

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT DATA SHEET**

1. TRANSACTION CODE **PD-130-987** Amendment Number  
 A = Add  
 C = Change  
 D = Delete

DOCUMENT CODE **3**

2. COUNTRY/ENTITY **WORLDWIDE**

3. PROJECT NUMBER **936-3062** *ISA 76597*

4. BUREAU/OFFICE **R&D/POP**

5. PROJECT TITLE (maximum 40 characters)  
**Family Planning Services; Pathfinder Int**

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)  
 MM DD YY  
**09 30 98**

7. ESTIMATE DATE OF OBLIGATION (Under "B" below, enter 1, 2, 3, or 4)  
 A. Initial FY **92** B. Quarter **3** C. Final FY **96**

8. COSTS (\$000 OR EQUIVALENT \$1 = )

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	10,000		10,000	136,000		136,000
(Grant) R&D/POP	(10,000)	( )	(10,000)	(122,800)	( )	(122,800)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S.						
1. Mission Add-ons	4,560		4,560	13,200		13,200
2.						
Host Country						
Other Donor(s)						
<b>TOTALS</b>	<b>14,560</b>		<b>14,560</b>	<b>136,000</b>		<b>136,000</b>

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan		
(1) PN	440	440				114,800		114,800	
(2) SS	440	440				8,000		8,000	
(3)									
(4)									
<b>TOTALS</b>						<b>122,800</b>		<b>122,800</b>	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code

B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To lower fertility through increased access to safe acceptable family planning services via Pathfinder's worldwide network of family planning service delivery organizations.

14. SCHEDULED EVALUATIONS

Interim MM YY MM YY Final MM YY  
**06 94 09 96**

15. SOURCE/ORIGIN OF GOODS AND SERVICES  
 000  941  Local  Other (Specify)

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a page PP Amendment)

17. APPROVED BY

Signature *Jessica [unclear]*

Title **Director, Office of Population**

Date Signed MM DD YY  
**02 26 92**

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION  
 MM DD YY

## PROJECT AUTHORIZATION

Country: Interregional      Project Title: Family Planning  
Services; Pathfinder International

Project Number: 936-3062

1. Pursuant to Section 104 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the centrally-funded project, "Family Planning Services; Pathfinder International", involving planned obligations of not to exceed \$114,800,000 in grant funds from the Population Account and \$8,000,000 in grant funds from the Development Fund for Africa over a five-year period from the date of the initial obligation, subject to availability of funds in accordance with the A.I.D. OYB/allocation process.

The initial obligation year for the project in FY 1992 and the final obligation year is FY 1996 and the PACD is September 30, 1998.

In addition to the amounts authorized above, an estimated \$13,200,000 may be contributed as add-ons to the project by Missions, Regional Bureaus and other offices of A.I.D. Funding may be provided from the Economic Support Fund (ESF), the Development Fund for Africa (DFA) or Child Survival Support Fund as well as the accounts authorized for the R&D funding.

2. The purpose of the project is to lower fertility through increased access to safe acceptable family planning services via Pathfinder's worldwide network of family planning service delivery organizations.

The project will increase the quantity and quality of family planning through assistance to 18 countries in the first five year cooperative grant agreement.

3. The agreements which may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. Regulations and Delegations of Authority shall be subject to the following terms and conditions together with such other terms and conditions as A.I.D. may deem appropriate.

#### 4. Source and Origin of Commodities, Nationality of Services

a. Commodities financed by A.I.D. under the project shall have their source and origin in the "cooperating country" or the United States except as A.I.D. may otherwise agree in writing. (Each country where research, training, technical, or other assistance takes place under the project shall be considered a "cooperating country".)

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Except for ocean shipping, the suppliers of commodities or services shall have the cooperating country or the United States as their place of nationality, except as A.I.D. may otherwise agree in writing.

Ocean shipping financed by A.I.D. under the project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States.

b. In accordance with Handbook 13 (2B.3d), it is hereby certified that the proposed grant to Pathfinder International by A.I.D. is a follow-on assistance award intended to continue and further an existing assistance relationship.

