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Barbados

MID-PROJECT EVALUATION OF THE
"FAMILY PLANNING, IEC AND TRAINING GRANT"

USAID/PROJECT NO. 538-0116

PREPARED BY

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DURING THE PERIOD:

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LIST OF ACRONYMS AND ABBREVIATIONS

AID/RDO/C Regional Development Office/Caribbean Office (USAID's
Regional Office in Barbados)

United States Agency for International Development

CFPA LTD. Caribbean Family Planning Affiliation Limited
(A Company Limited by Guarantee, Registered in Anguilla,
West Indies on June 6, 1985 - Registration Number 2455
hereinafter referred to as CFPA.)

CEO Chief Executive Officer of CFPA LTD.

IPPF/WHR International Planned Parenthood Federation/Western
Hemisphere Region (hereinafter referred to as WHR).

EXECUTIVE SUMMARY

The purpose of this evaluation was to assess the performance of IPPF/WHR and CFPA Ltd. over the past two years in carrying out the terms of USAID RDO/C Project #538-0016. The three-person evaluation team reviewed important documents and interviewed key staff and volunteers in Antigua, St. Kitts, Montserrat, Dominica, St. Lucia, Grenada and St. Vincent.

The evaluation team found that WHR and CFPA were, for the most part, doing what was agreed in the terms of the Grant. They carried out about 80% of the activities planned for the first two years of this three-year project. Many of the activities have been done very well: National IEC plans; multi-media campaigns for teens, males and young mothers; evaluation, fund raising and educating leadership. Other activities have faltered: training, development of teen materials and technical assistance. Those efforts which were done well have had the desired impact.

Overall CFPA and WHR have earned a rating of satisfactory to good. CFPA technical staff performed admirably. The several changes in CEO has caused serious leadership instability. WHR effectively supervised this project, but may have become too involved in CFPA's daily operations, during changes in CEO.

CFPA contributed significantly to RDO/C's population and development strategy. CFPA has gained a significant level of viability and sustainability. CFPA has proven that some program activities can most effectively be carried out at the regional level rather than at the local level. CFPA has successfully replicated several important innovations throughout the Caribbean.

Several important factors have been learned:

- (1) CFPA - a regional population organization - can find its niche, function effectively and grow in its capabilities. Working at the regional level has definite benefits: higher quality of outputs and lower costs.
- (2) CFPA can work simultaneously with governments and private family planning associations.
- (3) CFPA needs and deserves a full-time CEO.
- (4) CFPA has demonstrated that it can utilize evaluation findings to improve its program.

(5) FPs and governments can cooperate better at both the technical and leadership levels.

(6) CFPA's CEO must be apolitical, i.e., not actively engaged in party politics.

Several project modifications are required. CFPA should:

(1) Have a management expert join its staff as a full-time staff member.

(2) Deal directly with USAID/RDOC after 1987.

(3) Purchase video editing equipment, a microcomputer, a photo copier, library materials, and newspaper subscriptions.

(4) Revise the training plan.

(5) Add more TA resources.

(6) Add funds for fund raising activities.

(7) Plan more CFPA staff training.

(8) Find small amount of funding to implement National IEC plans.

(9) Organize more face-to-face dialogue with leaders.

In sum, CFPA has developed a tremendous amount over the past five years. CFPA deserves a long-term commitment from USAID and other donors because of the important role it has played and can play in the future. CFPA must now concentrate its efforts on helping family planning associations to improve their organizational capacity which may indeed be slipping.

I. INTRODUCTION

A. PURPOSE OF ASSIGNMENT

In March 1984, the AID Regional Development Office in Barbados (RDO/C) approved a three year follow-on grant of \$961,752 for the International Planned Parenthood Federation, Western Hemisphere Region (WHR). The goal and purpose of this grant was to support the Caribbean Family Planning Affiliation (CFPA) in its efforts to bring population and resources into better balance within the Eastern Caribbean by reducing the birth rate. CFPA would seek to encourage wider acceptance of family planning (FP) in the Caribbean and to improve the capacity of CFPA members and governments to motivate the people of the region to practice FP and to provide the corresponding services.

WHR was responsible for the implementation of this project in collaboration with the (CFPA). In turn, CFPA sought the collaboration of family planning associations (FPAs), government officials and ministries, and regional development organizations.

The purpose of this Mid-Project Evaluation was to judge the performance of WHR, CFPA, FPAs, Ministries of Health and Education and other development organizations in achieving the objectives of the grant. Thus, the Mid-Project Evaluation would "serve as a point of reference for assessing past performance, identifying implementation problems, modifying - if necessary - the direction and design of the program and charting a course for the remainder of the project."

"In conventional language, the evaluation would answer the following questions:

1. Are WHR and CFPA doing what was agreed to?
2. Are they doing it well?
3. Are their efforts having the desired impact?
4. What modifications - if any - can be suggested for greater impact?
5. Beyond this project, what more should be done to accomplish the project's goals?"

B. SCOPE OF WORK

The evaluators were instructed to review quarterly reports, financial information and other relevant documents (Appendix A) and to conduct interviews with staff, volunteers and consultants of WHR, CFPA, RDO/C, FPAs and governments in Antigua, St. Kitts, Montserrat, Dominica, St. Lucia, Grenada, St. Vincent and the Grenadines (Appendix B).

