

15-29827

PD-AAM-844

9320807/42

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add
C = Change
D = Delete

Amendment Number

DOCUMENT CODE
3

3. PROJECT NUMBER

932-0807

5. PROJECT TITLE (maximum 40 characters)

Family Planning Services - Pathfinder

7. ESTIMATED DATE OF OBLIGATION
(Under "B." below, enter 1, 2, 3, or 4)

A. Initial FY 67 B. Quarter 3 C. Final FY 87

8. COSTS (\$000 OR EQUIVALENT \$) =

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	7,200		7,200	105,344		105,344
(Grant)	(7,200)	()	(7,200)	(105,344)	()	(105,344)
(Loan)	()	()	()	()	()	()
Other U.S.						
Host Country						
Other Donor(s)						
TOTALS	7,200		7,200	105,344		105,344

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1)				63,344		42,000		105,344	
(2)									
(3)									
(4)									
TOTALS				63,344		42,000		105,344	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 6 positions each)

A. Code
B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To introduce voluntary family planning services, information and training into LDC areas lacking them and to make existing family planning service systems more effective in both public and private sectors.

14. SCHEDULED EVALUATIONS

Interim: MM YY 110 813 Final: MM YY 07 816

15. SOURCE ORIGIN OF GOODS AND SERVICES

X 000 X 941 X Local Other (Specify)

16. AMENDMENTS/NATURE OF CHANGES PROPOSED (This is page 1 of 4 page(s) Amendment)

- 1) \$63,344 obligated thru FY 1982 under prior authorization.
- 2) Funds approved this action will be obligated over the five year period 1983-1987

17. APPROVED BY

Signature: M. J. ...
Title: Director, Office of Population

Date Signed: 01/24/83

18. DATE DOCUMENT RECEIVED IN AID W. OR FOR AID W. DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

PROJECT AUTHORIZATION

Country/Entity: Worldwide

Project Title: Family
Planning Services: The
Pathfinder Fund

Project No.: 932-0807

Grantee: The Pathfinder
Fund, Inc.

1. Pursuant to Section 104 of the Foreign Assistance Act of 1961 as amended, I hereby authorize an increase not to exceed \$42,000,000 in the level of grant funding over the five year period 1983-87 for the centrally-funded project, Family Planning Services: the Pathfinder Fund. AID support under this project to the Pathfinder Fund since 1967 has totaled \$63,344,000; this grant will raise the total to \$105,344,000. Project funding will be in annual increments and will be subject to the availability of funds, in accordance with normal AID OYB/allotment procedures.
2. This project stresses voluntarism and informed free choice. Its purpose is to introduce voluntary family planning services, information and training to LDC areas lacking them, and to make existing service systems more effective in both the public and private sectors.
3. The cooperative agreement or other agreement(s) which may be negotiated with The Pathfinder Fund and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority shall be subject to the following terms and conditions together with such other terms and conditions as A.I.D. may deem appropriate.
4. Source and origin of goods and services
 - a. 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.
 - b. Goods and services shall have their source and origin in the cooperating country, or in the United States except as AID may otherwise agree in writing. Ocean shipping financed by AID under the project shall, except as AID may otherwise agree in writing, be financed only on flag vessels of the United States.

Clearances:

SAT/POP: J. J. Spidel JS
SAT/POP: S. Sinding S. Sinding
SAT/PO . G. Eaton G. Eaton
SAT/HP: F. Herder F. Herder
SAT: N. Brady N. Brady
GC: R. Derham R. Derham
AA/PPC/: J. Bolton J. Bolton

Date 4/25/83
Date 4/24/83
Date 5-2-83
Date 5-7-83
Date 5/14/83
Date 5/16/83
Date 5/18/83

H. B. Kindell
H. Peter McPherson, Administrator

May 19 1983
Date

MAY 18 5:17 PM '83

6 MAY 1983

ACTION MEMORANDUM FOR THE ADMINISTRATOR
EXECUTIVE SECRETARIAT

THRU: ES

THRU: AA/PPC, John R. Bolton

John R. Bolton

FROM: SAA/S&T, M.C. Brady

M.C. Brady

Action: Your approval is requested for a grant of \$42,000,000 from Section 104b of the Population Development Assistance appropriation of the Foreign Assistance Act. The grant is required to continue support for the Family Planning Services -- Pathfinder Project, No. 932-0807. Planned obligations of central funds for FY 1983 are \$7,000,000.

Discussion: AID's association with the Pathfinder Fund, dating back to 1967, well illustrates the effectiveness of capitalizing on the flexibility and innovativeness of the private sector in meeting development objectives. AID's collaboration with the Pathfinder Fund has resulted in a mechanism which is able to respond rapidly and sensitively to development needs which meet AID priorities but which can be best addressed by private sector initiatives.

Founded in 1957, the Pathfinder Fund has sponsored approximately two thousand projects in more than eighty countries of the developing world. Under the current AID grant (July 1976-May 1983), Pathfinder has supported over 1200 projects and commodity subgrants; the Fund presently supports 89 active projects in 26 countries and is providing contraceptive supplies to 61 countries. An estimated 3 million new acceptors have been served under the current grant.

Pathfinder's capabilities have long been prized by USAID missions, which have looked to the organization not only for rapid response to promising opportunities, but also for support to pilot projects of an innovative nature. The demand for Pathfinder's services has consistently exceeded its capacity to provide them, particularly in those countries where there is no USAID mission. Pathfinder's traditions of voluntarism and freedom of choice have contributed to its reputation as an organization of the highest integrity and have strengthened its credibility with LDC institutions in both the private and public sector.

In 1980, the American Public Health Association conducted a major evaluation of Pathfinder's performance under the AID grant. The evaluation concluded that Pathfinder was carrying out the grant effectively and that projects supported by Pathfinder were consistent with the pioneering tradition characteristic of Pathfinder.

During the period 1983-1987, Pathfinder plans to support approximately 500 projects, primarily in 35 countries of selected emphasis. The projects will focus on information, training and services for voluntary family planning. It is anticipated that approximately 3 million couples will be newly served by these projects and that at least twice that number will have benefited from the information made available through these activities.

833.6775
111

Justification to Congress: An advice of program change is required to increase the Data Base life-of-project authorization level from \$63,344,000 to \$105,344,000 (ref. page 111). This project is cited on page 41 of Annex-V, Centrally Funded Programs, of the Congressional Presentation for FY 1983.

Clearances Obtained: The geographic bureaus have endorsed project continuation; comments from each regional bureau and from the S&T bureau, GC, CM and PPC have been incorporated into the project paper. The Sector Council review was held on February 24 and the modifications adopted by the sector council have been reflected in the project paper; no outstanding issues remain. Minutes of that meeting are attached.

Recommendation: That you sign the attached authorization.

Attachments:

1. Project Authorization
2. Sector Council Minutes 2/24/83
3. Project Paper (No. 932-0807)

Clearances:

GC: RDerham	KD	Date: 5/16/83
AAA/PPC/PDPR: E. Hullendar	GA	Date: 5/16/83
S&T/POP: S. Sinding	GA	Date: 4/27/83
S&T/PO: G. Eaton		Date: 5-7-83
S&T/HP: F. Herder		Date: 4-11-83
S&T/POP: J. J. Speldel	JS	Date: 4-14-83
S&T/POP: T. Donnelly		Date: 4-14-83

**DRAFT PROJECT PAPER
FAMILY PLANNING SERVICES - PATHFINDER**

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- B. Pathfinder Staff
- C. Logical Framework, 1983-1987
- D. Statutory Checklist
- E. Environmental Statement

PROJECT PAPER
FAMILY PLANNING SERVICES - PATHFINDER

PART I : SUMMARY AND RECOMMENDATIONS

A. Face Sheet (Attached)

B. Recommendation: That grant funds be provided through a Cooperative Agreement to The Pathfinder Fund to enable it to continue its support to programs of population/family planning activities worldwide, as follows:

(in thousand \$)

Fiscal Year	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Grant Obligation	\$7,200	\$7,700	\$8,500	\$9,000	\$9,600

TOTAL (5 years): \$42,000

C. Summary Project Description

1. Program Goal: Rapid reduction of high population growth rates of developing countries, within a population assistance program that is based on voluntarism and informed choice.

2. Project Purpose: To introduce voluntary family planning services, information, and training into LDC areas previously lacking them and to make existing family planning service systems more effective in both public and private sectors.

3. Project Activities: To achieve the Project Purpose, the following activities will be undertaken:

a. Pathfinder will continue its emphasis on family planning services as the centerpiece of its program. Activities will be implemented to:

- o improve the quality of contraceptive and voluntary sterilization services and delivery systems;
- o demonstrate the acceptability of the family planning concept and services;
- o ensure that couples have complete and accurate information on all methods of family planning, including Natural Family Planning;
- o provide genuine informed choice to potential acceptors within the realistic limitations imposed by available personnel and logistics;

- o increase availability of family planning services and the public's access to them;
- o reach high risk groups in need of fertility services;
- o train nonphysicians as well as physicians in delivering information and services;
- o expand and improve the teaching of family planning in medical schools and other institutions that train health personnel; and
- o link family planning to other essential health services.

b. Pathfinder's Population Policy activities will generate projects with policy objectives in mind, specifically those that are designed to:

- o respond to needs expressed by developing countries, from both governmental and private leadership, for more information on population planning; and
- o develop educational experiences and materials supportive of lower fertility and the small family norm.

c. The Women's Programs activities will ensure that Pathfinder projects:

- o incorporated family planning activities into women's organizations;
- o increase participation of women in managerial and leadership positions in family planning programs; and
- o make family planning programs more sensitive to the needs and concerns of women who are the primary direct clientele of family planning efforts.

D. Summary Findings

The Pathfinder Fund is a public, nonpolitical, nonprofit foundation established in 1957 to encourage innovative solutions to population problems. In the quarter of a century of operations, it has funded close to two thousand projects in more than eighty countries.

Its early exploratory work led to the establishment of national family planning associations in many Asian and African countries. Since 1968, annual grants from A.I.D. have underwritten the major portion of costs of

developing and implementing projects in developing countries. (These central grants have constituted approximately 88% of Pathfinder's budget over the past five years). With this substantial funding from A.I.D., Pathfinder has been able to expand its activities to the extent that approximately 1,500,000 couples now benefit from Pathfinder-supported service programs.