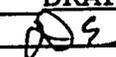
  
Duff G. Gillespie  
Director, Office of Population  
Bureau for Research  
and Development

MAY 11 1992

Date: \_\_\_\_\_

Clearances:

R&D/POP: TTiffany  
GC/CP: STisa  
R&D/PO: DERbe

  
\_\_\_\_\_  
DRAFT  
\_\_\_\_\_  


Date 4/30/97  
Date 02/24/92  
Date 5/7/92

R&D/POP/FPSD: GLeinen: 12/18/91:

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U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

ACTION MEMORANDUM FOR THE DIRECTOR, OFFICE OF POPULATION, BUREAU  
FOR RESEARCH AND DEVELOPMENT

FROM: R&D/POP, Terrence P. Tiffany ~~AA~~

SUBJECT: Authorization of the "Family Planning Services;  
Pathfinder International" Project, 936-3062

Action: Your authorization is requested to initiate a new, centrally-funded five year project entitled "Family Planning Services; Pathfinder International" in the amount of \$122,800,000. The authorization plans for \$114,800,000 from the Population account and \$8,000,000 from the Development Fund for Africa.

Discussion: Pathfinder, a registered U.S. PVO, has worked with A.I.D. since 1967 to increase access to family planning in developing countries. In the past seven years (FY 85-91), A.I.D. has provided \$71.7 million to Pathfinder through the present Cooperative Agreement.

Pathfinder is a major provider of broad-based technical assistance and support in service delivery to host country governments and non profit organizations. Pathfinder is one of eight centrally funded R&D/POP Cooperating Agencies which assist with family planning service delivery. Pathfinder's assistance is directed at meeting the wide range of technical assistance needs required to strengthen and expand service delivery through the public sector and non-profit organizations worldwide. Country level plans are developed through a collaborative programming process involving A.I.D./W, USAIDs, and host country governments and institutions. These plans include: Pathfinder's specific role, contribution to service delivery and subsequent program sustainability; relationship to and coordination with other A.I.D.-financed activities; and required outputs and inputs.

Pathfinder's ability to meet these broad assistance needs flows from its organizational and staff resources as well as its historical relationship over time with host country family planning organizations. Pathfinder has 10 field offices with nearly 120 professionals of which 98% are non-American. Over the past decade, Pathfinder has built upon its established worldwide family planning service delivery network and linkages with both public organizations and private family planning associations to increase access and to strengthen family planning service delivery systems.

Pathfinder made important contributions to expanding quality family planning services worldwide during the present Cooperative Agreement. Pathfinder instituted major programmatic and administrative changes in response to the external Management Audit in 1990, decentralizing program management and making staffing changes in order to respond more effectively to regional and country specific needs. Organizationally, Pathfinder is well positioned and staffed to respond to challenges of this decade and beyond. USAID missions have valued the support that Pathfinder has been able to provide, particularly in the initiation of family planning services. Pathfinder proposes to further consolidate its portfolio of subprojects and country focus in order to have a greater impact in the world's demographically significant countries.

Pathfinder has the flexibility to respond to A.I.D.'s programmatic priorities in an ever changing world. Pathfinder has consistently proven that it can successfully reach and effectively provide high quality family planning services to groups such as the peri-urban poor, culturally isolated populations, adolescents, and males. As a PVO, Pathfinder has been successful at raising private funds and applying these funds to complement A.I.D. resources. As an example, when A.I.D. resources are abruptly curtailed due to political constraints, Pathfinder has been willing to commit private funds to assure that national level organizations continue to deliver services.

The proposal refers to the possibility of initiating A.I.D. assistance in Ethiopia and Viet Nam. In addition, specific reference is made to countries which may at this moment be under the Brooke or Pressler Amendments. Obviously, no assistance will be provided to countries when they are subject to statutory prohibitions. Countries change periodically however, and Pathfinder has proven to be flexible, responding in a very timely manner to the constant changes that do occur. Together with the Office of Population, Pathfinder designs country specific annual work plans. Adjustments are made when required and the Office of Population values the flexibility and timeliness with which Pathfinder has been able to respond to both the reductions and increases in A.I.D. assistance for countries when political changes occur.