Specifically the evaluation team was asked to:

- a. "Assess progress towards (i) achieving the project objectives and the overall goal of the project, and (ii) implementing the specific activities of the project, including
 - (1) External Factors: Identify and discuss major changes in project setting, including host government priorities, which have had an impact on the project.
 - (2) Inputs: Were there any problems with commodities, technical services, training or other inputs as to quality, quantity, timeliness, etc? Are any changes needed in the type and amount of inputs to produce outputs?
 - (3) Outputs: Actual progress should be measured against projected output targets in implementation plan. A tabular format may be used if desirable. Comment on significant management experiences. If outputs are not on target, discuss causes (e.g., problems with inputs, etc.) Are any changes needed in the outputs to achieve purpose? What other action is recommended to ensure timely implementation of project activities?
- b. Assess to the extent possible, the impact of the program on the intended target or beneficiary groups and recommend action to ensure greater impact, if necessary.
- c. Assess to the extent possible, what, if any, impact the programs have had on improving the effectiveness and reducing the cost of providing family life education and family planning services.
- d. Recommend modifications, if any, to the design of the project for the remainder of the grant period.
- e. Recommend, if appropriate, further program action (beyond the current grant period) which could be considered for funding by USAID and/or other agencies."

C. OBJECTIVES OF THIS PROJECT

The objectives of this project as stated in the grant agreement are:

- "1. To motivate the people of the region to practice family planning by assisting Family Planning Associations (FPAS) and Governments to design and implement national information, education, communication (IEC) plans.

2. To facilitate the design, production, distribution, use and evaluation of adequate supplies of IEC materials for use in the national IEC Programs.
3. To upgrade the skills for family planning education and motivation of private and government family planning personnel, teachers, and teacher trainers through training programs.
4. To continue to provide technical assistance to CFPA member associations and governments in such areas as evaluation, management, medical/clinical services, fund raising and project development."

In order to achieve these objectives, WHR would carry out specific activities in four major areas:

- (1) Information, Education and Communication (IEC);
- (2) Training of family planning personnel;
- (3) Technical assistance in various areas; and
- (4) Project Support.

This report will describe and evaluate these four areas individually.

II. INFORMATION, EDUCATION AND COMMUNICATION (IEC)

A. NATIONAL IEC PLANS

CFPA provided technical assistance to six member FPAs and governments (Grenada excepted) in the design and implementation of National IEC Plans. For approximately one year technical assistance was provided by CFPA staff and two long-term consultants to help formulate the plans. The consultants worked diligently and professionally with local technicians in the government and FPAs to pull these plans together. The quality of the draft plans was generally good and well accepted at the technical level.

Implementation at the national level proved difficult because of the lack of local counterpart resources and, to a lesser extent, delays arising from policy differences between technicians and senior decision makers at the local level. These factors blocked substantial action and formal acceptance of the plan. Perhaps additional funding for implementation would have helped to overcome this major problem. Nevertheless, the evaluation team felt that the draft national IEC plans:

- (1) proved useful in coordinating private and public IEC activities;

- (2) helped national technicians at the informal level to improve their skills in IEC planning;
- (3) crystallized the acceptance of the need for such plans; and
- (4) helped coordination among the public and private sectors at the local level.

In addition CFPA gained legitimacy because (1) the quality of technical assistance provided was high and (2) the style of the consultation facilitated a good working relationship with national technicians and policy makers. This exercise, because it was CFPA's first direct effort in working with governments, was critical. CFPA's initial success with these IEC plans, therefore, gave a good beginning to CFPA/government cooperation. These IEC plans also provided an important vehicle for the systematic utilization of CFPA's IEC materials produced under the grant.

RECOMMENDATIONS:

1. Some additional resources should be provided to implement National IEC plans. Requirements may not be great but small amounts of assistance could make a critical difference, e.g., transportation and meal allowances for national field workers and expenses for community meetings.
2. CFPA should continue to dialogue with national public and private organizations vis-a-vis IEC planning. CFPA's IEC experts will not only assist local technicians to plan better but will also foster greater coordination and collaboration among national technicians. As the national IEC planning capacity improves, decision makers are expected to cooperate even more in implementing national IEC programs.
3. CFPA's CEO should be responsible for instituting and maintaining dialogue on the IEC plans at the policy making and technical levels.

B. MATERIALS/PRODUCTION AND DISTRIBUTION

1. Multi-media Campaigns

CFPA produced and made available the wide array of AV materials necessary for the three audience multi-media campaigns. Nearly all the required posters, pamphlets, radio spots (some in Creole) and videos were completed on time. The quality of the material was outstandingly good. Themes were appropriate. Poster layouts and production was professional. Radio spots were catchy, clear and concise. Videos were culturally relevant, informative and persuasive.

During the last two years, CFPA greatly enhanced the effectiveness of its multi-media campaigns by focusing on just three specific audiences: Teens, Males and Young Mothers. By concentrating all media on a single theme for a single audience for a specific period of time and by organizing some local complimentary activities such as group meetings and face-to-face counselling, CFPA successfully integrated the various media into a more effective program. This integrated approach constituted a major improvement in campaign design over the previous grant.