Thus far, during the period of Grant AID/pha-G-1138 (7/1/76-4/30/83), now in force, Pathfinder has supported over 1200 projects and commodity subgrants. As it has expanded its programs, it has also increased the number of experienced and qualified staff in its Boston headquarters and international offices. All international staff are native to their areas of geographic responsibility, a feature of Pathfinder's operations that the 1980 Evaluation Team commended.

A.I.D.'s use of Pathfinder as a centrally funded intermediary has important program advantages. Large numbers of small innovative pilot and demonstration projects are designed and administered without adding appreciably to the staffing requirements of USAID missions. The participation and the competence of host country private-sector organizations is enhanced. These are organizations and activities which host governments cannot easily incorporate into their national programs and budgetary processes.

Based on its record, Pathfinder, in A.I.D.'s judgment, will attain the desired end-of-project conditions described herein by 1987.

PART II: DETAILED PROJECT DESCRIPTION

A. Background

1. Funding History

a. Since 1967 The Pathfinder Fund has received support from A.I.D. for its activities through nine grants and one contract, as follows:

<u>Past Grants/Contracts</u>	<u>Starting Date/Expiration Date</u>	<u>Net Amount Expended by Pathfinder</u>
1) AID/csd-1573	6/30/67 - 6/29/73	\$ 1,458,940
2) AID/csd-1870	1/19/68 - 7/31/73	9,996,716
3) AID/afr-575	6/28/68 - 6/28/70	125,965
4) AID/la-599	5/1/69 - 4/30/71	779,492
5) AID/nesa-392	6/28/69 - 6/30/71	761,332
6) AID/386-1651	6/30/70 - 6/30/76 (Rs 747,490)	100,000
7) AID/CM/pha-9-73-15	6/30/74 - 6/29/76	<u>10,762,800</u>
Total of Terminated Grants/Contracts		\$ 23,985,245

The research contract (csd-1573) which began in 1967 was for the conduct of I.U.D. research. Csd-1870 was a worldwide grant into which were ultimately consolidated the three regional grants (afr-575, la-599, nesa-392). Grant 386-1651 was an award from USAID/New Delhi of PL 480 funds amounting to approximately \$700,000, of which only an approximate \$100,000 was released by the Indian government and committed to subgrants. Grant CM/pha-9-73-15 was awarded in 1973 as the follow-on worldwide grant to csd-1870. Under the terminated grants \$22,526,315 was expended while \$1,458,940 was expended under the contract, for a total of \$23,985,245.

Through the first five (worldwide and regional) grants Pathfinder supported more than 230 projects in 49 countries in the three regions. Under pha-9-73-15 over 310 projects in 50 countries and approximately 450 commodity subgrants were committed.

<u>Active Grants</u>	<u>Dates</u>	<u>Amount Obligated by A.I.D.</u>
8) AID/pha-G-1138	7/1/76 - 5/31/83	\$ 38,667,000
9) AID/atr-G-1867	9/29/80 - 9/30/83	747,289
10) 338-0050-G-00- 1015-00	4/1/81 - 3/31/84	200,000 <u>749,000</u>
Total Obligated in <u>Active Grants</u>		\$ 40,363,289

Of the active grants, the preponderance of funding from A.I.D. has been under Grant AID/pha-G-1138 (No. 8, above) which remains in effect until May 31, 1983. A synopsis of evaluative results of this grant appears in Section 2. below.

In 1980 the Bureau for Program and Policy Coordination, Resources Division made a 3 year grant (No. 9, above) to "provide support for a program on Promoting Women's Opportunities in Latin America and the Caribbean," the funds for which have been obligated by A.I.D.

In 1981 USAID/Dhaka made a 3 year grant (No. 10) to provide support for a program in family planning in Bangladesh. Funds for the first two years have so far been obligated by A.I.D.

2. Accomplishments Under Central Population Grant

a. Comprehensive Evaluation

A midterm evaluation contracted through APHA was conducted in November 1980 to assess Pathfinder's program, identify successes that should be commended and replicated, and note any deficiencies that should be corrected.

The terms of reference identified the following specific areas for team assessment:

- o Pathfinder's top management and Board of Directors;
- o the two new divisions, Women's Programs and Population Policy, in the organization;
- o Pathfinder's performance in remaining in the vanguard of innovation in family planning;
- o Pathfinder's commodity support system, especially in Latin America;
- o the organization's Africa program, its current activities and potential for the future;
- o Pathfinder's field structure and staffing pattern; and
- o the future of Pathfinder-supported activities following the withdrawal of Pathfinder funding.

In addition to gathering data in AID/W and Pathfinder headquarters in Boston, the team visited regional offices and projects in Nigeria, Kenya and Cairo; Brazil, Peru, Colombia and Guatemala; and Indonesia, Bangladesh and Egypt.

These were the team's findings and Pathfinder's reaction:

(1) The Board of Directors is well balanced between family planning and other professionals and members of the family that established Pathfinder as a foundation. The team recommended that a Third World representative be appointed to the Board to broaden its perspective and to enhance Pathfinder's credibility in some countries. In 1981 Pathfinder named an Egyptian with a Ph.D. in Political Science, resident in Boston, to the Board.

(2) Top management has made progress since the 1978 evaluation by better defining staff and Board functions and by appointing a new Executive Director in September 1979. However, since some confusion still existed at the time of the evaluation, the team recommended that Pathfinder clarify to its staff the roles of Board Chairman, Executive Director and Associate Executive Director and issue complete job descriptions of all staff. Pathfinder submitted these job descriptions and an organizational chart indicating lines of authority and communication (Annex A) to AID/W in July 1981.

(3) In 1976, Pathfinder's "New Paths" Committee recommended the formation of two new divisions -- Women's Programs and Population Policy -- and these became operational in 1978. Regarding women's programs, the APHA team concluded:

- o integrated women's projects funded from the Population Grant had taken too much time, money and effort to design;
- o to better support field staff while developing women's projects with income-generating components,

the Women's Division should employ an additional staff member with expertise in management, business or economics;

- o AID shared responsibility for the slow development of projects by Pathfinder by insisting that all women's projects include a research component with control groups to demonstrate impact.

Pathfinder took action to remedy this situation by appointing a new staff assistant (only partially funded by this grant) with experience in project administration. On its side, AID recognized Pathfinder's strength as a service-oriented agency and accepted that Pathfinder's normal evaluation procedures can produce the information needed for better understanding of the dynamic relationships between development activities and family planning practice among women.

(4) The team commended the new Population Policy Division for providing support and advice to the regional divisions and field staff. Since the evaluation, the Policy Division has issued program guidelines.

(5) In spite of some field staff confusion over project selection criteria and priority setting, the team felt that most Pathfinder projects are innovative and responsive to their particular settings. The country visits revealed that most AID Population Officers strongly support Pathfinder's policy of employing indigenous field staff. Some consult with Pathfinder staff for better understanding of their host countries.

(6) There were definite deficiencies in delivering commodities to LDC subgrantees, especially in Latin America. Yet the team attributed most delays to problems in clearing customs in-country and to transporting commodities from port to project site.

(7) Pathfinder should allocate additional financial and human resources to its African programs to put it in a better position to respond to new initiatives in the region. However, the team advised against AID's encouraging Pathfinder to become the principal family planning service-oriented donor in Africa due to Pathfinder's modest organizational size, the existence of other agencies with similar goals, and the magnitude of the task.

(8) The field staff is well-qualified. The team recommended that Pathfinder delegate greater responsibility and authority for all phases of project development, implementation, and evaluation to its field staff. In "special emphasis" countries or regions, Pathfinder should consider relocating existing, or placing additional, field staff. Specifically, Pathfinder should appoint a resident representative or contact person in Nigeria or elsewhere in West Africa, and should relocate the South American regional office from Chile to Peru. Pathfinder reports that:

- o it has delegated increased authority to field staff;

- o it continues to use consultants intensively in West Africa and has appointed a country representative in Nigeria; and
- o it has appointed a full-time country representative in Peru as of September 1982.

(9) The team observed instances in which Pathfinder field staff have assisted local grantees in creating self-sufficient projects or in locating support from other donors when Pathfinder funding ends. It concluded that charging for services and commodities in some projects is appropriate, whereas the noncommercial nature of others may eliminate self-sufficiency as a feasible goal.

In summary, the APHA team concluded that The Pathfinder Fund was using the Population Grant effectively. It observed projects that were innovative and evidenced the pioneering spirit for which Pathfinder has been known. No major insurmountable problems in the field were noted.

b. Logical Framework Outputs (1978-1982)

The comparison between estimated (1977) and actual (1982) end-of-project conditions and magnitude of outputs is summarized below. Note that the original project estimated that \$47,749,000 would be granted as the AID input over the five year period, whereas actual grants totaling only \$38,667,000 were awarded.

<u>Projected</u>	<u>Actual</u>
o Increased prevalence of contraceptive usage in LDC's (3 million new acceptors)	o Approximately 3 million new acceptors enrolled
o FP information and services provided through clinics and CBD in over 100 LDC's.	o Project and commodity awards in 60 LDC's.
o Increased acceptance of FP by individual institutions and government leaders.	o Difficult to quantify substantially achieved
o 70 training programs; 3,000 physicians, paramedicals	o 66 programs; approximately 1,500 trained annually.

- o FP commodities distributed *(See Note Below)
 - o 29,914,400 M/C oral contraceptives.
 - o 22 million oral contraceptives available by AID. 10 million called forward by Pathfinder; 6,425,940 M/C distributed. 2,219,840 committed but not yet shipped.
 - o 121,168,104 units condoms
 - o 102 million made available by AID. 89 million called forward by Pathfinder. 80,807,191 distributed; 5,498,592 committed but not yet shipped.
- o 80 clinic or CBD projects
 - o 140 projects
- o 20 training projects for physicians
 - o 26 for physicians
- o 40 training projects for paramedicals and health workers.
 - o 40 for paramedicals
- o 24 women's projects
 - o 30 projects
- o 20 population policy programs
 - o 31 projects
- o 50 human resources/rapid response projects
 - o 35 projects
- o 3,000 person-days of technical assistance provided.
 - o Difficult to quantify; substantially achieved when project development work by staff and consultants is considered.

