

**FINAL EVALUATION OF THE
POPULATION REFERENCE BUREAU
COOPERATIVE AGREEMENT
(936-3046)**

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by

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ABBREVIATIONS

CA	Cooperative Agreement
CERPOD	Center for Applied Research on Population and Development (Mali)
CTO	Cognizant Technical Officer
DDSS	Division of Demographics and Social Statistics (Madagascar)
EWC	East-West Center
FTE	full-time equivalent
FP	family planning
FY	fiscal year
G/PHN/POP	Global Bureau/Center for Population, Health and Nutrition/ Office of Population (USAID)
IGC	International Global Communications
IIPS	International Institute for Population Sciences (India)
IMPACT	Innovative Materials for Population Action Project
IPPF	International Planned Parenthood Federation
IUCN	International Union for the Conservation of Nature and Natural Resources or the World Conservation Union
JHU/PCS	Johns Hopkins University/Population Communication Services
LDC	less developed country
MEASURE	Monitoring and Evaluation to Assess and Use Results (results package)
NAS	National Academy of Sciences
NFHS	National Family Health Survey
NGO	nongovernmental organization
ODA	Overseas Development Administration (United Kingdom)
PAA	Population Association of America
PAI	Population Action International
PHN	Center for Population, Health and Nutrition (USAID)
PROFAMILIA	<i>Asociacion Pro-Bienestar de la Familia</i> (LAC)
PRB	Population Reference Bureau
RH	reproductive health
STI	sexually transmitted infection
TA	technical assistance
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
WWW	World Wide Web

EXECUTIVE SUMMARY

The Population Reference Bureau (PRB) is a nonprofit educational and information organization dedicated to collecting, interpreting, and communicating information about population trends and their implications. PRB has maintained a Cooperative Agreement (CA) with the United States Agency for International Development (USAID) since 1983. The most recent agreement called for the production and dissemination of new materials tailored to developing country audiences, provision of technical assistance, and extensive media outreach.

Unique Features of the Cooperative Agreement

- **Materials:** PRB's materials are perhaps best distinguished by three features—the range of topics covered, the variety of materials produced, and the complementarity of some products.
- **Training:** An important element of PRB's training efforts is its role in fostering South-South cooperation. Unlike training components of some other USAID projects that emphasize in-country training, both the Policy Fellows Program and the seminar on policy communications include participants from a wide range of nations.
- **Media:** No other Cooperating Agency is doing sustained work with the media. Over the long term, PRB is committed to making population a prominent issue in the mass media. Its media activities are showing success in actively engaging journalists in issues of population and reproductive health. A key change is taking place; people are moving from being passive recipients of population information to actively identifying crucial issues and the best means to report them.

Materials and Publications

PRB has produced over 15 types of print and nonprint materials in three years; most are in English, French, and Spanish. More than 140,000 print and 800 nonprint materials have been distributed to more than 70 countries worldwide. The increasing skills of the staff and upgraded computer technology has resulted in more materials being designed and produced in-house, with only final printing being outsourced. Topics for materials are consistent with the strategic goals of USAID's Center for Population, Health and Nutrition, emphasizing reproductive health, youth, issues pertaining to women's status, successful family planning programs, and population

policy.

Few PRB materials are evaluated for their impact on policy change. PRB relies mainly on bounceback questionnaires, unsolicited feedback, the volume of orders for particular materials, and prior experience to assess quality and presume impact. Greater attention should be devoted in the next CA to developing simple, low-cost tools to evaluate the impact of materials and publications.

The communication strategies followed by PRB in some cases appeared to be incomplete or not documented. Use of simple checklists and forms that define the strategy framework would foster a more systematic approach to strategy development. Adherence to a strategy would also enable PRB to develop benchmark evaluation indicators for their products. The tools developed for their own use could also be incorporated into training activities and published for the use of other Cooperating Agencies and developing country institutions.

Training

PRB conducts an annual training program for policy fellows. U.S.-based developing country graduate students are trained to understand the links between academic research and policy information needs in their home countries. Fellows learn to emphasize the policy relevance of their research and to communicate their findings effectively to policy audiences. Since 1987, PRB has trained 119 fellows representing 42 countries. More than half are apparently still working or studying in the population field, and many have indicated in a recent survey that they had put the skills that they learned through the training program to use professionally.

The CA supports three intern positions each year: two at the Office of Population in the Center for Population, Health and Nutrition and one at PRB. The internship program is highly regarded by USAID, PRB, and the interns themselves. It has consistently attracted highly qualified and motivated participants who value the experience of working at USAID and PRB.

In 1996 PRB developed a workshop as part of the East-West Center 27th Summer Seminar Series. "Communicating Population and Health Research to Policymakers" is the first known short-term training program devoted solely to policy-level communications. Fourteen senior researchers and policy specialists participated in the four-week program in June 1996 and they learned state-of-the-art skills that will enable them to bridge the gap between research and policy.

The development of the policy communications seminar is a good example of the flexibility and responsiveness inherent in the PRB CA. PRB maximized the interactive

effect of developing the policy communications seminar and modifying the materials covered in the two-week fellows workshop. Staff were able to build on and modify methods and materials developed in one for use in the other. In addition, the policy communications seminar fills a niche not met by any other project by focusing on the skills needed to convey research results to policymakers using a variety of media and formats.

Media

PRB's work with a group of women magazine editors, called the Women's Edition, seeks to enhance coverage of women's reproductive health and related population issues in the popular press of less developed countries. The project is ran by an editorial board of eight to nine senior women editors and PRB. The project's main outputs are substantial supplements on topics related to women's health that are published in women's magazines, including reproductive health, violence against women, male participation in reproductive health and family planning, women and education, and adolescent reproductive health. Over 20 articles have been produced in nine countries, reaching a total circulation of more than 507,500 and an estimated readership of more than 3 million. Women's Edition appears to be an excellent means to encourage South-South collaboration and communication.

A similar activity has recently begun jointly with the Center for Applied Research on Population and Development (CERPOD) in Mali to enhance partnerships between senior print and broadcast journalists and health institutions. Launched in early 1996, Pop'MediAfrique aims to strengthen in-country and regional linkages and expand and sustain coverage of important population and reproductive health issues.

Technical Assistance

The CA calls for PRB to undertake up to three small-scale technical assistance activities to help national institutions enhance their policy communication efforts. USAID Missions have provided field support funds for work in India, Madagascar, and Nicaragua in projects of varying size and complexity. PRB's technical support has been favorably received, especially given the level of effort, limited number of PRB staff, and budgets allocated.

PRB brings three specific advantages to its technical assistance: its reputation as a nonpartisan, objective source of population information; its emphasis on policy communications; and its experience in materials production that spans a variety of formats, including data sheets, chart books, pamphlets, and posters. No other organization offers this mix of orientation and skills.

Other Activities

The Cooperative Agreement calls for PRB to undertake a set of diverse activities on an "as needed" basis. These range from responding to ad hoc requests for information about international population issues to maintaining comprehensive policy files and preparing briefing packets for individual countries. PRB responded to nearly 500 ad hoc requests during fiscal year 1995 (FY95) and the first nine months of FY96, about one each day. The majority of the requests are for country briefing packets; others range from simple demographic information requests to detailed analyses of complex issues such as the development of indicators of population policy environment.

PRB also routinely hosts international visitors and assists in arranging meetings for guests with other Cooperating Agencies and international organizations in the Washington, D.C., area. The staff deliver numerous presentations for government agencies, foreign embassies, the National Foreign Institute Training Center, and local universities.

Three-fourths of ad hoc requests are for country briefing packets, one output of the Policy Files. The country briefing packets are compilations of policy-related materials for developing countries. The information comes from PRB's database and from an extensive document file. The CA proposal called for filling up to 720 requests for briefing packets; during FY95 and part of FY96 the project distributed 960. Requests have come from a variety of sources, including the offices of Secretary of State Warren Christopher, Vice President Al Gore, and First Lady Hillary Clinton.

Staffing Patterns

The CA project has lost several staff positions that have not been filled. In addition, USAID requested that PRB add a second USAID intern, taking a staff position from PRB; no additional funds or positions were added. The project compensated for the reduced staff by relying on consultants to a greater degree than was originally planned. Consultants were used in developing "The World of Women" radio series, designing the PopNet Internet Web Page, and collaborating with the World Conservation Union. The CA staff are operating with only a half-time administrative assistant. While efficiency is important, the project needs a minimum level of management and administrative infrastructure in order to run on a day-to-day basis, and PRB is now operating below its optimal level.

The project has carried out its activities at a faster pace, and with more outputs, than was called for in the CA. As a result, all the staff are doing more than was anticipated

at the outset of the project. Also, the amount of work involved in carrying out some of the technical assistance activities was not foreseen. The staff are spending more time planning technical assistance (TA) interventions, liaising with USAID Mission staff, and communicating with counterparts than was expected.

Many of the staff members fill several roles. They train, write, edit, provide technical assistance, and contribute to materials design. The benefit of having a "mix and match" staff is that the project is able to use the services of individuals who possess a variety of skills, at lower costs and on a flexible schedule. On the other hand, because they must fill so many roles, no staff members have the luxury of being able to focus on a single activity.

Comparative Advantages

The PRB staff identified seven key "comparative advantages" that contribute to the strength of its program efforts:

- Unique focus on policy communications
- Transformation of research and data into information that people can understand and use
- Coverage of a broad range of topics and communication through multiple channels
- Focus on institutional development through training and technical assistance
- Links to U.S. domestic audiences
- Use of the media to inform public policy discussions and decisions
- Extensive database and documentation center

Interviews with informed population experts and USAID staff confirmed the prominence of PRB in developing policy communications. It is indeed the sole organization in the population field, and increasingly, in the reproductive health field, with the mission to "bridge the gap between research and policy." It maintains close ties with both population research and policy fields, as well as displaying a recognized competence in applying communication tools and techniques.

PRB enjoys a long-standing and deserved reputation for its objectivity and credibility. Its authority is further enhanced by the participation and oversight of a prestigious and respected board of trustees. It is the only organization working directly with the media to report population issues. PRB is also the only organization that focuses its training on policy-level communications. PRB's links with U.S. domestic audiences provide an opportunity to extend the impact of USAID-funded activities, both through sales of materials it produces and by informing public discussions. Recently PRB has been extending its links with the environmental community, foreign affairs community, and

religious communities. Finally, PRB maintains the most current and comprehensive library, country database, and country data files of any population organization.

Contributions to USAID Strategic Objectives

USAID has provided leadership for a supportive policy environment; the work carried out under the PRB CA directly supports USAID's efforts in this arena. Population and reproductive health materials are disseminated to a broad global audience on a variety of topics in many different formats. PRB publications and materials and its work with the media highlight many of the Office of Population's program priorities. These publications, disseminated by an organization that is respected as being authoritative and nonpartisan, lend credence to the importance of these issues and underscore the significance of USAID's focus on them.

The PHN Center is trying to create new opportunities to link with programs concerned with women's education and empowerment. Several PRB activities, notably Women's Edition, the set of publications called "Conveying Concerns...", in which women write on various issues, "The World of Women" radio programs, and "The World's Women" data sheets specifically support these efforts by calling policymakers' attention to the situation of women worldwide. PRB's materials that focus on adolescents serve a similar function.

In addition to supporting program goals, PRB is forging new links with international donors in Japan and Germany, which is consistent with USAID's intention to strengthen technical and financial partnerships with other donors.

Relation to MEASURE

USAID is in the process of developing a new results package—Monitoring and Evaluation to Assess and Use Results (MEASURE). The description of the MEASURE results package identifies three main products to be disseminated: raw data, tabulated data and final reports, and tools and methodologies. This is not being done by PRB now beyond the compilations of data in wall charts or chart books. On the other hand, the variety of policy-oriented materials produced by PRB, the media activities, and the policy-communications training are not called for in the new project.

The CA package has evolved over time into a complementary set of activities that serve to reinforce the strengths and quality of each other. The evaluators found few examples of tasks to delete from the PRB Cooperative Agreement, suggesting only a few of the smaller activities of a type similar to the EVALUATION Focus Briefs might be better placed under the new project.

Rather than proposing an elimination of activities or a reduction of support, USAID should consolidate the existing set of activities with PRB and provide adequate funds to carry them out with a full staff.

Future Directions

PRB would like to expand its role in bringing information to policymakers, educators, and concerned citizens using a larger staff and budget to accomplish this well. A second goal is to incorporate a wider range of substantive areas into its portfolio by adding new staff or enhancing existing areas of expertise. Three main actions were proposed for a future CA: move beyond dissemination to focus on use of information; develop tools, handbooks, or frameworks that can be transferred to other institutions; and use new technology to extend the reach of activities.

