

PID-ABC-196

67473

Project Completion Report

POPULATION PLANNING II PROJECT

AID Project No. 493-0325

**USAID/Thailand
Bangkok, Thailand**

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I. Executive Summary:

After the Second World War, Thailand began to experience population growth more rapid than ever before. Before 1970, Thailand's annual rate of population increase was estimated to be around 3.3 percent, one of the highest rates in the world. In order to resolve the issues, the Thai government announced its policy to support voluntary family planning in March, 1970. The Thai National Family Planning Program was established in the third National Social and Economic Development Plan which began in 1972. Due to the effort of the National Family Planning Program, the knowledge of contraceptive methods increased from approximately 53% of currently married women of reproductive ages in 1969 to 99.6 percent in 1987. The contraceptive prevalence rate rose from 15 percent in 1969 to approximately 68% in 1987. The overall population growth rate has been halved since the 1970 period from 3.3% to approximately 1.4% at present. The success of the National Family Planning Program was made possible by the financial support from several donor organizations as well as the commitment of the Royal Thai Government. This report covers the impact of the financial support provided from the United States Agency for International Development (A.I.D.).

The Population Planning II project was a 7 year effort to assist the Royal Thai Government to maintain, extend, and strengthen family planning information and services nationwide. Particular emphasis during the implementation of the project was on the delivery of services at the sub-district level and under-performing provinces. USAID funds were also concentrated upon the "hard to reach" clients - the hilltribe ethnic minorities in particular.

The Population Planning II project completion report was developed in conjunction with a report on "How Thailand's Family Planning Program Reached Replacement Level Fertility: Lessons Learned" conducted by Dual/POPTech during the period July, 1989 to November, 1990. The report describes the country setting, provides a demographic synopsis, presents lessons learned and describes the shortcomings of the project. Additionally, related highlights of the study entitled "The Impact and Sustainability of USAID Assisted Health Activities in Thailand, 1951-1989" are included in this project completion report. As required, a Summary Financial Statement has been prepared as well as a discussion of the conditions precedent and covenants of the project agreement, both loan and grant. A comprehensive bibliography has been developed as part of the project completion report to guide interested readers to additional sources of information on the impact of the Population Planning II Project.

11. Glossary

A.I.D.	U.S. Agency for International Development
AMW	Auxiliary midwife
ASIN	Association for Strengthening Information on the National Family Planning Program
CBD	Community-based distribution
CBFPS	Community-Based Family Planning Services Project
ESCAP	Economic and Social Commission for Asia and the Pacific
FHD	Family Health Division
GNP	Gross national product
IEC	Information, education and communication
IPPF	International Planned Parenthood Federation
IUD	Intrauterine device
JICA	Japan International Cooperation Agency
LS (1 and 2)	Longitudinal Study of Social, Economic and Demographic Change (rounds 1 and 2, conducted by the Institute for Population Studies)
MCH	Maternal and child health
MIS	Management information system
MOPH	Ministry of Public Health
MWRA	Married women of reproductive age
NESDB	National Economic and Social Development Board
NFPP	National Family Planning Program
NGO	Non-governmental organization

NORPLANT	A method of contraception which releases the synthetic hormone levonorgestrel through capsules inserted beneath the skin of the upper arm
NSO	National Statistical Office
PDA	Population and Community Development Association
PPAT	Planned Parenthood Association of Thailand
RE	Research and Evaluation (unit)
SOFT	Survey of Fertility in Thailand
SPC (1, 2, and 3)	Survey of Population Change (rounds 1, 2, and 3, conducted by the National Statistical Office)
STD	Sexually transmitted disease
TAVS	Thailand Association for Voluntary Sterilization
TDHS	Thailand Demographic and Health Survey
TFR	Total fertility rate
TFRA	Thailand Fertility Research Association
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	U. S. Agency for International Development (mission)
VSC	Voluntary surgical contraception

IV. Review of Conditions and Project Covenants

The following conditions and covenants were part of the Population II project.

Article 4: Conditions Precedent to Disbursement Under the Grant

SECTION 4.1. First Disbursement

Prior to the first disbursement under the Grant, excepting for disbursements under Section 4.3, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, the Grantee will, except as the Parties may otherwise agree in writing, furnish to A.I.D. in form and substance satisfactory to A.I.D.:

- (a) a statement of the name of the person holding or acting in the office of the Grantee specified in Section 8.2, and of any additional representatives, together with a specimen signature of each person specified in such statement;
- (b) time-phased action plans and detailed budgets for each Grant-financed element of the Project described in Annex A, excepting such plans and budgets as provided for in Section 4.3 of this Agreement;
- (c) a statement designating the individual within the Family Health Division of the Ministry of Public Health assigned overall responsibility for commodity management; and
- (d) evidence that an associated Loan Agreement has been executed by the parties.