Note: Pathfinder had a substantial inventory of pills and condoms on hand from the prior grant (G-73-15) and continued shipping from that grant without drawing down on the first three in-kind awards from the present grant. Balances on hand at June 30, 1976 were: Oral contraceptives 3,939,843 cycles Condoms 22,748,076 pieces; all were shipped during the life of the current grant and are additive to the above totals.

Achievement or nonachievement of certain output levels was not entirely under Pathfinder's control in as much as Pathfinder was dependent upon AID inputs. Other output levels, such as the target of providing 100 LDC's with information and services, may have been set unrealistically high by A.I.D. In general, Pathfinder has essentially achieved output targets in a satisfactory manner.

B. The 1980's: Continuation of "New Paths"

1. Program Plans

Pathfinder has outlined plans for its program over the 1983-87 period from functional and geographic perspectives. While the plans, described below, indicate Pathfinder's directions in major technical and geographic areas, they will be modified as the operational environment for family planning and population activities changes, and as new opportunities and needs in countries and regions appear.

2. Functional Emphases

a. Family Planning Services

Pathfinder has historically concerned itself with fertility services projects--family planning service delivery, training and education of health care personnel, the introduction of family planning to new areas--and now is associated with some newer ventures, such as MCH/family planning linkages and Natural Family Planning information. The largest portion of Pathfinder funds has gone for support of Family Planning Services projects and this pattern of resource allocation will continue. Over the next five years, the four general fertility service program areas on which Pathfinder will focus its efforts are:

- o Non-clinical services and community-based distribution (CBD) of contraceptives.
- o Education and training.
- o Clinic-based services.
- o Problem-oriented health linkages.

Projects that attempt to address the health and family planning linkages will incorporate features to:

- o make family planning services more accessible to potential clients who would be socially embarrassed by seeking only family planning;
- o increase political acceptance of family planning by governmental officials and other policymakers; and
- o maximize efficient use of limited resources of management, personnel logistics and supervision within LDC health systems.

Pathfinder will decide which program approach is most appropriate in a country or area by analyzing prevailing needs and opportunities and keeping abreast of other international agencies' activities to avoid unnecessary overlap.

Pathfinder, recognizing that some people prefer methods based on periodic abstinence, will include Natural Family Planning as part of its family planning information, training and service projects where appropriate and when requested by the local grantee, consistent with A.I.D. policy.

In all of these approaches, Pathfinder will seek to promote greater sensitivity to clients' perspectives toward services.

b. Population Policy Activities

Over the years Pathfinder has supported numerous projects which have had policy implications. Yet these "policy" activities had not been part of a specific Pathfinder program strategy in population policy. A more systematic approach was needed, and the response was the establishment of the Division of Population Policy. Its task has been to formalize Pathfinder's programs in this area and to develop firm guidelines. The three program areas on which Pathfinder will focus its attention on policy-related matters over the next several years are:

- o Constituency development.
- o Information on population policy matters.
- o Support for population policy formulation.

In practice, this will mean that Pathfinder will sponsor: attendance of LDC participants at policy conferences; observational travel of leadership figures to view progressive population programs; issuance of policy-related educational materials; etc. All activities will be designed to have a direct, if limited, impact on increasing public awareness of the need for population planning and public acceptance of family planning.

c. Women's Programs Activities

Pathfinder seeks to extend family planning services to new and as yet inadequately served populations through women's associations, networks, and organizations. Wherever possible, it tries to put new delivery systems into the hands of women's groups. Where that is not possible, it seeks to fund educational, motivational and referral projects through women's organizations

A purpose of Women's Programs is to improve the acceptor and continuation rates of all Pathfinder fertility services programs by heightening sensitivity to clients' needs, particularly those of women, who comprise the great majority of beneficiaries. This "user perspective" for both men and women will be a major focus of Pathfinder over the next five years, on the theory that careful attention to such issues as quality of counselling and contraceptive choice will have a positive impact on project and program results, particularly on acceptor and continuation rates.

Pathfinder will also continue to develop a limited number of "integrated" projects which combine a family planning activity with a development component, to learn lessons on the relationships between fertility-related behavior and participation of women in activities which increase their life options beyond child bearing. These insights will be immediately fed back into operational projects.

Pathfinder's priorities in the Women's Programs area for the next several years will be

- o Family Planning introduction through women's networks and groups.
- o Training women leaders in managerial and service delivery skills.
- o Making fertility services more sensitive to the needs of women.
- o Integrated projects.

d. Human Resources/Rapid Response (Interdivisional)

Under this category of funding, Pathfinder gives on short notice training grants and seed capital for small projects in all divisions and from all regions.

(1) Human Resources (Training)

Pathfinder carefully selects candidates for training in managerial skills, professional development or technical specialization, from countries in which it already has project-related activities or where activities are about to begin. Support covers costs of

- o travel and per diem of participants attending international conferences or seminars (1-15 days)
- o tuition, per diem and transportation for trainees at specialized training courses (2 weeks - 3 months)
- o long-term fellowships (3 months - 1 year)

(2) Rapid Response (Small Grants)

There are occasions when Pathfinder must be able to react quickly to unexpected requests for supplies, equipment or funding to support project activities. In order to respond more quickly than is possible under normal procedures, Pathfinder will be authorized in the next Cooperative Agreement to provide Rapid Response Small Grants of up to \$7,500 without prior AID/W approval, as long as Pathfinder first obtains concurrence by the U.S. Embassy or USAID in the country concerned.

e. Summary

Pathfinder plans to allocate project resources over the five-year span of the new Cooperative Agreement in approximately the proportions shown below:

	<u>Percent of Total Project Funding</u>
Family Planning Services	77
Women's Programs Activities	11
Policy Activities	8
Human Resources/Rapid Response (Interfunctional)	<u>4</u>
	100

3. Geographic Emphases

Over the next five years Pathfinder will concentrate its efforts on programs in approximately 35 countries selected for emphasis. This concentration will not preclude Pathfinder support to other countries as needs and opportunities arise.

Below follows a listing of countries by region in which Pathfinder expects that new or expanded opportunities and needs will develop. This listing is illustrative only and, although countries are ranked in relative order of importance from a program perspective, Pathfinder will retain its flexibility to transfer resources as changing circumstances and priorities emerge. This listing of priority countries and programs will be reviewed and updated annually during joint Pathfinder-AID management reviews. (NOTE: Pathfinder will continue to conform to U.S. government eligibility requirements for countries receiving A.I.D. funds).

a. Africa

- o Nigeria: Family planning curriculum incorporation by medical universities and hospitals; adolescent fertility; CBD activity.
- o Kenya: translation of policy directives into action programs; CBD and clinic outreach; client-oriented services.

- o Zaire: linkage of family planning information and services to MCH care.
 - o Senegal: development of rural family planning activities.
 - o Rwanda: support to ONAPO (National Population Office); paramedical training.
 - o Zimbabwe: contraceptive donations; training site for other Africans as model family planning program.
 - o Malawi: physician training; women's groups promotion.
 - o Other Sub-Saharan countries: Liberia, Zambia, Burundi, the Congo, the Gambia, Tanzania, Sierra Leone and Uganda.
- b. Near East
- o Egypt: model full-service clinic and CBD activities; surgical contraception support; family planning through women's organizations (reimbursable with ESF monies).
 - o Turkey: family planning service support to private sector; midwife training; promotion of public awareness of population policy.
 - o Jordan: medical school curriculum improvement; heightened awareness of health and family planning needs through support of women's vocational programs.
 - o North Yemen: support to the Family Planning Association.
- c. Asia
- o Indonesia: project initiatives in the Outer Islands; support to surgical contraception (as yet not included in GOI national program); work with private groups, such as religious, youth and women's organizations.
 - o Banladesh: community-based service projects (some funded by this agreement, others financed by a special bilateral grant); improvement in quality of surgical contraception procedures.
 - o Others: Thailand, Pakistan, Burma

d. Latin America

- o Brazil (in recent years, largest country programs); CBD projects with the private Family Planning Association (BEMFAM); contraceptive donations; physician training; incorporation of family planning in medical school curricula; policy conferences.
- o Peru: management training of health personnel; improvement of logistics for importation and distribution of commodities; expansion of family planning services in underserved areas; surgical contraception.
- o Colombia: CBD programs with the private Family Planning Association (PROFAMILIA); adolescent fertility programs; use of PROFAMILIA as training model for other Latin American family planning professionals.
- o Ecuador: expansion of family planning services through CBD in coastal provinces; nonphysician training; drugstore employee training as family planning motivators.
- o Mexico: CBD activities in border areas; physician training in surgical contraception; training site for L.A. observers of population policy development.
- o Bolivia: clinic-based family planning services; armed forces contraceptive distribution programs; public information efforts.
- o Honduras: rural CBD; drugstore employee training; private physician training.
- o Guatemala: support to the Family Planning Association (APROFAM); indigenous health personnel training; adolescent center support.
- o Paraguay: family planning service and training in medical schools; clinic-based service delivery.

Summary

Percent of Total Project Funding by Region

	<u>Baseline 1982</u> (Percent)	<u>Direction of Change</u> <u>1983-1987</u>
Africa	24	Significant increase.
Near East	6	Moderate increase.
Asia	15	Moderate decrease.
Latin America	52	Moderate decrease.
Interregional (HR/RR)	3	Slight increase.
	<u>100</u>	

The shifts in geographic emphases illustrated above will occur gradually over the next five years. The decrease in the level of central funding to the Latin American region may be partially offset by bilateral agreements between L.A. USAID missions and the Pathfinder Fund. Funding will probably increase in certain countries, notably Brazil and Peru. In Colombia, it is likely that Pathfinder may reduce support over the next few years. The number of funding agencies active in the L.A. region and the increased sophistication and self-sufficiency of Latin American institutions will combine to cause Pathfinder to use greater care in identifying projects which avoid duplication and yet which make worthwhile and innovative contributions to country programs. Despite the downward trend in central funding for L.A., Pathfinder anticipates that Latin America will still absorb more project funding by 1987 than any other geographic region in which Pathfinder is active.

