purpose #6 - Training

Project Title Expansion of Margaret Sanger Research Bureau

Project Number 931-11-570-875 P.A. 0058 Date PROP Approved 3/23/70

Name of Contractor Margaret Sanger Research Bureau Contract No. AID/csd-2790

Starting Date Obligation FY 1970 / Work FY 1971 Termination Date Funding FY 1973 / Work FY 1974

Project Monitor Martin W. Gilbert Extension 20224

Funding Data (in thousands)	U.S. Contribution		
	Oblig.	Expend.	Unliquidated
Cumulative through 6/30/69	--	--	--
FY 1970	1,035	375	660
FY 1971	--	221	439
FY 1972	110	221	328

Project Target and Course of Action

This project is a grant to enable the Margaret Sanger Research Bureau to make qualitative and quantitative improvements in its research and training programs thus increasing its capacity for population work. A portion of this grant will be used for the direct support of senior level physicians from LDC's to provide them with one-year fellowships to study clinical methods and related population subjects through a program conducted by the Bureau. Funds also provide for the Bureau staff to provide additional guidance to these fellows when they return home to assist them in putting their newly gained knowledge to work in family planning programs and training institutions. Through this grant, the Bureau will also be able to expand its physical plant, purchase laboratory and teaching equipment and employ additional professional personnel.

Accomplishments to Date

The contract was signed in June, 1970.

FY 72 Program and Future Targets

Faculty will be hired, physical plant expanded, and curricula developed by January, 1971. In January, 1971, fellows from LDC's will be enrolled and will begin training.

Proj. 9320875 (2)
PN- 10-AAO-402-B1

AID 1020-1

AGENCY FOR INTERNATIONAL DEVELOPMENT (A.

PROJECT AUTHORIZATION

1. PROJECT NUMBER	3. COUNTRY	
931-11-570-875	Interregional/Worldwide	0058

2. PROJECT TITLE
Expansion of the Margaret Sanger Research Bureau Project

5. AUTHORIZATION DATE 70 13 p

6. PROP DATED 70

7. LIFE OF PROJECT

a. Number of Years of Funding: 3
Starting FY 70; Terminal FY 1973

b. Estimated Duration of Physical Work After Last Year of Funding (in Months): 5 (Five)

8. FUNDING BY FISCAL YEAR (in U.S. $ or $ equivalent)

	DOLLARS 000's		P.L. 480	LOCAL CURRENCY Exchange Rate: $1 =			
				U.S. OWNED		HOST COUNTRY	
	GRANT	LOAN	CCC + FREIGHT	GRANT	LOAN	JOINTLY PROGRAMMED	OTHER
Prior through Actual FY							
Operational FY	1,256						
Budget FY							
B + 1 FY							
B + 2 FY							
B + 3 FY							
All Subsequent FY's							
TOTAL	1,256						

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

The expansion and modification of facilities shall be completed within one year from date of execution of the grant agreement.
Funds for the facilities and for the full five year cost of the additional staff shall be made available at the outset. The costs for the fellowships will be funded for three years at the outset and one addition year's funding will be made available toward the end of the second and third years to complete the program.

10. CONDITIONS OF APPROVAL OF PROJECT

MSRB shall have the responsibility for submitting annually, on an agreed date, a detailed narrative progress report and budget statement. These documents will provide the base for MSRB and AID to conduct an annual review of progress under the grant.
Clearances:

LA/SCD, H.T.Dalmat Phone, RES
AFR/ID, J.S. Prince, M.D. Phone, RES
EA/TECH, R.Pagan Phone, RES
VN/ND, E.Muniak Phone, RES
NESA/OPP, W.Jones
TA/RUR, E.J.Long Phone, RES

(Use continuation sheet if necessary)

11. Approved in substance for the life of the project as described in the PROP, subject to the conditions cited in Block 10 above, and the availability of funds. Detailed planning 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 thereto.

This authorization will be reviewed at such time as the objectives, scope and nature of the project and/or the magnitudes 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	CLEARANCES	DATE
Joel Bernstein, AA/TA	TA/POP, Mr. R.T. Ravenholt	3/10/70
	TA/POP, Mr. M. Lieberman	3/10/70
	TA/PM/PU, Mr. J. H. Kean	3/10/70
	TA/PM, Mr. K. S. Levick	3/20/70

SIGNATURE

AA/TA

MEMORANDUM

Date: 3/15
3/23 See note at end relating to my approval
JB

TO : AA/TA, Mr. Joel Bernstein

FROM : TA/PH, Kenneth S. Lovick

SUBJECT: Margaret Sanger Research Bureau

The attached PROP (Tab B) proposes a five year grant under Title X to carry out the following activities at the Margaret Sanger Research Bureau in New York City:

