

PROST

Regional: Near East Regional Development Program  
(295-0045)

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT <b>PROJECT DATA SHEET</b>				1. TRANSACTION CODE <b>A</b> A = Add C = Change D = Delete		Amendment Number _____		DOCUMENT CODE <b>3</b>		
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6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY <b>09 30 88</b>				7. ESTIMATED DATE OF OBLIGATION (Under 'B:' below, enter 1, 2, 3, or 4) A. Initial FY <b>83</b> B. Quarter <input checked="" type="checkbox"/> C. Final FY <b>87</b>						
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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										
(Grant)			( 761 )	( To Be )	( 761 )	( 6661 )	( To Be )	( 6661 )		
(Loan)			( )	(Determined)	( )	( )	(Determined)	( )		
Other U.S.										
1.										
2.										
Host Country										
Other Donor(s)										
<b>TOTALS</b>			<b>761</b>		<b>761</b>	<b>6661</b>		<b>6661</b>		
9. SCHEDULE OF AID FUNDING (\$000)										
A. APPRO- PRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECIL 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) DA	400 S	400				560		4260		
(2)										
(3)										
(4) ESF	400 S	400				201		2401		
<b>TOTALS</b>						<b>761*</b>		<b>6661</b>		
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12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)										
A. Code										
B. Amount										
13. PROJECT PURPOSE (maximum 480 characters)										
<p>To assist Near East countries, individually and collectively, to develop, implement and evaluate population programs in a way compatible with their cultures, resources and development objectives.</p>										
14. SCHEDULED EVALUATIONS						15. SOURCE/ORIGIN OF GOODS AND SERVICES				
Interim		MM YY	MM YY	Final		MM YY				
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*Includes \$119,000 ESF and \$18,000 DA funds obligated as of 5/11/83 under Near East PD&S.										
17. APPROVED BY		Signature <i>W. Antoinette Ford</i>				W. Antoinette Ford		18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION		
		Title AA/NE				Date Signed		MM DD YY		
						07 19 83				

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

ASSISTANT  
ADMINISTRATOR

PROJECT AUTHORIZATION

Name of Country: Near East Regional

Name of Project: Near East  
Regional  
Activities  
Project

Number of Project: 298-0048

1. Pursuant to Sections 104(b) and 531 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Near East Regional Population Activities Project (the "Project") for selected countries in the Near East Region involving planned obligations of not to exceed Six Million Six Hundred Sixty One Thousand United States Dollars (\$6,661,000) in grant funds over a five year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing the foreign exchange and local currency costs of goods and services required for the Project. The planned life of the Project is five years from the date of initial obligation.

2. The Project will assist the Near East Region to reduce its population growth rate by supporting population program policies and activities in selected countries in the Near East Region.

3. The Project obligating documents, which may be negotiated and executed by the officers to whom such authority is delegated in accordance with A.I.D. regulations and delegations of authority, shall be subject to the following essential covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the Project shall have their source and origin in the United States or the country in the Near East Region in which the Project activity is being undertaken, except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services shall have the United States or the country in the Near East Region in which the Project activity is being undertaken as their place of nationality, except as A.I.D. may otherwise agree in writing. Ocean shipping financed by A.I.D. under the Project shall, except as A.I.D. may otherwise agree in writing, be financed on flag vessels of the United States.

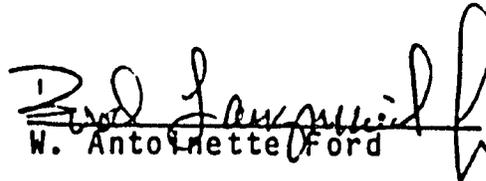
b. Covenant

Every Project obligating document shall include the covenant that no A.I.D. funds made available under this Project will be used to pay for:

(1) The performance of abortions as a method of family planning or to motivate or coerce any person to practice abortion;

(2) The performance of involuntary sterilizations as a method of family planning or to offer or provide any financial incentive to any person to undergo sterilization; or

(3) Any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning.

  
W. Antoinette Ford

19 July 83  
Date \_\_\_\_\_

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## PROJECT SUMMARY

Some 260 million people live in the 18 countries comprising the Near East region. The area adds six million persons a year with three countries (Egypt, Turkey and Iran) contributing over 50 percent to this growth.

With a crude birth rate of 40/1000 and a death rate of 13/1000, the region's population growth rate is 2.7 percent per year. If unchanged, the population will double in 27 years.

High growth rates are due to significantly reduced mortality since 1945 and to the general failure of Near Eastern countries to adopt effective fertility control programs during the past 15 years. The persistence of fatalism, traditionalism and restricted opportunities for women combine to give added impetus to high fertility and frustrate efforts toward social change. The increasingly large number of entrants to school systems and the labor force continue to severely strain national budgets and contribute to unemployment and underemployment. Also, food deficits, inadequate water and energy supplies and other resource problems are complicated and compounded by continued rapid population growth.

The momentum of built-in growth is still inadequately understood and acted upon by leaders and citizens alike in the Middle East. At the same time, official actions supporting family planning (FP) are slowly increasing and population programs receiving bilateral and international support are beginning to show promise. Nevertheless, local political commitment often remains weak and health service systems are not giving fertility control the priority it deserves.

Despite diversity among the region's countries, important commonalities exist in their efforts to address problems of rapid population growth which provide the basic rationale for a regional population project. Based on evaluations of A.I.D.'s bilateral programs as well as regional analyses, we have identified the following key issues which we feel must be addressed to impact population growth rates in the Near East and which can most appropriately be dealt with by a regional project:

- political support for family planning programs throughout the region requires strengthening through a better understanding of the economic and health benefits of reduced fertility. Refined "RAPID" <sup>1/</sup> and similar policy-level analyses are still needed at the national and in some cases provincial level.

<sup>1/</sup> Resources for Awareness of Population Impacts on Development, computer-based analysis of population impact on economic and social development goals.

A body of data has been assembled by A.I.D. centrally funded projects but more in-depth analysis, culturally specific presentations and intersectoral linkages are required.

- The shared cultural traditions of the region and the predominance of Islam and of the Arabic language offer opportunities for developing information, education and communications (IEC) materials in family planning that could be used by several countries. To date, bilateral programs in the region have been weak in this area and worldwide programs are simply not able to focus on region-specific issues. Also, development of such materials can best be done through a regional project taking advantage of important economies of scale. Virtually every evaluation of population/family planning activities in the NE region in the last several years has highlighted IEC as a major weakness of our bilateral efforts (see bibliography).
- Opportunities exist to engage untapped private sector resources such as pharmacy networks, drug marketing firms and advertising/marketing agencies in furthering family planning. Some of these enterprises have regional coverage and lend themselves to regional project development and support. Host governments have been reluctant to transfer government or donor resources to strengthen the private sector and a regional approach could provide the seed money to initiate linkages and partnerships between public and private sector skills in population/family planning.
- Countries without bilateral agreements in P/FP need assistance and are over-taxing centrally funded resources for training, policy development, IEC campaigns and promising family planning service delivery demonstrations. Several NE countries have rather active, yet officially unrecognized family planning and population programs. Their needs exceed "seed monies" available through A.I.D.'s central programs, and we wish to be in a position to strengthen and supplement those programs, in the absence of formal bilateral projects.
- Countries beginning to sponsor national family planning programs can benefit from the experience of mature programs such as Tunisia's. A regional project will facilitate exchange of experiences among Arab countries which has been lacking.

- Opportunities to attract support from Arab donors for population-related activities such as demographic analyses, technology transfer and possibly commodity support have not as yet been systematically explored. This project will provide us that opportunity.

## I. Program Factors.

### A. Conformity with Program and Strategy of Recipient Countries.

Virtually all A.I.D. assisted Near East countries acknowledge the negative impact of rapid population growth on their development objectives. As discussed more fully later in this paper, their official responses to this issue range from full government endorsement and funding of population/family planning programs to countries where private sector family planning initiatives are permitted but no government policy exists. Nonetheless, there are active private and quasi-private family planning associations functioning throughout the region, and Near East countries have actively participated in planning for a Moslem Congress on Population, Health and Development for which the initial pre-Congress meeting was held in Turkey last year.

Active bilateral family planning programs fully endorsed by the host government have been underway for some years in Egypt, Morocco and Tunisia. Each of these countries has set targets, program objectives and strategies of their own. This project will not replace those bilateral efforts but complement them primarily in areas where a regional interchange would be beneficial. Each of these programs has identified IE&C and rural family planning campaigns integrated with health services as primary objectives of the country population/family planning programs. These are areas where we hope to complement and supplement ongoing bilateral efforts with regional interchanges and support.

Lebanon, N. Yemen and Turkey have emerging government policies and active private sector programs. Seed monies to support local family planning associations, population policy analyses, contraceptives where appropriate, and training will be aimed at helping to formalize these policies and provide initial funds to get implementation started until bilateral programs can be initiated as appropriate. Public information coupled with MCH is an area in which these three countries and Jordan have expressed an interest. Jordan has indicated a desire for continued indirect assistance but is unlikely to institute an official program soon. IE&C linking MCH and Family Planning is an area in which the GOJ has shown a special interest.

The primary objective of A.I.D. population assistance is to improve the health and well being of the region's people by bringing population growth into balance with present and future country resources. The

nations of the region vary widely in their political will and administrative capacity to deal with their population growth problems, as characterized below:

Category I - Countries with a successful program where A.I.D. assistance can probably be reduced in three to four years: e.g., Tunisia.

Category II - Countries in somewhat mature but not yet effective programs into which continuing A.I.D. assistance should be channeled: e.g., Egypt (ESF Funds) and Morocco.

Category III - Countries with embryonic programs or emerging government policies where A.I.D. bilateral or indirect assistance should be more thoroughly employed: e.g., Jordan, Turkey, Yemen Arab Republic (Sanaa) and Lebanon.

Category IV - Countries in which program development may be possible and desirable although expanded assistance possibilities are not immediately foreseen: e.g., Algeria. (Portugal and Cyprus, although within this category, are excluded because of their relatively low population growth rates. Iraq, Libya and Syria are excluded for policy or statutory reasons.)

Regional assistance strategy calls for focusing principal attention on those countries currently in the first three categories. Together these countries account for 60% of the region's population growth. The thrust for Categories I and II is aimed at extending and improving the effectiveness and delivery of all forms of family planning services to all elements of those societies. The thrust of Category III countries centers around new population policy initiatives aimed at creating an awareness of the implications of population growth and supporting basic family planning service delivery. To the extent possible, targets of opportunity in all Category I through IV countries which show promise for eventual improvement of family planning services will be pursued, but primary focus will be on the Category I, II, and III countries.

