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MID-TERM EVALUATION OF THE
STATUS, SERVICES, AND EFFECTIVENESS
OF THE
CARIBBEAN FAMILY PLANNING PROJECT

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C O N T E N T S

	<u>Page</u>
ACKNOWLEDGMENTS	i
EXECUTIVE SUMMARY	ix
ABBREVIATIONS	xi
I. INTRODUCTION	1
Purpose of Assignment	1
Objectives of the Project	1
Scope of Work	1
Methodology and Itinerary	2
II. BACKGROUND	5
Regional Needs	5
Project Activities	5
A. Project I: Regional I&E Program	5
1. Sub-Project 1: Publications	5
2. Sub-Project 2: Radio Drama Production	6
3. Sub-Project 3: Radio Magazine	6
4. Sub-Project 4: National Radio Drama, St. Vincent	6
5. Sub-Project 5: National Radio Drama, St. Kitts-Nevis	6
6. Sub-Project 6: Production of Audiovisual Materials	6
7. Sub-Project 7: Communication and Training in Family Life Education	6
B. Project II: Community-Based Distribution Project	6
C. Project III: Technical Assistance and Common Services	7
D. Project IV: Technical Cooperation	7
E. Project V: Commodities Supply	7
F. Project VI: Evaluation	7
Executing Agencies	7
Caribbean Family Planning Affiliation	8

	<u>Page</u>
III. OBSERVATIONS AND FINDINGS	11
Project Implementation	11
A. Project I: Regional I&E Program	11
1. Sub-Project 1: Publications: Press Articles and CFPA Bulletin	11
2. Sub-Project 2: Caribbean Pilot Drama	12
3. Sub-Project 3: Radio Magazine	12
4. Sub-Project 4: National Radio Drama, St. Vincent	13
5. Sub-Project 5: National Radio Drama, St. Kitts-Nevis	13
6. Sub-Project 6: Production of Audiovisual Materials	14
7. Sub-Project 7: Communication and FLE Training	16
B. Project II: Community-Based Distribution	17
1. Sub-Project 1: Grenada CBD	17
2. Sub-Project 2: St. Kitts-Nevis CBD	18
C. Project III: Technical Assistance and Common Services	20
1. Grenada PPA	20
2. Dominica PPA	21
3. St. Kitts-Nevis FPA	21
4. Suriname Stichting Lobi	21
5. CFPA	21
D. Project IV: Technical Cooperation	22
E. Project V: Commodities Supply	23
F. Project VI: Evaluation	23
Project Management and Monitoring	25
A. Organization	25
B. Staffing: IPPE/WHR	25
C. Staffing: CFPA	29
General Conclusions	30
A. Implementation Status	30
B. Effectiveness of the CFPA	31
C. Services Provided	31
D. Regional Impact	32
E. A Special Problem	32

	<u>Page</u>
IV. RECOMMENDATIONS	33
Project Focus	33
A. General Focus	33
B. Special Theme	33
The Projects	33
A. Project I: Regional I&E Program	33
1. Sub-Project 1: Publications.	33
2. Sub-Project 2: Caribbean Pilot Drama	34
3. Sub-Project 3: Radio Magazine	34
4. Sub-Projects 4 and 5: National Radio Drama, St. Vincent and St. Kitts-Nevis	34
5. Sub-Project 6: Production of Audiovisual Materials	34
6. Sub-Project 7: Communication and FLE Training	35
B. Project II: Community-Based Distribution	35
1. Sub-Projects 1 and 2: Grenada and St. Kitts-Nevis	35
C. Project III: Technical Assistance and Common Services	36
D. Project IV: Technical Cooperation	36
E. Project V: Commodities Supply	36
Organization and Management	36
Budget Modifications and Support	37

APPENDICES

Appendix A: List of Persons Contacted

Appendix B: List of References

EXECUTIVE SUMMARY

The United States Agency for International Development (USAID) awarded a grant of U.S.\$977,040 to the International Planned Parenthood Federation, Western Hemisphere Region (IPPF/WHR), to support private sector family planning information and services in the Caribbean. A mid-term evaluation of grant-supported activities was conducted between May 24, 1982, and June 11, 1982.

The scope of work for the evaluation called for a report on the status of implementation of the project, the effectiveness of the Caribbean Family Planning Affiliation (CFPA), and the services the project is providing, in addition to recommendations for revisions of the original project design. The evaluators carried out their field work in St. Lucia, St. Vincent, St. Kitts-Nevis, and Antigua; gathered data; and conducted the initial evaluation of the project. The final conclusions, recommendations, and revisions were determined in consultation with representatives from the IPPF/WHR, the CFPA, and USAID.

The evaluation team concluded that the implementation of the project is on target; that the effectiveness of the CFPA has been hampered by problems related to institution-building; that the Secretariat of the CFPA has established adequate systems to handle requests to supply commodities, provide technical assistance, exchange personnel who are members of the CFPA, and train CFPA members; and that the CFPA has begun to raise its public profile and to stimulate throughout the region an awareness of the problem of adolescent pregnancy.

The evaluators recommend that AID continue to support the project as it was designed; that the CFPA and the IPPF/WHR accelerate their efforts to combat the problem of adolescent pregnancy; that the CFPA focus primarily on the production of audiovisual materials and training; that the CFPA reorganize its Secretariat; and that the budget be revised to provide greater support for the regional information and education (I&E) program. The evaluators also recommend that the funds for I&E support available from the AID public sector population project be assigned to the CFPA.

ABBREVIATIONS

CADEC	Development Agency of the Caribbean Conference of Churches
CARICOM	Caribbean Commonwealth
CBD	Community-Based Distribution
CBU	Caribbean Broadcasting Union
CFPA	Caribbean Family Planning Affiliation
FLE	Family Life Education
FP	Family Planning
FPA	Family Planning Association
I&E	Information and Education
IPPF	International Planned Parenthood Federation
LDC	Less Developed Country
MOH	Ministry of Health
MSC	Martha Stuart Communications, Inc.
OPG	Operational Program Grant
PAHO	Pan American Health Organization
PAC	Project Advisory Committee
PEC	Project Execution Committee
PPA	Planned Parenthood Association
RDO/C	Regional Development Office, Caribbean
SIDA	Swedish International Development Authority
UNFPA	United Nations Fund for Population Activities
USAID	United States Agency for International Development
UWI	University of the West Indies
WHR	Western Hemisphere Region

I. INTRODUCTION

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Purpose of Assignment

In August 1980, the AID Regional Development Office in the Caribbean (PJO/C) approved a grant of U.S.\$977,040 to the International Planned Parenthood Federation, Western Hemisphere Region (IPPF/WHR), to encourage the wider acceptance of family planning (FP) in the Caribbean and to improve the delivery of family planning services in the private sector. The grant was to be effective through April 30, 1984.

The IPPF/WHR was charged with implementing the Caribbean Family Planning Project (No. 538-0050) in collaboration with the Caribbean Family Planning Affiliation (CFPA) and selected family planning associations (FPAs) in the less-developed countries (LDCs) in the Eastern Caribbean.

The purpose of this assignment was to conduct a mid-term evaluation of the progress of the IPPF/WHR, the CFPA, and the FPAs in achieving the objectives of the grant.

Objectives of the Project

The objectives of the Caribbean Family Planning Project are:

1. To implement a regional information and education (I&E) program which will (a) raise the public profile of the CFPA; (b) promote wider acceptance of family planning; and (c) stimulate regional recognition of family life issues and problems.
2. To facilitate the implementation in-country of demonstration and pilot programs in community-based distribution (CBD) and the use of radio drama for community education in family planning.
3. To establish systems to supply commodities, provide technical assistance, and train members of the CFPA.
4. To establish a system to exchange personnel who are members of the CFPA.

Scope of Work

The evaluation was designed to be both qualitative and quantitative. The evaluators were required to gather data on the number of CFPA publications; the number of national and regional radio drama productions; the number of audiovisual materials produced; workshops for field staff; CBD

distribution points in St. Kitts-Nevis and Grenada; the number of technicians available to assist CFPA members; exchanges of personnel among FPAs; and types and quantities of commodities supplied. They were instructed to analyze the data and review quarterly submissions, financial information, and other relevant documents and then prepare a report on the status of implementation of the project, the effectiveness of the CFPA, and the services the project is providing. They also were requested to prepare recommendations for possible revisions of the original design of the project.

In addition, the RDO/C requested that the evaluators maintain a broad perspective while assessing project activities and the capabilities of the CFPA Secretariat; that they bear in mind the new population project, which is to support population and family planning in the public sector; and that they assess the extent to which roles and current activities in the private sector complement the activities anticipated in the public sector project.

Methodology and Itinerary

The evaluators gathered data on the development and implementation of the project by conducting personal interviews and reviewing documentation on the project and other materials, including grants and sub-grants, special studies, publications, contracts with consultants, and correspondence (see Appendix B). Key staff and consultants of the IPPF/WHO, the CFPA, and the RDO/C, the staff and volunteers of FPAs in Antigua, St. Kitts-Nevis, St. Lucia, and St. Vincent, and two public officials in St. Vincent were interviewed (see Appendix A).

