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ISN 43530

Contract No.: 532-0069-C-00-2005-00

Project No.: 532-0069

Project Title: Assistance in Development and  
Implementation of a Comprehensive  
Population Policy and Plan for  
Jamaica

Quarterly Progress Report  
for the Period: October - December 1985

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In the last quarter of 1985 Dorothy Nortman provided a consultancy which had two main components: 1) technical assistance for the setting of family planning targets to meet the government's demographic objectives; and 2) continued work on the cost-benefit analysis of the Jamaican family planning program. (See attachment).

#### Family Planning Target Setting

The Executive Secretary of the National Family Planning Board, Mrs. Rattray, and Dorothy Nortman agreed that it is important to train Jamaican experts to be able to execute the computer program for family planning target setting so that various alternatives can be tried out. Also, as the situation changes over time, new calculations may be needed. Therefore, a small ad-hoc workshop was convened with about 15 participants from various institutions. One particular scenario with all the needed input data was calculated and this can be used as a first approximation. At least two principal experts, one at the National Family Planning Board and another at the Statistical Institute of Jamaica, are now able to use the model for future needs.

#### Cost-Benefit Analysis of the Jamaica Family Planning Program

D. Nortman had worked on this project earlier in 1985 with Jamaican experts. In a February consultancy the methodology for the project and the data requirements were assessed. In Jamaica, it has proven to be extremely difficult for the respective staff to assemble all the needed data in a form that can be used for this project. Ms. Nortman worked with Dr. Murthy and with Mr. Grant of the Planning Institute of Jamaica to advance this process of data procurement and

subsequent adjustment. Meetings were convened also at the Ministry of Health to further this process. Mr. Grant will continue in this effort so that the cost-benefit analysis can be concluded.

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D. Nortman also discussed with Mrs. Rattray, National Family Planning Board Executive Secretary, projects that can be included in 1986 activities in a possible no-cost extension of the present contract. These include:

1. Continuation of the cost-benefit project;
2. The preparation of alternative family planning target requirements;
3. A workshop reviewing the implications of the government's population policy for family planning activities;
4. Analyses of the 1983 Contraceptive Prevalence Survey in light of the targets that will be set for contraceptive prevalence.

MEMORANDUM

M. FREJKA

TO: Tomas Frejka, George Brown, Paul Demeny, Files  
DATE: Dec 19, 1985

FROM: Dorothy Nortman

SUBJECT: Trip Report, Jamaica Site Visit, December 2 - 11 (inclusive), 1985

Under AID Contract No. 532-0069-C-00-2005-00, I was requested and authorized to provide consultancy services to the Government of Jamaica National Family Planning Board (NFPB) for the following two purposes:

- (1) To set family planning program targets to meet the Government's demographic objectives; and
- (2) To continue work on the cost-benefit analysis of the Jamaican Family Planning Programme (initiated during my consultancy in the last week of February 1985).

The consultancy, prescribed for a maximum of 23 working days during the month of December 1985, involved two phases: a site visit for up to two weeks at the beginning of December, followed by preparation of findings and further analysis of the data upon return to the Council.

In addition to the above two purposes that prompted the site visit, Tomas Frejka suggested that my presence in Jamaica afforded the opportunity to investigate with relevant Jamaicans further issues and projects on which the Council could be of service through an extension of the present contract.

#### Target-setting project

Target setting is not a one-time exercise. Not only do most models provide a mix of options for input items but the exercise bears repeated performance based on on-going experience during the course of the projection interval. Hence I viewed the target-setting consultancy as being more concerned with providing technical assistance in the application of the model utilized for the exercise than in producing a one-time set of output data. Mrs. June Rattray, Executive Director of the National Family Planning Board (NFPB), who had requested the consultancy, was highly pleased with this proposal, and at my suggestion, convened about 15 people (from the MOH, Planning Institute, Statistical Institute, as well as the Board) to participate in the project.<sup>1</sup>

1. Mrs. Rattray observed that this proposal to involve other ministries at the inception of the exercise was an excellent prelude to a workshop she plans to convene early next year for discussion of the target-setting findings.

I chose John Bongaarts' contraceptive prevalence model for the exercise. The program is available on a floppy disc which I left with the Board for future use. In a preliminary lecture (at the Planning Institute which has the computer, IBM-PC-XT), I described the purpose, nature, simplifying assumptions, and major input and output items of the model. With xerox copies of an input data set<sup>1</sup> the group then assembled in the computer room to perform the exercise. Volunteers from the group took turns at the keyboard and at reading the input data aloud. When the results were printed, I reviewed the major findings. The whole exercise took about three hours.