All activities under this project will be cleared with appropriate host governments and/or local institutions through the USAID Missions or U.S. Embassies.

#### B. Relationship to A.I.D. Strategy.

The A.I.D. Policy Paper on Population Assistance of September 1982 states A.I.D. policy objectives as follows:

"Family planning programs are an essential element of the U.S. development assistance strategy, and this Administration has reaffirmed a 20-year U.S. commitment to voluntary family planning efforts. The objective of the A.I.D. population assistance program is twofold: (1) to enhance the freedom of individuals in LDCs to choose voluntarily the number and spacing of their children; and (2) to encourage population growth consistent with the growth of economic resources and productivity."

In preparing the Near East strategic planning analysis, population programs have received the highest priority and are identified as a factor of policy dialogue in most NE CDSS analyses (Oman being an exception).

The activities proposed under this regional project fit within these directives and the guidelines of the Agency's population strategy.

## II. Project Description.

### A. Perceived Problem--The Population Problem in the Near East.

Some 260 million persons comprising around 5.5% of the World's population live in 18 countries which we call the Near East region. Strategic location and energy resources make the region more important than its size alone would imply.

The region has a crude birth rate of 40 per 1,000, a crude death rate of 13 per 1000 and a population growth rate of 2.7% per year. The region is growing by over six million persons a year with three countries (Egypt, Turkey, and Iran) contributing over 50% of this growth. If this growth rate continues unchanged, the population will double in 27 years.

If projected economic development occurs, and reinforces expected behavioral changes favoring smaller family sizes, a three-child family norm could be achieved in the more rapidly modernizing countries by the turn of the century. If, on the other hand, economic and social development lags or stagnates and fertility control is not energetically pursued (a more realistic assumption), prospects for preserving, much less improving, the standard of living of the average family in many Near East countries will be bleak indeed.

Only two NE countries have made major progress in reducing their birth rates since the 1960's, and they have taken different routes. Turkey, an A.I.D. "graduate" country, has an underfinanced, generally ineffective government family planning program. The birth rate has come down largely by substantial practice of traditional methods and high

incidence of illegal but tolerated abortion. In Tunisia, the birth rate has been reduced by positive public response to a strong, government-sponsored family planning program.

Although the direct impact of A.I.D.'s population assistance in the Near East to date has been modest, birth rates have fallen in Egypt, Tunisia, Turkey and, to a lesser extent, in other countries. The modest fertility reductions that occurred in the 1970's and early 1980's were due to a number of factors in addition to family planning (male migration, socio-economic modernization, marginal improvements in the status and education of women, and some increase in age of marriage).

#### B. Project Goal, Purpose, and Accomplishments.

In conjunction with other public and private programs, the ultimate goal of this project is the reduction of fertility in the Near East region to a level compatible with resources and development objectives, through the voluntary practice of family planning by an informed public.

The purpose of this project is to assist Near East countries, individually and collectively, to develop, implement and evaluate population programs in a fashion compatible with their cultures, resources, and development plans. Such assistance addresses the six major problem areas described below, often spanning two or more categories, as in the case of training, information, or evaluation activities relating to family planning service programs.

##### 1. Family Planning Services/Maternal and Child Health.

This component assists NE countries to institute and strengthen national FP programs. Assistance is tailored to fit local conditions, ranging from pre-bilateral start-up to sophisticated program refinement and including strengthening of family planning components of health activities. Experimental activities in such areas as contraceptive retail sales and natural (non-contraceptive) FP programs will be considered, as well as provision of some contraceptives. FY 1983 plans: Regional workshops and conferences, in cooperation with the private sector International Planned Parenthood Federation (IPPF); support through intermediaries to the Jordan and Yemen Family Planning Associations.

##### 2. Information, Education, Communication (IEC).

This component provides FP information and educational materials and the means by which to distribute them to Near East countries. One aspect of this is the provision of accurate, complete, and unbiased P/FP and health information in a fashion suited to the needs of various LDC audiences -- public and private leaders, program administrators, local opinion makers, and prospective family planners. Such information may

encompass FP rationale, contraceptive choice, linkages to maternal-child health objectives, and, of particular importance to Near East audiences, compatibility of FP with Islamic tenets.

A second aspect is the cultivation of local IEC skills, so that the FP community in NE countries develops the ability to deliver culturally appropriate FP information to specific target groups. Still another aspect is the development of effective IEC materials -- posters, signs, films, pamphlets, etc.

We have recently completed an IEC needs assessment in the NE Region which sets forth a series of specific recommendations for strengthening individual country and regional IEC programs. As an example, one major recommendation is the need to bring together the private marketing/advertising agencies in the Near East with family planning associations and government programs to improve the quality and targeting of IEC materials.

FY 1983 examples: Improved distribution of IEC materials, regionwide, under cooperative agreement with the Population Reference Bureau (\$124,000, continuing an FY 1982 pre-project activity); assistance to the Jordanian Family Planning Protective Association, to improve public and private sector understanding and support of FP; follow-up on recommendations of regional needs assessment including possibly a regional IEC "trade fair" to share approaches and materials used throughout the region.

### 3. Demographic Data/Program Evaluation.

This component is expected to provide modest assistance when demographic data collection/analysis would advance operational FP program interests, e.g., establishment of baseline data for pilot programs. A second example would be the funding of foreign exchange costs of FP program evaluation. FY 1983 examples: Studies in at least two countries of contraceptive prevalence, i.e., the proportion of eligibles using contraception in selected populations -- a basic index of program performance; completion of analysis of 1979 Jordanian census data.

### 4. Population Policy.

This small but important component focuses upon provision of policy-related P/FP information and perspective to NE leaders in a fashion conducive to rational policy decisions. FY 1983 examples: Update RAPID analyses in at least one NE country (Turkey); strengthen links of RAPID analysis to other sector data, e.g., agriculture, energy in at least one country. (RAPID employs minicomputer analysis to illustrate to country policy makers the economic and social impact of population growth, under different sets of assumptions.)

## 5. Training.

Population/FP activities draw upon many professional disciplines, such as demography, medicine, public health, social sciences, advertising, program management, law, etc. This project component supports the training of Near East persons in these disciplines, as they apply to operational P/FP programs. Prospective application includes training of field workers in outreach techniques; training of physicians in specialized procedures; and training of FP program managers. FY 1983 plans include training, through intermediaries, of midwives and pharmacists, as well as FP professionals. In addition, it is planned that Missions be allotted up to \$20,000 apiece to be used wholly or in part for locally-identified training needs.

## 6. Private Sector/Institutional Development.

This component assists private sector participation in P/FP activities at both the regional and national levels, as culturally appropriate. Such nongovernmental involvement by influential individuals, associations, and institutions is important in:

- demonstrating the value and social acceptability of well-run FP programs.
- carrying out P/FP activities beyond the capability of the public sector, e.g., studies, evaluations, demonstrations, conferences, etc.
- accelerating widespread practice of FP by an informed public at all income levels.

FY 1983 activities within this component include: Contraceptive retail sales studies; a study of pharmacies as they relate to promotion of FP; and support to the Yemen Family Planning Association through the Pathfinder Fund.

The achievements of this project will be those of its constituent subprojects -- training family planners, informing government officials, analyzing of demographic data, evaluating programs, and strengthening private sector activities in population/family planning.

## C. Project Outline and How It Will Work.

### 1. Project Implementation

By its very nature, this is a composite, or umbrella, project made up of discrete subprojects having the common characteristic of advancing P/FP interests in the Near East. It is expected that subprojects will be relatively small (rarely over \$100,000); life of project, short (generally

one or two years); and, high priority, e.g., activities which meet important host country needs, strengthen local FP support, improve program performance, generate important data, or integrate P/FP with other sectors. Alternative public and private funding sources will be considered before funding under this project.

Annual implementation plans will be drawn up by NE/TECH/HPN, in consultation with post population officers and other advisors, for optimum regional program activities within the following priority criteria (not in rank order):

- Activities which develop and strengthen the capability of existing Near Eastern institutions to extend programs, particularly training, within the region.
- Policy dialogue with governments and Arab donors including the development of appropriate tools and means and orientation of officials in P/FP matters,
- Innovative activities to test new approaches to P/FP in the NE region.
- Development and dissemination of regionally appropriate information, education and communication materials.
- Enhancement of the role of the private sector in the delivery of family planning services.
- On a selective basis, reinforcement of centrally funded activities where Near East demands exceed available resources.
- Training of individuals in countries without bilateral programs.
- Orientation/familiarization of government officials and other leaders with population/family planning matters, in regional context.
- Activities fostering regional cooperation in the P/FP sector.
- Activities exploring linkages of fertility, population growth and other development activities.
- Activities leveraging other donor and private sector support.

Implementation will be arranged on a case-by-case basis by the Population Branch of NE/TECH or the cognizant Mission, subject to final approval of the Chief, NE/TECH (AID/W) or Mission Director (USAID). In addition, it is planned that up to \$20,000 per year will be allocated to Mission Directors on request, for small-scale P/FP activities such as training, invitational travel, workshops, pilot demonstration programs, etc., subject to controls to be arranged with appropriate program and financial management offices. (See Financial Plan Annex "A" attached.)

It is anticipated that the basic subproject documentation will be a PIO/T, P, or C, with supporting documents as required, plus implementing contracts, travel orders, purchase orders, etc. Where feasible, activities funded under this project will be added on to existing A.I.D. contracts, such as those with P/FP intermediary organizations, such as The Population Council, The Pathfinder Fund, etc. Priority will also be given to Section 8a Small Business firms as well.

Conformity to Agency and Near East Bureau directives and policy will be controlled by standard PIO clearances.

Subproject activities will terminate as their authorizations expire. Project termination is planned upon final expenditure of FY 87 funds, at which time, project activities will have served their purposes, and the need for A.I.D. regional population project funds will have either declined or changed substantially.

## 2. Project Evaluation

Given the nature of this project, comprised as it is of relatively small elements developed through the life of the project, it is difficult to develop a formal evaluation plan.