Over the same period, Pathfinder project support in the Africa and Near East region will increase notably. In Sub-Sahara Africa Pathfinder expects to nearly double total funding between 1982 and 1987. An ambitious program in Nigeria, a leadership country in the region, will consume much of this additional funding, as will Kenya to a lesser degree. The Near East region will double its percentage share of project funding by 1985 and will continue to increase gradually thereafter. This, in part, reflects the fact that, with a Pathfinder office newly opened in Istanbul, a major increase in project activity is planned for Turkey. During this same time, the Egyptian program will receive renewed emphasis.

4. Commodity Support

Pathfinder will continue to maintain an active commodity support program providing contraceptive supplies and equipment both as part of larger subgrants (e.g., minilap training kits and films, pills and condoms for CBD projects) and in the form of separate commodity awards to governments, private institutions and individuals. Several large requests have come in recently from Latin America - Peru, Colombia, Ecuador, and Brazil, in particular -- and from a few African countries. In addition to "in-kind" allocations of condoms, oral contraceptives and Copper T IUD's, Pathfinder will budget for the bulk procurement of other IUD's (Lippes "C" and "D"), standard kits, foam, jellies, diaphragms, pelvic models, copies of Pathfinder films, and for the payment of related shipment costs.

Pathfinder is presently revamping its commodity allocation and request system, to be more responsive to LDC requests and to better monitor the eventual use of Pathfinder-supplied commodities.

SEE: Part III, D. 7. Logistics.

C. Project Design

1. The Program Goal is the rapid reduction of high population growth rates of developing countries, within a population assistance program that is based on voluntarism and informed choice.

Continued high rates of population growth significantly increase the cost and difficulty of achieving basic development objectives by imposing burdens on economies presently unable to provide sufficient goods and services for the increased population. Family planning assistance materially advances social and economic development by enhancing individual freedom to choose voluntarily the number and spacing of children, and by providing critically important health benefits for mothers and young children.

Since population growth is the resultant of birth and death phenomena, this project is designed to have a direct and significant impact on lowering fertility rates, and an indirect influence on decreasing mortality as women's risks from child-bearing are reduced through their use of contraception and as greater spacing of children permits better maternal and child nutrition.

2. Project Purpose: To introduce voluntary family planning services and related information and training into LDC areas previously lacking them and to make existing family planning service systems more effective in both public and private sectors.

As a private and voluntary agency, Pathfinder has the flexibility to deal directly with either governmental agencies or private sector programs and groups. In pursuing this purpose, Pathfinder will be guided by the following precepts and assumptions:

- o individuals and couples should be able to decide freely the size of their families;
- o sustained economic development and the achievement of a decent life for all developing country citizens is more likely to occur when population growth no longer outpaces economic progress;
- o the impact of development resources is maximized through coordination of policies and programs that broaden access to education and employment, especially for women, with the provision of modern family planning services; and
- o voluntary family planning programs are needed and wanted by the peoples of the Third World

3 Project Outputs: Pathfinder assistance can be provided to institutions, groups and individuals of less developed countries in three forms:

- Project subgrants
- Travel/training subgrants
- Commodity subgrants

In some instances all three types of assistance may, over time, be given to the same activity; e.g., a community-based distribution pilot program (project subgrant) planned for Kenya may require that government health officials visit a similar program in Zimbabwe (training/travel subgrant) and once underway, might require only a periodic resupply of contraceptives and training materials (commodity subgrant). By far, the predominance of funds will be channeled through Project Subgrants.

Quantified projections of Outputs of this project made possible by these subgrants over five years are listed below.

<u>Output</u>	<u>Magnitude by End-of-Project</u>
1. Family planning service/referral outlets and outreach programs established	1. In 50 less developed countries
a. Clinic-based	a. 70 projects
b. Community-based distribution	b. 70 projects
d. Voluntary sterilization services	d. 25 projects*
*May overlap with (a)	
2. Training programs in fertility control and population awareness	2. 20-30 LDC's
a. Non-physicians; e.g., nurse-midwives, traditional birth attendants, auxiliary nurses, village health aides	a. 60 projects
b. Physicians	b. 25 projects
3. Population policy activities (conferences, communication programs, observational travel and exchanges affecting population policies and leading to greater governmental and public acceptance of family planning	3. In 10-15 LDC's 40 projects
4. Women's development activities	4. In 10-15 LDC's, 50 projects
a. Self-help centers (vocational training, cooperatives, religious and social groups) involved in family planning services and referral	a. 30 centers
b. Women managers trained	b. 150 persons

5. Family planning commodities distributed
- a. Condoms (units)
 - b. Orals (monthly cycles)
 - c. Private physician distribution networks supplied
- *Will not be fully distributed until 1988 because of in-country logistics time needed.
5. In 60 LDC's
- a. 80 million*
 - b. 30 million*
 - c. In 15-20 LDC's
6. Small Grants (Human Resources/Rapid Response) for equipment, in-country workshops, local production/procurement of materials, etc.
6. 200 projects

4. Project Inputs (See also Budget, page 30)

Estimated below are the annual contributions of A.I.D. funding to this project. Actual obligations will be subject to availability of funds.

	(\$ THOUSANDS)				
	FY 1983	1984	1985	1986	1987
1. <u>Subgrants</u>					
a. Family planning services	3,068	3,247	3,661	3,818	4,080
b. Women's programs activities	480	495	505	515	525
c. Population policy activities	319	326	361	380	397
d. Human Resources/Rapid Response (Interregional)	119	117	150	180	198
2. <u>Headquarters and Regional Office Support</u>					
a. Staff and fringe benefits	1,198	1,305	1,422	1,521	1,627
b. Travel	224	244	266	285	305
c. Consultants and other costs	100	140	180	220	250
3. <u>Purchased Contraceptives and Other Bulk Procurement</u>					
a. Lippes IUD's, standard medical kits, pelvic models, training films	343	383	363	395	420
b. Shipping costs	83	92	87	95	100
4. <u>Management Overhead</u> (On program support and subgrant costs, excluding bulk procurement)	1,267	1,351	1,505	1,591	1,698
<u>TOTALS</u>	<u>7,200</u>	<u>7,700</u>	<u>8,500</u>	<u>9,000</u>	<u>9,600</u>

Five Year Total - \$42,000

PART III IMPLEMENTATION

A. General Background and Approach

The Pathfinder Fund, headquartered in Boston, has regional offices in Bogota, Colombia (covering Colombia, Central America and the Caribbean); Santiago, Chile (South America); Nairobi, Kenya (Sub-Saharan Africa); and Cairo, Egypt (Egypt, Sudan, and North Yemen). It also has country offices in Jakarta, Indonesia; Dhaka, Bangladesh; Istanbul, Turkey; Salvador, Brazil and Lima, Peru; and a part-time office in Geneva (not funded by A.I.D.) responsible for UN and other international contacts. By 1983 it will have relocated the South America regional office to Lima, Peru.

NOTE: Annex B Attachment 2 lists Headquarters and International staff.

Pathfinder provides education and supports population and family planning activities in LDC's primarily by making grants to governments, organizations and individuals in those countries. With few exceptions, the assistance is given to citizens and institutions of the country in which the project is located, rather than by supplying outside experts to conduct projects. The length of each grant varies, but most are supported for a period of one to three years. Generally, Pathfinder commits funds for only one year with further support dependent on successful project performance.

B. Management

Overall policy is set by a 22-person Board of Directors which represents a balance between family planners and other professionals and members of the family that established Pathfinder as a foundation. Direct management is exercised by the Executive Director, responsible for final project and program decisions, and the Associate Executive Director, who manages daily operations of the organization. Program development is handled on a regional basis through the coordinating efforts of the three Boston-based Regional Directors, supported by the Functional Divisions. There has been a trend toward an allocation of increased authority for program management to the international staff.

NOTE: Pathfinder organization chart is shown as Annex A.

C. Program Development and Evaluation

Pathfinder's plans and programs, both regional and country-specific, are developed and updated through strategy meetings held annually in Boston

with international staff members. Prior to the meeting and continuously throughout the year, staff persons consult with host country nationals, AID officials, other donor agencies, and a variety of population and development specialists. At the strategy meetings, Pathfinder reviews its country programs and analyzes needs in close consultation with appropriate AID officials, who participate in these meetings to the extent mutually agreeable to Pathfinder and AID. Consideration is given to the status of each country's family planning/population program, the work of others, and the areas in which Pathfinder might have the greatest impact given its resources, staff time, skills and in-country contacts.

After general program directions have been determined, project opportunities for implementing the programs are sought. Pathfinder field staff develop most grant requests, but suggestions may also be received unsolicited from potential grantees, other agencies, or A.I.D. Mission personnel, with whom Pathfinder staff maintain close and collaborative relationships. Once a project idea has been submitted to Boston it is reviewed by the senior program staff at the weekly Project Review Meeting. Critical assessments are made as to the project's adherence to programmatic and geographic priorities and technical standards, its potential for innovation and replicability, the length of Pathfinder's proposed commitment, and other factors. If approved for full development, the idea is returned to the field, with comments and suggestions, for preparation of a full proposal by the grantee with assistance by the appropriate international staff member.

As projects are implemented, they are monitored from both administrative and programmatic points of view, and evaluated using systems and guidelines developed by Pathfinder's Evaluation Department. Site visits are made by international staff, from time to time by headquarters staff, and by consultants when specific technical assistance not available from the Pathfinder staff is required.

Evaluation of a particular project generally follows the evaluation system that Pathfinder has designed.

NOTE: During the life of this project, Pathfinder will be expected to increase the use of consultants, to supplement core staff efforts as necessary, and assure close monitoring and evaluation of projects.

D. Implementation Procedures

1. Proposal Requirements Proposals for new subgrants should be submitted in five copies to the Project Manager or Cognizant Technical Officer (CTO) in the Office of Population, A.I.D., at least ninety days before the desired effective date. Pathfinder may make three types of subgrant awards: Project, Travel/Training and Commodity.

a. Project subgrants are made to individuals or organizations, private or public, for the conduct of population/family planning activities. Prior to making the subgrant, Pathfinder will submit the proposal to the CTC for review and approval. The project subgrant format now in use will be continued in a somewhat modified form, containing the following informational headings:

- o Project Identification Number
- o Project Title
- o Grantee including name and address of Project Director
- o Project Summary
- o Project Duration
- o Grantee Qualifications
- o Project Inputs: Specific for current year and estimated for remaining years.
- o Progress, qualitative and quantitative, to date (if renewal), to be summarized in cover letter.
- o Work Plan
- o Project Objectives
 - General
 - Specific
- o Reporting
- o Evaluation
- o Budget
 - Local Costs
 - U.S. Costs
 - Total Current Year
 - Estimated Life of Project Cost

The CTO then obtains the comments and concurrence from the AID/W regional bureau technical office and from the USAID Mission or U.S. Embassy in the country where the activity is to take place. No commitment can be made to any grantee until approval has been received by Pathfinder from the CTO, except for "Small Grants" under \$7,500, as authorized in Section 3.d., below.

