

## Issues Paper

## Pakistan - Population Welfare Planning Project (PWP) Amendment

391-0469

Summary Description: This project, which was authorized in FY 1982 with funding of \$25.6 million, and subsequently amended to \$40 million, originally supported four activities: management information; contraceptive supplies and improvement of the logistics network; bio-medical and socio-medical research; and personal motivation and awareness. This amendment will add \$34 million in grant funds (\$19.65 million DA, \$14.35 ESF) to continue and expand this support to the GOP's Population Welfare Plan and add several new components. Project purposes are to strengthen the GOP's capacity to plan and conduct research, supply and deliver quality contraceptive goods and services directly and through non-government intermediaries; and to stimulate contraceptive acceptance through mass media communication.

The amended project will consist of seven components:

- Program Monitoring, Research and Evaluation, which will enhance institutional capability to conduct research, develop and disseminate information.
- Funding of contraceptive supplies and technical assistance and training for logistics support.
- Voluntary Surgical Contraception, a new component funding the institutional costs of GOP delivery of sterilization services.
- Non-Governmental Organizations, a new component supporting NGO expansion in family planning service delivery.
- District Operations, a new component to fund the start up-costs of an intermediary level of supervision at the sub-district level, to increase the performance of the Family Welfare Centers.
- Mass Media Campaign, a new component to fund audience research, small-scale testing, mass media coverage and evaluation of impact.
- Mid-level Management Training, a new component to develop future technical and managerial staff for the Population Welfare Division.

Issues:

The Project Committee reviewed the project on June 16 and raised the following issues:

A. Voluntary Sterilization activities: Are the mission's plans for assuring compliance with all relevant AID regulations and policies adequate?

Discussion: The project will fund technical assistance, training, and institutional reimbursement for GOP VSC service delivery, and technical assistance, training, and costs for two voluntary sterilization training centers for NGOs. The Mission will ensure compliance with PD-3 in the government program by including a Condition Precedent to disbursement which would require a sterilization surveillance system addressing the six general guidelines in PD 3, Section II; a standardized informed consent form acceptable to AID; and agreement to retain the services of an independent entity to monitor compliance with PD-3 and its addendum. A covenant will assure that no incentives or inducements are provided to acceptors or service providers.

On-going compliance with PD-3 in NGO activities will be monitored by an outside audit/accounting firm.

Recommendation: While generally satisfied that the Mission has seriously addressed this concern, the Project Committee made several recommendations to strengthen still further our ability to ensure full compliance:

1) The existing informed consent form should be reviewed prior to obligation of funds, and the Mission should seek agreement in principle to any needed changes so as to reduce the risk that implementation might be held up for a prolonged period while this CP is being met; 2) an on-going monitoring system, rather than a periodic one, should be used to assure compliance under the government program; 3) the mission should develop a systematic data base to determine reimbursement levels for food and transport for the client and helper; 4) in determining the fee structure for payments to service providers, the mission should ensure that payments compensate for extra work performed or income lost from other work which would have been performed; 5) in addition to financial surveillance, qualitative surveillance of service delivery should be undertaken, perhaps by engaging the services of an indigenous NGO involved in Voluntary Sterilization. As a general matter, the mission may find it useful to review USAID Bangladesh's approach to monitoring compliance with PD-3, which is well developed.

B. Performance Based Disbursement: Does the PP's proposal for performance based disbursement meet AID's requirements for disbursement?

Discussion: The project proposes performance based disbursement in two elements: to develop and reinforce the visible institutional commitment of the Non-Governmental Coordinating Council (NGOCC) to expand the level of NGO family planning involvement; and in the government program, to support establishment of a subdistrict level of supervisory operation on an experimental basis in Punjab.

For the NGO component, disbursement would be made in three tranches based on performance of budgetary and institutional actions described on pages 59-61. AID funds are not clearly attributed to administrative costs or to the costs of NGO service delivery proposals. In the case of the government program, AID funds are clearly attributed to the cost of setting up and operating tehsil level units.

Recommendation: In the NGO program, the use of funds made available through performance based disbursements needs to be clarified. The PP disbursement procedures should be reviewed by FM prior to authorization. (FM has been provided with a copy.)

C. District level operations: Does the proposal to add support for tehsil level operations address the concerns of the evaluation for the need for improvement in service delivery capability in the government program?

Discussion: The evaluation indicated serious problems in management and supervision, and addition of a supervisory level between the District and Family Welfare Center is probably useful on an experimental basis. However, the problems of service delivery go beyond this.

Recommendation: The Mission should undertake a micro-level examination of problems constraining service delivery and develop suggested changes as appropriate. Funds are available to do this through the research component of the project.

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