The following outlines an approach to evaluation which can contribute to project monitoring improvement and assessment.

a) At least twice a year, NE/TECH together with S&T/POP will review project and sub-project performance in the context of project objectives, current field conditions, new opportunities, etc. Follow-up actions will be recommended and taken as warranted. Results of these reviews will be reflected in annual implementation plans and will be shared with other offices in the annual ABS review.

b) USAID's will be required to report briefly on funds sub-allotted for Mission obligation under this project, including in-country program results/impact. These reports will be considered in the biennial reviews and mid-project evaluation.

c) As appropriate, provision for assessment/evaluation will be incorporated in subproject documents. Since most activities are

anticipated to be small, this will be in most cases limited to the project manager's monitoring performance on subprojects. In the case of larger or more complex activities, such as pilot studies or demonstrations, a formal evaluation plan may be developed.

d) An external evaluation is planned for the third year of the project, i.e., early CY 1985. This evaluation will consider a) the quality of work performed to date, including timeliness; b) the levels of demand; c) the appropriateness of activities with respect to the project criteria; d) the management process; e) the leadership of the project in identifying and responding to innovation and new opportunities, etc.

### III. Factors Affecting Project Selection and Further Development.

#### A. Social-cultural Considerations

##### 1) Socio-cultural Feasibility

##### a) The Appropriateness of a Regional Approach

Despite significant differences between countries in the Near East, there are regional and sub-regional commonalities on which this regional population project can build. The region shares common threads of language, religion and culture. It is a region which is predominately Muslim, although minority religions (mostly Christian) are found throughout. Islam has been shown to have an important influence on family aspirations and on attitudes toward fertility control. Despite variations in dialect, the Near East is the only region in the developing world with a common written language, Arabic, and widespread understanding of standard spoken forms. The contemporary media, crossing national boundaries as it does, is an additional tie based on language. The region also shares educational institutions and in large degree, intellectual and legal traditions, both secular and religious.

In addition, a review of qualitative data on cultural aspects of fertility in five Near Eastern countries, (see Sukkary, bibliography) identifies beliefs, values, and areas of knowledge related to FP issues which are widespread in the region:

- cultural value of large family size
- religious and cultural support for child spacing and interventions supportive of maternal and child health
- widespread use of traditional and religiously-sanctioned natural FP methods

- confusion about reproductive processes and lack of understanding of how contraceptives work
- low levels of female literacy and numeracy

Surveys tell us that the current desired family size is four or slightly less, not almost six, which is today's completed family size in much of the region. The median age of marriage for females and males is slowly increasing, especially in urban areas. Contraceptive prevalence incrementally increases as family planning programs gain momentum and services are extended to people and areas that previously had been untouched. In most countries of the region, the practice of family planning has gained materially during the past ten years and its political and social acceptability has been largely demonstrated.

The region is woven together further by economic links, by investment patterns, intra-regional foreign assistance and by movements of migrant labor and remittance income. Finally, the region is, increasingly, facing population pressure due to rapidly declining death rates and largely uncontrolled fertility.

Countries within the region have limited opportunities for extending the areas of habitable land due to geographic factors and the limited natural resources. Economically, apart from oil revenues which are now beginning to decline, countries in the region have tended to grow slowly and are barely keeping pace with the increased demand placed on the economy by growing populations. Public services in several countries are already over-burdened, especially in rapidly growing urban areas and are largely insufficient in rural areas.

While activities will need to be carefully selected and possibly adapted to specific target audiences, these regional commonalities provide a basis for proceeding.

#### b) Organizational Feasibility

This regional FP project has several characteristics which, in organizational terms, enhance its likelihood of having a major creative impact on all FP activities in the Near East region.

First, once the project is on-stream, funding of the subproject activities will be fast and flexible, enabling the project to respond quickly and confidently to targets of opportunity, to adjust to field needs, and to foster initiative. The availability of fast, flexible funding was cited in the evaluation of the Indonesian program as, "perhaps the most innovative and the single most important element in the support A.I.D. has given to the Indonesian program."

The sub-activities are small. Because of this each sub-project activity can be carefully targeted to specific needs and be at a level well within the capacity of the organizations concerned to implement. In addition, because of the small size of individual activities, the project can be expected to foster innovation, even supporting somewhat unconventional projects and tolerating a certain level of risk which will contribute to the more rapid evolution of overall FP activities in the Near East.

Because the project is not tied to a bilateral program, the choice of institutions to work with can be broader and will not be restricted to the more traditional and conservative public sector institutions, notably the ministries of health. As a result, the project will be able to be more responsive to private sector initiatives, both from voluntary and for-profit groups.

## 2) Spread Effects

To date, almost all FP activities have been developed as part of country-specific bilateral programs or as part of existing international programs. Very little has brought two or more Near Eastern countries in the region together to consider family planning; even less has specifically been developed in response to common regional needs and possibilities. This project is designed to correct this deficiency and, as a result, to foster the spread within the region of relevant experience and models. Through the support of regional training programs, the project will make the experience of more successful programs, such as the Tunisia FP program and the Family of the Future activities in Egypt, available to Near East countries and organizations which are still in the early stages of program development. Because of the common features of the region discussed above, we can anticipate that, carefully planned and implemented, this project can be a major catalyst in the diffusion of models of innovation. The recent Pragma IEC Needs Assessment noted that NE governments look to small private organizations to try out activities on a pilot basis before incorporating them in their national programs. This project, by funding small, innovative activities can potentially develop new directions for national programs.

## 3) Distribution of Benefits

On the goal level, the potential direct benefits to countries and individuals of planning population growth and family size have been well demonstrated - in terms of improved maternal health; increased food and water availabilities on a family and a national basis; improved access to education; decreased demand for future revenues, and so on. The question, then, is how this project can best be targeted to insure that these benefits accrue to the population.

The project has three principal target audiences:

a) National Policy Makers

Considerable progress has been made in creating an awareness of population-related issues on the level of policy makers in countries where A.I.D has bilateral programs. This project will extend successful awareness activities to additional countries where there are not bilateral programs. In addition, by encouraging greater communication within the region, the project will assist countries without formal population policies to develop appropriate policies based on the relevant experience of countries with similar cultural, religious and political backgrounds.

On a policy-making level, increasing communication of experience within the region could go far in assuaging the very real concerns of leaders aware of population issues but timid because of political concerns. Furthermore, through sharing of experience, the project can assist leaders to forge strategies for implementing successful family planning programs, including legal reform, budgetary and political commitments to service delivery, and female education, etc. Finally, it can provide support which focuses policy makers' attention on critical population-related development issues particular to the region such as water resources, remittances and migrant labor, and oil prices and revenues.

Examples:

Policy Dialogue and Census Analysis/Jordan;  
Yemen/Rapid presentations;  
LandSat Imagery Analysis - Cairo and Fayoum.

b) Public and Private Service Providers

The project will also be directed to providers of family planning services. Bilateral programs have focused primarily on government service providers. This project provides an expanded opportunity to incorporate private sector service providers, both for-profit and indigenous voluntary organizations, in family planning activities.

Language will become an increasingly important issue in training as FP planning activities move beyond the pale of Franco-Anglophone influence. Providing more opportunities in the region, particularly in training, will mean that more activities will be conducted in the participants' primary language and that they can be made available to a wider spectrum of service providers.

Examples:

IPPF Workshops/Seminars;  
 Jordan FPA;  
 Midwife Training Materials;  
 Country Pharmacy Study;  
 Regional Conference on Pharmacists and Family Planning.

c) Direct Beneficiaries

It is crucial not to lose sight of the principal target of the project: the potential users of reproductive age who will, by their individual decisions, determine the future population growth of the region. Recent evaluations and regionally funded activities have pointed to the need to reach this audience more effectively; by encouraging more IEC activities, targeting activities more closely to priority populations, such as 15-24 year olds, and improving service delivery through channels which reach populations outside of the MOH delivery systems (midwives, pharmacies, commercial retail sales). Since several of the countries in the region have been extremely slow in developing programs in these areas, it is believed that this regional project can serve as a catalyst by supporting innovative pilot activities and by disseminating information about creative projects going on in the region. By suggesting a focus on these direct beneficiaries, it is not intended that the project ignore the population more generally. Clearly, individuals are influenced both by the atmosphere of acceptability/nonacceptability and by the actions and opinions of others. Rather, it is intended to begin to move the focus from more general audiences to the actual FP decision makers, the married couples of reproductive age. This approach is supported by the finding of the Pragma team that FP has gained widespread acceptability -- as long as it is someone else practicing it. Particularly important in reaching these beneficiaries will be A.I.D. assistance in encouraging the development and dissemination of sound FP information and education and the strengthening of institutions in the region to continue to do so.

Examples:

Arabic IEC Materials dissemination  
 Family Planning Commodities

B. Economic Considerations.

The ultimate objective of this project is to stimulate declines in fertility throughout the Near East region. Because of its modest size and the limited scope of the projects contemplated under this project, it is not reasonable to expect any direct and identifiable fertility decline to result from these project activities unless additional resource transfers and programs come into being as a consequence of the demonstration, support and "seeding" actions planned.

From a macro perspective, the impact of reduced population growth is translated to the economy through other economic variables such as per capita food availabilities, employment, family and per capita income increases, and better education, health and nutrition. It is generally acknowledged that the economic benefits derived from reduced fertility reach a ratio of approximately five times that of cost (at a 10% discount rate) and that after the project terminates, the stream of economic benefits generated by averted births will continue indefinitely.

Although the beneficial economic implications of reduced population growth are almost self-evident, they nevertheless bear repeating. For example, where nutritional deficiencies are widespread, reduced population growth and size provides an opportunity for increasing per capita nutritional availabilities. Alternatively, it means that less food would need to be produced to maintain current nutritional standards. Given the limited scope for expanding agricultural acreage in the region, reduced population growth alleviates the burden currently being placed on the food production sector and lowers the overall cost of meeting a country's food needs. In addition, reduced population growth will also have an immediate impact on the need for additional health care and medical facilities because fewer numbers mean less demand for health services.

There is a similar, though delayed, impact with respect to the demand for educational facilities and eventually (after approximately 15 years) employment. Given the very young age structure in the region, with 40-45 percent of each country's population younger than 15 years of age, a continuing large number of new entrants to the labor force will not diminish soon despite any projected gradual decline in fertility. For example, the difficulty and high cost attached to the creation of new jobs (in Egypt, estimated at \$20,000) makes approaches to the problem which neglect fertility reduction uneconomic and unrealistic. In summary, it is clearly evident that reduced fertility, which is the principal objective of this project, will result in significant overall economic benefit.

Finally, and as pointed out before, it is characteristic of Muslim cultures that fertility rates tend to remain high despite increases in per capita income. The attached chart showing per capita income and the correlation with crude birth rates for countries in the region dramatically illustrates that even in high-income countries, fertility has not diminished appreciably. Consequently, it is not realistic to expect that a fertility decline will automatically accompany modernization and per capita income growth as has generally been the case in East Asia and the West, unless there is particular effort aimed at stimulating acceptance and practice of birth control and additional resource transfer to expand and improve the effectiveness of family planning programs.

