

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

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office <u>S&T/POP/FPSD</u> (ESA# _____)		B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input checked="" type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY 89 <u>Q</u>	C. Evaluation Timing Interim <input type="checkbox"/> Final <input checked="" type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>
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D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)					
Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
936-3034	Family Planning Enterprise (FPE)	5/28/85	12/31/92	27,766	27,765

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
Action(s) Required Amend project authorization to allow for no-cost extension to enable key evaluation recommendations to be implemented during the last year of the project.	M. Norton	7/89
Amend the current contract to allow for no-cost extension.	MS/OP/HP	7/89
Document/analyze lessons learned from the experience to date in delivering family planning services through the private sector.	Contractor (JSI)	8/89-9/90
Clarify objectives and priorities for remainder of project.	J. Adams	8/89
Design a follow-on for-profit sector project for obligation in FY 91.	J. Adams	1/90 - 5/90
Develop new project to focus on for-profit sector only, with fewer countries, more decentralization, and effective evaluation component.	J. Adams	6/90

(Attach extra sheets if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation:	(Month) March	(Day) 20	(Year) 1989
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G. Approvals of Evaluation Summary And Action Decisions:				
	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Name (Typed)	Jennifer Adams		Irene Koek	D. Gillespie
Signature	<i>J Adams</i>		<i>Irene Koek</i>	<i>D Gillespie</i>
Date	30 April 1990		4/30/90	5/1/90

A B S T R A C T

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

In September, 1985, the A.I.D. Bureau for Science and Technology, Office of Population (S&T/POP) authorized the Family Planning Enterprise Project (EP) (936-3024). The purpose of the project is to increase the delivery and use of acceptable, affordable family planning services through the private sector. A five-year, \$27.016 million contract was awarded to John Snow Inc. (JSI) to implement the project.

The evaluation was conducted in year four, with about 18 months remaining in the project. The purposes of the evaluation were to: 1) examine whether the project was designed in a way that will permit it to meet its objective of developing and expanding family planning service delivery in the private sector, 2) determine whether revisions are warranted at this time, and 3) to provide information that can be used in designing a follow-on project. The methodology consisted of briefings, document review, interviews at A.I.D. and EP headquarters, visits in two project countries (Philippines and Zimbabwe), interviews with Asia and Africa regional staff, and input from EP and USAID staff in other countries by survey.

The evaluation concluded that, while the project concept was good and the contractor was on track with deliverables, refinements were needed in project implementation. There was concern that, despite successes with certain subprojects, an overambitious design, in which impact was secondary to completion of deliverables, left the project with a diffuse, unclear direction. The evaluation recommended first that refinements be made in EP, and that second, building on the experience of EP in the critical, private sector area, a successor project be developed synthesizing the goals and objectives of EP and the Technical Information on Population for the Private Sector (TIPPS) Project.

Specific recommendations follow. The evaluation is concerned that EP reduce the number of countries in which it works; develop overarching strategic plans for those countries; more sharply define its market-based interventions, and eliminate the rubric of "new business ventures", which has been confusing; and confine PVO work to interventions designed for institutional strengthening or to increase sustainability.

C O S T S

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
Barbara Pillsbury	Independent	DPE-3034-C-00-		
John Akin	Independent	5072	\$65,960	POPTECH
Sigrid Anderson	S&T/POP			
Matthew Friedman	Dual & Associates	137.93		
David Logan	Independent	TDY Person Days		

2. Mission/Office Professional Staff
 Person-Days (Estimate) 49

3. Borrower/Grantee Professional
 Staff Person-Days (Estimate) _____

SUMMARY

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

Address the following items:

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

Mission or Office:

Date This Summary Prepared:

Title And Date Of Full Evaluation Report:

In the mid-1980s, A.I.D.'s Office of Population (S&T/POP) realized that its traditional emphasis on service delivery through the public sector and private voluntary organizations (PVOs) would be insufficient to cope with population development as it was occurring. Rapid population growth and increased demand for family planning, and a climate of declining resources for population, meant that involvement of the private, for-profit sector was necessary in the provision of family planning services. The five-year Family Planning Enterprise Project (936-3024) was approved in 1985 with a budget of \$27.016 million to address this problem.

The purpose of the project is to increase the delivery and use of acceptable, affordable family planning services through the private sector. The project focuses on three types of intervention: 1) employer-based family planning programs, 2) market-based programs, by which private sector (often fee-for-service) providers are assisted to provide services, and 3) institutional strengthening with PVOs to increase sustainability. The project has worked in six areas -- implementation of subprojects, conduct of workshops, transfer of microcomputers, short-term TA, long-term TA, and development of training modules. As of May, 1989, Enterprise had initiated 62 subprojects in 30 countries. Of the total subprojects, 35% have been in Asia/Near East, 35% in Africa, and 30 in Latin America. Before the end of the project, it is anticipated that 80 projects will be completed.