LIST OF RECOMMENDATIONS

Materials

1. PRB should update their lessons learned from the IMPACT Project (e.g., develop innovative ways to pretest materials intended for global use). (p.8)
2. PRB should develop one or two new radio programs under the new Cooperative Agreement. The new programs should include photographs and brief biographies of the interviewees in their promotional materials. (p.8)
3. PRB should develop a television program only as part of a field support activity linked to country strategy, and where individual TV station contacts can be made. (p.8)
4. PRB should investigate the appropriateness of other nonprint media, such as compact discs, interactive computer programs for training and possibly policy communications, and slides or overhead transparencies to accompany major topical booklets. (p.8)

Distribution and Feedback

5. PRB should convene a working group with representatives of PRB, USAID, and other Cooperating Agencies with extensive dissemination programs to develop criteria to revise the mailing list and implement changes, including determining a more user-friendly software. This should be done during the first quarter of a follow-on Cooperative Agreement. (p.11)
6. More emphasis must be placed on soliciting feedback from areas of the world that currently do not reply to inquiries on the usefulness of PRB materials. Findings should be used to modify the mailing list and distribution system. (p.11)
7. Multiple copies of materials, in both English and the dominant local language, should be sent to USAID Missions. Multiple copies should also be sent to government ministries to facilitate local distribution. (p.11)
8. PRB should increase its emphasis on measuring the impact and use of materials produced, including the development of simple evaluation tools to be published and used similar to their Communication Strategy Framework. Adequate resources should be allocated to this task in the follow-on CA, and PRB should

obtain the necessary evaluation expertise, either through recruitment of a permanent staff member or through consultants. (p.13)

9. Bounceback questionnaires should be redesigned to allow more open-ended responses on impact and use of materials and nonprint media. (p.13)
10. PRB is encouraged to look for an attractive, visible, yet unobtrusive way to "take credit where credit is due" for the materials it produces. (p.14)

Communication Strategy

11. PRB should systematize the use of its framework for communication strategy development to ensure desired impact of materials, quality of materials, and achievement of communication objectives. (p.15)
12. PRB should use a communication strategy checklist or form with each material developed and be sure that this strategy is attached to the project file for all staff members to use. (p.15)
13. PRB should develop how-to tools for communication strategy development and publish them as a companion volume to the booklet "Communicating Population and Family Planning Information to Policymakers." This publication could be used in technical training for communications specialists and those interested in conveying policy information to ensure that all appropriate steps in the process are followed. (p.15)

Media

14. PRB should continue Women's Edition; however, they should clearly establish participation guidelines and standards, develop participant selection criteria, involve new participants, and utilize present editors to train new participants. (p.18)
15. PRB should continue to seek partial funding from external sources to help support this activity, approaching, for example, foundations that are associated with major U.S. women's magazines with an interest in reproductive health such as MS. or Cosmopolitan. (p.19)
16. PRB should continue Pop'MediAfrique under the new Cooperative Agreement and, if its impact is assessed positively, consider replicating it in another region of the world. (p.19)

17. PRB should continue producing the Newspacks for at least two more years, during which time it should (1) assess the usefulness of the Newspaper program and motivation of committed journalists; and (2) develop a motivational mechanism to increase the number of committed journalists, if extensive assessment indicates that this is warranted. (p.20)

Training

18. The Fellows Program should be continued under the new Cooperative Agreement at a level of support similar to that in the present agreement. (p.22)
19. PRB should seek to publicize this program more widely and include more universities in its program announcement with the intention of maintaining a broad regional representation among participants. Ongoing efforts to secure funding for participants from non-USAID supported countries should be continued. (p.22)
20. A network linking former and current participants should be developed and tested during the next Cooperative Agreement. (p.22)
21. Support for the internship program should be continued under the new CA. Additional funds should be programmed to allow for at least one international trip by the PRB intern. (p.23)
22. Development and coordination of the 1997 East-West Center Summer Seminar should be supported in the next CA. (p.24)
23. The CA should include support to run the policy communications seminar at least twice, in addition to the 1997 East-West Center Summer Series. (p.25)

Technical Assistance

24. There are many areas of activity that the PRB staff need to clarify for the benefit of the DDSS (Madagascar) staff. PRB staff should clarify DDSS's roles, responsibilities, and expectations; clearly define policy communication terms and activities; and establish clear long-distance communication time frames and protocols. These efforts should serve as a model for future field support activities. (p.28)
25. PRB should continue to provide technical assistance to at least three countries

worldwide under the new Cooperative Agreement; however, the level of support should be increased to allow PRB to hire at least one additional specialist to work in-country. (p.29)

26. PRB should emphasize, but not limit itself to, policy communication strategy development and evaluation capacity-building of host country counterparts. (p.30)
27. PRB should develop criteria for selection of technical assistance countries or projects as well as determine the minimum level of effort required to ensure that it can effectively perform the activities outlined. (p.30)

Additional Activities

28. PRB provides a valuable, flexible service to USAID and other collaborating agencies in its ability to respond quickly to requests for information, host international visitors, and collaborate with other development organizations in making presentations and preparing reports. These activities should continue to be supported in the follow-on CA. (p.32)
29. Together with USAID, PRB should establish criteria for production, distribution, and promotion of the briefing packets. (p.33)
30. PRB should use its experiences with its own Home Page to develop a routine system of updates and to monitor the useability of the PopNet Web site. (p.34)
31. Given the problems observed with the IGC host server, PRB should evaluate whether to use this same server for PopNet once it is completed. (p.34)
32. PopNet should be designed to allow inclusion of different access levels in the future. As the procurement for MEASURE is being prepared, USAID should consider whether this activity would be better placed with the new contractor. It may be that two Web sites will be needed on the Internet, one to disseminate USAID-funded research, while PopNet would make information and resources available from the entire population community. (p.34)
33. Once the comments from a majority of reviewers are available, PRB and USAID should decide together whether to continue producing the Reproductive Health Profiles in the current format or whether to modify them to better meet the expectations of the reviewers. (p.35)

Staff

34. At least two additional FTEs should be included in the plan for the new CA if a comparable level of effort is to be maintained. (p.41)
35. PRB staff should collectively review internal processes with the goal of systematizing and institutionalizing routine procedures. This should be done prior to the conclusion of the current CA. (p.41)

1. INTRODUCTION

1.1 Introduction

The Population Reference Bureau (PRB) is a nonprofit educational and information organization dedicated to collecting, interpreting, and disseminating information about population trends and their implications. With a history of working in this field for nearly 70 years, PRB is recognized worldwide as a source of accurate and unbiased information that is communicated in a way that enables a nontechnical audience to easily grasp the meaning and significance of population research and results. About one half of its program targets United States audiences and is funded by sources other than the United States Agency for International Development (USAID). Virtually all its international activities are funded by USAID's Office of Population in the Center for Population, Health and Nutrition, but other organizations such as USAID's Africa Bureau, several foundations including the MacArthur, Mellon, Packard, and Rockefeller Foundations, and the Pew Global Stewardship Initiative have supported some international programs.

PRB has maintained a Cooperative Agreement (CA) with USAID since 1983. Prior to 1990 the agreement promoted the dissemination of existing policy-relevant population research and information to the donor and development communities and USAID-supported countries. Since 1990, the agreement has produced and disseminated materials tailored specifically to developing country policy audiences.

While the current Cooperative Agreement is scheduled to conclude at the end of fiscal year 1997 (FY97), the rapid pace of activities will exhaust the budget by March or April 1997. Thus, a new CA must be developed soon to ensure continuity and smooth progress in annual programs. USAID is also in the process of developing a new results package called MEASURE (Monitoring and Evaluation to Assess and Use Results). MEASURE will include a major dissemination element. It is expected that the lessons learned from the evaluation of PRB's dissemination, training, and technical assistance program will influence the final design of this package.

1.2 Scope of Activities

The range of activities supported under the agreement has evolved through a series of amendments and renewals. A 1985 amendment supported the distribution of PRB publications in response to ad hoc requests from USAID, its Cooperating Agencies, and individuals and institutions in developing countries. The 1987 renewal expanded activities to include translations of the World Population Data Sheet into French and Spanish, an expanded international visitors program, and an internship program. The

1990 amendment lengthened the agreement by three years and incorporated the production of new materials and extensive media outreach, activities that were previously carried out by the Innovative Materials for Population Action (IMPACT) Project that had ended that year. The current four-year agreement continues dissemination activities and supports new activities designed to promote the improved use of data, information, and research results among select policymakers, most notably, in-country technical assistance. The scope of activities is listed in Box 1.

Box 1: Cooperative Agreement Activities
Materials Production and Translation: wall charts, booklets, posters, bulletins Distribution, Tracking, Promotion Media: radio, television, wire service articles, press releases Training and Internships Technical Assistance Country Files (briefing packets) Ad hoc Requests Policy Fellows Program

1.3 Evaluation Methodology

The objectives of the evaluation are as follows:

- To assess the extent to which PRB has fulfilled expectations for measurable accomplishment as outlined in the objectives of the Cooperative Agreement, particularly in the area of in-country technical assistance;
- To assess the quality and usefulness of PRB communications materials and activities;
- To assess PRB's role and fit within USAID's Global Bureau/Population, Health and Nutrition Center's strategic objectives;
- To identify future needs of the international population community in the arena of policy communications that might warrant further consideration by both USAID and PRB.

A team of two persons (a demographer with policy expertise and a communications specialist) carried out the evaluation during the period of August 19 through

September 4, 1996. The scope of work for the evaluation is attached as Appendix A. PRB staff prepared a comprehensive briefing document that summarized the status of each activity carried out under the terms of the CA and reviewed each element in detailed briefings. The team reviewed all materials that have been produced and disseminated by PRB in print, audio tape, and video formats. More than 40 interviews were conducted with key individuals who as collaborators, end users, training fellows, or interns had knowledge of PRB activities. Discussions were also held with population specialists to obtain views on future directions for PRB. A series of questions were e-mailed to collaborating institutions and USAID Missions in countries where PRB had conducted technical support activities (Madagascar, India, and Nicaragua), as well as to other USAID Missions that routinely receive PRB publications and materials. Responses were provided by more than 25 respondents. (A list of persons contacted is attached as Appendix B, and a list of documents reviewed is attached as Appendix C.) The findings of the evaluation and principal recommendations were presented at separate briefings held with PRB and USAID staff on September 4, 1996.

1.4 General Observations

After conducting the evaluation, the team made the following general observations:

- The project has met and exceeded its illustrative goals.
- It has accomplished its tasks in less time and with fewer staff than anticipated.
- The mix of activities has been appropriate and complementary.
- Technical collaboration with other organizations has been highly valued, appropriate, and successful.

Chapters 2 through 6 of this report review the activities carried out by PRB in detail and include recommendations for modifications to be included in the follow-on Cooperative Agreement. Chapters 7 and 8 present information on staffing and management issues, collaboration, and suggestions for future directions.

2. PRB MATERIALS AND PUBLICATIONS

2.1 Materials Development

PRB proposed conducting the following illustrative materials production activities during the 1993 to 1997 Cooperative Agreement:

- Produce creative, well-designed materials, which would convey policy-relevant, accurate, up-to-date information in an easily accessible manner—covering at least three global or regional family planning topics per year.
- Effectively disseminate important research findings in the field of population to policy audiences—including mass mailings to 15,000 policy organizations; promotion of Cooperative Agreement materials to donors, USAID Cooperating Agencies, and other development groups; and respond to requests from appropriate audiences.

This chapter assesses materials production. The organization of the chapter follows the sequence of stages of materials development, production, project outputs, distribution, evaluation, and promotion. It concludes with a discussion of communications strategy development.

2.2 Identifying the Need for Materials

PRB uses a variety of means to assess the need for materials, and to identify topics relevant to USAID's needs. The following are among the methods used:

- In-house brainstorming with staff
- Soliciting ideas from members of PRB's board of directors
- Dialogue with other Cooperating Agencies
- Input received from materials bounceback questionnaires
- Feedback from two monthly seminars hosted by PRB
- Attendance at professional meetings to track current trends and interests
- Focus groups with attendees of the Population Association of America or American Public Health Association annual meetings
- Discussion with USAID staff in different divisions of G/PHN

The ideas that are generated are matched with the availability of data to support the project, the capabilities of PRB staff, and an assessment of the actual "writeability" of a topic. Topics are then presented to USAID, and a final decision is made as to which topics to pursue.

2.3 Topics Covered

PRB was expected to cover as least three policy issues per year in their materials production during the current Cooperative Agreement. The project is on schedule, having covered nine policy topics to date. Three more topics have been identified for 1996-1997 production and distribution: "Family Planning Saves Lives," Lessons Learned from Operations Research, and dissemination of findings of a National Academy of Sciences study on reproductive health. All topic areas were chosen based on feedback from Cooperating Agencies, donor organizations, and in-country collaborating organizations.

Twelve topics are covered under this Cooperative Agreement:

- Youth Reproductive Health
- Media Guides to the Cairo and Beijing Conferences
- Women's Reproductive Health
- Women's Education
- Family Planning Evaluation and Monitoring
- Successful Family Planning Programs
- Violence Against Women
- Male Participation in Family Planning
- Unmet Need for Family Planning
- Evolution of International Population Policy (Findings from the International Conference on Population and Development)
- Women's Status and Empowerment
- Global Demographic Indicators

2.4 Input to Research

On numerous occasions, PRB has provided input to population research organizations prior to the conduct of research such as Macro International, Population Action International (PAI), the EVALUATION Project, and the National Academy of Sciences (NAS). Providing input prior to the actual conduct of research assures that the information collected will fit the needs of the materials to be produced. Research on materials development shows that when the organization that will develop and produce the material participates in the research design, it is more likely to (1) ensure that there are few or no gaps in the information needed to effectively develop the material and (2) the materials will have the desired impact.¹

¹ Haider, M. and L. Cogswell. "Communication Strategies," Asia Development

2.5 Using Quantitative and Qualitative Data

PRB utilizes data from outside sources such as Macro International, the Population Council, the EVALUATION Project, and the United Nations (UN). Since PRB does not conduct primary research, it is essential that the Bureau develops effective working relationships with population research organizations. Using numerous sources enables PRB to ensure the accuracy of its data and the relevance of its materials.

Though PRB is perhaps best known for its presentation of quantitative data such as the World Population Data Sheets and Youth Data Sheets, it has also effectively utilized a combination of qualitative and quantitative data to produce other publications. These include "Men and Family Planning in Africa," "Seeking Common Ground: Demographic Goals and Individual Choice," and "Conveying Concerns: Women Write on Reproductive Health." The Bureau's versatility and ability to combine various kinds of data has greatly increased the readability and appeal of their materials.

2.6 Design, Pretesting, and Production of Materials

PRB uses both in-house staff and external graphic designers to ensure clear presentation of selected topics and produce attractive and easily interpreted design and layout. Production decisions are based on the availability of in-house staff, relative cost effectiveness, and the suitability of a source for achieving a desired "look" for the materials. Materials are reviewed by in-house staff, original research authors, and third-party subject experts. Most materials go through a minimum of seven reviews. Pretesting, however, has not been a part of the development process. Given staff, time, and budget constraints, products intended for global use are rarely pretested. PRB has relied on the "lessons learned" from the 1985-1990 IMPACT Project² in its development and translation of technical information to a nontechnical format for global use. These provide guidelines for clarity, brevity, attractiveness, accuracy, timeliness, and timing.

2.6.1 Recommendation

PRB's expertise in policy communications has been used to design materials development frameworks that are followed by numerous other organizations. PRB has the experience and capabilities in pretesting and evaluation that could be systematized and applied to continue to improve the field of policy communication and the materials produced.

1. PRB should update their lessons learned from the IMPACT Project (e.g., develop innovative ways to pretest materials intended for global use).

2.7 Project Outputs

PRB has clearly met their illustrative objectives. It has exceeded quantitative expectations, which is especially notable given its reduced staffing and resources. The Bureau has produced over 15 types of print and nonprint materials in three years, most of them in English, French, and Spanish. The CA provides partial support for two of PRB's best known products, the World Population Data Sheet and Population Bulletins on international topics. A recent bulletin, "New Perspectives on Population: Lessons from Cairo," was noted by several respondents as being a very useful overview of the evolution of international population policies. One respondent referred to the World Population Data Sheet as "one-stop shopping" for key demographic indicators, citing its comprehensiveness and timeliness.

² The IMPACT Project, supported by USAID, was created to provide assistance to developing country institutions to effectively communicate population and family planning information to key policy audiences within their own country or region. The project was implemented by PRB.

The audio tapes of "The World of Women" and "Male Participation in Family Planning" radio programs appear to have generated a great deal of interest and awareness. One person the evaluation team interviewed reported that he had been stopped on the street and complimented for running the "The World of Women" series. This interviewee said he remembered receiving a similar response to the programs only twice in the past and both times on issues of politics. In contrast, the TV/radio module "Population Pop" generated little or no feedback. TV stations that the team contacted did not recall the tape.