One of the evaluators, Bruce D. Carlson, spent Wednesday, May 19, in New York, discussing the project with IPPF/WHO staff and reviewing documentation on the project. Mr. Carlson arrived in Barbados on Monday, May 24, and was joined the following day by Charles Alleyne. Both evaluators remained in Barbados on Tuesday and Wednesday for meetings with the health, population, and nutrition officer of the RDO/C, Mark Laskin, and a population consultant, Paul Clipson. They finalized the itinerary and travel arrangements at that time.

On Thursday and Friday, May 27 and 28, the evaluators were in St. Lucia and St. Vincent, where they met with staff and volunteers. They traveled from Barbados to St. Kitts on Monday, May 31, and, on June 1, met with the staff and the president of the St. Kitts-Nevis FPA. That evening, they flew to Antigua.

Meetings were held with the Antigua FPA on the morning of June 2, and with the program coordinator of the CFPA's Secretariat in the afternoon. On Thursday, June 3, the evaluators had separate meetings with the CFPA's training officer, a publications consultant to the CFPA, and the IPPF/WHO's Caribbean program

consultant. Discussions with both the program coordinator and the training officer followed the meetings. The evaluators returned to Barbados on the evening of June 3. The following day, they reviewed their findings, both together and in consultation with the RDO/C's health, population, and nutrition officer; during the weekend, they prepared their report.

The evaluators discussed their findings and recommendations with the project officer of the IPPF/WHR, Everold Hosein, on Tuesday, June 3; on Wednesday afternoon, they met with the president of the CFPA, Don Mitchell, a former president of the CFPA, Joseph Weekes, and the program coordinator, Anthony Ribiero.

On Thursday, the evaluators, the RDO/C and IPPF/WHR project officers, CFPA volunteers, and the program coordinator met with the director of the RDO/C, Bill Wheeler. The purpose of this meeting was to discuss the report and modifications. The final revisions that were to be incorporated into the report were reviewed with the RDO/C's project officer on Friday, June 11.

II. BACKGROUND

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Regional Needs

For most FPAs in the Eastern Caribbean, the primary tasks are to create demand for and motivate new acceptors of family planning. Service delivery tends to be the responsibility of the government, with the private sector providing support for information and education activities either upon request or at the direction of the government.

There is a need for more innovative action in I&E. Most people (more than 90 percent) in the LDCs are aware of family planning methods and delivery services, but they do not seem to be motivated to practice family planning. For this reason, efforts to provide more than knowledge only--to stimulate the practice of contraception--are necessary.

In addition to the individual country's need for I&E, there is a need to promote greater awareness of population and family planning issues throughout the Caribbean. To enable the FPAs to improve their capacity to develop and manage I&E activities, special training must be provided for field staff; technical assistance in specific areas must be made available; the various family planning institutions must share information; and access to increased commodity support must be provided.

It was in response to these needs that the Caribbean Family Planning Project was developed.

Project Activities

The AID grant supports the activities of six major projects, including an evaluation project. The largest of the activities is a regional information and education program with seven sub-projects.

A. Project I: Regional I&E Program

1. Sub-Project 1: Publications

This sub-project involves the production and distribution of a CFPA bulletin and a series of newspaper articles on family planning, population, and development for use by regional print media.

2. Sub-Project 2: Radio Drama Production

The second sub-project entails the production and broadcasting of a regional pilot radio program using a soap opera format.

3. Sub-Project 3: Radio Magazine

In this sub-project, six monthly regional magazine programs are produced and broadcast to draw attention to population issues in the Caribbean. These are pilot programs.

4. Sub-Project 4: National Radio Drama, St. Vincent

The production and broadcasting of a national pilot series on family planning are undertaken in this fourth sub-project in St. Vincent.

5. Sub-Project 5: National Radio Drama, St. Kitts-Nevis

This sub-project also involves the production and broadcasting of a national pilot series on family planning.

6. Sub-Project 6: Production of Audiovisual Materials

In this sub-project, audiovisual materials are produced for FPAs, and slide and sound equipment and video play/recorder and monitoring units are provided.

7. Sub-Project 7: Communication and Training in Life Education

The seventh sub-project sponsors in-country and regional workshops for FPA personnel and others in communication, family planning, and family life education (FLE).

Five other projects are described below.

B. Project II: Community-Based Distribution Project

There are two sub-projects in Project II; one is being implemented in St. Kitts-Nevis and one is being conducted in Grenada. The purpose of both is to expand non-clinical distribution points to provide easy and inexpensive access to contraceptive methods.

C. Project III: Technical Assistance and Common Services

The purpose of this project is to provide a resource pool of technical assistants for members of the CFPA. Expertise in evaluation, management, medical and clinical operations, project development, and information and education is being made available.

D. Project IV: Technical Cooperation

The funds for this project enable selected FPA personnel to visit other FPAs to share their experience, particularly with demonstration projects.

E. Project V: Commodities Supply

The funds allocated to this project are used to enable members of the CFPA to obtain additional commodities, including contraceptives.

F. Project VI: Evaluation

Mid-term and end-of-project evaluations are scheduled for this project. Both evaluations are to be conducted by a team appointed by the IPPF/WHR. The team is to include one representative each from the IPPF/WHR, the CFPA, and AID/Barbados, as well as two outside experts.

Executing Agencies

Although the ultimate responsibility for the implementation of the project rests with the IPPF/WHR, the project is designed to be executed by the CFPA and three FPAs. The IPPF/WHR has signed a sub-grant with the CFPA to implement the regional I&E program (excluding the two national radio dramas) and the projects involving technical assistance and common services, technical cooperation, and the supply of commodities. The latter three projects are being executed by the CFPA in collaboration with the IPPF/WHR.

For the two national radio dramas and the two CBD projects, the IPPF/WHR has designated the FPAs in Grenada, St. Kitts-Nevis, and St. Vincent as the executing agencies. In accordance with this action, the IPPF/WHR has signed sub-grants with the FPAs.

Caribbean Family Planning Affiliation

The CFPA, founded in 1971, is a non-governmental regional organization representing the collective interest of 18 family planning associations in the Caribbean. It is an affiliate of the IPPF/WHO. Its members are most of the English-, Dutch-, and French-speaking countries in the region. These include Anguilla, Antigua, Aruba, Bermuda, British Virgin Islands, Curacao, Dominica, Grenada, Guadeloupe, Guyana, Martinique, Montserrat, St. Kitts-Nevis, St. Lucia, St. Maarten, St. Vincent, and Suriname.

The CFPA's Council, comprising representatives of each member association, and the CFPA's Executive Committee, elected by the membership, manage the affairs of the CFPA.

The CFPA Secretariat, located in Antigua, serves as a technical resource and a clearinghouse and distribution center of population and family planning information for member associations.

The CFPA has established a Project Advisory Committee (PAC), a mechanism for independent program review. The advisory committee, which meets at the time of the CFPA's Annual General Meeting, first met in May 1981. It counts among its member representatives the Secretariat of the Caribbean Commonwealth (CARICOM), the Pan American Health Organization (PAHO), the University of the West Indies (UWI), the University of Guyana, the Development Agency of the Caribbean Conference of Churches (CADEC), the University of Suriname, the commissioner of health in Aruba, and the United Nations Fund for Population Activities (UNFPA). In addition to its advisory function, the committee fosters collaboration between the CFPA and other regional and international organizations.

For the purposes of implementing the AID-funded Caribbean Family Planning Project, the CFPA has established a Project Execution Committee (PEC). This committee is made up of the seven members of the CFPA Executive Committee and meets quarterly.

III. OBSERVATIONS AND FINDINGS

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III. OBSERVATIONS AND FINDINGS

The evaluators' observations and findings have been divided into three sections. The first section covers the implementation of individual projects and sub-projects; the second part concerns the management and monitoring of the overall project; and the third section contains the conclusions drawn from the evaluation.

Project Implementation

A. Project I: Regional I&E Program

1. Sub-Project 1: Publications: Press Articles and CFPA Bulletin

In accordance with the project's objectives, the CFPA has produced five issues of its quarterly, "Bulletin"; a sixth issue is to be published by July 1982. One thousand copies of each issue are distributed among the CFPA's members and selected organizations in the region.

The CFPA also produces an internal newsletter, "CFPA Open File," bi-monthly. To date, six issues of 500 copies each have been distributed to the organization's members.

Some FPAs have responded favorably to the "Bulletin" as a means to promote the CFPA and its member associations. For example, some family planning associations affix their name on the "Bulletin" and forward it to the Ministry of Health (MOH), the Ministry of Education, and other government agencies.

The CFPA, displeased with the quality of its publications, hired a full-time publications consultant, Matthew Roberts, in January 1982, to assist the production staff. By June 1982, the CFPA's publications and communications officers either had been released or had resigned. The CFPA would like to review the results of this mid-term evaluation before replacing the personnel in these two positions.

Matthew Roberts and others have indicated that the "Bulletin" has tried to serve a wide, unspecified audience, and that, consequently, it has become diffused. Furthermore, with a press run of only 1,000 copies per issue, circulation and impact, if any, are limited.