Proposals to renew on-going projects should be submitted to the CTO within 60 days of termination of the approved funding period. In renewal proposals, Pathfinder will in the future include in summary format the effective dates and funding levels by prior year subgrants as part of the discussion of progress to date. NOTE: The same Project Identification Number (PIN) will be maintained for on-going projects followed by a number indicating the year of project funding.

b. Travel/Training (Non-Local) Subgrants are made to cover costs of specific travel and/or training for specific individuals. Awards

will be made by Pathfinder for training in the U.S. or third countries and for participation at international meetings. Prior to awarding a travel/training subgrant, however, Pathfinder will submit with at least 30 days advance notice the following information to the CTO for approval:

- o The specific purpose for which the award is proposed.
- o Background and qualifications of the person/persons nominated.
- o Data on the sites to be visited or the training to be given, including dates.
- o Budget for the award.

The CTO will obtain U.S. mission concurrence and give prior approval to all international travel involved in such training.

AID from time to time may recommend potential candidates for training or travel awards. It is understood that such individuals will be judged by Pathfinder by the same criteria and regulations that are applied to other candidates.

c. Commodity subgrants are awards of specific contraptives, equipment or other supplies that involve only funds for procurement and shipping. Awards up to \$7,500 to institutions or individuals from previously authorized bulk procurement can be made without prior approval of the CTO, but monthly reports with the following information are to be submitted to the CTO:

- o Name and address of organization, institution or individual to whom award is made;
- o Specific purpose for which award is made;
- o Amount and description of commodities to be awarded, including previous awards;
- o Estimated cost of current and prior awards to subrecipient.

Requests for approval of commodity subgrants exceeding \$7,500 shall be submitted to the CTO using the above format.

2. Approval Criteria. Pathfinder will make judgments on the relevance and feasibility of proposals from developing countries in light of the objectives of this project, its own priorities and guidelines and relevant A.I.D. policies.

Criteria for A.I.D.'s approval of proposed projects are:

a. Consistency with A.I.D.'s population strategy for the proposed country or region (Country Development Strategy Statement, Multi-Year Population Plan, or other country-specific policy).

b. Appropriate LDC government clearance (explicit or implied) and A.I.D. Mission or regional (if appropriate) concurrence.

c. Determination, in the case of projects with research content, that the proposed research methodology is appropriate to the subject or hypothesis being studied. This determination will be made by the AID CTO in consultation with the Research Division, Office of Population.

d. The perceived competence of the local Grantee to undertake the proposed activity.

e. Other work underway sponsored by A.I.D., other agencies or host governments related to the proposed activity, which might result in undesirable overlap and duplication.

f. The suitability of the contraceptives methods or procedures proposed to the needs, attitudes, and fertility control programs in the specific LDC involved, and sufficiency of quantity of contraceptive supplies needed; and

g. The anticipated effect (e.g., number of acceptors, number of persons trained, number of sterilization procedures, etc.) of proposed projects compared to the level and composition of Pathfinder contributions. Comparative measures may include:

- o cost per acceptor and continuing user;
- o administrative vs. service delivery costs;
- o proposed vs. alternative delivery systems e.g. mobile units, social marketing, community-based service, clinics.

In certain projects (e.g., new African proposals), this analysis should take into account unusual cultural, logistical or administrative constraints. For initiating or renewing such projects, justification for project support of non-family planning service benefits should be clearly presented.

3. Approval Procedure

A.I.D. project management responsibilities for this activity are in accordance with A.I.D. Handbook 13, "Cooperative Agreements," dated December 31, 1981.

a. The Office of Contract Management (SER/CM/COD/PE) has delegated to the Office of Population authority to receive, review and approve specific subgrants proposed by Pathfinder. Exceptions to this delegation are:

- o individual subgrants having a value of \$75,000 or more;
- o subordinate agreements which are not LDC project subgrant agreements.

In these instances, the SER/CM/COD/PE Agreement Officer retains prior approval authority.

b. Proposal review is coordinated by the CTO in the Office of Population and is undertaken by relevant central and regional bureau technical officers. Request for project comments and concurrence is sent via telegram while concurrently a copy of the proposal is airpouched to the USAID Population Officer or officer designated within the Mission or Embassy to deal with population matters. Upon receipt of Mission concurrence, the project is approved by the Contracts Officer or the CTO.

c. The CTO may approve non-country specific project proposals without other concurrences, with the exception of Contract Office approval as noted in 3.a. above. Contract Office approval is not required for Bulk Commodity Purchases.

d. Small Grants (Rapid Response) under \$7,500 may be awarded by Pathfinder without prior A.I.D. approval for short-term specialized training; participation by LDC persons in meetings and seminars; equipment for developing country institutions and agencies; and local procurement of technical or educational materials, and other allowable activities. Small Grants will be discrete, one-time awards, not on-going, recurrent support of a subrecipient's program. Although prior A.I.D. approval is not required, Pathfinder will maintain in its files evidence of U.S. Embassy or Mission concurrence. Pathfinder will provide a listing of such Small Grants on a monthly basis.

e. Goods and services shall have their source and origin in the cooperating country, other developing countries as defined in AID geographic code 941, or in the United States except as AID may otherwise agree in writing; ocean shipping financed by AID under the project shall, except as AID may otherwise agree in writing, be financed only on flag vessels of the United States. Developing countries which are the sites of subgrants under this project shall be deemed cooperating countries for the purpose of permitting local cost financing.

f. Pathfinder will be allowed to increase budgets of approved subgrants by up to 25% of the approved total without prior approval by the CTO. Pathfinder will report these cost extensions to AID/W monthly. AID/W approval will be required for those projects whose budget for the funding period would exceed \$75,000 when amended.

g. Pathfinder may approve no-cost extensions of its subgrants not to exceed four months without prior CTO approval. Pathfinder will report such no-cost extensions monthly to AID/W.

4. Accountability and Audit Pathfinder will maintain books, records, documents and other evidence sufficient to reflect properly that any funds provided by AID were expended exclusively for the purposes of the subagreement. Such records shall be maintained for a period of three years following expiration of the subagreement. Pathfinder shall assure that periodically, usually annually, and upon termination of each subgrant an audit is conducted of the local grantee's records by an independent public accountant with a national certification, except for:

(a) subgrants whose cumulative expenditure is less than \$35,000 (a sample will be taken of those under \$35,000 at PF's discretion);

(b) solely commodity or training subgrants; or

(c) if the cognizant audit agency of AID will do the audit.

If Pathfinder determines that an audit is not possible or feasible, it will submit to the Contracts Management Office of A.I.D., alternatives which will achieve the same objective. Pathfinder will include in each of its subgrants a clause which assures the United States Government's right to audit. It will also require that the subgrantee make available any further information that is requested by Pathfinder with respect to questions concerning the audit. The report of independent audit is to be submitted to Pathfinder, which will retain it as part of the subgrant records. The purpose of the audit will be to determine the propriety and necessity of the subgrantee's expenditures in terms of the purposes for which the funds were made available, and the adequacy of the subgrantee's financial management.

5. Site visits, travel, and staff development. Travel by Pathfinder headquarters (Boston) staff must be approved in advance by the CTO, who must be notified of the proposed travel at least one month in advance in order to obtain appropriate field clearances. Travel by international (Country or Regional) staff visiting LDC's for purposes of project development, evaluation or monitoring does not require prior AID/W approval, but these representatives should before traveling notify via telegram or telephone communication the USAID or Embassy population officers in countries to be visited to ensure that they agree to the visit. The representatives should brief and debrief the U.S. officials concerning Pathfinder's current and potential activity in the host country during the visit. Furthermore, Pathfinder should request concurrence from the CTO for any travel of international staff for purposes of observational travel outside their regions (for career development) or attendance at periodic staff meetings in Boston. Prior concurrence of the CTO is required for the participation of Pathfinder staff persons in training courses or seminars in program management and

administration.

6. Coordination. Pathfinder will continue to communicate formally and informally with other agencies such as FPIA, IPPF, JHPIEGO, UNFPA, AVS and Development Associates, to ensure that the family planning efforts in developing countries sponsored by each agency are complementary. Concurrently, the respective project managers of AID centrally-funded cooperative agreements and contracts and AID Population Officers in the field have responsibilities to monitor and coordinate intermediary agency activities.

7. Logistics. To assist Pathfinder in its effort to revamp its commodity logistics system, A.I.D. will facilitate visits by management personnel of Pathfinder to other organizations, such as FPIA and AVS, to observe their commodity logistics and reporting systems.

E. Key management staff, consultants and Board of Directors. Within 30 days of the signing of a new Cooperative Agreement, Pathfinder will submit to the CTO in the Office of Population the curricula vitae of professional staff members, both headquarters and international, of frequently used consultants, and of the Board of Directors for record purposes. Prior to the appointment of senior international staff and key headquarters staff at the director level or above, Pathfinder will solicit the views of AID and will consider AID's recommendations to the maximum extent possible. The posting of international staff to regional or country offices in developing countries requires prior notification to the USAID Mission or Embassy concerned.

F. Reporting.

1. Monthly Reports. Pathfinder will continue providing A.I.D. with monthly copies of the Status of Project Approval listing, Bulk Procurement and Shipping Reports (in accordance with D.l.c. above), and the Warehouse Inventory of In-Kind Contraceptives Report. In addition, Pathfinder will report monthly to A.I.D. the Small Grants awarded and cost and no-cost extension amendments to subgrants, as described in D.3.d., f. and g.

