

PD-ABP-846



U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

January 4, 1993

MEMORANDUM

TO: See Distribution

FROM: A-R&D/PO, David Erbe *DE*

SUBJECT: Review of the Amended Evaluation Family Planning Program
Impact Project (936-3060)

Attached for your review is a copy of the proposed amended authorization package for the Evaluating Family Planning Program Impact Project. We don't believe that it is necessary to have a Bureau Review Committee Meeting on this project. However, if you believe there are issues on this project amendment which need to be addressed by the Committee, please submit them to Fern Finley, R&D/PO in Room 709 by COB January 15. Her telephone number is 875-4743.

Thank you for your cooperation.

A

Evaluating Family Planning Program Impact Project Paper Amendment

Summary of the Amendment

The Evaluating Family Planning Program Impact (EFPPPI) was developed by the Bureau for Research and Development (R&D) in 1991 to strengthen A.I.D.'s population assistance by enhancing the ability to evaluate the impact of population programs on fertility. The project was designed to focus on whether existing family planning programs are having an impact on fertility. It was intended to supplement existing evaluation systems that look at how well activities are being carried out. As originally designed, the Project defined impact in terms of fertility and included resources adequate to address this major concern.

Simultaneous with the development of EFPPPI, the Office of Population began studying another critical consequence of family planning programs. This idea is primarily motivated by the extreme lack of information on the important effect of family planning on women's lives, but also partly by the increasing concern of women's advocates about the lack of attention to women's perspectives in many family planning programs. Some women's advocacy groups believe that only the demographic rationale for family planning is of interest to donors and host country governments. They view family planning programs and international population assistance as, at best, insensitive to or, at worst, hostile to women's interests, particularly in terms of women's reproductive rights and health.

In response to this situation, the Office of Population is developing a three-prong strategy:

- 1) supporting special efforts to work with women's groups;
- 2) improving attention to women's and gender issues in existing population projects; and
- 3) designing a research project to fill critical gaps in our knowledge and to help improve the design and implementation of family planning programs by giving greater emphasis to the women's perspective.

The third component of this strategy is the amendment to EFPPPI.

Based on a year's effort, the Office prepared a paper entitled, "The Impact of Family Planning on Women's Lives: A Conceptual Framework and Research Agenda." Family planning programs are hypothesized to affect women's lives in six aspects: health status, personal autonomy/self-esteem, educational attainment, employment/economic resources, familial relations, and public standing. This paper, which has been widely read and supported as an important initiative, is the basis for amending the EFPPPI

project. The proposed amendment to EFPPI broadens the scope of the project from the impact on fertility to the impact on fertility and women's lives.

The goals of the EFPPI Project remain the same: "to enhance the freedom of individuals in developing countries to choose voluntarily the number and spacing of their children and to encourage population growth rates that are consistent with the growth of economic resources and productivity." The purpose of the original project has been expanded "to strengthen A.I.D.'s population assistance by enhancing the ability to evaluate the impact of population program on fertility and women's lives."

The project, as amended, has two major components: 1) evaluating the impact of family planning on fertility, and 2) evaluating the impact of family planning on women's lives. The new component will be carried out through a competitively awarded cooperative agreement. It will devote its resources to a limited number of countries to ensure a concentration of financial and technical resources. It will sponsor a range of research endeavors to fill the critical gap in our knowledge of how family planning affects women's lives and to assess and then improve actual programs in terms of how women are involved and affected as users and providers of family planning and as decision-makers in programs. The project will be carried out by a U.S.-based institution with a strong research capability and credibility among women's groups. This institution will be responsible for developing the overall research plan and the methodologies needed to address the research questions. The research will be conducted by developing country institutions with substantial technical assistance from the prime institution.

In keeping with the expanded purpose, the following two outputs are added to the original EFPPI project outputs:

- Improved understanding of the impact of family planning on women's lives;
- Improved design and implementation of family planning programs from the women's perspective.

In order to implement the expanded purpose, the EFPPI project's budget has been increased from \$37.6 million (\$29.1 million R&D; \$8.6 million buy-in) to \$48.4 million (\$37.7 million R&D; \$8.6 million buy-in; and \$2.2 million add-on).

The amended EFPPI Project Paper is attached. To facilitate review of the amended PP, all additions to the main body of the original PP are indicated by underlined text. Deletions are indicated by brackets []. Other changes in the PP include the following:

- Appendix D-2, Activity Chart for the women's lives component.
- Appendix E-2, Budget Tables 1-3 for the new component.
- Appendix F is a summary of the paper cited above, "The Impact of Family Planning on Women's Lives."
- A revised logframe in chapter IX.
- A list of suggested research agenda is in Appendix G.
- Appendix H is a draft strategy for involving women's advocacy groups.
- Appendix I, Summary of Mission responses to the cable.

d

PROJECT DATA SHEET

C = Change
D = Delete

3

2. COUNTRY/ENTITY
Worldwide

3. PROJECT NUMBER
931-3060

4. BUREAU/OFFICE
R&D/POP 69

5. PROJECT TITLE (maximum 40 characters)
Evaluating FP Program Impact

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)
MM DD YY
09 30 01

7. ESTIMATED DATE OF OBLIGATION
(Under "E" below, enter 1, 2, 3, or 4)
A. Fiscal FY 91 B. Quarter 4 C. Fiscal FY 00

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 | 2,000 | | 2,000 | 37,710 | | 37,710 |
| (Grant) | (2,000) | () | (2,000) | (37,710) | () | (87,710) |
| (Loan) | () | () | () | () | () | () |
| Other U.S. | | | | 8,555 | | 8,555 |
| 1. Buy-ins | | | | 2,160 | | 2,160 |
| 2. Add-ons | | | | | | |
| Host Country | | | | | | |
| Other Donor(s) | | | | | | |
| TOTALS | 2,000 | | 2,000 | 48,425 | | 48,425 |

9. SCHEDULE OF AID FUNDING (\$000)

| A. APPRO- PRIATION | 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. Grant | 2. Loan |
| (1) PN | | | | 3,500 | | 8,659 | | 36,710 | |
| (2) DFA | | | | | | | | 1,000 | |
| (3) | | | | | | | | | |
| (4) | | | | | | | | | |
| TOTALS | | | | 3,500 | | 8,659 | | 37,710 | |

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

11. SECONDARY PURPOSE CODES (maximum 6 codes of 3 positions each)

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

A. Code

B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To strengthen A.I.D.'s population assistance by enhancing the ability to evaluate the impact of population programs on fertility and the impact of family planning on women's lives.

14. SCHEDULED EVALUATIONS
Interim MM YY MM YY Final MM YY
0 4 9 4 0 4 9 9

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 FP Amendment)

Increased authorized centrally-funded level of support from \$29,051,000 to \$37,710,000; Increase approved amount of buy-in and add-ons from \$8,555,000 to \$10,715,000; Expand the projects's purpose and add a component on the impact of family planning on women's lives.

17. APPROVED BY
Signature
Title
Director, Office of Population
Date Signed MM DD YY

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

Evaluating Family Planning Program Impact
Project Paper

Table of Contents

| | | |
|-------|---|----|
| I. | Executive Summary | 1 |
| II. | Project Rationale | 2 |
| | A. Role of Evaluation in A.I.D. | 2 |
| | B. Role of Evaluation in the Population Program | 2 |
| | C. Development of the EFPPI Project | 4 |
| III. | Project Description | 5 |
| | A. Project Goal | 5 |
| | B. Project Purpose | 6 |
| | C. Expected Achievements | 7 |
| | D. Project Elements | 9 |
| | E. Internal Evaluation | 17 |
| IV. | Project Implementation | 19 |
| | A. Project Procurement | 19 |
| | B. Implementation Schedule | 21 |
| | C. Country Selection | 24 |
| | D. AID Monitoring and Coordination | 25 |
| V. | Financial Plan | 29 |
| | A. Impact on Fertility | 29 |
| | B. Impact on Women's Lives | 30 |
| VI. | Evaluation Plan | 30 |
| | A. Impact on Fertility | 31 |
| | B. Impact on Women's Lives | 31 |
| VII. | Conditions/Covenants and Negotiating Status | 32 |
| VIII. | Categorical Exclusion from Environmental Examination .. | 32 |
| IX. | Logical Framework | 34 |

Appendix:

- A. Evolution of A.I.D.'s Population Evaluation Program
- B. Summary of Consultants' report
- C. Matrix of Illustrative Impact Indicators
- D. Activity Chart
- E. Estimated Budget
- F. A Summary of the Background Concept Paper
- G. A List of Selected Reserch Agenda
- H. Strategies to Address the Concerns of Women's Advocacy Groups on Family Planning
- I. Summary of the Mission Responses to the Cable

References

K

Evaluating Family Planning Program Impact

I. Executive Summary

The United States government, through the Agency for International Development (A.I.D.), is the largest single donor of population assistance, providing 46 percent of total donor support for family planning programs in developing countries. Ensuring that this assistance is used effectively and makes the maximum contribution to development has always been a high priority. The proposed new evaluation project, Evaluating Family Planning Program Impact (EFPPPI), responds to A.I.D.'s emphasis on impact evaluation for improving program effectiveness.

To date, the primary focus of evaluation efforts has been on performance at the project level, stopping short of measuring program-level impact. Although current evaluation efforts allow some determination of how well activities are being done, it is less clear whether or not what is being done is having an impact on fertility and women's lives. The EFPPPI project will focus on developing and helping to implement improved methodologies for evaluating the [fertility] impact of population programs. Impact will be considered in two related, but distinct components: (1) the impact of programs on fertility and (2) the impact of programs on women's lives. The project is not intended to replace the evaluation systems already in place in A.I.D.'s population program; rather, it is expected to serve as a technical resource to enhance these various systems.

The project will be implemented at up to four levels: country, regional, cross-national, and functional. The majority of effort will be focused at the country level and on the way in which population assistance projects affect access to family planning services, use of contraceptives, [and] changes in fertility, and changes in other development factors, specifically women's lives. Expected project outputs by project component are:

Impact on Fertility: (1) improved measures of family planning program impact; (2) improved use of existing data for evaluation and program planning; (3) increased and institutionalized evaluation expertise among host-country organizations; [and] (4) improved dissemination of evaluation information; and

Impact on Women's Lives: (5) improved understanding of the impact of family planning on women's lives; and (6) improved design and implementation of family planning programs from the perspective of women's interests and needs.

Each of the two EFPPPI project components will be competitively awarded to [a] prime institutions, as [a] contracts or

cooperative agreements, that will be responsible for bringing together the best and brightest thinkers in the field of population program evaluation, from both developed and developing countries. These individuals will assume a number of roles within the project: as direct hire project staff, participants in [the] technical advisory [group] and working groups, as fellows in the fellows program, as commissioned researchers, and as consultants. The project will also draw on the expertise of specialists from related fields of development, specifically those concerned with women's issues.

The project is designed as a ten-year project. The A.I.D.-financed budget for EFPPI is estimated to be \$48.4 million over ten years [with \$12.4 and \$16.3 million budgeted for the first and second five-year period, respectively]. It is expected that 80 percent of project costs will be funded through central funds and the remaining 20 percent through buy-ins or add-ons. An initial obligation of \$2 million was made for the impact fertility component in FY 1991. For the women's lives component an initial obligation of \$1.5 million will be made in FY93.

II. Project Rationale

A. Role of Evaluation in A.I.D.

A.I.D. currently funds over 50 categories of development activities covering more than 2,000 active interventions in over 80 countries. Because resources for development assistance are limited, improving the efficiency and effectiveness of development programs has been a priority. Evaluation of projects and programs is the primary means by which A.I.D. determines the optimal approaches and ideas in which to invest. A.I.D. is committed to improving the quality and effectiveness of its assistance program by placing increasing emphasis on the application of evaluation findings to program planning and management and to decision-making regarding resource allocation.

The proposed new evaluation project, EFPPI, responds to A.I.D.'s emphasis on impact evaluation for improving program effectiveness. Specifically, the EFPPI project will develop and help implement improved methodologies for evaluating the [fertility] impact of population programs on fertility and other development factors, specifically women's lives.

B. Role of Evaluation in the Population Program

A.I.D. was originally mandated to provide population assistance by the Foreign Assistance Act (FAA) of 1961 and since 1965 has supported voluntary family planning activities in the developing world. Directed at lowering fertility and improving the health of individuals, A.I.D.'s population assistance has a two-fold

objective: (1) to enhance the freedom of individuals in less developed countries (LDCs) to choose voluntarily the number and spacing of their children and (2) to encourage population growth rates that are consistent with the growth of economic resources and productivity (A.I.D., 1982). A.I.D.'s strategy for meeting this policy objective has been to make high quality, voluntary family planning services widely available.

A number of evaluation systems are currently in place to monitor A.I.D.'s progress in fulfilling its Congressional mandate and policy objective. Regular external evaluations are conducted for both centrally-funded and bilateral projects. Program performance at the field level is assessed through surveys, operations research, and service statistics. The Center for Development Information and Education of the Bureau for Program and Policy Coordination (PPC/CDIE) performs a limited number of special issue and cross-sectoral evaluations. These evaluation systems are in addition to monitoring and evaluation procedures by which Cooperating Agencies (CAs) assess their own projects. Also, project Cognizant Technical Officers (CTOs) review project performance through annual management and workplan reviews and routine monitoring. (A detailed description of the evolution of A.I.D.'s evaluation program in population is provided in Appendix A.)

Compared to evaluation in other development sectors, the evaluation in population is relatively strong. The population sector benefits from a focused program goal, a well-defined set of activities that comprise family planning programs, and sound data to document change in fertility level. However, there is a concern that evaluation efforts do not clearly link program inputs to fertility change. Further, the impact on non-demographic aspects of development, specifically women's lives, requires much more attention. The primary focus of current evaluation efforts is on performance at the project level. As pointed out in a 1990 General Accounting Office review of A.I.D.'s population program (GAO, 1990), however, these efforts stop short of measuring program impact. Although current evaluation efforts allow some determination of how well activities are being done, it is less clear whether or not what is being done is having an impact on fertility and womens lives and how the various programmatic inputs contribute to that impact. Given that A.I.D. is the largest donor of population assistance, it is appropriate that A.I.D. take the leadership role in developing, methodologies and indicators for evaluating program performance and impact.

The Office of Population recognizes the need to examine the overall impact of its population program. However, to date there has been no clear mechanism through which such evaluation could be performed. Perhaps an even greater barrier to impact evaluation, however, has been the inadequacies of the existing

methodologies for evaluating the impact of population programs. The proposed new evaluation project will attempt to fill this gap by developing and improving methodologies for determining program impact on fertility and on women's lives. EFPPI will contribute to greater understanding of the impact of programs and will serve as a technical resource for strengthening existing evaluation mechanisms.