2.7.1 Recommendations

2. PRB should develop one or two new radio programs under the new Cooperative Agreement. The new programs should include photographs and brief biographies of the interviewees in their promotional materials.
3. PRB should develop a television program only as part of a field support activity linked to country strategy, and where individual TV station contacts can be made.
4. PRB should investigate the appropriateness of other nonprint media, such as compact discs, interactive computer programs for training and possibly policy communications, and slides or overhead transparencies to accompany major topical booklets.

2.8 Distribution, Mailing List, Tracking

Print materials are distributed to 15,000 organizations on the PRB mailing list. One copy of a particular product is generally sent to each organization. Nonprint materials are sent to about 50 television stations and, depending on the program, up to 230 radio stations worldwide.

Table 1

Print and Nonprint Materials Produced by PRB

Fiscal Year	New Materials	Updates, Translations, Reprints
1994	<i>The World's Youth 1994: A Special Focus on Reproductive Health</i> (data sheet; E,F,S) <i>Seeking Common Ground: Demographic Goals and Individual Choice</i> (booklet; E,F,S) <i>ICPD Media Guide 1994</i> (booklet; E,F,S)	<i>1994 World Population Data Sheet</i> (data sheet; E,F,S,A) The EVALUATION Project's <i>Handbook of Indicators</i> (translation; F,S)

	<p><i>Conveying Concerns: Women Write on Reproductive Health</i> (booklet; E,F,S) <i>Family Planning Programs: Diverse Solutions for a Global Challenge</i> (12 leaflets; E,F,S) <i>Population Pop</i> (video) <i>Population Newsmakers</i> (13 cassettes; E)</p>	
1995	<p><i>The Demographic Face of Social Development</i> (fact sheets; E,F,S) <i>New Perspectives on Population: Lessons from Cairo</i> (bulletin; E) <i>The World's Women 1995</i> (data sheet; E,F,S) <i>What Legacy do They Share?</i> (poster; E,F,S) <i>PRB Media Guide to Women's Issues 1995</i> (booklet; E,F,S) <i>Conveying Concerns: Women Write on Male Participation in the Family</i> (booklet; E,F,S) <i>Focus on EVALUATION</i> (fact sheets; E) <i>Family Planning Programs: Diverse Solutions for a Global Challenge</i> (9 leaflets; E,F,S) <i>The World of Women</i> (14 cassettes; E)</p>	<p><i>1995 World Population Data Sheet</i> (data sheet; E,F,S) <i>Ready References: A Resource Guide on Population, Reproductive Health and Family Planning</i> (booklet; E) PRB Briefing Packets (folders) <i>EASEVAL Software Manual</i> (translation; F,S) <i>New Perspectives on Population: Lessons from Cairo</i> (translation; A) Publications Catalog (E,F,S)</p>
1996	<p><i>The World's Youth 1996</i> (data sheet; E,F,S) <i>Men: Partners in Reproductive Health</i> (poster; E,F,S) <i>Men and Family Planning in Africa</i> (chart book; E,F) <i>India, Health and Family Welfare</i> (data sheet) <i>India, Women and Children in Focus</i> (data sheet) Uttar Pradesh, India (2 wall charts; E) (in progress) <i>Focus on EVALUATION</i> (fact sheets; E) (in progress) <i>The EVALUATION Project Evaluation Indicators</i> (wall chart; E) (in progress) <i>Male Responsibility in Today's Africa</i> (cassette; E)</p>	<p><i>1996 World Population Data Sheet</i> (data sheet; E,F,S) Publications Catalog (E,F,S)</p>
<p>Key: A=Arabic, E=English, F=French, S=Spanish</p>		

Source: PRB.

Over 140,000 print materials and 800 nonprint materials have been distributed to more than 70 countries worldwide (see table in Appendix E). PRB has an international mailing list of 15,600 organizations and individuals worldwide. The list includes 13 categories, further cross-referenced by organization type, such as Cooperating Agencies, governmental, U.S. NGO, and less developed country NGO. (See table 2.) PRB presently uses "Dataflex" as its database program. This program allows the Bureau to track specific organizations to which it sends requested information. Recently, however, PRB has found that their database has not been meeting its needs. PRB is questioning (1) the adaptability of the database, (2) its ability to usefully segment target audiences, (3) its usefulness in the effective promotion of materials, that is, ensuring that materials get out and are delivered to people who will use it, and (4) whether it is up-to-date.

PRB has received feedback, either through bounceback questionnaires or unsolicited written comments, from about 5 percent of the total 15,000 distribution of any given material. Limited feedback has been received from French-speaking countries for most materials and from television stations who received the "Population Pop" video. Calls to several stations to which the video was sent indicate that they do not recall having received it.

It emerged during briefings for the evaluation that PRB distributes only a single, English version of its materials to USAID Missions. Many Missions would benefit from having multiple copies of publications on hand for local distribution in the appropriate local language.

Table 2

Mailing List Categories by Number of Entries and Percentage of Total Entries

Category	Number of Entries	Percentage of Total Entries
Economics/Finance/Planning/ Libraries/Other Government Ministries	4,747	30.4
Health	3,340	21.4
Media	1,490	9.6
Business	1,449	9.3
Population/Family Planning	1,298	8.3
Education	1,056	6.8
Environment	1,010	6.5
Religious	556	3.6
Women	354	2.3
"Friends"	171	1.1
Other	55	0.4
Fellows	54	0.3
Miscellaneous	20	0.1
TOTAL	15,600	100.1

Source: PRB.

2.8.1 Recommendations

Though the mailing list is quite extensive, it is clear that both the list itself and the program used for the mailing list need to be revamped to more specifically categorize by region, type of organization, and other characteristics.

5. PRB should convene a working group with representatives of PRB, USAID, and other Cooperating Agencies with extensive dissemination programs to develop

criteria to revise the mailing list and implement changes, including determining a more user-friendly software. This should be done during the first quarter of a follow-on Cooperative Agreement.

6. More emphasis must be placed on soliciting feedback from areas of the world that currently do not reply to inquiries on the usefulness of PRB materials. Findings should be used to modify the mailing list and distribution system.
7. Multiple copies of materials, in both English and the dominant local language, should be sent to USAID Missions. Multiple copies should also be sent to government ministries to facilitate local distribution.

2.9 Evaluation of Use and Impact of PRB Materials

As mentioned earlier, PRB receives bounceback questionnaires that indicate that its materials are being used: they are kept in libraries as reference materials, shared with colleagues, and used to develop presentations. For example, several organizations that the team interviewed indicated that in the past year they had used the "World Population Data Sheet" and the "Youth Data Sheet" to prepare seminar or training presentations.

Given the reductions in staff and resources, PRB has been unable, to any great extent, to evaluate the impact of its materials to determine if the materials have influenced policy. The Bureau mostly relies on (1) lessons learned from the IMPACT Project, (2) bounceback questionnaires, and (3) unsolicited written feedback to assess the quality of its materials and, in turn, the presumed impact. Table 3 uses criteria that PRB has established for the evaluation of policy communication materials (as described in "Communicating Population and Family Planning Information to Policymakers"; see section 2.11). Of the 14 areas to be evaluated, PRB materials generally rate well, with the exception of "pretesting." However, it was not possible to evaluate more than 50 percent of the areas because the information available was not sufficient. Of the seven areas that could be evaluated, the evaluation team was able to collect information on 50 percent of the indicators for each.

PRB has not developed simple, low-cost tools to conduct evaluations and has not yet, to any great extent, evaluated the impact of its materials on policy. It should be noted that it may not be possible to measure impact in a low-cost way. Nevertheless, PRB is in a perfect

position to develop such tools because of its involvement in research, materials development, and dissemination. The next appropriate step is evaluation.

2.9.1 Recommendations

PRB could easily fill a gap—impact and outcome evaluation—in the policy communication process for other organizations that are involved in the development of communication materials. However, to effectively perform this task, PRB needs to ensure continual collaboration with other organizations that develop and distribute policy communication materials as well as have appropriately skilled staff to design and conduct a limited number of evaluations.

8. PRB should increase its emphasis on measuring the impact and use of materials produced, including the development of simple evaluation tools to be published and used similar to their Communication Strategy Framework. Adequate resources should be allocated to this task in the follow-on CA, and PRB should obtain the necessary evaluation expertise, either through recruitment of a permanent staff member or through consultants.
9. Bounceback questionnaires should be redesigned to allow more open-ended responses on impact and use of materials and nonprint media.

2.10 Promotion of PRB Materials

While PRB undertakes various promotional-type activities, such as "brown bag" sessions, letters to donors, publications catalog, and conference exhibits, it appears to receive insufficient name recognition for the print and nonprint materials it produces.

A large number of organizations contacted during this evaluation, which are on PRB's mailing list and receive materials, were not aware of which PRB materials they had received, if any. One phone interviewee insisted that the World Population Data Sheet was not a PRB publication but a World Health Organization publication. In a few instances, some organizations acknowledged receipt of numerous PRB materials but appeared not to be aware of their origin. Obviously, only a minute fraction of the total PRB mailing list was interviewed for this evaluation. Nevertheless, the fact that many of them did not identify materials they received as coming from PRB points to a need to promote the organization more assertively.

2.10.1 Recommendation

It is appropriate for PRB to increase its name recognition of its products. Given the fine reputation that PRB has in the policy community, this increased recognition would also increase the credibility and legitimacy of its materials.

10. PRB is encouraged to look for an attractive, visible, yet unobtrusive way to "take credit where credit is due" for the materials it produces.

2.11 Communication Strategy Development

In 1994, PRB and the Options for Population Policy (OPTIONS) Project produced a booklet entitled "Communicating Population and Family Planning Information to Policymakers" (see excerpt in Appendix D). This publication details the process for developing communication strategies and provides an overview to evaluating policy communications materials. This booklet is the only one of its kind specifically directed to policy communication.

Based on the files that evaluators reviewed, PRB has developed clearly defined, flexible communication strategies for most of the materials it produced, an essential starting point for the development of any material. However, given that several communication strategies were incomplete or not retrievable, it seems PRB has developed only a partial communication strategy for some of the materials it produced. A more systematic approach to strategy development would be useful. PRB could

easily develop a checklist or form on the necessary elements based on their own policy communication strategy framework outlined in the "Communicating Population and Family Planning Information to Policymakers" booklet. A checklist of this sort would enable PRB to stay on track to assure quality, including meeting its communication objectives and addressing issues relevant to identified target audiences, while maintaining flexibility to adapt to changing needs.

2.11.1 Recommendations

As producers of a detailed plan of what to include in a policy communication strategy, PRB has the expertise and the experience to produce quality materials and publications that will result in the desired impact. Adherence to the policy communication strategy framework that the Bureau developed would ensure that it would also be able to develop benchmark evaluation indicators for monitoring on a regular basis.

11. PRB should systematize the use of its framework for communication strategy development to ensure desired impact of materials, quality of materials, and achievement of communication objectives.
12. PRB should use a communication strategy checklist or form with each material developed and be sure that this strategy is attached to the project file for all staff members to use.
13. PRB should develop how-to tools for communication strategy development and publish them as a companion volume to the booklet "Communicating Population and Family Planning Information to Policymakers." This publication could be used in technical training for communications specialists and those interested in conveying policy information to ensure that all appropriate steps in the process are followed.

In summary, PRB should do the following:

- Seek innovative ways to pretest global materials;
- Update lessons learned to meet needs of a twenty-first century audience;
- Ensure quality of materials developed through systematic use of communication strategies;
- Assess materials impact.

3. MEDIA ACTIVITIES

The Cooperative Agreement specified one broad goal in defining PRB's activities with the media:

- Assist journalists, particularly those in developing countries, to expand and improve their coverage of population issues.

This chapter reviews the activities undertaken to date.

3.1 Women's Edition Supplements and Network

The Women's Edition was formed to enhance the coverage of women's reproductive health and related population issues in the popular press of less developed countries. The project is run by an editorial board of eight to nine senior women editors of women's magazines and PRB.

The project's main product is the publication of substantial supplements in women's magazines on topics related to women's health. To pick up background information for the supplements and to be briefed on the issues, the editors have met for regular seminars co-hosted by international health organizations since June 1993.

Editors were selected on the basis of the high quality of their publications and their interest in publishing in-depth articles on women and population issues. Type of magazine and geographic distribution were two additional factors used in the selection process.

The Women's Edition has held five seminars:

- London, UK, June 1993, with IPPF, on Women's Reproductive Health, eight editors
- Santa Cruz, Bolivia, April 1994, with the Bolivia Ministry for Human Resources, on Violence against Women, eight editors
- Cairo, Egypt, September 1994, with IPPF, at the ICPD, on Male Participation in Family Planning and Reproductive Health, nine editors
- Casablanca, Morocco, April 1995, with IPPF, on Women and Education, nine editors
- New York, USA, December 1995, with UNFPA, on Adolescent Reproductive Health, five editors

A seminar that was planned for Beijing, China, in August 1995, on Gender Bias, was

cancelled.³ Some topics that have been covered include reproductive health, violence against women, male participation in reproductive health and family planning, women and education, and adolescent reproductive health. Women and AIDS has been selected as the next topic. More than 20 articles have been produced in nine countries, reaching a total circulation of more than 507,500 and an estimated readership of more than 3 million. The Women's Edition appears to be an excellent mechanism to encourage South-South collaboration and communication.

Women's Edition has also had a powerful impact on local coverage of women and population issues. Shortly after the seminar in Bolivia on violence against women, legislators passed new laws providing increased protection for women. Conversations with several participating editors indicated that they had gained a tremendous amount of information on population issues and on how to effectively and accurately present this information. They also indicated that their supplements had a positive bearing on changes in their communities; for example, the creation of support groups for abused women, referral hot lines, and speakers' bureaus on women's reproductive health issues.

While the actual workshops were all conducted well and with few logistical problems, the distance between PRB and the participants has resulted in some difficulties for the project, notably in following up the actual production of each supplement. Occasionally, supplements were published much later than the agreed upon time frame or did not conform to agreed upon format. In part because PRB was very successful in selecting high level, independent participants, and because they were structured as an editorial board, members of Women's Edition enjoyed a great deal of latitude and self-determination that at times conflicted with the intentions of PRB.

PRB has conducted the seminars with partial support from the International Planned Parenthood Federation (IPPF) and has obtained resources through in-kind contributions from participating institutions. It has sought outside funding during the past year, but has found that full funding is unlikely to be available from the private or foundation sector.

3.1.1 Recommendations

14. PRB should continue Women's Edition; however, they should clearly establish participation guidelines and standards, develop participant selection criteria, involve new participants, and utilize present editors to train new participants.

³ After local arrangements had been made and the editors invited, PRB learned that it could not use USAID funds to support their travel. PRB secured funding from other sources for two women; the other editors were not able to attend the conference.

15. PRB should continue to seek partial funding from external sources to help support this activity, approaching, for example, foundations that are associated with major U.S. women's magazines with an interest in reproductive health such as MS. or Cosmopolitan.