### C. Relevant Experience with Similar Projects.

While the exact format and assistance strategy of this project are new, there is substantial A.I.D. experience in supplementing and complementing bilateral P/FP programs with specialized ad hoc assistance. For the most part, this has been provided through established S&T Bureau grants and contracts on a subproject basis, without charge to the Near East Bureau. This has been supplemented from time to time by Near East PD&S-funded purchase orders and contracts for activities not covered by existing S&T Bureau agreements. Recent examples: A Population Reference Bureau cooperative grant agreement for the dissemination of information, education and communication materials within the Near East Region; specialized policy studies by the Battelle Memorial Institute in Turkey; and family planning-linked studies of pharmacies in selected Near East countries.

The bibliography attached also provides recent evaluations of NE Family Planning projects in Egypt, Morocco and Tunisia on which the design of this project will heavily rely. Also of special note is the A.I.D. Impact Evaluation (1979) on the Indonesian Family Planning Program which stresses the need for a flexible project mode which encourages and capitalizes on targets of opportunity.

Modification of the above arrangements is dictated by progressive curtailment and/or termination of S&T grants and contracts, in response to financial constraints. It is increasingly apparent that the geographic bureaus will need to furnish their own funds for extra-bilateral P/FP assistance within their respective regions. In-so-far as feasible, however, implementation will continue to be carried out by the same seasoned organizations, under the same S&T project managers.

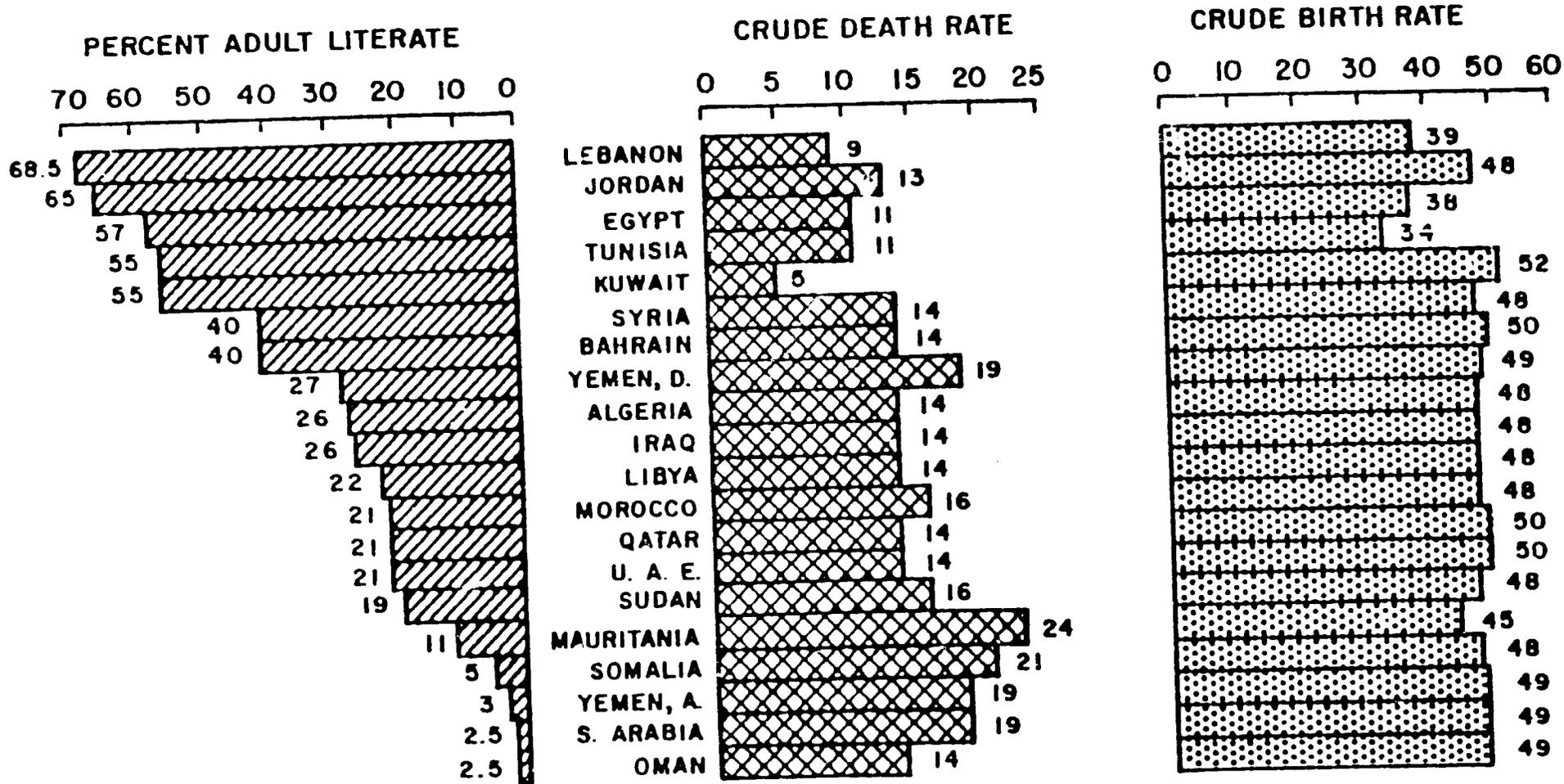
### D. Proposed Borrower/Grantee and/or Implementing Agency.

A mix of public and private grantee and implementing agencies will be engaged in project execution. In many instances, these will be centrally funded-A.I.D. P/FP intermediaries who have already been active in the region with both host government and private institutions. In other cases, project activities will be carried out through local family planning associations or directly through host country government institutions. In each case, host country clearances will be obtained.

Host Country/institution contributions are expected to be included in individual proposals and PIDs. Given the nature of these activities which are designed to supplement and complement host country activities, substantial host country/institution inputs are anticipated to provide in-kind goods and services and sustain activities initiated.

ARAB COUNTRIES

PERCENT ADULT LITERATE, CRUDE DEATH RATE, AND CRUDE BIRTH RATE

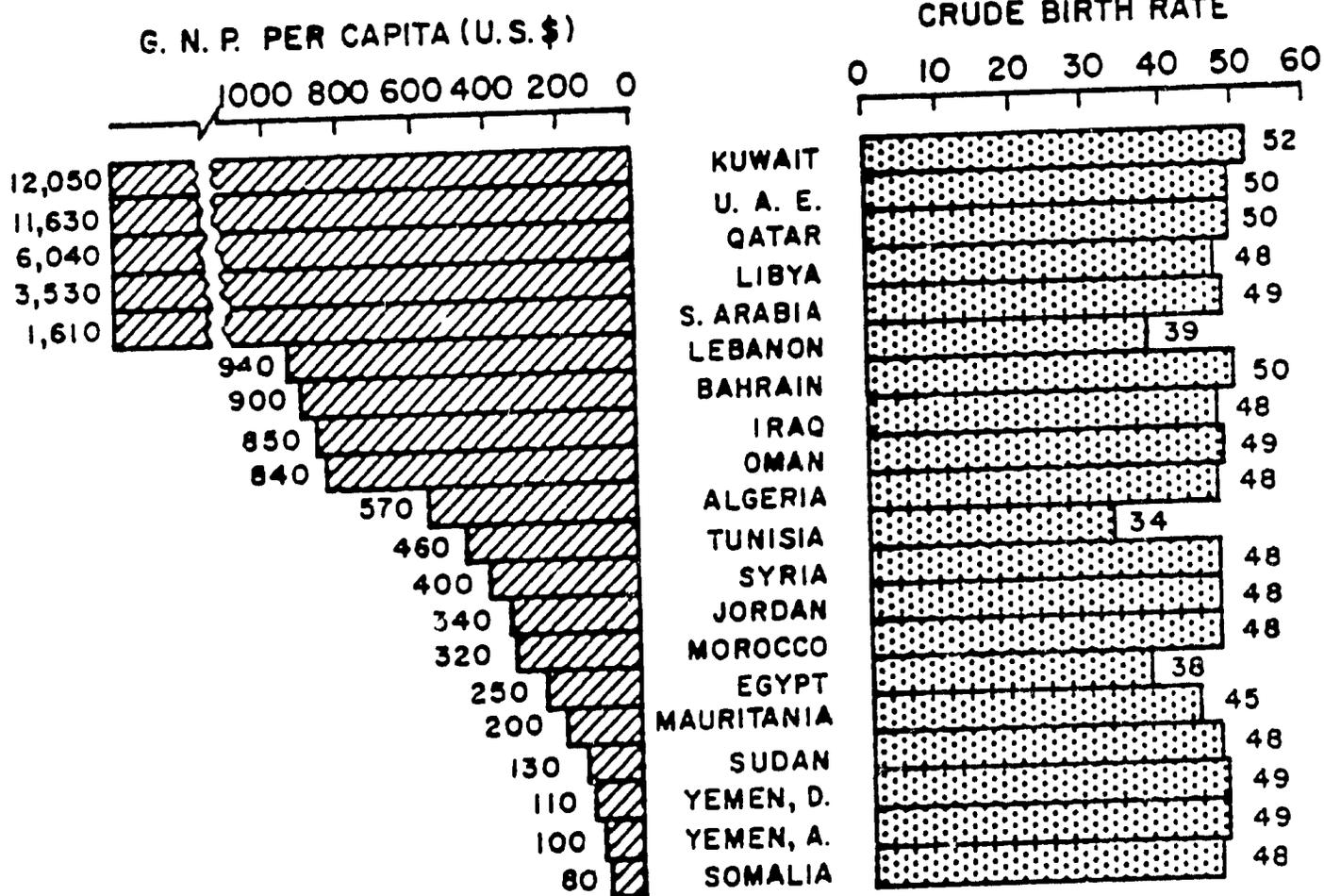


Sources: Data for 1975, U.N. Demographic Yearbooks and UNESCO Yearbook, 1976.

A.R. Omran, Epidemiology, UNC

ARAB COUNTRIES

GROSS NATIONAL PRODUCT PER CAPITA AND CRUDE BIRTH RATE



A.R. Omran, Epidemiology, UNC

Sources: Data for 1975, U.N. Demographic Yearbooks; World Bank, World Bank Tables, 1976.