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Despite the overall success of these regional campaigns, CFPA experienced several serious implementation problems: (1) Insufficient consultation with local organizations both public and private in designing the campaign; (2) lack of clarity concerning implementation responsibilities; and (3) inadequate internal communication regarding the implementation of campaigns.

RECOMMENDATIONS:

1. CFPA must improve its early consultations with FPAs and governments in designing the campaigns.
2. CFPA must have more detailed implementation plans, who is doing what, when, where and how.
3. CFPA must maintain ongoing dialogue with local organizations when preparing for the launch of a campaign.
4. CFPA should update and distribute its A/V catalogue to encourage greater use. Also, its catalogue should list and describe all materials. This would facilitate users in selecting the appropriate CFPA materials.

2. Teen Materials

CFPA fell significantly behind in producing pilot A/V materials for teens. They are still only in the very early production stage. Because of the resignation of the training officer responsible for these activities in 1984 and, then, the reassignment of the new training officer to acting CEO in 1985, insufficient time was spent on this activity. CFPA should plan to work intensely in 1986 to complete the full set of pilot teen materials.

RECOMMENDATION: CFPA should clarify its 1986 work plan and budget to produce the teen materials as soon as possible.

3. Influentials

CFPA has been able to get a significant amount of positive press coverage by assigning these responsibilities to a single person and by getting contributions from many staff and volunteers.

Most islands have had significant coverage by both press and radio. Press releases have generally been professionally prepared and adequately distributed. Their content has been newsworthy and strategically important to developing the image of the CFPA. CFPA, for the most part, has gained greater recognition among influentials.

RECOMMENDATION: CFPA should do more of the same type and quality of press and radio coverage concentrating more of its efforts around the multi-media campaigns for teens, men and young mothers. More in-depth feature stories will give greater depth to the campaigns' issues.

CFPA has planned and executed three mailings to influentials and policy makers to keep family planning issues and CFPA before them. The first mailing introduced CFPA through its annual report. The second mailing presented CFPA's multi-media campaigns focusing on teens, males and young mothers including an actual poster. The third mailing highlighted the Inter-American Parliamentarians Conference and its importance in bringing together Caribbean and North American parliamentarian to discuss key population and development issues. In all mailings CFPA solicited requests for additional information and clarification in order to foster a more personalized dialogue with leaders. CFPA sent these mailings to approximately 350 influentials.

RECOMMENDATIONS:

1. To assure that mailings have greater impact, CFPA must constantly review and update the list. Here the CFPA Council can become more active. Further, each FPA should be invited to continuously review and update mailing lists so that they can plan local follow-up.
2. CFPA has begun to research the attitudes and knowledge of influentials more systematically. Further efforts will be needed to keep up to date. Also target influentials must be categorized so that more specific information can be directed to each sub-group. For example, the evaluation team suggests health professionals, policy makers and educators as important sub-groups.
3. CFPA should consider doing more systematic face-to-face interaction and dialogue, particularly at the policy making level. This approach would complement and strengthen CFPA's other efforts to keep family planning issues and CFPA in the forefront.
4. CFPA needs to automate its mailing service. The lack of an efficient mailing service impedes the effective distribution of material.

CFPA deserves special praise for three successful public relations activities which were outside the scope of this project but were carried out in the past two years. One, Caribbean Family Day

(11/21/85) gained a high level of publicity and major endorsements from governments and regional organizations. Two, a question and answer program through the Junior Caribbean, a teen magazine, attracted a great response. Three, a questionnaire competition assessing knowledge of FP practices gained substantial publicity for CFPA. The competition was sponsored by BWIA and other Caribbean businesses.

4. Evaluation of the IEC Program

CFPA has conducted several meaningful evaluations of its IEC program. First, CFPA now systematically pre-tests its IEC materials. Second, CFPA now collects more information on process measure: distribution reports, advertising placements, media coverage and training reports. Third, CFPA has carried out a survey of influentials' attitude toward family planning issues and CFPA.

CFPA strongly appreciates the need for evaluation. The professionals in CFPA use evaluation findings to refine and revise their activities. CFPA plans to continue having evaluations as a key element in its program management and also plans to do additional evaluation work. For example, CFPA wants to do more post-campaign assessments and impact evaluations before the end of this grant.

The 1986 CPS surveys will be very helpful in analyzing the impact of CFPA's program. They should be carried out as soon as possible in 1986 to ensure their use in more fully evaluating the effectiveness of CFPA,

RECOMMENDATION:

Currently, CFPA relies on FPAs to send them press clippings. To ensure more systematic and timely collection of these clippings, CFPA should subscribe to all regional newspapers.

III. TRAINING

A. FIELD WORKERS

To begin, CFPA carried out a comprehensive assessment to ascertain training needs for field workers in light of previous training efforts and existing materials. Assessments were carried in all 7 territories. As a result of the needs assessment, it became apparent that the actual work program was overly ambitious relative to staff and budget. CFPA planned to reduce the number of workshops to a maximum of five, two countries per workshop. Given the relatively small number of field workers in the seven territories, CFPA's revised training plan seemed pragmatic and justifiable.