3.2 Pop'MediAfrique

Pop'MediAfrique is a joint media activity between PRB and the Center for Applied Research on Population and Development (CERPOD) in Mali to enhance South-South partnerships between senior-level print and broadcast journalists and health institutions. Launched in the spring of 1996, this activity aims to strengthen in-country and regional linkages and expand and sustain coverage of important population and reproductive health issues.

The first phase of the activity consisted of a three-day seminar, bringing together participants from the health and journalist professions to discuss adolescent reproductive health. Pop'MediAfrique appears to be an appropriate means of (1) encouraging collaboration between health professionals and journalists, (2) fostering awareness of the issues, and (3) enhancing regional and national ownership of an activity.

3.2.1 Recommendation

16. PRB should continue Pop'MediAfrique under the new Cooperative Agreement and, if its impact is assessed positively, consider replicating it in another region of the world.

3.3 Model Stories

In 1994, PRB invited editors for the Women's Edition and PRB's Global Edition to participate in a model project for a population news service to produce stories concerning priority population issues. Given the scope and time frame of this evaluation, it was not possible to assess this media activity.

3.4 Newspacks

Soon after the CA began, PRB queried 1,100 developing country journalists on their interest in receiving packages of population and reproductive health materials as

reference for local stories. Initially, 250 journalists from over 50 countries indicated their interest in participating. Feedback was limited, however, so after two direct queries sent since 1994, the group has been reduced to 20 committed journalists who reportedly continue to participate and use Newspaper materials as background information for articles and in script-writing for adult education programs.

There is modest input on the part of PRB to develop the Newspacks, but it was difficult for the evaluation team to assess their utility or impact. If little effort is involved, it seems that 20 is an acceptable number of journalists using this service to recommend the continuation of these packs.

3.4.1 Recommendation

17. PRB should continue producing the Newspacks for at least two more years, during which time it should (1) assess the usefulness of the Newspaper program and motivation of committed journalists; and (2) develop a motivational mechanism to increase the number of committed journalists, if extensive assessment indicates that this is warranted.

3.5 Wire Service Articles and Clipping Service

PRB has supplied nine articles to the InterPress Service, six articles for Women's Feature Service, and one article for DEPTHNEWS. A clipping service was employed to determine whether newspapers were actually running the articles. The service was able to determine that population and reproductive health articles were being published, but it was not always clear whether these articles actually resulted from the wire service articles that PRB had written and placed. Also the service's pick up of stories was uneven from an odd sample of countries, making it difficult to draw conclusions on the scope of PRB articles.

Though the labor and cost involved in the model stories, Newspacks, and wire service articles appear to be modest, there has been no effective assessment of the usefulness and impact of these three activities. The time allotted for this evaluation did not allow evaluators to delve into this aspect sufficiently to offer a strong recommendation. Thus, PRB should determine the comparative value of model stories, wire service releases, and Newspacks vis-a-vis the inputs required to produce them and, together with its USAID Cognizant Technical Officer, determine whether to continue any or all these media activities.

4. TRAINING

4.1 Policy Fellows

Since the mid-1980s, PRB has conducted an annual training program for policy fellows. Recently carried out as a subcontract to the OPTIONS II Project, direct responsibility for this activity shifted to the CA at the beginning of FY95.

The Policy Fellows Program trains U.S.-based developing country graduate students to understand the links between academic research and policy information needs in their home country. The students are trained to emphasize the policy relevance of their research, and to communicate their findings effectively to policy audiences. Fellows participate in a competitive recruitment process, with typically 12 fellows selected from a pool of more than 20 applicants. There are three stages in the program, carried out during the course of one year. (1) Fellows attend a two-week seminar at PRB's offices in Washington, D.C. (2) Fellows are given a stipend to prepare a policy-oriented research paper during the six months following the seminar. (3) Fellows attend a one-day workshop preceding the annual meeting of the Population Association of America (PAA), during which they use their presentation skills to communicate their research findings in a policy relevant manner. Guest discussants, who are population specialists themselves, provide feedback on the presentations.

Since 1987, PRB has trained 119 fellows representing 42 countries. Almost two-thirds (76 fellows) of the fellows responded to a survey sent to them in 1996. Eighty-seven percent of the respondents indicated that they continue to work or study in the population field. Twenty-six of the 46 employed fellows (52 percent) are working in their home countries or in another overseas position, while 20 are employed in the U.S.

A number of the fellows responding to the survey indicated that they had put the skills learned through the training program to use professionally. They cited examples of delivering policy briefings, making conference presentations, and participating in television and radio interviews with much greater confidence and skill than they would otherwise have done without their training.

4.1.1 *Policy Training Adaptations*

While the format of the Fellows Program has remained fairly constant over the years, the content of the seminar has evolved to reflect changes and developments in thinking about the nature of policy communications. The program was modified in 1996, for example, to coincide with ideas the staff used in the seminar conducted at the East-West Center (see section 4.3). Staff have also changed the criteria for disbursement of

the US\$2,000 stipend provided to support the research paper presentation. While it did not happen often, there were some cases in the past of fellows submitting their papers very late, or being ill-prepared for the PAA workshop. Now, fellows receive their stipends in three tranches: the first on completion of the summer seminar; the second on submission of their paper for review; and the third after the PAA workshop.

To an extent, participation in the Fellows Program is limited to students coming from USAID-supported countries, although PRB has in the past secured other funding to support students from countries such as China or Viet Nam. Few fellows come from Latin American countries as USAID support in that region has diminished. In order to maintain a balanced representation of participants from all regions, PRB should investigate other sources of support—for example, the Organization of American States and the World Bank.

PRB is in the very early stages of planning a network of program participants. Its goals are to foster a sense that the participants remain part of a prestigious program; to provide a means for participants to remain in touch with each other; and to maintain this important resource of people who are trying to bridge the research-policy gap. Such a network also provides a means to develop and encourage South-South communication and support.

4.1.2 Recommendations

The PRB Fellows Program is an effective way to train a cadre of population professionals who are able to conduct research, recognize the policy relevance of research findings, and skillfully present findings using appropriate communication techniques. Participants clearly value the prestige derived from their association with a well-known and respected organization such as PRB.

18. The Fellows Program should be continued under the new Cooperative Agreement at a level of support similar to that in the present agreement.
19. PRB should seek to publicize this program more widely and include more universities in its program announcement with the intention of maintaining a broad regional representation among participants. Ongoing efforts to secure funding for participants from non-USAID supported countries should be continued.
20. A network linking former and current participants should be developed and tested during the next Cooperative Agreement.

4.2 Interns

The CA supports three intern positions each year, two at USAID's Office of Population and one at PRB. The internship provides recent graduates (at both bachelor's and master's degree levels) with an entry into the population field and experience that supports related careers. Of the ten interns supported, three are enrolled in Master's in Public Health or Ph.D. programs, two are working overseas, one is employed with a NGO based in Washington, D.C., and the remaining four are either completing or starting their internships.

The intern program appears to be an example of a win-win situation for USAID, PRB, and the participants. USAID and PRB staff members and the interns interviewed all spoke very favorably of the program. USAID indicated that they have been extremely impressed with the caliber of the interns recruited, being surprised each year that the standards set by the previous interns are surpassed by the new candidates. PRB has found its interns to be bright, hardworking, and motivated individuals who are very much engaged in the activities that they undertake. The interns themselves cite the opportunities created for them to become fully involved in population policy activities, from the perspective of either an NGO or government agency, depending on their assignment.

The sole improvement suggested by those interviewed is the addition of travel support for the intern assigned to PRB. While the interns working for USAID have all had the opportunity to make one or more trips overseas and within the U.S., funds have not been available to permit travel by those at PRB. The majority of travel for PRB staff has been paid for by field support funds, and typically these are not flexible enough to cover the added costs of intern travel.

4.2.1 Recommendation

21. Support for the internship program should be continued under the new CA. Additional funds should be programmed to allow for at least one international trip by the PRB intern.

4.3 East-West Center Seminar

In 1996 PRB was invited to develop a workshop as part of the East-West Center 27th Summer Seminar Series. The workshop, entitled "Communicating Population and Health Research to Policymakers," is the first known short-term training program devoted solely to policy-level communications. The seminar was not planned as part of the CA activities and was undertaken as a collaborative initiative.

Fourteen senior researchers and policy specialists participated in the four-week program in June 1996, in which they learned state-of-the-art skills that will enable them to bridge the gap between research and policy. During the course, participants identified barriers to research use, determined the policy relevance of their own work, and developed skills to reach policy audiences. They prepared policy case studies, participated in simulated briefings and delivered oral presentations. They also practiced media interviews, developed press releases and policy memos, learned to create effective presentations, and experimented with visual techniques for conveying policy messages.

In contrast to the Fellows Program, the East-West Center seminar provided a means to reach researchers already working in the population field. Most participants held high ranking positions in government, universities, health and population programs, and research institutions. Several played roles in state or national policy commissions or were engaged in training students or program personnel who may be implicated in future policy activities.

A senior policy analyst at PRB and the senior editor at the East-West Center were responsible for developing and coordinating the seminar, and two PRB staff members facilitated different components. In addition, the Secretary of the Health and Family Welfare Department in Tamil Nadu, India, Mr. S. Ramasundaram, served as a resource person and shared his experiences in policy reform and communications.

The seminar was well received by the participants, and the East-West Center has invited PRB to offer the workshop again next year. Based on their experience and the evaluations of the participants, PRB anticipates making the following changes:

- Practice other written formats, including two-page fact sheets or policy briefs
- Tailor computer training to participants' skill level
- Increase the number of public speaking opportunities from four to five or six
- Include greater participation by local policymakers in population and health and local legislators
- Invite another policy expert to serve as a resource person who could share actual experiences

4.3.1 Recommendation

The development of the policy communications seminar is a good example of the flexibility and responsiveness inherent in the PRB CA. PRB maximized the interactive effect of developing the policy communications seminar and modifying the materials covered in the two-week fellows workshop. Staff were able to build on and modify methods and materials developed in one for use in the other.

The policy communications seminar fills a niche not met by any other project by focusing on the skills needed to convey research results to policymakers, using a variety of media and formats.

22. Development and coordination of the 1997 East-West Center Summer Seminar should be supported in the next CA.

The East-West Center typically offers courses for one or two years, and then changes its program, so it is unlikely that PRB will have an opportunity to continue offering this seminar at that venue beyond next year. PRB has done valuable work in developing the curriculum and assembling a set of instructional materials. PRB staff have started to consider other organizations with which they might cooperate to present this course. However, other organizations may not be as routinized as the East-West Center in making logistical arrangements for participants and a greater share of those responsibilities may need to be assumed by PRB.

23. The CA should include support to run the policy communications seminar at least twice, in addition to the 1997 East-West Center Summer Series.

5. TECHNICAL ASSISTANCE

The current CA calls for PRB to undertake up to three small-scale technical assistance activities to help national institutions enhance their policy communication activities. USAID Missions have provided field support funds for work in India, Madagascar, and Nicaragua in projects of varying size and complexity.⁴

5.1 India

At the request of USAID/India, PRB is producing a series of color wall charts to disseminate key findings of a major survey recently conducted in India. PRB worked with the International Institute for Population Sciences (IIPS) in Mumbai to develop two wall charts, using National Family Health Survey (NFHS) data. The charts have been distributed and appear to be quite well-received and appreciated. PRB is also working with the State Innovations in Family Planning Services Agency (or SIFPSA) in Uttar Pradesh and the EVALUATION Project to develop another set of two wall charts in English and Hindi, using data from the PERFORM survey, the baseline for the Innovations in Family Planning Services Project. (These charts were undergoing final review and production in India while this evaluation was under way.) USAID has requested a third wall chart on reproductive health for Uttar Pradesh. The USAID Mission to date has provided US\$200,000.

The Indian organization with which PRB worked, IIPS, specifically asked that PRB develop the wall charts. It is PRB's belief that IIPS has the capability and skills needed to analyze the data and develop wall charts; however, due to IIPS's staffing and resource constraints, it simply needed an expert to do the work and produce the charts. Nevertheless, the academics at IIPS benefited significantly from the guidance and expertise offered on data selection and presentation to nontechnical audiences. PRB undertook an extensive series of reviews with numerous local experts once the draft chart was prepared, and the charts were printed in India.

5.2 Madagascar

PRB is providing its most comprehensive package of technical support to Madagascar. The Bureau is working with the Division of Demographics and Social Statistics (DDSS) of the Ministry of Health. The objectives include enhancing counterparts' ability to

⁴ PRB put a substantial effort into developing a program of support in Rwanda during 1993-94. The work was abandoned due to the political turmoil in that country and was not included in this evaluation.

disseminate and use data for decision making and working with the media to increase coverage of population issues. An 18-month work plan has been approved by USAID/Madagascar. Field support for this initiative totals US\$250,000.

PRB plans to carry out many activities: produce a census summary report, hold a national seminar to disseminate census findings, develop a wall chart of health indicators, and prepare a newspaper insert of the wall chart. PRB will also disseminate 1,500 copies of the "Demographic Handbook" in French.

5.2.1 In-country Capacity Building

PRB is working closely with DDSS and the Ministry of Health to ensure that host-country counterparts can perform the following:

- Develop a communication strategy
- Design and develop materials required
- Pretest and revise materials
- Finalize and produce materials
- Train in the effective use of materials (including presentations)
- Disseminate materials to the intended target audiences
- Evaluate use and impact of materials

PRB will train counterparts in using the Microsoft PowerPoint software for presentations and hold a workshop on decision making, as well as conduct seminars for journalists, prepare newspaper supplements and radio and TV broadcasts, and develop a "Family Planning Rumors and Realities" booklet.

5.2.2 Recommendation

PRB has developed a clear plan of action for Madagascar. However, in interviews with DDSS staff visiting PRB, it appeared there was some confusion about their actual role in the process and in understanding the differences between the concepts "communication strategy" and "dissemination plan." DDSS staff reported how much they enjoy working with PRB staff because they consistently work as a team, but they did express some concern about the difficulties resulting from long-distance communication in keeping plans on target.

24. There are many areas of activity that the PRB staff need to clarify for the benefit of the DDSS (Madagascar) staff. PRB staff should clarify DDSS's roles, responsibilities, and expectations; clearly define policy communication terms and activities; and establish clear long-distance communication time frames and

protocols. These efforts should serve as a model for future field support activities.

5.3 Nicaragua

PRB is providing technical support to the private family planning organization PROFAMILIA (*Asociacion Pro-Bienestar de la Familia*). Together, the two organizations will produce a booklet summarizing the 1992-1993 Survey of Nicaraguan Family Health. The booklet will provide basic information on the status of family health and its implications for the future well-being of Nicaragua's population. It will be distributed to policy audiences throughout the country. It is also designed to complement PROFAMILIA's work with the Resources for the Awareness of Population Impact on Development (RAPID) Project to increase understanding among Nicaraguan policymakers of the population and development challenges facing the country. USAID/Nicaragua plans to provide about US\$30,000.