### E. A.I.D. Support Requirements and Capability.

Project activities will be designed to minimize USAID mission staff inputs, although in all cases where A.I.D. missions are present, their comments and concurrence will be solicited before sub-project approval. From the AID/W perspective, primary management and monitoring responsibilities will be managed by NE/TECH/HPN population staff, although much of the administrative work load will be handled by respective project managers already responsible for intermediary organization activities. During the past two years considerable experience has been acquired with this approach, and it is not anticipated that many unusual problems will arise. Also, it should be noted that several of the contractors or grantees through whom resources are expected to be channeled have regional or country offices in the area (for example, Pathfinder in Turkey and Egypt, the International Project of the Association for Voluntary Sterilization in Tunisia and IPPF with private sector affiliates in all countries in the region.) Others, such as The Futures Group, Westinghouse and Family Planning International Assistance have U.S. offices with staffs either experienced in or familiar with country programs in the area.

### F. Estimated Costs and Methods of Financing.

Although this project is designed to stimulate innovative programs in population/family planning and respond to targets of opportunity, the costs estimated are based on experience over the past five years in similar activities through centrally funded programs. In addition, expenditures will be generally limited to the following cost categories:

- technical assistance;
- in-country, U.S. and third country training;
- commodities (contraceptives, medical, training and administrative supplies);
- local costs to support surveys, training, conferences and family planning associations.

Costs have been estimated through review of existing S&T and IQC contracts and in consultation with NE Missions. Requirements for DA and ESF funds are identified in Tables I, II, III and IV by program activity, Agency technical code, country, and year. These proposed activities will be reviewed on an annual basis in establishing and monitoring the implementation plan. In addition, obligation of these funds, as discussed elsewhere, is to be through existing project mechanisms, to the greatest extent feasible employing contract/grant amendments and utilizing PIDs for detailed implementation descriptions and budgeting.

Host country contributions are to be identified with each subproject implementation plan/proposal.

#### G. Recommended Environmental Threshold Decision.

The impact of reduced human fertility on both the physical and human environment is a positive one. Indeed, one could easily argue that if further environmental degradation is to be avoided, then slowing and ultimate stabilization of population growth is essential. On the human environment side, it is well established that slower population growth rates would enhance housing, nutrition, education and income for people involved.

Given the obvious relationship between population growth and population size with both the human and physical environment and the positive contribution to both toward which lowered fertility would contribute, it was concluded that no initial environmental examination was necessary.

#### H. A.I.D. Policy Issues.

##### 1. Non-A.I.D. Recipient Countries:

In view of the broad humanitarian value of FP, it is possible that limited and selective support would be provided to several non-A.I.D. recipient countries, e.g., Algeria, to foster modest technology transfer. Typically, such support would be limited to training awards to attend technical meetings in the region and the U.S.

##### 2. Contract Proliferation

Although more properly a management than policy issue, it will be important to minimize the number of separate contracts/grants with organizations which already are funded by the S&T Office of Population. Although on occasion separate contracts may be necessary, project policy will be to seek NE add-ons to existing contracts, to avoid confusion and error through contract proliferation.

##### 3. A.I.D. Population Policy and Strategy

Activities under this project will be consistent with recently published A.I.D. Population Policy (promulgated in 1982) and Strategy Papers issued in April, 1983.

## ANNEX A

Financial PlanN.E. Regional Population Project

I. Introduction: This is a composite project consisting of discrete subprojects having the common characteristic of advancing P/FP interests in the Near East. It is expected that subprojects will be relatively small (rarely over \$100,000); life-of-project, short (generally one or two years); and, high priority, e.g., activities which meet important host country needs, strengthen local FP support, improve program performance, generate important data, or integrate P/FP with other sectors. Alternative public and private funding sources will be considered before funding under this project. In many cases, cooperating institution or host country funding will match or exceed project contributions, although exceptions for new and experimental activities should be anticipated.

Implementation will be arranged on a case-by-case basis by the Population Branch of NE/TECH/HPN or the cognizant Mission, subject to final approval of the Director, NE/TECH (AID/W) or Mission Director (USAID). In addition, it is planned that up to \$20,000 per year will be allocated to Mission Directors on request, for small-scale P/FP activities such as invitational travel, workshops, pilot demonstration program, etc., subject to controls to be arranged with appropriate program and financial management offices.

It is anticipated that the basic subproject documentation will be a PIO/T, P, or C, with supporting documents as required, plus implementing contracts, travel orders, purchase orders, etc. Where feasible, activities funded under this project will be added on to existing A.I.D. contracts, such as those with P/FP intermediary organizations, e.g. The Population Council, The Pathfinder Fund, etc., for exclusive use within the Near East region. Priority will also be given to Section 8(a) Small Business firms as well.

Conformity to Agency and Near East Bureau directives and policy will be controlled by standard PIO clearances.

Subproject activities will terminate as their authorizations expire and it is not intended to use funds from this project for incremental, multi-year funding. Project termination is planned upon final expenditure of FY '87 funds, at which time, project activities will have served their purposes, and the need for A.I.D. regional population project funds may have declined substantially. We would expect to determine in FY '85 - '86 whether a follow on project is appropriate.

While the exact format and assistance strategy of this project are new, there is substantial A.I.D. experience in supplementing and complementing bilateral P/FP programs with specialized ad hoc assistance. For the most

part, this has been provided through established S&T Bureau grants and contracts on a subproject basis, without charge to the Near East Bureau. This has been supplemented from time to time by Near East PD&S-funded purchase orders and contracts for activities not covered by existing S&T Bureau agreements.

Recent examples: A Population Reference Bureau cooperative grant agreement for the dissemination of information, education and communication materials within the Near East Region; specialized policy studies by the Battelle Memorial Institute in Turkey; and family planning-linked studies of pharmacies in selected Near East countries.

II. Selection Criteria: The following criteria and/or factors will be considered in subproject approval:

- A funding limitation for each subproject not to exceed \$100,000 - proposals exceeding this amount will require approval by the DAA/NE.
- Host country contributions in terms of budgetary or in kind support will be identified for each activity with the understanding that some subprojects will be largely or wholly funded by the project when they are experimental in nature or are intended as demonstration/pilot activities that reasonably could lead to eventual host country or bilateral support.
- The potential regional benefit of each subproject will be taken into account.
- The promise of attracting greater host country/institutional support and/or other donor contributions will be considered and,
- A.I.D. Missions will be encouraged to recommend subactivities for regional project support and any proposed activities will require local A.I.D. Mission or Embassy concurrence.

III. Priorities for Subproject Activities: This project will simultaneously deal with both priority country and priority functional activities. In the latter case, those activities which show promise for diffusion throughout the region will rank high. At the beginning of each Fiscal Year, the implementation or work plan will address the issue of setting priorities among countries, functional categories and activities within individual countries. In general terms, the following factors will be considered:

- a. The size of the country and its rate of population growth.
- b. The importance of the proposed activity from either the individual country or regional perspective.

- c. Host country/institutional receptivity to the proposed subproject including the likelihood of subsequent and sustained support.
- d. The capacity of A.I.D. contractors and grantees to implement the activity.

Budget Tables I and II reflect present thinking about priorities for FY '83 in both country and functional terms.

#### IV. Budgeting Procedures

1. Operational Year Budget: The OYB will be established through the Bureau's normal annual budgeting process. Funding levels will be requested in accordance with levels in the Project Paper. See Tables III A, Development Assistance, III B, Economic Support Funds and Table IV, attached.

2. An annual implementation plan will be prepared during the first two months of each Fiscal Year based upon the best estimates of OYB levels. The implementation plan will be approved by the Director, NE/TECH and cleared by NE/DP and appropriate desks.

NE/TECH will have primary responsibility for developing the implementation plan. This will be done in consultation with S&T Bureau Office of Population project managers when activities concern centrally-funded and managed grantees/contractors. Also, USAIDs will be asked to propose activities and comment on the implementation plan.

3. Subprojects approved in the implementation plan will be effected by PIOs. Activities not anticipated in the plan will require separate approval by the Director, NE/TECH and clearance by NE/DP and concerned country desks.

4. For funds reserved for obligation by A.I.D. Missions, budget allowances will be held in AID/W, with informal reservations for country activities, but financial data may be provided to the field by the N.E. regional controller so that obligations can be incurred in the field with AID/W concurrence. Beginning in FY '84 and through the life-of-project, USAIDs will be required to obligate these monies by June 15 or return the balance of unobligated funds to the Bureau.

For countries without A.I.D. Missions, e.g., Turkey and Algeria, an informal reservation of funds will be made by the controller against which they will be advised that they can draw upon with NE/TECH/HPN approval.

Additional procedures to permit USAID execution of PIOs locally will be developed with NE/CO as required.

Table I  
NEAR EAST REGIONAL POPULATION  
FY 83 ACTIVITIES (\$000)

<u>Line Item</u>	<u>FUNCTION/ACTIVITY</u>	<u>Development Assistance</u>	<u>Economic Support</u>
1.	<u>FAMILY PLANNING/MATERNAL-CHILD HEALTH</u>		
	Contraceptives/FP Commodities	100	
2.	<u>INFORMATION, EDUCATION, COMMUNICATION</u>		
a.	POP. Reference Bureau-2nd Yr.	124	
b.	Pragma analysis male networks		29
c.	IEC Regional	80	
3.	<u>DEMOGRAPHIC DATA/PROGRAM EVALUATION</u>		
	Jordan - Census Bureau		45
4.	<u>POPULATION POLICY</u>		
a.	Turkey, RAPID		43.2
b.	Yemen, RAPID	18.1	
c.	N.E. Regional Analysis (Futures Group)		2.2
5.	<u>TRAINING</u>		
a.	Delegated To Missions (Jor/Yem/Leb)	30	30.6
b.	Sterilization - AVS/JHPIEGO, Turkey	50	
6.	<u>PRIVATE SECTOR/INSTITUTION BUILDING</u>		
a.	Country Pharmacy Study	30	
b.	Yemen FPA - Pathfinder	60	
c.	Turkey - Pathfinder Industrial FP	68	
TOTAL:		<u>560</u>	<u>150</u>
TOTAL DA & ESF:			710

Revised: 5/17/83

TABLE II  
NEAR EAST REGIONAL POPULATION  
FY '83 ACTIVITIES (\$000)

<u>Country</u>	<u>DA</u>	<u>ESF</u>
<u>Jordan</u>		
Bu Census/Dept of Statistics Training		45 <sup>1/</sup> 20
<u>Lebanon</u> Training (Incl CEDPA \$7)	10	10.6
<u>Tunisia</u>		
<u>Turkey</u>		
Contraceptives	100	
Futures Group RAPID <sup>1/</sup>		43.2 <sup>1/</sup>
Sterilization training	50	
Industrial FP	68	
<u>Yemen</u>		
Training	20	
Futures/RAPID <sup>1/</sup>	18 <sup>1/</sup>	
Yemen Family Planning Asso./Pathfinder	60	
<u>Other Regional</u>		
1. Population Reference Bureau <sup>2/</sup>	124	
2. Futures Group: NE Regional Analysis		2.2 <sup>1/</sup>
3. PRAGMA/IEC <sup>1/</sup>		29 <sup>1/</sup>
4. IEC	80	
5. Country Pharmacy Sector Study	30	
	<hr/> 560.	<hr/> 150.0

