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ECPR
ISSUES PAPER
Family Health Initiatives II - Nigeria
(698-0462.20)

Country : Nigeria
Project Name : Family Health Initiatives II
Project Number : 698-0462.20
LOP Funding : \$67,000,000
FY 87 Obligation : \$18,000,000
Authorization Venue : AID/W
CN Expiration Date : Not yet submitted

1. Description

The Family Health Initiatives II (FHI-II) Nigeria subproject (698-0462.20) seeks to increase the acceptability and availability of integrated family planning services in both the public and private sectors throughout Nigeria.

The project supports the rapid expansion of family planning through the coordinated activities of four key functional areas:

Private sector service delivery to develop, refine, implement and expand large-scale, private sector networks which provide family planning and other basic services through a variety of commercial, work place and community outlets, and private maternity homes and medical facilities.

Public sector service delivery to strengthen management systems and service delivery capacities in order to provide clinic-based services in all levels of government facilities, from large teaching hospitals to basic village dispensaries.

Information, education and communication to enhance the acceptability of smaller family norms and family planning as well as to provide information on available family planning options and services.

Policy implementation to strengthen the process of policy implementation and strategic planning for efficient mobilization of an effective and self-sustaining national family planning program.

A Project Committee Issues Meeting was chaired by Jim Hradsky, AFR/PD/CCWAP on Tuesday, May 26, 1987. In attendance were representatives from AFR/PD, AFR/DP, AFR/TR, AFR/PRE, AFR/CCWA, S&T/POP, REDSO/WCA and USAID/Lagos.

The Committee recommended the project for approval pending the resolution of two issues, as detailed below. Several concerns were also identified which are set forth below for the official record.

2. Issues

A. Funding Levels - AFR is unable to guarantee adequate funding for the proposed \$67,000,000 LOP at this time.

Discussion - At present, AFR has earmarked \$3.5 million in FY 87 for Nigeria. Through a joint S&T/AFR memorandum to the Administrator, AFR is trying to secure additional funding through reprogramming of UNFPA and other fall out monies. The memorandum, which has been cleared by the S&T, AFR and PPC bureaus and is in the Administrator's office for his approval, sets forth the following financing arrangements for the project:

FY 87 - \$18.0 million
FY 88 - \$14.0 million
FY 89 - \$13.0 million
FY 90 - \$13.0 million
FY 91 - \$ 5.0 million
- Total \$63.0 million*

(* The new \$67.0 total reflects an upward estimate for contraceptives).

It is understood that the Administrator is unable to commit the UNFPA fall out money until June 15, a date mutually agreed upon by AID and Congress. It is also understood that there will be competing demands for the funding, primarily by S&T/POP for other population activities. However, owing to the collaborative memo directing agency priority at Nigeria's population activities, there is reasonable assurance that the above schedule will be adhered to by the Africa Bureau. Although there are no guarantees of outyear funding, the Bureau is convinced that population activities will continue to receive support from Congress (most likely through the African Development Fund) and that Nigeria will figure as a priority in programming of those funds.

Recommendation - The Project should be recommended for approval and sent to the Administrator for authorization as scheduled.

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B. Issue - The Project Paper lacks a long-term vision of population activities in Nigeria and the probable role of AID.

Discussion - The Committee concluded that the Project Paper lacked a clear conceptual framework regarding the future of population activities in Nigeria. Such a framework should present, inter alia, the long-term strategy for family planning in Nigeria, the subsequent impact of this project on achievement of objectives, and the potential or likelihood for continued assistance by participating donor agencies (AID, World Bank, and UNFPA).

The Committee felt that the paper implied that AID may provide no further support beyond this project. It was agreed, however, that a population program in a country as complex as Nigeria is a long-term investment (the "actual" benefits of achieving a 12 percent prevalence after five years are secondary to the continued rapid expansion of family planning and the establishment of smaller family norms). In recognition of this, it should be noted that AID has provided limited population support to Nigeria for several years through centrally funded S&T/POP projects. Although a detailed strategy does not exist at this time (there are no concrete plans for follow-on activities by the Africa Bureau), this project should consider the implications of various alternatives in the context of this longer-term view. Should AID elect not to provide additional support, measures must be taken to ensure that the FMG is capable of continuing the program, independently or with the assistance of other international donors. Conversely, if it appears that future support by AID will be forthcoming, clear directions for that support should be established early on.

Recommendation - The Committee recommended that this issue be addressed through a special review of the PP Evaluation Plan prior to the ECPR. This review should consider those performance indicators identified as most important in tracking progress toward achievement of intermediate goals, and includes the 12 percent prevalence target, the proposed 70/30 percent private/public split in service delivery, close coordination of other donor activities, benchmarks for measuring institutional strengthening, and the programming of appropriate technical assistance. Results will be shared at the ECPR.

3. Concerns and Other Guidance

Several concerns (including several issues resolved at the Issues Meeting) were discussed. These are as follows:

A. Project Management - The Committee was satisfied with the description of the project management structure. It warrants repeating for the record, however, that REDSO/WCA will probably need to be held to its commitment of resources for

implementation of this project and that USAID/Lagos will be accepting what is potentially a large responsibility for overall monitoring of the Project. The Committee recommended that the Administrative/Logistics Support Unit be used as a source for additional monitoring/tracking staff should the need arise (two local hire positions are already foreseen).

B. Adequacy of Technical Resources for Training - The Committee remarked that a wide variety of training is envisioned under this project, particularly in the public sector. However, it was felt that the subcontractor selected by The Pathfinder Fund was not sufficiently broad to provide the range of training required under the project. The Committee believes that Pathfinder must identify additional sources of training expertise (through subcontracts) in areas such as physician, clinical and logistic training prior to award of a contract for implementation. The Committee also endorsed the planned meeting of previously involved cooperating agencies to consolidate and develop appropriate training curricula.

C. Institutionalization - The Committee review found that the Project Paper did not provide adequate information concerning the expected results of institutional support to indigenous organizations. This concern relates to the larger issue of how these institutions fit into the long range future of Nigeria population activities. It was agreed that the PIO/Ts for technical proposals from the four participating organizations should include a request for more detailed implementation plans where local institutions are to receive support. As previously noted, this theme will also be periodically evaluated through regularized project monitoring.

D. 620(q) Status - Nigeria was recently in violation of Section 620(q) of the FAA for being in default for more than one year on interest or principal on a U.S. loan. Recent information provided to the Committee indicates that the FMG has made the necessary payments and that appropriate action is being taken to prevent this from becoming an issue for authorization or obligation.

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