The condition precedent to the first disbursement was met on November 26, 1982 without problem or delay.

SECTION 4.2 Disbursement for Research and Evaluation

Prior to disbursing funds under the Grant for research and evaluation studies, or the issuance by A.I.D. of documentation pursuant to which disbursement will be made, the Grantee will, except as the Parties may otherwise agree in writing, furnish in form and substance satisfactory to A.I.D. evidence that a working group or committee, composed of representatives of the Family Health Division, Department of Technical and Economic Cooperation, provincial administrators, the research community, and donors to the National Family Planning Program, has been established and is identifying priority research and evaluation topics.

This condition precedent was met on November 26, 1982.

SECTION 4.3 Disbursement for Community-Based Family Planning Activities

Prior to disbursing funds under the grant for the Family Planning Health and Hygiene Activity and the Community-Based Voluntary Surgical Contraception Activity, of the Population and Community Development Association, or to the issuance by A.I.D. of documentation pursuant to disbursement will be made, the Grantee will, except as the Parties herwise agree in writing, furnish in form and substance satisfactory to A.I.D.:

- (a) a time-phased action plan, and
- (b) a detailed budget.

This Condition Precedent (CP) was met on August 29, 1983. The RTG and the Mission faced no particular problems meeting this CP. The "delay" in satisfying the CP was not an impediment to project implementation. The sub-grantee, the Population and Community Development Association (PDA) had previously secured funding from AID/Washington for the first year's activities. The PDA submitted the necessary time-table and detailed budget for its activities when they needed to use bi-lateral project funds under the Population II grant.

Article 5: Special Covenants Common to Grant and Loan Funds

SECTION 5.1 Project Evaluation.

The Parties agree to establish an evaluation program as part of the Project. Except as the Parties otherwise agree in writing, the program will include during the implementation of the Project and at one or more points thereafter:

- (a) evaluation of progress toward attainment of the objectives of the Project;
- (b) identification and evaluation of problem areas or constraints which may inhibit such attainment;
- (c) assessment of how such information may be used to help overcome such problems; and
- (d) evaluation, to the degree feasible, of the overall development impact of the Project.

This program will be developed within the first six months of the Project.

An evaluation program was jointly developed and two evaluations were eventually conducted. The first, a mid-term evaluation, was conducted by a joint U.S./Thai team. The report was submitted to the Mission on August 3, 1984. All agreed upon recommendations were acted upon. The final evaluation was submitted in June, 1990.

SECTION 5.2 Abortion-Related Activities.

None of the funds made available under this Agreement shall be used for any of the following family planning activities:

- (a) procurement or distribution of equipment provided for the purpose of inducing abortion as a method of family planning;
- (b) information, education, training or communication programs that seek to promote abortion as a method of family planning;
- (c) payments to women to have abortions as a method of family planning; or
- (d) payments to persons to perform abortions or to solicit persons to undergo abortions.

The terms of this covenant were strictly adhered to throughout the project.

SECTION 5.3 Voluntary Participation.

The Grantee shall take appropriate steps to ensure that:

- (a) none of the funds made available hereunder are used to motivate or coerce any individual to practice methods of family planning which are inconsistent with such individual's moral, philosophical, or religious beliefs; and
- (b) the Project is conducted in such a manner as to safeguard the rights, welfare and health of all individuals who take part in the program.

The conditions imposed in sections 5.2 and 5.3 are also included as Sections 6.1 and 6.2 of the loan agreement. As mentioned above, the RTG complied in full with the letter and spirit of the conditions, covenants and warranties of these sections of the project agreement.

Article 5: Conditions Precedent to Disbursement of Loan Funds

SECTION 5.1 First Disbursement

Prior to the first disbursement under the Loan, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, the Government will, except as the Parties may otherwise agree in writing, furnish to A.I.D. in form and substance satisfactory to A.I.D.

- (a) An opinion of counsel acceptable to A.I.D. that this Agreement has been duly authorized and/or ratified by, and executed on behalf of, the Government, and that it constitutes a valid and legally binding obligation of the Government in accordance with all of its terms;
- (b) Evidence that an associated Grant Agreement has been executed by the parties; and
- (c) A statement of the name of the person holding or acting in the office of the Government specified in Section 9.2, and of any additional representatives, together with a specimen signature of each person specified in such statement; and
- (d) Time-phased action plans and detailed budgets for each Loan financed element of the Project described in Annex I of this Agreement.

This CP was met on October 12, 1982 without problem or undue delay.

