

PD-AAM-822

BN 29744

936-3018 / 99  
Apr 2 - 1982

ACTION MEMORANDUM FOR THE AGENCY DIRECTOR, HEALTH AND POPULATION

FROM : S&T/POP, J. J. Speidel, M.D. JS

Problem: Your review and approval is required for non-competitive procurement of a contract based on an unsolicited proposal from Tulane University, School of Public Health and Tropical Medicine entitled "Family Planning Operations Research in the English-Speaking Caribbean."

Discussion: Tulane University, School of Public Health & Tropical Medicine, New Orleans, Louisiana submitted an unsolicited proposal, dated March 8, 1982 to the Office of Population. Support of this proposal will (1) provide improved family planning delivery services and identify effective approaches to increasing contraceptive use; (2) sensitize administrators and other decision makers about the benefits of operations research for improving program effectiveness; (3) strengthen the research capabilities of local institutions; (4) disseminate the research findings; (5) and coincide with the goals of USAID in the Caribbean region development strategy. The USAID Mission supports the project and it has been favorably reviewed by the Research Review Committee in the Office of Population. The project is for three years with an estimated cost of \$994,000.

In this project Tulane University will actively seek operations research projects to determine the most efficient and acceptable ways to deliver family planning services. The principal investigator, located in New Orleans, and the research coordinator, located in Barbados, along with U.S. and Caribbean located consultants, will provide technical assistance to develop and implement 10 operations research projects which will be supported with funds from this project. Research results will be disseminated throughout the region. Promising service delivery alternatives which will be tested in this project may be supported by USAID funds and tried in other countries in the region.

Funding of this proposal is of high priority to A.I.D. Continued high rates of population growth significantly increase the cost of achieving basic development objectives in the Caribbean basin. Family planning programs in the Caribbean represent the single most effective measure for reducing rates of population growth. In order to improve the delivery of family planning services which have reached a plateau, it is urgent that alternative delivery systems are tested. Therefore, this proposal will further social and economic development by demonstrating how improved family planning services can increase contraceptive prevalence and lower population growth rates. These project goals are the quintessential components of the A.I.D. population program for social and economic development.

NOTED OFFICIAL FILES

132.6632 - POP  
J. J. Speidel

The initial unsolicited proposal was sent on December 31, 1981. In January 1982, Professor Jane Bertrand, the proposed principal investigator, was consulting with the USAID Mission in Barbados regarding the formulation of the Mission-funded population and development project. The Mission's project is complementary to the efforts proposed by Tulane. Funds will be available in years 2 and 3 from the Mission project to replicate and extend family planning service delivery supported by the operations research project which are cost effective and/or lead to higher contraceptive prevalence rates. The Mission's project will be administered by the International Planned Parenthood Federation (IPPF) which will open an office in Barbados. This office will be shared with the Tulane research coordinator. At the suggestion of the Mission, the POP Research Division explored with IPPF the desirability of having IPPF administer both the Mission project and an operations research effort. In the judgement of Dr. Duff Gillespie and Dr. Jerald Bailey, IPPF did not have the technical expertise and experience to manage the operations research issues.

Based on Professor Bertrand's meetings with the Mission and technical discussions with Dr. Bailey as per AIDPR 1-4.905, a revised proposal was submitted on March 8. The Research Review Committee met on March 16 and approved the proposal. The Mission cabled its concurrence on April 2.

Each developing country where training or other assistance takes place under this project shall be deemed to be a cooperating country for the purpose of permitting local cost financing.

In accordance with Chapter 1, of the Federal Procurement Regulations, Section 1-4.909 (d) (1) through (5), page 335, this memorandum addresses the five evaluative criteria governing the review of unsolicited proposals.

#### 1. Demonstrated Unique and Innovative Approach

The approach in this proposal is unique and innovative. For the first time a contractor with Caribbean based technical staff will be in a position to encourage Caribbean researchers, family planning administrators and policy makers in the preparation, implementation and diffusion of operations research projects whose principal objectives are to improve the cost-effectiveness of family planning service delivery and contraceptive prevalence rates. This approach is meritorious because it permits A.I.D. to provide assistance which is needed but not available through other sources in the Caribbean basin.

#### 2. Overall Technical and Socioeconomic Merit of this Activity

The proposal is of high technical caliber and is well written. The illustrative list of projects demonstrates professional competence and an awareness of the changes in family planning service delivery systems that are feasible and most likely will lead to increased contraceptive prevalence, lower fertility and improved socioeconomic development. The

project will discern the cost-effectiveness of alternative family planning delivery systems. This will allow for more optimal government and private investment policies which will further overall development goals.