C. Development of the EFPPI Project

Preparations for this evaluation project began in July 1990 with the AA/R&D approval for establishing a mandate for improving A.I.D.'s evaluation of the impact of population programs on fertility. Over the following months, the Policy and Evaluation (P&E) Division of the Office of Population developed a comprehensive plan to respond to this mandate. A central element in its plan was the design and procurement of a new project that would serve as the locus of technical support for improving existing evaluation mechanisms and would focus on evaluation of program impact. This plan received a favorable review by the Population Sector Council on August 10, 1990.

P&E has sought input from AID/W and field staff at various stages of the development of the project. In response to a September 1990 cable to the field, 19 missions expressed strong support and provided useful suggestions for the evaluation plan. The P&E Division established a Population Evaluation Program (PEP) Working Group made up of representatives from each of the divisions of the Office of Population. The PEP Group has met regularly to review and guide the development of the evaluation plan.

P&E has engaged cooperating agencies (CAs) and other donors in discussions relating to the needs in evaluation in order to take advantage of their considerable knowledge base and to engender cooperation within the population community. The evaluation plan was first presented during a session at the November 1990 Office of Population Cooperating Agencies Meeting. A more thorough review of current evaluation activities, perceived needs, and potential contribution of the PEP was undertaken through a series of structured interviews with 45 organizations in January 1991. Interviews were conducted by a consultant team that summarized the findings in a report, which was shared with the population community. (The concluding section of this report is attached as Appendix B.)

Within the P&E Division, the consultants' report served the important function of helping to conceptualize the EFPPI project and acted as an important resource in the development of the Project Implementation Document (PID). The PID developed by the P&E Division was favorably reviewed on March 18, 1991, by the Population Sector Council. On April 2, 1991, the AA/R&D

authorized R&D/POP/P&E to proceed with development of the project paper for the EFPPI project.

One recommendation from the consultant's report on evaluation was to ensure that A.I.D. should look at the broader impacts of family planning, not just simply those related to fertility. In keeping with this recommendation and simultaneous with the development of the EFPPI, the Office of Population began studying another critical consequence of family planning programs. Based on a year's effort, the Office prepared a paper entitled, "The Impact of Family Planning on Women's Lives: A Conceptual Framework and Research Agenda." (A summary of this paper is attached as Appendix F). Family planning programs are hypothesized to affect women's lives in six aspects: health status, personal autonomy/self-esteem, educational attainment, employment/economic resources, familial relations, and public standing. This paper is the basis of an amendment to the original PP for the EFPPI project that broadens the scope of the project from the impact on fertility to the impact on fertility and women's lives.

The Office of Population has been developing a strategy designed to address the impact of family planning on women's lives. The development of this strategy was motivated primarily by the extreme lack of information on the important effect of family planning on women's lives, but also partly by the increasing concern of women's advocates about the lack of attention to women's perspectives in many family planning programs. Some women's advocacy groups believe that only the demographic rationale for family planning is of interest to donors and host country governments. They view family planning programs and international population assistance as, at best, insensitive to or, at worst, hostile to women's interests, particularly in terms of women's reproductive rights and health.

R&D/POP's strategy has three components: 1) supporting special efforts to work with women's groups; 2) increasing attention to women's and gender issues in existing population projects; and 3) designing a research project to fill critical gaps in our knowledge and to help improve the design and implementation of family planning programs by giving greater emphasis to the women's perspective. The amendment to EFPPI deals specifically with the third component of this strategy--a new research project to address the impact of family planning on women's lives.

III. Project Description

A. Project Goal

As is the case with all projects in the Office of Population, the goal of the EFPPI project reflects A.I.D.'s overall sector

objective of enhancing the freedom of individuals in developing countries to choose voluntarily the number and spacing of their children and encouraging population growth rates that are consistent with the growth of economic resources and productivity. Evidence that this goal has been reached would be reflected in the following: safe, affordable contraceptives are available to all couples who desire them; fertility rates decline over time; and economic and social development are no longer hindered by population growth. A variety of data sources can be tapped to assess progress toward the goal, among them national census data, vital statistics, demographic and health surveys, service statistics, sector assessments, GNP and GDP levels, and the Human Development Index (United Nations, 1990). Achievement of the goal is predicated on a number of assumptions about the fertility desires and behavior of couples, the role of population growth in economic development, the contribution of population assistance to fertility decline, and the effectiveness of A.I.D. population assistance.

B. Project Purpose

The purpose of the evaluation project is to strengthen A.I.D.'s population assistance by enhancing the Agency's ability to evaluate the impact of population programs on fertility and women's lives. By the end of the project, the expectation is that: (1) the overall understanding of the impact of population and family planning programs will have increased; (2) consistently defined evaluation impact indicators will be used across population project and program evaluations; (3) methodologies developed by this project will be applied in A.I.D.'s central and field population projects and programs; (4) new population projects will have a plan for impact evaluation in terms of fertility and women's lives included at the project design stage; and (5) procedures and norms for conducting impact evaluations will be institutionalized within family planning service and support organizations. These measures of project impact are all verifiable by examining project and program documents and by assessing the level of evaluation expertise within family planning service and support organizations.

As is true with the project goal, a number of assumptions underlie achievement of the project purpose. The most important of these is that the understanding of how population assistance and country programs affect fertility and family planning behavior can be improved and that this improved understanding will enhance A.I.D.'s ability to evaluate the impact of its population programs. It is assumed that greater understanding of how family planning affects women's lives will also help to strengthen programs. Such understanding should also help to enhance the positive and minimize the negative consequences for women in terms of their health status and personal autonomy, among others. Another important assumption, if the project is to

have lasting impact, is that host-country institutions, CAs, A.I.D., and other donors accept and use the evaluation results, norms and procedures developed under the project.

The primary beneficiaries of the EFPPI project will be developing-country family planning program managers, who will gain a better understanding of evaluation methodologies, [and] improved evaluation skills, and of the effects of family planning programs on fertility and women's lives. This improved knowledge will enable them to design more effective family planning programs. In addition to the primary beneficiaries of the project, there will be a number of secondary beneficiaries. The improved methodologies developed under the EFPPI project will enable the Office of Population, regional bureaus, CAs, and other donors to improve program planning and management and to make better informed decisions regarding resource allocation. The ultimate and long-term beneficiaries of the project, however, will be individuals and particularly women in developing countries who receive services through family planning programs.

C. Expected Achievements

EFPPI is not intended to replace the evaluation systems already in place in A.I.D.'s population program; rather it is expected to serve as a technical resource to enhance these various systems. It is anticipated that by the project's end, a set of methodologies will have been developed that can be readily applied within existing evaluation systems. A direct measure of the success of the project will lie in evidence that these improved methodologies are widely used. The expected achievements are described according to the two project components: one on specific achievements from evaluating the impact of programs on fertility and the second on achievements from evaluating the impact of family planning programs on women's lives.

1. Impact on Fertility

Specific achievements of those efforts directed to evaluating the impact on fertility are anticipated across each of four levels (country, regional, cross-national, and functional area), corresponding to different levels of analysis and evaluation. This component of the EFPPI will devote the largest share of its resources, approximately 50 percent, to country-level activities. The project is expected to develop a series of approaches to assessing impact at the country level that can be used to evaluate different types of programs (for example, integrated versus vertical programs, public sector versus private sector programs, etc.). The project will develop methods to facilitate application of these approaches and will prepare guidelines for designing evaluation components for new projects. Through training, technical assistance, participation in studies

undertaken by the project, and dissemination activities, these methods and guidelines will be transferred to two main audiences: host-country program staff and USAID mission staff. EFPPI will thereby strengthen local capacities for conducting, designing, and implementing evaluation programs.

The next largest share, about 30 percent, of EFPPI resources will support the strengthening of evaluation of functional areas as defined by A.I.D.'s Office of Population. The eight functional areas are: service delivery; commodities; research; training; management; information, education and communication; policy; and evaluation. The primary audiences for the functional area analyses are the six divisions of the Office of Population and their CAS. Other donors and host-country institutions may also benefit from the functional area evaluation activities since their population projects invariably incorporate some, if not all, of the A.I.D. functional areas.

The remaining 20 percent of project resources will be evenly divided between cross-national and regional activities. Cross-national studies will encapsulate multi-country experience, either through synthesizing the series of country-level evaluations or through special cross-country analyses. The regional activities will result not only in standard procedures for monitoring performance and impact of population assistance, but also in reports summarizing the impact of assistance. Activities at these two levels are expected to enhance the ability of the Office of Population and the regional bureaus to monitor and assess the impact of their population programs.

A number of activities undertaken by the project cut across these four levels and thus are subsumed under the resource allocations described above. For example, the working papers on the conceptual framework, the typology of family planning programs and appropriate evaluation strategies, and the state-of-the-art of family planning program evaluation will provide the foundation for the studies and outputs produced at all levels. The primary work on these papers will be completed within the first two years of the project.

2. Impact on Women's Lives

This project is expected to achieve two main objectives:

- a) improved understanding of the impact of family planning on women's lives; and
- b) improved design and implementation of family planning programs from the perspectives of women's interests and needs.

Specific achievements are expected at both country- and cross-national levels. Most of the resources of this component of EFPPI will focus on country-level activities. The project will

be guided by an initial conceptual framework (see Appendix F) that shows paths of influence from family planning programs to women's lives, specifically women's health status and self-esteem, among others. The project will support various country-level research studies that will increase the basic understanding of how family planning programs affect various aspects of women's lives. These studies will also lead to improvements in the design and implementation of programs so that beneficial impacts on women are enhanced and negative impacts are diminished if not eliminated. Different approaches to assessing the impact of family planning will be developed in tandem with the conduct of these studies. The results will be reviewed and used to modify the basic conceptual framework as well as the design of family planning programs. Through technical assistance, participation in studies, and dissemination activities, the capacities of host-country family planning program staff, women's groups, and A.I.D. staff will be strengthened.

A relatively small portion of this component of the project's resources will focus on cross-national activities. Three types of activities will be carried out from this cross-national perspective. First a number of studies (for example using DHS data) will be conducted to gain a better global perspective on the possible impact of family planning on women's lives. Second, results from individual country studies will be assessed and guidelines developed for studying the impact of family planning programs on women's lives in various settings. Finally, the project will support technical assistance, training and dissemination activities to ensure that the guidelines are translated into program and project designs in selected countries with major family planning programs.

D. Project Elements

The project will rely on an iterative process of developing hypotheses about how programs work, empirically testing those hypotheses, modifying them as necessary, and retesting. In other words, there will be a continual learning process over the life of the project. The anticipated end result is that the understanding of the relationship between population assistance and family planning programs on the one hand, and fertility decline and women's lives on the other, will rest on a stronger theoretical foundation and be based on better-defined indicators. Consequently, family planning professionals will be in a better position to evaluate the impact of population projects and programs [on fertility].

EFPI will accomplish its objectives and expected achievements through six elements, summarized in the attached logical framework (See Section IX. Logical Framework). These are by component:

Impact on Fertility: (1) improved measures of family planning program impact; (2) improved use of existing data for evaluation and program planning; (3) increased and institutionalized evaluation expertise among USAID missions, host-country organizations, and CA staff; (4) improved dissemination of evaluation information; and

Impact on Women's Lives: (5) improved understanding of the impact of family planning on women's lives; and (6) improved design and implementation of family planning programs from the women's perspective.

Elements 1, 2, 5, and part of 6 define the research agenda of the project while Elements 3, 4 and 6 relate to technology transfer.

The level of effort devoted to each element is expected to shift over the course of the project (see Section IV. Project Implementation). Initially, the greatest emphasis will be placed on elements 1, 2, 5, and part of 6. As the evaluation framework is improved and methodologies developed, increasing attention will be paid to training and technical assistance in support of institution-building. Dissemination will be emphasized throughout the project.

These elements will be addressed at the four levels described above for the impact on fertility component and at two levels (country and cross-national) for the impact of women's lives component. Initiation of activities at these levels will be preceded by a period of stage-setting activities (described in Section IV.B. Project Implementation). The six elements and activities within each are described below.

1. Improved Measures of Family Planning Program Impact

Activities within this element are designed to consolidate knowledge of family planning program evaluation. As the first step, project staff will begin developing the methodologies to be applied in family planning program evaluation throughout the life of the project. As the methodologies are refined, they will be tested in various country settings. These practical applications will test the validity of the underlying assumptions, which can then be modified, if necessary, and tested again. Project staff will review existing research and develop an evaluation framework with the potential for broad application in a variety of program contexts.

One of the first undertakings of the project will be a commissioned state-of-the-art report reviewing the literature relevant to family planning program evaluation. While the report will focus on past and current efforts to assess family planning program impact, it will also review impact studies from related disciplines (for example, health or domestic experience with

large scale program review). The report will include an assessment of evaluation methods currently in use with discussion of their strengths and weaknesses. The review will be published at the end of the first year of project activities.

EFPPPI will build on the framework developed by the National Academy of Sciences in the Academy's assessment of research on family planning program effectiveness. This framework will guide project activities at all four levels of analysis. The project will provide more complete descriptions of the relationships and interactive effects hypothesized to take place among program components and will consider interactions of population program policies with those of other human resource sectors, notably health, nutrition, and education. The project will also draw on work on the standardization of indicators, operations research, and previous country program impact studies² in defining the framework. A description and analysis of the framework will be published as a working paper at the end of Year 1, and subsequently updated in Years 5 and 9.

EFPPPI's work on improving the conceptualization of family planning program dynamics will contribute to a clearer understanding of the role of A.I.D. inputs in fostering fertility change. As part of this process, EFPPPI will develop measures of program dynamics to allow empirical testing and further strengthening of the framework. For example, the project might support pilot studies of a quasi-experimental nature or collect time-series data in order to test and validate the framework. Controlled micro-level studies might be built into the design of existing activities to allow a more scientific appraisal of program impact. While the project will not support large social experiments on the order of Matlab, further research on program dynamics and impact in existing social laboratories, including Matlab, will be encouraged.

While it is desirable to have a single framework of family planning program impact to be applied in all situations, modifications undoubtedly will be needed to make it suitable in different contexts. The project will develop a typology of family planning programs and appropriate evaluation strategies by type at the country level. The project will begin by considering the typology described in the Family Planning Services Division's strategy document that outlines stages of program maturity (Destler, et al., 1990). In addition, the typology will consider the mix of service delivery modes; the relative contribution of public, private, and NGO service providers; and the geographic distribution of program effort, among other factors. Appropriate evaluation goals and strategies will be proposed for the various program types identified.

EFPPPI will develop evaluation research questions appropriate to each type of program. For example, in countries with emergent

programs an evaluation research priority might be to examine which is more cost-effective: to lower fertility rates by working on demand-oriented variables, which lower the perceived benefits of large family size and increase the perceived opportunity costs of childbearing, or to supply additional family planning services, which lower the costs of fertility control. In countries with more mature programs, priority might be given to research that would lead to better targeting of resources, such as examining the interactive effects of family planning program characteristics and the characteristics of couples on fertility change. The typology and evaluation plan for the different types of programs will be completed by the end of Year 2.

