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**EVALUATION OF THE BANGLADESH
UPAZILA INITIATIVE SUBPROJECT
OF THE FAMILY PLANNING AND
HEALTH SERVICES PROJECT**

by

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Fieldwork

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Glossary

ADP	Annual Development Program
BKKBN	National Family Planning Coordinating Board (Indonesia)
CPR	Contraceptive prevalence rate
ELCO	Eligible couple
FP	Family planning
FPAB	Family Planning Association of Bangladesh
FPMT	Family Planning Management Training (project)
FPSTC	Family Planning Services and Training Center
FWA	Family Welfare Assistant
GOB	Government of Bangladesh
IEC	Information, education and communication
MO	Medical Officer
MCH	Maternal and child health
MOHFP	Ministry of Health and Family Planning
MSH	Management Sciences for Health
NGO	Non-governmental organization
ORT	Oral rehydration therapy
PIL	Project implementation letter
TFPO	Thana Family Planning Officer
UFPO	Upazila Family Planning Officer
UHFPO	Upazila Health and Family Planning Officer
UIP	Upazila Initiative Project
USAID	United States Agency for International Development (mission)

Executive Summary

Background

The Upazila Initiative Project (UIP) provides for five-person teams from 76 Upazilas to undertake observation trips to Indonesia to study that country's family planning program (the BKKBN program) and, while there, to prepare plans for family planning activities in their respective Upazilas. After the teams return home, their plans are reviewed by the Government of Bangladesh (GOB) and USAID and, once approved, are funded and monitored by a national level non-governmental organization (NGO) or other mechanism. The project goal is to assist the GOB in its efforts to decentralize family planning services, by strengthening the interest and capability of service providers at the Upazila level.

The project is managed through a USAID mission buy-in to the Family Planning Management Training project (FPMT) for technical and other assistance in planning and implementing the UIP activities, for logistical support related to the visits to Indonesia, and for coordination and collaboration with BKKBN, the organization with primary responsibility for the observation and training carried out in Indonesia. FPMT has in turn subcontracted with Technical Assistance Incorporated, a Bangladeshi organization. Technical Assistance Incorporated assists FPMT and the GOB with implementation and monitoring of the project, including travel arrangements to Indonesia, provision of technical assistance to Upazila teams upon their return from Indonesia, and monitoring of family planning activities undertaken in the Upazilas under the project.

The project grew out of a program carried out during 1980-82 that involved sending approximately 300 Thana¹ Family Planning Officers (TFPO) to Indonesia to observe the BKKBN family planning program there. The expectation for this project was the same as for the current UIP effort: that the TFPOs, upon return to Bangladesh, would develop activities that would improve the Bangladesh family planning program. This project, which was funded by USAID, ended due to political events.

Evaluation Methodology

This evaluation follows closely an Evaluation Statement of Work prepared by the USAID mission in Dhaka (see Appendix A). The evaluation consisted of review of reports and documents on the UIP and of interviews with officials of USAID, the Ministry of Health and Family Planning (MOHFP), and NGOs active in family planning (see Appendices B and C). Field visits were carried out to two participating Upazilas. The evaluation took place from April 17 to May 6, 1989.

Major Conclusions

1. The project focuses on strengthening Upazila-level interest and capability in family planning. This goal is to be achieved by encouraging teamwork among elected and appointed officials, particularly through team visits to Indonesia; mobilizing

¹"Thana" is the name used previously for Upazila.

community interest and support for family planning activities; generating increased budgetary support for family planning; and planning and implementing activities that strengthen various aspects of the family planning program. Given the GOB's broader efforts to decentralize many development activities and to strengthen planning and implementation capability at the Upazila level, UIP has a correct and important focus. If the project is planned and implemented effectively, it should both contribute to and benefit from the larger set of activities that are ongoing to strengthen local level development efforts.

2. The project design has some critical weaknesses:
 - a. The planning process -- primarily because it takes place in Indonesia -- is not producing carefully developed, detailed plans that can be readily implemented, supported, and expanded in the Upazilas;
 - b. There is no clear provision for sustained financial support beyond the 12-month implementation plan;
 - c. Explicit mechanisms have not been provided for coordination with existing (and substantial) NGO activities and for encouraging NGO participation in the project;
 - d. Mechanisms have not been designed to provide maximum opportunities to learn from and share project experience; and
 - e. FPMT resources available for the project are not focused sufficiently on project planning and implementation requirements in Bangladesh.
3. There are four major weaknesses in project implementation:
 - a. The MOHFP frequently has not followed the terms of the agreement regarding individuals selected to participate in the project, and the time frame for approving participants and issuing the necessary authorizations;
 - b. The area of proposed activity in some Upazilas represents a very small part of the Upazila, with the result that the project is not necessarily demonstrating how an Upazila's family planning program can be made more effective;
 - c. There has been insufficient effort to encourage and assist NGOs to participate in the project; and
 - d. Monitoring of plan implementation and provision of technical assistance to Upazilas have been inadequate.

Recommendations

The following actions are recommended in order to make the UIP more effective:

- a. **The current planning process -- in which Upazila plans are completed during the visit to Indonesia -- should be replaced by a planning process that calls for**

preparation of a plan outline in Indonesia, with detailed planning to be done in the Upazila, following the return from Indonesia;²

- b. Preliminary plans should be developed by participating Upazilas for a minimum period of three years, with detailed plans for the first year;**
- c. Where possible and appropriate, action plans should be developed for larger areas within Upazilas (for example, in two or three unions) and should include provision for moderate expansion within the plan period;**
- d. The number of Upazilas that participate in the project should be reduced to three groups per year (from four) to allow for the proposed more intensive planning process;**
- e. Upazila teams should receive more policy guidance from resource people regarding priority activities to be included in the plan. Care should be taken, however, not to discourage local initiative or impose uniformity in the process. The project should support the concept of doing a limited number of activities well, rather than attempting to incorporate the full range of activities observed in the Indonesian program;**
- f. The management structure included in each Upazila action plan should be reviewed carefully to ensure that it is realistic and adequate for the task;**
- g. FPMT should take the leadership in clarifying with the GOB and BKKBN the issue of their roles with relation to guidance on action plan implementation;**
- h. The roles of the various participants in debriefings should be better defined so these sessions may be more interactive;**
- i. Project technical assistance and monitoring capability should be strengthened substantially to support the in-Upazila planning process. This will involve increasing the professional Technical Assistance Inc. staff;**
- j. Financial support for Upazila action plans should be assured for a minimum of three years, provided that contributions are forthcoming from the Upazila, preferably at increasing levels each year;**
- k. USAID and the GOB should seek sources of funding to support project activities for perhaps five years – beyond the proposed three years of project support – since Upazilas are unlikely to sustain project activities with only their own resources. This additional funding should be provided to those Upazilas that demonstrate effective performance;**
- l. NGOs with the interest in, and capability of, participating in and supporting the UIP should be encouraged to do so;**
- m. FPMT, in concert with the MOHFP, should take the initiative with interested NGOs in developing agreed upon guidelines for (1) providing technical assistance**