Unfortunately, CFPA's revised training plan was then delayed because the training officer was asked to act as CEO for nearly all of

1985. Now that a new CEO has been appointed the training officer plans to carry out all 5 workshops in 15 months finishing all work before this project ends in March 1987. The evaluation team is confident this heavy workload can be completed. The training officer has demonstrated a high level of professional productivity (See Appendix C). The evaluation team feels the training officer performed admirably as acting CEO despite the inherent difficulty of being in such a position.

B. TEACHERS

As part of the training needs assessment referred to in the last section, the training officer began this activity by investigating the need for teacher training in the 7 territories. In 1984 and 1985 the training officers carried out two regional teachers' workshops and four in-country teacher/ fieldworkers workshops in Montserrat, Nevis, Bahamas and Aruba. In addition, the training officer provided technical assistance to several other territories in family life education. (See Appendix D)

While no rigorous evaluations of these workshops were carried out, it appears that they were generally well received. Local professionals consistently requested more in-country workshops. But, more evaluation is needed to judge their real effectiveness.

A very important teachers' manual was produced by CFPA. All professionals interviewed praised this manual very highly. WHR thought it so valuable it has already translated it into Spanish and distributed it widely throughout Latin America.

Within each country, the selection of participants is a problem. Persons are sometimes selected who are only marginally involved in family life education, while others more active in FLE are not invited. The effectiveness of CFPA training requires better selection of participants.

RECOMMENDATIONS:

1. The evaluation team concurs with training officers' suggestion that parents become a target group for future activities.
2. Future workshops should be carried out for the staff of teacher training colleges.
3. CFPA should be encouraged to produce more high quality resource material.
4. CFPA must exercise greater control in selecting participants.

IV. TECHNICAL ASSISTANCE

A. FUND RAISING

CFPA hired a half time fund raiser at the beginning of this project. Her first actions were (1) to send out a questionnaire to executives and board members inquiring about their perceived needs and interest in fund raising and (2) to obtain the services of an international fund raising expert with a proven record in collaborating with WHR. These two actions lead to a broad gauge fund raising strategy and the selection of several islands for testing: Dominica, Montserrat, Grenada and Antigua. Several large donations were made by board members and business people. Although actual results were modest in terms of dollars raised, several important hurdles were overcome. First, Board members began to accept their key role in fund raising. Second, FPAs began to understand how to plan fund raising activities and to select which methods to use based on organizational resources and the country environment. However, three important problems persist: (1) seed money to implement projects is apparently unavailable; (2) board members need to learn how to convert enthusiasm into more consistent and effective action; and (3) lack of clarity in the division of labor and spoils between FPAs and CFPA.

RECOMMENDATIONS:

1. Money be obtained from AID, the CFPA Development Fund or elsewhere to implement fund raising projects.
2. Board members and staff should be trained in fund raising techniques.
3. Consultation between CFPA and individual FPAs should be carried out to clarify who will do what and who will get what from fund raising efforts.

B. MANAGEMENT

As planned, CFPA carried out a regional management and evaluation workshop in October 1984. Participants were impressed but follow-up has been minimal. The evaluation team questions the project's design in dealing with the major issue of improving FPA management capacity. Regional workshops and sporadic short term follow-up consultations are probably inadequate.

RECOMMENDATIONS:

1. CFPA should hire a full time management expert and provide substantial funds for implementing required management activities.
2. CFPA must make a long-term and consistent effort to improve management. (The report of H. Arango identified several important management problems). Now the challenge remains to develop an action plan for solving them.

C. OTHER TECHNICAL ASSISTANCE AND EXCHANGE OF EXPERIENCE

CFPA greatly under utilized the technical assistance and resources available under this grant. In fact, little effective technical assistance was provided to FPAs in the various categories permitted by the grant. The team believes the problem is the main result of high turnover in the holders of the post of CEO. CFPA should have used this resource to demonstrate its responsiveness to specific in-country requests. CFPA must work with FPAs to identify technical assistance opportunities. FPAs' requests for TA were down because of this lack of two-way communication.

RECOMMENDATIONS:

1. The CEO must visit each member country, dialogue with the FPA board and chief executive, prioritize TA needs and, where appropriate, use TA and exchange resources more fully.
2. CFPA must re-emphasize its support role vis-a-vis individual FPAs, especially in management and technical assistance. CFPA must remind itself that the FPAs are its primary constituency. The team believes that CFPA must reaffirm by diligent action that its primary function is to serve FPAs.

V. PROJECT SUPPORT

A. CFPA OPERATIONS

Grant funds were provided for CFPA staff to implement this project. The staff salaries paid for by this grant were for a project coordinator (only 50%), two program officers, one long-term IEC/PR consultant, one administrative assistant, three secretaries and several short-term consultants. The team found that the technical, administrative and clerical staff performed at a consistently high level. The major personnel problem was the high rate of turnover in the holders of the post of CEO.

CFPA had four different CEOs in the last two years: T. Ribiero - 3/84 thru 6/85; R. St. Victor - 6/85 thru 7/85; H. Essed - 8/85 thru 11/85; and T. Jagdeo - 12/85 to the present. The technical and administrative staff worked diligently and productively despite the disruption caused by the changes in leadership. Every effort should be made to retain their services. They have important skills and experience.