In the attached follow-on proposal (Attachment 1), Pathfinder seeks A.I.D. assistance to expand national levels of family planning services in selected countries to achieve population growth rates consistent with desired family size and economic growth. Pathfinder will achieve this aim through three implementation mechanisms:

- 1) Large scale subprojects: These provide the full range of technical assistance and commodities to increase the number of individuals who practice family planning; expand modern and long-term methods; increase access to safe, cost-effective, and client-responsive family planning services;

and increase the capacity of the local family planning organizations, particularly in the private sector, to further national family planning efforts.

2) Short-term technical assistance and training support are provided on a quick response basis to USAIDS and are financed through the global activities funds.

3) Service Delivery Expansion and Support (SDES) grants provide significant support to selected, mature family planning institutions in the more advanced developing countries to expand the national level of family planning services.

SDES is a new implementation mechanism which Pathfinder developed in response to requests from USAID missions and R&D/POP for a less costly, more efficient mechanism to provide direct support to a limited number of A.I.D.-identified mature family planning organizations. For these organizations where A.I.D. has decided to provide significant support for policy and programmatic reasons and where A.I.D. has determined that additional technical and administrative assistance is not required, Pathfinder has agreed to provide support on terms more favorable to the U.S. Government.

SDES will be provided by Pathfinder at the established overhead rate (20.54%) charged on only the first \$100,000 of each SDES. This will result in an average charge of \$20,540 for the design and monitoring of each SDES, a significantly smaller charge than traditional subproject activities which require large inputs of technical assistance.

The following organizations have been suggested as potential recipients of SDES: Mexico, \$38 million over five years in support of the Ministry of Health and the National Population Council; Brazil, \$7 million over five years to continue and expand service delivery in the North-East through BEMFAM; Turkey, \$2.5 million over five years to expand the long-term clinical methods; and possibly Indonesia to support expansion of services through The National Family Planning Coordinating Board (BKKBN).

The Office of Population proposes this new five year project as a follow-on to the existing Pathfinder Project (936-3042). Since Pathfinder is a U.S. PVO with a unique capability and extensive ongoing family planning service delivery program, it is appropriate to award this cooperative agreement without competition.

Your approval for the five years is requested at \$136 million with an estimated \$72.8 million in R&D/POP funding for project tied support, \$13.2 million in add-ons, and \$50 million in Service Delivery Expansion Support. In addition to the Population Account and Development Fund for Africa, funding for

add-ons may be provided from the Child Survival Fund or Economic Support Fund (ESF), as well as from the accounts authorized for R&D funding.

Evaluation: The new cooperative agreement is based on findings from the external evaluation of Pathfinder in 1986 and the external management audit conducted in 1990. The external evaluation reaffirmed the importance of Pathfinder in providing broad-based flexible, field-based assistance. It recommended greater authority for field offices and a review of the technical requirements necessary to meet field needs. Subsequently, Pathfinder surveyed the organizations with which it works and its field offices to determine the types of assistance most requested and the skills necessary to provide such assistance. The staffing proposed responds to these findings. The 1990 external management audit which was carried by Coopers and Lybrand and paid for with private funds further analyzed Pathfinder's organization structure, delegation of authorities and roles and responsibilities. Its recommendations as discussed in the proposal have resulted in a major reorganization and reorientation of Pathfinder to meet the challenges of the next decade.

The overall purpose of the project with Pathfinder is to lower fertility. Pathfinder's contribution to lower fertility is measured at the country level by Pathfinder's impact on contraceptive use, e.g., prevalence levels, method mix and continuation rates. Specific targets, baseline data and appropriate measures are determined through the collaborative country programming process which determines Pathfinder's specific role and required contribution. These country strategies are discussed in the proposal and part of the multiyear strategy which is reviewed and updated through the annual R&D/POP reviews of Pathfinder's workplan and in the case of the larger countries through the A.I.D. BIG Country program process.

Annual Management Reviews are conducted to monitor the implementation of the cooperative agreement. In addition, an external evaluation of the project is being planned for year three and an impact evaluation at the end of the five year cooperative agreement. Pathfinder has a well established system of design, monitoring and evaluation. Like A.I.D. systems, Pathfinder uses the logical framework to set targets and output measures. Pathfinder's internal Evaluation Unit is charged with carrying out both subproject evaluations and special cost studies to measure the impact of project efforts on fertility. Pathfinder is working collaboratively with the R&D/POP Evaluation Project on improving measures of impact as well as measures of quality.