²The portions of the recommendations that appear in boldface are the principal recommendations of this report.

in planning and management to participating Upazilas, (2) monitoring progress in plan implementation, (3) and sharing experiences resulting from participation in the project (for example through workshops);

n. **FPMT's manager should be based in Dhaka rather than Jakarta and should be full-time through the end of the project;**

o. **USAID should emphasize to the MOHFP, FPMT and relevant NGOs that it considers NGO participation in UIP to be important;**

p. **FPMT headquarters should provide increased professional support to this project in the form of periodic strategic assessments which focus on issues of project design, project implementation problems, and project achievements;**

q. **The MOHFP should select Upazila teams whose members have been in the Upazila for at least six months and it should secure all necessary approvals and authorizations promptly, not less than 45 days prior to scheduled departure for Indonesia.**

Observations

There are significant budgetary implications stemming from the changes recommended in project design and implementation. These are difficult to spell out in the absence of agreement on the shape of the project from now until September 30, 1990, when FPMT participation is scheduled to terminate, and from October 1, 1990 until the project terminates (September 30, 1992). It is likely, however, that if -- as recommended above -- three groups went to Indonesia each year rather than four, and if relevant costs were reduced proportionately, there would be savings adequate to provide three years' funding for 48 Upazila action plans (on the existing assumption that action plans of 16 Upazilas would receive support from participating NGOs).

Most of the recommendations set forth above were discussed with the Director General and Joint Secretary and have their support. Representatives of four key NGOs also agreed with the proposed strategy.

Follow-on Project

With respect to the issue of a possible follow-on project when the current one ends, the following characteristics are recommended:

a. **Before making an observation trip to Indonesia, Upazila teams should visit Upazilas whose family planning programs have profited from earlier project-supported team visits to Indonesia, and on the basis of these visits, should draw up action plans for their Upazilas;**

b. **Action plans approved by the MOHFP and FPMT would be assured project (or NGO) funds for a minimum of three years, provided that contributions were forthcoming from the Upazila; and**

c. Those Upazila teams that had demonstrated the most effective plan implementation over the course of one or two years (according to criteria that would need to be developed) would be given the opportunity to observe the Indonesian FP program, including particularly how it is dealing with the issue of "sustainability."

1. Project Background

1.1 Project Goal and Activities

The Upazila Initiative Project (UIP) is part of a Government of Bangladesh (GOB) effort to decentralize family planning services. The project's focus is on strengthening the interest and capability of service providers at the Upazila level. This goal is to be achieved through encouraging team work among elected and appointed officials, specifically through team visits to Indonesia; mobilizing community interest and support for FP activities; generating increased budgetary support for FP; and planning and implementing activities that strengthen various aspects of the FP program.

The USAID mission in Bangladesh is implementing the first three years of the project (1987-90) through a \$2.9 million buy-in to the Family Planning Management Training project (FPMT), contracted to Management Sciences for Health (MSH). FPMT is providing assistance for three aspects of project implementation: technical and other assistance in planning and implementing the UIP activities; logistical support related to the visits to Indonesia; and coordination and collaboration with BKKBN, the organization with primary responsibility for the observation and training carried out in Indonesia. FPMT has in turn developed a subcontract with Technical Assistance Incorporated, a Bangladeshi organization. Technical Assistance Incorporated assists FPMT and the GOB with implementation and monitoring of the project, including travel arrangements to Indonesia, provision of technical assistance to Upazila teams upon their return from Indonesia, and monitoring of family planning activities undertaken in the Upazilas under the project.

1.2 Project Genesis and Evolution

The present subproject has its roots in a program carried out during 1980-82 which sent approximately 300 Thana³ Family Planning Officers to Indonesia to observe the BKKBN family planning program, with the expectation that upon return to Bangladesh they would develop activities that would improve the Bangladesh FP program. Although this project ended prematurely, some of the recommendations that were made in a 1981 evaluation of it were taken into account in the development of the current project.

The initial design of the present project was drawn up in early 1987. The project proposal called for five-person teams from 76 Upazilas (representing about one-sixth of all the Upazilas in Bangladesh) to participate in observation tours to study the BKKBN program in Indonesia and to prepare action plans on the basis of their observations. The plans would be reviewed by the GOB and USAID and subsequently funded and monitored by a national level NGO or other unspecified mechanism. The Upazila teams would consist of the Upazila Chairman, the Upazila Family Planning Officer (UFPO), the Medical Officer/Maternal and Child Health (MO/MCH), the Upazila Health and Family Planning Officer (UHFPO) and a community or religious leader or the representative of a local non-governmental organization (NGO).

After the return of the first group of four Upazila teams in October 1987, a design team was formed to clarify the responsibilities of the participating organizations and to make more specific "phases two and three" of the project, i.e., the briefing and debriefing programs in Dhaka

³ "Thana" is the name previously used for Upazila.

and issues relating to implementation, funding and monitoring of action plans. The design team's recommendations were agreed to by the GOB and USAID in May, 1988.

The changes included (1) more specific selection criteria and procedures for program participants; (2) clarification of the content of the briefing/debriefing programs; and especially (3) more detail on the action plan implementation, monitoring, and funding mechanisms. The current project design incorporates significant improvements over both the original design and particularly over the 1980-82 program.

1.3 Design and Implementation Issues

Despite the improvements, the current project design has major weaknesses which, if not corrected promptly, make it unlikely that the project can achieve its objectives. The project also has some serious implementation problems -- only some of which are the result of design weaknesses -- most of which have been present since the project's inception. Unless these are also addressed, project success will be jeopardized.

One central point remains to be made regarding this project. Given the GOB's broader efforts to decentralize many development activities and to strengthen planning and implementation capability at the Upazila level, UIP has a correct and important focus. If the project is planned and implemented effectively, it can both contribute to and benefit from the larger set of activities which are on-going to strengthen local level development efforts.

1.4 Project Implementation to Date

As of early summer 1989, five groups had gone to Indonesia. The groups comprised 19 Upazila teams with a total of 106 participants, representing about one-quarter of the anticipated 76 Upazilas expected to participate.