<sup>1/</sup> obligated as of 5/11/83 from NE/PD&S

<sup>2/</sup> 2nd year funding

Revised 5/17/83

TABLE III A  
NE REGIONAL POPULATION  
FIVE YEAR PLAN - DEVELOPMENT ASSISTANCE FUNDS (\$000)

<u>POPULATION SECTOR</u> Function/Activity 1/	<u>OBLIGATION YEAR</u>					<u>Total</u>
	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	
1. <u>Family Planning</u>	100	150	200	150	100	700
2. <u>Information, Education Communication (IEC)</u>	204	350	500	350	150	1554
3. <u>Demographic Data/ Program Evaluation</u>		50	50	50	50	200
4. <u>Population Policy</u>	18	100	100	100	50	368
5. <u>Training</u>	80	250	250	250	100	930
6. <u>Private Sector/Insti- tution Building</u>	158	100	100	100	50	508
<b>TOTAL</b>	<b>560<sup>1/</sup></b>	<b>1000</b>	<b>1200</b>	<b>1000</b>	<b>500</b>	<b>4260</b>

1/ Subactivities may span two or more functional categories

TABLE III B  
NE REGIONAL POPULATION  
FIVE YEAR PLAN - ECONOMIC SUPPORT FUNDS (\$000)

<u>Function/Activity</u>	<u>OBLIGATION YEAR</u>					<u>TOTAL</u>
	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	
1. <u>Family Planning</u>		90	120	170	175	555
2. <u>Information, Education Communication (IEC)</u>	29	100	120	160	160	569
3. <u>Demographic Data/ Program Evaluation</u>	45	60	50	50	50	255
4. <u>Population Policy</u>	45.4	30	40	40	45	200.4
5. <u>Training</u>	30.6	220	170	180	170	770.6
<b>TOTAL</b>	<b>150</b>	<b>500</b>	<b>500</b>	<b>600</b>	<b>600</b>	<b>2350</b>

TABLE IV  
PROJECT BUDGET SUBMISSION  
NE REGIONAL POPULATION ACTIVITIES (\$000)

<u>Source</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	<u>FY 88</u>	<u>89</u>	<u>TOTAL</u>
DA	.560	1.0	1.2	1.0	0.5	-	-	4.26
ESF	.150	.5	.5	.6	.6	-	-	2.35
<hr/>								
TOTAL	.710	1.5	1.7	1.6	1.1	-	-	6.61

FUNCTIONAL BUDGET (\$000)

Technical Codes

Demog/Soc Data - 410	.045	.175	.200	.150	.075	-	-	.645
Pop Policy - 420	.063	.150	.150	.150	.100	-	-	.613
FP Del Sys - 440	.279	.375	.450	.450	.300	-	-	1.854
IEC - 450	.233	.400	.500	.450	.400	-	-	1.983
FP Manpower - 460	.060	.200	.200	.200	.175	-	-	.835
Other Pop - 490	.030	.200	.200	.200	.050	-	-	.680
<hr/>								
TOTAL	.710	1.500	1.700	1.600	1.100			6.610

**A.I.D. Mission and Embassy Responses**

PAGE 01 TUNIS 02204 211547Z  
ACTION AID-00

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SUGGESTED ABOVE, PROJECT RESOURCES WILL BE USEFUL, HOWEVER,  
IN ASSISTING ONFPF TO REALIZE ITS AMBITION TO BECOME A  
REGIONAL FAMILY PLANNING RESOURCE.  
CUTLER

ACTION OFFICE: NCTC-04  
INFO NEPD-04 MEDP-03 NENA-03 PFCE-01 PDPR-01 PPPB-03 STNE-01  
SAST-01 POP-04 NNS-00 RELO-01 ~~IS-01~~ STNP-01 MAST-01  
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FM AMEMBASSY TUNIS  
TO SECSTATE WASHDC IMMEDIATE 678

UNCLAS TUNIS 2204

AIDAC

E.O. 12356: N/A

SUBJECT: POPULATION: NEAR EAST REGIONAL POPULATION PROJECT

REF: STATE 074234

1. USAID HAS REVIEWED SUBJECT DOCUMENT RECEIVED MARCH 18 AND  
ENTHUSIASTICALLY ENDORSES THE APPROACH ON BASIS OF BOTH PSY-  
CHOLOGICAL AND IMPLEMENTATION ADVANTAGES.

2. WITH REGARD TO THE FORMER, AS STATED IN THE PID, SUCH  
ASSISTANCE SHOULD PROVIDE NOT ONLY IMPETUS BUT SUPPORT TO  
ENCOURAGE COUNTRIES TO ASSIST EACH OTHER. WE SEE A MAJOR  
OPENING FOR THE PROJECT IN COUNTRIES AND AREAS WHERE IT  
APPEARS THAT PROVISION OF FAMILY PLANNING SERVICES IS MOST  
ACCEPTABLE WITHIN THE CONTEXT OF MCH CARE. PERHAPS MIDDLE  
EASTERHERS WORKING WITH OTHER MIDDLE EASTERNERS CAN FIND  
OR STIMULATE MORE INNOVATIVE WAYS OF ASSURING A SPECIFIC  
PRIORITY TO FAMILY PLANNING WITHIN THAT CONTEXT. WE URGE  
THEREFORE THAT A PROPORTION OF THE FUNDS BE RESERVED FOR  
USE OF REGIONALLY BASED TA.

3. EVEN IF THE TUNISIAN PROGRAM IS "MATURE," THERE ARE MISSING  
ELEMENTS WHICH ARE EASILY IDENTIFIED. THEY ARE LESS EASILY  
RESOLVED, HOWEVER, PERHAPS IN PART BECAUSE OF "ADOLESCENT" STAGE  
OF PROGRAM. TO REINFORCE POINT MADE IN PARA 2 ABOVE, WE  
BELIEVE THAT IN PROVIDING ASSISTANCE TO OTHER COUNTRIES,  
TUNISIANS MIGHT BE INCREASINGLY STIMULATED TO TRY NEW  
APPROACHES AND TO MAKE CHANGES IN THEIR OWN SETTING THAT  
COULD INCREASE PROGRAM EFFECTIVENESS.

4. WE NOTE THE IMPORTANCE OF KEEPING IMPLEMENTATION FAST  
AND FLEXIBLE BUT WE URGE SIMULTANEOUSLY THAT INVOLVEMENT  
OF USAID STAFFS BE SOUGHT SUBSTANTIALLY BEFORE FINAL APPROVAL  
OF A SUBPROJECT OR ACTIVITY IS REQUIRED. THE REASONS FOR THIS  
ARE OBVIOUS GIVEN THE POLITICAL ASPECT OF FAMILY PLANNING  
ASSISTANCE. THEY ARE, HOWEVER, REINFORCED BY THE NEED TO  
FOCUS AND COORDINATE OVERALL AID-SUPPORTED EFFORTS,  
ESPECIALLY GIVEN THE LIMITED NUMBER OF QUALIFIED COUNTERPARTS  
WITH WHOM MOST MISSIONS WORK AND REDUCED MISSION STAFFING  
TO BACKSTOP ACTIVITIES. SMALL ACTIVITIES CAN TAKE A  
DISPROPORTIONATE AMOUNT OF SUPPORT, ESPECIALLY IF THEY GO  
AWRY. MISSIONS NEED TO BE AWARE OF BOTH OPPORTUNITIES  
AND PROBLEMS IN ADVANCE.

5. WHAT IS THE MECHANISM BY WHICH SUPPORT WILL BE ATTRACTED  
FROM ARAB DONORS; THROUGH MATCHING FUNDS OR WHAT? WE  
BELIEVE THIS IS AN IMPORTANT FEATURE OF THE PROJECT AND  
WOULD LIKE TO ENCOURAGE SPECIFICITY ABOUT ITS REALIZATION.

6. EXCEPT FOR RAPID II PRESENTATION ALREADY REQUESTED, USAID  
HAS NO SPECIFIC PLANS AT PRESENT TO TAP PROJECT GIVEN  
BREADTH OF RESOURCES ALREADY AVAILABLE TO PROGRAM. AS

**ACTION  
COPY**

**UNCLASSIFIED 31**  
**Department of State**

**INCOMING  
TELEGRAM**

PAGE 01  
ACTION AID-00

BEIRUT 03388 281418Z

9910 099924 AID2100

ACTION OFFICE NETC-04  
INFO NEPD-04 STHE-01 SAST-01 POP-04 NEME-03 CIA-05 RELO-01  
STHP-01 MAST-01 /025 A4 728

INFO OCT-00 SS-10 NEA-07 OES-09 /061 W  
-----336353 281426Z /30

P 281418Z MAR 83  
FM AMEMBASSY BEIRUT  
TO SECSTATE WASHDC PRIORITY 2633

UNCLAS BEIRUT 03388

AIDAC

FOR NE/TECH/HPN, L. KANGAS

E. O. 12356: N/A  
SUBJECT: POPULATION: NE REGIONAL POPULATION PID

REF: STATE 74234

1. MISSION SUPPORTS PROPOSED PROJECT. THE SIX MAJOR PROBLEM AREAS DESCRIBED IN PID ARE CONSISTENT WITH LOCAL SCENE. THE SWEEP OF PROJECT COVERAGE OFFERS FLEXIBILITY AND RESOURCE OPTIONS APPROPRIATE FOR COUNTRIES LIKE LEBANON.
2. GIVEN NATURE OF OUR PROGRAM HERE, WE DO NOT EXPECT AID WILL HAVE DIRECT INVOLVEMENT IN POPULATION ACTIVITIES HOWEVER, LEBANON'S EXCELLENT FAMILY PLANNING ASSOCIATION WOULD BE A GOOD CANDIDATE FOR SUPPORT, WITH LITTLE REQUIREMENT FOR A USAID MANAGEMENT ROLE. LAST YEAR USAID REPROGRAMMED FUNDS FOR LFPA UNDER PROJECT 268-0305 AND BELIEVES THEY ARE USING THIS SMALL GRANT WELL). WE ARE PLEASED THE PROJECT WILL PERMIT SUPPORT FOR LFPA AND GROUPS LIKE IT. DILLON

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31

**ACTION COPY**

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*Department of State*

**INCOMING TELEGRAM**

PAGE 01 AMMAN 02778 281247Z  
ACTION AID-08

0500 099012 AID2814

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3. WOULD APPRECIATE COPIES OF PRAGMA REPORT OF REGIONAL IEC NEEDS AS WELL AS SUMMARY PAPER ON FERTILITY IN CULTURAL PERSPECTIVE. VIETS

ACTION OFFICE NEYC-04  
INFO NEPD-04 STHE-01 SAST-01 POP-04 WENE-03 CIA-05 RELO-01  
STMP-01 NAST-01 /025 A4 728

INFO OCT-00 NEA-07 - OES-09 /051 V  
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P 281235Z MAR 83  
FM AMEMBASSY AMMAN  
TO SECSTATE WASHDC PRIORITY 2739

UNCLAS AMMAN 02778

AIDAC

FOR NE/TECH/NPM

E.O. 12356: N/A  
SUBJECT: POPULATION - NEAR EAST REGIONAL POPULATION PROJECT

REF: AJSTATE 074234 BIKANGAS MEMO OF MAR. 8, 1983

1. MISSION URGES RAPID APPROVAL OF PID FOR SUBJECT PROJECT AS WELL AS PP DEVELOPMENT AND APPROVAL. THIS PROJECT IS A WELCOME ADDITION TO MISSION'S RESOURCES, ESPECIALLY IN TRAINING.