Project Data: The initial obligation year is FY 1992 and it is planned that a total of \$10,000,000 of central funds will be

obligated in the first year. The final year of obligation is FY 1996 and the PACD is 9/30/1998.

Justification to Congress: An advice of program change has been drafted and is in the clearance process.

Proposed Procurement: The Office of Population asks that the Pathfinder proposal be treated as a follow-on, non-competitive cooperative agreement with a PVO that has unique capability for implementing the activities described in the proposal. SDES activities will be considered as sub-grants.

Exclusion of Peer Review: The proposal contains no research activities; therefore, it is not subject to peer reviews.

Environmental Exclusion: The proposal contains no activities which impact directly upon the environment and qualifies for a categorical exclusion under A.I.D. regulations.

Clearances Obtained: The proposal was reviewed and approved by the Population Sector Council on February 7, 1992. The Research and Development Review Committee requirement has been waived in accordance with the attached delegation of authority signed by Richard Bissell, AA/R&D on April 21, 1992.

Recommendation: That you approve the attached Project Authorization and PID Face Sheet.

Attachments:

1. Follow-on Proposal from Pathfinder
2. Table 1. Estimated Total Financial Inputs
3. Logframe
4. Initial Environmental Examination
5. Authorization
6. PID Face Sheet
7. PP Face Sheet
8. AA/R&D Waiver

Clearances:

RD/POP/FPSD: HDestler	___cleared___	Date, ___3/10/92___
RD/POP/OCS: KKosar	___cleared___	Date, ___3/10/92___
RD/POP: TTiffany	___cleared___	Date, ___3/10/92___
RD/PO: DErbe	___ <i>DS</i> ___	Date, ___5/7/92___
GC/CP: STisa	___Draft___	Date, ___02/24/92___
FA/OP/C: TBordone	___Draft___	Date, ___02/26/92___
RD: BLangmaid	___(subs)___	Date, ___4/21/92___

Drafted: R&D/POP/FPSD, GLeinen

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## Attachment 2

Family Planning Services; Pathfinder International  
Estimated Total Financial Inputs (\$000)

TABLE 1

Inputs	FY 92		FY 93		FY 94		FY 95		FY 96		TOTAL FIVE YEAR	
	CORE	ADD-ON	CORE	ADD-ON								
1. Salaries	920	743	2,162	490	2,259	322	2,360	338	2,462	351	10,163	2,244
2. Benefits	220	178	520	118	542	77	566	81	590	83	2,438	537
3. Consultants	60	724	200	261	230	146	276	153	230	158	996	1,442
4. Travel/Per Diem	297	226	675	147	739	71	775	74	798	78	3,284	596
5. Subprojects	3,991	638	7,702	797	8,324	874	7,838	918	7,080	937	34,935	4,164
6. Other Direct Costs (1)	342	1,090	410	235	431	32	452	33	475	35	2,110	1,425
7. Overhead @ 26.8%	1,270	965	3,212	549	3,427	408	3,348	428	3,197	442	14,454	2,792
8. Commodities and Freight	400	0	940	0	982	0	1,026	0	1,072	0	4,420	0
9. SDES	2,500	0	11,725	0	11,875	0	11,400	0	12,500	0	50,000	0
10. Audit/Evaluation (2)	0	0	0	0	125	0	0	0	140	0	265	0
GRAND TOTAL	10,000	4,564	27,546	2,597	28,809	1,930	28,041	2,025	28,404	2,084	122,800	13,200

Inflation is added into each category beginning in FY 93 @ 5% per year

1. Includes Subcontracts in FY 92 and FY 93

2. Audit/Evaluation paid from R&D/POP and not included in Grand Total

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Attachment 3

Project name : Family Planning Services; Pathfinder Int  
 Est. Completion : 09/30/98  
 Date of Revision: 03/03/92  
 Design Team : LogFrame FY 1992-96