The publications consultant has recommended that a single relatively inexpensive publication that combines the features of the "CFPA Open File" and some aspects of the "Bulletin" be produced to meet the internal needs of the CFPA's membership. He also has recommended that the CFPA attempt to

meet the needs of policymakers and the general public with a series of "special publications" and "occasional papers" for the former, and news items and feature articles on population, family planning, and development for the latter. These articles would appear in regional print media, per the original project objective.

To date, the CFPA has placed only one article in a regional publication: a feature on the CFPA's role and programs in Caribbean Contact. However, the CFPA and the IPPF/WHR have published two studies on adolescent pregnancy in the Caribbean. Both studies were conducted in 1981 in Grenada and Dominica; they were produced by Dr. Tirbani Jagdeo under the CFPA's technical assistance project. The studies are a good example of "special publications" on specific issues or problems which can be distributed to targeted audiences, such as policymakers and health officials.

2. Sub-Project 2: Caribbean Pilot Drama

This pilot project, which involves the production of 13 episodes of 15 minutes each, to be broadcast twice a week over regional radio, has experienced repeated problems and delays. The first attempt, directed by the CFPA's communications officer, was unsatisfactory. A new production has been completed, however. The CFPA received technical assistance from Jones Madeira, secretary-general of the Caribbean Broadcasting Union (CBU); technical revisions were made by Alwyn Bully of Dominica and Dobrin O'Mard of Antigua, with assistance from the CFPA's training officer. Final audio editing is being done at this time at Radio Antilles, Montserrat. The pilot series is expected to be broadcast in June 1982.

A discussion guide is planned. Work is expected to begin on this booklet after production of the series has been completed.

3. Sub-Project 3: Radio Magazine

This pilot series of six monthly radio magazine programs, to be produced by the CFPA and made available to all radio stations in the Caribbean, is scheduled for the second year of the project. In contrast to the radio dramas, with their "emotional" appeal, the radio magazine is designed to stimulate regional concern about population issues at an analytical level. The CFPA has arranged with the Caribbean Broadcasting Union to produce and broadcast 15 programs. The first four are in production and are scheduled for broadcast in late June 1982.

4. Sub-Project 4: National Radio Drama, St. Vincent

This radio project is similar to the regional radio drama but is confined to the national level. The St. Vincent FPA is the executing agency.

Despite problems in preparing scripts, 11 of 13 episodes have been completed and three have been recorded. The theme of each is teenage pregnancy. The FPA plans to air the program twice each week. It originally planned to present the program during school hours, but events required a shift to after-school hours.

If the FPA is unsuccessful in airing the program during prime time, it will attempt to coordinate the broadcasts with the schools. The FPA already has a Saturday morning radio program for youth.

The FPA still plans to develop and produce 10,000 comic books based on the radio drama. The comic books will be distributed to schools, colleges, youth clubs, clinics, etc.

5. Sub-Project 5: National Radio Drama, St. Kitts-Nevis

This radio project is similar to the project in St. Vincent. The St. Kitts-Nevis FPA is the executing agency.

The FPA contracted with a local playwright and a school teacher to produce 13 fifteen-minute episodes. The subject of the radio drama is a young girl who becomes pregnant and eventually dies.

The FPA twice tried to air the program but had to stop because of changes in management at the radio station. Airing began again on May 26 of this year, with broadcasts at 5:30 p.m. on Tuesdays and Fridays.

The FPA advertises its family planning services before and after each episode. The first advertisement is addressed to young girls and emphasizes the importance of spacing. The second is aimed at young men and their obligation to act responsibly. Reference is made to the FPA and its confidential family planning services.

The FPA plans to conduct an evaluation at the end of the series before rebroadcasting the dramas. It has scrapped the idea of a comic book, having decided that it cannot overcome the problems of producing a version locally.

6. Sub-Project 6: Production of Audiovisual Materials

This project was designed to provide the FPAs with audiovisual materials upon request and to strengthen the motivational work of FPA field staff, thereby increasing the number of family planning acceptors. The CFPA's communications officer was to have supervised the project.

The project expected to respond to requests for posters, leaflets and pamphlets, slides, video tapes, film clips and short films, audio cassette tapes, and flip charts. The project also planned to make available to most FPAs a slide and sound projector and a video play/recorder and monitor.

The production of audiovisual materials and the procurement of related audiovisual equipment have required a great deal of effort and have delayed other activities. In attempting to respond to requests from FPAs in each country, the CFPA's communications officer proved that he was inexperienced in producing audiovisual materials. To overcome this staffing problem, the CFPA decided to include the production of specific audiovisual materials among the functions of the training officer. This change, which became effective in January 1982, is intended to be a temporary measure, but has added to the burden of responsibilities of the training officer. The materials are essential to training, but the need to produce them has resulted in the postponement of activities in the training project in communication and FLE.

The CFPA decided to develop a systematic approach to the production of audiovisual materials so that larger, standardized quantities of materials could be produced for the entire region. This, it is felt, may be a more effective approach than responding ad hoc to an individual FPA's requests. The CFPA also decided that it would be wise to delay the procurement of audiovisual equipment so that the most appropriate and suitable equipment for the Caribbean could be selected. Martha Stuart Communications, Inc. (MSC) has provided technical assistance in the selection of equipment.

The CFPA contracted MSC to conduct a three-week workshop on the use of equipment and video production at the offices of the CFPA Secretariat. The workshop was held in April 1982, and was coordinated by the CFPA's training officer. Among the 22 participants were the staff of the CFPA Secretariat, one representative each from the St. Kitts-Nevis and Dominica FPAs, three representatives from the Antigua Broadcasting Service, and a few other selected individuals. The emphasis was on practical exercises. The participants produced three 40-minute video programs which now form part of the I&E program. The video productions include a teenage group discussion on teenage pregnancy; a discussion on family life with Antiguan males; and interviews with acceptors at a family planning clinic. The CFPA now has the capability to produce video programs for distribution to the FPAs and to respond to special requests for video programs at the country level. (The audiovisual materials that have been produced or acquired by the CFPA are listed in Exhibit III-A.)

Exhibit III-A

LIST OF AUDIOVISUAL MATERIALS

Posters

1,000	Teenage Posters (Suriname)
1,500	Advertisements for FP Services (Suriname)
300	Breastfeeding (Grenada)
5,000	Family Planning (General)

Pamphlets

10,000	"Teenagers and Sex" (Suriname)
60,000	10,000 Each of Six Pamphlets on Family Planning Methods (General)
6,600	Six Pamphlets (Anguilla, St. Lucia, and St. Vincent)

Fieldworker Kits

100	Pelvic Model and Sample Contraceptives (General)
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Flip Charts

1,000	Human Reproduction and Contraception (General)
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Video Programs

3	40 Minutes Each (General)
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Brochures

5,000	On the CFPA (General)
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Shopping Bags

25,000	"Plan Your Family," with CFPA Logo (General)
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Metal CBD Signs

210	CBD Distribution Points
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Audiovisual equipment was distributed to the CFPA Secretariat and 10 FPAs (Anguilla, Antigua, Dominica, Grenada, Guyana, Montserrat, St. Kitts-Nevis, St. Lucia, St. Vincent, and Suriname) in early 1982. Among the equipment were 18 slide and sound projectors (seven FPAs received two projectors) and 11 video play/recorders and monitors.

7. Sub-Project 7: Communication and FLE Training

This two-year project is to meet the in-service communication training requirements of the FPAs through in-country workshops which also include personnel from related development agencies. A key feature of the project is the production of training modules and supporting materials.

In 1981, the CFPA conducted three in-country workshops on family life education counseling skills and a regional workshop on communications strategy planning. This year, however, only one workshop in video production has been held, because the training officer is committed to produce training-related audiovisual materials. However, workshops are planned for the third quarter in Montserrat and Antigua, and follow-up to the three in-country workshops held in 1981 is scheduled. Visits to Guyana and Grenada to assess training needs also are scheduled.

The one-week workshop in Dominica was held on July 13-17, 1981, and drew 26 participants. The workshop in St. Lucia took place on August 17-21, 1981, and attracted 36 participants. The workshop in Antigua took place on September 14-18, 1981, and had 25 participants. All three workshops attracted personnel from the FPAs, the Ministry of Health, the Ministry of Education, the Ministry of Community Development, and other community groups. They provided an excellent opportunity to foster cooperation among the CFPA, the FPAs, and the public sector. For each workshop, the CFPA contracted a special training consultant and used local expertise to assist the training officer, who served as the key resource person.

The regional workshop was a course in communications strategy planning. It was jointly planned and coordinated by the WHR's Caribbean program adviser and project officer and the CFPA's training officer. It was held in Antigua for one week in October 1981. In addition to representatives from 14 FPAs, the executive director of the Trinidad and Tobago FPA attended the meeting.

The workshop combined lectures on communication theory and strategy planning with the actual design of communications plans for small groups of participants. A manual, an outline of the entire course, was given to each participant before the workshop was held. This served as a reference.

All the participants from the FPAs who were interviewed commented favorably on the regional workshop, although some thought that too much material and work was crammed into too short a period.