### 3. Significant Potential for Meeting A.I.D. Objectives

Results from previous operations research projects supported by the Office of Population's Research Division have indicated that experiments on delivery systems can identify ways to improve prevalence of contraceptive use and cost-effectiveness while also playing very useful roles in program policy. Efficiency in providing family planning services is important to A.I.D which contributes more than \$211 million per year for population assistance, much of which is directed toward service delivery. Improved service delivery strategies and program execution would help developing countries meet their goals to reduce population growth rates and achieve their development goals. This project will identify, disseminate and assist in the implementation of these strategies and program implementation.

### 4. Capabilities and Experience of the Contractor

The Tulane University School of Public Health and Tropical Medicine is well qualified to implement this project, The University currently has an A.I.D. contract (DSPE-C-0089) for an operations research project in Zaire. The contract contains a subcontract with an organization in Zaire and is similar to the subcontracting mechanism proposed for the Carribbear. operations research project. The Zaire project has been progressing smoothly. Therefore Tulane University has highly relevant experience and demonstrated competence.

Former students at Tulane occupy key positions in Caribbean Ministries of Health and will provide invaluable contacts for project activities. Most of the recent graduates will have taken courses taught by Professor Jane Bertrand, the proposed project principal investigator, or will have come in contact with her through related university activities. For example in 1981 Tulane University School of Public Health and Tropical Medicine awarded Masters degrees to students from Belize, Jamaica, Dominica and Antigua-Barbuda. These and other former students will be helpful to the project personnel as a result of their common associations with Tulane and previous professional relationships.

### 5. Qualifications and Experience of Key Personnel

Professor Bertrand has an impressive background and technical expertise in operations research in family planning. In addition she has a wide range of work experience and professional contacts in the Caribbean region. Her major professional interest for the past five years has been in family planning operations research and she has conducted and published relevant studies in Guatemala, El Salvador, Panama, Colombia and Zaire. She is the principal investigator for the operations research project in Zaire and devotes 4.5 person months per year to that project.

The Research Coordinator will be named after the contractor has had appropriate amount of time to advertise, interview and select a highly skilled professional.

This blend of demonstrated professional expertise and interest in operations research in family planning and institutional experience and capacity to work in the Caribbean is unique. No other organization has all of these essential qualities. Successful operations research projects depend on strong professional qualifications of the principal investigators, their open-technical dialogue and support by organizational structures with experienced know-how. This amalgam is uniquely present in the Tulane proposal.

Recommendation: That you approve and sign the attached memorandum to CM/COD/PE recommending non-competitive procurement of this contract.

Approved  Date 30 April 82

Disapproved \_\_\_\_\_ Date \_\_\_\_\_

**Attachments:**

1. Proposals, dated December 31, 1981 and March 8, 1982
2. Letters of transmittal for proposals
3. Memorandum to CM/COD/PE from the Agency Director, S&T/HP
4. Cable of support from Mission
5. Research Review Committee minutes
6. Statement of Work including the Budget

**Clearances:**

S&T/POP/R:JDShelton jd Date 4/26/82  
 S&T/POP:DGGi1lespie ye Date 4/27/82 by 4/24/82  
 S&T/PO:AMorales AM Date 4/27/82

Drafted by:S&T/POP/R:JBailey:cjr:4/12/82:x59686 revised 4/27/82

APR 30 1982

MEMORANDUM

TO : CM/COD/PE, Johni Pittenger

FROM : S&T/POP/R, S&T/HP, J. Jarrett Clinton, M.D. 

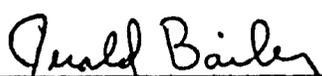
SUBJECT : Justification for Non-Competitive Procurement of Unsolicited Proposal: "Family Planning Operations Research in the Caribbean Region"

Based on the attached action memorandum which includes findings of the Office of Population, Research Division Technical Evaluation, I am requesting that you award this contract to Tulane University without considering other sources.

I have determined that the substance of the proposal is not available to the Government without restrictions from another source: nor does it resemble any pending competitive solicitation; and is sufficiently unique to warrant exception from competitive procurement procedures.

Below is the Project Officer's certification that is required by AID PR Notice 78-4:

I certify that neither I nor, to the best of my knowledge and belief, any other AID employee solicited the proposal from the offeror or had other prior contract with the offeror regarding the subject matter of the proposal other than to convey to the offeror an understanding of AID's mission and needs relative to the type of effort contemplated in the offer.

