

A.I.D. EVALUATION SUMMARY - PART I

PD-1133-866

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

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office <u>USAID/Manila</u> (ES# _____)		B. Was Evaluation Scheduled In Current FY Annual Evaluation Plan? Yes <input checked="" type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY <u>91</u> Q <u>3</u>		C. Evaluation Timing 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 evaluation 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)
492-0396	Family Planning Assistance Project	5/10/90	12/31/94	40,000	\$24,928

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director Action(s) Required	Name of Officer Responsible for Action	Date Action * to be Completed
1. USAID will assist in selection of LGUs in which an integrated family planning and population program could be developed	E. Oldwine OPHN	9/93
2. USAID should urge the Philippine Population Program to expand the range of available contraceptive choice	E. Oldwine	7/93
3. USAID should urge DOH to simplify accreditation process for NGOs	E. Oldwine	5/93
4. Work based-family planning program should be expanded	E. Aquino	5/93
5. A training needs assessment should be carried out	E. Aquino	8/93
6. An inventory of equipment for pilot LGUs and NGOs should be undertaken	M. de la Torre	9/93
7. IEC Efforts through multi-media channels should be advanced	E. Oldwine	9/93
8. An operations research agenda should be developed	E. Oldwine	2/93

*All of these actions were completed.

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation:				(Month)	(Day)	(Year)
				10		92
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		
Signature	B. Eilene Oldwine	Dr. Carmencita N. Reodica	Sulpicio S. Roco, Jr.	Thomas W. Stukel		
Date	4/9/94	4/12/94	4/11/94	4/14/94		

A B S T R A C T

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

The Family Planning Assistance Project (FPAP-project 492-0396) is a five-year (May 10, 1990 to December 31, 1994), \$40 million grant from the U.S. Agency for International Development (USAID) mission to the Philippine government, with the stated purpose of increasing the availability and utilization of family planning services through support of the Department of Health's (DOH) Philippine Family Planning Program (PFPP). The project's goal is to assist the GOP to reduce the total fertility rate.

This report is an evaluation of the project at its midpoint a time when the climate for family planning in the Philippines was more favorable than at any point in recent years. The new administration had publicly committed itself to family planning and to fertility reduction. Top government officials, including the Secretary of the National Economic and Development Authority and the Secretary of Health, had made statements recognizing the importance of family planning and pledging support for critical aspects of the program.

At the time of the evaluation, however, the PFPP itself was found to be seriously flawed, the legacy of nearly 10 years of disarray and lack of consistent support. Between 1987-1989, the program's very existence, strategies and thrusts faced strong opposition from the Catholic church and members of the Aquino administration. During this period, there were two major casualties. The Population Commission of the Philippines (POPCOM), which had spearheaded the program during its successful early years, was stripped of its responsibilities for family planning and left only with development of population policy. The DOH, which took over the provision of services, totally ignored the non-governmental organization (NGO) sector, which had up until then provided more than 35 percent of services as well as a large share of information, education, communication, and motivation (IECM) activities and training. Without POPCOM and a strong NGO sector, the program was unable to provide enough services to meet demand. At the time of the evaluation, the contraceptive prevalence rate (modern methods) in the Philippines was only 22 percent, well behind its neighbors in Thailand, in Indonesia, and even in Bangladesh.

Efforts to find administrative solutions through the creation of a Technical Secretariat (TS) in the DOH have not lived up to their promise. Rather, the result has been that the family planning program is now speaking with two voices, representing DOH's Family Planning Services and the TS. This lack of clear direction from DOH will become even more critical with the recent decision to devolve many government activities. It is not only a challenge, however. Devolution also offers significant promise since enthusiasm and commitment for a renewed family planning program appear to exist at the local level.

The report contains a wide range of recommendations pointed toward restructuring and strengthening of DOH management, reactivation of the NGO sector, and energizing service delivery, training, and IECM. At the same time, no changes are recommended in the design of the FPAP. Rather, the project was found to have made an important contribution toward moving the DOH to reorganize and to make a renewed commitment toward family planning. Moreover, the FPAP is sufficiently flexible to accommodate the challenge and opportunities that devolution presents.