CFPA still faces the challenge of finding a long-term, full-time CEO. The evaluation team is disappointed with the current plan for discharging the functions of the CEO. Allocating less than full time to the CEO duties (as defined by the CFPA in April 85) is inadequate. The full time attention of an experienced professional is required. Furthermore, the evaluation team perceives the current appointment to be short term (pending a planned relocation of CFPA). For the above reasons, CFPA staff remains unsettled.

B. LOCATION OF CFPA

The proposed removal of CFPA headquarters from Antigua is problematic insofar as (1) two key professionals will probably not move; (2) four administrative and support staff will not move (loss of these experienced personnel will cause serious operational difficulties); and (3) the move itself will be disruptive and cause a drop in productivity. With only one year left in this important AID grant, a drop in productivity could seriously jeopardize completing the work plan of this project. Moreover, poor performance under this grant could have serious negative consequences for CFPA in negotiating for future AID support.

RECOMMENDATIONS:

1. CFPA should remain in Antigua to maximize performance of activities funded by this grant.
2. Recognizing the importance of a team of skilled professionals to CFPA's success, CFPA should consolidate its staff in one location. The evaluation team discourages CFPA from establishing sub-offices in separate countries, as suggested by both staff and the Board.
3. CFPA, in examining any possible relocation, should put staff considerations foremost.
4. CFPA must obtain the resources necessary to sustain the professional development of its entire staff, e.g., professional journals, resource materials, a better library, and training opportunities.

C. IPPF/WHR MONITORING

Overall, WHR effectively supervised this project. WHR's project director carefully monitored the CFPA/Antigua office and kept up to date on program implementation. The project director did not spend a sufficient amount of time with RDO/C to discuss implementation. WHR's new project administrator ably assisted the project director in monitoring this grant and in coordinating project activities with other USAID funded projects in the Caribbean. WHR's finance officer provided excellent technical advice. WHR's formal reporting to AID was on schedule and of acceptable quality. Annual work plans were also good.

However, because of the disruption and instability caused by the changes in CEO, WHR was forced to get more involved in CFPA's daily operations. This has had a negative impact on CFPA's autonomy

and self-development. In order for CFPA to achieve greater autonomy, CFPA should begin to manage its own affairs and to deal directly with its various funding resources.

RECOMMENDATION: CFPA should present future grant proposals directly to AID and other donors. CFPA has proven its ability to carry out successfully a major program and has demonstrated financial accountability. WHR would still need to help CFPA to develop new projects and to improve its skills.

D. IMPROVING FPA's ORGANIZATIONAL CAPACITY

As WHR's responsibility to implement this grant comes to an end, it should concentrate more of its efforts on helping FPAs to strengthen their organizational capacity. WHR should be partners with FPAs and CFPA in this enterprise. WHR should assist FPAs to address a key management concern: the lack of clarity in the relationship and division of labor between FPA staff and their boards. Such clarification would help to solve the following kinds of related problems which have significantly slowed progress under this project: hiring of staff, determining program priorities, and volunteer effectiveness.

VI. SPECIAL ISSUES

A. PROJECT CONTRIBUTION TO MISSION POPULATION STRATEGY

The evaluation team believes that the CFPA generally and this project specifically have contributed significantly to the Mission's overall population strategy. CFPA provided critical IEC support to government services. CFPA carried out much needed research, training and evaluation. CFPA gave population and family planning issues a much needed higher profile. CFPA provided intellectual leadership to the family planning program in the Caribbean. In sum, CFPA has become a significant regional resource and spark plug to family planning. Without CFPA, local governments and FPAs would be seriously slowed in meeting family planning needs in the Caribbean.

B. CFPA SUSTAINABILITY

The evaluation team believes that CFPA has already reached a meaningful level of viability. Given the serious problems which other regional development agencies in the Caribbean have experienced, CFPA's success stands out: Most, if not all, governments and FPAs want to work with CFPA. Most feel CFPA is performing an important function. Most feel its performance to date has been good to outstanding. CFPA has enhanced its own image while giving population/family planning a higher profile.

CFPA has sound financial backing from IPPF. CFPA's Council is growing in strength. CFPA has a good opportunity to raise additional funds because CFPA has a "hot" saleable issue, has a history of good performance, is a private organization, has low overhead, and can broker smaller unknown islands to the donor community.

CFPA's growing pains are not unlike other regional organizations: personnel turnover, inter-country jealousies, and implementation problems because of the many islands that must be coordinated. CFPA understands its problems and is flexible enough to cope with them. Despite the odds against regional organizations in the Caribbean, CFPA offers the Caribbean a viable regional organization whose role can grow even larger in the future.

C. POLITICS OF PERSONNEL

CFPA's major problem over the past six years has been in filling the CEO position. There have been periods of poor leadership, good leadership, and no leadership. CFPA's Council must ultimately be held responsible for this problem. The team recognizes the difficulties in finding talented leadership; however, serious pitfalls must be avoided in the future. First, no individual who is actively involved in politics should be considered for the CEO post. CFPA is a

single issue, apolitical organization. Second, CFPA deserves a full-time CEO. A part-time CEO cannot really work to optimize CFPA's development. Third, CFPA must hire the person who comes closest to fulfilling all requirements set out in the clear job description it has drawn up. In many respects CFPA will only become as good as its leadership: both staff and volunteer.