In assessing the in-country workshops, the training officer reported considerable difficulty in "training" most of the FPA field workers. The educational level of the field workers is quite low; thus, the ability of these personnel to acquire knowledge or skills in only one week is very limited. Moreover, it is questionable whether the field workers are able to communicate family planning and family life concepts, and that they have the necessary skills for effective interpersonal communication. Field workers should receive continuing in-service training from FPA staff to reinforce the level of knowledge and to ensure that the correct message is being conveyed.

The training officer believes that family life and youth educators do have sufficient training, background, and skills to benefit from special training in a workshop of one or two weeks. Such personnel can communicate effectively and have stature in the community, which enables them to lecture or participate in community meetings, radio shows, etc.

The CFPA Secretariat is now receiving requests from the FPAs for training for Ministry of Education teachers in sex education. These requests stem, in part, from the workshop on family life education, co-sponsored by the CFPA and CRESALC in Antigua in November 1981. The workshop included participants from the ministries of education in the region and focused on curriculum development in the schools.

The requests also reflect the FPAs' growing recognition that the CFPA can assist in providing sex education. Of particular interest is the apparent shift of ministries of education toward the introduction of sex education in the schools. The need for sex education is acknowledged, but there is a problem of adequately preparing selected teachers and developing a meaningful syllabus. Fortunately, the CFPA training officer is well aware of the many hurdles that must be overcome to implement successfully a sex education project. The first such effort will be initiated in Montserrat in September 1982.

B. Project II: Community-Based Distribution

1. Sub-Project 1: Grenada CBD

Reports indicate that to date, the FPA has been successful in achieving the objectives of this three-year project. Although there was some staff turnover, the CBD project employed two additional CBD coordinators (field supervisors), increased its staff of field workers from 13 to 15, and added seven outreach workers. At the end of the first year, the number of CBD outlets had increased from 59 to 71; the project's goal was 81. The outreach program to youth also was reactivated.

Free condoms and Neo-Sampon are distributed. The association is seeking the Ministry of Health's approval to dispense oral contraceptives from government medical stations using a coupon system.

The number of acceptors in the project is not found in reports, but the figures for mid-1981 indicate that an average of 154 condoms and 11 tubes of Neo-Sampon per distributor are distributed each quarter. Based on 100 condoms or 10 tubes of Neo-Sampon per year per couple and 70 distribution points, the project is currently serving an estimated 2,000 acceptors.

The project has received or has produced locally some 8,000 leaflets on each contraceptive, produced locally 80 wooden CBD signs, and received 100 metal signs from the IPPF/WHR. At the recommendation of a CFPA consultant who was studying adolescent fertility in Grenada, the association increased its publicity about the CBD program by running a series of four advertisements in the local newspaper. The association also used a CFPA publications consultant to assist in the layout and production of Outreach Magazine. The government granted permission to publish the magazine beginning in the second quarter of 1982.

2. Sub-Project 2: St. Kitts-Nevis CBD

Despite a slow start, because of internal organizational problems, the St. Kitts-Nevis FPA is on target in achieving the objectives of this three-year project.

In accordance with the project's objective, the number of distribution points has been increased from 28 to 40; 10 distribution points are located in Nevis. The outlets are largely shops and bars, but a few are factories and police stations. There are no data available in reports, however, to indicate whether the number of new acceptors is increasing at the targeted rate of 800-1,000 per year. The IPPF/WHR has prepared a data collection sheet for the FPA to overcome this problem.

Two youth educators, one male and one female, were appointed in June 1981, to work in St. Kitts, and a female youth educator was hired in May 1982, to cover Nevis. The youth educators meet with youth groups, factory workers, and in-school youth.

A three-day seminar was held in late 1981 for the outreach workers, youth educators, and nurses. In addition, the CBD manager visited Grenada in July 1981, under the CFPA's technical cooperation project, to meet with the CBD coordinators of the Grenada Planned Parenthood Association (PPA) and to discuss the implementation of the project.

The FPA recently received 60 metal CBD signs from the CFPA for each distribution point. The signs normally are displayed outside the shops, nailed to the wooden or concrete walls. The association advertises its services on the radio and television, and in the press. The new CBD signs

are being used to promote the availability of contraceptives--condoms and Neo-Samphoon--at the FPA's 40 distribution points. Two brands of pills also are being distributed at a few select distribution points.

As a result of a recent program review of the FPA by the IPPF/WHR's Caribbean program consultant, and meetings with the Caribbean program adviser and project officer and a consultant to the St. Kitts-Nevis FPA, the association decided to offer its contraceptives free of charge. The IPPF/WHR's program consultant had argued that FPAs' contraceptives were "relatively expensive compared to ... [contraceptives provided by] government-run health centers [and] the program is insufficiently advertised--and this is a fatal weakness, given the kind of competition that it [the program] gets from government-run health centers." The nominal charges of 5¢ E.C. per condom and 50¢ E.C. per strip of 10 Neo-Samphoon were dropped in the last week of May 1982. This change continues to be announced in 30-second television spots on the evening news twice each week and is advertised in the two local newspapers on Saturdays.

In addition to increased advertising and the use of an improved CBD data collection system, the IPPF/WHR consultant suggested that "perhaps, the FPA may want to forego any claim to these proceeds from shopkeepers, reduce the price of contraceptives between 25 percent and 50 percent and thereby become more competitive--price wise--with the health centers...." It is difficult to imagine that the price of contraceptives was or might have been a critical factor in the performance of the association's CBD program. The price of 5¢ E.C. (U.S.\$0.02) per condom is negligible, and compares with an average of \$1.00 E.C.--\$1.50 E.C. (U.S.\$0.40-\$0.60) per condom in the pharmacies. A reduction by 50 percent, or even 100 percent (to U.S.\$0.01, or zero), is not likely to lead to any increase in the quantity of contraceptives distributed. In fact, it is possible that the FPA will experience a decline in the CBD program. Even though the amount that shopkeepers received from low-cost sales was minimal (i.e., 50 percent of all sales), the proceeds were, at the least, a token of the association's appreciation and helped to offset the shopkeepers' costs for such items as paper bags, time, and service. Now that contraceptives are "free," it is likely that the association will have to find another way to compensate the shopkeepers.

The recommendations and recent actions of the FPA in St. Kitts-Nevis contrast sharply with activities in most CBD programs around the world which charge for contraceptives, even where identical contraceptives are available at no charge from government health centers. A more innovative approach to this CBD project might be to increase the price of the two contraceptives as many as five times, to 25¢ E.C. (U.S. \$0.10) per condom and Neo-Samphoon tablet. This change in pricing would differentiate markedly the association's program from that of the government, yet, the products would be available at only one-fourth the cost of products in the commercial retail market. (The Antigua PPA sells four condoms for \$1.00 E.C. and pills for \$3.00 E.C. per cycle.) In addition, because the shopkeepers would retain one-half of the proceeds from the sale of contraceptives,

there would be an added incentive, albeit a small one, given the relatively low volume of sales, to promote the use of contraceptives. Moreover, because of financial difficulties common to all FPAs, the St. Kitts-Nevis association would welcome any additional revenues the CBD program might generate.

C. Project III: Technical Assistance and Common Services

The purpose of this third major project is to provide a resource pool of technical consultants to assist in improving the quality of work of the CFPA's member associations. It was anticipated that technical assistance would be needed for evaluation, management, medical and clinical operations, project development, training, information, and education.

A Consultant Roster has been developed, and the FPAs are asked to submit technical assistance requests, using standardized CFPA request forms. Copies of FPA requests to the CFPA are forwarded to the IPPF/WHR, and all technical assistance contracts are signed by both consultants and the IPPF/WHR. The technical assistance provided to date, including organization, assignment, consultant, and dates, is described below.

1. Grenada PPA

Mr. Matthew Roberts assisted the FPA in designing the layout for and editing the youth magazine (June 7-20, 1981). In addition, he advised the association on radio production, newspaper advertising, and the redesign of CBD leaflets on the condom and Neo-Sampon.

Dr. Tirbani Jagdeo was contracted to undertake a study of adolescent sexual behavior and the problem of teenage pregnancy in Grenada as a Caribbean case study. The period of his appointment was from June 22, 1981, to September 18, 1981. Dr. Jagdeo made recommendations, based on the findings of his study, for new adolescent programs and for modifications of existing youth programs. He also identified "major shortcomings" in the association, particularly "serious human relations problems ... between different levels of the organizational hierarchy." For these, he also offered some suggestions.

Dr. Jagdeo went beyond his terms of reference in critically analyzing the organization, and it was the responsibility of the CFPA and the IPPF/WHR to edit out his findings on adolescent pregnancy from his observations on the organization's structure and its members. The mixing of the two subjects was inappropriate. The approach detracted from the academic merit of the study; exposed a publicly one-sided and highly negative view of a CFPA member; and undermined efforts to foster relationships and build confidence, action which is so important to the CFPA and its members.