SECTION 5.2 Conditions Precedent to Disbursement for IUD Training

Prior to the disbursement under the Loan, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, for IUD training, the Government will, except as the Parties may otherwise agree in writing, furnish to A.I.D. in form and substance satisfactory to A.I.D., evidence that steps have been taken to ensure that those persons successfully completing their respective training programs will be permitted to employ these skills at their respective health facilities.

This CP was met on October 12, 1982 without problem or undue delay.

Article 6: Special Covenants

SECTION 6.1 Abortion-Related Activities

None of the funds made available under this Agreement shall be used for any of the following family planning activities.

- (a) Procurement or distribution of equipment provided for the purpose of inducing abortion as a method of family planning.

SECTION 6.2 Voluntary Participation

The Government shall take appropriate steps to ensure that:

- (a) None of the funds made available hereunder are used to motivate or coerce any individual to practise methods of family planning which are inconsistent with such individual's moral, philosophical, or religious beliefs; and
- (b) The Project is conducted in a manner which safe-guards the rights, health and welfare of all individuals who take part in the program.

See comments on Section 5.2 and 5.3 of the grant conditions and warranties.

SECTION 6.3 Commodity Procurement

The Government agrees that AID will act as the procurement agent for the following items to be purchased under the Loan, unless otherwise agreed by the Parties in writing:

- (a) oral contraceptives;
- (b) condoms; and
- (c) complete medical kits

The Government agrees to procure or arrange to be procured those medical instruments or equipment, to be purchased under the Loan, that are not part of complete kits, unless otherwise agreed by the Parties in writing.

There were no problems faced in meeting this section of the loan agreement. Procurement was carried out without unusual delays or impediments to project implementation.

SECTION 6.4 Maintenance of Oral Contraceptive Supplies

If the Government elects not to use all or part of any loan funds which otherwise would have been provided under this Project for the procurement of oral contraceptives, the Government will provide whatever additional resources are required to ensure that adequate levels of oral contraceptives are maintained throughout the life of the Project. Pursuant to recently modified NFPP commodity management guidelines, the Government will make best efforts to maintain an 18-months supply of oral contraceptives in-country at all times. In order to avoid the possibility of stock-outs, particularly at peripheral service outlets, the Government assures that the level of oral contraceptive stocks will under no circumstances fall below 12-months supply.

SECTION 6.5 Taxation

- (a) This Agreement and the Loan will be free from, and the Principal and interest will be paid free from, any taxation or fees imposed under laws in effect in Thailand.
- (b) To the extent that (1) any contractor, including any consulting firm, any personnel of such contractor financed under the Loan, and any property or transaction relating to such contracts and (2) any commodity procurement transaction financed under the Loan, are not exempt from identifiable taxes, tariffs duties or other levies imposed under laws in effect in Thailand, the Government will pay or reimburse the same with funds other than those provided under the Loan.
- (c) Details of arrangements implementing subsection (b) may be more specifically provided in Project Implementation Letters.

All conditions precedent were met and covenants adhered to by the RTG and USAID. No unusual obstacles were faced in satisfying the numerous conditions detailed in the project loan and grant agreement.

V. Summary Financial Statement

Grant and Loan Funds

For the period of 6/02/82 - 9/30/90

Project Element	Obligations	Commitments	Actual Expenditures
<u>Grant</u>			
1. Contraceptives/Commodities	561,434	561,434	561,434
2. Mobile Units/Int Family PIng	3,360,307	3,311,377	3,311,377
3. Family PIng Hlth & Hygiene	356,984	356,984	356,984
4. Community Based SDC	889,207	864,317	864,317
5. Provincial Level MOI Promotion	219,928	219,928	219,928
6. Commodities Management	24,162	24,162	24,162
7. Management Information	107,229	90,756	90,756
8. Program Research	485,701	465,555	465,555
9. Proj. Eval. Monitoring	314,878	293,754	293,754
10. VSC & IUD Audit	21,736	21,487	21,487
11. IUD Training	9,640	2,156	2,156
12. Training	388,739	349,986	349,986
13. Hilltribes Family PIng	1,124,479	1,065,333	1,065,333
14. Contingency	<u>0</u>	<u>0</u>	<u>0</u>
Total Grant	7,864,424 -----	7,627,229 -----	7,627,229 -----
<u>Loan</u>			
1. Contraceptives/Commodities	1,211,720	1,211,720	1,211,720
2. Medical Kits	1,612,225	1,612,225	1,612,225
3. Institutional Support	3,506,912	3,506,912	3,506,912
4. IUD Training	1,947,825	1,643,761	1,643,761
5. Sterilization Training	241,331	181,203	181,203
6. F.P. & Occupat Hlth In Factorles	<u>998,020</u>	<u>526,884</u>	<u>526,884</u>
Total Loan	9,518,033 -----	8,682,705 -----	8,682,705 -----

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