D. DEVELOPMENT IMPACT

Bringing population and resources into better balance will have a positive impact on the development of the fragile island nations of the Caribbean. CFPA can and has played an important role in helping local governments and private agencies to realize the dimensions of the population problem and to deal with them. CFPA's impact on development has therein been significant to development.

CFPA has dealt and is dealing with a number of key development concerns: (1) high fertility; (2) immigration; and (3) teenage pregnancy.

E. REPLICABILITY

CFPA has proven that several key program elements can be successfully replicated throughout the Caribbean: Multi-media campaigns, training materials, research protocols and public relations/publicity, to name a few. CFPA has made its mark by developing, testing and transferring program ideas from island to island. In so doing, CFPA accelerated program development throughout the Caribbean.

F. COST EFFECTIVENESS

CFPA has proven that some things can be most cost-effectively carried out on a regional basis. It has proven far cheaper to produce high quality AV materials, multi-media campaigns, and training materials on a regional basis. The cost of development is reduced and larger production quantities yield lower unit prices.

G. DISTRIBUTION OF PROJECT ACTIVITY

CFPA has concentrated its efforts under this grant on the seven AID eligible countries (Appendix E). CFPA is working on providing RDO/C with more precise dollar estimates of expenditure of grant funds by country.

VII. PROJECT EVALUATION SUMMARY (PES), PART II

13. SUMMARY - Approximately two-thirds of the project's time has elapsed. Approximately fifty percent of the total work plan has been implemented. Overall progress has been satisfactory to good, but an ambitious work plan for the last year remains a challenge.

Outputs have generally been of high quality. Actual expenditures are fairly close to projections. Prospects for achieving the purpose and goal are good. The major problem has been the high rate of turnover in the CEO position. Changes in the project's design are required in several areas: training, management, and technical assistance.

14. EVALUATION METHODOLOGY - The major reasons for this evaluation are threefold: to clarify project design, to measure progress and to improve implementation. Methods used for this evaluation: (1) review of quarterly reports, financial documents and other relevant materials and (2) personal interviews with staff, volunteers and consultants of IPPF/WHR, CFPA, RDO/C, FPAs and governments in Antigua, St. Kitts, Montserrat, St. Lucia, Dominica, Grenada and St. Vincent.

15. EXTERNAL FACTORS - For the most part, the major changes in project setting have had a positive impact on the project. Government attitude and/or policy has improved in several countries: Antigua, St. Lucia, St. Kitts and Grenada. No organized opposition to family planning is apparent. No governments have back-tracked on their favorable stance to population control measures. Parliamentarian's participation in family planning issues has increased. More leaders are willing to openly endorse family planning. UNFPA has remained involved in the Caribbean. Socio-economic conditions have not significantly deteriorated.

CFPA was incorporated as a limited company by guarantee on June 6, 1985 and registered in Anguilla, West Indies, Registration Number 2455. Incorporation clears the way for CFPA Ltd. to be a registered PVO with RDO/C and will enable CFPA to deal directly with AID after 1987.

16. INPUTS: - For the most part, the quality, quantity and timeliness of inputs have been acceptable. More technical assistance in management is necessary to improve FPAs. A full-time resident management expert on CFPA's staff is needed. The revised training plan appears adequate. CFPA's reference library should be enlarged. CFPA staff needs more training. CFPA must have a microcomputer for word processing, mass mailings and research. CFPA needs a copy machine that works and video editing equipment.

17. OUTPUTS - In some categories actual outputs have equalled projected targets; IEC materials (posters, pamphlets, video, clippings and radio spots) were produced on target. As well, the targetted number of IEC plans were produced. In other categories, outputs were less than planned: training workshops fell short because of staff turnover and re-assignment, while technical assistance was seriously underutilized. Planned training outputs were too ambitious and need modification. Two additional target audiences need to be addressed: parents, and teens who are not yet sexually active. Video training programs for field workers and teachers should be added. More local activities to complement multi-media campaigns should be planned.

18. PURPOSE - The purpose of this project needs clarification. Is the purpose to reduce birth rate, increase contraceptive prevalence, improve CFPA, balance population and resources, enhance FPAs, gain wider acceptance for family planning? By how much? By when? Perhaps increasing contraceptive prevalence by "X" percent should be the purpose. Then, the 1986 round of CPSs will be good indicators of whether the project's purpose has been reached. Outputs would be training, technical assistance and a better functioning CFPA.

19. GOAL/SUB-GOAL - "To bring population and resources into better balance by reducing the birth rate." This goal is a little unclear. What measure do we have for "balance"? We could better measure changes in the birth rate as our goal. Then our goal to decrease the birth rate could be more directly attributed to our purpose to increase contraceptive prevalence. We must wait until the 1986 CPS surveys to measure both our goal and purpose more precisely. One of the project's outputs -- a well-functioning CFPA -- should help to increase prevalence and reduce the birth rate.

20. BENEFICIARIES - Since CFPA promotes and advertises the services of government and private associations, the project's beneficiaries are all who use these services (some 45% of women in fertile age), plus those that become more informed about family planning (most of the remaining women of fertile age). Several hundred family planning workers also become better trained and more skilled as a result of this project's training and technical assistance.