2. General Conclusions and Recommendations

2.1 General Conclusions

1. Project assumptions are still valid, i.e., increased participation of elected and appointed officials at the Upazila level has the potential to promote a more decentralized and more effective FP programs.
2. The project design is still linked to support of the decentralization concept and the design has been strengthened as a result of the design team's work on phases 2 and 3 of the project. The present design, however, has some critical weaknesses:
 - a. The planning process as currently designed (i.e., with planning limited to a three-day period at the end of the Indonesia visit) is not producing carefully developed, detailed plans that can be readily implemented, supported and expanded in the Upazilas; rather, the tendency is to incorporate too many aspects of the Indonesia program, with insufficient attention to whether these can be implemented, given available resources and managerial and other constraints in the Bangladeshi setting;
 - b. There is no clear provision for sustained financial support beyond the 12-month plan implementation period;
 - c. Explicit mechanisms have not been provided for coordination with the existing, substantial NGO family planning activities in various Upazilas and for encouraging NGO participation in the project;
 - d. Mechanisms have not been designed to capitalize on opportunities to learn from and share project experience; and
 - e. FPMT resources available for the project are not focused sufficiently on project planning implementation requirements in Bangladesh (although FPMT and Technical Assistance Inc. have handled project management in Bangladesh very effectively within the existing design framework).
3. Project implementation is being hindered in four respects:
 - a. The MOHFP frequently has not followed the terms of the agreement regarding individuals selected to participate in the project or the time frame for approving participants and issuing the necessary authorizations;
 - b. In some Upazilas, the area proposed for project activities represents only a small fraction of the total Upazila, with the result that the project is not necessarily demonstrating how an Upazila's FP program can be made more effective. The focus of attention and resources on a relatively small geographic area demonstrates what is already known, namely that a pilot project can achieve substantially better than average results. Such a focus can in fact weaken the larger Upazila FP program. (It should be noted that recent teams are focusing on larger areas of Upazilas.);

- c. There has been insufficient effort to encourage and assist NGOs to participate in the project; and
- d. Monitoring of plan implementation and provision of technical assistance have been inadequate.

2.2 General Recommendations

2.2.1 **Changes in Project Design and Implementation**

The following actions are recommended in order to make the UIP more effective:

- a. **The current planning process – in which Upazila plans are completed during the visit to Indonesia – should be replaced by a planning process that calls for preparation of a plan outline in Indonesia, with detailed planning to be done in the Upazila, following the return from Indonesia.⁴ The proposed expanded process should include the following:**

a pre-briefing workshop in the Upazila; a briefing in Dhaka; the visit to the BKKBN program in Indonesia; preparation of a plan outline in Indonesia together with an identification of the schedule for and technical assistance requirements of an "in-Upazila" planning process; detailed plan preparation in the Upazila; presentation of Upazila plans at debriefing in Dhaka; revision of plans as required, and approval of plans.

In order to maintain the current prompt approval and funding mechanism, an alternative process could be as follows: presentation of a plan outline upon return from Indonesia; review and approval of the outline and release of a small installment of subproject funding (not to exceed Tk. 10,000) to facilitate the detailed planning process; detailed plan preparation in the Upazila with FPMT assistance; and review and approval of plan by the MOHFP through FPMT.

- b. **Preliminary plans should be developed by participating Upazilas for a minimum period of three years, with detailed plans for the first year;**
- c. **Where possible and appropriate, action plans should be developed for larger areas within Upazilas (for example, in two or three unions) and should include provision for moderate expansion within the plan period;**
- d. **The number of Upazilas that participate in the project should be reduced to three groups per year (from four) to allow for the proposed more intensive planning process;**
- e. **Upazila teams should receive more policy guidance from resource people (district or central level team participants, BKKBN staff, FPMT representative) regarding priority activities to be included in the plan. Care should be taken, however, not to discourage local initiative or impose uniformity in the process. The project should support the concept of doing a limited number of activities well (e.g.,**

⁴The portions of the recommendations that appear in boldface are the principal recommendations of this report.

identifying and reaching eligible couples [ELCO] more systematically), rather than attempting to incorporate the full range of activities observed in the Indonesian program;

- f. The management structure included in each Upazila action plan should be reviewed carefully to ensure that it is realistic and adequate for the task;
- g. FPMT should take the leadership in clarifying with the GOB and BKKBN the issue of their roles with relation to guidance in action plan development;
- h. The roles of the various participants in debriefings should be better defined so these sessions may be more interactive;
- i. **Project technical assistance and monitoring capability should be strengthened substantially. This will involve increasing the professional Technical Assistance Inc. staff.** Expanded technical assistance capability is needed to support the in-Upazila planning process, plan implementation, and monitoring of Upazila plan implementation.
- j. **Financial support for Upazila action plans should be assured for a minimum of three years, provided that contributions are forthcoming from the Upazila, preferably at increasing levels each year;**
- k. **USAID and the GOB should seek sources of funding to support project activities for perhaps five years – beyond the proposed three years of project support – since Upazilas are unlikely to sustain project activities with only their own resources. This additional funding should be provided to those Upazilas that demonstrate effective performance;**
- l. **NGOs with the interest in, and capability of, participating in and supporting the UIP should be encouraged to do so.** Mechanisms should be established to ensure NGO involvement at the beginning stage of the Upazila planning process in those instances in which NGO participation is likely;
- m. **FPMT, in concert with the MOHFP, should take the initiative with interested NGOs in developing agreed upon guidelines for (1) providing technical assistance in planning and management to participating Upazilas, (2) monitoring progress in plan implementation, (3) sharing experiences resulting from participation in the project (for example through workshops);**
- n. **FPMT's manager should be based in Dhaka rather than Jakarta and should be full time through the end of the project.** USAID should determine in collaboration with the MOHFP and FPMT what increased capability is required in Bangladesh in (1) technical assistance to Upazilas in planning and management, (2) project monitoring (see i. above), and (3) NGO coordination with relation to UIP (see l. above). The question of how this can best be developed and maintained should also be explored -- bearing in mind that FPMT's contract with USAID terminates September 30, 1990.
- o. **USAID should emphasize to the MOHFP, FPMT and relevant NGOs that it considers NGO participation in UIP to be important; and**

p. FPMT headquarters should provide increased professional support to this project in the form of periodic strategic visits which focus on issues of project design, project implementation problems, and project achievements.

2.2.2 Changes in Selection Process

The changes recommended above all relate to technical modifications of the project. In addition, it is essential that the process of selecting and approving Upazila teams be dramatically improved if the project is to have the potential to effect change in Upazila FP programs.

Specifically, the MOHFP should select Upazila teams whose members have been in the Upazila for at least six months and it should secure all necessary approvals and authorizations promptly, not less than 45 days prior to scheduled departure for Indonesia, in accordance with the time frame set forth in the attachment to the PIL of April 27, 1988. If these conditions are not met, USAID should not approve the scheduled visit to Indonesia because a team knowledgeable about the Upazila would not in fact exist and therefore the recommended revised planning process would not be possible.