2. Dominica PPA

The FPA in Dominica requested that Dr. Tirbani Jagdeo conduct a study on teenage pregnancy and evaluate the adolescent programs and the management of the association. The period of his appointment was from November 2, 1981, to December 31, 1981. Dr. Jagdeo's contract with the IPPF/WHR also required that he compare the findings on teenage pregnancy in Dominica with the findings of the CFPA study in Grenada. As were the results of the Grenada study, the findings on adolescent pregnancy in Dominica were published and distributed by the CFPA and the IPPF/WHR.

The executive director of the Montserrat FPA, Mr. Neville Samuels, aided the association in developing its 1982 Work Program during the first quarter of 1981.

3. St. Kitts-Nevis FPA

The executive director of the Montserrat FPA also assisted the St. Kitts-Nevis FPA in developing and preparing its 1982 Work Program during the second quarter of 1981.

4. Suriname Stichting Lobi

A medical consultant, Dr. Nadia Comvalius, was contracted to assist in the training of physicians as part of a national symposium on contraceptive technology. The symposium took place in November 1981.

5. CFPA

Mr. Matthew Roberts was appointed as a full-time consultant for one year, beginning in January 1982. Retained as a publications consultant, he is serving as a consulting editor for the CFPA's "Bulletin" and the "CFPA Open File"; providing technical assistance to CFA members to help produce publications; and assisting the CFPA in developing and producing audiovisual communications materials.

Mr. Roberts was contracted as a publications consultant because the performance of the CFPA's publications and communications officers was below standard. Unfortunately, however, the contract which Mr. Roberts signed with the IPPF/WHR, instructing him to "report to the CFPA program coordinator as required," created some tension within the CFPA Secretariat until the lines of authority were clarified. Mr. Roberts now reports directly to the CFPA's program coordinator, and not to the IPPF/WHR.

Apparently, when he assumed his position, Mr. Roberts did not clearly understand or recognize the importance and necessity of the CFPA's Editorial Committee, which includes the professional staff of the Secretariat, the IPPF/WHR's Caribbean program consultant, and himself. It appears that he did not receive a sufficiently adequate orientation to the organizational structure of the Secretariat, the problems and needs of the organization, and the role which he is expected to play.

Mr. Tony Best, who is based in New York City, was contracted to serve as a public relations consultant to the CFPA. His contract with the IPPF/WHR calls for as many as 30 days of consultation between December 1, 1981, and December 31, 1982. Mr Best helped the CFPA produce its 1981 Annual Report, which was distributed to CFPA members, government officials, and regional organizations in the Caribbean.

To date, Mr. Best has assisted the CFPA in producing the "Brochure"; preparing press releases on CFPA activities; planning and preparations for the Annual General Meeting, which was held in May this year; and promoting the CFPA as a regional organization. He also has prepared a "Public Information Plan," which, at this time, is being reviewed by the CFPA.

Mr. Best is under contract to the IPPF/WHR to undertake consultancies unrelated to the CFPA's work. Because he is employed by both the CFPA and the IPPF/WHR, the Secretariat has been confused about his role and responsibilities and, most important, is unclear as to whom he reports.

Martha Stuart Communications, Inc., provided extensive technical assistance in the last quarter of 1981. The agency advised the IPPF/WHR on the development of video materials for the CFPA, established a video network among CFPA members, and identified suitable portable video equipment for use in the Caribbean.

The CFPA supported the participation of Mr. Robert Semple, a professional fundraiser, in a fundraising workshop in Aruba in October 1981. One representative from each of the CFPA's member associations attended the workshop.

D. Project IV: Technical Cooperation

The purpose of this project is to enable the personnel of CFPA member associations to share their experiences with demonstration projects and to capitalize on the managerial skills of other member associations. The objective is to fund a maximum of one person from each FPA. The CFPA sends standardized request forms to the FPAs.

In 1981, four persons were funded under this project. They were from the FPAs in Dominica, Guyana, St. Kitts-Nevis, and Suriname. The newly-appointed executive director of the Dominica FPA visited the FPAs in Grenada and Barbados in July to become familiar with these associations' programs

and organizational activities. The I&E director of the Guyana FPA visited the Suriname association in July to exchange information on commodity reporting, distribution, storage, and procedures. The CBD manager of the St. Kitts-Nevis FPA also traveled to Grenada in July to observe and discuss the implementation of the CBD project. In September, the administrative aide of the Suriname FPA visited the Curacao association to review administrative procedures.

Three of the four FPA participants submitted brief reports on their trips to the CFPA. The three were from Dominica, Guyana, and St. Kitts-Nevis.

E. Project V: Commodities Supply

Standardized forms prepared by the CFPA are used by the FPAs to request special commodity assistance. The requests are sent to the CFPA and then forwarded to the IPPF/WHR for processing. The commodities are purchased either with CFPA funds or the counterpart contributions of the IPPF/WHR.

The commodities that have been supplied to date are listed in Exhibit III-B.

F. Project VI: Evaluation

It is stated in the project description of the Caribbean Family Planning Project that the mid-term evaluation will include one representative each from the IPPF/WHR, the CFPA, and the AID Caribbean Regional Development Office, in addition to two outside experts. Antigua, St. Kitts-Nevis, Grenada, and St. Vincent were designated for visits.

The original design for the mid-term evaluation was altered slightly. The field work, data gathering, and initial project evaluation were done by the two outside consultants, Charles Alleyne and Bruce D. Carlson, who constituted the "traveling team." The countries were visited as scheduled, but St. Lucia was substituted for Grenada.

The final conclusions, recommendations, and revisions of the original project design were discussed with representatives of the IPPF/WHR (Everold Hosein), the CFPA (Don Mitchell, Anthony Ribeiro, and Joseph Weekes), and the RDO/C (Mark Laskin).

Exhibit III-B

LIST OF COMMODITIES, BY FPA

<u>Organization</u>	<u>Number</u>	<u>Item</u>
Anguilla FPA	600 Units	Disposable Gloves (IPPF/WHR)
	350 Units	Lippes Loops (IPPF/WHR)
	288 Units	Plain Condoms (IPPF/WHR)
	100 Tubes	Neo-Sampon (El Salvador and Guatemala FPAs)
	4 Units	Female Pelvic Models
	40 Tubes	KY Jelly
	200 Units	Pregnancy Tests
	300 Units	Tear-Drop Tests
	100 Units	Speculae
	1 Unit	Gynecological Table, with Accessories
Antigua PPA	3 Units	Sphygmomanometers
Aruba FPA	50 Units	Lippes Loops
CFPA Secretariat	1 Unit	Microcassette Tape Recorder
Dominica PPA	3 Each	Male and Female Pelvic Models
Grenada PPA	1 Unit	35mm Camera
Montserrat PPA	30 Tubes	Neo-Sampon
	1 Unit	Manual Typewriter
	1 Unit	Desk Calculator
	1 Unit	Xerox Photocopier
	1,200 Cycles	Microgynon (IPPF/WHR)
St. Lucia PPA	1 Unit	Filing Cabinet
		Neo-Sampon

Project Management and Monitoring

A. Organization

The organizational charts that follow (see Exhibits III-C and III-D) illustrate the organizational responsibilities for implementing the Caribbean Family Planning Project. Ultimate responsibility for the project rests with the IPPF/WHR's Board of Directors, which is advised by the Caribbean Program Committee. The program adviser for the Caribbean reports to the director of program coordination and the regional director and serves as the project officer. He is assisted by the program assistant, who is also based in the IPPF/WHR's offices in New York City, and a Caribbean program consultant, located at the headquarters of the CFPA Secretariat, St. Johns, Antigua.

The IPPF/WHR signed sub-grants with the CFPA and three FPAs to implement the various projects at the regional and national levels. The executive directors of the FPAs in Grenada, St. Kitts-Nevis, and St. Vincent thus have operational responsibility for their respective projects.

Responsibility for the projects implemented by the CFPA rests primarily with the Executive Committee, which also serves as the Project Execution Committee. Day-to-day activities are the responsibility of the program coordinator, who receives assistance from three technical officers in publications, communication, and training.

B. Staffing: IPPF/WHR

The grant with AID was signed in August 1980. In December, the IPPF/WHR requested permission to convert the funds for "consultant fees" under WHR support costs to the payment of salary and benefits for a full-time program assistant to the project officer, based in New York. AID concurred. The program assistant, Casey Margard, follows up requests to the CFPA for technical assistance, technical cooperation, and commodity supplies, drafts quarterly reports, and monitors the four sub-projects of the FPAs.