The majority of activities within this element will entail studies conducted at the country level. The purpose of these studies will be to improve the understanding of how A.I.D. inputs contribute to fertility decline. It is likely that a number of the country studies will be undertaken collaboratively with other on-going population projects. Host-country nationals will participate on the study teams, lending their on-the-ground experience and insight. Individual countries will provide laboratories for the testing of new conceptual frameworks and methodologies. Local evaluation capabilities and the quality of evaluations conducted will be enhanced by the technical input of the project. In turn, the array of country-program evaluations undertaken will document the strengths and weaknesses of the approaches, typologies, and definitions developed by the project and will lead to their improvement. The project will also support a limited number of cross-national studies that will yield syntheses of multi-country studies and impact analyses based on country data. Over the life of the project, EFPPPI will produce 16 studies on family planning program impact using the improved evaluation methodologies.

The project will also produce an evaluation manual for use by A.I.D. staff, CAs, and host-country personnel. The manual, which will be a practical guide to conducting evaluations, will be organized around the typology of family planning programs. It will include a discussion of evaluation strategies, suggestions for conducting an evaluation, the data required to support different methodologies, and pitfalls to avoid. The first version of the manual will be prepared early in the life of the project. However, as understanding of how programs work improves, the manual will be modified and expanded.

A companion to the manual will be a handbook of consistent definitions of performance and impact evaluation indicators (e.g., Couple-Years of Protection, or CYP). The first version of the handbook is intended to be particularly useful to A.I.D.'s regional bureaus in establishing a comprehensive set of program performance indicators but will be intended to meet the needs of CAs and donors as well. Project staff are expected to work

closely with the regional bureau, CAs, and donors in the development of the handbook. The first version of this handbook will be completed by the end of Year 1, and updates will be made over the life of the project with one impact indicator being added each year.

EFPPI will improve evaluation methodologies at the functional level through the activities of eight working groups, each responsible for one of the functional areas: service delivery; commodities; research; training; management; information, education, and communication; policy; and evaluation. Priorities include:

- 1) assessing current indicators of performance and impact for each functional area (see Appendix C for sample indicators),
- 2) recommending improvements and standard procedures for tracking progress using the indicators, and
- 3) working with the CAs and their AID/CTOs to facilitate use of the improved indicators in the planning, management, and evaluation of projects.

The working groups will build on the efforts of other R&D/POP task forces, for example, the CA Task Force on Performance Indicators. In cases where a task force is still extant, the working group will take the lead in evaluation activities, thereby avoiding duplication in function. The working groups will bring together experts in each of the functional areas to address evaluation issues. Examples of topics that might be addressed include: in the service delivery area, examining what CYP is measuring in social marketing projects; in the policy area, assessing the pay-off of private sector activities in family planning in terms of new users, switchers, service delivery costs, and requirements for on-going donor subsidies; or under evaluation, priority might be given to examining consistency in the measurement of indicators and assessments of impact. Because it is unlikely that project staff will have expertise in all eight functional areas, their primary responsibility will be to initiate, coordinate, and guide working group activities. Project staff will be responsible for recruiting consultants and experts in each functional area and will play a facilitating and energizing role in this project activity. CAs, A.I.D. staff, and other relevant population professionals will comprise the membership of these working groups and will provide the majority of the input to each group's thinking.

The first two working groups will be constituted in Year 2. Each year thereafter at least two new working group will be formed with all eight functional areas covered by the end of the first five years of the project. By the end of the ten-year project,

the CAS and AID/CTOs will be using improved indicators of performance and impact evaluation methodologies in each of the eight functional areas.

The project also will assess the cost-effectiveness of the various methodologies developed. These assessments will need to weigh the validity of the inferences that can be made about program impact against the difficulties and expense of data collection and analysis. Data gathered from controlled field experiments would yield more robust results than those possible from relying solely on survey data, for example. However, such experiments are costly and sometimes difficult to implement. As a consequence, what may be learned about the relationships and interactive effects of program components may well be limited by the costs of collecting and analyzing the data.

2. Improved Use of Existing Data

A.I.D. has expended much effort and resources on the collection of population information. However, relatively less emphasis has been placed on the application of these data in program planning and evaluation. One objective of EFPPI is to make better use of existing evaluation systems and data (including the Demographic and Health Surveys (DHS), operations research (OR), management information systems, and other data bases). Again, the majority of activities within this element are directed at country-level analysis.

The project will emphasize the use of existing demographic data and family planning service statistics, but will also explore the use of other data, including qualitative, anthropological, socioeconomic, and financial information relevant to each country context. Where appropriate, the project will support primary data collection to enhance the information available from current survey efforts, for example, by carrying out focus group discussions and follow-up surveys in selected sample clusters. This additional data collection may result in revisions to existing survey instruments to increase their usefulness for evaluation purposes.

To facilitate increased and improved use of DHS data in particular, the project will develop an interactive computer program and companion hard copy guide for using these data for program planning and evaluation. Together, the computer program and guide will enable users to choose variables from the DHS that are most relevant to program planning and evaluation in a particular context and to draw conclusions from the data. The project will carry out eight country-specific studies exploring the use of DHS data for program planning and evaluation. For example, one of these studies might use DHS and other data sources to examine the different dimensions of accessibility and their effect on contraceptive use and fertility. Findings from

these in-depth studies and recommendations from the functional area working groups may lead to modifications of the interactive model.

3. Technical Assistance and Training

A major objective of the project is to improve the institutional capacity to carry out family planning program evaluations among host-country, AID/W, USAID, and CA staff. Technical assistance and training will take place at all implementation levels.

As part of the country-level activities, project staff will provide assistance and instruction related to evaluation methodology and its application. Staff from policy and evaluation offices in the host countries will be trained in program evaluation through short courses and workshops during the life of the project. These training activities will use materials and curricula developed by project staff. Training and technical assistance activities supported under the project will be concentrated in countries with existing evaluation offices. However, the project will maintain the flexibility to carry out these activities in settings where no organized evaluation department exists. Also, in an effort to strengthen AID's institutional capacity for evaluating family planning programs, curricula tailored to the needs of USAID mission staff will be incorporated into the State-of-the-Art (SOTA) summer courses, as well as into regional training courses for A.I.D. Health, Population and Nutrition (HPN) Officers.

Regional-level technical assistance and training will focus on workshops for staff of A.I.D.'s regional bureaus. These workshops will bring together independent experts and A.I.D. staff to review performance and impact indicators that are currently being used, to suggest improvements and/or standardization of indicators, and to present ways that DHS and other existing information can better be used to meet the needs for monitoring progress of A.I.D.'s population assistance. Limited technical assistance may be required by the staff of the regional bureaus and/or selected USAID missions to ensure that the monitoring of performance and impact of population programs is fully integrated into the routine activities of the relevant offices.

Workshops will be held to disseminate to CAs and R&D/POP staff the findings of the working groups on the evaluation indicators for each functional area. Some technical assistance may also be provided to selected LDC institutions and CA field staff to assist in the use of the indicators.

4. Dissemination

EFPPPI has an extensive dissemination element incorporated into

its design. This is to ensure that sufficient attention is given to making available and encouraging the use of the research findings and improving evaluation methodologies developed under the project. Towards this end, EFPPI will prepare working papers, handbooks, manuals, articles, and reports designed to meet the needs of the various audiences. A dissemination plan will be developed for each of these documents.

The manuals will be used during training workshops and courses and will guide the provision of technical assistance. The findings from country-level evaluations will be used as examples for the manuals. All documents will be provided to USAID missions, host-country institutions, regional bureaus, CAs, and other donor agencies as they are produced.

Project findings will reach the wider population community through publication of a working papers series. Project staff will be expected to take an active role in the presentation of findings at professional meetings, such as the Population Association of America, the International Union for the Scientific Study of Population, the American Public Health Association, and the National Council for International Health. The project will also support presentations of project findings by host-country nationals at international meetings. Finally, it is expected that the findings will be disseminated in widely distributed publications.

5. Improved Understanding of the Impact on Women's Lives

This element of the EFPPI will build on the paper, "The Impact of Family Planning on Women's Lives." Given the dearth of existing information on the impact of family planning on six aspects of women's lives--women's health status, educational attainment, personal autonomy/self-esteem, employment/economic resources, familial relations, and public standing, a principal objective of this element will be to increase the knowledge base. A first step will be to review the conceptual framework and research agenda and then to prepare a statement of research priorities to guide the program. While the paper lays out two paths of potential influence of family planning, i.e., contraceptive use and employment of women in programs, this element would be concerned with the path of contraceptive use. Element 6 would look at both pathways.

The project will draw on or support a number of research studies using existing data and will collect new information, perhaps of a prospective nature, to help elucidate the basic relationships between family planning and women's lives. It is anticipated that an early focus on comparing contraceptive users and non-users and users by types of methods, may suggest additional information that should be collected in future surveys like DHS. Another focus of the research may involve carrying out in-depth

case studies of effective contraceptors, and those having experienced unwanted pregnancies or births, to look for differential impacts from family planning. The results of the various studies would be summarized in a state-of-the-art report to be prepared at the end of the five-year project.

6. Improved Design and Implementation of Family Planning Programs from Women's Perspective.

This element will concentrate on the design and implementation of family planning programs and projects in order to assess women's participation in these programs as clients of services, as service providers, and as decision-makers. The research will involve looking at different types of programs (e.g., integrated programs versus family planning only, and/or those set up and run by women's advocates versus more traditional types of family planning projects). Research will be conducted to ascertain differences in women's participation; and which aspects of programs and projects lead to positive impacts on women's lives and which have negative consequences. The results of these various studies will be used to develop guidelines for improving the design and implementation of projects by taking account of women's concerns and needs. It is anticipated that both A.I.D. and host-country projects would benefit. The guidelines would be used in preparing training materials, in conducting training for family planning program managers and staff on women's concerns and needs, and on gender issues more generally.

E. Internal Evaluation

As a project aimed at increasing the understanding of the impact of population and family planning and strengthening population program and project evaluation, it is especially important that the EFPPI project be exemplary in evaluating its own performance. Evaluation of the progress of the project is a critical activity for EFPPI's staff and as such will require that sufficient resources and attention be committed to this effort. Moreover, evaluation should be considered as an on-going process to be undertaken by project staff and not a discrete activity conducted by USAID or external evaluators. A key to the success of this project will be continuously building on insights gained at earlier stages of the project.

For each major activity of the EFPPI project, measurable objectives will be specified, and end-of-activity evaluations should assess and document whether or not the expected outcomes stated in the objectives have been achieved. Evaluation results then will be taken into account in the planning of subsequent activities in an attempt to continuously optimize the efforts of the project.

The type of evaluation to be done will be dictated by the

activity being evaluated to some extent. In particular, evaluation of training activities and materials will differ from the evaluation of research studies. For example, outputs such as written materials, workshops, and working groups might be assessed according to the following illustrative criteria:

1. Have the expected major accomplishment of the activity, including material outputs, information transfer, behavior change, etc., been achieved?
2. Was the format of the activity employed in attempting to achieve the expected outcomes appropriate?
3. Was the selected audience appropriate?
4. Did the activity adequately address the needs of the intended audience?
5. Was the time frame for the activity appropriate?
6. Were materials disseminated according to plan?
7. Were the actual level of effort and cost for the activity in line with what was anticipated?

This list is not intended to be comprehensive, but rather to illustrate the general types of considerations that might be made in evaluation of these outputs.

A somewhat different approach will be required to evaluate the impact, methodological, and country-level research studies conducted as part of this project. Prior to undertaking each study, there should be a clear statement of the expected findings of the study, as well as of how the study is expected to contribute to the improved conceptualization of program impact [evaluation] and evaluation methodology. In studying the impact of family planning on women's lives, where an initial conceptual framework has been formulated, the proposed research will need to be considered in terms of its contribution to this conceptualization. Further, the framework will need to be modified based on the research results.

In addition, included in this statement should be a description of the type of design to be employed in the study (e.g., experimental, quasi-experimental, correlational, panel study, etc.) and the rationale for using that type of design. In evaluating a study upon its completion, an assessment should be made of whether or not the study has yielded the expected findings and contributions and if not, possible explanations for the shortcoming or differences. Such information will be crucial to the planning of subsequent studies and essential to the systematic development of improved evaluation methodologies.

IV. Project Implementation

A. Project Procurement

1. Impact on fertility

The contractor. This component of the EFPPI project will be implemented through two successive competitively-awarded contracts, each covering a five-year period. These contracts will have a mechanism (in a companion contract awarded at the same time) for accepting buy-ins. The awards will be advertised and competed; pre-qualification will not be necessary. The RFP for the prime contract will encourage the use of subcontracts with Gray Amendment entities.

It is the intention of the P&E Division to bring together the best and brightest thinkers from both developed and developing countries in the field of population program evaluation for the EFPPI project. However, the project will be awarded competitively to a prime contractor, who will be responsible for soliciting the participation of a variety of experts in the field. These outside experts will assume a variety of roles within the project: as participants in the technical advisory group and working groups, as fellows in the fellows program, as commissioned researchers, and as consultants. The contractor will be held responsible for all project outputs. However, consultants may be sought to assist with any and all aspects of project implementation. In addition, the project staff will also have the authority to commission special reports or research projects that would be better undertaken by other population or evaluation experts.

Other contributors to the project. The project contractor will receive general technical guidance from a Technical Advisory Group (TAG). The TAG will include noted experts in population and/or program evaluation, as well as some representatives of other donors and family planning organizations. The TAG will provide a mechanism for peer review, as well as counsel the contractor, and to an extent, A.I.D., on the research agenda and its implementation and on methodological issues. The TAG will meet semi-annually throughout the life of the project.

During the course of the project, the contractor will organize working groups in each of eight functional areas outlined previously. The membership of these working groups will consist of CAs working in the functional area of the particular working group, relevant A.I.D. staff, and other population professionals having expertise in the functional area. These members will bring to the working groups the specific expertise that will be critical to accomplishing the priorities outlined for each group.

A fellows program will be established under the auspices of the

research staff capable of conducting or collaborating on a number of studies, principally the cross-national studies. The grantee will also be able to make subcontracts or subordinate agreements with other U.S. or local organizations in the conduct of some research. Collaboration with local researchers will be a prerequisite for studies carried out by U.S. or other non-LDC researchers. The researchers on the core project staff would provide substantial technical assistance to local research groups in formulating and carrying out country-specific studies. Such assistance could be provided through single- or multiple-country workshops or through short-term consultancies. One additional mechanism for supporting some of the studies might be a competitive process for small research awards involving an independent review of proposals.