There currently is no provision in the attachment to the PIL regarding how long a UFPO and MO/MCH should have been in post in the participating Upazila. USAID should negotiate this issue with the MOHFP. Given the recent interest of President Ershad in the UIP, and the statements of the Director General and Joint Secretary regarding the need to improve the selection process, it is possible that significant improvement can be realized in this critical area.

2.2.3 Budget Implications

The changes recommended above in project design and implementation obviously have significant budgetary implications. These are difficult to anticipate in the absence of tentative agreement on the shape of the project from now through September 30, 1990 and from October 1, 1990 until the project terminates. If, however, as suggested in recommendation d above, 3 groups went to Indonesia each year rather than 4, a total of 11 more groups would go rather than the 14 currently planned. This would reduce the total number of project Upazilas from 72 to 64. If relevant costs were reduced proportionately in Bangladesh and Indonesia, there would be a minimum savings of roughly \$360,000. It is likely that four NGOs (The Pathfinder Fund, the Asia Foundation, the Family Planning Services and Training Center [FPSTC] and the Family Planning Association of Bangladesh [FPAB]) will provide support for four Upazilas each. If they provided three years of support for action plans for a total of 16 Upazilas, only 48 Upazila action plans would require funding from the project. The \$360,000 savings could provide more than three years of support for each Upazila at the currently approved annual amount of \$2,000.

2.2.4 Prospects for Acceptance of Recommendations

Most of the recommendations presented above have been discussed with the Director General and Joint Secretary of the MOHFP and have their support. Representatives of the four NGOs involved also agree with the proposed strategy. There are only three areas in which issues are not resolved with the GOB: the Director General is reluctant to involve NGOs in the project (for reasons which he did not make clear); there was no discussion of the location of the Project Director; and there was no discussion of "postponing" visits to Indonesia if the time frame was not followed. With respect to the NGOs, only FPAB would require additional funding to participate in UIP. FPAB reportedly is currently discussing with USAID proposed additional support, which could include funds to participate in UIP.

2.2.5 Local Funding

Upazila Chairmen and Upazila Parishads have two sources of funds that can be used at their discretion to support family planning activities. These sources are 1) locally raised revenues, for example, sales taxes, and 2) Annual Development Program (ADP) funds, which come from the Government of Bangladesh. ADP funds are usually allocated by the GOB in terms of percentages for broad development categories. Upazila authorities in turn make the decision as to how the funds will be used in the Upazila for activities that fall within the development category. Thus, the social development category, which includes education, health, social welfare and family planning, can be allocated up to seven percent of the annual ADP budget. Upazila authorities decide how much of the seven percent will be used for family planning. An important current exception to this policy is that flood affected areas of Bangladesh (some 80 percent of the country) are currently exempted from having to use any ADP funds for the social development category. In two flood affected Upazilas visited during field trips, local authorities had decided that all ADP funds would be used solely for infrastructure (roads, bridges) and for agricultural development. To enhance the likelihood of success of the UIP, the GOB should be encouraged to issue a directive stating that a specific minimum portion of ADP funds should be used to support family planning. The Director General is currently pressing for this kind of action.

2.2.6 Assessment and Evaluation

More effort should be made to track compliance with the stipulations that should govern project implementation, as follows:

- a. FPMT headquarters should provide increased professional support to this project in the form of periodic strategic assessments that focus on issues of project design and implementation and on project achievements.
- b. USAID should evaluate this project at least once every 18 months.

2.2.7 Follow-on Project

With respect to the issue of a possible follow-on project when the current one ends, the following characteristics are recommended:

- a. Before making an observation trip to Indonesia, Upazila teams should visit Upazilas whose family planning programs have profited from earlier project-supported team visits to Indonesia, and on the basis of these visits, should draw up action plans for their Upazilas;
- b. Action plans approved by the MOHFP and FPMT would be assured project (or NGO) funds for a minimum of three years, provided that contributions were forthcoming from the Upazilas; and
- c. Those Upazila teams that demonstrated the most effective plan implementation over the course of one or two years (according to criteria that would need to be developed) would be given the opportunity to observe the Indonesian FP program, including particularly how it is dealing with the issue of "sustainability."

This proposed project design has several advantages:

- a. It emphasizes learning from Bangladesh experience;

- b. It rewards good program performance and effective community mobilization;**
- c. It is less costly;**
- d. The teams that would go to Indonesia would be better prepared to learn from the Indonesian experience;**
- e. More of the project's resources would be spent in Bangladesh. The Director General and the Joint Secretary were very supportive of this project concept.**

3. Upazila and Participant Selection Criteria

3.1 Introduction

Five groups have gone to Indonesia, comprising 19 Upazila teams with a total of 106 participants. All trips have been reasonably on schedule. Groups normally have had district and central level participants, NGO participants or observers, and ad hoc UFPOs or MO/MCHs as well.

The MOHFP appears to have made selections for recent groups generally in accord with the attachment to the PIL, with the exception of Group 5, in which none of the UFPOs or MO/MCHs had previously been posted in the participating Upazilas. In this case, the team concept was not followed.

Selection of Upazilas appears to be reasonably in accord with the project agreement, (i.e., generally, they should be "high performing" with higher CPRs).

Recommendations

The MOHFP should select Upazila teams whose members have been in the Upazila for at least six months.

3.2 Questions from the Scope of Work⁵

1. The MOHFP has generally selected Upazilas based on the criteria cited in PIL 008. There are, however, several exceptions:
 - a. Because "high performing" Upazilas that are selected to participate frequently have UFPOs or MO/MCHs who have already been to Indonesia, these may be replaced by UFPOs and MO/MCHs from other Upazilas just prior to departure for Indonesia. These individuals obviously have no knowledge of the Upazila they represent and thus have difficulty formulating an action plan in Indonesia that would be relevant to its needs;
 - b. Although Upazilas have usually been selected according to CPR ranking, thus following the agreed upon criterion of "high performing Upazilas," the CPR data are considered to be generally unreliable. Furthermore, there is probably little relationship between CPR rating and interest or commitment to FP on the part of the Upazila Chairman, UPFO and MO/MCH;
 - c. The net result of the above two factors is that the selection process normally does not reward good performance nor does it necessarily incorporate existing Upazila teams. Instead, it is perceived by those who do not participate as being based on "having good connections" rather than merit. Given this reality, it would be best in one sense to redesign the project along the lines recommended for a possible second project (see paragraph 2.2.7 of the General Recommendations). Since this is probably not a feasible

⁵The paragraph numbering in Section 3.2, 4.2, 5.2 6.2 and 7.2 corresponds to the numbers of the questions in the Scope of Work, found in Appendix A.

suggestion, more practical changes have been proposed in paragraph 2 of the General Recommendations.