In January 1982, the IPPF/WHR contracted Dr. Tirbani Jagdeo, who holds a Ph.D. in sociology, to serve as a "Caribbean program consultant" at the CFPA's headquarters in Antigua. In a memorandum to the CFPA's member associations and to the FPAs in Barbados, Jamaica, and Trinidad and Tobago, dated February 5, 1982, the regional director indicated that "Dr. Jagdeo [would] function both as an IPPF/WHR field officer in the Caribbean and as a CFPA consultant to member associations on program review, program development, and program evaluation." He further pointed

Exhibit III-C

IPPF/WHR ORGANIZATION CHART:
CARIBBEAN FAMILY PLANNING PROJECT

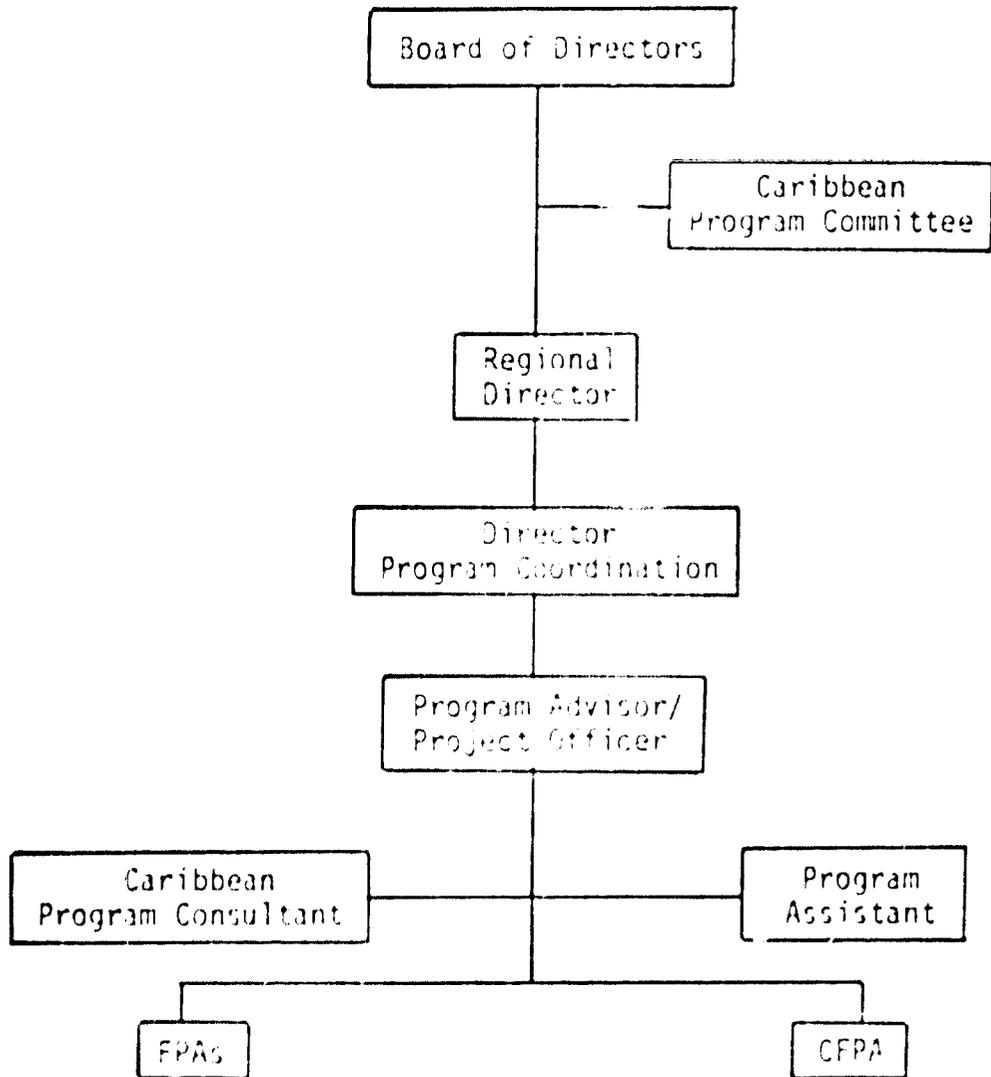
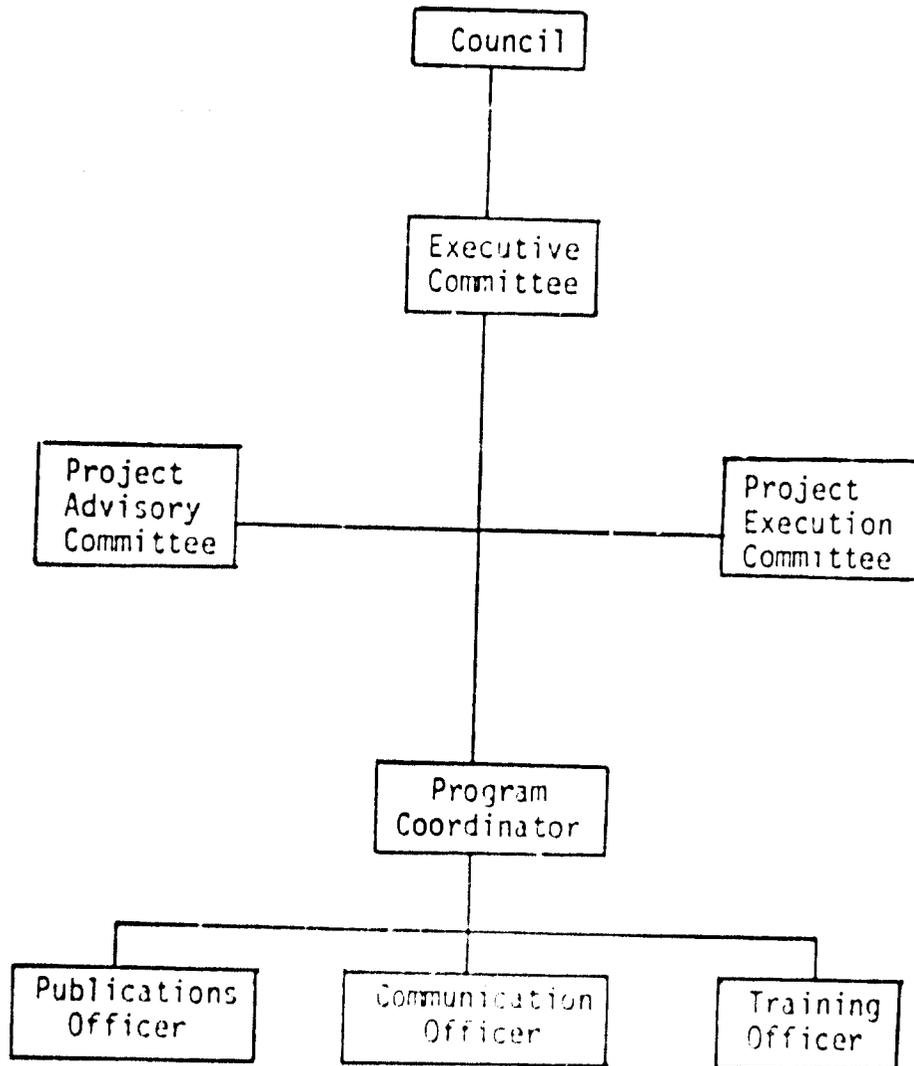


Exhibit III-D

CFPA ORGANIZATION CHART:
CARIBBEAN FAMILY PLANNING PROJECT



out that Dr. Jagdeo would work "under the general supervision of our Caribbean program adviser."

Dr. Jagdeo's contract with the IPPF/WHR specifies certain duties. Dr. Jagdeo is to serve as a liaison between the IPPF/WHR and the CFPA and its member associations; assist the Caribbean program adviser in monitoring the work of the CFPA; and undertake specific research and technical assistance assignments in the Caribbean, as agreed upon by the IPPF/WHR and the CFPA.

According to the IPPF/WHR, Dr. Jagdeo was purposefully given an ambiguous role so that he would have the flexibility to wear two hats, that of the CFPA and that of the IPPF/WHR, whichever was deemed more appropriate or convenient. Thus, although he assists FPAs in IPPF/WHR-related tasks, such as program reviews and the development of work programs and budgets, he can also serve as a linkage between the CFPA and the FPAs. The role of liaison is viewed as very important, because each FPA seems to have a different perception of the CFPA and the IPPF/WHR.

Unfortunately, the ambiguity has created more problems that it has resolved. The FPAs are not sure whether Dr. Jagdeo is representing the IPPF/WHR or the CFPA. For example, Dr. Jagdeo conducted program reviews, an IPPF/WHR function, in four countries: St. Lucia, St. Vincent, St. Kitts-Nevis, and Guyana, in that order. He sent the reports on his visits to St. Lucia and St. Vincent to the FPAs with a cover letter on CFPA stationery. Dr. Jagdeo noted in his cover letter that his "task was to do a critical evaluation of the FPA."

The staff and volunteers in each of the three associations visited by the evaluators were perplexed and angered by the "critical evaluation." They claimed that they were unaware that Dr. Jagdeo's terms of reference included such an evaluation. Moreover, they were generally not pleased with "the way he went about it."

When the subject was later discussed with Dr. Jagdeo, he asserted that his tasks and responsibilities were spelled out in the regional director's memorandum, and that the arrangements for country visits were made by the IPPF/WHR's program adviser. He had, he said, sent the reports to the FPAs on CFPA letterhead to help improve the relationships between the CFPA Secretariat and the associations, and thereby enhance the image of the CFPA, which, he noted, is very poor.