  
\_\_\_\_\_  
Jerald Bailey, Project Officer, S&T/POP/R

## SCHEDULE

### I. Statement of Work

#### A. Project Objective

The objectives of this contract are to improve the delivery of family planning services and identify effective approaches to increasing contraceptive use, to sensitize administrators and decision makers about the benefits of operations research for improving program effectiveness, to strengthen the research capabilities of local institutions, and to disseminate the research findings.

#### B. Scope of Work

The Contractor shall carry out the following tasks as more fully described in the unsolicited proposal entitled, "Family Planning Operations Research in the English-Speaking Caribbean," dated March 8, 1982, incorporated herein by reference and attached hereto as Appendix A.

In general the plan of action will consist of contacting family planning (FP) administrators (governmental or private) in the different Caribbean nations; assessing current obstacles to contraceptive use and more effective service delivery; developing operations research projects designed to address these problems by testing alternative approaches to information/education/communication, training, service delivery, and other aspects of FP programs; and once approved by USAID in Barbados and A.I.D. Washington (through the Research Review Committee), awarding a subcontract for its implementation to a local institution in the Caribbean.

1. During the first year of the project, the Contractor, shall enter into five (5) subcontracts to conduct family planning operations research in the Caribbean.

2. During the second year of the project, the Contractor shall enter into an additional five (5) subcontracts to conduct operations research.

3. During the first year of the project an Advisory Committee composed of a representative from the Caribbean Family Planning Association, University of the West Indies, CARICOM and International Planned Parenthood will meet quarterly for 1-2 days to provide advice and counsel about major project activities and each subcontract. A USAID representative will serve in ex officio capacity on the Advisory Committee. Two advisory meetings will be held in the second year and one during the third.

4. The Contractor shall coordinate with the cognizant USAID Mission Population Officer to obtain approval from the AID Mission to support each family planning operations research project.

5. When a subcontractor has been selected by the Contractor copies of the proposal will be sent simultaneously to the appropriate USAID Mission and the AID-Washington cognizant technical officer (CTO) for review and approval. Approval by the AID/W Contracting Officer must be received by the Contractor prior to awarding the subcontract.

6. As per General Provision No. 30, entitled: "Rights in Data", the contractor shall disseminate, in coordination with the AID/W CTO and the appropriate Mission Population Officer, the operations research results through workshops sponsored by others, seminars, oral communications and publications in national or international journals. Records of these activities shall be maintained by the Contractor.

7. After eighteen (18) months of project activities, an evaluation and analysis shall be undertaken mutually by the Contractor and AID to determine project effectiveness and the future of project activities. The analysis will include the number and quality of subcontracts entered into and the technical assistance provided to promote, design and implement operations research projects in addition to the successful compliance with the outlined points above.

8. As required in General Provision No. 16 entitled "Reports", the Contractor shall submit three (3) copies of the following reports to AID/W and two (2) copies to the USAID Mission within 45 days of completion of each specified period.

- a. Six (6) month progress report;
- b. Twelve (12) month progress report;
- c. Sixteen (16) months progress report  
(This will be the basis for the evaluation referred to in paragraph 7 above);
- d. Twenty-four (24) month progress report;
- e. Thirty (30) month progress report;
- f. A final report;
- g. Final fiscal and research program reports for each subcontract within three (3) months of the completion of each subcontract.

## II. Key Personnel

A. The key personnel which the Contractor shall furnish for the performance of this contract are as follows:

Key personnel:

(to be named), Research Coordinator - 100%

Professor Jane Bertrand, Principal Investigator - 20%

1

The Research Coordinator will be named after the Contractor has had an appropriate amount of time to advertise, interview and select a highly skilled professional.

### III. Period of Contract

The effective date of this contract shall be May 1, 1982. The estimated completion date is April 30, 1985.

### IV. Budget

The following Budget sets forth estimated amounts of dollar costs for individual line items. Within the total amount obligated set forth below, the Contractor may adjust line item amounts as reasonably necessary for the performance of work under this contract.