B. Implementation Schedule

1. Impact on Fertility

This component of the proposed project will be initiated in FY91 and is planned for ten years with four phases of project implementation. This phasing, however, is approximate and may need to be adjusted during the course of the project. The types of activities to be undertaken in each phase are described below. Specific outputs and their expected completion dates are elaborated in the chart in Appendix D-1.

Phase I: Stage-setting (months 1-12). During the first phase of the project, the contractor will undertake several stage-setting activities to define the scope of the problem, assess approaches and data requirements at the four levels of evaluation (country, cross-national, regional, and functional area), develop research plans, and begin dissemination. A number of other activities will begin in this phase and be completed later in the life of the project. Limited technical assistance (to one or two missions) in designing evaluation plans for new bilateral projects will be available during the first year.

Phase II (months 13-36). Phase II of implementation will cover Years 2 and 3 of the project. The initial field- and U.S.-based studies will be completed during this phase.

The level of effort devoted to technical assistance and training will increase in Phase II. For example, four technical assistance visits are planned for Year 2 and six for Year 3. Workshops for host-country, mission, AID/W and CA staff will be held. The purpose of these workshops will be to train staff to apply the evaluation methodologies developed by the project and to update their evaluation knowledge and skills.

Phase III (37-60 months). Phase III covers the remaining two years of the first half of the project. By this time, all the

major activities of the project will have been initiated. The working papers and the evaluation manual and handbook will be updated. Additional country-level studies will be completed and new studies begun. The technical assistance and training during this phase will be directed primarily at host-country institutions and USAID missions that will be implementing the new evaluation strategies and using the improved indicators.

Standard procedures regarding annual reviews of workplans and project progress by the AID/CTO will be followed. An external evaluation will be undertaken in Year 4. This evaluation will build on the information gathered in the on-going internal evaluation undertaken by project staff and will help determine the work plan for the second five years of the project.

Phase IV (61-120 months). The final phase will cover the second five years of the project or Years 6-10. At this point, the outline of this phase is very general. An initial activity is likely to be development of a new research plan that addresses continuing gaps in the understanding of the impact of family planning programs, as reflected in the revised conceptual framework (prepared in Year 5).

All of the outputs produced in the second half of the project will use the improved conceptual framework as a starting point. The improved framework will reflect the lessons learned over the life of the project about how family planning programs affect fertility and is expected to be significantly more comprehensive than the framework available when the project began.

The major thrust of the fourth phase will be to expand the application of strategies and indicators developed in the first three phases through intensive training and technical assistance. The primary beneficiaries of this expansion will be host-country institutions and USAID bilateral projects. It is anticipated that other donors will also request assistance in using the strategies and methods developed through this project in evaluating their own population programs.

Regular management reviews will continue during Phase IV and a final external evaluation will be conducted in Year 9. Internal evaluations by project staff will occur throughout all phases of the project.

2. Impact of Women's Lives

This component of the project will begin in FY 93 and will continue for five years. The major focus of activities during this period will be devoted to developing approaches to the study of the impact of family planning on women's lives and to creating the knowledge base. This will involve preparing a research priorities statement, designing methodologies and approaches for

studies to operationalize the initial conceptual framework, and conducting both cross-national and country-specific studies.

The types of activities to be undertaken during the five-year period are described below. Specific outputs and their expected completion dates are listed in the chart in Appendix D-2.

Year 1: Planning and Preparation Period.

During the first year, the grantee will undertake several stage-setting activities to define the scope of the work, assess existing information and knowledge, develop research plans, and contact women's advocacy groups as well as local research groups.

A number of more descriptive, cross-national studies will be started by the end of the first year. Limited technical assistance in designing family planning programs from the women's perspective for new bi-lateral projects will be available during this period.

Years 2-4: Implementation Period.

This period will concentrate on the implementation of studies as well as active dissemination of study results. The duration of the various studies will vary according to the types of methodologies used, size of the samples, study sites, etc. Most of the country-specific research and cross-national studies will be completed by the end of the fourth year.

Based on the results of the research studies, it is anticipated that it will be possible to prepare a set of guidelines for assessing how family planning programs affect women as clients, providers, and decision-makers within programs. Technical assistance, training, and dissemination activities will be carried out to help translate the guidelines into actual improvements in program or project design and implementation.

The level of effort devoted to technical assistance will increase in this period. The technical assistance will be directed primarily at host country institutions and USAID missions. Dissemination activities will be active at both country and international levels.

Standard procedures regarding annual reviews of workplans and project progress by the AID/CTO will be followed. An external evaluation will be undertaken in Year 4. This evaluation will build on the information gathered in the on-going internal evaluation undertaken by project staff.

Year 5: Consolidation Period.

All studies will be completed. Technical assistance will continue. It is anticipated that other donors will also request assistance in using the strategies and lessons learned through this project in developing their own family planning programs.

The project will keep track of other studies from various other sources on the same topic to consolidate and synthesize the information. By the end of five years, these results and those from project studies will be assessed and compiled in a state-of-the-art report on the impact of family planning on women's lives. This report will include a modified conceptual framework and recommendations for further research.

Assuming that the results of the five-year project will yield new understanding in the conceptualization of the impact of family planning on women's lives, it is anticipated that future research would be conducted as an integral part of any future evaluation project.

C. Country Selection

Project resources will be available to all geographic regions. The choice of countries in which the project will be executed, however, will depend on the type of activity being conducted and will have to balance the needs of host countries against the scientific requirements for studying the impact of family planning programs [advancing population program evaluation methodology].

1. Impact on Fertility

In the case of research studies in this component, countries chosen as sites for projects will need to be selected carefully. For example, those countries having the greatest needs for assistance in evaluation may be those that also have inadequate data, possibly making them less desirable as sites for country-level research projects. In addition, countries with certain characteristics, for example, those with mature family planning programs, may be necessary to answer a particular research question.

Less difficulty may be faced in selecting countries for activities such as workshops and technical assistance, which are geared to disseminating information rather than to the scientific advancement of evaluation methodology. Priority for technical assistance and training activities will be given to countries that have an existing evaluation infrastructure. However, a variety of considerations including population growth rates, A.I.D.'s existing population resource investments in the country, level of effort required to reach evaluation objectives in a country, etc., should be taken into account in selecting countries.

Following award of the contract, a cable will be sent to the field announcing the availability of the services of the project. Those missions that have interest in receiving the services of the project might thus request assistance. In developing the

scientific research agenda, the project will consider specific mission requests but may need to supplement this set of countries. For example, when conducting a field-based study that has requirements not met by any of the responding countries, the project will initiate the activity by approaching an institution in a country where the question could most appropriately be addressed. In such cases, the project will seek approval of the mission for the activity and will outline for the mission staff and the host-country institution how the family planning program in the host country might be expected to benefit from participation in the study.

Because project resources will be limited, it is expected that the project will work intensively in only a limited number of countries. Thus, selection of countries will be critical in order to make optimal use of project resources. As the scope of work and particularly the research agenda for the project are developed, the project, the TAG, and R&D/POP/P&E will be expected to give country selection careful attention in their strategic planning.

2. Impact on Women's Lives

This component of the project will work more intensively in a limited number of countries (estimated at 7-8) so that project resources will be concentrated. It is anticipated that the likelihood of getting concrete results and actually having an impact on program implementation will be increased if a more in-depth research effort is supported in fewer settings. Criteria for preliminary selection of countries are: a) USAID interest and capacity to implement; b) host-country willingness to participate; c) presence of an active women's group that has shown a concern for family planning; d) the existence of service delivery projects carried out as women-centered projects (i.e., by, of, and for women); and e) the presence of research units or institutions that could be local collaborators. Following the award of the cooperative agreement, the implementing institution will establish formal links with those countries chosen as study sites.

D. A.I.D. Monitoring and Coordination

1. Relationship of EFPPPI to current R&D/POP evaluation activities.

Changes in the family planning environment and the rising demand for family planning services have led A.I.D. to reexamine its population assistance role. Both A.I.D. and the Congress agree that better information is needed on the impact of population assistance.³ For these reasons, in July 1990 the AA/R&D approved the establishment of a comprehensive Population Evaluation Program (PEP) to be implemented by the P&E Division of the Office of Population.

PEP has three elements: 1) strengthening evaluation activities within existing projects, 2) conducting in-house research, and 3) the new EFPPI project. Thus, the EFPPI project described in this paper is only one element of a larger emphasis on evaluation within the Office of Population. PEP will strengthen evaluation within existing projects by giving more attention to the development of an evaluation plan at the design stage of projects as well as to development of the scope of work for external evaluations. Specific evaluation questions will be addressed through a limited number of in-house research projects. These PEP activities are the responsibility of P&E and other Office of Population staff.

The third element of PEP, EFPPI, is the element that will focus specifically on the methodology and means for measuring the impact of A.I.D.'s population program. Project resources will be used to enable a critical mass of evaluation experts to concentrate their research efforts on advancing understanding of population program dynamics and developing improved evaluation methodologies. In turn, what is learned from the EFPPI project will contribute to the overall efforts of PEP.

It is expected that the new project will use data from both the DHS project and the OR program and that the contractors of these three projects will work closely to ensure good access to the data and research results. Further, the new evaluation project may commission special studies through these two projects as well as through other R&D/POP projects, as appropriate.

The Office of Population has encouraged a number of efforts to improve evaluation in recent years. Among these is the Task Force on Performance Indicators, formed in 1987. This task force, which has recently completed its charge, reviewed a variety of indicators used by the CAs and made a number of recommendations to improve and standardize common indicators. The EFPPI project will build on the work of this task force and will likely call on members of the former group to participate in studies and working groups examining performance and impact indicators. One expected outcome of EFPPI is the use of consistently defined evaluation impact indicators across project and program evaluations.

In 1989, the Information and Training (IT) Division of the Office initiated a special IT Evaluation Working Group to review evaluation methodologies for training, management, and communication. EFPPI will collaborate with this working group to develop consistent definitions of indicators and evaluation methodologies in the functional areas of training, management, and communication.

EFPPI will also complement the on-going technical assistance in evaluation provided by the Office's Population Technical

Assistance project (POPTECH). POPTECH provides worldwide, short-term consulting services to A.I.D. offices and missions for the design, assessment, and evaluation of family planning projects and will continue to be the principal CA responsible for central and bilateral project-level evaluations. However, evaluation methodologies developed and refined as part of the EFPPI project will greatly benefit POPTECH in its evaluation efforts.

2. Relationship of EFPPI to other evaluation activities.

As already noted, CDIE sponsors impact evaluations across a number of sectors in which A.I.D. provides assistance. For population evaluations, CDIE and Office of Population staff have worked closely in developing guidelines for impact evaluations of population programs in a select number of countries. In October 1990, the first population impact evaluation was conducted in Kenya. The evaluation methodology used and the results will be reviewed by the new evaluation project as research plans are developed for other country evaluations. CDIE and Office staff will continue to coordinate CDIE and PEP activities and will work closely as other impact evaluations are planned. Further, it is expected that future CDIE impact evaluations will be enhanced by incorporating the recommendations of the EFPPI project.

For the component of the EFPPI that addresses the impact of family planning on women's lives, it is expected that collaboration will involve A.I.D.'s Women in Development (WID) Office and other relevant offices. While previous WID projects have not dealt with the issue of women's roles in family planning, whether as contraceptors or as employees, there is interest in this new research area. The results of this project may have implications for WID's work in other sectors such as agriculture and education.

EFPPI also will complement the efforts of A.I.D.'s regional bureaus to monitor the progress and impact of their projects. The contractor for the project will work with regional bureau staff to examine and refine performance indicators, review their advantages and shortcomings, and provide guidance for their use.

3. Relationship of EFPPI to population evaluation activities of USAID Missions, host countries, CAs, and other donors.

(a) Impact on Fertility.

Prior to the decision to authorize a comprehensive population evaluation program, a worldwide cable was sent to all USAID missions to inquire about the needs and priorities in population evaluation. This cable elicited strong field response. Mission staff cited the following priorities: the development of common guidelines; the design of a program with strong field orientation; the involvement of host-country nationals and other donors; a long term effort; and consideration of the impacts on

fertility of variables other than family planning, such as environmental and economic variables.

These comments, together with reactions from CAs and donors, have been considered in the design of the new project and project staff will be expected to establish relationships with a number of groups and organizations to ensure that the perspectives of missions and developing-country institutions, research organizations, CAs, and other donors are well represented. The technical advisory group, working groups, commissioned research studies, and fellows program all provide opportunities to formalize this participation. In addition, Mission and AID/W staff, CAs, and host-country personnel will receive training in evaluation through workshops and technical assistance, and all will receive copies of working papers, reports, manuals, and other outputs of the project. All of these groups have substantial experience and expertise to contribute to the project, and similarly all are potential beneficiaries of the project's results.

(b) Impact on Women's Lives

Prior to the proposed PP amendment, adopting a broader focus to the study of the impact of population and family planning, a series of steps were taken which demonstrate considerable interest in studying the impact of family planning on women's lives. A cable was sent to USAID missions to ascertain the need for and USAID and host-country interest in a proposed strategy to address the impact of family planning on women's lives. Of 29 missions responding, 21 expressed support for the strategy and requested consideration as study sites (see Appendix I). Also, a questionnaire sent to various other parties, including those conducting research on women and those considered women's advocates, again reinforced the importance of this research endeavor. The comments from USAID missions, and other donors will be considered in the design of this component of the EFPPI.

Implementation of this project will require the participation in varying degrees of USAID missions, host-country institutions (family planning and research), CAs, women's groups, and other donors. Participation will be through an overall technical advisory group, country-specific advisory groups, and the actual conduct of research. Some CA projects, such as the DHS or OR, may receive support through this project to pursue specific avenues of research. A.I.D. staff, host-country personnel, and CAs may also benefit from the development of guidelines for improving family planning programs and projects from the women's perspective and may receive technical assistance and training to apply the guidelines in particular settings.

V. Financial Plan

A. Impact of Fertility

The A.I.D.-financed budget for this component of the EFPPI is estimated to be \$37.6 million over ten-years, with \$15.5 and \$22.1 million budgeted for the first and second five-year period, respectively (see Appendix E). A detailed line-item and year-by-year budget is presented in Tables 1a and 1b. The estimated budget assumes a 75 percent overhead on personnel, a 25 percent general and administrative overhead, a fixed fee of 7 percent, and a 4 percent annual rate of inflation that covers all costs.

The estimates reflect a staffing plan that includes 17 full-time contractor staff, supplemented by a senior fellow in 9 of the project's ten-years, 15 junior fellows supported in the final six-year period, and about 8 years of consultant effort. In addition to this intramural staff effort, additional effort provided from US and host-country institutions is supported through commissioned studies and LDC subcontracts.

It is expected that roughly 75 percent of project costs (or \$29.1 million--\$12.7 and \$16.4 million for the first and second five-year period, respectively) will be supported through central funds. Tables 2a and 2b present the S&T-funded budget.