2. Only one low performing Upazila has participated in the project. For reasons cited above, there is probably no advantage in selecting Upazilas according to a range of performance levels, i.e., some with high performance and some with low.
3. and 4. The majority of teams consist of the persons agreed to in PIL 008. There have been some exceptions: Some community leaders in earlier groups were not from the participating Upazila; some teams have consisted of only three members; and as noted above, UFPOs and MO/MCHs have frequently been last-minute transfers to the participating Upazilas.
5. The MOHFP has appointed a central level person as a group leader for each group. This person represents the group in Indonesia in all dealings with the BKKBN and provides leadership and guidance to the group.
6. National level NGO representatives have served as observers of the program and as resource persons for the planning process. The relationship between NGO resource persons, and BKKBN resource persons, appears to need clarification.

Some linkages have been established between Upazilas and NGOs through this project. For example, Pathfinder has developed a project proposal to support the four Upazilas of Group 1 in action plan development and implementation and FPAB is exploring the possibility of support from USAID for the three Upazila teams of Group 5.

7. Groups have traveled to Indonesia relatively on schedule. Five groups had gone as of April 1989 comprising 19 Upazilas with a total of 106 participants (including district and central level persons).

4. Briefing and Debriefing Programs

4.1 Introduction

Briefings and debriefings have been quite useful. During debriefings, the MOHFP has approved action plans without delay and Upazilas have received initial funding promptly. Although some modifications have taken place on the basis of evaluations, further changes may be needed to make them more participatory.

Recommendation

The roles of the various participants in debriefings should be better defined, so these sessions may be more interactive.

4.2 Questions from the Scope of Work

1. and 2. The briefing program covers orientation to the Bangladesh FP program; Indonesian culture; administrative matters; the importance of team work; and the importance of developing an action plan. In some instances there has been a separate session for district and central level participants to emphasize their roles as advisors to the teams. Participants have ranked the briefings between "useful" and "very useful," but representatives of FPMT and Technical Assistance Inc. have noted that the sessions are dominated by the MOHFP officials and do not focus sufficiently on action plan development strategies.

The debriefing consists principally of presentation of Upazila action plans and reactions by the MOHFP staff, followed by plan revisions. Participants and observer comments, however, suggest that debriefing sessions could be made more productive if they were more interactive, if the MOHFP participants could be briefed beforehand as to their expected roles, and if teams had better knowledge of their Upazilas. The roles of the MOHFP officials in the briefings and debriefings are important, as these officials represent the Ministry and can articulate and explain Ministry policies.

3. There have been modest improvements in the briefing and debriefing curricula, based in part on participants' evaluations. The project has also been attempting to introduce some of the needed improvements identified in (1) and (2) above.
4. Upazilas have received the funds needed to begin plan implementation as planned during the debriefing sessions. This funding mechanism had not been established initially and therefore Group 2 received its funds late. Group 1 expects to have support from the Pathfinder Fund.
5. The MOHFP has routinely approved action plans during debriefing sessions.

5. Indonesia Travel and Observation

5.1 Introduction

Logistics have been handled well by FPMT and BKKBN. FPMT has worked under adverse conditions resulting from the MOHFP's delays in approving names, issuing General Orders, and so forth. BKKBN curriculum and field visits have been rated usually as "very useful" by participants. All activities have been regularly evaluated by BKKBN and the results provided to BKKBN trainers and resource persons. Changes that have been recommended with respect to the Indonesia segment include less detail on the Indonesian program structure at higher levels (perhaps omit province or regency) and clarification of the respective roles of BKKBN staff, the GOB district and central level participants, and NGO observers with respect to action plan development.

Recommendations

1. FPMT should take the leadership in clarifying with the GOB and BKKBN the issue of roles with relation to guidance on action plan development.
2. The MOHFP should secure all approvals and authorizations for Upazila team members promptly, not less than 45 days prior to scheduled departure for Indonesia, to enable teams to prepare for participation in the project.

5.2 Questions from the Scope of Work

1. Logistics have been handled by Technical Assistance Inc. in an extremely effective manner, particularly given the brief time usually available because of the GOB delays in approving names and issuing General Orders. The amount of time and energy devoted to logistics because of the MOHFP delays has meant that FPMT/Technical Assistance Inc. has inevitably had less time to devote to more technical and substantive project matters.
2. The GOB has been consistently far behind the schedule set forth in PIL 008. Perhaps because of President Ershad's current interest in UIP, Group 6 participants were approved 31 days prior to scheduled departure. The PIL, however, specifies 45 days.
3. USAID has approved participant lists promptly except in those cases in which proposed participants were not eligible under the terms of PIL 008.
4. FPMT and BKKBN have handled logistics in Indonesia very well. Participants have made various suggestions regarding logistics, some of which the project has been able to accommodate.
5. Speakers are typically heads of BKKBN bureaus or divisions concerned with the areas being covered in the orientation phase, e.g., program planning, reporting systems, etc.

Most participant evaluations found that such sessions were "very useful." Language has not been a major problem. BKKBN "translator-facilitators" are regular BKKBN program staff who accompany each group and who assist with, inter alia, translation from Bahasa Indonesian to English. In addition, there are two Bangladeshis resident

in Indonesia who translate from English to Bangla for the few persons in each group who do not have adequate knowledge of English.

Many of the IEC components of the BKKBN program are appropriate for, and would seem transferable to, the FP program in Bangladesh. Participants have an opportunity to observe all facets of the BKKBN program at the village (and other) levels, including face-to-face communication and meetings as well as service delivery. Action plans developed by Upazila teams usually reflect a number of aspects of the Indonesian program. (As observed in General Conclusion 2 (a), some plans appear to incorporate more activities observed in the BKKBN program than are likely to be achievable in the Upazila, given the resources available under the UIP.)

Field visits were highly relevant to preparation of action plans and plans typically reflect activities observed in the field. These include such initiatives as mapping of households, development of ELCO registers, recruitment and training of volunteers, health and nutrition demonstrations, family planning education for youth, growth monitoring, ORT, and immunization.

A special effort is made to show how the role of the Indonesia fieldworker (PLKB), who is roughly equivalent to the Bangladesh Family Welfare Assistant (FWA), has changed over time from making house-to-house visits to becoming a "manager" whose duties include motivating and supervising volunteers.

Action plans were developed by all Upazila teams during the Indonesia visit, with most of the planning done during a three day action plan development period at the end of the study tour.

6. The decentralized aspect of the Indonesian FP program is very well demonstrated through three full days of observation of activities at Kacamatan and village level in two different provinces of Indonesia. (An Indonesian Kacamatan is larger than a Bangladeshi Union but smaller than an Upazila.)