C O S T S

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
Keys McManus	USAID/W	DPE-3024-Z -32-8078-00	\$99,559.10	PD&S
Ronald Parlato	POPTECH*			
Bonnie Pedersen	USAID/W			
Zelda Zablan	POPTECH			
*Population Technical Assistance Project				
2. Mission/Office Professional Staff Person-Days (Estimate) <u>30 days</u>		3. Borrower/Grantee Professional Staff Person-Days (Estimate) <u>10</u>		

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A.I.D. EVALUATION SUMMARY - PART II

S U M M A R Y

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

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| <ul style="list-style-type: none"> • Purpose of evaluation and methodology used • Purpose of activity(ies) evaluated • Findings and conclusions (relate to questions) | <ul style="list-style-type: none"> • Principal recommendations • Lessons learned |
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Mission or Office: USAID/Manila OPHN	Date This Summary Prepared: 4/08/94	Title And Date Of Full Evaluation Report: Mid-term Evaluation of the Family Planning Assistance Project: Philippines April 9, 1993
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1. Purpose of Evaluation

- 1) To determine the extent to which the FPAP is assisting the DOH to carry out it's mandate and reach it's stated goals.
- 2) To assess the process and pace of project implementation and make recommendations concerning needed revisions of the implementation arrangements which could affect the final two years of the project.
- 3) To review the appropriateness of FPAP management arrangements, both by the Department of Health (DOH) and by the USAID staff, and make recommendations for needed changes, if warranted.
- 4) To review the existing sub-projects under the FPAP and determine the continued relevance of these activities in addressing the objectives of FPAP and the PFPP.
- 5) To assess the level of GOP commitment toward implementing family planning programs, address how this has changed over the last two years, and its implications for the future.

2. Methodology used

The mid-project evaluation of FPAP will rely on non-quantitative methods and will consist of a review of project documents and reports, interviews with key individuals in the public and private sectors who are involved in project implementation and management, as well as field trips to the provinces. Focus group discussion with both clients and service providers is another method which may be employed. No primary data collection is expected to be undertaken; instead, secondary data sources will be used when hard data are not available. Site visits will be determined by the evaluation team in collaboration with USAID and the Technical Secretariat.

3. Purpose of activities evaluated

(see Attachment A)

4. Findings/conclusions/recommendations

(see Attachment B)

5. Lessons Learned

1. The establishment of the Technical Secretariat within the DOH without an appropriate GOP budget to pay staff, fund the committee work or coordinate family planning activities was a failure and should not be repeated.
2. The lack of a line-item budget by the GOP for family planning represents a major constraint to the implementation of the PFPP.
3. Although many surveys have demonstrated that the influence of the Catholic church plays a minimal role in a couple's decision to practice family planning, it has been a significant issue with respect to the support the politicians are willing to risk for family planning.
4. The design and staffing for the FPAP was outstanding in that it is able to support population activities under a cautious Aquino administration and the more expansive Ramos administration.
5. As midwives and nurses gain competency in clinical skills for family planning, equal attention must be paid to upgrading the management and supervisory skills to assure quality services and adequate data collection.

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 "ongoing" evaluation, if relevant to the evaluation report.)

1. Midterm Evaluation of the Family Planning Assistance Project 492-0396

COMMENTS

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

The evaluation provided comprehensive answers to the questions posed in the scope of work. It provided a non-biased response to issues the Mission had already raised with the GOP concerning the role of the Technical Secretariat (TS) it's stranglehold on activities that could, and should, have been moving forward at a quicker pace. This outside opinion enabled the Secretary of Health to move quickly to disband the TS. Additionally, the IECM evaluation encouraged the Secretary to approve a more creative use of the media to encourage couples to practice family planning. Within 4 months of receiving the evaluation report, a national communications campaign had been launched by President Ramos at Malacanang, and the first family planning info-mercials were aired on TV. Further, the Secretary of Health used the information in the report to urge the Philippine Bureau of Food & Drugs to approve DMPA, the injectable contraceptive, for the PFPP. Many of the observations of the Evaluation Team fed into the development the USAID Population Assistance Strategy 1993-1998 and will form the basis for the follow-on bilateral family planning program.