21. LESSONS LEARNED

(1) CFPA - a regional population organization - can find its niche, function effectively and grow in its capabilities. Working at the regional level has definite benefits: higher quality outputs and lower costs.

(2) CFPA can work simultaneously with governments and private family planning associations.

(3) CFPA needs and deserves a full-time CEO.

(4) CFPA can utilize evaluation findings to improve their program.

(5) FPAs and governments can cooperate better at both the technical and leadership levels.

(6) CFPA's CEO must be apolitical, i.e., not actively engaged in party politics.

22. MODIFICATIONS - CFPA should:

(1) Have a management expert join its staff.

(2) Deal directly with USAID after 1987.

- (3) Purchase video editing equipment, a microcomputer, a photo copier, library materials, and newspaper subscriptions.
- (4) Revise its training plan.
- (5) Use more TA resources.
- (6) Add funds for fund raising activities.
- (7) Plan more CFPA staff training.
- (8) Find small amount of funding to implement National IEC plans.
- (9) Organize more face-to-face dialogue with leaders.

APPENDIX A

LIST OF DOCUMENTS REVIEWED

1. Corno, Drunkenmiller and Arango
Final Evaluation of the Caribbean Family Planning Project
(538-0050), 1983
2. USAID Cable State 331450
Guidance for Preparing Evaluations
3. Caribbean Family Planning Affiliation
Annual Reports for 1983 and 1984
4. USAID/IPPF-WHR/CFPA Grant 538-0116, Grant Agreement,
Project Description and Budget, March 23, 1984
5. WHR Sub-grant Agreement with CFPA, 533-0116-1,
March 23, 1984
6. USAID Project Evaluation Summary
Parts I and II
7. WHR, Quarterly Reports, January 84 through December 85
8. Lewis, St. Victor and Raganoonan
Teaching Human Sexuality in Caribbean Schools
9. Cropper, Towards a Realization of Family Life Education,
1985

APPENDIX B

LIST OF PERSONS INTERVIEWED

WHR - New York

Everold Hosein - Project Director
Petrina Lee Poy - Project Administrator
Rene Jaimes - IEC Director
Ben Cruz - Controller
Hernan Sanhueza - Regional Director
Humberto Arango - Program Coordinator

WHR/BARBADOS

Monica Peters - Program Coordinator
Hank Essed - Consultant

USAID/BARBADOS

Holly Wise - Chief of Health, Population and Education Division
Neville Selman - Health and Population Advisor

USAID/WASHINGTON

Jerry Bailey - Chief of Operations Research

CARICOM

Angela Cropper - Director, Functional Cooperation

BARBADOS - FPA

Charles Alleyne - Executive Director

CFPA

Jean Pierre Guengant - President
Tirbani Jagdeo, CEO
Orville Campbell - A/V Officer
Lucella Campbell - Public Relations Consultant
Rosalind St. Victor - Training Officer
Shirley Martin - Administrator

TULANE/BARBADOS

Pauline Russell Brown - Field Administrator, Operations
Research Project

MONTSERRAT

Ann Ryan - FPA Exec. Director

Mrs. P. Greenaway - FPA President

Edris Perkin - Principal Nursing Officer MOH

Mrs. L. Daly - Officer, Ministry of Health

ANTIGUA

Hazley Benjamin - FPA Exec. Director

Henson Barnes - Permanent Secretary - MOH

Allison Lewis - Director, Childrens Relief Fund in Antigua

ST. VINCENT

Marvin Payne - FPA Exec. Director

Her Excellency, Lady Faustina Eustace - (Former FPA Executive
Director)

Monty Eustace - FPA Board Member

Edward Griffin - Minister of Health

Joslin Williams - Permanent Secretary - MOH

John Saunders - Chief of National Family Planning
Program, MOH

ST. KITTS

Dr. Izben Williams - President, St. Kitts/Nevis Family Planning Assoc. (Council). Also a member of CFPA Board.

Hon. Sydney Morris - Minister of Health, Education & Community Affairs (HECA)

Mr. Wallace - Health Educator, Ministry of HECA

Loretta Evelyn - Health Educator. Ministry of HECA. Also Secretary of St. Kitts FPA Board.

Mr. Haladay - Chief Education Officer

Nurse Henry - Nurse in charge of Family Planning Services, Ministry of Health, Education & Community Affairs

Marlene Liburd - Program Coordinator (Exec. Director) St. Kitts/Nevis Family Planning Assoc.