6. Implementation and Monitoring of Action Plans

6.1 Introduction

Some Upazilas are implementing their action plans according to schedule; others are doing little or nothing. Some have developed a team approach; others have not. FPMT has instituted a financial management system and has made monitoring visits, sometimes accompanied by the MOHFP, according to schedule. Sometimes, however, these visits have not identified key problem areas.

Recommendation

More in-depth monitoring of implementation plans and technical assistance for plan implementation, as required, should be provided. Project technical assistance and monitoring capability should be strengthened substantially (see General Recommendation i.).

6.2 Questions from the Scope of Work

1. and 2. All 19 Upazilas have developed action plans. The four Upazilas of Group 3 began to initiate their action plans between July and October of 1988. Group 2 Upazilas began in November 1988. Group 4 Upazilas began in April 1989. The implementation of Group 1's action plan has been delayed, pending resolution of various issues with The Pathfinder Fund, the NGO that is expected to provide support for plan development and implementation for the four Upazilas in that group.

Quality of plans varies significantly; the most frequent weakness seems to be an unrealistically ambitious set of proposed activities with limited understanding as to how they will be carried out.

Two field trips, one to a Group 3 Upazila and the other to a Group 2 Upazila, offered a contrasting picture. A field trip to Akhaura Upazila, a Group 3 Upazila which began plan implementation in July 1988, revealed substantial on-target progress in plan implementation. The major drawback in this Upazila was that its plan focuses only on two villages of the Upazila, containing an estimated combined population of 6,500 out of a total Upazila population of just over 100,000. The ratio of volunteers to ELCOs in these villages was reported as 1 to 30, compared to 1 to 1,000 in the Upazila at large. Volunteers have well-defined tasks and contraceptive prevalence is reported to be rising.

By contrast, the second Upazila, Goalandha, which was a participant in group 2, has made essentially no progress, although plan implementation officially began in November 1988. The program will depend on volunteers, but it appeared that their recruitment and training was not progressing as expected and that there was considerable disagreement as to what their role should be. In fact, the UFPO did not know the size of the target group (ELCOs) or the proposed volunteer to ELCO ratios. The Upazila action plan is quite ambitious, contemplating a wide range of improvements including better MCH facilities, 100 percent immunization of children, nutritional facilities for children and pregnant and lactating mothers, environmental health and sanitation, organization of youth, income generating activities for women, population education in primary and secondary schools and influencing religious leaders to create a favorable attitude toward FP. Given the difficulty being

experienced simply to put the implementing staff in place, it is highly unlikely that much progress on these many issues can be made.

Field visits to additional Upazilas would be necessary to determine the extent of implementation problems elsewhere. The two field visits were sufficient, however, to confirm the impression that the planning process must be radically revised (see General Recommendations above) if action plans are to be realistic and to have a chance of being implemented.

3. Funds have been made available at the debriefing sessions.
4. FPMT has instituted a system of financial management that appears to be working effectively. In addition, FPMT/Technical Assistance Inc. has developed a manual for those Upazilas that need assistance in fund management.
5. The Directorate has not instituted an independent monitoring mechanism but frequently participates in joint monitoring with FPMT/Technical Associates Inc. staff. Financial reports are submitted by Upazilas when they request their next installment of funds, rather than semi-annually, on the reasonable grounds that there is more likelihood that they will produce the required financial reports this way. Reports go to FPMT with copies to the Directorate. This system appears to be working well.
6. All action plans provide for an Upazila contribution of at least 10 percent and it would appear at this early stage of project implementation that this commitment is being met.
7. One staff member of the Project Development and Monitoring Cell of the Directorate has been formally assigned responsibility for monitoring this project. In practice, this individual has other responsibilities, with the result that only a portion of his time can be devoted to the project. This individual has accompanied FPMT/Technical Assistance Inc. on a number of monitoring visits.

FPMT/Technical Assistance Inc. has agreed to supply staff to the Cell to assist with implementation and monitoring of the project. One professional was recruited and began work in the Directorate recently but left within a month due to adverse working conditions. Another professional is being recruited. The project is also supplying a secretary to the cell.
8. Upazilas are visited by FPMT and/or the Directorate. The visits are reasonably on schedule. A simple monitoring form has been devised for use during monitoring assignments. The quality of monitoring and related reporting need substantial improvement, however. The problems identified in Goalandha, for example, should have been highlighted in reports on the two monitoring visits previous to the evaluation field trip.
9. It is difficult to assess whether Upazila level officials are working more closely with each other. Based on field visits, the impression is that in some cases cooperation has increased, whereas in others, it has not. In Akhaura, relationships are good, thanks in part to the strong interest on the part of the Upazila Chairman. In Goalandha, by contrast, the Chairman and UFPO have a very poor relationship and neither one is really involved in plan implementation.

10. **A representative of a national level NGO has accompanied each group to Indonesia. Having accompanied Group 1, The Pathfinder Fund has agreed to support this group. Pathfinder intends to institute a plan development process that is quite similar to that recommended in this evaluation (see paragraph 1 in this Section). The Director of Operations of FPAB was a member of Group 5, and FPAB is exploring the possibility of supporting the three action plans developed by Group 5 Upazilas.**

All four NGOs interviewed during this evaluation were very positive about participating in the UIP provided they were given the opportunity to participate in the earliest stages of the planning process and provided that the planning process was one that they felt developed local level commitment and understanding and thus had a good chance for success. All four NGOs were very positive about the planning process recommended in this evaluation. All four emphasized, in response to a specific question, that they were prepared to help strengthen Upazila FP program activities of the Government and that they would not attempt to use the UIP as a means to strengthen NGO projects. Thus, they are prepared to cooperate with FPMT in coordinating and monitoring mechanisms that should be established to ensure that UIP objectives are achieved and that information and experiences are shared.

11. **There does not seem to be any confusion about the respective roles of the GOB, FPMT, USAID and BKKBN. Each party seems to be carrying out its assigned responsibilities. There have, of course, been problems in implementation, but these are not a result of confusion regarding roles.**

7. Budget and Technical Assistance Needs

7.1 Introduction

Additional funding is not likely to be required, either through September 30, 1990 or through termination of the project if changes recommended earlier above are adopted. FPMT reports on the project have been substantial and on time, apart from some delay in financial reporting, which has now been corrected. The additional technical assistance from FPMT/Technical Assistance Inc. called for in the section above (Implementation and Monitoring of Action Plans) will require greatly increased management capability.

Recommendation

1. To manage this potentially very important project, the Project Manager should be based full time in Dhaka and FPMT/Technical Assistance Inc. should have additional professional staff.
2. FPMT headquarters should provide increased professional support to this project in the form of periodic strategic visits which focus on issues of project design, project implementation problems, and project achievements.