Dr. Jagdeo's ambiguous role has also created problems with the CFPA Secretariat. Because Dr. Jagdeo is employed by the IPPF/WHR, reports to New York, and monitors the CFPA, there is considerable tension between him and the CFPA's professional staff, particularly the program coordinator. In a general sense, the problem is a question of authority in the office, that is, who is in charge. Dr. Jagdeo acknowledges that he and the IPPF/WHR program adviser could have done a better job of explaining the role of the Caribbean program consultant to the CFPA's program coordinator and staff.

The project officer, Dr. Everold Hosein, has played a prominent role in managing the administrative support in New York for the executing agencies, orchestrating the use of technical consultants to assist the CFPA Secretariat and the FPAs, and serving as a liaison to AID in Barbados and Washington, D.C.

As the IPPF/WHO's Caribbean program adviser, Dr. Hosein travels frequently to the headquarters of the CFPA Secretariat and to member countries. In addition to his broad program development skills, he possesses particular knowledge of and experience in communications. This asset is especially important, because the principal contribution to family planning of the CFPA member associations is I&E.

Dr. Hosein has coped well with his dual role as program adviser and project officer. On occasion, the role of project officer requires a more executive-oriented posture, a position in which Dr. Hosein admittedly feels uncomfortable and which proves awkward at times for the CFPA Secretariat and the FPAs. Nevertheless, Dr. Hosein is adept at switching back and forth between the two positions.

C. Staffing: CFPA

The grant signed in August 1980, was termed an "operational program grant (OPG)," even though the CFPA Secretariat had no staff and office facilities at the time. In fact, it was not until January 1981, that the CFPA appointed a program coordinator, a publications officer, and a communications officer and that the sub-grant with the IPPF/WHO was signed. A training officer was added in March, and the headquarters office in Antigua was inaugurated in April. Thus, it took almost nine months before the infrastructure of staff and support services was in place.

In the initial months, the CFPA prepared and distributed standard request forms, so that the FPAs could indicate their needs for audiovisual materials, technical assistance, technical cooperation, and commodities. Also, the CFPA technical officers were engaged in their respective project activities. Consequently, the basic posture, or strategy, of the CFPA was to wait and respond to FPAs' requests.

The project encountered some problems with this approach. One problem was the function of the FPAs themselves and their varying levels of ability to identify needs and make requests based on such needs. Another problem was that the CFPA initially was too weak to respond fully to the requests.

Ideally, rather than wait, the CFPA Secretariat should have taken the initiative, acted as an aggressive innovator, and served as an effective change agent. However, as desirable as this approach might have been, it would not have been possible. The CFPA was not properly staffed to play such a role and, according to some CFPA "old timers," the more aggressive

role would not have been accepted by most of the FPAs, apparently because of the FPAs' strong orientation toward the IPPF/WHR and the unsettling experience of the CFPA Secretariat in the late 1970s.

The CFPA Secretariat has been adversely affected by the tendency to act as a "compartmentalized bureaucracy" and by staff limitations. Although the Secretariat has only four professional staff members, roles are narrowly defined and people are inclined to work only in their respective areas. This situation is attributable in part to the design of the project and the assignment of specific projects to each staff member. For example, the sub-project on communication and family life education training is a stand-alone, two-year project. It has its own project director, the training officer; the publications officer focuses on press articles and the newsletter; and the communication officer concentrates on radio dramas and the radio magazine, in addition to the production of audiovisual materials.

It might have been possible for the CFPA Secretariat to have functioned well, even though tasks were highly compartmentalized. However, the narrow responsibilities exposed the limitations of certain staff members, with the result that others had to assume additional job responsibilities. Because of the limitations of the publications and communication officers, the CFPA Secretariat had to hire a full-time publications consultant to produce the CFPA "Bulletin," subcontract the work on the radio drama and the radio magazine, and assign to the training officer responsibility for producing selected audiovisual materials. Eventually, the inadequacies and resulting disruption led to the departure of the publications and communications officers in June 1982.

It is important to note that the CFPA program coordinator, who was originally employed to manage the AID-funded project, has had to assume administrative and representational duties within the CFPA Secretariat. A former permanent secretary in several ministries in St. Kitts-Nevis, Anthony Ribeiro has considerable experience in handling administrative and financial matters. In fact, Mr. Ribeiro's background and skills are better suited to administration and finance than to program development. With an informal management style, he has managed to keep the various CFPA projects moving forward, despite the difficulties and tensions resulting from staff limitations, limited or unclear authority, and the ambiguous role of the Caribbean program consultant.

General Conclusions

A. Implementation Status

Generally, the implementation of the Caribbean Family Planning Project is proceeding well, but is slightly short of the target. Despite some initial start-up difficulties and staffing problems within the CFPA

Secretariat, the IPPF/WHR and the four executing agencies have complied with the terms and conditions of the various projects and sub-projects and are striving to achieve the grant objectives within the allotted time. Delays in implementing the regional and national radio projects and providing feature articles for the regional print media have caused the project to fall short of its target; currently, implementation is approximately 75 percent of the target.

B. Effectiveness of the CFPA

Problems in developing a competent professional staff have limited the effectiveness of the CFPA as an executing agency. Lacking staff and office facilities at the time the grant was made, the CFPA had to spend a considerable amount of time on institution-building, a necessary step in the effective implementation of a project. The primary difficulties of the CFPA are those of any small organization: staff selection and turnover. The performance level of two of the four professional staff members who were appointed in early 1981 proved inadequate, and they are no longer with the organization. To overcome the staffing limitations, the CFPA Secretariat had to contract with consultants and place additional responsibilities on other staff members, an approach that further hampered the implementation of some activities. The key to coping successfully with the inevitable staff constraints of a small organization, such as the CFPA, is to establish a core staff whose technical skills and managerial experience are sufficiently developed to permit a high degree of flexibility in carrying out and subcontracting work. A team approach and good planning are also essential.

C. Services Provided

In accordance with the project's objectives, the CFPA Secretariat has established adequate systems to handle requests to supply commodities, provide technical assistance, exchange CFPA member personnel, and train CFPA members. However, because of the staff's limitations and the CFPA's history, a "wait-and-respond" strategy has been adopted to meet the needs of the CFPA's member associations.

Now that the basic audiovisual materials and equipment have been produced and distributed and the staff of the Secretariat are more experienced, it can be expected that the Secretariat will become more active in taking the initiative to assist the FPAs.

D. Regional Impact

It is difficult to determine whether this project has promoted wider acceptance of family planning, one of the objectives of the grant, but the CFPA has begun to raise its public profile and to stimulate regional awareness of at least one family life problem. The training workshops have proven to be an important vehicle for reaching public sector institutions and personnel. In addition to their intrinsic value, the workshops help to promote the CFPA's profile and to raise the stature of FPAs vis-a-vis their respective governments. For example, the CFPA has received requests via the FPAs from several ministries of education to develop sex education in the schools. The Program Advisory Committee has also helped to involve other regional organizations in the activities of the CFPA. The participation of the CARIBCOM Health Secretariat, whose chief has publicly proclaimed the importance of the FPA as a regional body, is especially noteworthy. As part of its efforts to stimulate regional recognition of family life issues and problems, the CFPA has financed and published, in collaboration with the IPPF/WHR, two important case studies on adolescent pregnancy in the Caribbean. Follow-up to these studies is planned.

E. A Special Problem

Most of the CFPA member countries have relatively low crude birth rates. These rates, ranging from 16/1,000 to 31/1,000, are reflected in the 1.0 percent-2.0 percent rate of population growth. However, principally because of out-migration, the demographic composition, or age structure, of these countries is characteristic of such countries as Bangladesh, where population growth rates are 3.0 percent or higher and nearly 50 percent of the population is under age 15. The Caribbean countries contain a disproportionate percentage of young people, and teenagers account for approximately one-third of all pregnancies. Moreover, even though the teenage fertility rate is declining, the growth in absolute numbers makes inevitable a continued high rate of teenage pregnancy as a percentage of total fertility. For this reason, teenage pregnancy will remain a special problem for the CFPA's member countries and their respective governments.

IV. RECOMMENDATIONS

IV. RECOMMENDATIONS

Project Focus

A. General Focus

The general focus and thrust of the AID grant to the IPPF/WHR should not be altered. The CFPA and its member associations have a very important role to play in I&E efforts--in both the private and public sectors--and once they are effectively implemented, the services and activities that are part of the Caribbean Family Planning Project will enable the organizations to make a significant contribution to family planning in the Caribbean. Thus, the project should continue to focus on the use of mass communications, the production of audiovisual materials, the training of personnel, and the provision of technical assistance.

B. Special Theme

The CFPA and the IPPF/WHR should accelerate their efforts to combat the problem of adolescent pregnancy. They should bring academicians and researchers together with health, education, and community development planners and experienced FPA executives to review studies on the problem and to design a multi-pronged strategy to address it. The forum or workshop should have few participants, should focus on practical alternatives, and be action-oriented. The CFPA Secretariat should disseminate the results and use them to support or develop projects in both the private and public sectors. This special focus is consistent with the goals and objectives of both the project and the CFPA, and should be well received and supported by the FPAs and their respective governments.