GRENADA

Mr. Winston Duncan - Executor Director Grenada Family Planning Assoc. (GFPA)

Ms. Elsa Moore - Chief Coordinator
U.N.F.P.A./PPF
Project Ministry of Health

Mrs. R. Rahim - Permanent Secretary
Ministry of Health

Cynthia Telesford - Chief Public Health Nurse

Dr. Alexis - Chief Medical Officer
Ministry of Health

Grace Duncan - Parliamentary Secretary
Ministry of Health

APPENDIX C

OVERVIEW OF TRAINING ACTIVITIES 1984-85

CARRIED OUT UNDER USAID GRANT

DATE	ACTIVITY	TARGET GROUP	STATUS
1984	Final editing and publication of <u>Teaching Human Sexuality in Caribbean Schools.</u>	Teachers	Completed
1984-5	Distribution of <u>Teaching Human Sexuality in Caribbean Schools.</u>		Completed
August 1984	Implementation of Regional Training of Trainers Course focussing on the area of Human Sexuality.	Teacher Trainers Teachers	Completed
November 1984 January 1985	Training needs assessment for 1985 Regional Training of Trainers Course and for Family Planning Associations 1985 training programs.	Officials in Ministries of Education in Grant receiving countries, staff and boards of Family Planning Associations, participants of former CFPA training programmes for teachers, staff of national FP programmes.	Completed
	<u>Assessment of impact of Teaching Human Sexuality in Caribbean Schools.</u>	" " " " " " " " " "	Too early to assess impact of book - beca more of a promotional tour.
January - April 1985	Preparation and publication of <u>Man to Man</u> male responsibility brochure.	Males	Completed and distributed.

January - May 1985	Completion of video production: Causes and Consequences of Teenage Pregnancy.	In school and out of school audiences.	Completed
February 1985	Implementation of Family Life Education Workshop in Montserrat.	Teachers and Field Workers	Completed
1985	Reproductive Process Brochure	Teenagers & Young Adults	In process
January - June 1985	Slide tape production "Motherhood is a Serious Business"	Teenage Young Women	Developed and pre-tested. Needs to be edited, based on pre-test results.
April 1985	Implementation of Family Life Education Workshop in Nevis.	Teachers and <u>Field Workers</u>	Completed.
April - June 1985	Involved in development of posters and radio spots.	Nulli parous Teenagers; Young Women with Children; Males;	Completed
May - August 1985	Development and Implementation of Regional Training of Trainers Course.	Teachers and Teacher Trainers	Completed
1985	Values Clarification Handbook	Teachers and Family Life Educators.	In process. Following completed: Conceptualization and General organization. Developed, pre-tested and refined ideas and exercises.
1985	Teenage Self Perception: Sex and Pregnancy.	Teenagers	In process
October - 1985 Ongoing	Working with Inter-Agency FLE Committee to promote FLE and to improve and standardize preparation of FLE.		In process

APPENDIX C (cont.)

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<p>September - November 1985</p> <p>1984 - 85</p>	<p>Under Aegis of same Committee, Coordinating qualitative and quantitative study of FLE in CARICOM territories.</p> <p>Involvement in development of posters and radio spots and implementation of <u>Caribbean Family Planning Day</u>.</p> <p>Ongoing Technical Assistance (see attached).</p>	<p>Females, Teenagers, Young Women, Males and Influentials.</p>	<p>In process: To be completed by March 31, 1986.</p> <p>Completed</p>
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APPENDIX D
TECHNICAL ASSISTANCE
PROVIDED BY CFPA TRAINING OFFICER

DATES	EXERCISE	TARGET GROUP	ON BEHALF OF
On-Going, At Intervals from Nov. 4, 1984 to present.	Series of sessions in: Self Development Self Awareness Contraception	Villa Teen Project (High School Drop-Outs, Young Mothers)	Antigua Planned Parenthood Associa- tion (APPA)
January 1985	Assisted in Fund-Raising and obtaining Technical Assistance Results: Funding obtained from CCC; Technical Assistance from ILO and WAND.	" "	" "
December 1985	Lead sessions in - Counselling Sexual Abuse	Grays-Green Peer Counselling Project, Adolescent Health Clinic Project, Antigua	IPPF/Barbados
April 1-3, 1985	Facilitate Peer Counselling Workshop	Adolescent Health Clinic Project, Barbados	IPPF/Barbados
April 15-19, 1985	Facilitate Peer Counselling Workshop	Adolescent Health Clinic Project, St. Vincent	IPPF/Barbados
June 13 & 20, 1985	Family Life Education Lecture & Panel Discussion on Marriage and Divorce	Christian Union Church, Clare Hall, Antigua	APPA

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DATES	EXERCISE	TARGET GROUP	ON BEHALF OF
August, 1985	Panel Discussion on Adolescence	I.Y.Y. Convention, Antigua	Antigua Ministry of Education/IPPF-Barbados
October 11-13, 1985	Workshop on Human Sexuality	Teachers, Family Planning Workers, Community Field Workers	Famra Planea, ARUBA
October 14-30, 1985	Peer Counselling Workshop	APPA Youth Extension Workers	APPA - ANTIGUA
October 23, 1985	Lecture on Teenage Pregnancy	St. Lukes' Anglican Church	APPA - ANTIGUA
November 11, 1985	Principles and Philosophy of Family Life Education and Family Planning	Bahamian Influentials	Bahamas Planned Parenthood Association
November 11-15, 1985	Workshop on Human Sexuality	Teachers, Field Workers	BPPA - BAHAMAS
November 14, 1985	The Role of the Physician in Family Life Education	Annual Meeting of Family Island Physicians, Bahamas	BPPA - BAHAMAS
November 1985	Sessions on Counselling and Sexual Abuse	All Saints Adolescent Health Clinic	IPPF/BARBADOS