

# A.I.D. EVALUATION SUMMARY - PART I

PD-ARB-594  
67801

1. BEFORE FILING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.  
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

## IDENTIFICATION DATA

<b>A. Reporting A.I.D. Unit:</b> Mission or AID/W Office (ESA _____) <u>S&amp;T/POP/FPSD</u>	<b>B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan?</b> Yes <input checked="" type="checkbox"/> Skipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY <u>89Q</u>	<b>C. Evaluation Timing</b> Interim <input checked="" type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>
---	--	--

**D. Activity or Activities Evaluated** (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluator report.)

Project No.	Project / Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
936-3042	The Pathfinder Fund		12/31/92	60000000	51855192

## ACTIONS

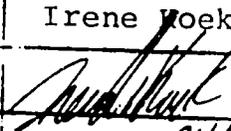
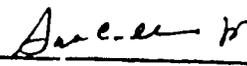
Action(s) Required	Name of Officer Responsible for Action	Date Action to be Completed
1. Clarify objectives and priorities for remainder of project - Pathfinder, AID/W,	Gary Leinen	2/90
2. Action Plan for the Pathfinder Reorganization Pathfinder 3/90		
3. Preliminary Proposal for a follow-on Cooperative Agreement -Pathfinder 5/90		
4. Final Proposal submitted to A.I.D./W Pathfinder 10/90		

(Attach extra sheets if necessary)

## APPROVALS

**F. Date Of Mission Or AID/W Office Review Of Evaluation:** \_\_\_\_\_ (Month) \_\_\_\_\_ (Day) \_\_\_\_\_ (Year)  
 December 1989

**G. Approvals of Evaluation Summary And Action Decisions:**

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
	Gary Leinen		Irene Koek	Duff Gillespie
Signature				
Date	15 May, 1990		21 May 90	24 May 90

**ABSTRACT**

**H. Evaluation Abstract (Do not exceed the space provided)**

The Pathfinder Fund is a private, international non-profit organization established in 1957. A.I.D. Bureau for Science and Technology, Office of Population (S&T/POP) has been funding a cooperative agreement with Pathfinder since 1967. The purpose of the project is to introduce voluntary family planning services, information, and training in developing countries and to make existing family planning service systems more effective in both public and private sectors.

Pathfinder is in the last year of a five-year \$60,000,000 cooperative agreement. An external management review was conducted in July 1989, by Coopers & Lybrand. The purposes of the review were to: 1) to analyze Pathfinder's changing external environment in terms of funding patterns, competition, political factors, and technical developments in the field, and use this analysis along with an internal organizational assessment in order to best position Pathfinder for the future, 2) to assess Pathfinder's current strengths and weaknesses, as well as its constraints and opportunities, for internal planning use, and 3) to respond to the USAID's desire for a program review and collect the information necessary to evaluate Pathfinder's effectiveness given USAID's objectives.

The management review concluded that while Pathfinder's objective has remained clear over the years, the organization (and by implication, its purpose) is currently suffering from a lack of consensus concerning strategic direction, an inappropriate organization structure, and a strategic planning process which has been repeatedly disrupted by exogenous, often political, factors. This has resulted in weak internal management, disillusioned staff both at headquarters and in the field, a jeopardized relationship with A.I.D., and in some instances, compromised program performance.

The audit recommended that Pathfinder reexamine its organizational structure; strengthen its relationship with A.I.D.; improve internal management field support systems; and diversify its revenue base.

**COSTS**

**I. Evaluation Costs**

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
Daphne Kempner	Coopers and Lybrand			Non-A.I.D. Monies
Sean Rush	Coopers and Lybrand			
2. Mission/Office Professional Staff Person-Days (Estimate) _____		3. Borrower/Grantee Professional Staff Person-Days (Estimate) _____		

2

## A.I.D. EVALUATION SUMMARY - PART II

### SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:

Date This Summary Prepared:

Title And Date Of Full Evaluation Report:

In the current environment of growing fiscal constraints, the Office of Population is requiring greater accountability, cost-effectiveness, and sustainability of the programs it supports. In short, the Office is looking for greater impact from its scarcer resources. As one of USAID's principal cooperating agencies, Pathfinder faces a new challenge of changing its approach to achieve the mission that has evolved over time.

With a greater number of organizations active in population and family planning and an ever increasing competition for funds, it is more important than ever before for Pathfinder to substantiate its positions as a broad based family planning service delivery organization in A.I.D.'s portfolio.

#### Purpose and Methodology of Evaluation

The purpose of the review by Coopers and Lybrand was: a) to analyze the changing external environment in terms of funding patterns, competition, political factors, and technical developments in the field and use this analysis along with an internal organizational assessment in order to best position Pathfinder for the future; b) to assess Pathfinder's current strengths and weaknesses, as well as its constraints and opportunities, for internal planning use; and c) to respond to the A.I.D.'s desire for a program review and collect the information necessary to evaluate Pathfinder's effectiveness given A.I.D.'s objectives. The methodology consisted of briefings, document review, visits to four field sites in Africa, interviews with staff from A.I.D., Pathfinder's headquarters and international staff.

#### Findings and Conclusions

There were a number of criteria essential to the successful governance and operation of an organization like Pathfinder which were used to evaluate its programs and activities. The criteria included a clearly defined and communicated mission and strategic direction, strong internal management, effective service delivery, a diversified funding base, and solid working relationship with A.I.D. The evaluation confirmed that the project mission is clear, but pointed to areas where refinement is necessary to improve program outcomes. Pathfinder is currently suffering from a lack of consensus concerning strategic direction, an inappropriate organization structure, and a strategic planning process which has been repeatedly disrupted by exogenous, often political, factors. This has resulted in weak internal management, disillusioned staff both at headquarters and in the field, a jeopardized relationship with A.I.D., and in some instances, compromised performance.

Principal Recommendations

Pathfinder has developed a world-wide reputation for its pivotal role in international family planning and has experienced a doubling in size during the past four years. However, despite this growth in both stature and size, its management, organization on planning systems have not kept pace. In short, there is a fundamental gap between Pathfinder's programmatic initiatives and its underlying management infrastructure which is causing many of the current problems.

The audit recommended that Pathfinder:

1. Reexamin its organizational structure, the role and optimal composition.
2. Strengthen its relationship with A.I.D. by improving responsiveness and clearer communication.
3. Improve internal management, integrated technical and financial support of field programs; upgrade headquarters systems; and improve strategic planning with field staff involvement.
4. Pursue both domestic and international funds to diversify its revenue base.

**ATTACHMENTS**

**K. Attachments** (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation. If referent to the evaluation report.)

"The Pathfinder Fund, Organization and Management Review, Final Report  
January 5, 1990"

**COMMENTS**

**L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report**