Narrative Summary (NS)	Measureable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
<b>Goal:</b> 1 To enhance the freedom of individuals in developing countries to voluntarily choose the number and spacing of their children.	1.1 For developing country couples, actual and desired fertility are consistent; 1.2 safe and affordable contraceptives are available to couples desiring them; 1.3 fertility declines.	1.1 Demographic and Health Survey data;  1.2 contraceptive prevalence surveys;  1.3 census data	(Goal to Supergoal) 1 Accepting couples have access to and can afford contraceptives.  2 Contraceptives are used appropriately.
<b>Purpose:</b> 1 To lower fertility through increased access to safe acceptable family planning services via Pathfinder's worldwide network of family planning service delivery organizations.	1.1 2% increase annually in CPR in subproject areas  1.2 increase in utilization of modern long-lasting contraceptives  1.3 increase in continuation rates  1.4 improvements in quality of services occur.	1.1 service delivery statistics, country workplans  1.2 program evaluation, service delivery statistics  1.3 service statistics  1.4 program evaluation, client surveys	(Purpose to Goal) 1 Population policies and budget are supportive of family planning  2 Quality services lead to higher client retention
<b>Outputs:</b> 1 Services provided  2 Providers trained  3 People informed  4 Local organizations strengthened	1.1 4.3 million CYPs distributed in 5 years  2.1 4,100 program managers and 25,500 service providers trained  3.1 6.7 million people informed about family planning benefits and service availability  4.1 27 local organizations strengthened to provide high quality cost-effective contraceptive services  4.2 cost/user within AID targets  4.3 cost/CYP within AID targets	1.1 Service statistics and CYP calculations  2.1 Quarterly and annual subproject reports  3.1 Quarterly and annual subproject reports  4.1 Special studies, operations research reports. Annual and final project reports; site visits; evaluations; professional presentations and papers  4.2 Service statistics and CYP calculations, Annual Office of Population CYP Survey  4.3 Service statistics and CYP calculations, Annual Office of Population CYP Survey	(Output to Purpose) 1 Adequate support by RD/POP, USAID Missions, and Regional Bureaus.  2 Proper selection of institutions and personnel.  3 Host country political stability.  4 Pathfinder can develop and implement effective programs.
<b>Activities:</b> 1.1 RD/POP funding  2.1 Pathfinder technical expertise and administrative ability  3.1 AID/W monitoring  4.1 AID in-kind contraceptives	<b>Inputs/Resources:</b> Approximately US \$136 million funding: Personnel 12,415 Benefits 2,974 Consultants 2,440 Travel and Living 3,880 Other Direct Costs 2,804 Subcontractors 728 Project Support 39,099 Overhead 17,240 Bulk Commodities/Freight 4,420  <hr/> 86,000 SDES 50,000 <hr/>	1.1 Financial records and reports  2.1 vouchers  3.1 AID and contractor audits  4.1 Contraceptive Procurement Tables	(Activity to Output) 1 Project funding is approved at requesting level.  2 Pathfinder can recruit and retain high quality professional staff.

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**INITIAL ENVIRONMENTAL EXAMINATION**

Project Location:

Worldwide

Project Title and Number:

Family Planning Services;  
Pathfinder International  
(936-3062)

Life of Project:

5 years

Project Assistance  
Completion Date:

September 30, 1998

IEE Prepared By:

Gary E. Leinen

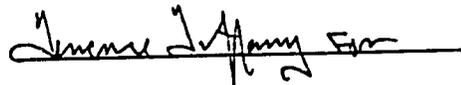
Date Prepared:

February 27, 1992

Threshold Decision: Pursuant to A.I.D. authority to prepare and approve environmental analyses and based on an Initial Environmental Examination (IEE) for the proposed use of A.I.D. project funds to improve the health and survival of women of reproductive age and their children in developing countries and demonstrate the feasibility of providing a package of effective, appropriate family planning services and education to women and their spouses in selected developing country settings. I recommend the following negative determination:

The proposed action is not an action which will have a significant effect on the human, physical, and biological environment over and above that described and is, therefore, not an action for which a more detailed Environmental Assessment of Environmental Impact will be required under this project. (See Section 216.2(c)(2)VIII, CFR Part 216, A.I.D. Environmental Procedures)

Approved:



Duff G. Gillespie  
Director, Office of Population

Concurrence:



Ellen Starbird  
Environmental Officer  
Office of Population