The remaining 25 percent of project costs (or \$8.6 million--\$2.9 and \$5.7 million for the first and second five-year period, respectively) is expected to be provided through buy-ins. Tables 3a and 3b present the budget funded through buy-ins. Buy-ins are most likely to cover field-based studies, technical assistance and training activities (including support for junior fellows representing LDC institutions), and dissemination. Given that buy-in activities tend to be those relating to technology transfer, they are expected to be more heavily concentrated in the later years of the project. Hence, buy-ins make up less than 20 percent of total funding in the first five-year period and close to 30 percent in the second.

Table 4 disaggregates total project funding by activity. The first panel of this table displays funding from all sources. Nearly 60 percent of project funding will support research and methodology development. An additional 22 percent will support technical assistance activities. Both research and technical assistance efforts make up a slightly higher share of the project budget over the first five years. Training and dissemination activities account for 15 and 3 percent of the project budget, respectively. These two activities are notably more predominant in the second five years of the project. Together, they represent about 15 percent of the budget in the first five years and grow to about 22 percent in the second five years.

The second and third panels of Table 4 differentiate funding by

R&D and buy-in sources. R&D funding is expected to be more concentrated in research and dissemination activities (totaling 70 percent) and less so in technical assistance and training (totaling 30 percent). Buy-in funding, on the other hand, is expected to support predominantly technical assistance and training (totaling 64 percent) while supporting research and dissemination to a lesser extent (totaling 36 percent).

B. Impact on Womens Lives

The A.I.D.-financed budget for this component of the EFPPI is estimated to be \$10.8 million over five years (see Appendix E-2). A detailed line-item and year-by-year budget is presented in Table 1. The estimated budget assumes a 75 percent overhead on personnel, a 25 percent general and administrative overhead, and a 4 percent annual rate of inflation that covers all costs.

The estimates reflect a staffing plan that includes 8 full-time contractor staff and about 2 years of consultant effort.

It is expected that roughly 80 percent of project costs (or \$10.8 million) will be supported through central funds. Table 2 presents the R&D funded budget.

The remaining 20 percent of project cost (or \$2.2 million) is expected to be provided through add-ons. Table 3 presents the budget funded through add-ons. Add-ons are most likely to cover field-based studies, technical assistance, and dissemination activities.

VI. Evaluation Plan

Besides the internal evaluation already described, the EFPPI project also will be monitored through a variety of other mechanisms. Management reviews consistent with the Guidelines for Management Review will be done in the years in which the project does not receive an external evaluation. Routine monitoring procedures will include regular meetings between the project CTO and the contractor, and reviews of project proposals, plans, and reports. Audits will be conducted in accordance with standard A.I.D. regulations and operating procedures.

In addition, external evaluations will be conducted according to the Office of Population's Guidelines for External Evaluation of Population Projects in Years 4 and 9. These external evaluations should not only examine whether or not the project has produced the outputs outlined but also whether or not it has met its stated purpose. The expected outcomes of the project at the purpose level and suggested means of verification are as follows by project component:

A. Impact on Fertility

Improved methodologies and consistently defined evaluation impact indicators are used across population project and program evaluations.

Means of verification: Cross-country comparisons of program and project evaluations, various logical frameworks for new projects, project SOWs supported by and based on evaluation findings.

Methodologies developed by the EFPPI project are applied in A.I.D.'s central and field population projects and programs.

Means of verification: PPs, RFPs, contracts, SOWs for evaluation of population projects and programs, evaluation reports.

New population projects have a plan for impact evaluation built in at the project design stage.

Means of verification: PPs, RFPs, contracts.

Procedures and norms for conducting impact evaluations are institutionalized within family planning service and support organizations.

Means of verification: A cadre of professionals trained in evaluation within family planning service and support organizations.

B. Impact on Women's Lives

New Family planning projects developed and old projects are modified from the perspective of women's interests and needs.

Means of verification: PPs, RFPs, contracts, workplans.

A set of guidelines for assessing how family planning programs affect women as clients, providers, and decision-makers.

Means of verification: a set of guidelines

Impact of family planning on women's lives are better understood.

Means of verification: state-of-the-art report, contents of statements made by women's advocacy groups.

The conceptual framework is modified based on the results from the studies.

Means of verification: revised conceptual framework.

USAID and host-country projects are assessed in terms of the impacts on women as clients, providers, and decision-makers.

Means of verification: Case studies, cross-country comparisons, guidelines for program and project design.

In addition to verification of purpose-level outcomes, the external evaluators will draw upon the documentation gathered as part of the internal evaluation as well as the annual management reviews. These sources will facilitate assessment of accomplishments at the output level. The evaluation done at Year 4 of the fertility component of the project will serve to guide the efforts in the second five years of the project. In particular, this external evaluation will address whether or not the iterative research approach taken by this project is an effective means of improving evaluation of family planning program impact. The final evaluation done in Year 9 of the fertility component of the project will address, among other issues, whether the research efforts of this project should be continued in a second evaluation project, or whether it will suffice to incorporate the lessons learned into existing and new population projects.

VII. Conditions/Covenants and Negotiating Status

Agreements which may be negotiated under the project 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.

Source and Origin of Goods and Services. Each country where research, training, technical or other assistance takes place under this project shall be deemed to be a cooperating country for the purpose of permitting local cost financing. The sum of all purchase orders, contracts and sub-agreements for goods and services under each contract or sub-agreement in a cooperating country may be procured in the special free world category (Code 935) up to \$750,000 for the purpose of permitting local financing.

VIII. Categorical Exclusion from Environmental Examination

The EFPPI project qualifies for Categorical Exclusion from environmental examination in accordance with Sec. 216.2(c) of the Foreign Assistance Act.

Endnotes

1. Section 104D of the FAA states that: "(1) Assistance shall be administered so as to give particular attention to the interrelationship between (a) population growth, and (b) development and overall improvement in living standards in developing countries, and to the impact of all programs, projects, and activities on population growth."

2. See for example, John Dumm, et al. (1990). "A.I.D. Assistance to Kenya's Family Planning Program".

3. The Office of Population was asked to "design a set of standard measures of program accomplishments and a mechanism for systematic evaluation of program activities against this set of standard measures" (U.S. Senate Committee on Appropriations, 1991, p.68).

IX. Logical Framework for Population Evaluation Project

| NARRATIVE SUMMARY | OBJECTIVELY VERIFIABLE INDICATORS | MEANS OF VERIFICATION | ASSUMPTIONS |
|---|--|--|---|
| <p>GOAL</p> <p>To enhance the freedom of individuals in developing countries to choose voluntarily the number and spacing of their children.</p> <p>To encourage population growth rates that are consistent with the growth of economic resources and productivity.</p> | <p>Safe, affordable contraceptives are available to all couples who desire them.</p> <p>Fertility rates decline over time.</p> <p>Economic and social development are no longer hindered by population growth.</p> | <p>National census data, vital statistics, demographic/health surveys, service statistics, sector assessments, GNP/GDP, and Human Development Index.</p> | <p>Political and other external constraints are removed or do not interfere with population assistance and family planning programs.</p> <p>LDC couples wish to choose voluntarily the number and spacing of children.</p> <p>Close spacing of births has deleterious effects on maternal and child health.</p> <p>LDC couples have access to and will use acceptable means of family planning.</p> <p>High population growth is a constraint to sustained economic and social development.</p> <p>Population assistance contributes to fertility decline.</p> <p>The effectiveness of A.I.D. population assistance can be increased.</p> |

BEST AVAILABLE COPY

| NARRATIVE SUMMARY | OBJECTIVELY VERIFIABLE INDICATORS | MEANS OF VERIFICATION | ASSUMPTIONS |
|--|--|---|--|
| <p>PURPOSE To strengthen A.I.D.'s population assistance by enhancing the ability to evaluate the impact of population programs on fertility <u>and women's lives.</u></p> | <p>EOPS Improved methodologies and consistently defined evaluation impact indicators are used across population project and program evaluations.</p> <p>Methodologies developed by project are applied in A.I.D.'s central and field population projects and programs.</p> <p>All new population projects have a plan for impact evaluation built in at the project design stage.</p> <p>Procedures and norms for conducting impact evaluations are institutionalized within family planning service and support organizations. New approaches to studying the impacts on women as clients, providers, and decision-makers. Guidelines are developed and used to enhance positive and diminish negative impact.</p> <p><u>New approaches to studying the impact of family planning on women are carried out in various countries.</u></p> <p><u>USAID and host country family planning projects are assessed in terms of the impacts on women as clients, providers, and decision-makers. Guidelines are developed and used to enhance positive and diminish negative impact.</u></p> | <p>Cross-country comparisons of program and project evaluations.</p> <p>PPs, RFPs, and contracts.</p> <p>A cadre of professionals trained in evaluation within family planning service and support organizations.</p> <p>Various logical frameworks for new projects.</p> <p>Project SOWs supported by and based on evaluation findings.</p> <p>SOWs for evaluation of population projects and programs.</p> <p>Evaluation reports.</p> <p><u>Research reports, cross-country studies, state-of-the-art reports, guidelines for program and project design.</u></p> | <p>Understanding of how population assistance and country programs affect fertility and family planning behavior can be improved.</p> <p>This improved understanding will enhance A.I.D.'s ability to evaluate the impact of its population programs. Personnel trained in evaluation continue to work in population field.</p> <p>Host-country evaluation staff remain in country.</p> <p>The host country and A.I.D. have a commitment to population program evaluation.</p> <p>Central office staff will play an active role in central and mission evaluation planning.</p> <p>Host-country institutions, CAs, A.I.D., and other donors accept and use the evaluation norms and procedures developed under this project.</p> <p><u>Women are a central focus of family planning programs as users and providers of services, although the critical role of men in decision-making about family size and contraception is recognized.</u></p> <p><u>Host country institutions willing to participate in various research studies and assessments.</u></p> <p><u>USAID missions and host-country institutions amenable to using guidelines and training materials.</u></p> |

BEST AVAILABLE COPY

| NARRATIVE SUMMARY | OBJECTIVELY VERIFIABLE INDICATORS | MEANS OF VERIFICATION | ASSUMPTIONS |
|---|--|---|---|
| <p>OUTPUTS</p> <p>1. Improved measures of family planning program impact.</p> <p>2. Improved use of existing data for evaluation and program planning.</p> | <p>1 working paper describing conceptual framework completed by end of year 1 and updated in year 5 and year 9.</p> <p>1 working paper describing a typology of family planning programs and appropriate evaluation strategies by type completed by end of year 2.</p> <p>1 evaluation manual with modules to be added regularly over the LOP.</p> <p>1 handbook of consistent definitions of impact evaluation indicators to be completed by end of year 1 and to be updated annually adding 1 impact indicator per year over LOP.</p> <p>Working papers defining program evaluation indicators based on the findings of each of the working groups on the 8 A.I.D. functional areas.</p> <p>State-of-the-art family planning program evaluation working paper by the end of year 1.</p> <p>16 methodological studies on FP program impact over LOP.</p> <p>1 computerized interactive guide and companion hard copy guide for using DHS data for program planning and evaluation by end of year 2.</p> <p>8 (2 per region) country-specific studies exploring use of DHS data for program planning or evaluation over LOP.</p> | <p>Progress reports and management reviews.</p> <p>Midterm and final evaluations.</p> <p>Printed copies of final documents.</p> <p>Printed copies of final State-of-the-Art working paper and study reports.</p> <p>Progress reports and management reviews.</p> <p>Midterm and final evaluations.</p> <p>Software for interactive DHS guide and printed copy of guide.</p> <p>Reports on country specific studies.</p> | <p>Recipients of materials and trainees can be located for follow-up.</p> <p>AID/W, missions, and host-country institutions will make appropriate staff available for training.</p> <p>CAs will participate in working groups and workshops.</p> <p>Articles produced by the project will be accepted by appropriate journals.</p> <p>Written documents are an effective means of dissemination.</p> <p>Missions are willing to allow the testing of new evaluation methodologies in country.</p> <p><u>Research topics will be selected jointly among missions, AID/W, host-country institutions, and the grantee.</u></p> <p><u>Women's advocacy groups will be involved both at the project and country level.</u></p> |

BEST AVAILABLE COPY

| | | | |
|---|---|--|--|
| <p><u>5. Improved understanding of the impact of family planning on women's lives.</u></p> | <p><u>Comparative study using DHS data for aggregate patterns of change in use of contraception and key aspects of women's lives.</u></p> <p><u>Working paper on recommended changes to DHS questionnaire to improve information on women's and gender issues.</u></p> <p><u>Focus group studies of women's perceptions of impacts of family planning on their lives.</u></p> <p><u>In-depth case studies of effective contraceptives users and those having experienced unwanted pregnancies/births.</u></p> <p><u>Longitudinal studies of impact of family planning on women's lives.</u></p> <p><u>State-of-the Art reports summarizing research results and with a revised conceptual frame work.</u></p> | <p><u>Progress reports and management reviews.</u></p> <p><u>Midterm and final evaluations.</u></p> <p><u>Research reports and state-of-the-art reports.</u></p> | |
| <p><u>6. Improved design and implementation of family planning programs from the perspective of women's concerns and needs.</u></p> | <p><u>Studies of family planning programs to assess how women's concerns and needs are addressed in their roles as users, providers, and decision makers.</u></p> <p><u>Comparative studies of women's projects and family planning service delivery projects.</u></p> <p><u>OR or quasi-experimental studies to test interventions that address women's concerns and needs.</u></p> <p><u>Training materials for family planning program managers and providers on women's concerns and needs and on gender issues.</u></p> <p><u>Guidelines for design of A.I.D. projects that address women's concerns and needs.</u></p> | <p><u>Progress reports and management reviews.</u></p> <p><u>Midterm and final evaluations.</u></p> <p><u>Research reports.</u></p> <p><u>Training materials and guidelines.</u></p> | |