The Enterprise project is being implemented for S&T/POP by John Snow, Inc.; subcontractors are Birch & Davis Associates, Coverdale Organization, and John Short & Associates.

Purpose and Methodology of Evaluation

The evaluation was conducted in year four, with about 18 months remaining in the project. The purposes of the evaluation were to: 1) examine whether the project was designed in a way that will permit it to meet its objective of developing and expanding family planning service delivery in the private sector; 2) determine whether revisions are warranted at this time; and 3) to provide information that can be used in designing a follow-on project. The methodology consisted of briefings, document review, interviews at A.I.D. and EP headquarters, visits in two project countries (Philippines and Zimbabwe), interviews with Asia and Africa regional staff, and input from EP and USAID staff in other countries by survey. A final external evaluation will not be required.

Findings and Conclusions

The evaluation confirmed that the project concept was sound, but pointed to areas where refinement of implementation would improve program outcomes. JSI is on schedule in meeting most of the contract deliverables. To date, 62 of the 80 subprojects have been initiated. 130 person months of TA have been provided, 2 training modules have been produced, and 10 workshops carried out.

With respect to project strengths and achievements, Enterprise has many good subprojects, some of which are quite innovative. Enterprise has developed strong, productive working relationships with counterparts, and the project is developing good name recognition. In one country, a coordinating unit has been established that may serve to institutionalize the Enterprise concept. Enterprise is focusing on the question of sustainability, especially with PVOs, and some subprojects have good potential self-sustainability. Promising links are being created between PVOs and commercial enterprises. PVO subprojects are stimulating interest in management skills and employment generation.

Despite the above, the design of the project was ambitious and emphasis on completion of deliverables, as compared to impact of interventions, gave the project a diffuse orientation. As a result of two problems, actual impact of the project as implemented to date has been small. First, JSI's focus on completion of deliverables, per se, not on underlying impact, and diffusion of efforts across 30 countries, have limited the project's impact. Second, where the project has had an impact, the evaluation systems have not been in place so that this impact is attributable to the project.

The general recommendations of the evaluation are twofold -- that implementation of Enterprise be changed to address the problems identified, and that A.I.D., building on the lessons learned of Enterprise in the critical private sector area, develop a successor project which synthesizes the objectives of Enterprise, and the TIPPS Projects.

Principal Recommendations

The principal recommendations are divided into two groups, those for the remainder of the project, and those for the new project.

Recommendations for the Remainder of the Project

1. Objectives. The major objective for the remainder of the Enterprise Project is learning which private sector approaches will be most successful in terms of impact and cost-effectiveness. Secondary objectives, and the priorities among them should be precisely determined by A.I.D. in conjunction with JSI.
2. For-profit sector. This should be the private sector focus of Enterprise; more attention should go to exploring options with market-based commercial channels.
3. PVOs. No new PVO activities should be initiated aimed solely at PVO strengthening or self-sustainability. The objective of work with PVOs should be to enable them to market training, IEC, and other technical assistance services to for-profit firms with which Enterprise is working.
4. Implementation strategy. Enterprise should decentralize and also consolidate in fewer countries.

Recommendations for the New Project

1. Design. Develop a new project which combines the Enterprise and TIPPS Projects. Concentrate on the for-profit sector.
2. Objectives. The primary objective can be to achieve increases in family planning service provision by the for-profit sector. Limit the number of countries in which the project works, and implement an active, impact-oriented evaluation system.
3. Implementation strategy. Develop a "tiered" strategy which asks the contractor to work intensively in a smaller number of countries while also being available to provide ad hoc technical assistance to USAID missions elsewhere. Specify a decentralized approach relying heavily on local personnel.
4. Relationship to other projects. Implement an active system of project coordination to maximize effective use of scarce resources.

ATTACHMENTS

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

COMMENTS

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

The findings of this comprehensive evaluation will be very helpful in completing this innovative project and designing its successor. The Office of Population appreciates very much the insights of the evaluation team in appraising the various elements of this large and complex program and identifying where changes in direction could be made to increase effectiveness. Furthermore, the evaluation team's assessment of the project, its strengths and weaknesses, will greatly facilitate the design of the successor project.

The recommendations for the remainder of the project are relevant and useful. S&T/POP intends to seek a no-cost extension of the project to allow time to implement key recommendations. Emphasis will be placed on those related to developing lessons learned from the experiences to date and to completion of a critical evaluation of project subactivities. Dissemination will also be important.

S&T/POP agrees that a follow-on private sector project in family planning service delivery should be developed and authorized. The section of the report on recommendations for future directions is useful and will help to guide the development of the follow-on project.