1)	Provide eight additional senior-level IDC physician fellowships per year for leaders who would establish or improve family planning programs and education in their home countries (5 years at $110,400 p.a.) Initial forward funding will be for 3 years with annual additions after the 2nd and 3rd years for a total of 5 years.	$ 552,000
2)	Provide for the addition of five full time professional staff members, visiting lecturers, and a secretary as well as travel (5 years at $110,000 p.a.)	550,000
	Total Recurring Costs	$ 1,102,000
3)	Building alterations to provide additional study and laboratory space	75,000
4)	Lab equipment and installation	50,000
5)	Clinic teaching aids	20,000
6)	Library relocation, accessions and equipment	5,000
	Total non-recurrent (expansion) costs	$ 150,000
	GRAND TOTAL	$ 1,252,000 1/

This grant would permit expansion of the MSR Bureau to accommodate and provide funds for training 40 physicians 2/ from IDC's over the next five years in a program with unique involvement in research and clinical procedures. Although the MSR Bureau has a limited capacity for expansion, the contribution it will make through this activity can be significant due to the pioneering work done, the exceptional opportunity for practice and research experience, and its ability to attract top

1/ No overhead is provided in this grant.

2/ Chosen on basis of present leadership position and demonstrated ability.

leadership professional personnel from abroad due to the world renowned reputation of the Bureau. Its impact can therefore be expected to be substantial despite comparatively limited numbers. It will lay the basis for improved and expanded training of FP personnel in the LDC's themselves and provide highly trained medical personnel for senior leadership positions for which there is no comparable facility in the LDC's. The course includes work in FP administration.

The stipend of $650 a month (plus $50 for each dependent up to four) is considered necessary and is based on present New York City living expenses. Also covered is international travel for the fellows and their dependents from point of origin to New York City. Domestic travel and per diem is covered in order to permit the fellows to visit other leading family planning training, research and clinical facilities in the U.S. A further cost is insurance against malpractice which might occur with the unique facility offered at the IPPF Bureau where foreign physicians are permitted (despite certain risks) to engage in clinical practice. It is a matter of interpretation whether any of the staff and facilities expansion costs should be attributed to the fellowships in determining the cost per fellow. Including these costselements the average cost for the one year fellowships at the Bureau will be $13,000.

The project has elements in common with 211(d) grants but certain differences distinguish it from such grants. The principal distinguishing characteristics are the following:

1) The expansion of facilities and staff are specified in detail, not left to the general discretion of the institution;

2) Under the grant A.I.D. is obtaining specified services of direct benefit to the LDC's rather than increasing the institutional capacity for later services only;

3) The expansion of staff and facilities are directly linked and essential to the Bureau's providing the additional services.

A five year grant is proposed because the Margaret Sanger Research Bureau would be unable to recruit the kind of staff proposed without a long term commitment. The Bureau's budget is comparatively small ($688,000 in 1969). It has been expanding rapidly in recent years largely on the basis of private voluntary contributions. The substantial capital and recurrent outlays contemplated to achieve the objectives of this project would involve risks the Bureau could not contemplate without full assurance of the availability of the funds over a five year period. The continuing achievement of the objectives of the project should, however, be followed closely by A.I.D. During the life of the project periodic visits should be made to the Bureau and an annual review of the grant held to ascertain that the plan is being adhered to.

Mr. Butterfield suggested upon reviewing this PROP that it might be desirable to provide means to substantially broaden the training of physicians attending the NIRB program in areas other than clinical experience and contraceptive technology. It is generally agreed in NIH that the additional time spent on other dimensions would strengthen the program. On the other hand we need to proceed with the project as defined. We propose that the PROP and the grant agreement be amended later when the details can be worked out. We therefore contemplate opening discussions with NIRB to add three months to the training program.

The first of these would be spent in the U.S. in an intensive training session concentrating on the demographic, economic, social, psychological and motivational dimensions of the population/family planning problem and programs in the field. The subsequent two months would be spent visiting successfully operating FP programs in LDC's other than their own. Through these efforts the fellows would be better prepared for the broad leadership roles they are expected to fill.

and

The project has been cleared by the five regional bureaus by TA/RUR.

Recommendation:

That you approve the attached PROP (Tab B) by signing the attached Project Authorization. (Tab A)

Attachments: Tab A - Project Authorization
Tab B - PROP

3/23/70- Fully support purpose. But hope that this broader scope can be accommodated by better balancing of program within the time already allocated, i.e., with minimum increase in the cost per physician trained which, however reasonable, will look high to the outside critic not familiar with the details.

JBernstein

Clearance: TA/PH, John Kean _____

TA/PH:RCShafer:dlw:3/18/70