BEST AVAILABLE COPY

2

| NARRATIVE SUMMARY | OBJECTIVELY VERIFIABLE INDICATORS | MEANS OF VERIFICATION | ASSUMPTIONS | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--|---|-----------------------|---------------|-----------|-------|---------------------|-------|-------------|-----|---------|-------|--------|-------|------------------|-----|--------------------|-----|----------------------|-------|-----------|-----|-----------|-------|----------------|-------|-------|--|-------|--------|-----------|--------------|-----------|-------|---------------------|-------|-------------|-----|--------|-----|---------|-------|-------------------|-----|-----------|-----|-----------|-------|-------|--|-------|--------|---|--|
| <p>INPUTS Technical Advisory Groups (TAGs).</p> <p>TA to AID/W, USAID missions and host-country institutions.</p> <p>Workshops and courses for AID/W, USAID missions, CAs, and host-country institutions.</p> <p>Working groups of and for CAs.</p> <p>Consultants, fellows, and [commissioned] researchers.</p> <p>Monitoring and evaluation by AID/W and project staff of outputs and contributions to purposes.</p> | <p><u>Budget (in \$,000)</u></p> <p><u>1. Impact on Fertility</u></p> <table border="1"> <thead> <tr> <th>Line Item</th> <th>10-Year Total</th> </tr> </thead> <tbody> <tr><td>Personnel</td><td>7,276</td></tr> <tr><td>Indirect Cost (75%)</td><td>5,457</td></tr> <tr><td>Consultants</td><td>497</td></tr> <tr><td>Fellows</td><td>1,234</td></tr> <tr><td>Travel</td><td>3,394</td></tr> <tr><td>LDC Subcontracts</td><td>602</td></tr> <tr><td>Other Direct Costs</td><td>769</td></tr> <tr><td>Commissioned Studies</td><td>1,892</td></tr> <tr><td>Equipment</td><td>334</td></tr> <tr><td>G&A (25%)</td><td>5,363</td></tr> <tr><td>Fixed fee (7%)</td><td>1,877</td></tr> <tr><td colspan="2">-----</td></tr> <tr><td>Total</td><td>28,694</td></tr> </tbody> </table> <p><u>2. Impact on Women's Lives</u></p> <table border="1"> <thead> <tr> <th>Line Item</th> <th>5-Year Total</th> </tr> </thead> <tbody> <tr><td>Personnel</td><td>2,060</td></tr> <tr><td>Indirect Cost (75%)</td><td>1,546</td></tr> <tr><td>Consultants</td><td>347</td></tr> <tr><td>Travel</td><td>915</td></tr> <tr><td>Studies</td><td>3,067</td></tr> <tr><td>Other Direct Cost</td><td>500</td></tr> <tr><td>Equipment</td><td>220</td></tr> <tr><td>G&A(25 %)</td><td>2,164</td></tr> <tr><td colspan="2">-----</td></tr> <tr><td>Total</td><td>10,819</td></tr> </tbody> </table> | Line Item | 10-Year Total | Personnel | 7,276 | Indirect Cost (75%) | 5,457 | Consultants | 497 | Fellows | 1,234 | Travel | 3,394 | LDC Subcontracts | 602 | Other Direct Costs | 769 | Commissioned Studies | 1,892 | Equipment | 334 | G&A (25%) | 5,363 | Fixed fee (7%) | 1,877 | ----- | | Total | 28,694 | Line Item | 5-Year Total | Personnel | 2,060 | Indirect Cost (75%) | 1,546 | Consultants | 347 | Travel | 915 | Studies | 3,067 | Other Direct Cost | 500 | Equipment | 220 | G&A(25 %) | 2,164 | ----- | | Total | 10,819 | <p>Financial records and reports.</p> <p>Administrative files and reports.</p> <p>Vouchers.</p> <p>A.I.D. and recipient audits.</p> | <p>Key population <u>and other</u> institutions/evaluation <u>and women's</u> experts will be willing to participate on the TAG.</p> <p>Congress and A.I.D. will make necessary funds available over LOP.</p> <p>AID/W technical staff will be available to manage project.</p> <p>Implementing organization will be able to work effectively with other R&D/POP CA's, A.I.D. missions, and host-country institutions.</p> <p>A.I.D. will continue to see <u>impact</u> evaluation as a priority activity.</p> |
| Line Item | 10-Year Total | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Personnel | 7,276 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Indirect Cost (75%) | 5,457 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Consultants | 497 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Fellows | 1,234 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Travel | 3,394 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| LDC Subcontracts | 602 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Other Direct Costs | 769 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Commissioned Studies | 1,892 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Equipment | 334 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| G&A (25%) | 5,363 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Fixed fee (7%) | 1,877 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| ----- | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Total | 28,694 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Line Item | 5-Year Total | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Personnel | 2,060 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Indirect Cost (75%) | 1,546 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Consultants | 347 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Travel | 915 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Studies | 3,067 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Other Direct Cost | 500 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Equipment | 220 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| G&A(25 %) | 2,164 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| ----- | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Total | 10,819 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

bc

APPENDIX D-2

Activity Chart: Impact on Women's Lives

| Activity | years | | | | |
|--------------------------------------|-------|---|---|----|---|
| | 1 | 2 | 2 | 4 | 5 |
| Country Specific Studies | | | | | |
| Indepth case studies | 2 | 3 | 4 | 3 | |
| focus group study | 2 | 4 | 2 | | |
| survey | | 1 | 1 | | |
| longitudinal study | | 1 | 1 | | |
| comparative studies (4 countries) | | 1 | 1 | | |
| Meeting & Workshops | | | | | |
| meetings | 4 | 9 | 9 | 9 | 9 |
| workshops/seminars | 1 | 2 | 2 | 2 | 1 |
| Reports | | | | | |
| state-of-the-art | 1 | 0 | 0 | 0 | 1 |
| research notes | 0 | 8 | 8 | 10 | 4 |
| working paper | 0 | 1 | 4 | 8 | 8 |

APPENDIX E-2
Estimated Budget for the Women's Lives Component for EFPPI
 FY 93-97

Table 1: All Sources

| Line Item | Fiscal Year | | | | | (\$000s) |
|---------------------|--------------|--------------|--------------|--------------|--------------|-----------------|
| | 93 | 94 | 95 | 96 | 97 | 5-year Total |
| Personnel | 380 | 396 | 411 | 428 | 445 | 2,060 |
| Indirect Cost (75%) | 285 | 297 | 309 | 321 | 334 | 1,546 |
| Consultant | 64 | 67 | 69 | 72 | 75 | 347 |
| Travel | 168 | 176 | 183 | 190 | 198 | 915 |
| Subagreements | 290 | 915 | 1,103 | 619 | 140 | 3,067 |
| Other Direct Costs | 42 | 87 | 107 | 139 | 125 | 500 |
| Equipment | 60 | 60 | 60 | 30 | 10 | 220 |
| Subtotal | 1,289 | 1,998 | 2,242 | 1,799 | 1,327 | 8,655 |
| G&A (25%) | 322 | 500 | 561 | 450 | 332 | 2,164 |
| Total | 1,611 | 2,498 | 2,803 | 2,249 | 1,659 | 10,819 |
| R&D | 1,586 | 2,024 | 2,055 | 1,686 | 1,308 | 8,659 |
| Add-on | 25 | 474 | 748 | 563 | 351 | 2,160 |

41

Table 2: R&D Funded

| Line Item | Fiscal Year | | | | | (\$000s) 5-year |
|---|-------------|-------|-------|-------|-------|--------------------|
| | 93 | 94 | 95 | 96 | 97 | Total |
| Personnel | 380 | 317 | 329 | 342 | 356 | 1,724 |
| Indirect Cost (75%) | 285 | 238 | 247 | 257 | 267 | 1,294 |
| Consultant | 64 | 45 | 35 | 36 | 38 | 218 |
| Travel | 168 | 140 | 128 | 133 | 158 | 727 |
| Subagreements | 270 | 769 | 789 | 450 | 117 | 2,395 |
| Other Direct Costs (mtgs, workshops) | 42 | 70 | 86 | 111 | 100 | 409 |
| Equipment | 60 | 40 | 30 | 20 | 10 | 160 |
| Subtotal | 1,269 | 1,619 | 1,644 | 1,349 | 1,046 | 6,927 |
| G&A (25%) | 317 | 405 | 411 | 337 | 262 | 1,732 |
| Total | 1,586 | 2,024 | 2,055 | 1,686 | 1,308 | 8,659 |

Table 3: Add-on Funded

| Line Item | Fiscal Year | | | | | (\$000s) |
|---------------------|-------------|-----|-----|-----|-----|-----------------|
| | 93 | 94 | 95 | 96 | 97 | 5-year Total |
| Personnel | 0 | 79 | 82 | 86 | 89 | 336 |
| Indirect Cost (75%) | 0 | 59 | 62 | 64 | 67 | 252 |
| Consultant | 0 | 22 | 34 | 36 | 37 | 129 |
| Travel | 0 | 36 | 55 | 57 | 40 | 188 |
| Subagreements | 20 | 146 | 314 | 169 | 23 | 672 |
| Other Direct Costs | 0 | 17 | 21 | 28 | 25 | 91 |
| Equipment | 0 | 20 | 30 | 10 | 0 | 60 |
| Subtotal | 20 | 379 | 598 | 450 | 281 | 1,728 |
| G&A (25%) | 5 | 95 | 150 | 113 | 70 | 432 |
| Total | 25 | 474 | 748 | 563 | 351 | 2,160 |

Appendix F
The Impact of Family Planning on Women's Lives:
A Conceptual Framework and Research Agenda

Sawon Hong
Judith Seltzer

Summary

This paper presents a conceptual framework for examining the impact of family planning in developing countries on women and identifies priorities for future research. It attempts to fill a gap in our understanding of the potential impact of family planning on women--those who use contraception effectively and those who are employed by family planning programs. It looks at both positive and negative consequences of family planning. Even though their influences are different conceptually, the framework covers both the consequences of behavioral change (fertility control) and the institutional or contextual influences of organized programs.

The paper is intended to generate interest among researchers, population policymakers, family planning program administrators, and donors.

The paper has five parts. Part I discusses the background and objectives and reviews the literature. Past literature shows that there is a paucity of research on this topic; that no single conceptual model has guided past work; and that the topic is complex and varies by social, cultural, and economic setting. The reciprocal influences among key aspects of a woman's situation or status and family planning are many and may be difficult, if not impossible, to separate. Further, although family planning programs may improve certain areas of a woman's life (health, for example), some minimal level of status or autonomy may be needed before a woman may benefit from what family planning has to offer her.

Part II is a discussion of the conceptual framework. The framework looks at the impact of family planning through two paths - use of contraception and employment in programs. In the first path, contraceptive use affects a woman's ability to determine the number and timing of her pregnancies. These fertility effects, in turn, influence a woman's ability to control other important aspects of her life. In the second path, employment influences a woman's level of skill and knowledge, her income, and the nature and extent of her contacts. Again, these effects influence other aspects of her life. Six aspects of women's lives constitute the dependent variables and include personal autonomy/self-esteem, health status, educational attainment, employment/economic resources, familial relations, and public standing. The framework also considers the impact of family planning on others beside the women who are using contraception or employed in family planning programs. These other beneficiaries include children, other women, men, and society in general.

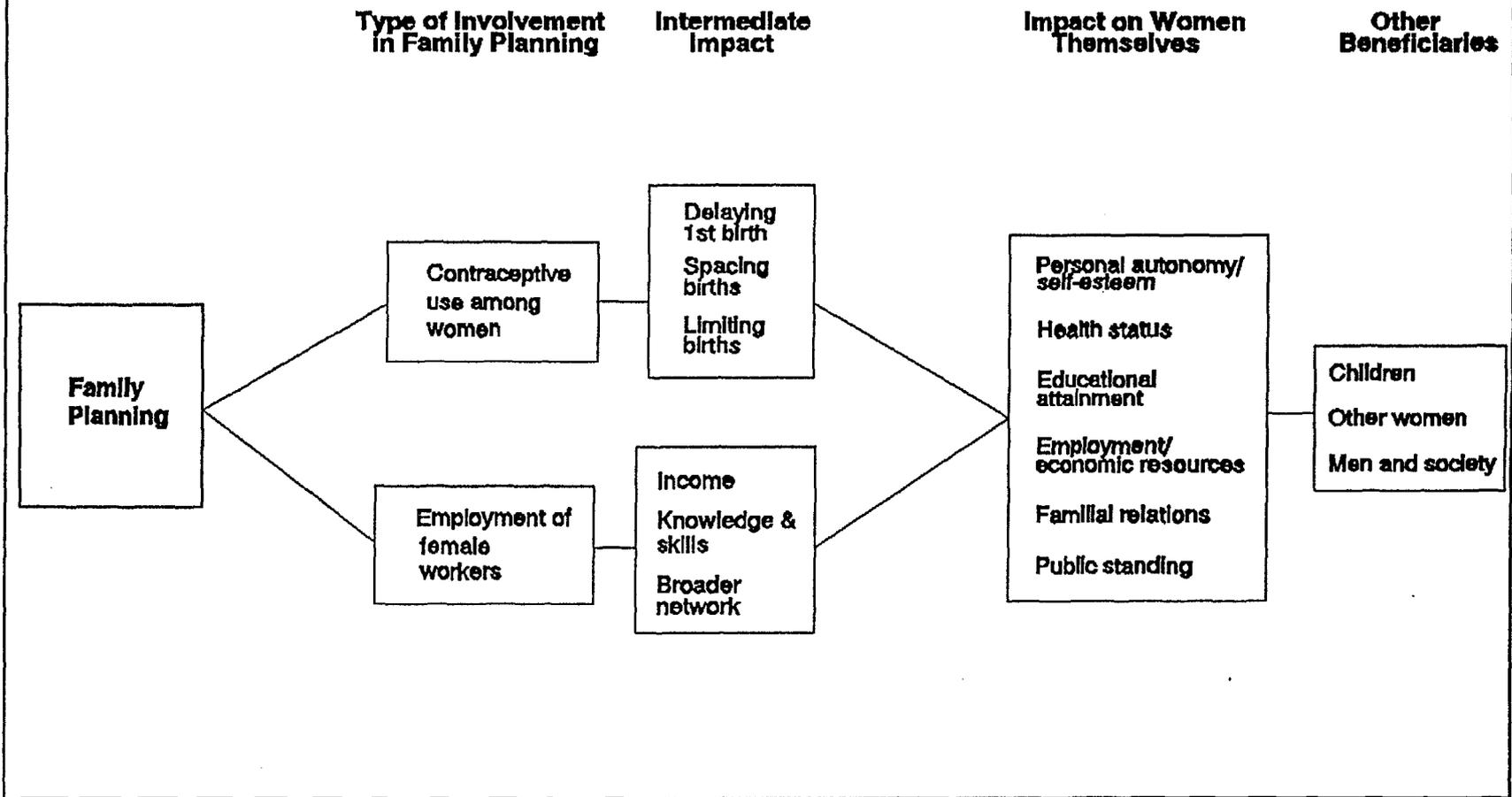
Part III presents an agenda for future research, outlining two distinct categories of issues following the conceptual framework: one that concerns women as contraceptive users and the other that concerns women employed in family planning programs. There are two central research issues on the impact of family planning for contraceptive users. The first is whether women experience and recognize that they exercise greater control over their fertility. The second concerns how this experience is transferred to other aspects of women's lives (i.e., autonomy, employment, familial relations). A typology of contraceptive use is suggested to compare users and non-users, and to differentiate users by type of contraceptive method.

There are three sets of issues on the impact for women employed in family planning programs. An initial set of issues involves describing and quantifying women who are employed in programs and the nature and extent of their employment. Another set of issues looks at whether and how employment in family planning may have affected women's lives and other beneficiaries, and discusses employment conditions critical for women. A final research issue concerns conditions that make women effective providers. A typology of women workers is also suggested to compare how those employed in family planning (and various types of family planning workers) compare to non-workers, and to women working in health and other sector jobs.