PRB did not envision capacity-building for this project since, as in the case of India, PROFAMILIA has materials development skills in place. The USAID Mission did not request assistance for capacity-building, and funds were not made available for this purpose. However, PRB staff have worked extensively with PROFAMILIA staff to determine content, develop design plans and production schedules, and plan dissemination. As this evaluation was being conducted, PRB received feedback from PROFAMILIA (after a lengthy delay) on the draft of the booklet. PRB will now make changes and finalize the booklet.

Due to the limited amount of funding, PRB has not been able to follow this activity as closely and collaboratively as it feels is necessary. Production of the booklet has been delayed mainly due to staff turnover, changes in personnel, and the format of the review process at PROFAMILIA.

5.4 Recommendations

PRB's technical support to India, Madagascar, and Nicaragua has been favorable, especially given the level of effort, limited number of PRB staff, and the budgets allocated. PRB receives some requests for technical assistance, which it has deferred (Zambia, Honduras), mainly due to staff limitations, insufficient field support funds, and the limited nature of the assistance requested.

The Bureau brings three specific advantages to its technical assistance: its reputation as a nonpartisan, objective source of population information; its emphasis on policy communications; and its experience in materials production that spans a variety of formats, including data sheets, chart books, pamphlets, and posters. No other

organization offers this same mix of orientation and skills.

25. PRB should continue to provide technical assistance to at least three countries worldwide under the new Cooperative Agreement; however, the level of support should be increased to allow PRB to hire at least one additional staff member to provide in-country technical assistance.
26. PRB should emphasize, but not limit itself to, policy communication strategy development and evaluation capacity-building of host country counterparts.
27. PRB should develop criteria for selection of technical assistance countries or projects as well as determine the minimum level of effort required to ensure that it can effectively perform the activities outlined.

6. OTHER ACTIVITIES

The Cooperative Agreement calls for PRB to undertake a set of diverse activities on an "as needed" basis. These range from responding to ad hoc requests for information about international population issues to maintaining comprehensive policy files and preparing briefing packets for individual countries. This chapter describes these activities and summarizes PRB's performance.

6.1 Ad hoc Information Requests, International Visitors, Presentations

As an information dissemination organization, PRB is frequently called upon to respond to ad hoc requests for information, to host international visitors, and to make presentations to conferences and meetings.

During FY95 PRB responded to 279 recorded ad hoc requests; during the first 9.5 months of FY96, 213 requests were made. This represents an average of more than five requests weekly or one each day. The majority of the requests (214 in FY95 and 158 in FY96) are for briefing packets (see section 6.2.1). The remaining inquiries range from simple demographic information requests to detailed analyses of complex issues, such as the current development of indicators of population policy environment.

International visitors routinely visit PRB; indeed, during the period of this evaluation at least six visitors worked with CA staff. The PRB staff also assists in arranging meetings for guests with other Cooperating Agencies and international organizations in the Washington, D.C., area. The staff also make numerous presentations for groups such as the U.S. Department of Labor, Bureau of the Census, Inter-American Defense College, Environmental Protection Agency, U.S. Information Agency, foreign embassies, the National Foreign Institute Training Center, and local universities.

One staff member served on the U.S. delegation to the World Summit on Social Development, and provided analysis and input on population issues, attended one of the regional Preparatory Committee meetings prior to the 1994 International Conference on Population and Development (ICPD).

PRB also prepared a report of a 1995 donor workshop on "Implementing Reproductive Health Programs" that was jointly sponsored by USAID and the Overseas Development Administration (ODA) of the United Kingdom. This was a follow-up meeting to consider strategies to implement recommendations of the ICPD and provided a capstone for many of the materials that PRB developed for the global conference.

6.1.1 Recommendation

28. PRB provides a valuable, flexible service to USAID and other collaborating agencies in its ability to respond quickly to requests for information, host international visitors, and collaborate with other development organizations in making presentations and preparing reports. These activities should continue to be supported in the follow-on CA.

6.2 Policy Files

The Policy Files were incorporated into the CA at the beginning of FY95. From FY87 to FY94 they had been prepared by PRB under its subcontracts to the OPTIONS I and II Projects. The files are compilations of policy-related population information on developing countries. One product of the Policy Files, the country briefing packets, were re-formatted when they were incorporated into the CA. New folders were designed to give the packets a more unique, signature look and additional materials were included in them.

Information included in the Policy Files comes from two sources:

- PRB's database, a file of regularly updated quantitative demographic, socioeconomic, family planning, reproductive health, and population policy indicators
- The Document File, a collection of policy-relevant materials that includes government reports and policy statements, journal articles, news clippings, and project and trip reports

PRB produces two standard outputs using these sources:

- A country profile, which is a four-page summary of indicators drawn from the database. An updated set of profiles is sent to USAID's Office of Population, regional bureaus, and the State Department Population, Refugees and Migration Bureau.
- Country briefing packets, which are prepared on request. These are a comprehensive compilation of materials drawn from both the database and the document files. Data are organized in four sections, including: (1) Demographic Highlights; (2) Population Policy and Programs; (3) Social Indicators of Development; and (4) Country Profile. A selected number of articles, clippings, and reports, as well as some PRB publications are included. Updated packets are regularly sent to USAID Missions.

6.2.1 Demand for Briefing Packets

Three-fourths of all ad hoc information requests are for country briefing packets. Often, requests are for multiple copies. During the first nine months of FY96, for example, PRB received requests for 488 packets. The CA proposal called for responding to up to 720 requests for briefing packets (country files); during FY95 and part of FY96 the project distributed 960. Requests have come from a variety of sources, including the offices of Secretary of State Warren Christopher, Vice President Al Gore, and First Lady Hillary Clinton.

Preparing and maintaining the briefing packets are labor intensive, but after nearly 10 years of doing this, the process has become streamlined and routine. The computer file of indicators is updated on a routine schedule consistent with PRB's other activities. Paper files are maintained for all developing countries. The policy analyst who maintains the files reviews journals as they are received at the PRB library and requests copies of relevant articles. When new demographic yearbooks are published by the United Nations or the World Bank, relevant sections are copied for each country. Materials are usually copied by an outside shop and assembled in house by the policy analyst or an assistant.

6.2.2 Streamlining Production

Given the volume and time-sensitive nature of the printed material (which is a large part of the appeal of the briefing packets), it is not likely that the policy files can be fully computerized in the near future. Also, in view of the short notice on which the packets are often assembled, it is clear that many people are using these immediately before embarking on a trip or during long plane flights en route to a new destination. Because of this, the written format remains more accessible than an electronic one.

6.2.3 Recommendation

Recently, the question was raised about limiting the policy files to those countries currently receiving USAID support. PRB streamlined its procedures this year by reducing the number of countries that it will maintain on a regular basis to 60. It may be possible that an abbreviated version of the briefing packet can be developed for some countries for which there is not high demand for information. In addition, the briefing packets are not actively promoted; their demand appears to be generated by word of mouth. PRB's policy analyst suggests that this creates a sufficient demand for this product. Nevertheless, PRB and its CTO should consider whether to advertise their

availability more actively for a select audience, for example, among senior State Department and Executive Branch officials.

29. Together with USAID, PRB should establish criteria for production, distribution, and promotion of the briefing packets.

6.3 PopNet Web Site

USAID has requested that PRB develop a Home Page on the World Wide Web (WWW) to make population information and resources available on the Internet to both the population community and nonspecialists. Initially, PRB requested that USAID investigate the feasibility of having another Cooperating Agency undertake this task because of the Bureau's lack of in-house technical staff. After considering other possibilities, USAID returned to PRB, saying it had confidence in the quality of a final product that would be prepared under PRB's supervision. Thus, PRB has hired a consultant who is familiar with population issues to design and develop the Web site known as PopNet.

The PopNet Web site will not contain original information, but will index and provide links to existing Web sites. It will contain three main parts: an annotated list of sites with their locations on the World Wide Web; a population atlas to provide geo-referenced access to population information; and a search and query feature to allow access to information contained within PopNet and at other Web sites. PRB expects to use International Global Communications (IGC) as the server. IGC maintains related sites, including Econet, Labornet, Peacenet, and a women's network, making it attractive to link with them. On the other hand, IGC also maintains PRB's own Home Page, for which some technical difficulties were observed during the evaluation. PRB also does not have a routine time schedule for updating its Home Page; once PopNet is up and running, maintenance schedules for both should be developed.

The design of PopNet began in July 1996, and is expected to be completed by October-November 1996. Once the initial design and development is completed, the PRB librarian will assume responsibility for monitoring and updating the site.

6.3.1 Recommendations

30. PRB should use its experiences with its own Home Page to develop a routine system of updates and to monitor the useability of the PopNet Web site.
31. Given the problems observed with the IGC host server, PRB should evaluate whether to use this same server for PopNet once it is completed.

32. PopNet should be designed to allow inclusion of different access levels in the future. As the procurement for MEASURE is being prepared, USAID should consider whether this activity would be better placed with the new contractor. It may be that two Web sites will be needed on the Internet, one to disseminate USAID-funded research, while PopNet would make information and resources available from the entire population community.

6.4 Integrated Reproductive Health Program Profiles Database

Responding to the new USAID emphasis on reproductive health, PRB is involved in an effort to disseminate information about existing reproductive health programs in order to increase knowledge about the range of programs functioning in different settings. Learning from its experience in preparing the "Family Planning Programs: Diverse Solutions for a Global Challenge" leaflets, PRB decided to test a brief, single page format that highlights key program components, populations served, and unique features. It is planned that the cases will be entered in a database, for example, through POPLINE, the Internet, or another database, and thus key words are listed that will enable users to tailor a file search. Contact names and addresses, and titles of relevant descriptive or evaluation reports, are also provided.

During the first stage, PRB collaborated with USAID to identify about 15 ongoing programs to profile, selecting those of sufficient scale to demonstrate the feasibility over time of an integrated approach. Once identified, PRB prepared the descriptions. The format selected was not elaborate, and the level of effort required was low.

In the second stage, the program descriptions were circulated to 27 people for comment and review. At the time of this evaluation, replies had been received from 12 respondents. While the majority of those who responded approved of the idea of summarizing integrated projects, they indicated that the format was not useful enough. Respondents indicated that the information was too sketchy, lacked detail, and as such was too general to be of real value. They requested more information on outcomes, populations served, and on evaluation findings for the programs. If the descriptions are modified to include significantly more detailed information, the level of effort needed will be much higher.

PRB staff consider that the profiles are still in the pilot stage and will soon review the comments from reviewers with USAID. They must resolve whether it is useful to continue using this format or move to a higher level of effort to produce more comprehensive summaries.

6.4.1 Recommendation

33. Once the comments from a majority of reviewers are available, PRB and USAID should decide together whether to continue producing the Reproductive Health Profiles in the current format or whether to modify them to better meet the expectations of the reviewers.

6.5 The World Conservation Union (IUCN)

At the request of USAID, PRB is collaborating with the World Conservation Union (IUCN), the largest conservation organization in the world, to identify issues related to population dynamics and availability and management of water resources in developing countries. The year-long project will culminate in presentations at the World Conservation Congress to be held in Montreal in October 1996. While IUCN has extensive field experience in water-related projects, it has typically included little input from population specialists. This collaboration provides a unique opportunity to fully integrate the population effects and policy concerns into an environmental program. To develop links between the two disciplines, IUCN has identified nine two-person teams and is supporting them in preparing case studies for presentation at a special workshop that will be held in conjunction with the Congress.

Specifically, PRB and IUCN are collaborating on the following activities:

- Announcement of an opportunity to participate in the Congress, and call for applications;
- Providing guidelines to the nine selected teams on preparation of case studies;
- Communicating with global organizations to identify specific population-water problems that might be addressed by the teams;
- Compiling and editing the case studies to distribute as a set at the Congress;
- Conducting a literature review of existing population-water studies for distribution at the Congress;
- Organizing and facilitating a 1.5 day workshop at the Congress;
- Preparing proceedings of the workshop;
- Producing a policy paper that summarizes highlights of the Congress for dissemination through IUCN and PRB networks.

As of late August, the case studies are under review by an IUCN staff member and a PRB consultant. The consultant is preparing two-page summaries of each study that will be translated into three languages. She is also preparing the background materials for the workshop and will serve as a facilitator. To keep the program on track, the consultant is working with the resource persons who will participate in the workshop, identifying cross-cutting issues that target population and conservation concerns

equally.

PRB is relying heavily on the consultant to carry out most of the activities. The abstracts and conference report will be reviewed in-house, and staff are involved in management, design, and layout tasks.

6.5.1 Discussion

USAID looks for opportunities to expand connections with environmental groups interested in population. When IUCN approached USAID to inquire about opportunities for collaboration, USAID turned to PRB. The Bureau was selected for two reasons: (1) the flexibility of the CA allows PRB to respond to a broad range of requests; and (2) its expertise in policy communications enables it to identify key issues and determine appropriate means to convey policy messages.

The CA project manager believes it is too early to say whether the links with IUCN will be maintained when the current activity is concluded. Obviously, future collaboration depends in part on the success of the present effort. Future involvement will also be a function of the policy implications raised by the country teams. It may be that it is more appropriate for the POLICY Project to undertake project implementation in specific countries.

7. STAFFING PATTERNS

7.1 Staff Size

Since the beginning of the project, the CA has lost several staff positions that have not been filled (two policy analysts and a media specialist). In addition, USAID requested that PRB add a second USAID intern, which took one staff position from PRB; no additional funds or staff positions were added in compensation. The decision was made not to add staff during Year 3 due to funding uncertainties that affected all USAID activities; indeed, the project manager was not sure at that time if she could retain existing staff. Staff were encouraged to charge as much time as was feasible to other PRB programs. Since funding is now assured, staff have resumed charging full time allocations to the CA.⁵

The FY97 budget for the CA is now being reviewed. If the remaining available money permits, the project may hire one additional technical staff member, possibly one of the consultants already working on the CA. Finding sufficient funds may be a problem because the funds available are coming from some fragmented sources—in addition to core USAID funds, there are small amounts available in the field support budgets from Madagascar, West Africa, India, and so on. If a shortfall occurs, the project manager may negotiate with senior staff to pick up the remainder on other projects at PRB.

The project compensated for the reduced staff by relying on consultants to a greater degree than was originally planned. Consultants were used in developing the "The World of Women" radio series, designing the PopNet Internet Web Page, and collaborating with the IUCN. The CA staff are operating with only a half-time administrative assistant, and other staff and temporary personnel fill in as needed. While efficiency is important, the project needs a minimum level of management and administrative infrastructure in order to run on a day-to-day basis, and PRB is now operating below its optimal level.