7.2 Questions from the Scope of Work

1. The expenditure rate is within the approved budget. The budget should be revised for the period through September 30, 1990 in negotiations with FPMT to reflect recommended changes in project design and to address the major implementation issues identified in the General Recommendations section of this report. The budget for the period October 1, 1990 through the end of the UIP should be revised to take account of the recommendations of this evaluation.

Specifically, the revised budget should ensure full-time project management based in Bangladesh for the full duration of the project (currently not provided for); three-year funding for all (48) Upazila action plans, assuming that NGOs will support approximately 16 out of their own resources; expanded technical support for action plan formulation and implementation, and for monitoring; and adequate support for activities in Bangladesh designed to encourage exchange of experience resulting from this project.

Although it is difficult to prove without detailed rebudgeting, there appear to be sufficient funds available to achieve the above objectives, since they will involve some reduced costs. For example, if the project management structure is modified promptly, project management costs in Indonesia will drop as they are increased in Bangladesh. Also, if the number of groups is reduced from 4 to 3 (as recommended in General Recommendation d), costs will be sharply reduced (see paragraph 2.2.3).

There is substantial justification for moving the Project Director from Indonesia to Bangladesh. The Indonesian portion of the project is now functioning very well, in part because of the excellent support which the Project Manager has given to the project and to BKKBN; in part because of the capability of BKKBN; and in part because the project has now had the experience of organizing and carrying out

programs for five groups of Bangladeshis. The major problems facing the project now are in Bangladesh, and this is where management attention should be focused.

Further, when BKKBN's international training center begins functioning in July of this year, it will assume much of the responsibility for organizing the training of the Bangladeshis that has previously fallen on the UIP Project Manager. Therefore, it will no longer be necessary for him to accompany all future groups of Upazila teams during their Indonesian visits.

2. The participation of FPMT, aside from the Jakarta-based Project Manager, has been minimal. Other than its participation in the one design team mission, headquarters has provided little on-site monitoring, evaluation, or guidance for the project. For all practical purposes, the Project Manager has been working on his own insofar as the substantive aspects of the project are concerned. Given the size of the project in dollar terms, and its complexity, the headquarters professional support role has clearly been inadequate. Other issues of technical assistance provided by FPMT have been largely covered above.

There is no evidence to suggest that the GOB is providing technical assistance to Upazilas apart from that provided at the debriefing sessions. The project should rely principally on FPMT/Technical Assistance Inc. for technical assistance through September 30, 1990 and a comparable capability should be assured thereafter.

8. Other

FPMT is reporting to USAID as required per PIO/T 388-0071-70063. In addition to detailed narrative and financial reports on a quarterly and annual basis from the Project Manager, there are detailed, evaluative reports from BKKBN for each of the groups of Upazila teams. This substantial reporting has been used to modify and improve various aspects of the project.

Appendices

Appendix A
Scope of Work

Appendix A

Scope of Work

Family Planning and Health Services Project Upazila Initiative Subproject Evaluation Statement of Work

I. INTRODUCTION

As part of the Family Planning and Health Services Project (FPHSP) USAID has been supporting the Bangladesh Government's (BDG) efforts to decentralize family planning (FP) services in a number of ways. The goal of the Upazila Initiative component of the FPHS is to support improved access to decentralized FP services and information at the Upazila level by improving the knowledge and a skills of elected and appointed Upazila officials and community leaders. Achievement of the goal will be demonstrated to the increased numbers of FP projects and activities promoted by Upazila-level officials, Upazila parishads and Upazila FP Committees. Upazila officials who have participated in the program are expected to work more closely together after participation in the program.

The objectives of the project (which will contribute to achievement of the goal) are:

1. to bring together Upazila government and community leaders into teams to support FP activities;
2. to assist each team to analytically observe innovative local initiatives in the Indonesia FP program;
3. to assist each team to supplement existing FP activities by developing and implementing an innovative FP program within its own Upazila.

Approximately 76 Upazilas (or one-sixth of all Upazilas in Bangladesh) will participate in this five year program with approximately four persons from each of the 76 Upazilas participating in observation tours of Indonesia. Each group includes up to four district level representatives and up to four central level persons for a total of 24 persons per group. Approximately 19 groups will be sent on tours over a five year period, and about 460 persons will be trained. One action plan per participating Upazila will be designed. Those receiving BDG-USAID approval will be implemented (about 75% of these will be implemented). Also, the BDG will develop an effective follow up and monitoring mechanism for this project's activities by the end of year one.

USAID is implementing the first three years of the project via a \$2.897 million "buy in" to the AID Office of Population centrally-funded Family Planning Management Training (FPMT) project, contracted to Management Services for Health (MSH). Under both the Family Planning Services (0050) and FPHS projects, a total of \$4.37 million is available for the entire five year activity.

The subproject document (Attachment 2, PIL 008, Annex A) requires that a mid-term evaluation be carried out at the end of 18 months of project activities (April 1989). Another evaluation will be conducted at the end of the FPMT buy-in period. MSH's contract to implement FPMT activities has a PACD of 9/30/90.

II. PURPOSE OF THE EVALUATION

The purpose of the evaluation will be to provide information to the Office of Population and Health to enable it to decide whether or not the Upazila Initiative Project should continue as currently designed, and what changes, if any, should be made to the project. In order to achieve this purpose, the evaluation will assess progress to date in achieving stated project objectives; assess the methodology of the Upazila Initiative subproject implementation; and make judgements as to the effectiveness of the follow-up activities in Bangladesh. It will focus more on the project objectives, short-term achievements, and the basic progress of the program.

The scope of work for the evaluation consultant is further explained in section IV.

III. BACKGROUND

Under both the Family Planning Services Project (FPSP) and the FPHSP a major priority of USAID's support to the Bangladesh Government (BDG) family Planning program is to increase information on and availability of FP services at the Upazila level. In order to implement this goal, between 1980 and 1982, about 300 Thana Health and FP Officials visited Indonesia to study the innovative and successful community level FP program in that country. This program ended prematurely because of political events in Bangladesh. In 1987, another design team consisting of USAID, BDG, Pathfinder Fund, and FPMT officials visited Indonesia and developed a design plan for a new observation program which was approved in May 1987.

The first design plan recommended that five-person teams from each of 76 Upazilas consisting of the elected Upazila Chairman (UZCH), Upazila Family Planning Officer (UFPO), Medical Officer/MCH (MO/MCH), Upazila Health and Family Planning Officer (UHFPO) and an Upazila community or religious leader or a local NGO representative.

Four to six groups would travel to Indonesia per year and FPMT would enter into a subproject agreement with BKKBN to prepare the Indonesia program for the Bangladesh participants. Each Upazila team would prepare an action plan based on its observations of the Indonesia program, and each action plan would be reviewed by the BDG and USAID and funded and monitored by a national-level NGO or through another mechanism. The first group of four Upazilas returned from Indonesia on October 31, 1987. The second group returned on February 29, 1988. (See attachment 1, original design document).