I feel this was a successful hands-on experience, and at least two people, Pansy Hamilton of the NFPB and Merle Higman of the Statistical Institute (who worked with Tomas on the recently revised population projections used in the exercise), should have no difficulty in using the model in the future. For anyone interested, I have a set of input and output data.

### Cost-Benefit Analysis of Jamaican Family Planning Programme

In the interim since February 1985, Jamaican colleagues with whom I had discussed and designed a methodology for the above project,<sup>2</sup> were to have procured the required data for the exercise. Lorna Murray, one of the two Jamaican principals, seems to have been replaced by Dr. Murthy, an Indian national serving in Jamaica as a UNFPA volunteer on a two-year assignment.

As a statistician, Dr. Murthy concerned himself on the project with the data requirements and techniques to extrapolate the age-specific fertility trends with and without the family planning program, from whence averted births can be calculated. I spent a good deal of time (at least 1 1/2 days) with Dr. Murthy discussing the data and techniques to be used for the trend analysis. I wish he were a Jamaican or that a Jamaican national had been involved because I think I enlightened him considerably about demographic data sources and quality and projection techniques. We finally agreed on the input data and projection curves for establishing the trends. Back in the office, I am now working on the births-averted calculations, Dr. Murthy having indicated he has no further time for the project.

Wilford Grant, the remaining Jamaican principal, has the unenviable task of procuring the empirical cost data required for the analysis. With some economic background, Mr. Grant understands the cost data requirements and has been diligent in procuring published documents and reports relevant to the exercise. The available data cannot be utilized directly because they do not isolate the family planning cost component and the unit-of-service maternal and child health costs (the averting of which constitutes the benefit) from other components of the MOH multi-purpose health delivery

1. With Pansy Hamilton of the Board, I had previously discussed and assembled a complete set of input data which we had also fed into the computer in a trial run.
2. It will be recalled that the National Family Planning Board requested this project and procured the cooperation of the Planning Institute of Jamaica as the appropriate agency to pursue it.

system. I reviewed the available data with Mr. Grant and discussed the types of estimates and/or additional data necessary to convert available into required data for the exercise. The difficulty arises from the fact that the MOH provides family planning and MCH services in a multi-purpose health delivery system.

To enlist MOH cooperation in the exercise, Mrs. Rattray set up two interviews with senior MOH personnel--one with Dr. Deanna Ashley, Sr. MCH Medical Officer, and one with Dr. Carmen Bowen-Wright, Principal Primary-care Medical Officer. Through their good auspices, it is my hope<sup>1</sup> that MOH budget personnel will work with Mr. Grant (not merely grant him an interview) to tailor available into needed cost data. If a cost-benefit ratio is to be ascertained, I see no way to avoid knowing the family planning program cost on the one hand, and the monetary benefit accruing to the government from averted births on the other hand. I hope my consultancy helped set the stage for Mr. Grant to get the necessary assistance from knowledgeable and authoritative MOH personnel, specifically Dr. Wint and Osmond Gordon of the budget office, and Carole Gayle in Dr. Ashley's office. Merle Higman of the Statistics Institute is also prepared to assist.

#### Proposed projects for contract extension

In response to Tomas' request that I consider projects for 1986 under extension of the present contract, discussion with Mrs. Rattray yielded the following proposals.

1. To continue the cost-benefit project.
  2. To ascertain the family planning/requirements under different paths to replacement fertility by 2000.
  3. To convene a workshop to review the implications of the Government's population policy for family planning recruitment and other activities.
  4. To analyze the 1983 CPS findings for implications for reaching contraceptive prevalence targets. Questions asked in the survey that can shed light on the feasibility of reaching the targets include the following.
    - a. Who helps with the children?
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    - d. Communication with partner (question 409); also, who decides whether a(nother) child should be born (question 236); partner's willingness to use a male method (question 409); etc.
1. Which I expressed as tactfully as possible.

e. Present versus preferred (or expected final) method .

(Note: These are illustrative and should be analyzed by age, education and number of children.)

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Before leaving Jamaica, I had a de-briefing session with John Coury, the AID Population Officer.

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