Budget				
	Year 1 5/1/82-4/30/83	Year 2 5/1/83-4/30/84	Year 3 5/1/84-4/30/85	Total
Salaries	50,000	57,600	66,308	173,908
Consultants	5,400	5,940	6,534	17,874
Fringe Benefits	27,100	30,304	33,894	91,298
Travel/Trans.	35,600	34,760	35,816	106,176
Other Direct Costs	11,413	14,136	16,001	41,550
Overhead	55,487	60,160	47,547	163,194
Subcontracts	200,000	200,000	--	400,000
	<u>385,000</u>	<u>402,900</u>	<u>206,100</u>	<u>994,000</u>

### V. Logistical Support

Neither A.I.D. Washington nor USAID in Barbados is expected to provide logistical support to contract or subcontract personnel. There is an informal agreement between the IPPF Western Hemisphere-Caribbean coordinator and the Contractor that an office and office expenses will be shared equally in Barbados. The Contractor has budgeted funds (\$6,000 for the first year) for half of the office rent, \$300 for postage, \$600 for telephone calls, \$180 for office supplies, etc. to comply with this informal understanding.

<b>TITLE</b> Contraceptive Procurement NUMBER 936-1018 CLASS [X] LEAD [ ]		<b>FORMS</b> Population Planning FORM REFERENCE None	<b>PROPOSED OBLIGATION (in thousands of dollars)</b> FY 81 \$10,300 INITIAL OBLIGATION FY 1981	<b>LIFE OF PROJECT</b> CONTINUING ESTIMATED INITIAL OBLIGATION FY Continuing ESTIMATED COMPLETION DATE OF PROJECT FY Continuing
--	--	---	---	---

**Purpose:** To meet requirements for certain contraceptives to be provided through centrally funded population/family planning programs and as a central account from which purchases of contraceptives are made for A.I.D. bilateral programs.

**Background and Progress to Date:** Prior to development of a central system for contraceptive procurement the Agency paid prices ranging from 15 to 34 cents for a cycle of orals. Consolidating purchases has provided orals at a low cost of 11.78 cents (FY 1974), a high of 15.65 cents (FY 1977) and a most recent price of 15.19 cents per cycle. While prices for condoms have increased more rapidly due to raw material and production cost increases, the economic benefit to worldwide population programs from consolidated central procurement is well established. The Agency has provided more than 800 million cycles of orals and 2.3 billion condoms for family planning/population programs.

This project has been established to fund certain contraceptives for grantee programs, to provide initial funding for new contraceptive products, and to serve as an account to which funds can be transferred by Regional Bureaus of A.I.D. to fund purchases of contraceptives procured centrally for bilateral programs. (See non-add Bilateral Attribution.) Central Procurement of contraceptives has been Agency policy since 1971. After an Agency Task Force review of this activity in 1979, it was determined that a central project should be established to provide a more expeditious method of accounting for and controlling commodity purchases and shipments for all Agency-supported programs. This arrangement will allow the Agency to maintain a supply line of contraceptives for worldwide programs.

**Host Country and Other Donors:** Not applicable.

**Beneficiaries:** This project provides for purchase of quantities of contraceptive products for service programs to maintain adequate supply of safe and effective contraceptives to developing country populations who choose to use these services.

**FY 81 Program:** Contraceptives will be supplied to up to 11 Contraceptive Retail Sales (C.R.S.) projects, approximately 300 grantee projects, and 21 bilateral programs

A.I.D. Financed Inputs:	Grantee	(Non-add) Bilateral
Orals 1 + 50	\$ 5,000	(\$19,700)
Orals - Low Dose	1,000	-0-
Condoms	2,500	(11,200)
Copper T IUD	400	(300)
Foaming Tablets	900	-0-
Introduction of New Contraceptives	500	-0-
<b>TOTAL</b>	<b>\$10,300</b>	<b>(\$31,200)</b>

**Planned Distribution:**

Grantees:	
F.P.I.A. Project #932-0955	\$ 4,500
I.P.P.F. Project #932-0838	500
Pathfinder Project #932-0807	1,000
C.R.S. Project #932-0611	4,000
F.P. Support Project #932-0502	300
<b>TOTAL</b>	<b>\$10,300</b>

**\*Bilateral (non-add):**

Asia Bureau	(\$24,150)	(Included in individual country data sheets.)
L.A. Bureau	(2,560)	
Africa Bureau	(1,590)	
Near East Bureau	(2,900)	
<b>TOTAL</b>	<b>(\$31,200)</b>	

	U.S. FINANCING (in thousands of dollars)			PRINCIPAL CONTRACTORS OR AGENCIES
	Obligations	Expenditures	Unliquidated	
Through September 30, 1979				
Estimated Fiscal Year 1980				
Estimated through September 30, 1980				
Proposed Fiscal Year 1981	10,300	Future Year Obligations Continuing	Estimated Total Cost Continuing	

Best Available Document

936-3018