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In February-March 1988, it was decided that further clarification of the original design document was needed, and USAID, FPMT and BDG Officials subsequently revised that document (which became the "project description" or Annex A to PIL 008 and the statement of work for another buy-in PIO/T and contract amendment to the MSH FPMT contract). This document (a) established more specific selection criteria and procedures for Upazila participants, national representatives of the BDG and national NGO and USAID observers; (b) spelled out the content of the briefing and debriefing programs; (c) further explained the action plan implementation, monitoring and funding mechanism. Importantly, FPMT was now given the responsibility of providing the actual funds for the first 18 months of the action plan implementation via direct grants to the Upazilas. Funding after that period was to be picked up by some other entity.

By January 1989, a total of four groups had traveled to Indonesia, action plans for many Upazilas were being implemented, and a number of FPMT/USAID/BDG monitoring visits had taken place.

A special VIP tour had also been supported by the subproject.

Of special importance is timely implementation of the activities described in the project implementation plan, since the effects of the project will be enhanced if maximum numbers of people are sent for training, and more action plans are developed.

IV. SCOPE OF WORK FOR EVALUATION

G. General Recommendations

1. Are the assumptions of the project still valid, i.e. that increased participation of elected and appointed officials at the Upazila level will promote and appoint decentralization of FP?
2. Is the project design still linked to support of the the decentralization concept (as stated in the FPMS Project Paper)?
4. Is the implementation plan still reasonable or does it have to be adjusted?
5. Findings, conclusions and recommendations for action.

A. Upazila and participant selection criteria.

1. Has the MOHFP selected Upazilas for the program based on the criteria cited in PIL 008 (page 6, Annex A)?
2. Are both high and low-performing Upazilas participating?
3. Do teams consist of the persons agreed to in PIL 008 (i.e. UZCH, UFPO, MO/MCH or MO/MCWC/MOCC, community leader)?
4. Do Upazila teams consist of at least four participants? From that Upazila?
5. Has the MOHFP appointed a central level person as a group leader for each group? What has been his/her role?
6. What has the role of national - level NGO representative been, and have any linkages been established between these NGOs and Upazilas through this project?
7. According to the schedule and implementation plan of PIL 008, Annexes A and B:

Have groups traveled according to the latest FPMT schedule;

- How many groups have traveled to Indonesia, and how many Upazilas have participated?

- How many participants have been supported for travel?

B. Briefing and Debriefing Programs

1. What is the overall content of the briefing and debriefing programs? Do participants find them useful?
2. What are the roles of the BDG representatives during the briefing (and debriefing)? Are they important to the program and in what ways?
3. Has the curriculum for briefing/debriefing been changed in any way during the first 18 months of this project?
4. Have Upazilas received their funds as planned during the debriefing sessions?
5. Has the BDG approved action plans routinely during debriefing sessions?

C. Indonesia Travel and Observation

1. Have logistics (travel, per diem payments, visas) been handled in a timely manner by FPMT ?
2. Has the BDG provided Government Orders and other appropriate clearances or documents according to schedule, as illustrated in PIL 008 (Annex A page 10, ("implementation plan"))?
3. Has USAID approved participant lists as scheduled?
4. How have FPMT, BKKBN handled logistics in Indonesia (do participants have any suggestions for improvements)?
5. Assessment of the BKKBN curriculum for both classroom and field visits:
 - Who are speakers or lecturers, and what are participants' opinion of them?
 - Has language presented any difficulty, i.e. translation from Bahasa into Bangla or English? Have translators been provided?
 - Are IEC activities appropriate and transferable? Do action plans reflect aspects of the Indonesia program?
 - Were field visits relevant to preparation of actions or what plans?
 - Were are action plans developed and refined during this process?
6. Is the decentralized aspect of the Indonesia ?? program demonstrated adequately?



D. Monitoring and Implementation of Action Plans

1. Has each Upazila developed an action plan?
2. What stage are the action plans in? Any particular problems?
3. Have funds been made available at the debriefing sessions?
4. Has FPMT instituted a system of financial management?
5. Has the Directorate of FP instituted a monitoring mechanism and are financial reports being received semi-annually? If not, why not?
6. Are Upazilas contributing 10% of the budget in cash from local sources?
7. Have specific staff been designated by the Directorate of FP to monitor action plan implementation, with the assistance of FPMT?
8. Has each Upazila been visited every three months for the first nine months by an FPMT or Directorate of FP representative?
9. Are Upazila level officials (i.e. team members) working more closely with each other (e.g. are more meetings being held, etc). How involved is the Upazila Chairman and other elected/appointed officials with the implementation of the plan.
10. The role of national-level NGOs:
 - Have representatives accompanied each group?
 - Have any action plans been picked up by the NGOs?
 - General opinion by NGOs of future role.
11. Roles and responsibilities of BDG, FPMT, USAID and BKKBN. Consultant to review relevant part of PIL 008 SOW and assess.

E. Budget and Future Technical Assistance Needs

1. From FPMT and USAID sources, assess the expenditure rate, and make recommendations as to future needs for funding (if any) through the FPMT PACD of 9/30/90.
2. Is the level of technical assistance provided by FPMT, i.e. through the local office and TA visits by the Technical Advisor and Project Director enough, too little, etc. Is the BDG providing any TA to Upazilas?

Other

1. Is FPMT reporting as required to USAID (per requirements in PIO/T 388-0071-70063).

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Appendix B

List of Persons Contacted

Appendix B

List of Persons Contacted

Mr. Taslimur Rahman	Joint Secretary, MOHFP
Mr. Shafiur Rahman	Director General, MOHFP
Mr. Quasem Bhuyan	USAID
Mr. G. Cook	USAID
Ms. S. Epstein	USAID
Mr. L. Gomes	USAID
Mr. Maniruzzaman	USAID
Ms. Dana Vogel	USAID
Dr. Donald S. Chauls	FPMT
Mr. A. Sayeed,	FPMT/Technical Assistance, Inc.
Dr. M. Alauddin,	The Pathfinder Fund
Mr. Mizanur Rahman	FPAB
Mr. Abdur Rouf	FPSTC
Ms. Claudia Ford	The Asia Foundation
Mr. Geoff Taylor	The Asia Foundation
Dr. Mike Koenig	Population Council (by telephone)
Ms. Susan Davis	Ford Foundation (by telephone)
Individuals in Akhaura, Goalanda and Rajbari, Upazilas	

Appendix C

Bibliography

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Appendix C

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Documents and reports reviewed during the evaluation.

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