The project has carried out its activities at a faster pace and with more outputs than was called for in the CA. As a result, all staff are doing more than was anticipated at the outset of the project. In addition, the amount of work involved in providing technical assistance in some cases was not foreseen. The staff are spending more time planning TA interventions, liaising with USAID Mission staff, and communicating with counterparts than was expected.

⁵ The PRB staff as a whole is reduced by about 25 percent from 40 to 30 full-time equivalents (FTEs). This is a result of the funding uncertainty faced by the CA, the end of PRB's subcontract on the OPTIONS II Project, a slight decline in private funding, use of more part-time staff and consultants, and normal turnover.

Table 4 shows the distribution of FTEs by activity during FY96. With the exception of the fellows assigned to USAID, materials production absorbed the largest share of staff time (1.84 FTEs). Management and administration, field support, and the policy files activities each required more than one FTE (1.37, 1.31 and 1.15 respectively). All other activities were carried out by staff time amounting to 3.54 FTEs.

Table 4

FY96 Activities and Full-time Equivalents (FTEs)

Activities	FTEs
Core Activities	
Materials Production	1.84
Distribution and Dissemination	0.72
Women's Edition	0.45
Media Activities	0.58
Policy Fellows	0.37
Policy Files	1.15
USAID Fellows	2.01
East-West Center Summer Seminar	0.35
Technical Collaboration	0.73
Management and Administration	1.37
<i>Total Core Activities</i>	<i>9.57</i>
IUCN Collaboration	0.33
Field Support	1.31
TOTAL	11.21

Source: PRB.

7.2 Staff Skills

Staff skills are largely appropriate for the activities covered under the CA. PRB is in the process of recruiting a person who is familiar with population and environment issues. Additional qualifications will include demographic expertise, good writing skills, and training capabilities. The president of PRB indicated a desire to hire an additional person who possesses an extensive understanding of the population field and could help identify and guide PRB's future directions and areas of concentration. To the extent that PRB and USAID decide to emphasize evaluation of the impact of materials in the upcoming CA as recommended earlier, evaluation skills would also be desirable in a new staff member. Additional skills that are needed for performing tasks such as

revamping the mailing list and distribution system can be obtained by hiring short-term consultants.

Many of the staff members fill several roles. They train, write, edit, provide technical assistance, and contribute to materials design. The benefit of having a "mix and match" staff is that the project is able to use the services of individuals with a variety of skills at lower cost on a flexible schedule—that is, PRB is able to avoid hiring an expert with a particular skill that is only needed one third of the time. On the other hand, because they must fill so many roles, no staff member has the luxury of being able to focus on a single activity. Clearly, this style of staffing requires skillful management and coordination efforts.

With the exception of some requested technical assistance that PRB has deferred (Zambia, Honduras), there are no activities that the project was unable to start because of staff constraints. However, staff availability did affect the timing and follow-up of some activities. For example, start up of the design of the wall chart of evaluation indicators that was undertaken with the EVALUATION Project had initially been planned for February 1996, but did not get under way until late May 1996, and staff have not been able to consistently follow up with the production of the "Focus on Evaluation" briefs.

7.2.1 Recommendation

34. At least two additional FTEs should be included in the plan for the new CA if a comparable level of effort is to be maintained.

7.3 Procedure Systems

Over time the activities included in the CA have become increasingly diverse and are carried out on a larger scale. At the same time, major responsibility for particular activities often rests with a single individual, who carries the informal procedures for completing a task in his or her head. As a result, some tasks occasionally fall through the cracks, when they are given lower priority relative to larger or more pressing needs. It appears that now, at the conclusion of this CA and as a follow-on agreement is being drafted, is a good time for the CA staff to assess its program with the goal of systematizing routine procedures. These need not be complex instructions and calendars, simple one-page lists with bullets will serve the purpose for many of the activities. These should be compiled in some type of handbook that is easily accessible to other staff members should they need to refer to them.

7.3.1 *Recommendation*

35. PRB staff should collectively review internal processes with the goal of systematizing and institutionalizing routine procedures. This should be done prior to the conclusion of the current CA.

7.4 **Cost-effectiveness Measures**

As concern mounted in 1995 that budget cuts would be imposed on population activities, PRB undertook a series of efforts to become more cost effective. PRB staff reviewed the history of the system of charging for various activities and developed a new financial planning system that matched all expenses to more detailed activity codes. More in-house approvals were required for activities, serving to make people more cost conscious. A number of changes were instituted to cut down routine expenses including the following:

- Buying only low-fare economy class plane tickets for staff travel
- Making greater use of mail rather than messengers
- Selecting low-cost, good quality paper for printing materials
- Printing multiple languages at one time while presses are set
- Designing materials in-house

These efforts enabled project staff to become more cost conscious and more efficient. One drawback was that the accountant could not accommodate entering the time charges of so many different staff by so many codes, so two systems were maintained for the past fiscal year. In FY97 codes will be consolidated to ease accounting procedures, but the staff found the year-long exercise valuable in giving them a more detailed view of how funds are spent, and they believe the more accurate budget information will enable them to prepare the proposal for the upcoming CA with more precision.

This CA is also the first to permit PRB to sell materials developed with USAID support to domestic buyers. All materials are now listed in the PRB catalog, and sales of international documents net PRB several thousand dollars a year. These funds are returned to the project and are used to finance additional reprints of materials and related costs.

7.5 **Senior Staff Participation**

The director of the CA noted that PRB senior staff contribute much more to the project than is reflected in the budget. The president reviews and edits virtually all materials

produced. The president's links with the demographic community in general, and projects such as the EVALUATION Project and the NAS Cooperative Agreement in particular, enable him to be aware of new activities and cutting-edge issues that the project might pursue. The director of international programs also reviews and edits materials and is actively engaged as a speaker representing project efforts, as a facilitator for workshops and seminars, and as the manager for Latin American field support projects. Both the president and director are able to troubleshoot some of the routine management and personnel issues that arise from time to time. Together they maintain relations with organizations external to PRB, adding particular credence to the project by virtue of their seniority and personal reputations in the field, and allowing the project director to dedicate her efforts to day-to-day management, technical issues, and liaison with USAID.

The president is a member of the board of the Population Association of America, and serves on its public affairs committee. In this capacity, he occasionally accompanies the president of PAA to Capitol Hill, where he meets congressional staff and informs them about international population issues. The director of international programs is similarly engaged in informing policy audiences in the U.S. on international population issues, reaching members of environmental, foreign policy, and religious communities. PRB does not seek a role as an advocate for USAID positions but recognizes its position as an authoritative, neutral channel of population information. The organization is well qualified to assume a more visible role in informing the members of Congress and their staff about international population issues and their implications for domestic policy. Indeed, a number of population experts who were interviewed during this evaluation expressed a desire to see PRB become more active in this role.

8. COLLABORATION, CAPABILITIES, AND FUTURE DIRECTIONS

8.1 Collaboration

PRB collaborates closely and appropriately with other organizations involved with population policy and programs. Some of the collaboration involves specific, project-level activities, such as the work with IUCN; IPPF as a sponsor of Women's Edition seminars; preparation, with the Johns Hopkins University Population Communication Services of a "Delegates Guide to ICPD-related Publications"; and cooperation with East-West Center on the Summer Seminar. Other activities do not reach the status of full projects, but are significant interventions nevertheless. Examples of these activities include presentations by PRB staff, information gathering and data analyses, receiving international visitors, responding to media requests for international population information, reviews of materials prepared by other Cooperating Agencies, and participation in conferences.

Requests for collaboration have come from a broad array of individuals and organizations. Among these are USAID, Cooperating Agencies, international donors, development organizations that represent diverse fields, developing country institutions, and assorted U.S. government agencies (the White House, Office of the Vice President, the State Department, Departments of Labor and Commerce).

PRB's collaboration efforts appear to be entirely appropriate and effective, and no specific suggestions for improvement were evident to the evaluation team, nor did CA counterparts suggest any. Among the persons queried about the nature of collaboration, virtually all viewed their association with PRB with satisfaction. The staff were considered to be capable, cooperative, and skilled in their areas of expertise. The sole complaint that was voiced by a small number of respondents pertained to the time constraints occasionally faced by PRB. Unfortunately, given the responsive nature of the Cooperative Agreement, and the fact that many high-level requests for assistance are made on very short notice, the work on more long-term projects is sometimes shifted back on the calendar in order to accommodate more urgent demands.

PRB has generally been successful in creating policy materials using data generated by other Cooperating Agencies. The numerous data sheets and chart books use data from a variety of sources, including the Demographic and Health Surveys, the U.S. Bureau of the Census, and the United Nations. PRB was somewhat less successful in using research findings supplied by the EVALUATION Project in creating the "EVALUATION Focus Briefs," both because there were disagreements about how PRB interpreted the research in its condensations and because the principal investigators were not always satisfied with how their work was summarized. Working with researchers outside the staff of the partner Cooperating Agency also added another

layer of complexity to the process.

8.2 Comparative Advantages

In preparation for this evaluation, PRB reflected on its unique capabilities as a policy communications organization. The PRB staff identified seven key "comparative advantages" that contribute to the strength of its program efforts:

- Unique focus on policy communications
- Transforming research and data into information that people can understand and use
- Covering a broad range of topics and communicating through multiple channels
- Focus on institutional development through training and technical assistance
- Links to U.S. domestic audiences
- Using the media to inform public policy discussions and decisions
- Extensive database and documentation center

Interviews with informed population experts and USAID staff confirmed the prominence of PRB in developing policy communications. It is indeed the sole organization in the population field, and increasingly, in the reproductive health field with the mission to "bridge the gap between research and policy." PRB maintains close ties with both population research and policy fields, as well as displaying a recognized competence in applying communication tools and techniques.

PRB enjoys a long-standing and deserved reputation for its objectivity and credibility. Its independence from special interest concerns and from the pressures of individual governments has permitted it to make decisions regarding data and its presentation with as much scientific neutrality as possible. Its authority is further enhanced by the participation and oversight of a prestigious and respected board of trustees that is composed of members representing both domestic and international concerns. It is the only organization working directly with the media to report population issues.

Many of USAID's Cooperating Agencies promote institutional development through training and technical assistance. PRB is the only agency, however, that focuses its training on policy-level communications. It stresses the importance of the entire process of communicating with policymakers: from the design of research to policy reform. PRB has now trained about 120 graduate students during a decade of its seminar program, it has identified a new audience of key professionals reached through the four-week summer workshop, and is proving itself capable of providing training and institution building through its technical support activities in selected countries, such as with Pop'MediAfrique and the Women's Edition projects.

Another unique aspect of PRB is its links with U.S. domestic audiences. This provides an important opportunity to extend the impact of USAID-funded activities, both through sales of PRB materials and by informing public discussions. World population issues are raised with media, policymakers, educators, and activists around the country, increasing awareness of the need to support international population activities. In recent years PRB has been extending its links with the environmental community, foreign affairs community, and religious communities.⁶ Its reputation as an objective representative of population concerns has allowed PRB to enter into debate on sensitive issues with these particularly focused groups.

Finally, and not to be dismissed lightly, is the fact that PRB maintains the most current and comprehensive library, country database, and country data files of any population organization. Indeed, its library probably surpasses those of most universities in its coverage of population materials. Coupled with a skilled and experienced staff able to readily locate and interpret information, PRB offers a rapid response to requests for information on a very broad range of population topics.

8.3 Unique Features of the Cooperative Agreement

8.3.1 Materials

A number of USAID projects prepare attractive publications and other materials and distribute them. PRB's materials are perhaps best distinguished by three features: the range of topics covered, the variety of materials produced, and the complementarity of some products.

Most Cooperating Agencies focus on a single strategic area: applied research, strengthening service delivery systems, behavior change, financing, or data collection. PRB is the sole organization dedicated to the field of population policy communication. PRB has great latitude in its selection of topics around which to develop its policy materials. This flexibility allows PRB to be responsive to newly identified needs and to react quickly to special requests for information.

⁶ PRB has received grants from the Pew Charitable Trusts' Global Stewardship Initiative, and the Mellon, Packard, Compton, and Rockefeller Foundations, among other sources. These sources have supported preparation of reports such as "Religious Communities and Population Concerns" and "Population and Consumption Issues for Environmentalists." The international program staff have recently published articles in the *Report of the Environmental Change and Security Project* of the Woodrow Wilson Center and served as project co-director and co-coordinators for a report of the Center for Strategic & International Studies Steering Committee on Population and U.S. National Interest, "Population and U.S. National Interests: A Framework for Thinking About the Connections" (1996).

PRB produces its materials in a variety of formats, and its skill in assembling some, such as wall charts, has prompted other Cooperating Agencies to turn to the Bureau for assistance. Under this CA, PRB has produced wall charts, posters, bulletins, booklets, fact sheets, chart books, slides, media guides, country profiles, and briefing packets. It has also produced radio cassettes and a video. This diversity of materials appears to far exceed the range of products delivered by most other Cooperating Agencies.

Finally, a number of the materials are designed to be complementary and supportive of each other. For example, one set of posters, booklets, and a radio program all focused on the role of men in the family. A wall chart, poster, several booklets, and the media guide all were related to women and reproductive health. Some materials are deliberately designed to be delivered in tandem, as when a poster accompanies publication of a new booklet. Others are means to reach different audiences with similar material using different communication channels. However, health professionals and policymakers alike can benefit from repeated exposure to important concepts, and seeing the message reported in different formats can serve to reinforce new ideas.

8.3.2 Training

A very important element of PRB's training efforts is its role in fostering South-South cooperation. Unlike training components of some other USAID projects which emphasize in-country training for professionals from a single place, both the Fellows Program and the seminar on policy communications include participants from a wide range of nations. Efforts to develop this network may result in a cadre of people trained in policy communications able to turn to each other for advice and support.

8.3.3 Media

No other Cooperating Agency is doing sustained work with the media. In the long term, PRB is committed to making population a prominent issue in the mass media. Among its media activities, PRB's work with Women's Edition, and more recently, with Pop'MediAfrique, is showing success in actively engaging journalists in issues of population and reproductive health. A key change is taking place, moving people from being passive recipients of population information to being active participants in identifying crucial issues and the best means to report them. An active commitment is required on the part of the journalists in order to ensure the success of the project. All the women editors in Women's Edition have clearly demonstrated that commitment.

8.4 Contributions to USAID PHN Strategy

USAID's PHN sector has four strategic objectives:

- Sustainable decline in unintended pregnancies
- Sustainable decline in maternal mortality
- Sustainable decline in STI/HIV transmission
- Sustainable decline in child mortality

In a paper describing the RH programs supported by USAID,⁷ the programs are discussed in the context of the Cairo Program of Action. USAID has provided leadership for a supportive policy environment; the work carried out under the PRB CA directly supports USAID's efforts in this arena. Population and RH materials are disseminated to a broad global audience on a variety of topics in many different formats.