Part IV recommends a number of measures that could be undertaken now by donors, technical assistance agencies, and host governments to encourage self-empowering behavior, and to increase skill development and mobility of women working in family planning programs.

Part V concludes by charging the research community and the donor agencies to pursue the study of the impact of family planning on women's lives. Studies are needed that look at changes over time and in different settings if the gaps in our knowledge are to be filled. The conceptual framework and research agenda are only first steps in this endeavor.

**Framework on the Impact of Family Planning
Programs on Women's Lives**



Appendix G:
Suggested Research Agenda

The relation between family planning and women's lives is complex and there is little research on this topic. Many questions need to be answered before we can fully understand the degree and type of impact of family planning on women's lives. Given the wide variations by time and place in the situation of women and in family planning programs, it is essential to examine a number of research questions in different socio-cultural settings and over time in order to firmly establish the relationship and to detect trends and differences.

There are mechanisms other than this project, which could provide answers to some of the questions. For example, operations research is an excellent tool to carry out diagnostic or intervention studies, especially on a specific project level. DHS could provide macro level data. Service projects, such as CEDPA's women managers project, could also provide project-specific lessons learned. While these other mechanisms continue to be utilized, the proposed research project will complement these other existing mechanisms with their special advantages. This project's advantages include:

- Research time: The project could carry out one-time or longitudinal research, which requires more time;
- Methodology: The project will have the flexibility to use more rigorous methodology;
- Context: Research will allow comparison among different contexts (e.g., countries), or comparison between past and present situations; and
- A focused theme: resources will be concentrated on one theme which will cumulate knowledge over time.

The following list includes some of the research priorities for the project:

1. What kind of programs have the most beneficial impact on women's lives? Do different "delivery systems" for family planning services make a difference in the relative impact on women's lives? What are the program features?

These questions could be answered by studying different programs (indigenous, clinic based, provider-dependent, etc.) in similar settings or with similar programs in different settings. Chief among the elements that need to be considered are the following: accessibility of services, quality of services, nature and extent of IEC activities, and management and organization (including personnel policies) of programs.

2. Do female providers increase the acceptance of contraception and its continuing use among their female clients? Do they have an impact on women other than in their provision of contraceptives? What managerial and programmatic conditions make

female providers most effective in influencing the lives of their female clients?

3. How does a woman's (or her partner's) use or non-use of a contraceptive method (by type of method) at one point in time--controlling for parity, desired fertility, sexual exposure, and socioeconomic status--affect her life in terms of autonomy, physical and psychological health, familial relations, etc. at a later point in time?

4. Whether and how employment in family planning has affected women's lives, and what working conditions are most conducive to enhancing these effects? Are there differences in the effects for women workers who are also contraceptive users, compared to those who are providers but non-users? What aspects of the job (i.e., training, job security, income, and new information) are most important to changes in women's lives?

5. Is it a feasible objective to improve women's lives in various ways through employment in family planning programs? Would it be cost-effective to modify personnel policies in order to provide training and performance incentives that promote the mobility of women? Are governments amenable, and are the socioeconomic environments conducive, to such changes?

6. What are the effects of widespread adoption of effective contraception on women's roles and status in their communities and in the larger society? How do aggregate patterns of contraceptive use affect women's access to educational and employment opportunities, among other factors?

The challenge in studying these various questions is to determine women's and others' perceptions of these relationships. The challenge also includes the collection, where feasible, of objective measures of the hypothesized relationships and, finally, to attempt to ascertain how the policies and practices of family planning service delivery programs influence these relationships.

478

Appendix H

**Strategies to address the concerns of
Women's Advocacy Groups on Family Planning**

**I. Perceptions (or misperceptions) on Family Planning by Some
Women's Advocacy Groups**

- International population assistance is driven by demographic objectives; it ignores the interests and needs of women.
- The success of family planning programs is evaluated by quantitative measures, such as the impact of fertility; programs do not assess the impact of their efforts in terms of women's concerns and needs.
- The concern with quality of care in family planning programs is driven by the need to increase the impact on fertility and is mostly rhetorical in addressing women's issues.
- The contraceptive development process does not take into account women's perspectives.
- The contraceptive methods that are supplied through international population assistance do not address women's needs.
- Family planning programs do not address the full range of reproductive and health services that women need.
- Too much time is devoted to delivering contraceptive services and too little (or none) is spent on other areas--e.g., education, employment--that help improve women's overall lives.
- International population assistance and family planning programs ignore the male's role in contraception (i.e., their role in decision making about contraceptive use and in the actual use of methods).
- A.I.D. is only concerned about implementing the BIG strategy which is solely based on demographic goals.

49

II. Strategies for Changing Misperceptions

A. Identification of Target Groups

It is important to recognize that there is a spectrum of women's groups; they need different responses and different treatment. These different groups have different perceptions and agendas.

1. Advocates for comprehensive women's reproductive health in Western foundations and developing countries.

Some of these groups are willing to acknowledge population growth as a problem, but feel that policies and programs must nevertheless put women first, with demographic benefits as a by-product.

2. Radical feminists in the West and developing countries.

The importance of these groups cannot be discounted, because they publish a lot, and because there is overlap and exchange between them and the other three categories here. These groups see the problems as derivative of an exploitative international economic order and male-dominated institutions. There's not much we can do to please them, but we can try to avoid fueling the flames.

3. Advocates for women's health and maternal health who may or may not give much priority to family planning.

The "safe motherhood" group is sympathetic to the need for family planning, as are other women's health advocates concerned with need for more research on women's health problems, etc. They just need to be reminded on a regular basis that the unmet need for family planning, per se, is a women's health problem that should be given prominent consideration as they pursue their broader agenda. (As you know, the women's health movement internationally is being given a boost by the attention it is getting in this country.)

4. Women in decision-making positions in both developing and donor countries.

Congress, parliaments, other government officials, aid administrators, etc. belong to this category. This is an absolutely key group. Women in these positions don't adopt all of the agenda of extremists, but they are not impervious to their arguments, and their sympathies may be won over unless they are countered by facts from the family planning community, and come

to respect its motivations and sense of priorities. Women in decision-making positions are likely to be more pragmatic in recognizing the multiple goals of family planning and the resource limitations that make it impossible to implement some of the idealists' visions. But their support for family planning may be weakened if they see it as purely demographic, ignoring the needs and interests of women. To get their support, they must see evidence that this is not so.

B. Some possible responses/activities

These could be introduced as part of a multi-pronged strategy. This strategy will be most successful if it is envisioned not just as a one-way communication, but if there is really a predisposition to listen as well. Different strategies should be adopted for the different target groups, listed above.

1. Meetings:

- Sponsor meetings with women's advocacy groups: to describe why family planning programs cannot address the full range of reproductive and health services that women need; and to discuss the feasibility of a different approach.

- In collaboration with the Office of Health, organize a meeting at A.I.D. with women's reproductive health advocates from various organizations to hear their concerns, answer their questions, and brief them on the range of A.I.D. work in reproductive health (including representatives from other R&D offices).

- Jointly organize, with organizations such as ICRW or WID, a more research-oriented meeting on women and population, with representatives from strong academic circles, and key foundation and women's advocacy groups. This would take the focus off some of the more emotional programmatic issues, and lessen the potential for a "we-they" adversarial situation, while allowing for some networking, exchange of views, etc.

- Sponsor meetings to inform critics about the contraceptive development program, and to obtain input on the future development of contraceptives. These meetings (held, e.g., by CONRAD or FHI) could focus specifically on contraceptive technologies and international family planning. They would allow groups from different constituencies (like the RU486 meeting held by the American Society of Law and Medicine last fall) to hear scientific experts, as well as ethical, policy, legal, and program analyses relative to the introduction of one or more key technologies. (The Reproductive Health Technology Project is interested in working on Norplant from this perspective.)

- Encourage staff from the Office of Population and CAs to attend meetings where women's groups will also be represented, and promote informal contacts and dialogue.

2. Further Research

- Sponsor studies that explicitly look at changes in service delivery programs that emphasize improving quality of care. Also support comparative studies of the impact of different approaches, including the costs and benefits. Involve the critics in these studies, (as research collaborators and/or as partners in the dissemination of results).

- Conduct a comprehensive review of what all country programs are doing, and develop guidelines to increase the males' role in family planning, and develop and implement action plans to increase the emphasis on the male role.

3. Publications

- Prepare a special series of publications/articles that address various problems with programs from the perspective of women's interests and needs, and with regard to what is being done to deal with the problems.

- Prepare and disseminate regularly (through meetings and workshops) materials/articles that summarize the exemplary results of the focus on quality of care by selected family planning programs.

4. Other Initiatives

- Recommend that the R&D/POP divisions, USAID missions, and CAs regularly assemble information and report on what they are currently doing in terms of women's concerns on family planning. These can be highlighted in speeches, briefing materials, etc. for the Office of Population and A.I.D. senior staff.

- Collaborate with WID and the Office of Health in supporting some comprehensive projects; encourage some buy-ins to one another's projects, e.g., Office of Population to Mothercare, and experiment with more integrated or comprehensive approaches in settings where this seems feasible and desirable.

- Develop comprehensive guidelines, in collaboration with women's advocacy groups, to be used, as appropriate, in developing population projects that take into account women's interests and needs.

- Develop and use measures that assess the impact of programs on women. Encourage CAs to train staff in their use and evaluate staff performance based on the use of such measures.

5. Institutional Setup

Institute a unit within the Office of Population which will be the focal point in: liaising with women's groups; coordinating A.I.D. activities (within the Office of Population as well as other Offices and Bureaus) on women's issues on family planning; supervising research on women and family planning; and playing the key role in disseminating the information.

Mission Responses to the Cable

| <u>Region/ Country</u> | <u>Project Support</u> | <u>Substantive Feedback</u> | <u>Study Site</u> |
|--------------------------------------|----------------------------|---------------------------------|------------------------|
| <u>Africa</u> | | | |
| Benin | | | No (fp not a priority) |
| Botswana | Yes | Good | Yes |
| Burundi | Yes | Good | Yes |
| Cameroon | Yes | Good | No (no staff) |
| Chad | No | | |
| Ghana | Yes | Good | No |
| Kenya | Yes | Good | Yes |
| Lesotho | Yes | Good | No (fp not a priority) |
| Liberia | | | No (Security) |
| Niger | No | | No (young country) |
| South Africa | | | No (no staff) |
| Tanzania | No | No | No |
| <u>Asia and the Pacific</u> | | | |
| Bangladesh | Yes | Good | No staff time |
| India | Yes | | Yes |
| Pakistan | Yes | | No |
| Phillippines | Yes | Good | Yes |
| Papua New Guinea | Yes | Good | Yes |
| <u>Europe</u> | | | |
| Czechoslovakia | Yes | | No (political) |
| Poland | | | No (political) |
| <u>Latin America & Caribbean</u> | | | |
| Barbados | Yes | Good | No |
| Belize | | | No (no staff) |
| Ecuador | Yes | | Yes |
| El Salvador | Yes | Good | After '94 |
| Guatemala | Yes | Good | Yes |
| Jamaica | Yes | Good | Yes |
| Nicaragua | No | | No |
| Panama | No | No | No (pop no Priority) |
| Peru | Yes | | No (security) |
| <u>Near East</u> | | | |
| Egypt | Yes | Good | Yes |
| Oman | Yes | Good | No (no time) |
| Tunisia | Yes | | Yes |

54

AGENCY FOR INT'L DEV.
TELECOMMUNICATIONS CENTERPAGE 01 OF 02 STATE 303344 170647Z 7149 011442 AID7490
ORIGIN AID-00

STATE 303344 170647Z 7149 011442 AID7490

ORIGIN OFFICE POP-06
INFO NIS-03 RDA-01 HEAL-04 NDH-03 HHS-09 AMAD-01 OUT-01
FABP-02 EUAA-02 EURM-01 EUDR-03 EUSA-01
/037 AB 17/1343Z

INFO LOG-00 OES-09 OIG-00 /011R

DRAFTED BY: AID/RD/POP: SHONG: EK
APPROVED BY: AID/RD/POP: DGGILLESPIE
AID/RD/POP/R: JSHELTON AID/NIS/TF/DIHR: PBRYAN (INFO)
AID/EUR/DR/HR: KMC DONAL (INFO)

-----627403 170648Z /35

R 170646Z SEP 92
FM SECSTATE WASHDC
TO USAID MISSIONS IN EUROPE

UNCLAS STATE 303344

AIDAC

E.O. 12356: N/A

TAGS:

SUBJECT: POPULATION: PROPOSED STRATEGY TO ADDRESS THE
IMPACT OF FAMILY PLANNING ON WOMEN'S LIVES

1. SUMMARY: FOLLOWING A SERIES OF DISCUSSIONS WITH POPULATION CAS, AID/W COLLEAGUES, AND WOMEN'S ADVOCACY GROUPS, RD/POP PROPOSES TO DEVELOP A STRATEGY TO ADDRESS THE IMPACT OF FAMILY PLANNING PROGRAMS ON WOMEN'S LIVES. THE DEVELOPMENT OF THIS STRATEGY IS PRIMARILY MOTIVATED BY THE EXTREME LACK OF INFORMATION ON THE IMPORTANT EFFECT OF FAMILY PLANNING ON WOMEN'S LIVES, BUT ALSO PARTLY BY THE INCREASING CONCERN OF WOMEN'S ADVOCATES (MOST RECENTLY AT

THE UN CONFERENCE ON THE ENVIRONMENT AND DEVELOPMENT) ABOUT THE LACK OF ATTENTION TO WOMEN'S PERSPECTIVES IN MANY FAMILY PLANNING PROGRAMS. RD/POP PROPOSES A STRATEGY WITH THREE KEY COMPONENTS: 1) SUPPORTING SPECIAL EFFORTS TO WORK WITH WOMEN'S GROUPS; 2) IMPROVING ATTENTION TO WOMEN'S AND GENDER ISSUES IN EXISTING POPULATION PROJECTS; AND 3) DESIGNING A RESEARCH PROJECT TO FILL CRITICAL GAPS IN OUR KNOWLEDGE AND TO HELP IMPROVE THE DESIGN AND IMPLEMENTATION OF FAMILY PLANNING PROGRAMS BY GIVING GREATER EMPHASIS TO THE WOMEN'S PERSPECTIVE. PER PARA 7, RD/POP SOLICITS YOUR VIEWS ON THE PROPOSED STRATEGY AND WHETHER IT WOULD BE FEASIBLE AND DESIRABLE TO INCLUDE YOUR

COUNTRY AS ONE OF A LIMITED NUMBER (7-8) TO BE SELECTED AS STUDY SITES FOR THE RESEARCH COMPONENT. PLEASE RESPOND TO RD/POP/R, ATTN: SAWON HONG, BY OCTOBER 5, 1992.