2. FOLLOWING ARE COMMENTS ON SUBJECT PID:

A) ALTHOUGH IT MAY BE PROPITIOUS IN ANOTHER YEAR OR SO TO UPDATE THE RAPID PRESENTATION FOR JORDAN, BASED ON A GOOD DEAL OF NEW DATA SETS THAT WILL BE AVAILABLE, IT WOULD NOT APPEAR TO BE NOW. THE HIGHEST LEVELS OF GOVERNMENT HAVE SEEN THE PRESENTATION AND ARE WELL AWARE OF THE PROBLEMS OF RAPID POPULATION GROWTH IN JORDAN. HOWEVER, IN CONTINUING EFFORT TO MAINTAIN HIGH PROFILE OF THE NEED FOR A NATIONAL POPULATION POLICY HERE, OTHER SIMILAR ACTIVITIES IN THE POLICY AREA WOULD BE USEFUL.

B) MISSION ALSO FULLY CONCURS IN MORE EFFORTS IN PRIVATE SECTOR, SINCE IN JORDAN SOME 80 PER CENT OF ALL CONTRACEPTIVE SERVICES ARE PROVIDED IN THE PRIVATE SECTOR. BASED ON FUTURES GROUP PHARMACY STUDY, IT IS HOPED THAT SOME INITIATIVES WILL BEGIN IN TRAINING AND/OR IN DISSEMINATION OF IEC MATERIALS. ALSO, PHARMACIES DO NOT CARRY A WIDE ENOUGH RANGE OF EFFECTIVE CONTRACEPTIVE PRODUCTS, I.E. MAINLY ORAL PILLS, ALTHOUGH MOST CARRY A WIDE SELECTION OF THESE.

C) MOST PERTINENT RESEARCH ALREADY HAS BEEN DONE ON THE 76 FERTILITY SURVEY, BUT THERE WILL BE AMPLE OPPORTUNITIES FOR RESEARCH ON THE 79 CENSUS, THE ABOUT-TO-BE PUBLISHED BIRTH AND DEATH DATA COLLECTION AND THE UPCOMING FERTILITY AND FAMILY HEALTH SURVEY.

D) MISSION ESPECIALLY SUPPORTS THE AVAILABILITY OF TRAINING FUNDS, IN VIEW OF APPARENT LACK OF SUPPORT TO JORDAN FROM THE INTRAM PROJECT.

E) COMMERCIAL RETAIL SALES NOT PRESENTLY POSSIBLE IN JORDAN BECAUSE IT IS NOT POSSIBLE TO ADVERTISE CONTRACEPTIVES IN JORDAN.

F) FUNDING UNDER SUPPORT TO YFPA IS AN EXCELLENT MECHANISM TO BOLSTER INADEQUATE SUPPORT BY IPPF.

G) AID/W MAY WISH TO CONSIDER AUB AS A REGIONAL TRAINING SITE, GIVEN THEIR EXCELLENT STAFF AND BROAD EXPERIENCE.

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## ANNEX C

NEAR EAST REGIONAL POPULATION PROJECT # 298-20048FY 1985 A B SNarrative StatementA. Project Activity Description

Some 260 million persons comprising around 5.5% of the World's population live in 18 countries which we call the Near East region. Strategic location and energy resources make the region more important than its size alone would imply.

The region has a crude birth rate of 40 per 1,000, a crude death rate of 13 per 1,000 and a population growth rate of 2.7% per year. The region is growing by over six million persons a year with three countries (Egypt, Turkey, and Iran) contributing over 50% of this growth. If this growth rate continues unchanged, the population will double in 27 years.

The primary objective of A.I.D. population assistance is to improve the health and well being of the region's people by bringing population growth into balance with present and future country resources. The conditions of the region vary widely in their political will and administrative capacity to deal with their population growth problems, as categorized below:

Category I - Countries with a successful program where A.I.D. assistance can probably be reduced in three to four years: e.g. Tunisia.

Category II - Countries with somewhat mature but not yet effective programs into which continuing A.I.D. assistance should be channeled: e.g. Egypt (ESF funds) and Morocco.

Category III - Countries with embryonic programs or emerging government policies where A.I.D. bilateral or indirect assistance should be more thoroughly employed: e.g. Jordan, Turkey, Yemen Arab Republic (Sanaa) and Lebanon.

Category IV - Countries in which program development may be possible and desirable although expanded assistance possibilities are not immediately foreseen: e.g. Algeria. (Portugal and Cyprus, although within this category, are excluded because of their relatively low population growth rates. Iraq, Libya and Syria are excluded for policy or statutory reasons.)

Regional assistance strategy calls for focusing principal attention on the first three categories of countries which together account for 60% of the region's population growth. The thrust for Categories I and II is aimed at extending and improving the effectiveness and delivery of all forms of family planning services to all elements of those societies. The thrust of Category III countries centers around new population policy initiatives aimed at creating an awareness of the implications of population growth and supporting basic family planning service delivery. To the extent possible, targets of opportunity in all Category I through IV countries which show promise for eventual improvement of family planning services will be pursued, but primary focus will be on the Category I, II and III countries.

### Project Goal, Purpose and Accomplishments

#### 1. Family Planning Services/Maternal and Child Health

This component assists NE countries to institute and strengthen national FP programs. Assistance is tailored to fit local conditions, ranging from prebilateral start-up to sophisticated program refinement and including strengthening of family planning components of health activities. Experimental activities in such areas as contraceptive retail sales and natural (non-contraceptive) FP programs will be considered, as well as provision of some contraceptives.

#### 2. Information, Education, Communication (IEC)

This component provides FP information and educational materials and the means by which to distribute them to Near East countries. One aspect of this is the provision of accurate, complete, and unbiased P/FP and health information in a fashion suited to the needs of various LDC audiences -- public and private leaders, program administrators, local opinion makers, and prospective family planners. Such information may encompass FP rationale, contraceptive choice, linkages to maternal-child health objectives, and, of particular importance to Near East audiences, compatibility of FP with Islamic tenets.

#### 3. Demographic Data/Program Evaluation

This component is expected to provide modest assistance when demographic data collection/analysis would advance operational FP program interests, e.g., establishment of baseline data for pilot

programs. A second example would be the funding of foreign exchange costs of FP program evaluation.

#### 4. Population Policy

This small but important component focuses upon provision of policy-related P/FP information and perspective to NE leaders in a fashion conducive to rational policy decisions.

#### 5. Training

Population/FP activities draw upon many professional disciplines, such as demography, medicine, public health, social sciences, advertising, program management, law, etc. This project component supports the training of Near East persons in these disciplines, as they apply to operational P/FP programs.

#### 6. Private Sector/Institutional Development

This component assists private sector participation in P/FP activities at both the regional and national levels, as culturally appropriate. Such nongovernmental involvement by influential individuals, associations, and institutions is important in:

- demonstrating the value and social acceptability of well-run FP programs
- carrying out P/FP activities beyond the capability of the public sector, e.g., studies, evaluations, demonstrations, conferences, etc.

### B. Project Activities Through FY '83

1. Family Planning Service: Funds were provided to the Government of Turkey for contraceptives and clinical equipment. Total: \$100,000.

2. Information, Education, Communication (IEC): The Population Reference Bureau expanded the distribution of basic population information to eight countries in the region; an analysis of male networks, e.g., coops, labor unions was conducted to identify their role in IEC activities. Total: \$153,000.

3. Demographic Data/Evaluation: \$45,000 was provided the Jordanian Department of Statistics for analysis of survey and census data.

4. Population Policy: A "RAPID" analysis was completed for Yemen (\$18,100) and a new RAPID analysis was undertaken in Turkey

(\$43,200). Also, a regional RAPID-type analysis was completed for the Near East Bureau (\$2,200). Total: \$63,500.

5. Training: A.I.D. Missions in Jordan, Lebanon and Yemen were provided funds to support regional and third-country training. Total \$60,000.

6. Private Sector: Funds were provided to the Yemen Family Planning Association to conduct training and for resident technical assistance. Total: \$60,000.

#### C. FY '84 Planned Activities

Support to private family planning associations in Jordan and Yemen, training and contraceptive commodity support to Turkey and training assistance to countries without bilateral programs will be expanded. Information and communications efforts will be accelerated and further analysis of the role of private sector health care and particularly the role of private pharmacies in providing family planning services will be undertaken. A special effort will be made to engage marketing and advertising agencies in the promotion of family planning.

#### D. FY '85 Activities

Promising leads developed during FY '83 - '84 will be the basis for FY '85 activities. These are expected to include a) work with pharmaceutical networks, b) greater use of private marketing and advertising agencies in IEC, c) expanded support to private family planning associations, and d) diffusion of new contraceptive technologies, e.g., use of long-term injectible contraceptives. Population policy activities will continue to emphasize the linkages between economic development and population growth aimed at enlisting the support of planners for fertility control programs.

#### E. FY '86 - '89 Justification

The Regional Population Project will terminate in FY '87. FY '86 and '87 activities will reflect the experience gained in previous years with funding adjustments geared to expanding the most promising demonstration or pilot actions undertaken earlier. A project evaluation in FY '85 will set the course for subsequent years although activities in the six categories described above, i.e., services, IEC, evaluation, policy, training and the private sector will be represented.