The Office of Population has six program priorities:

- Maximizing access and quality of care,
- Reducing unmet need and increasing demand for contraception,
- Addressing the needs of adolescents,
- Reducing unsafe abortion through postabortion care and contraception,
- Adding selected RH interventions to family planning programs,
- Strengthening linkages with other related areas, such as child survival, female literacy and education, women's employment and status, environment and democracy.

PRB publications and materials and its work with the media highlight aspects of many of these priority areas. These publications, disseminated by an organization respected as being authoritative and nonpartisan, lend credence to the importance of these issues and underscore the significance of USAID's focus on them.

Increasingly, program planners and policymakers have come to recognize the importance of women's education and empowerment in improving the status of women and in helping them to take more control of reproductive decision making. The PHN sector is aware of these relationships, and is trying to create new opportunities to link with programs concerned with education and empowerment. Several PRB activities, notably Women's Edition, the set of publications called "Conveying Concerns...", in which women write on various issues, "The World of Women" radio programs, and "The World's Women" data sheets specifically support these efforts by

⁷ *Reproductive Health Programs Supported by USAID: A Progress Report on Implementing the Cairo Program of Action.* USAID, Washington, DC: May 1996.

calling policymakers' attention to the situation of women worldwide. In particular, the Women's Edition is a unique investment in host country advocates and is able to reach hundreds of thousands of magazine readers with current, factual information. The examples of the impact of this activity cited in Chapter 3, such as changes in legislation and local support for hot lines and counseling for victims of domestic violence, demonstrate the very real and very practical results of putting this information before a large audience in a widely accessible format.

Another emphasis within the PHN sector is on the reproductive health needs of women and adolescents, building on long-established strengths in family planning. Again, PRB produces a number of materials that present factual, research-based information on these topics. Its first wall chart on youth was in such high demand that a second was programmed and produced under the CA. Several booklets and posters address issues of reproductive health, and a third edition of "Family Planning Saves Lives," one of the most successful publications that PRB has produced during the past decade, is scheduled for production during FY97.

In addition to supporting program goals, PRB is forging new links with international donors in Japan and Germany, consistent with USAID's intention to strengthen technical and financial partnerships with other donors. As noted earlier the reputation of PRB facilitates its dialogue with international partners; the Bureau is viewed as a technical resource with specific policy communication skills that are unmatched by other organizations. The relationships developed by PRB with international donors complement and enhance USAID's efforts to build new partnerships and to strengthen donor coordination.

Interestingly, most recent documents produced by the Office of Population and the Center for Population, Health and Nutrition that summarize current programs and priorities do not specifically mention elements of policy dialogue, awareness raising, information dissemination, and cooperation with the media. Each area is the subject of several activities under the PRB CA and provide the foundation needed for the success of other USAID programs.

8.5 Relation to MEASURE

USAID is in the process of developing a new results package called MEASURE. Its strategic objective is to "improve and institutionalize the collection and utilization of data for monitoring and evaluation" and will emphasize improved tools and methods for data collection, data collection and analysis, and data dissemination. The evaluation team was asked to consider whether there is potential duplication of activities between those now carried out under the PRB CA and those that might be included in the procurement for the dissemination activities under MEASURE, and whether there are

some activities now being carried out under the CA that would be better placed within the scope of the new project.

The evaluators found few examples of tasks that ought to be deleted from the PRB Cooperative Agreement and suggest that only a few of the smaller activities of a type similar to the EVALUATION Focus Briefs might be better placed under the new project.

The description of the MEASURE results package identifies three main products to be disseminated: raw data, tabulated data and final reports, and tools and methodologies. This is not now being done by PRB beyond the compilations of data in wall charts or chart books. On the other hand, the variety of policy-oriented materials produced by PRB, the media activities, and the policy communications training are not called for in the new project.

The CA package has evolved over time into a complementary set of activities that serve to reinforce the strengths and quality of each other. The experience that is gained through providing technical assistance improves training. Better understanding of host country audiences enhances publication quality. Training improves host country capacity and fosters opportunities for South-South cooperation. Media activities are strengthened by access to data, publications, and staff TA experiences. Rather than proposing an elimination of activities or a reduction of support, USAID should consolidate the existing set of activities with PRB and provide adequate funds to carry them out with a full staff.

8.6 Future Directions

In considering future directions for the PRB CA, the evaluation team met with staff members to review their goals, and interviewed a number of key informants in the population field. PRB's ideas generally focused on process concerns, emphasizing new activities or means to improve current activities. The input from the population community included a number of suggestions of new topics for which PRB might develop booklets or population bulletins, with a few recommendations of new activities to introduce.

8.6.1 PRB's Vision of its Future

PRB plans to maintain its mission as a nonprofit organization working in international population, bringing information to policymakers, educators, and concerned citizens. It would like to expand its role and extend its reach in achieving this mission, this would involve growing larger in order to do so successfully. Additional staff and a

larger budget are needed to enable PRB to play in "the big leagues," particularly focusing more of its attention on the media and on overseas institutions.

A second goal is to incorporate more substantive fields into its portfolio, and by implication, to enhance staff skills in these fields. Particular interests include population and the environment, reproductive health, poverty, population and security, the impact of AIDS and other new diseases and epidemics, and migration. PRB wants to continue to improve its package of activities. Staff are aware that effective communication requires reinforcement through additional messages, different materials, and so on.

PRB is working to develop closer ties with other international donors, both to support its programs and to encourage more investment in population and reproductive health. Links have been established with donors in Germany and Japan. Recent efforts to increase the media attention in Japan on population resulted in a two-page supplement on an NGO conference being published in a *New York Times Magazine* equivalent, with a circulation of about 300,000.

8.6.2 PRB's Suggested Changes to a Future CA

PRB has identified seven areas of change for the follow-on CA:

- Improve the package of communication activities
- Move beyond dissemination to focus on the use of information
- Develop tools, handbooks, or frameworks that can be transferred to other institutions
- Serve the needs of USAID's PHN Center
- Use technology to extend reach
- Link specialists and the media
- Increase staff and expand the range of skills

Several of the changes echo recommendations emerging from this evaluation, and have been discussed in earlier sections. PRB summarized some of their thoughts in a two-page briefing sheet for the evaluation team; this together with the evaluation report provides a basis for discussion with USAID for the redesign of the Cooperative Agreement. It is worth highlighting several of the ideas for change and improvement proposed by PRB.

Move Beyond Dissemination to Focus on the Use of Information. PRB states that it would like to work with local institutions "to help them build the capacity to analyze, communicate, and use complex information for policy purposes." Increasingly, good data are available in many countries and counterparts are well trained in data

collection and analysis. What PRB would like to emphasize through training and field support is planning for the use of research from the beginning to the end of the research-to-policy process. Steps include identifying issues, analyzing impacts, and determining the program and policy implications of research findings. The process also includes assessing policy audiences and weighing the relative benefits of alternative policy options. All this is seen as a set of activities that precede the actual preparation of policy materials.

Given its keen interest in the participation of the media in population issues, and its growing skills in technical assistance, PRB would also like to place greater emphasis on institutional development activities with journalists, such as its work in Madagascar and with the women editors.

Develop Tools, Handbooks, or Frameworks that can be Transferred to Other Institutions. Given PRB's emphasis on training and its growing interest in providing in-country technical support, the development of tools, handbooks, and frameworks is crucial. Training participants, host-country counterparts, and others in the policy field can all benefit from materials that can be used repeatedly as reference documents. PRB has demonstrated expertise in materials production, policy communications, and related fields, and would stand as a recognized authority as the authors of this type of material.

Use Technology to Extend Reach. It is not clear to the evaluation team that PRB has given much concentrated consideration to this goal. PRB does have an Internet Web Page and is in the process of developing another to link population information sources. However, this is only one type of technology available today to convey information, use in training, or educate people who are interested in population issues. While some staff members have excellent computer skills, no one person is known as a technology whiz. It would serve the organization well to invite a technology consultant to brainstorm with them on different approaches they might pursue in order to achieve this goal.

8.6.3 Key Informants' Suggestions for Future Activities

Interviewees' suggestions fell into three categories: topics for future Population Bulletins or other booklets, activities, and products and materials.

Topics for Future Publications.

Box 2: Topics for Future Publications

Reproductive health
Onset of the demographic transition in Africa
Urbanization
International migration, and its links to domestic policy
Changing roles of adolescents
Access to postabortion care
Cost of family planning delivered through different systems
Cost-benefit analysis of investments in the Cairo mandate
Issues pertaining to women
Holistic approach to factors that accelerate fertility decline
Synthesis paper on gender issues
Synthesis on the population policy process
Selected breastfeeding interventions: what has worked, what has not
Summaries of NAS reports

Activities. Several respondents envisioned a role for PRB in becoming a better known presence on Capitol Hill. There is grave concern that too many legislators are unaware of international population concerns and of the benefits now being achieved following three decades of investment in population and family planning programs. It was also observed that there is a lot of confusion after the ICPD conference in Cairo about the shifting emphasis to reproductive health. It was noted that PRB is viewed as an unbiased, authoritative source of population information with the potential to serve an important educative role among politicians and their staff. It has links with the academic community and is able to call upon a large number of experts to participate in occasional briefings.

One respondent called on PRB to collaborate with NAS to conduct a series of workshops and make NAS report results more accessible to the public. Another suggested conducting more seminars on international topics.

Products and Materials. One product that several respondents suggested would be useful is a pocket-size version of the "World Population Data Sheet." Two variations were proposed: one, an accordion-folded model made of stiff paper, and the other, a spiral-bound laminated version. (One respondent requested a "large print edition" of the data sheet.)

Another respondent cited PRB's mailing list as being "worth its weight in gold" and suggested that PRB market it to other Cooperating Agencies.

Development of more tools to accompany PRB materials was suggested; these might include slides, overhead transparencies, or presentation scripts. Transparencies and scripts could be developed in a loose-leaf format so that individual sheets could be replaced as data are updated.

Finally, one respondent suggested that PRB distribute a regular (monthly, quarterly) digest of population literature. This was described as an attractive, interpretive compilation of summaries drawn from well-known population, family planning, and relevant biomedical journals, as well as key research or program findings emerging from USAID and other donor projects.

APPENDICES

APPENDIX A

EVALUATION SCOPE OF WORK Demographic Data Initiatives Population Reference Bureau Cooperative Agreement

I. Basic Information

Project Name/Number:	Demographic Data Initiatives (DDI) /(936-3046) Population Reference Bureau (PRB)
Cooperative Agreement #	CCP-3046-A-00-3018-00
Central Funding Agreement Value	\$6,334,508 over 4 years (Sept. 21, 1993 - Sept. 20, 1997)
Obligations to Date	\$4,845,404

II. Background

History of the Agreement: The Population Reference Bureau (PRB) has worked for more than 60 years as a non-profit educational and information organization dedicated to gathering, interpreting and communicating population trends and their implications. PRB is not an advocacy organization; it is recognized as a source of unbiased and accurate information that is communicated in a fashion enabling a non-technical audience to readily grasp the meaning and significance of population research results. Approximately one-half of PRB's program addresses domestic (U.S.) and international population issues for U.S. audiences. This portion of its program is funded by donors other than USAID.

PRB has maintained a cooperative agreement with USAID since 1983. Prior to 1990, the agreement promoted the dissemination of already-produced policy-relevant population research and information throughout AID-funded countries and the donor/development community. Since 1990, the agreement has taken a pro-active approach to producing and disseminating materials tailored specifically to developing country policy audiences.

More specifically, the scope of policy communication supported under PRB's cooperative agreement has evolved through a series of agreement amendments and renewals, notably: (a) a 1985 amendment supporting the distribution of PRB publications in response to *ad hoc* requests from USAID, its cooperating agencies, and appropriate individuals and institutions in developing countries; (b) a 1987 renewal that expanded activities, and included French and Spanish translations of PRB's *World Population Data Sheet*, an expanded international visitors program, and an internship program; (c) a 1990 amendment that lengthened the agreement by 3 years, and further expanded activities to include the production of new materials and extensive media outreach (some of these activities were previously

conducted by PRB under the IMPACT Project, which terminated that year); (d) the present 4-year agreement that continues successful policy dissemination activities, and supports new activities designed to promote the improved use of data, information and research results among select policymakers.

PRB has also conducted several USAID-funded projects aside from the current cooperative agreement, including: The IMPACT Project (5 yr, \$5.9 million USAID, G/PHN/POP contract; 1985-90) ; sub-contract with OPTIONS I (1987- 91) and II (1991-95; USAID, G/PHN/POP); HHRAA (USAID/Africa Bureau; 1992-present); and a sub-contract under RAPID II (USAID, G/PHN/POP; 1983-88). PRB has also received support for international activities from foundations including MacArthur, Mellon, Rockefeller and the Pew Global Stewardship Initiative.

The objectives of the current PRB cooperative agreement are, as follows:

- To produce and distribute to developing-country policymakers, donors, and the international development community, print and audio-visual materials highlighting new data or research findings of importance to policy audiences;
- To assist print and TV/radio journalists to expand and improve their coverage of population issues for developing-country and international audiences;
- To enhance the capability of in-country institutions to carry out policy communications activities;
- To provide informative, country-specific briefing packets in response to requests from USAID and other appropriate groups and to carry out other *ad hoc* requests;
- To continue the Policy Fellows Program, an annual set of activities to introduce the concepts of policy communications to US-based, developing-country graduate students; and
- To undertake U.S.-based collaborative and responsive activities in population-policy communications through such means as fellowships, workshops, and presentations for other cooperating agencies, and assistance to international visitors.

III. Objectives of the Evaluation

The objectives of the current evaluation are as follows:

- To assess the extent to which PRB has fulfilled expectations for measurable accomplishment as outlined in the objectives of the current cooperative agreement, particularly in the area of in-country technical assistance;
- To assess the quality and usefulness of PRB communications materials and activities conducted under the current cooperative agreement;
- To assess PRB's role and fit within G/PHN Center's strategic objectives;

- To identify future needs of the international population community (donors, nations, NGOs and the private sector) in the arena of policy communications that might merit further consideration, both by USAID and by PRB.

Special Considerations:

- The evaluation team should be aware that the evaluation coincides with the latter stages of the design-phase of a new center-wide data collection, monitoring and evaluation "results package". This effort, entitled MEASURE, will contain a competitively awarded component focusing on data dissemination and utilization. Part of the purpose of this evaluation is to determine PRB's unique capabilities versus those the US government might acquire through a competitive process.

IV. Statement of Work

The evaluation team should address each major activity (listed below) featured in the *Program Description* of the present PRB agreement, and draw conclusions that reflect upon the present and future utility of these activities. The following illustrative questions are intended to guide rather than constrain evaluators. These questions/issues fall within two categories; those pertinent to: (A) general operations; and (B) discrete activities.