2. Quarterly Reports. To satisfy the constant need of A.I.D. to monitor projects and report program status by country and region, Pathfinder will be required to submit quarterly reports providing information in a standardized form that can be utilized for inter-agency compilation. Generally, the data, to be submitted within 30 days of the close of a calendar quarter, will include a comprehensive listing of Pathfinder-supported projects by country, funding by year, and information on flows and inventories of all commodity stocks. These data will be provided to A.I.D. in electronic media (disk, telecommunications, tape) compatible with the computerized management and information system currently under development at A.I.D.. The type of information to be provided and its format will be provided to Pathfinder as soon as possible.

3. Annual Reports. Not later than six months after the completion of Pathfinder's FY (June 30) and annually thereafter, Pathfinder will submit to the AID CTO a report in 20 copies covering the activities of

the completed year. The report should describe activities, accomplishments and problems in the area of program development and execution.

G. Evaluation. A.I.D. will arrange one interim and one final evaluation to be conducted in October 1983 and July 1986, respectively, by external consultants funded by the AID contract with the American Public Health Association (Proj. No. 936-5900.1) or other similar consulting mechanism. The reports on these evaluations, to be completed by February 1984 and November 1986, will be used as a basis for reviewing Pathfinder's performance and in determining the direction and level of future A.I.D. funding to Pathfinder.

H. Management reviews with AID will be conducted annually, except to the degree that the above evaluations may accomplish the same purpose. To the extent possible, annual management reviews will bring together Pathfinder regional and country representatives and headquarters division chiefs on the one hand, and AID/W geographic bureau representatives and S&T/POP technical officers on the other hand, to facilitate the most productive review possible of program and project matters. The first such review should be held in the Fall of 1983.

PART IV: PROJECT ANALYSES

A. Financial Plan

Pathfinder anticipates that its portfolio of LDC projects will build during the first three years of the Agreement period. However, the regional program mix is expected to change as support to the more mature Latin American countries subsides, falling from approximately 52% of project funds in the baseline year of 1982. Institutionalization of many Pathfinder-backed programs by host governments (Peru, Mexico, perhaps Brazil) or the private sector (revenue-generating contraceptive distribution projects) is expected to contribute this reduction.

On the other hand, a counterbalancing increase in project assistance to nascent programs in Africa is planned, with funding allocations to that region expected to rise from 24% of project funds in 1982.

A.I.D. funding provided through this project will permit Pathfinder to support a vigorous and progressively larger population and family planning assistance program in response to requests from LDC's. During the out-years, Pathfinder may be able to supplement central population funds by diversifying the resource base from which it derives its operational funding. In practical terms, this means that Pathfinder will:

- o pursue other A.I.D. central funds for non-population activities (such as the PPC grant "Promoting Women's Opportunities"); and
- o look for new private sources of funding (e.g., from institutions, foundations, local governments, etc.).

In addition, Pathfinder may seek ESF and other bilateral funding for country-specific projects (similar to the USAID/Bangladesh Grant).

Refer to Part II.A.1., Funding History.

Budget projections of AID funding for the five years of this project are shown below. Most country and in-kind contributions vary from country to country and are undeterminable at this point.

PROJECTED BUDGET FOR ALL YEARS 1983-1987
(in thousands of dollars)

LINE ITEMS	1983	1984	1985	1986	1987
A. Program Support					
1. Personnel	1003	1093	1191	1274	1363
2. Fringe Benefits	195	212	231	247	264
3. Consultants	10	20	30	40	50
4. Travel	224	244	266	285	305
5. Other costs	90	120	150	180	200
SUBTOTAL-PROGRAM SUPPORT	<u>1522</u>	<u>1689</u>	<u>1868</u>	<u>2026</u>	<u>2182</u>
B. Project Support					
1. Fertility Services	3068	3247	3661	3818	4080
2. Women's Activities	480	495	505	515	525
3. Policy Activities	319	326	361	380	397
4. Interregional (Human Resources/ Rapid Response)	119	117	150	180	198
SUBTOTAL-PROJECT SUPPORT	<u>3986</u>	<u>4185</u>	<u>4677</u>	<u>4893</u>	<u>5200</u>
TOTAL PROGRAM AND PROJECTSUPPORT	5508	5874	6545	6919	7382
Overhead @ Approx. 23%	<u>1267</u>	<u>1351</u>	<u>1505</u>	<u>1591</u>	<u>1698</u>
Bulk Commodities and Freight	<u>425</u>	<u>475</u>	<u>450</u>	<u>490</u>	<u>520</u>
TOTAL BUDGET	7200	7700	8500	9000	9600

TOTAL PROJECTED FIVE YEAR BUDGET: \$42,000

NOTE: Overhead is calculated at the negotiated Provisional Indirect Cost Rate of 23% on total direct costs (Program and Project Support), excluding bulk commodities, freight and in-kind contraceptives.

CONTRACEPTIVES (Illustrative Only)

In-kind contraceptives, funded by a separate project, constitute a non-add cost item to this project. They will be granted to Pathfinder, subject to their availability, according to the following schedule:

ESTIMATED NEEDS FOR CENTRALLY-PROCURED CONTRACEPTIVES
(in thousands of units)

	1983	1984	1985	1986	1987	Five-Year Totals
Orals (m/c)	4,000	4,500	6,500	7,000	8,000	30,000
Condoms (pieces)	10,000	20,000	15,000	15,000	20,000	80,000
Copper T IUD's	750	850	850	900	850	4,150

B. Social Soundness Analysis

This project permits the continuation of Pathfinder's on-going activity and, as such, the Social Soundness Analysis previously used to demonstrate project viability is still considered valid.

That analysis highlighted the project's positive impact on reducing the burden on LDC women of excessive and unwanted fertility and it discussed the linkage between fertility decline and enhanced prospects of LDC's to progress socially and economically.

Benefits to society of access to the means of fertility control sanctioned by a supportive population policy can be seen from both micro and macro points of views. At the family level, benefits to the health of the mother of child-spacing and limitation of high parity have been statistically proven in country after country. Neonatal and infant mortality rates are lowered as mothers are better able to care for themselves during pregnancy and to direct more attention to their young offspring when family size is smaller.

The justification for support to vigorous family planning programs can stand on this health rationale alone if need be, and such is the case in many countries not aware of or resistant to the demographic implications of rapid population growth. However, even within a micro-social perspective, the positive advantages to the family unit go beyond strict maternal/child health and nutrition considerations. These other factors include an increased opportunity for outside employment for women (to raise earning power and maximize personal development), higher per capita disposable income on the average among family members, and enhanced possibilities of education for children, and consequent upward mobility.

On the macro-economic or societal front, the persistence of high birth rates and explosive population growth leads to an inability of national governments to keep pace with burgeoning social service and food needs generated by such growth. This phenomenon has become clearly evident in the last few years as LDC governments are increasingly being forced to face the ecological, social and economic consequences of a generation of rapid population growth.

Pathfinder in this project proposes to address the core of the problems cited above by encouraging private and public agencies to make voluntary family planning services openly available, to back these programs with positive policy sanctions, and to foster the broadening of career possibilities for women.

Pathfinder has, in part, chosen the priority countries in which it plans to concentrate efforts over the next few years on the criteria of high birth rates and rapid population growth rates.

ILLUSTRATIONS

	<u>(1981) POPULATION</u> (millions)	<u>CRUDE BIRTH RATE</u> (per 000)	<u>CRUDE DEATH RATE</u> (per 000)	<u>POPULATION GROWTH RATE</u> (percent)	<u>POPULATION DOUBLING TIME</u> (years)
Nigeria	82	50	18	3.2%	22
Bangladesh	93	47	19	2.8%	25
Kenya	18	53	14	3.9%	18
Egypt	45	43	12	3.1%	22
Peru	19	38	11	2.8%	25
Brazil	128	32	9	2.4%	29
Zaire	30	46	19	2.8%	25

Source: Population Reference Bureau, 1982 World Population Data Sheet
C. Technical Analysis

1. Pathfinder Approach

Pathfinder develops projects and makes grants to LDC governments, private institutions and individuals. The dollar value of projects varies within a broad range, but averages \$30,000 to \$40,000 of annual support. Pathfinder also provides seed money for family planning activities considered innovative and sponsors such projects with two purposes in mind:

- o to actually provide services in geographical areas where none exist or where services are so poorly offered that they are not used; and
- o to demonstrate to LDC policy makers that family planning services are socially and culturally acceptable to the people of their countries.

2. Advantages of the Approach

- o As a nongovernmental organization (NGO), Pathfinder has the flexibility to establish agreements directly with private LDC groups.

In these cases, it is the responsibility of the local private agency to obtain the implicit concurrence or explicit approval of its own government without the direct involvement of bilateral funding agencies.

- o Indigenous leaders, rather than expatriate contractors or advisors, are the grant recipients and are the actual implementers of projects. The possibility of accusations that family planning is being imposed by outsiders is thereby minimized.

- o All Pathfinder field staff are native (non-American) to the geographical areas of responsibility in which they live and work. Credibility of Pathfinder projects is heightened because of the staff's familiarity with the language and cultural mores, and because of their knowledge of local leadership and institutional structures.

Other aspects of the technical analysis of this project are interspersed throughout this paper. For example, see Part III ("General Background and Approach") for methodology; Part II.B, ("The 1980's") for program emphasis by functional Division; and Part II.B.3. for geographical areas where Pathfinder will concentrate its efforts.

D. Economic Analysis

The Economic Analysis that appeared in the previous PP is still applicable and is only updated here.

A.I.D. Guidelines (Handbook 3) indicate that the economic analysis of public health-type projects be pursued only as far as "good common sense permits." The ultimate goal of this project is to improve the quality of life in LDC's, an elusive concept where economic benefits are near impossible to quantify with any confidence.

Consultants Warren C. Robinson and Wayne A. Schutjer, under contract with APHA, produced a report⁷ on the economic analysis of population-related development projects. Paraphrased conclusions relating to this project follow:

1. A full-blown economic cost-benefit analysis is applicable only to situations in which a considerable wealth of economic and demographic data is available. Thus, for many if not most LDC's, it is not likely to be possible.

2. When a measure of societal "output" from population-related projects is required, the most defensible and reasonable approach is to use not economic benefits, but direct demographic impact (births averted, percent reduction in fertility) as the measure of achievement.

3. The final demographic impact (of population programs) will be a joint output of the service-generating projects and motivational projects.