The Projects

A. Project I: Regional I&E Program

1. Sub-Project 1: Publications

Based on the consensus of those who were interviewed about CFPA publications, it is recommended that the CFPA follow the advice of its publications consultant; that is, that it combine the "CFPA Open File" and some aspects of the "Bulletin" into a single, inexpensive publication to meet the internal needs of the CFPA's membership.

The CFPA should attempt to produce six or more feature articles over the next 18 months. In addition, it should produce "special publications" and "occasional papers," when appropriate, and continue the studies on teenage pregnancy. Special efforts should be made to maximize the distribution of publications to targeted groups and individuals.

2. Sub-Project 2: Caribbean Pilot Drama

Now that the series is ready to be broadcast, the CFPA Secretariat should ensure that publicity about the radio drama is aired. The FPAs should be advised of the scheduling and requested to provide feedback. The decision to broadcast the series a second time over regional radio or to disseminate it for use at the national level should be based on a plan of action, and not ad hoc reaction.

3. Sub-Project 3: Radio Magazine

In collaboration with the Caribbean Broadcasting Union and its 16 radio stations, the CFPA should "monitor" the impact of the first four 15-minute broadcasts to establish a rationale for taking the necessary next-steps.

4. Sub-Projects 4 and 5: National Radio Drama, St. Vincent and St. Kitts-Nevis

The IPPF/WHR should increase its assistance to the FPAs in evaluating the local radio dramas, so that an informed decision can be made about the dissemination of the episodes to other CFPA members.

5. Sub-Project 6: Production of Audiovisual Materials

The CFPA Secretariat should concentrate on the production of audiovisual materials for those FPAs which have received slide and sound and video equipment, and for training programs. Consistent with its recent decision, the CFPA should emphasize the production of standardized materials for the private and public sectors. The CFPA Secretariat should also extend its video program development capability to the FPAs. A producer (and, if necessary, the CFPA camera) could travel to the FPAs to produce, for example, two 20-minute tapes for local use. The subject could be groups of teenagers discussing contraceptives, etc. The producer could be a member of the staff of the CFPA Secretariat or one of the participants trained at the April workshop (e.g., the program coordinator of the St. Kitts-Nevis FPA).

The CFPA should seriously consider a recent proposal for a regional advertising campaign. The campaign would involve the daily use of six 30-second spots to encourage and promote family planning in eight member countries over a three-month period. This effort would represent another important I&E contribution to both the private and public sectors.

6. Sub-Project 7: Communication and FLE Training

Based on experience to date, the CFPA Secretariat should design a new strategy to meet the FPAs' training needs. There are four groups for whom training might be considered: field workers, youth educators, teachers, and trainers of field workers. For the first and last groups, the CFPA might want to consider a workshop to train the trainers of field workers. By identifying and training one person from each of the eight countries, the CFPA would have a core of trainers for in-service training of field workers.

The training of teachers is a public sector function, but it would aid the FPAs in getting sex education into the ministries of education. The interest of the latter has been expressed in Guyana, Montserrat, St. Lucia, and St. Vincent. The CFPA will have to determine what would be the best approach to training teachers (e.g., long-term training programs, pilot and demonstration projects in selected schools, etc.). The IPPF/WHR has indicated that funds from the Swedish International Development Authority (SIDA) might be available for preparing textbooks. It is recommended that the CFPA continue to follow up and pursue this opportunity, because it is consistent with the focus on adolescent sexual behavior and presents yet another entry point to the public sector.

B. Project II: Community-Based Distribution

1. Sub-Projects 1 and 2: Grenada and St. Kitts-Nevis

It is recommended that the projects in Grenada and St. Kitts-Nevis continue under the general supervision of the IPPF/WHR, and that the IPPF/WHR assist the FPAs in presenting, each quarter, data on the CBD programs in a matrix format which indicates performance over time; selecting and mixing contraceptives and siting distribution points; and in St. Kitts-Nevis, evaluating activities and resolving the issue of charging or not charging for contraceptives (if a decision is made to charge for the products, the range of prices also should be determined).

C. Project III: Technical Assistance and Common Services

Project III still constitutes an excellent source for special assistance to the FPAs. However, the CFPA Secretariat should be more aggressive in identifying the needs of FPAs and in selecting technical consultants. All contracts for consultants should be signed with the CFPA, and not the IPPF/WHR.

D. Project IV: Technical Cooperation

This modest project to promote technical cooperation is being implemented as originally anticipated and should be continued.

E. Project V: Commodities Supply

This fund, little used to date, should be used by the CFPA Secretariat to respond to the special commodity needs of the FPAs. Again, the CFPA Secretariat may have to take the initiative, and not wait.

Organization and Management

Given the small staff of the CFPA Secretariat and the need for greater flexibility and teamwork, it is recommended that a core staff of three key professionals be established: an executive secretary and two program officers. The positions of program coordinator, training officer, communications officer, and publications officer should be eliminated.

The executive secretary would be in charge of the office, have responsibility for administrative and financial matters, and coordinate all program activities. The program officers would report to the executive secretary and be responsible for a broad range of program activities; one would focus primarily on training and the other on communications. Each program officer would coordinate projects, supervise technical personnel, and arrange for subcontracts with consultants and organizations. By involving both program officers in activities such as the production of audiovisual materials and training, the staff of the CFPA should become more fully integrated and work as a team. The assignment of broader responsibilities to a core group and the effective use of consultants should provide greater flexibility for the CFPA, while also limiting the costs of maintaining full-time professional staff.

It is recommended that Mr. Ribeiro be appointed to the position of executive secretary and that Mrs. Lewis be appointed the program officer for training. Mrs. Lewis' contract should be extended to the end of the project. Also, the CEPA should take steps immediately to fill the other program officer position.

To foster teamwork within the CEPA and to improve planning and implementation, the executive secretary should hold weekly meetings with the professional staff and schedule regular quarterly review and planning sessions. The latter would include the CEPA professional staff, the IPPF/WHR project officer, and the Caribbean program consultant. The purpose of each session would be to review the work of the last quarter and to discuss the objectives, responsibilities, tasks, and travel schedules for the next quarter. The discussions would include the plans of both the CEPA Secretariat and the IPPF/WHR.

To clarify the question of authority and to ensure greater coordination of work by consultants, all contracts for technical assistance under the AID grant should be signed by the consultant(s) and the CEPA executive secretary. If for legal or financial reasons the IPPF/WHR must be included as a party to the contract, the IPPF/WHR should sign as a third party. It should be clearly understood that the consultant will report to the CEPA.

It is recommended that the Caribbean program consultant wear a "WHR hat" 100 percent of the time to remove the ambiguity now attached to his role. Moreover, this consultant's role should be clearly specified in a written memorandum from the regional director to the CEPA, its member associations, and non-CEPA associations in the region.

The Caribbean program consultant should not be responsible for monitoring the CEPA Secretariat; monitoring functions should be performed by the project officer and other IPPF/WHR senior officers. With this change, it should be possible to establish a healthier, collaborative relationship between the CEPA Secretariat and the Caribbean program consultant.

Budget Modifications and Support

It is recommended that the IPPF/WHR and the CEPA review project expenditures to date and revise the budget in accordance with the findings and recommendations contained in this report. Most of the available funds, including the contingency funds, should be allocated to the regional IPF program, primarily to provide additional support for the production of audiovisual materials, including radio spots, and training. The budget also should be adjusted to cover the cost of the two program officers.

In consideration of the IPPF/WHR's costs funded by this grant, and the new population project, the funding of the project officer should

remain at 25 percent; support for the program assistant should be reduced from 100 percent to 75 percent; and support for the Caribbean program consultant (one-third) should be continued through December 1982, per the contract.

Given the critical supportive role in I&E which the CIIPA is expected to play, I&E support funds under the AID public sector population project should be assigned to the CIIPA for the production of audiovisual materials, training, and mass media activities.

APPENDICES

Appendix A

LIST OF PERSONS CONTACTED

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AID/RDO/C

Bill Wheeler, Director

Mark Laskin, Health, Population, and Nutrition Officer

Paul Clipson, Population Consultant

IPPF/WHO

Hernan Sanhueza, Regional Director

Robert McLaughlin, Director, Program Coordination

Everold Hosein, Program Adviser and Project Officer

Casey Margard, Program Assistant

Tirbani Jagdeo, Caribbean Program Consultant

CFPA

Don Mitchell, President

Joseph Weekes, Formerly, President

Anthony Ribeiro, Program Coordinator

Allison Lewis, Training Officer

Matthew Roberts, Publications Consultant

Antigua FPA

Hazelyn Benjamin, Executive Director

Daisy Matthews, formerly, Executive Director

Steadman Manwarren, Distributor and Driver

St. Kitts-Nevis FPA

Dorothy Blake, President

Marlene Liburd, Program Coordinator

William Chaderton, Manager, CBD

St. Lucia FPA

George U. Compton, President

Raymond Louisy, Executive Director

Patricia Bissette, Program Planner

Veronica Gordon, Administrative Assistant

St. Vincent FPA

Harold Rampersaud, President

Faustina Eustace, Executive Director

St. Vincent MOH

John Saunders, Director, National Family Planning Program

Irma Young, Assistant Permanent Secretary

Appendix B
LIST OF REFERENCES

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