A. Operational Issues

1. Personnel & staffing issues:
 - Given the current levels of funding and field support/core responsibilities, how appropriate is the mix of staff (permanent staff, PRB interns, consultants)?
 - Under limited USAID funding, what levels/types of staffing will maintain the organization's operational viability and quality of product?
2. CA collaboration and donor coordination
 - How appropriate and effective are these activities?
 - How successfully has PRB created policy materials from data generated by other CAs? How can this process be improved?
3. Capabilities and directions
 - What are PRB's unique comparative advantages?
 - How well do those comparative advantages meet the G/PHN Strategy?
 - If USAID funds to PRB are reduced, which key activities should they provide under a sole-source cooperative agreement?
 - What is PRB's vision of itself, 10 - 15 years into the future?

B. Activity

1. Materials production
 - What do users/audiences perceive to be the timeliness, acceptability (content, substance, appeal) and effectiveness of PRB materials?
 - How well do these materials meet the needs of users/audiences, and how might they be improved?
2. Materials distribution, tracking and promotion
 - How well does the mailing list serve its function?
 - How well is PRB making use of electronic media & Internet communications?
 - How can PRB improve materials distribution and promotion?
 - How can PRB improve the way it assesses a need for materials and evaluates the effectiveness of its products?
3. Media
 - What do users/audiences perceive to be the timeliness, acceptability and cost-effectiveness of key PRB media efforts?
 - Should the *Women's Edition Media Project* be continued under USAID funding; and if so, how can the activity be structured to maximize its effectiveness?
4. U.S.- based Training: Policy Communications/Policy Fellows.
 - What has been the impact of the Policy Fellows Program on fellows' subsequent activities in developing countries?
 - How can PRB improve the impact of these programs on fellows, developing country institutions, and USAID's strategic objectives?
5. *Ad hoc* Requests, International Visitors, and Presentations
 - How appropriate and cost-effective are these efforts?
 - How commensurate are these activities with output?
6. In-country technical assistance (TA)¹ and sub-agreements
 - What are PRB's comparative advantages in these areas?
 - How do missions and overseas co-workers view PRB's technical contributions, collaboration, and materials?
 - How could PRB best market its capabilities to USAID missions?
7. Country Files
 - Who are the principal consumers of the files, and is this activity sufficiently useful to them to continue the effort?
 - What is the quality of the country files, and what is the most cost-effective means of processing, up-dating, and promoting them?
8. Interns Program
 - What opportunities exist for improving the outputs that interns, PRB, and USAID derive from these experiences.

V. Methods and Procedures

We propose a period of up to 3 weeks for the evaluation: two weeks of meetings, phone interviews, and inspection of documents; and one week for writing and follow-up phone calls if necessary. The evaluation should begin in mid-August, 1996. We propose the methods of obtaining information to be:

- Review of all materials (communications products, workplans and reports) produced under the present agreement. PRB will provide a description/example of these materials with an indication of the extent of their distribution, and an estimate of production costs.
- On-site interviews of PRB staff at its headquarters in Washington, DC, and interviews of individuals and groups who use these materials (USAID will provide a list of relevant individuals/groups).
- Phone interviews to missions and organizations where TA was provided and where materials have been disseminated (PRB will provide a list of relevant individuals/groups).
- An email message to all USAID Mission/PHN Officers soliciting information on the usefulness, timeliness, and appeal to overseas audiences of PRB publications (sent two weeks prior to the evaluation by the USAID/CTO).
- An email message to the USAID Mission/PHN Officers using PRB in country technical assistance¹.

VI. Team Size and Composition

- Personnel required: 2 evaluators
- Technical Expertise:
 - (1) applied demographer or public health specialist with policy expertise.
 - (1) communications specialist.
- USAID experience:
 - one should be familiar with USAID projects and evaluation practices.
 - if possible, one should be a relative newcomer to USAID activities.

VII. Reporting

- A report of not more than 20 pages, due *in draft* by the end of the consultancy with executive summary of the most important recommendations.
- A presentation to PRB on the draft findings near the end of the consultancy, allowing for open discussion of its conclusions and recommendations.
- A presentation of draft findings to USAID's G/PHN Center.

VIII. Funding and Logistical Support for Evaluation.

Funding/logistical support provided by the POPTech Project.

¹USAID Missions using PRB Field Support: Overseas Collaborators:

India: USAID/New Delhi, International Institute of Population Studies/Bombay

Nicaragua: Profamilia

Madagascar: Unité de Population et Développement, Ministère du Plan,
USAID/Antananarivo

APPENDIX B

LIST OF PERSONS CONTACTED

Population Reference Bureau

Peter Donaldson	President
Alene Gelbard	Director, International Programs
Carl Haub	Chair of Demographic Research
Lori Ashford	Director of Cooperative Agreement
Sara Adkins-Blanch	Production Coordinator
Rhonda Smith	Senior Population Policy Analyst
Nazy Roudi	Population Policy Analyst
Jane Cover	Population Policy Analyst
Victoria Ebin	Media Coordinator
Donna Clifton	Assistant Coordinator
Peter Belden	USAID Intern
Kate Chalkey	PRB Intern
Aun Ling Lim	Policy Files Assistant
John Freymann	Consultant

USAID

Global Bureau/Center for Population, Health and Nutrition/Office of Population (G/PHN/POP)

Elizabeth Maguire	Director, Office of Population
Ellen Starbird	Chief, Policy and Evaluation Division
Richard Cincotta	Policy and Evaluation Division
Barbara Crane	Policy and Evaluation Division
Rod Knight	Policy and Evaluation Division
Jennifer Adams	Policy and Evaluation Division
Krista Stewart	Policy and Evaluation Division
Jim Shelton	Office of Population
Jeffrey Spieler	Chief, Research Division
Bob Haladay	USAID/Africa Bureau
Katharine Millard	State Department/PRM Bureau

Counterparts

Mouhamadou Gueye	CERPOD (Mali)
Nafissatou Diop	CERPOD (Mali)
Sie Some	CERPOD (Mali)
Jocelyn Razafimanjato	DDSS (Madagascar)
Jean Harval Randriamanjakasoa	DDSS (Madagascar)
Zukra Karim	Women's Edition (Pakistan)
Sathya Saran	Women's Edition (India)
Fawzia Talout	Women's Edition (Morocco)
Dr. Okoth-Ogenda	Population Studies and Research Institute (Kenya)
Abdellah Medhi	Moroccan Family Planning Association (Morocco)
Naomo Katunzi	National Family Planning Program/MOH (Tanzania)
Isabel Plata	PROFAMILIA (Colombia)
Saida Agribi	National Office for the Family and Population (Tunisia)
Chantal Ravelohariso	Ministry of Planning (Madagascar)
B. M. Ramesh	IIPS (India)
Grace Olson	Radio Botswana
James Achanyi-Fontem	Cameroon
Philip Gain	SEHD (Bangladesh)
Christina Donat	Deutsche Welle (Germany)
Victor Appeah	Ghana T.V.

Collaborators and Population Experts

Asha Mohammad	Program for Appropriate Technology in Health (PATH)
Elaine Murphy	PATH
Joan Haffey	Family Planning Services Expansion and Technical Support (SEATS)
Claudia Vondrasek	JHU/PCS
Judith Bruce	The Population Council
Martha Brady	The Population Council
Sunetra Puri	International Planned Parenthood Federation
Don Budd	U.S. Information Agency/Voice of America
Tom Merrick	World Bank
Nancy Yinger	International Center for Research on Women
John Worley	Overseas Development Administration (United Kingdom)
John Haaga	National Academy of Sciences
Barbara Boyle Torrey	National Academy of Sciences

Harry Cross
Janet Smith
Bates Buckner

Malcom Potts
Fred Arnold
Steve Sinding

POLICY Project, The Futures Group
POLICY Project, The Futures Group
EVALUATION Project, Carolina Population
Center
Professor, University of California, Berkeley
Macro International, Inc.
The Rockefeller Foundation

APPENDIX C

LIST OF MATERIALS REVIEWED

PRB Files and Materials

1. Media Activities under CA, 1993. (File)
2. Jamaica National Family Board. "Advocacy Strategy." Jamaica, January 18, 1995.
3. International Program Distribution System, September 1992. (File)
4. CERPOD. "Planification Strategie de Activites de Diffusion de l'Information: 1992-1993."
5. Media Action Task Orders File.
6. "Family Planning Programs: Diverse Solutions for a Global Challenge." (File)
7. Women's Edition file and all articles.
8. All materials produced with support of the Cooperative Agreement.
9. Cooperative Agreement Workplans: FY94, FY95, FY96.
10. Cooperative Agreement Semi-Annual Reports: October 1, 1993-March 31, 1994; April 1-September 30, 1994; October 1, 1994-March 31, 1995; April 1-September 1995; October 1, 1995-March 31, 1996.
11. Cooperative Agreement, No. CCP-3046-A-00-3-18, September 30, 1993.

PRB Project Files¹

1. Madagascar File.
2. India File.
3. Nicaragua File.

¹ PRB Project Files include internal correspondence pertaining to technical assistance agreements.

Other Materials (PRB)

1. Reproductive Health Program Profiles.
2. Bounceback Questionnaires, 1992-1996.
3. EASEVAL software manuals and diskettes.
4. PRB Home Page.

OPTIONS

Communicating Population and Family Planning Information to Policymakers

Elaine M. Murphy

PATH
(formerly with PRB)

OPTIONS

for Population Policy

The Futures Group
Carolina Population Center
Population Reference Bureau, Inc.
The Development Group, Inc.
The Urban Institute

DEVELOPING A COMMUNICATION PLAN: SUMMARY GUIDELINES

1. DEVELOP COMMUNICATION

OBJECTIVES

(a) Identify key policy issues, constraints, and problems for which information can serve as part of the solution. [What needs to be done?]

(b) Assess the potential role of selected information in shaping the policy environment.

2. IDENTIFY THE TARGET AUDIENCE

Select a target audience whose views and decisions affect the implementation of policies and programs. [Who can use the information for policy change? Or help? Or stop being an obstacle?]

3. DETERMINE THE CONTENT OF MESSAGES

(a) Identify concerns, attitudes, and knowledge levels of policy audiences through quantitative and qualitative research.

(b) Assess the availability of required data or the need to research additional information relevant to audiences.

(c) Identify data analysis needs including the types of analytic tools and models required.

4. DETERMINE THE MESSAGE SOURCE

Select the most appropriate individuals and/or organizations to deliver the message to the target audience.

5. SELECT APPROPRIATE CHANNELS

The two main types of channels are: mass media and interpersonal commu-

nication. When trying to influence many persons at one time, mass media is a good choice, if within budget.

When trying to influence a small group or one or two persons, the interpersonal channel is a good choice. One or both may be used in a communication activity.

Mass media: radio, television, newspapers, newsletters, mass mailings.

Interpersonal: workshops, seminars, conferences, meetings, dialogue, hand-delivered or personal letters.

6. SELECT FORMATS

Formats should be suited to both the audience and the channel used: memos, personal letters, fact sheets, booklets, wall charts, flip charts, storyboards, videos, slides, overheads, software program, press releases, posters.

7. DEVELOP THE IMPLEMENTATION STRATEGY

(a) Establish timeframe and resource needs.

(b) Establish message pretesting plan, including: developing a step-by-step process, pretesting the message and format with appropriate audiences, devising a mechanism for incorporating the results into the communication plan and materials, and documenting the process.

(c) Establish distribution plan for materials.

EVALUATING COMMUNICATION ACTIVITIES: SUMMARY GUIDELINES

1. REVIEW THE COMMUNICATION PLAN

(written document that describes the proposed activities, timelines, budget, etc.)

2. PLAN FOR EACH TYPE OF EVALUATION

(performance, outcome, or impact)

3. IDENTIFY SOURCES OF INFORMATION TO CONSTRUCT MEASURABLE INDICATORS

(national surveys, small sample surveys, focus groups, panel studies, informed contacts, media review, administrative data, requests for information)

4. SELECT APPROPRIATE AND MEASURABLE INDICATORS

Examples of performance indicators (outputs):

- communication objectives established;
- appropriate target audience selected and researched;
- messages clearly linked to population policy issues most relevant for each different target audience;
- most appropriate source(s), communication channels, and formats selected;
- messages pretested by selected recipients from each target audience;
- x number and type of communications/messages produced (e.g., x posters, x brochures, x wall charts);

➤ x number of beneficiaries received messages; or

➤ mechanisms for evaluation and follow-up established and implemented (x interviews completed, bounceback questionnaires sent, etc.).

Examples of outcome indicators:

➤ demonstrated support for population policies by key national and departmental decisionmakers as evidenced by:

a) positive statements in public speeches;

b) actions which facilitate implementation of policy objectives (e.g., population policy objectives incorporated into national five-year plan, etc.);

➤ follow-up interviews with x number of message recipients indicate awareness of population issues, use of data in planning exercises, etc.; or

➤ increase in coverage and accuracy of population issues in the media.

Examples of impact indicators:

➤ priority programs receive a greater budget allocation from FY x to FY y;

➤ population policy is officially adopted and/or implemented; or

➤ change in resource allocation and or use (e.g., more staff assigned to family planning services; clinics or community-based programs expand accessibility of services).

APPENDIX E

MASS MAILINGS FY94-FY96 (Through 7/15/96)

Publication Title	Africa	ANE	LAC	USA	TOTAL
FY94					
Family Planning Programs: Diverse Solutions for a Global Challenge	35	30	32	199	296
ICPD Media Guide	434	802	158	276	1,670
1994 World Population Data Sheet	5,155	5,775	3,593	413	14,936
The World's Youth 1994	5,155	5,002	3,593	413	14,163
Seeking Common Ground	5,155	5,002	3,593	413	14,163
Conveying Concerns: Women Write on Reproductive Health	3,094	3,437	2,808	413	9,752
Subtotal	19,028	20,048	13,777	2,127	54,980
FY95					
New Perspectives on Population: Lessons from Cairo	5,303	4,576	3,954	411	14,244
The World's Women 1995	5,303	4,576	3,954	411	14,244
What Legacy Do They Share?	5,303	4,576	3,954	411	14,244
Family Planning Programs: Diverse Solutions for a Global Challenge	3,235	4,109	260	NA	7,604
1995 World Population Data Sheet	3,385	4,109	585	411	8,490
Conveying Concerns: Women Write on Male Participation in the Family	3,228	3,553	3,854	132	10,767
PRB Media Guide to Women's Issues	488	685	537	411	2,121
Subtotal	26,245	26,184	17,098	2,187	71,714
FY96					
India's Population in Transition	NA	472	NA	55	527
The World of Women (cassette)	168	164	102	349	783
Male Responsibility in Today's Africa (cassette)	314	NA	NA	315	629
India: Women and Children wall chart	NA	184	NA	160	344
India Health and Family Welfare wall chart	NA	329	NA	179	508
International Migration: A Global Challenge	NA	NA	NA	315	315
The World's Youth 1996	3,579	4,016	4,040	594	12,229
Subtotal	4,061	5,165	4,142	1,967	15,335
GRAND TOTAL	49,334	51,397	35,017	6,281	142,029