4. At the project-specific level, the best measures of output for evaluation purposes continue to be those most directly linked to the project inputs.

5. For many projects qualitative, essentially non-economic, indicators of impact or project performance will remain the best indexes.

We have attempted to incorporate direct demographic impact measures (#2, above) at the program goal level of the Project Design, Logical Framework (Part II, C.5): a decrease in age-specific fertility rates. At the purpose level, Pathfinder's achieving of the target of three million new family planning acceptors by establishing 515 projects will be considered proof that the project was successful in expanding and making family planning services more effective.

Pathfinder's interest in investing in women's development and population policy projects will be justified to the degree that these activities contribute to the psychological and motivating forces for family planning (#3).

The output section of the Logical Framework deals with non-economic indicators of impact, i.e., types of projects established, which will become the most concrete measures of Pathfinder's performance over the five year span (#4 and #5).

A cost-benefit analysis can theoretically be attempted for this project by calculating targeted cost per acceptor: if End of Project status is achieved, the project will be competitive with other approaches by averaging \$15 per new acceptor.

* Economic Evaluation Procedures for Use with Population-Related Projects,
Dec. 1979.

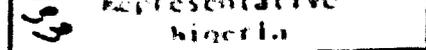
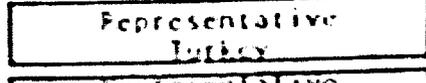
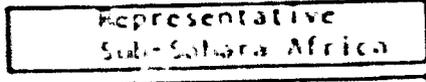
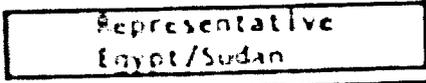
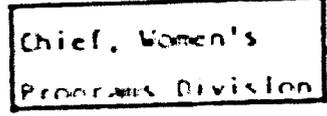
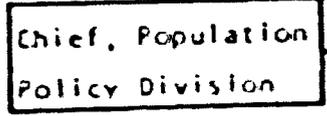
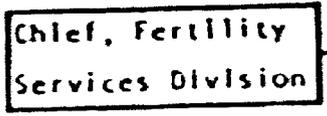
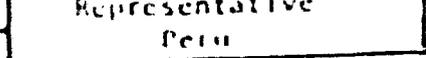
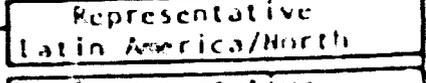
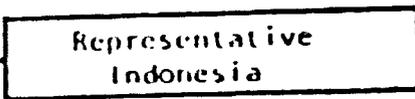
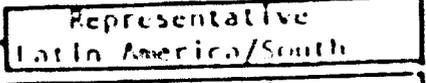
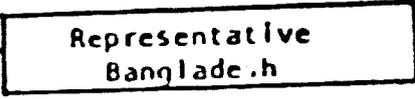
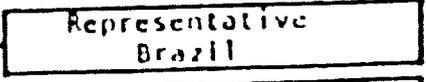
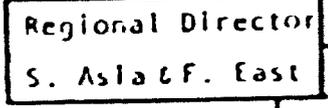
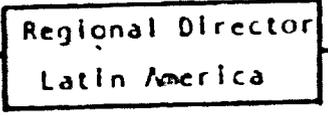
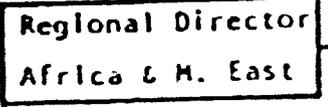
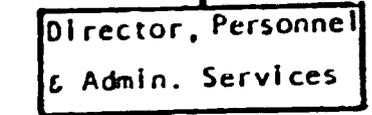
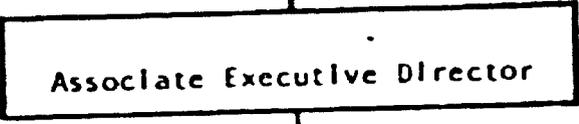
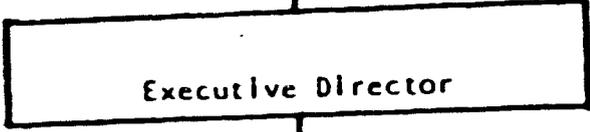
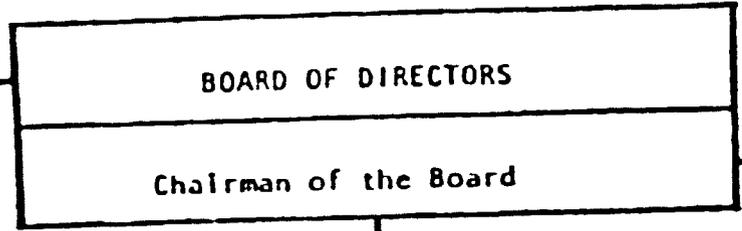
E. Environmental Impact

No negative effects are anticipated from the conduct of this project. To the contrary, if the project is successful, it will contribute to:

- o lessening of the pressure on over-intensive use of land for agricultural production on marginal lands and for living space;
- o slowing the trend toward deforestation due to urgent fuel needs, over grazing and human encroachments;
- o reducing the rate of depletion of nonrenewal natural resources; and
- o increasing possibilities to halt and reverse air and water pollution.

Board Committees

- Executive Committee
- Planning Committee
- Policy Committee



ANNEX A

The Pathfinder Fund
1330 Boylston Street
Chestnut Hill (Boston), Mass. 02167

Headquarters and International Staff
January 1983

Chairman of the Board
Richard B. Gamble

Assistant to the Chairman
Pamela Holbrook

Executive Director
Howard K. Gray, Jr.

Administrative Secretary II
Sally Subler

Associate Executive Director
Eliot T. Putnam, Jr.

Fertility Services Division

Chief
Deirdre Strachan

Administrative Secretary I
Alvina Bennett

Associate
To be appointed

Administrative Assistant & Librarian
To be appointed

Women's Programs Division

Chief
Freya Olafson

Administrative Secretary I
Elaine Scheier

Associate
To be appointed

Assistant, Acting Coordinator WID/PED Program
Bonnie Shepard

Population Policy Division

Chief
John M. Paxman

Administrative Secretary I
Laura E. Glynn

Latin America

Regional Director

David A. Wood

Assistant Regional Director

Dana Curtin

Regional Representative

Latin America (North) - Bogota

Alberto Rizo, M.D.

Program Assistant

Elena Prada Salas

Regional Representative

Latin America (South) - Santiago (to 6/30/83)

Werner Bustrante, M.D.

Country Representative - Brazil

Jose de Codes, M.D.

Country Representative - Peru

(Regional Representative - Latin America (South)

as of 7/1/83)

Genny Martinez, M.D.

Administrative Assistant I
(bilingual) Claudia Fish

Bilingual Secretary

Cynthia Berry

Secretary

Patricia de Holmgren

Secretary

Esme de Bonta

Administrative Assistant

Caroline Crosbie

Secretary

Alicia Estrada

Africa and the Middle East

Regional Director

James W. Crawford

Administrative Assistant

Gail Callanan

Regional Representative

Sub-Sahara Africa - Nairobi

G.M.K. Kpedekpo, Ph.D.

Senior Program Officer

Ayorinde A. Ajayi, M.D.

Program Officer

Freda Musimbi Mudoga

Country Representative - Nigeria

Grace Delano

Country Representative - Turkey

Turkiz Cokgol-Kline, Ph.D.

Administrative Secretary I

Linda McDermott

Administrative Manager

Felicity Chavanga

Asia and the Far East

Regional Director
Alicia Szendiuch

Assistant
Julie Hart

Country Representative - Bangladesh
Abdus Subhan Chowdhuri, M.D.

Program Officer
Syed Murshed

Program Officer
Habibur Rahman

Country Representative - Indonesia
Does Sampoerno, M.D.

Assistant, Indonesian Office
Poerbatin Soeripto

Pathfinder Representative - Geneva
Douglas Deane

Communications Programs Department

Director
Ronald S. Waife

Associate
Marilyn Edmunds

Evaluation Department

Director
Marianne Burkhart

Administrative Assistant II
Nancy MacFadyen

Director of Development
David Bassin

Administrative Secretary I
Sheila Gayle

Secretary
Farhad Ahmed Chowdhuri

Secretary
Rossana Ungul

Administrative Secretary I
To be appointed

Administrative Secretary I
Doris Ziskand

Finance and Administration

Director of Finance and Administration
Carol L. Gibbs

Director of Personnel & Administrative Services
Dolores A. Howard

Assistant
Kathy Fogel

Program Administration Coordinator
Loretta H. Gailius

Assistant Program Admin. Coordinator
Leslee Covell

Commodities Coordinator
Yvonne Dunne

Purchasing Agent
Robert Rhinehardt

Accounting Manager
Ruth Malm

Financial Staff Assistant III
Suzanne Saffron

Financial Staff Assistant II
Sheila Michaels

Financial Staff Assistant I
Rebecca Watson
Matthew Collins

Accounting Clerk/Purchasing Assistant
To be appointed

Administrative Secretary I
To be appointed

Receptionist/Records Assist.
Judy Colantropo

Best Available Document

AM 1000 10 10 73

PROJECT DESIGN SUMMARY LOGICAL FRAMEWORK

Title of Project:
From FY 83 to FY 87
Total U.S. Funding 12,000
Date Prepared: 1/83