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

Lifeline Project:  
From FY 83 to FY 87  
Total U.S. Funding \$4.6 million  
Date Prepared: May 11, 1983

Project Title & Number: NEAR EAST REGIONAL POPULATION PROJECT (298-0048)

NARRATIVE SUMMARY	OBJECTIVELY MEASURABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS										
<p><b>Program or Sector Goal:</b> The broader objective to which this project contributes:</p> <p>To reduce fertility in the Near East Region to a level compatible with resources and development objectives.</p>	<p><b>Measures of Goal Achievement:</b></p> <ul style="list-style-type: none"> <li>- reduced age specific marital fertility rates,</li> <li>- reduced infant, child and maternal mortality,</li> <li>- improved nutritional status of young children.</li> </ul>	<p>Vital statistics or demographic data from Census records, World Fertility Survey, MCH and health survey records</p>	<p><b>Assumptions for achieving goal targets:</b></p> <ul style="list-style-type: none"> <li>- Other resources and programming will accompany project efforts.</li> <li>- NE governments intensify their efforts to reduce fertility</li> <li>- An informed public accepts FP</li> </ul>										
<p><b>Project Purpose:</b></p> <p>To assist NE countries, individually and collectively, to develop, implement and evaluate population/family planning programs and policies.</p>	<p><b>Conditions that will indicate purpose has been achieved: End of project status.</b></p> <ol style="list-style-type: none"> <li>1. Family planning services delivery programs strengthened Near East region.</li> <li>2. Region-specific IEC materials developed.</li> <li>3. Contraceptive prevalence programming undertaken in 2-5 countries.</li> <li>4. Population policy analyses developed and presented in 2-5 countries.</li> <li>5. In-country and region training programs strengthened.</li> <li>6. Region-specific training materials developed &amp; disseminated.</li> <li>7. Private sector involvement in FP programs strengthened.</li> <li>8. Regional exchanges and resources developed.</li> </ol>	<ul style="list-style-type: none"> <li>- MCH Statistics</li> <li>- HC policy statements &amp; budgetary allocations</li> <li>- IEC and training materials</li> <li>- Contraceptive sales records</li> <li>- Annual Reviews</li> <li>- Mid-term Evaluations</li> <li>- Sub-project Reports</li> <li>- Mission Reporting</li> </ul>	<p><b>Assumptions for achieving purpose:</b></p> <ul style="list-style-type: none"> <li>- NE governments are prepared to work effectively with private sector groups.</li> <li>- Ministries of Health are prepared to strengthen the family planning components of health delivery.</li> </ul>										
<p><b>Outputs:</b></p> <p>Project will support activities within the following priority criteria:</p> <ol style="list-style-type: none"> <li>1. Strengthen regional institutions, especially in training in FP.</li> <li>2. Policy dialogue with Host Countries and Arab Donors.</li> <li>3. Test innovative approaches to FP.</li> <li>4. Develop/disseminate region-specific IEC materials.</li> <li>5. Enhance role of private sector in FP service delivery.</li> <li>6. Train individuals in countries without bilateral programs.</li> <li>7. Activities which foster regional cooperation in P/FP.</li> <li>8. Activities linking P/FP with other development activities, especially Maternal Child Health.</li> </ol>	<p><b>Measures of Outputs:</b></p> <p>Assistance meeting criteria 1-8 in at least 6 and as many as 10 Near Eastern countries.</p>	<p>Annual Reviews Mid-term Evaluations Sub-project Reports Mission Reporting</p>	<p><b>Assumptions for achieving outputs:</b></p> <ul style="list-style-type: none"> <li>- Relevant skills and expertise required in the major output areas are available and able to respond to region-specific needs.</li> <li>- Most countries will utilize materials and programs made available to them.</li> </ul>										
<p><b>Inputs:</b></p> <table border="0"> <tr> <td>Technical Assistance(US &amp; local)</td> <td>\$2574</td> </tr> <tr> <td>Training</td> <td>1045</td> </tr> <tr> <td>Commodities</td> <td>410</td> </tr> <tr> <td>Other</td> <td>571</td> </tr> <tr> <td><b>TOTAL</b></td> <td><b>\$4600</b></td> </tr> </table> <p>Host Countries in Region:</p> <ol style="list-style-type: none"> <li>a. Program staff and trainees</li> <li>b. Service delivery &amp; training facilities</li> </ol>	Technical Assistance(US & local)	\$2574	Training	1045	Commodities	410	Other	571	<b>TOTAL</b>	<b>\$4600</b>	<p><b>Implementation Target (Type and Quantity)</b></p>	<p>A.I.D. monitoring</p>	<p><b>Assumptions for providing inputs:</b></p> <ul style="list-style-type: none"> <li>- A.I.D. inputs available in a timely, flexible fashion.</li> </ul>
Technical Assistance(US & local)	\$2574												
Training	1045												
Commodities	410												
Other	571												
<b>TOTAL</b>	<b>\$4600</b>												

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Fertility in Cultural Perspective: Egypt, Jordan, Morocco, Tunisia and Yemen. Sukkary-Stolba, Soheir and Yasmin Mossavar-Rahmani. Report submitted to A.I.D., September 1982, NEB-0035-C-2024-00.

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NE/TECH/HPN:

Document 0995h, 2/24/83

## 5C(2) PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1. applies to all projects funded with Development Assistance Funds, B.2. applies to projects funded with Development Assistance loans, and B.3. applies to projects funded from ESP.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

### A. GENERAL CRITERIA FOR PROJECT

1. FY 1982 Appropriation Act Sec. 523; FAA Sec. 634A; Sec. 653(b).

(a) Describe how authorizing and appropriations committees 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 amount)?

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,00, will there be

(a) engineering, financial or other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

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 the assistance?
  
4. FAA Sec. 611(b); FY 1982 Appropriation Act Sec. 501. If for water or water-related land resource construction, has project met the standards and criteria as set forth in the Principles and Standards for Planning Water and Related Land Resources, dated October 25, 1973? (See AID Handbook 3 for new guidelines.)
  
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?

6. FAA Sec. 209. Is project susceptible to 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.
  
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; and (c) encourage development and use of cooperatives, and 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.
  
8. FAA Sec. 601(b). Information and conclusions 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 enterprise).

9. FAA Sec. 612(b), 636(h);  
FY 1982 Appropriation  
Act Sec. 507. 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  
in lieu of dollars.
  
10. FAA Sec. 612(d). Does  
the U.S. own excess  
foreign currency of the  
country and, if so, what  
arrangements have been  
made for its release?
  
11. FAA Sec. 601(e). Will  
the project utilize  
competitive selection  
procedures for the  
awarding of contracts,  
except where applicable  
procurement rules allow  
otherwise?
  
12. FY 1982 Appropriation Act  
Sec. 521. 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 becomes  
operative, and is such  
assistance likely to  
cause substantial injury  
to U.S. producers of the  
same, similar or  
competing commodity?
  
13. FAA 118(c) and (d).  
Does the project comply  
with the environmental  
procedures set forth in  
AID Regulation 16? Does

the project or program take into consideration the problem of the destruction of tropical forests?

14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (dollars or local currency generated therefrom)?

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b), 111, 113, 281(a). 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. Does the project fit the criteria for the type of funds (functional account) being used?

c. FAA Sec. 107. Is emphasis on use of ~~appro-~~ appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

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 is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

e. FAA Sec. 110(b).

Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"? (M.O. 1232.1 defined a capital project as "the construction, expansion, equipping or alteration of a physical facility or facilities financed by AID dollar assistance of not less than \$100,000, including related advisory, managerial and training services, and not undertaken as part of a project of a predominantly technical assistance character.

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

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, 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 processes  
essential to self-government.

2. Development Assistance Project  
Criteria (Loans Only)

- a. FAA Sec. 122(b).  
Information and conclusion  
on capacity of the country  
to repay the loan, at a  
reasonable rate of interest.
- b. FAA Sec. 620(d). If  
assistance is for any  
productive enterprise which  
will compete 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?
- c. ISDCA of 1981, Sec. 724  
(c) and (d). If for  
Nicaragua, does the loan  
agreement require that the  
funds be used to the  
maximum extent possible for  
the private sector? Does  
the project provide for  
monitoring under FAA Sec.  
624(g)?

3. Economic Support Fund  
Project Criteria

- a. FAA Sec. 531(a). Will  
this assistance promote  
economic or political

stability? To the extent possible, does it reflect the policy directions of FAA Section 102?

- b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities?
- c. FAA Sec. 534. Will ESP funds be used to finance the construction of the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified that such use of funds is indispensable to nonproliferation objectives?
- d. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

## 5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

### A. Procurement

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed?
2. FAA Sec. 604(a). Will all procurement 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 marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?
4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). 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? (Exception where commodity financed could not reasonably be procured in U.S.)

5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of countries otherwise eligible under Code 941, but which have attained a competitive capability in international markets in one or these areas?
  
6. FAA Sec. 603. Is the shipping excluded from compliance with requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, 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?
  
7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? 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?

8. International Air Transport. Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?
9. FY 1982 Appropriation Act Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?

B. Construction

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services to be used?
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. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP)?

C. Other Restrictions

1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter?
2. FAA SEC. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does ~~the~~ Comptroller General have audit rights?
3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?
4. Will arrangements preclude use of financing:
  - a. FAA Sec. 104(f); FY 1982 Appropriation Act Sec. 525: (1) To pay for performance of abortions as a method of family

planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; (4) to lobby for abortion?

b. FAA Sec. 620(g). To compensate owners for expropriated nationalized property?

c. FAA Sec. 660. ~~To~~ provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs?

d. FAA Sec. 662. For CIA activities?

e. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained?

f. FY 1982 Appropriation Act, Sec. 503. To pay pensions, annuities, retirement pay, or

adjusted service  
compensation for military  
personnel?

g. FY 1982 Appropriation  
Act, Sec. 505. To pay .  
U.N. assessments,  
arrearages or dues?

h. FY 1982 Appropriation  
Act, Sec. 506. To carry  
out provisions of FAA  
section 209(d) (Transfer  
of FAA funds to  
multilateral  
organizations for  
lending)?

i. FY 1982 Appropriation  
Act, Sec. 510. To  
finance the export of  
nuclear equipment, fuel,  
or technology or to train  
foreign nationals in  
nuclear fields?

j. FY 1982 Appropriation  
Act, Sec. 511. Will  
assistance be provided  
for the purpose of aiding  
the efforts of the  
government of such  
country to repress the  
legitimate rights of the  
population of such  
country contrary to the  
Universal Declaration of  
Human Rights?

k. FY 1982 Appropriation  
Act, Sec. 515. To be  
used for publicity or  
propaganda purposes  
within U.S. not  
authorized by Congress?