2. AN IMPORTANT CONSIDERATION PROMPTING RD/POP TO PROPOSE A STRATEGY ON FAMILY PLANNING AND WOMEN'S ISSUES IS THE POSITION THAT WOMEN'S ADVOCACY GROUPS SOMETIMES HAVE TAKEN ON FAMILY PLANNING PROGRAMS. WOMEN'S GROUPS SHOULD BE A KEY CONSTITUENCY IN SUPPORT OF FAMILY PLANNING, BUT FREQUENTLY THEY ARE NOT. IN SOME COUNTRIES, SOME WOMEN'S GROUPS VIEW FAMILY PLANNING PROGRAMS AND INTERNATIONAL POPULATION ASSISTANCE AS AT BEST INSENSITIVE TO OR AT WORST HOSTILE TO WOMEN'S INTERESTS, PARTICULARLY IN TERMS OF WOMEN'S REPRODUCTIVE RIGHTS AND HEALTH. FEMINISTS FROM VARIOUS COUNTRIES ATTENDING THE 1992 UN CONFERENCE ON THE ENVIRONMENT AND DEVELOPMENT WERE VERY CRITICAL OF (QUOTE) ABUSIVE POPULATION CONTROL PROGRAMS (UNQUOTE) ALTHOUGH THEY STRONGLY ENDORSED THE NEED FOR IMPROVED ACCESS TO

GOOD CONTRACEPTION. ONE PART OF THE PROPOSED STRATEGY WOULD INVOLVE ESTABLISHING LINKS WITH SELECTED WOMEN'S

GROUPS TO CULTIVATE AND CAPITALIZE ON OUR SUBSTANTIAL MUTUAL COMMON GROUND, AND TO SOLICIT THEIR ADVICE ABOUT IMPROVING PROGRAMS. FURTHER, IT IS EXPECTED THAT THIS INVOLVEMENT WOULD BROADEN SUPPORT FOR FAMILY PLANNING, AND IMPROVE QUALITY OF CARE.

3. A SECOND PART OF THE STRATEGY ADDRESSES SOME OF THE ABOVE CONCERNS, BUT ALSO RESPONDS TO AID'S FOCUS ON GENDER ISSUES. RD/POP HAS INITIATED A REVIEW OF ALL POPULATION PROJECTS TO DETERMINE HOW GENDER ISSUES ARE BEING ADDRESSED AND TO ENCOURAGE GREATER EMPHASIS ON GENDER ISSUES AND ESPECIALLY THE WOMEN'S PERSPECTIVE.

4. THE THIRD PART OF THE STRATEGY INVOLVES THE DEVELOPMENT OF A RESEARCH PROJECT (TO BE DEVELOPED IN FY 93) THAT WOULD BEGIN TO FILL THE GAPS IN OUR KNOWLEDGE ABOUT THE IMPACT OF FAMILY PLANNING ON WOMEN'S LIVES. AFTER VARIOUS DISCUSSIONS WITH RESEARCHERS AND POPULATION CAS, RD/POP CONCLUDED THAT THERE WAS A DEARTH OF RESEARCH ON THIS TOPIC. ESSENTIALLY THE IMPACT OF FAMILY PLANNING ON WOMEN'S LIVES HAS BEEN ASSUMED, BUT NOT STUDIED. FOLLOWING THESE DISCUSSIONS A PAPER WAS PREPARED ON QUOTE THE IMPACT OF FAMILY PLANNING ON WOMEN'S LIVES: A CONCEPTUAL FRAMEWORK AND RESEARCH AGENDA UNQUOTE BY SAWON HONG AND JUDITH SELTZER. THE PAPER IS SEEN AS THE BEGINNING OF AN EFFORT TO LAY OUT WHAT RESEARCH NEEDS TO BE DONE. IN MAY 1992, DUFF GILLESPIE, RD/POP, SENT A COPY OF THIS PAPER TO ALL USAID MISSIONS. FOR YOUR EASY REFERENCE, WE ARE SENDING A THREE-PAGE SUMMARY OF THIS

PAPER VIA FAX.

5. FOR THE PROPOSED RESEARCH PROJECT, RD SUGGESTS THAT ONLY A LIMITED NUMBER OF COUNTRIES (7-8) BE SELECTED SO THAT PROJECT RESOURCES WILL BE MORE CONCENTRATED. WE SEE THE GREATEST LIKELIHOOD OF GETTING CONCRETE RESULTS AND ACTUALLY HAVING AN IMPACT ON PROGRAM IMPLEMENTATION IF A MORE IN-DEPTH EFFORT IS SUPPORTED IN FEWER SETTINGS. CRITERIA FOR COUNTRY SELECTION MIGHT INCLUDE: (A) USAID INTEREST AND RELEVANCE TO STRATEGIC OBJECTIVES; (B) HOST-COUNTRY WILLINGNESS TO PARTICIPATE; (C) PRESENCE OF AN ACTIVE WOMEN'S GROUP(S) THAT HAS SHOWN A CONCERN FOR FAMILY PLANNING; (D) EXISTENCE OF SERVICE DELIVERY PROJECTS CARRIED OUT AS WOMEN-CENTERED PROJECTS (I.E., BY, OF, AND FOR WOMEN); AND (E) PRESENCE OF RESEARCH UNITS OR INSTITUTIONS THAT COULD BE LOCAL COLLABORATORS.

6. THE RESEARCH WILL LOOK FOR FAMILY PLANNING IMPACT THROUGH TWO PATHS: CONTRACEPTIVE USE AND EMPLOYMENT IN FAMILY PLANNING PROGRAMS.

(A) CONTRACEPTIVE USE AFFECTS A WOMAN'S ABILITY TO DETERMINE THE NUMBER AND TIMING OF HER PREGNANCIES, WHICH, IN TURN, INFLUENCES A WOMAN'S ABILITY TO CONTROL OTHER IMPORTANT ASPECTS OF HER LIFE.

(B) EMPLOYMENT IN FAMILY PLANNING INFLUENCES A WOMAN'S LIFE THROUGH HER LEVEL OF SKILL AND KNOWLEDGE, HER INCOME, AND THE NATURE AND EXTENT OF CONTACTS. A WOMAN'S LIFE IS DEFINED IN SIX ASPECTS: PERSONAL AUTONOMY/SELF-ESTEEM,

HEALTH STATUS, EDUCATIONAL ATTAINMENT, EMPLOYMENT/ECONOMIC OPPORTUNITIES, FAMILIAL RELATIONS, AND PUBLIC STANDING. THE IMPACT OF FAMILY PLANNING EXTENDS TO OTHERS BESIDE THE WOMEN INVOLVED, INCLUDING CHILDREN, OTHER WOMEN, MEN, AND SOCIETY IN GENERAL. WE DO NOT, HOWEVER, EXPECT THAT THIS PROJECT WILL HAVE ALL THE ANSWERS TO ALL THE QUESTIONS. OTHER EXISTING PROJECTS, SUCH AS OPERATIONS RESEARCH, COULD ADDRESS SOME OF THESE ISSUES.

UNCLASSIFIED

TELEGRAM

AGENCY FOR INT'L DEV.
TELECOMMUNICATIONS CENTER

PAGE 02 OF 02 STATE 303344 170647Z

7149 011442 AID7490

7. ONE IMPORTANT FEATURE OF THE DESIGN OF THIS RESEARCH PROJECT WOULD BE THE PARTICIPATION OF WOMEN'S GROUPS. FOR EXAMPLE, THE PROJECT COULD INVOLVE SELECTED WOMEN'S GROUPS AT THE COUNTRY-LEVEL THROUGH REPRESENTATION ON AN ADVISORY COMMITTEE AND ALSO IN THE CONDUCT OF SPECIFIC STUDIES.

8. RD/POP APPRECIATES MISSION COMMENTS ON THE PROPOSED STRATEGY. PLEASE ADDRESS THE FOLLOWING ISSUES:

(A) WHAT ROLE, IF ANY, DO WOMEN'S ADVOCACY GROUPS PLAY IN

DESIGN AND IMPLEMENTATION OF POPULATION POLICIES AND PROGRAMS IN YOUR COUNTRY? ARE THERE SPECIFIC ISSUES THAT WOMEN'S GROUPS ARE CONCERNED WITH? WOULD USAID SUPPORT AN AID/W INITIATIVE TO ESTABLISH A DIALOGUE WITH WOMEN'S GROUPS AND TO ENCOURAGE THEIR PARTICIPATION IN IMPROVING PROGRAMS?

(B) ARE THERE SPECIFIC WOMEN'S OR GENDER ISSUES THAT NEED TO BE ADDRESSED IN THE IMPLEMENTATION OF EXISTING POPULATION PROJECTS IN YOUR COUNTRY?

(C) DO YOU FEEL THERE IS A NEED FOR THE PROPOSED RESEARCH PROJECT? IS IT A PRIORITY FOR USE OF AGENCY POPULATION RESOURCES?

1. ARE THERE PARTICULAR RESEARCH ISSUES OR QUESTIONS THAT YOU WOULD LIKE TO SEE ADDRESSED OR EMPHASIZED IN A RESEARCH EFFORT?

2. WOULD YOU BE INTERESTED IN HAVING YOUR COUNTRY AS ONE OF THE SITES FOR A RESEARCH PROJECT? HOW WOULD IT RELATE TO MISSION STRATEGIC OBJECTIVES? DO YOU THINK THAT THE GOVERNMENT, OTHER FAMILY PLANNING PROJECTS, WOMEN'S GROUPS, OR RESEARCH INSTITUTIONS WOULD BE WILLING TO PARTICIPATE? WHAT SPECIFIC PROGRAMS OR GROUPS SHOULD PARTICIPATE IN OR BE THE SUBJECT OF STUDY?

9. WE WOULD APPRECIATE RECEIVING YOUR COMMENTS ADDRESSED TO RD/POP/R, ATTN: SAWON HONG, BY OCTOBER 5, 1992.

THANK YOU IN ADVANCE FOR YOUR HELP.
EAGLEBURGER

BEST AVAILABLE COPY

IED

56

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR,
BUREAU FOR RESEARCH AND DEVELOPMENT

FROM: R&D/POP, Duff Gillespie

SUBJECT: Project Authorization Amendment for the Evaluating Family
Planning Program Impact Project (936-3060)

PROBLEM: The centrally-funded Evaluating Family Planning Program Impact Project was authorized on April 26, 1991. The purpose of the project is to strengthen A.I.D.'s population assistance by enhancing the ability to evaluate the impact of population programs on fertility. To understand the broader impact of population programs, the purpose and scope of the project need to be expanded by adding one new component. Therefore, your authorization is requested to amend the project as specified below:

- a. Expand the project's purpose from impact of population programs on fertility to impact on fertility and women's lives;
- b. Add a component on the impact of family planning on women's lives;
- c. Increase the authorized centrally-funded level of support from \$29,051,000 to \$37,710,000; and
- d. Increase the approved level of funding for buy-ins and add-ons from \$8,555,000 to \$10,715,000.

Discussion: The Evaluating Family Planning Impact (EFPPI) project, 936-3060, was developed to strengthen A.I.D.'s population assistance by enhancing the ability to evaluate the impact of population programs on fertility. Subsequent to the design of EFPPI, R&D/POP sponsored a series of activities to examine the related issue of the impact of family planning on women. Following several meetings with experts and the preparation of a paper entitled, "The Impact of Family Planning on Women's Lives: A Conceptual Framework and Research Agenda," R&D/POP decided to expand the purpose of and add a second component to the EFPPI project.

The original goal of the EFPPI project remains the same. This amendment broadens the purpose and scope to evaluate the impact of family planning programs not only on fertility, but also on women's lives. The new component will support research on a neglected area in order to increase the understanding of the impact of family planning on women's lives and to improve the design and implementation of family planning programs in developing countries from the perspective of women's concerns and needs.

51:

The EFPPI project is currently authorized for a ten year period to cover the first and second phases of the original component. The new component can be completed within this same peiord. The first obligation for the new component is scheduled for FY 1993.

Waiver: The addition of this new component does not affect the project's qualification for categorical exclusion from environmental examination in accordance with Sec. 216.2(c) of the Foreign Assistance Act.

Sector Council: This project amendment was reviewed by members of the Sector Council and endorsed on November 30, 1992.

Congressional Justification: A substantive Congressional notification has been prepared and will be sent to Congress as soon as the amendment has been signed.

Procurement Plan and Budget: The new component will be implemented under a competitively awarded cooperative agreement with a U.S.-based institution with a strong research capacity and credibility among women's groups. The prime implementing agent will be encouraged to incorporate Gray amendment concerns in the selection of staff, subcontractors and other relevant areas. The FY 1993 OYB has \$1.5 million to initiate this new component. The FY 1993 CP did not reflect program funds for this new activity.

Recommendation: That you sign the attached Project Authorization Amendment.

Attachments:

- Project Authorization Amendment
- Project Data Sheet
- Project Paper Amendment

Clearances:

R&D/POP/R:JShelton_____ Date_____

R&D/POP/R&E:SRAdloff_____ Date_____

R&D/POP:KKosar_____ Date_____

R&D/POP:EMaguire_____ Date_____

R&D/PO:JBierke_____ Date_____

GC/RD:GWinter:_____ Date:_____

FA/OP/COMPS/P:TBordone_____ Date:_____

SAA/R&D:CJohnson_____ Date:_____

Drafted by:R&D/POP/R:SHong

SS

PROJECT AUTHORIZATION AMENDMENT NUMBER 1

Name of Project: Evaluating Family Planning Programs Impact

Number of Project: 936-3060

Country: Worldwide

1. Pursuant to Section 104 of the Foreign Assistance Act of 1961, as amended, the Evaluating Family Planning Programs Impact Project was authorized on April 26, 1991. The authorization is hereby amended as follows:

- a. Expand the project's purpose from impact of population programs on fertility to impact on fertility and women's lives.
- b. Add a component on the impact of family planing on women's lives;
- c. Increase the authorized centrally-funded level of support from \$29,051,000 to \$37,710,000; and
- d. Increase the estimated amount that may be contributed to the project by missions, regional bureaus and other offices of A.I.D. through buy-ins, add-ons or other participatory financing arrangements from \$8,555,000 to \$10,715,000.

2. The authorization cited above remains in force except as hereby amended.

Signature: _____

Richard E. Bissell
Assistant Administrator,
Bureau for Research and
Development

Date: _____

59

Project Authorization Amendment 1 - Project 936-3060

Clearances:

R&D/POP:DGillespie_____

Date:_____

GC/RD:GWinter_____

Date:_____

R&D/PO:JBierke_____

Date:_____

R&D:CJohnson_____

Date:_____

Drafted by:R&D/POP/R:SHong