Project Title & Number: Family Planning Services - Pathfinder 932-0807

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS													
<p>Program or Sector Goal: The broader objective to which this project contributes:</p> <p>Rapid reduction of high population growth rates of developing countries, within a population assistance program based on voluntarism and informed choice.</p>	<p>Measures of Goal Achievement:</p> <p>Age-specific fertility rate changes in LDC's.</p>	<ul style="list-style-type: none"> -World Fertility Survey data (as available) -National and regional census data -Sample surveys, e.g., Contraceptive Prevalence Surveys -Vital registration data 	<p>Assumptions for achieving goal targets:</p> <ul style="list-style-type: none"> -Demand for fertility control by urban populations will remain high and will continue to increase for rural populations. -Trend toward greater acceptance by governments of the right of their people to control fertility will not be reversed. 													
<p>Project Purpose:</p> <p>To introduce voluntary family planning services, information and training into LDC areas lacking them and to make existing family planning service systems more effective in both public and private sectors.</p>	<p>Conditions that will indicate purpose has been achieved. End of project status:</p> <p>3 million new family planning acceptors</p> <p>515 projects, active or completed, in 60 LDC's; concentration in 35 "select emphasis" countries.</p>	<ul style="list-style-type: none"> -Family planning program data -Contraceptive distribution patterns and usage rates -Subgrantee (LDC entities) reports and Pathfinder in-house evaluations -On-site inspections of projects -AID-funded comprehensive evaluations (2) thru AMIA or other contractor. 	<p>Assumptions for achieving purpose:</p> <ul style="list-style-type: none"> -Host country public and private sector counterpart support will be forthcoming. -Flexibility of U.S.-based NGO to sponsor FP programs with the private sector as well as governments is an asset to the introduction of FP. -Pathfinder's operational field offices are well managed and staffed with technically qualified personnel. -Local grantees have sufficient technical and administrative expertise to implement projects. 													
<p>Outputs:</p> <ol style="list-style-type: none"> 1. FP service/referral outlets and outreach programs. a. Clinics b. CBD c. Voluntary Sterilization Services 2. Training in fertility control & pop awareness a. Paramedics b. M.D.s 3. Pop. policy projects (conferences, observ. exchanges, communications progms.) 4. Women's development activities a. self-help ctrs integrating FP b. Women managers trained 5. FP commodities distributed a. condoms b. orals c. Priv. MD networks supplied 6. HR/RR Small Grants 	<ol style="list-style-type: none"> 1. In 50 LDCs a. 70 projects b. 70 projects c. 25 programs 2. In 20-30 LDCs a. 60 projects b. 25 projects 3. In 10-15 LDCs; 40 projects 4. In 10-15 LDCs; 50 projects a. 30 centers b. 125 persons 5. In 60 LDCs a. 80 million b. 30 million c. In 15-20 LDCs 6. 200 	<ul style="list-style-type: none"> -Subgrantee financial, commodity and program statements -Pathfinder headquarter and field staff country visits. -PIO/Ts, Cooperative Agreements and Amendments -Financial Status Reports, Vouchers and Federal Reserve Letters of Credit -Evaluations and Audits -Travel records -Staffing pattern and costs 	<ul style="list-style-type: none"> -Conservative government officials and physician will not be able to hold back expansion of CBD activities and greater utilization of paramedics in FP. -Host governments and U.S. AID/Embassies concur in proposed projects. <p>Assumptions for providing inputs:</p> <ul style="list-style-type: none"> -Inputs provided in timely fashion -Centrally funded contraceptives (non-add item) will be available -AID funding can be provided at levels programmed. 													
<p>Inputs: (thousands)</p> <table border="1"> <tr> <td>FY 83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>Total</td> </tr> <tr> <td>7,200</td> <td>7,700</td> <td>8,500</td> <td>9,000</td> <td>9,600</td> <td>42,000</td> </tr> </table>	FY 83	84	85	86	87	Total	7,200	7,700	8,500	9,000	9,600	42,000	<p>See Project Inputs and Financial Plan for line item details.</p>			
FY 83	84	85	86	87	Total											
7,200	7,700	8,500	9,000	9,600	42,000											

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Annex "C"

30(2) - PROJECT CHECKLIST FOR INCLUSION IN PROJECT PAPER (Proj. No. 732-7001)

A. GENERAL CRITERIA FOR PROJECT

1. FY79 App. Act Unnumbered; FAA Sec. 453 (b); Sec. 634A. (a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) Is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure)? _____

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,000 will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to U.S. of the assistance? Yes

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of assistance? N/A

4. FAA Sec. 611(b); FY 79 App. Act Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 1973? N/A

5. FAA Sec. 611(e). If project is capital assistance (e.g. construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project? N/A

6. FAA Sec. 209. Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. Yes, project is regional that it will be executed in many countries.

7. FAA Sec. 601(a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions. N/A

8. FAA Sec. 601(b). Information and conclusion on how project will encourage U.S. Private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. Private enterprises). _____

9. FAA Sec. 612(b); Sec. 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized to meet the cost of contractual and other services. _____

10. FAA Sec. 612(b). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? N/A

11. FAA Sec 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? N/A

12. FY 79 App. Act Sec. 638. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity become operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar, or competing commodity? N/A

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b); 111; 113; 201a. Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries? _____

b. FAA Sec. 103, 103A, 104, 105, 106, 107. Is assistance being made available; (include only applicable paragraph which corresponds to source of funds used. If more than one fund used, include relevant paragraph for each fund source). _____

(1) (103) for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; (103A) if for agricultural research, is full account taken of needs of small farmers: N/A

(2) (104) for population planning under sec. 1049b) or health under sec. 104(c); if so, extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research. Affirmative on all points

(3) (105) for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development: N/A

(4) (104) for technical assistance, energy, research reconstruction, and selected development problems, if so, extent activity is:

(i) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development organizations: N/A

(ii) to help alleviate energy problems: N/A

(iii) research into, and evaluation of economic development processes and techniques: N/A

(iv) reconstruction after natural or manmade disaster: N/A

(v) for special development problem, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance: N/A

(vi) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development. N/A

c. (107) Is appropriate effort placed on use of appropriate technology? N/A

d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed country"? N/A

e. FAA sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to the Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"? N/A

f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, issues, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental and political processes essential to self-government. N/A

g. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase or productive capacities and self-sustaining economic growth? N/A

2. Development Assistance Project Criteria (Loans Only) N/A

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan, including reasonableness of repayment prospects? N/A

b. FAA Sec. 420(b). If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan? N/A

3. Project Criteria Solely for Economic Support Fund N/A

a. FAA Sec 331(a). Will this assistance support promote economic or political stability? To the extent possible, does it reflect the policy directions of Section 102? N/A

b. FAA Sec 333. Will assistance under this chapter be used for military, or paramilitary activities? N/A

PLEASE USE AN ATTACHMENT FOR FURTHER COMMENTS TO ANY OF THE ABOVE ITEMS

IC(3)-STANDARD ITEM CHECKLIST FOR PROJECT NO: 932-3807

A. PROCUREMENT

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of goods and services financed? Yes, through 35A
2. FAA Sec. 604(a). Will all commodity procurement financed be from the U.S. except as otherwise determined by the President or under delegation from him? _____
3. FAA Sec. 604(d). If the cooperating country discriminates against U.S. marine insurance companies, will agreement require that marine insurance be placed in the U.S. on commodities financed? N/A
4. FAA Sec. 604(e). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? N/A
5. FAA Sec. 608(a). Will U.S. Government excess personal property be utilized wherever practicable in lieu of the procurement of new items? N/A
6. NSA Sec. 901 (b). (a) Compliance with requirement that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S.-flag commercial vessels to the extent that such vessels are available at fair and reasonable rates? Yes
7. FAA Sec. 421. If technical assistance is financed, will such assistance be furnished to fullest extent practicable as goods and professional and other services from private enterprise on a contract basis? If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? N/A
8. International Air Transport. Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will provision be made that U.S.-flag carriers will be utilized to the extent such service is available? _____

B. CONSTRUCTION

1. FAA Sec. 401(d). If a capital (e.g., construction) project, are engineering and professional services of U.S. firms and their affiliates to be used to the maximum extent consistent with the national interest? _____
2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? _____
3. FAA Sec. 420(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million? _____

C. OTHER RESTRICTIONS

1. FAA Sec. 201(4). If development loan, is interest rate at least 2 1/2 per annum during grace period and at least 3 per annum thereafter? N/A
2. FAA Sec. 301(D). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A
3. FAA Sec 420(h). Do arrangements preclude promoting or assisting the foreign aid projects or activities of Communist-Bloc countries, contrary to the best interests of the U.S.? N/A
4. FAA Sec 436(i). Is financing not permitted to be used, without waiver, for purchase, long-term lease, or exchange of motor vehicle manufactured outside the U.S. or guaranty of such transaction? _____

3. Will arrangements preclude use of financing?

- a. FAA Sec. 114. to pay for performance of abortions or to motivate or coerce persons to practice abortion? Yes
- b. FAA Sec. 420(g). to compensate owners for expropriated nationalized property? N/A
- c. FAA Sec. 440. to finance police training or other law enforcement assistance, except narcotics programs? N/A
- d. FAA Sec. 662. for CIA activities? N/A
- e. App. Sec. 103. to pay U.N. assessments? N/A
- f. App. Sec. 107. to carry out provisions of FAA Sections 209(d) and 251(h)? (transfer to multilateral organization for lending)? N/A
- h. App. Sec. 301. to be used for publicity or propaganda purposes within the U.S. not authorized by Congress? N/A

ADDITIONAL COMMENTS TO ABOVE ITEMS:

Wang-0009A-2233A

Best Available Document

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IMPACT IDENTIFICATION AND EVALUATION FORM (Project No. 932-0807)

Impact Areas & Sub-areas Impact*

- A. LAND USE
 - 1. Changing the character of the land thru:
 - a. Increasing the population..... N
 - b. Extracting natural resources... L
 - c. Land clearing..... L
 - d. Changing soil character..... L
 - 2. Altering natural defenses..... L
 - 3. Foreclosing important uses..... L
 - 4. Jeopardizing man or his works.. L

- B. WATER QUALITY
 - 1. Physical state of water..... L
 - 2. Chemical and biological states.. L
 - 3. Ecological balance..... L

- C. ATMOSPHERIC
 - 1. Air additives..... N
 - 2. Air pollution..... L
 - 3. Noise pollution..... L

- D. NATURAL RESOURCES
 - 1. Diversion, altered use of water L
 - 2. Irreversible, inefficient commitments..... N

Impact Areas & Sub-areas Impact*

- E. CULTURAL
 - 1. Altering physical symbols..... N
 - 2. Dilution of cultural traditions. L

- F. SOCIOECONOMIC
 - 1. Changes in economic/employment patterns..... M
 - 2. Changes in population..... H
 - 3. Changes in cultural patterns.... M

- G. HEALTH
 - 1. Changing a natural environment.. N
 - 2. Eliminating an ecosystem element N

- H. GENERAL
 - 1. International impacts..... U
 - 2. Controversial impacts..... M
 - 3. Larger program impacts..... M

I. OTHER POSSIBLE IMPACTS (not listed above)

* Use the following abbreviations: N - none; L - little; M - moderate; H - high; U - unknown

OPTIONAL COMMENTS: