

PROJECT DATA SHEET

1. TRANSACTION CODE

C
A = Add
C = Change
D = Delete

Amendment Number

DOCUMENT CODE

3

2. COUNTRY/ENTITY

INTERREGIONAL PD-ANG-399

3. PROJECT NUMBER

932-0838

4. BUREAU/OFFICE

DSB

36

5. PROJECT TITLE (maximum 60 characters)

Int'l Planned Parenthood Federation

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY
06 30 86

7. ESTIMATED DATE OF OBLIGATION

(Under 'B' below, enter 1, 2, 3, or 4)

A. Initial FY 68

B. Quarter 2

C. Final FY 85

8. COSTS (\$000 OR EQUIVALENT \$1 =)

A. FUNDING SOURCE	FIRST FY 68			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	3,500		3,500	213,450		213,450
(Grant)	(3,500)		(3,500)	(213,450)		(213,450)
(Loan)						
Other						
U.S.						
Host Country						
Other Donors)						
TOTALS	3,500		3,500	213,450		213,450

9. SCHEDULE C. AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE	D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
			1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) PH	440	440			88,000		213,450	
(2)								
(3)								
(4)								
TOTALS					88,000		213,450	

10. SECONDARY TECHNICAL CODES (maximum 5 codes of 3 positions each)

420 | 430 | 450 | 460 | 740

11. SECONDARY PURPOSE

760

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

A. Code | BRW | BSW | BVW | BWV | DEV | FVON | TNG
B. Amount | n/a | n/a | n/a | n/a | n/a | n/a | n/a

13. PROJECT PURPOSE (maximum 480 characters)

Inception and improvement of indigenous family planning action programs in developing countries through private sector affiliates of the International Planned Parenthood Federation (IPPF).

14. SCHEDULED EVALUATIONS

Interim MM YY | MM YY | Final MM YY
1 0 8 1 | 1 0 8 2 | 1 0 8 6

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (Specify)

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)

Prior Authorization \$125,450,000/1/
This authorization 88,000,000
Live of Project Funding 213,450,000

1/Excludes predecessor project LA-523 (\$6.2 million; FY 68-71).

2/Excludes in-kind contraceptives, estimated C&F value \$21,741,000, FY 81-85.

17. APPROVED BY

Signature

Title

Acting Chief, Office of Population

Date Signed

MM DD YY
11 26 80

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/WARRANTS, DATE OF DISTRIBUTION

MM DD YY

Authorizing Amendment

Name of Country/Entity: Interregional

Name of Project: Grant to
International Planned
Parenthood Federation

Number of Project: 932-0838

Number of Grant: AID/pha-G-1135

1. Pursuant to Section 291 (now 104) of the Foreign Assistance Act of 1961, as amended, the Grant to International Planned Parenthood Federation project (worldwide) was authorized on March 29, 1973.^{1/} That authorization, as amended February 27, 1980, is hereby further amended as follows:

- a. Extend Estimated Date of Obligation to FY 1985.
- b. Extend Project Assistance Completion Date to June 30, 1986.
- c. Increase life of project authorization up to \$88,000,000 to a new total approved funding of \$213,450,000.
- d. Require AID interbureau review of IPPF's performance in terms of meeting operational program goals and grant compliance on an annual basis prior to agreement on funding level.

2. In addition to the above contribution in-kind contraceptives will be provided under Project 936-3018, as required. Estimated value FY 81-85: \$21,741,000.

3. The authorization cited remains in force except as hereby amended.

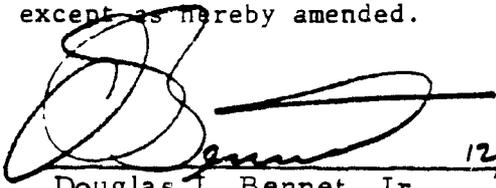
Clearances:

AA/PPC, AShakow

AA/DS, SMLevin

DAA/DS/HRD, SJoseph

GC, NHolmes


Douglas J. Bennet, Jr.
Administrator

12/23/80

DRAFT

^{1/}This project operated on the basis of ad hoc annual authorizations from FY 1968 to FY 1972.

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PROJECT PAPER

**GRANT TO THE INTERNATIONAL
PLANNED PARENTHOOD FEDERATION**

Project No. 932-0838

(a continuing project)

Development Support Bureau
Office of Population
Family Planning Services Division

DS/PO OFFICIAL FILE

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- B. Assistance Request, 6 August 1980
- C. 1980 Field Questionnaire
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1. Facesheet Data. (See PP Facesheet)

2. Description of Project.

a. Goal. "To promote family planning throughout the world as a basic right for the health and welfare of individuals and couples, the well-being of children and the emancipation of women." 1/

b. Project Purpose. Inception and improvement of indigenous family planning action programs in developing countries through private sector affiliates of the International Planned Parenthood Federation (IPPF).

c. Project Background. When AID entered the population field in the mid-1960's, IPPF stood virtually alone as a prospective ally capable of sponsoring major family planning (FP) programs in developing countries. Such alliance seemed especially suitable because (1) IPPF was a respected pioneer leader in the new but burgeoning population/family planning field; (2) IPPF had already acquired valuable program experience, through small-scale project support to its affiliates; (3) IPPF's concerns for human welfare were fully consistent with those of AID's assistance mandate; and (4) each of the Federation's member associations was private, autonomous, and indigenous -- valuable attributes in the sensitive area of FP. This provided a network of approximately 60 national family planning associations (FPA's) to design and implement programs specifically tailored to local conditions.

On its part, IPPF welcomed cash and commodity support from the U.S. and other donor governments, so long as such assistance seemed manageable and compatible with Federation policy and responsibilities towards its member associations.

AID project assistance from FY 1967 through FY 1971 was limited and specific. Such assistance afforded full accountability for U.S. assistance, literally down to the last slide projector. However, the attendant segregation of U.S. funds greatly complicated control and implementation of IPPF's entire worldwide assistance program, to which many other government donors contributed on an unrestricted basis. Moreover, U.S. limitations substantially impeded Federation ability to assist developing countries unwilling or unable to accept "tagged" support from any donor nation. This led, in 1971, to an especially designed general support grant, through which AID contributed funds to IPPF's worldwide program on an equal footing with other government donors, such as Sweden, Japan, and the United Kingdom. The U.S. funds which were thus contributed (about 40% of IPPF's total funding) were

1/IPPF and Its Future, A Forward Look at the role of the International Planned Parenthood Federation in the Next 10-15 Years, p. 77.

considered to have lost their identity through commingling, subject only to subsequent dissociation, in the course of U.S. audit, of AID funds from expenditures not meeting Agency support criteria.

The above arrangements, with occasional modifications, have continued into 1980. Few would claim that the system which has evolved is ideal in any respect, yet it is arguable that, in balance, the IPPF general support grant has stood the test of time and meets essential IPPF and AID needs better than known alternatives.

d. Grantee Objectives:

1) IPPF Constitution. As its name implies, the International Planned Parenthood Federation is an international alliance of organizations with a common interest in planned parenthood, or, as it is more commonly known today, family planning. IPPF's Constitution, which is also a 1977 British Act of Parliament, declares its aims as follows:

"IPPF, believing that knowledge of planned parenthood is a fundamental human right and that a balance between the population of the world and its natural resources and productivity is a necessary condition of human happiness, prosperity and peace, has as its aims --

(a) to advance the education of the countries of the world in family planning and responsible parenthood in the interest of family welfare, community wellbeing and international goodwill;

(b) to increase the understanding by people and governments of the demographic problems of their own communities and of the world;

(c) to promote population education, sex education and marriage counselling.

(d) to stimulate appropriate research in the following subjects:

the biological, demographic, economic, eugenic, psychological and social implications of human fertility and its regulation; methods of contraception, fertility, subfertility and sterility; and to collect and make known the findings of such research.

(e) to stimulate and assist the formation of family planning associations in all countries.

(f) to stimulate and promote family planning in all countries through other appropriate organizations

(g) to encourage and organise the training of all appropriate professional workers such as medical and health personnel, educationalists, social and community development workers in the implementation of the objectives of IPPF;

(h) to organise regional or international workshops, seminars and conferences;

(i) to take all appropriate measures to further the above objective."

2) Objectives for the 1980's. Federation outlook and objectives for the 1980's are suggested by the following outline from a three-year plan expected to be adopted in late 1980. Neither the Action Areas nor the Objectives are listed in priority order.

ACTION AREA 1-INTENSIFYING PROMOTION OF FAMILY PLANNING AS A BASIC HUMAN RIGHT

Objective I: Increase government commitment to family planning.

ACTION AREA 2-INCREASING COMMITMENT TO POPULATION AS A CRUCIAL FACTOR IN DEVELOPMENT.

Objective I: Increase public and government awareness of the importance of population factors for development, resources and environment to ensure the inclusion of population in national and international development plans and strategies.

Objective II: Promote the allocation of additional resources to population programmes at national and international levels.

ACTION AREA 3-EXPANDING AND IMPROVING FAMILY PLANNING SERVICES

Objective I: Promote introduction and expansion of services in countries where they do not exist or where they are restricted.

Objective II: Increase availability of family planning services, especially to disadvantaged groups with little access to them.

Objective III: Make Family planning services more acceptable.

ACTION AREA 4-MEETING THE NEEDS OF YOUNG PEOPLE.

Objective I: Improve and extend educational and counseling facilities for young people.

Objective II: Identify and remove barriers to the provision of services to young people.

Objective III: Extend service delivery systems to accommodate the needs of young people.

ACTION AREA 5-MALE RESPONSIBILITY FOR AND PRACTICE OF FAMILY PLANNING

Objective I: Develop programmes to educate men.

Objective II: Motivate men to practise contraception.

Objective III: Change attitudes of male opinion leaders.

ACTION AREA 6-STRENGTHENING THE ROLE OF THE VOLUNTARY SECTOR IN FAMILY PLANNING

Objective I: Increase understanding of the contribution of voluntary organisations to family planning.

Objective II: Broaden the base of volunteer participation.

Objective III: Increase FPA self-reliance in terms of manpower, know-how and financial resources.1/

The above guidelines are not binding upon IPPF affiliates, which, as independent organizations, are at liberty to pursue their own locally-defined objectives and courses of action. As a practical matter, however, FPA's are influenced by such guidance, partly for its program merit and partly to secure IPPF financial support in competition with other FPA's.

e. Grantee Policies for the 1980's:

In 1976-77, IPPF undertook a comprehensive study of the Federation's future role and mission, in the light of rapidly changing conditions in the political, social, economic, and population fields. This study drew upon seven specialized task forces of IPPF volunteers and senior staff members, augmented by a panel of 12 External Assessors.2/ Information was gathered by questionnaires to member associations and by extensive field travel. The resultant report, IPPF and Its Future, a Forward Look at the Role of IPPF in the Next 10-15 Years, remains a definitive IPPF document for guidance in the 1980's.

IPPF has formally adopted nine policy statements for the 1980's, derived principally from conclusions and recommendations of the cited Forward Look report. These policy statements are quoted at length below to acquaint AID with the current philosophy, perspective, and governing policies of this unique organization. Study of the unabridged texts, and that of the Forward Look report, is recommended to those seeking a fuller understanding of IPPF's credo and view of the world. These documents are available from DS/POP/FPSD on request.

1/IPPF's draft 1982-84 Three Year Plan, from which this information is excerpted, is available on request from DS/POP/FPSD. It identifies representative tasks and defines expected results for each objective.

2/AID's AA/PPC Alexander Shakow was one of the External Assessors. IPPF Secretary General Carl Wahren (then head of the Division for Population, Health and Nutrition, of the Swedish International Development Agency) was another.

Numbering of the following policy statement and objectives is for convenience only. IPPF assigns no priority order to its policies or objectives.

1. Human Rights. A knowledge of planned parenthood is a fundamental right. All couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so; the responsibility of couples and individuals in the exercise of this right takes into account the needs of their living and future children, and their responsibilities towards the community. A balance between the population of the world and its natural resources and productivity is a necessary condition of human happiness, prosperity and peace.

Everyone has the right to a voluntary, informed choice of method of contraception and to a personal decision on sterilization, based on adequate counselling and informed consent. The human right to seek or reject particular forms of fertility regulation and their method of delivery must be fully protected in all countries.

Family planning education and services directly contribute to the status of women by conferring a basic human right and social and economic benefits. Laws and policies which discriminate against women should be removed and women should be provided with information on their rights and obligations under the law.

Young people have a right to services, education and information programmes adapted to their special needs.

The aims and objectives of IPPF are intended to promote the welfare of the child and ensure that the child has the opportunity to be properly cared for and to reach its full potential both mentally and physically."

2. "Development. Family Planning is an integral part of the development process; part of the wider struggle to eliminate poverty and social injustice.

3. "Family Planning Services. IPPF's fundamental belief that to have the knowledge and the means to practise family planning is a basic human right imposes a significant responsibility on the Federation to strive to ensure that this right can be exercised. The continuing failure of governments to meet the family planning needs of their people calls for vigorous campaigning by the Federation at national and international levels. Advocacy alone, however, will not help the vast numbers of individuals and couples who fail to avoid unwanted pregnancies, and many associations will have to continue to meet these needs.

1/See also Appendix D, Planned Parenthood-Women's Development, for discussion of IPPF programs linking planned parenthood (family planning) to the improved participation of women in society.

Although IPPF cannot indefinitely fund nation-wide services which are properly the responsibility of governments, IPPF will strive to support service delivery programmes which meet a demonstrable need and for which other funds cannot be found. IPPF will give priority to supporting service delivery programmes which are directed towards the segments of the community that are most likely to be bypassed by the conventional facility of governments. The underprivileged in rural and peri-urban areas, the poor, the illiterate, minority groups and immigrants and young people in all countries and societies should receive priority attention in service delivery programmes."

4. "Infertility. IPPF can help in the problem of infertility in the following ways:

a. Studying the epidemiology of infertility in various countries and regions.

b. Counselling individuals and couples with infertility problems, taking note of the emotional and psychological as well as technical aspects."

5. Young People. (IPPF title: Lessons for Living.) "IPPF believes that young people should be adequately prepared for adolescence, parenthood, family life and community participation. The Federation and its member Family Planning Associations have a responsibility to promote understanding and recognition of this basic need.

Young people have a right to be educated and informed about responsible parenthood, sex and family life as early in their lives as is appropriate within their own cultural and social settings. IPPF has a responsibility to press for recognition of this right and a duty to share between countries the experiences that are gained in this new educational field.

IPPF accepts responsibility, in partnership with other organizations and institutions, for pursuing the highest possible quality of family life and sex education through teacher training programmes, curriculum development, the creation of good educational materials and the transfer of experience. IPPF believes that teachers and others working within the school system should become agents of change and volunteers in the family planning movement in order to play their full part in improving the quality of life in their communities and assisting their fellow citizens to understand and accept community responsibilities in relation to planned parenthood, family size and population change."

6. Volunteers. Volunteers are the leaders of the IPPF, the base on which it is founded and the main source of its strength. IPPF is unique among international organizations and it must protect and reinforce the essential voluntary character of its composition. It is volunteers, as leaders and workers at the community level, who can give reality to IPPF as a popular movement and who can safeguard the interest and concerns of their fellow citizens by engendering a self-help approach to family planning within the context of social welfare and community well-being.

The aggressive campaigns of pioneering volunteer IPPF leaders have been a principal contribution to acceptance of family planning in many countries around the world. Where governments have not yet acted, volunteers have a duty to use their influence to get family planning recognized as a basic human right and included in health and welfare programmes; where governments have already taken action, the role of the influential volunteer will be to ensure that all individuals and couples, especially the under-privileged in rural and peri-urban communities and the young people have equal access to and informed choice of these services."

7. Family Planning Assistance Channels. (IPPF title: Extending Family Planning.) "No IPPF member can regard itself as the sole means by which IPPF funds should be channelled to meet the needs of the people. Nor can IPPF funds be regarded as an entitlement secured by membership of the Federation. IPPF allocates its funds on the basis of the quality and effectiveness of programmes in meeting family planning needs.

8. "Autonomy and Accountability. The autonomy of member associations is a fundamental principle of the IPPF. By entering into a membership with the IPPF, an association becomes entitled to certain privileges, but, at the same time, voluntarily accepts some responsibilities. There can be no autonomy without restrictions and the autonomy of IPPF members is balanced against their responsibilities to the Federation.

IPPF draws its strength and identity from its members and the weakness or failure of one member is a threat to the whole Federation. Membership in IPPF imposes a responsibility on FPAs to perform in the best interests of the Federation, both in their activities at home and their contribution to the international movement. This responsibility is based on membership and not on receipt of IPPF funds.

IPPF's second responsibility is towards its donors. The Federation is accountable for the money it receives regardless of whether it comes from a private purse or from public funds of governments, from taxes collected from their citizens. This accountability is not only financial but also involves accounting to the donor community for the results of the programme. IPPF policies and programmes are not distorted by this accountability. The Federation protects its own autonomy and independence from donor policies.

Similarly, grant-receiving associations have an accounting responsibility to IPPF so that in turn it can account for the money it transmits to its members and the results achieved through the expenditure of funds. When

an association accepts financial assistance from IPPF, it enters into a legally binding contract with the Federation (represented by the Terms and Conditions of Grant document). To this extent, a grant-receiving association takes on further and specific responsibilities and accountability to the Federation in addition to its primary obligations as a member. These obligations do not interfere with the association's freedom of action to decide on the programme and activities that it will undertake in its own country but to get IPPF support, these programmes and activities must comply with overall IPPF policies."

9. "Self-Reliance. A major responsibility of the IPPF is to support the work of its member associations. IPPF raises and accepts funds from its private and government donors to provide the support needed to make FPAs' programmes more effective with broader outreach. However, continuing reliance on external funds makes continuation of FPA services to the people dependent on donor policies, endangering FPAs' autonomy. Programmes designed to meet the needs of people can only be truly effective if they have the support of the people themselves. IPPF promotes self-reliance among its members not to encourage them to find other sources of external support but to protect the indigenous nature and the independence of the Federation from any possible donor influences.

Although it is not realistic to aim at achieving full self-reliance for all FPAs in the immediate future, it is feasible and desirable that associations gradually increase their use of local resources in carrying out their programmes and projects.

There are many ways in which the associations can increase financial and other kinds of local support. As the Forward Look Study concluded, 'the single most important factor in reducing the amount of funds needed from external sources is the success of associations in gaining the participation and support of their communities'. Those programmes which have this support and participation have a greater chance for attracting local resources. A more rational use of available local resources can also be achieved through collaboration with other organizations when the FPA gains their support."

(END IPPF QUOTE)

In addition to its formal policies and rules, IPPF is also strongly influenced by an accumulation of unwritten rules and attitudes which outsiders can only surmise. The following list is fragmentary:

-Humanitarian concern for individual, couple, and family welfare transcends other values in IPPF. Elaborate safeguards are established to ensure informed freedom of choice and to avoid undue influence by governments, donors, or FPA's themselves. This manifests itself in IPPF's emphasis upon client choice of contraceptive method (the cafeteria approach). It is also evident in the provision of assistance to infertile couples wishing to have children, quite as readily as to other couples wishing to limit their fertility and in Federation reluctance to establish FP client quotas or targets, for fear of overzealous recruiting.

-Affiliate autonomy is cherished and jealously guarded; FPA's band together in the Federation for mutual benefit; they accept reporting, evaluation, and accounting discipline commensurate with assistance received; but otherwise they acknowledge no subordination or constraint on local sovereignty.

-In general, IPPF volunteers are idealistic and altruistic, both for themselves and their organizations. Many of them contribute generously, in both time and money, to the Federation. Competition between FPA's for grant assistance seems, at least to outsiders, to be relatively decorous and restrained.

-Internal harmony is extremely important to IPPF. This does not preclude occasional conflict, but ultimately both volunteers and Secretariat staff seek accommodation, to avoid serious dissension and factionalism within the Federation.

-By contrast, IPPF volunteers are capable of tough, skillful fighting for the P/FP cause, in their own countries and elsewhere. In the words of the Forward Look (Page 82), "At all levels the IPPF should be more afraid of becoming sedate and respectable than of being considered irritating or disreputable as long as it is 'respectably disreputable'. The old radicalism must permeate at all levels."

-IPPF and its affiliates commonly concentrate upon P/FP gaps. This takes them into administratively-messy but valuable programs of eliminating obstacles, winning friends, demonstrating procedures, bolstering confidence, pressuring governments, etc.

-The attitudes of IPPF volunteers extend into kindred humanitarian fields -- the status of women, assistance to the poor, and the melding of family planning with other social and economic movements. Such attitudes strengthen their credibility and influence in their communities.

f. Grantee Funding Principles and Review Steps.

The following funding principles govern IPPF assistance:

1. IPPF support will only be given to programmes respecting the right of parents freely and responsibly to plan the number and spacing of their children.
2. The IPPF will give preference to programmes which have a direct and demonstrable benefit to the welfare of individuals and families.
3. The IPPF will support programmes designed to demonstrate that large-scale family planning programmes are feasible, but cannot undertake support of programmes designed to provide the major proportion of national family planning services.
4. IPPF support will be given to develop acceptance of family planning in the expectation that local resources will increasingly be devoted to family planning.
5. The IPPF will give preference to programmes which are innovative in nature, demonstrate high quality in creating demand or meeting needs, or provide service in simple, safe and effective manner.
6. The IPPF will give preference to programmes which are based on volunteer effort and broad community participation.
7. The allocation of IPPF financial resources will take into account the unmet needs, and the social and economic setting of and within recipient countries."*

The above criteria are supplemented by annual review of the following factors (condensed):

Association Role: Summary of country situation; stated role of FPA; critique of stated role.

Proposed Program: Needs, relation to IPPF Plan; experience within IPPF, status of special projects.

Socioeconomic Conditions and Women at Risk.

Association's Management Capacity: previous record; structure; systems; compliance record, etc.

Alternative Funding.

Grant Recommendation.

Standard Statistical Table (of country data)

*1979 Work Programme/Budget Reviews, 17 February 1978.

g. Secretary General's Views of the 80's.

The following observations are excerpted from a paper entitled Secretary-General's Report to the Meeting of Donor Representatives, November 1979 -- IPPF at the Threshold of the Eighties.

"As we go into the Third Development Decade there is a strong need to set global priorities right. Development plans must reflect people's own perceptions of their needs. The basic objective should be to narrow the gap between the rich and the poor countries in terms of quality of life.

To have any real meaning, therefore, there must be parallel efforts to promote social and economic equity within countries."

1. Financial Realities

IPPF will most probably have to face continuous difficulties in increasing its resources in real terms, and balanced Budgets will be the rule rather than the exception.

Local fund-raising from official and private sources to achieve national self-reliance becomes increasingly important. Associations should also explore possibilities for becoming implementing agents for UN and bilateral schemes.

Throughout the system we must ask ourselves: Is this meeting necessary? Do I have to undertake this travel? Who will read this report? Does this exercise promote or facilitate family planning? Are these questionnaires and field visits really needed?

Without sacrificing programme, the Federation will have to seek economies in all areas, at all levels, to ensure that the highest possible proportion of its budget reaches the client directly, and direct available resources to those most in need. Are we satisfied with the way our limited resources are allocated today?"

2. Some Programmatic Issues

I see a need to sharpen our programme priorities. Equally important is to decide what we will not support in the future."

3. Concluding Remarks

We will move into an even more turbulent decade than the one we are about to leave. On this point there seems to be universal agreement whether we listen to the World Bank, the Club of Rome, the OPEC leadership, the United Nations, the research community, or our spiritual leader.

Decision-making in conditions of uncertainty will be necessary. At a time when the scope for action is greatest, knowledge is usually at minimum. When knowledge is greatest, the scope for action has often disappeared. It is the strength of an organisation such as the IPPF that we are, by definition, expected to take certain risks. In fact, in the present situation there seems to be no greater risk than inaction.

Population factors are a common denominator whatever area of development we look at. Thus IPPF has a very important potential role to play. Not least, we should be in a position to explain to the world that Time is our most precious commodity today; delay, not to mention inaction, in the field of population carries a frightening penalty to individuals as well as to nations; its impact will be felt for generations.

I am confident that we shall stand up to the challenge. In unity and with goodwill, the Federation can make crucial contributions to world developments, fully in line with its original goals and objectives. Our struggle for family planning as a basic human right can contribute to the larger struggle for a more just, economic and social order."1/

3. Project Analyses.

a. Economic Feasibility. In common with AID, IPPF participates in, and contributes to, a wide variety of activities to foster the spread of family planning. The economic impact and worth of such activities is difficult to identify and assess. In 1978, for example, IPPF affiliates undertook 1,414 projects and programs. Each of these activities was selected by the sponsoring FPA for its value in advancing FP interests in its own country. The list includes projects such as community-based distribution of contraceptives (63); slum projects (14); sterilization (83); studying legal obstacles (2); pressure on governments (6); sex/population training for teachers and youth leaders (42); male education programs (28); medical opinion leaders (17); and women's development projects (44). The rationale and presumed value of these activities may be inferred from country program reports in IPPF's annual Report on Programmes of Grant Receiving Associations, available on request from DS/POP/FPSD.

One revealing numerical index is that of FP acceptors (users) served in 1978: 3,036,907 in clinics and 884,636 outside of clinics, for a total of 3,921,543 FP clients served. This is comparable to the contracepting

1/The full text of this report (17 pages) and a companion report on the Ninth Annual Meeting of Donor Representatives, November 29-30, 1979 (14 pages) are recommended to FP program analysts for additional information/perspective on IPPF-1980's.

population of a country the size of Mexico.^{1/} Viewed another way, the \$59,645,000 spent by IPPF and its grant-receiving associations in 1978 served nearly four million FP clients, according to IPPF's evaluation office, as well as supporting above-listed projects. This suggests good value for AID's \$12 million budget-support contribution to IPPF in 1978.^{2/}

Another "plus value" is that of IPPF's Central and Regional Office programs in support of international aspects of FP Programs, such as 1) the law and FP, 2) Islam and FP, and 3) management of FP programs, which draw upon IPPF's expertise and prestige to guide the entire international P/FP community, though they are not amenable to economic analysis.

b. Social Soundness. IPPF's social soundness is suggested by the following attributes:

1. Population objectives: IPPF's growth from 8 member associations (1952) to 95 member associations (1980) suggests that IPPF's objectives strike a common chord among societies of widely diverse social, economic, and political backgrounds. Seemingly, they all subscribe to the basic concept in the IPPF Constitution that "...knowledge of planned parenthood is a fundamental human right and that a balance between the population of the world and its natural resources and productivity is a necessary condition of human happiness, prosperity and peace..."

2. Indigenous FPA's. The introduction of family planning to developing countries with deep pronatalist traditions is commonly a traumatic one, marked successively by doubt, ambivalence, and cautious acceptance. The FPA's have a decided advantage in this milieu over foreign assistance programs because they are domestic organizations, with local perspective, local recognition/acceptance, and local influence. They know, for example, which FP methods are culturally acceptable, what proprieties must be observed, and how Government officials should be approached. Over time, FPA leaders become very adept in inducing the spread of FP services and stimulating eventual Government takeover of FP programs.

3. Private-sector status. The non-governmental status of IPPF and its affiliates is of value in a number of important respects:

-It reassures those who fear the influence and worthiness of motives of foreign powers.

^{1/}Mexican women-at-risk 9,979,500 times prevalence rate of 38.0%
3,792,210 FP contraceptors. (1978 DS/POP data).

^{2/}IPPF Overview 1978, April 29, 1980, C. Howell, IPPF (30 pages). An IPPF evaluation office compilation of worldwide IPPF-sponsored activities for 1978.

-It reassures those who distrust their own governments.

-It provides clearly supplemental resources which governments need not justify to their critics -- an important factor for incipient FP programs.

-It dissociates governments from potentially controversial FP programs; hence, governments can watch and learn without political risk.

-It eliminates red tape and protocol which commonly inhibit government programs.

4. FPA Autonomy. The fact that FPA's, through their elected representatives, control IPPF, rather than vice versa, is important to FPA's in developing countries. Their demonstrable independence is vital to rapport with governments and local communities.

Subject only standard terms and conditions of grants received from IPPF, its member FPA's are at liberty to set their own course of action and pursue it as they see fit.

5. Worldwide Affiliation. Notwithstanding the above autonomy, FPA's gain considerable benefit from IPPF membership, quite apart from financial assistance. For example, they receive technical assistance from the Federation's Central and Regional staffs and a sense of unity and dedication from their fellow FPA's.

c. Technical Feasibility. IPPF and its member associations enjoy a number of inherent advantages which make them valuable program allies:

-IPPF is probably unique among international organizations in the manner and extent of its encouragement of grass-roots programs. Each of its private, autonomous associations carries out programs designed by local volunteers to meet local needs. Such activities are subject to modification in light of the suggestions of Secretariat advisors and Regional volunteer review committees, but they remain culturally-attuned programs specifically tailored to the 95 countries which the Federation represents.

-IPPF's local ties and non-governmental status allay the concern of many developing countries. This enables affiliates to undertake pilot programs and other FP promotional activities too sensitive for direct governmental sponsorship, such as voluntary sterilization and contraceptive retail sales programs.

-Local FPA's also provide a valuable programmatic base for the entire P/FP community. It is not uncommon for example, for IPPF affiliates to enter into joint ventures with such AID Grantees as

Family Planning International Assistance, the Association for Voluntary Sterilization, and the Pathfinder Fund in promoting FP objectives. The same is true of U.N. agencies working in concert with FPA's.

-Similarly, FPA's commonly act as local coordinators of FP and other social development activities.

-It is not uncommon for local FPA's to run FP client service programs on behalf of local governments.

-FPA volunteers are often well positioned to lobby for the FP cause -- improved laws, reduced opposition, incorporation of FP into social and economic programs, maintenance of appropriate service standards, assistance to disadvantaged groups, etc.

IPPF Performance. AID/Washington observers are ambivalent about IPPF. Some are quick to fault IPPF for supposed deficiencies -- inequity in the distribution of resources; funding of ancillary activities at the expense of direct FP; and failure to "push" programs. However, the same observers generally acknowledge that, in balance, IPPF is a valuable ally. Many advocate increased support to IPPF -- provided that such support is reflected in its better programs.

A more positive view of IPPF's program worth is provided by the ratings and comments of U.S. AID and Embassy Population Officers, who have been surveyed annually since 1971 for their views on local IPPF affiliates. The 1980 questionnaire, for example, asked U.S. population officers to rate the overall performance of local FPA's on a scale of 1 (low) to 5 (high). Responses to date:

<u>Rating</u>	<u>Responses</u>	<u>Percent (%)</u>
5	6	21
4	16	57
3	5	18
2	1	4
1	0	0
	<u>28</u>	<u>100%</u> (rounded)

Further, 13 of 28 posts indicated that recent FPA performance was better than earlier performance, while only three posts indicated the reverse.

Ratings on 22 other FPA attributes, ranging from selection of targets to volunteer performance, were of similar tenor, with few ratings falling below the 3 level. This suggests that field officers value FPA presence and performance more highly than do AID/Washington observers. A copy of this questionnaire showing composite ratings of all respondents to date is appended.

2) Prospects for the 1980's. Assuming even moderate success in a 1979-1980 IPPF campaign to improve performance and resource utilization, IPPF will remain a worthy ally throughout the 1980's. There are, however, circumstances under which IPPF's

value will be substantially enhanced. If, for example, North-South political tensions were to mount in the 1980's, other modes of FP program assistance might well become untenable in many developing countries. IPPF-style FP assistance, however, having become identified as non-governmental, locally-accredited assistance, stands a much better chance of continuation under adverse conditions.

Recent evidence of IPPF affiliate performance in time of crisis appears in the following excerpts from IPPF's 1979 Report to Donors:

"It has been a source of pride to the IPPF that Family Planning Associations in countries where events have taken an unexpected turn for the worse have rallied to the new challenges that face them. In Hong Kong, for instance, the FPA was one of the first welfare organizations to bring services to the refugee boat people and it has systematically stepped up its activities as the urgency of the situation increased, showing ingenuity and determination and setting the pace for other organizations to follow. The Planned Parenthood Association of Thailand is busy in the border camps and is to be one of the beneficiaries of a UNFPA grant for aid to refugees from Vietnam and Kampuchea.

In Lebanon the FPA has shown much imagination in forging ahead with new projects, including the extension of community-based services, under conditions of continuing acute civil disruption. ... Preliminary reports from the Dominican Republic suggest that the IPPF affiliate there is prepared ... to meet urgent community needs in the wake of the disastrous hurricane David. Other examples of family planning continuity proved by FPAs in times of crisis can be seen in Afghanistan, Ethiopia and Ghana.

In Pakistan the government programme came to a standstill, leaving the FPA as the sole provider of information, education and services. The FPA rose to the challenge and has made strenuous and successful efforts to fill the vacuum."

d. Administrative Feasibility. IPPF's proposed programs for the 1980's are generally continuation of activities which IPPF has already administered, with reasonable success, since the mid-1960's.

1) IPPF Organization. As indicated in the Project Background section of this paper, the Federation is an alliance of national associations having a common interest in the promotion of family planning programs. The Federation is governed by unpaid volunteer officers serving at Regional and Central Office levels, on a part-time basis. A paid Secretariat staff implements policies established by the volunteer committees. The Secretariat is headed by the Secretary General.

IPPF's Central Office is located in London. There are also Regional Offices in London, New York (a double Region), Nairobi, Tunis, Colombo, and Kuala Lumpur.

Owing to widespread international interest in the promotion of family planning programs, IPPF has been able to attract and to retain financial support from 12 major government donors, as well as a number of private sources.

All of IPPF's 95 member associations are nominally eligible for Federation support but, as a practical matter, virtually all Federation assistance is channeled to developing countries. Applicant FPA's bind themselves to Federation Terms and Conditions of Grant which are designed to satisfy IPPF requirements and to safeguard donor interests.

IPPF's Secretariat staff, operating out of the Central and Regional Offices, help FPA's to set up local offices and to design and implement local programs. Special attention is given to new FPA's and to those experiencing difficulty.

2) Administrative Prospects for the 80's. Over the years, AID has been critical of many aspects of IPPF management relating to its knowledge of field programs, reliability of field reports, technical assistance to affiliates, fiscal controls, timeliness of reports, systematization of operations, redundancy of governing committees, etc. But project files suggest that the circumstances leading to such criticism have gradually diminished, as a) IPPF has strengthened its Secretariat expertise, b) Federation practices have become institutionalized in handbooks, manuals, and other standardized guidance, and c) the older FPA's have developed local management competence.

IPPF's own perception of the history and prospects of IPPF management is incorporated in a definitive June 1980 three-part report on a) the Management and Administration of IPPF, b) Matters applicable to AID, and c) System for IPPF to Adequately Account for AID Contributions. This report is available from DS/POP/FPSSD on request.

Independent review of IPPF management systems and performance is planned by AID auditors for late 1980. It is believed that IPPF will make a creditable showing, particularly with respect to resolution of past deficiencies.

e. Environmental Concerns. It has been determined that this project will not have a significant effect on the human environment.

f. ISSUES

1. IPPF's Management/Grant Compliance AID agreement in 1971 to the comingling of U. S. funds with those of other donors, i.e., to a general support grant, was predicated upon what was then thought to be fully adequate IPPF management. However, it soon became apparent that the

management capacity of the 1960's was not equal to the burgeoning demands of the 1970's, a period of rapid growth in program size and complexity. Whole new systems of program administration and fiscal control were needed to satisfy requirements of volunteer committees, member associations, donors, and the host governments of countries receiving IPPF assistance. Further, such systems had to be tailored to unique IPPF circumstances and instituted without undue disruption of operational Federation programs. Agency records indicate that IPPF's self-improvement efforts in the 1979's were an arduous, uphill climb, made all the more difficult by rising performance standards and changing grant criteria.

In January 1979, an exchange of letters between AID Administrator John J. Gilligan and IPPF Secretary General Carl Wahren led to an intensive IPPF campaign to institute a new Donor Accounting System designed to meet U.S. funding requirements, and to implement management improvements. An AID audit which commenced in September 1980 will, when concluded, evaluate the progress of this campaign and furnish fresh assessment of recent IPPF management performance, current management capacity, and grant compliance.

The auditor's preliminary views as of November 14, 1980 are indicated by the following memo to the Office of Population, "The team of AID auditors who visited the IPPF Central Office, London, in September and the IPPF Western Hemisphere Regional Office, New York, in October believe IPPF has made considerable progress in strengthening the administration of its grants to family planning associations worldwide. In general, prior AID audit recommendations have either been implemented or a sound basis for implementation has been established. The forthcoming audit report will discuss what IPPF has accomplished as well as some aspects of the grant and IPPF's operations where further improvements should be made.

For project planning purposes, this is considered a satisfactory basis for continued support to IPPF.

Both IPPF and the cognizant AID offices of DS/POP and CM/COD look forward to the new audit report. Prompt action is anticipated with regard to site recommendations.

2. Reorganization of the IPPF Secretariat.

As of mid-November 1980, it appeared likely that IPPF would undertake a major reorganization of its Secretariat along general lines recommended by a special IPPF Working Party and endorsed in principle by the Central Council. Major new elements of the proposed reorganization include: a) 13 field-based "Cluster Units," each with one or more professional program coordinators; b) three "Liaison Offices," each with two

or more professional staff persons (in Africa, Asia, and the Western Hemisphere); c) six Regional Bureaus, each with 3 professional staff persons located in London; and d) consolidation of financial and administrative routine work currently performed by IPPF's six Regional Offices in the International Office in London

Intended benefits of the new organizational scheme include: improved assistance to FPA's in greatest need of outside help, notably through resident program coordinators; improved program flexibility and adaptability; improved communications; and savings of up to \$3.0 million per year.

Few informed persons would contest the need for trimming and reshaping of the IPPF Secretariat, for optimum performance and economy over the next 20 years. At issue are the details of reorganization and its implications.

Full implementation of the Working Party's recommendations would entail centralization of certain Regional Office functions and decentralization of others, with consequent elimination of the Regional Offices which have been a cornerstone of IPPF administration for many years. This would be a momentous, and possibly irreversible, step. If the Federation elects to proceed in this fashion, after the review at Regional and local levels prescribed by the Central Council, it seems vital to both IPPF and AID interests that implementation be well designed, well executed, and well coordinated with other P/FP programs, particularly in the early transitional years.

In the above context, it would seem appropriate for AID and other donors to monitor activities affected by IPPF reorganization with particular care and to assist the Federation in successful completion of whatever Secretariat reorganization it may undertake. Provision is accordingly made in Section 7, Special Conditions, of this paper for annual AID review of IPPF reorganization(s) occurring during the life of this project. Additional ad hoc reviews may also be conducted, as conditions warrant.

4. Financial Plan. With minor exceptions (bank interest; sale of publications), IPPF is totally dependent upon public and private donors for its income. Its 12 major government donors have contributed regularly since 1972, or earlier, amounts ranging from \$100,000 (Finland) to \$13,000,000 (U.S.). With the sole exception of Sweden, which pledges on a three-year basis, contributions are pledged annually, only a few weeks before commencement of IPPF's calendar year programs; IPPF assumes, on the basis of past experience, that its donors will continue to contribute as in the past and that cash flow will keep pace with Federation needs.

In recent years (1978, 1979), Government donors have reported that their contributions to IPPF have received close scrutiny by administrations pledged to reduce government spending, e.g., Canada and the United Kingdom. However, the pattern has been equal or greater contributions by each major donor government in each year since 1977.

IPPF has noted in an unofficial paper, Ten Year Forecast, August 1980, that "... most international institutions have failed to incorporate population and family planning activities into their regular programmes and budgets. Population is an extra, grafted on with the help of project funds from UNFPA. When the funds stop, the activity often ceases ...". Nevertheless, IPPF hopes to maintain its established program activity level throughout the 1980's. Depending upon inflation and exchange rate fluctuation, this would require the funding indicated below. Similarly, the maintenance of parity of U.S. contribution from 1981 onward requires the indicated amounts.

AID contributions listed below are subject to the availability of funds and annual verification of program value and grant compliance. The sums indicated are for general support. Supplemental in-kind commodity assistance is also shown.

IPPF Funding, 1981 - 1985 (\$000)

<u>Year</u>	<u>IPPF Budget (CY)</u>	<u>AID Contribution (FY)</u>	<u>AID In-Kind Commodities ^{1/}</u>
1985	100,568	23,000	6,055
1984	87,450	20,000	5,056
1983	76,044	17,000	4,205
1982	65,175	15,000	3,505
1981	<u>57,500</u>	<u>13,000</u>	<u>2,920</u>
	386,737	88,000	21,741

^{1/}Supplemental contribution to IPPF; C&F value; Project 936-3018, Contraceptives Procurement. Ref: AID Administrator's letter, July 17, 1973, to IPPF Secretary General.

5. Implementation Plan. Under the terms of AID's grant to IPPF (AID/pha-G-1135), the Federation submits an Annual Proposal. This document also serves as IPPF's Report to Donors (RTD). Together with companion Report on Programmes of Grant-Receiving Associations, the RTD describes IPPF activities and program plans in considerable detail (a total of 854 pages in 1979).

After Agency review and approval, funds are added to the IPPF Grant for periodic release in support of IPPF's calendar year program. Oral contraceptives and condoms are also provided by AID, on an in-kind basis, i.e., over and above the cash contribution. From this point onward, implementation is in the hands of the Federation and its individual FPA's.

a. Central and Regional Office Implementation. In accordance with its Constitutional mandate, as discussed above, IPPF participates in a wide range of activities in support of the international P/FP movement -- studies, workshops, seminars, publications, etc., on P/FP law, contraceptive distribution, Planned Parenthood/Women in Development, FPA management, etc. International aspects of these activities are implemented by designated Central and Regional Offices, often in cooperation with member associations and with other public and private agencies. Standard IPPF screening, approval, and monitoring practices apply to such Secretariat programs.

b. FPA Implementation. Each of IPPF's 95 member associations carries out its own locally-formulated programs. Those receiving IPPF support do so in accordance with plans submitted to the Federation with their grant applications in the year preceding implementation. Limited Regional and Central Office guidance is available to affiliates in need of outside assistance. There is also technical assistance from the more mature and capable FPA's to their less experienced fellow FPA's.

c. Project Monitoring. AID project monitoring is delegated to the Grants Management Branch of the Family Planning Services Division, Office of Population. Year-round surveillance is maintained through correspondence, an exchange of visits with IPPF, debriefing of field visitors, etc., with corrective action as required. See also Section 6, Evaluation Plan, below.

6. Evaluation Plan. AID monitors and evaluates IPPF performance and grant compliance in the following ways:

a. Annual Field Survey. Each year, U.S. field population officers rate local FPA's on a scale of 1 to 5 on such attributes as program design, rapport with government, adequacy of resources and overall performance. Other portions of the questionnaire provide narrative data for IPPF-FPA evaluation. Replies are shared with IPPF, except as otherwise indicated by the field.

This survey is especially valued because it yields both local and worldwide (composite) assessment by on-the-scene U.S. observers who have no reason to be other than candid in their appraisal of IPPF-FPA performance.

b. Annual Program Review. The annual IPPF Report to Donors is designed to serve also as a program proposal to AID. It is distributed to technical and geographic offices for comment and critique. These offices are also invited to raise other IPPF matters in the context of the requested AID contribution. Meetings and discussions are held as appropriate.

c. AID Audits. These are conducted at the discretion of the AID Auditor General's office, generally at one or two year intervals. Past audits have focused principally on IPPF management and grant compliance. Such audits are credited with strengthening IPPF management during a critical growth phase of the 1970's. A late-1980 audit is expected to assess a newly instituted donor accounting system and implementation of management consultant recommendations.

d. Year-Round Data Collection/Monitoring. Other information is collected through:

- Professional contacts with other P/FP organizations -- UNFPA, Population Council, SIDA, etc.

- Liaison between AID and IPPF technical offices in training, program evaluation, commodities, country program coordination, etc.

- Field travel by IPPF and AID officials.

- Visits to Washington by IPPF officials, often volunteer officers of developing country FPA's.

- IPPF publications (numerous)

- Commodity reports.

- Banking reports

- Extensive correspondence and telephone communications

- IPPF's annual Donors' Meetings.

The above AID evaluation arrangements are augmented by IPPF's own evaluation system, as described in the following passages from the October 1979 Report to Donors.

"IPPF approaches evaluation as a management tool designed to improve programme effectiveness and, if necessary, change its direction. The main external evaluation undertaken directly by the secretariat, with volunteer and consultant participation, is the Overall Programme Evaluation, carried out on a country-by-country basis. The objectives are to examine the role of the FPA in the context of the national situation, analyse how far its programmes and projects are in accordance with its programme priorities, evaluate the effectiveness and efficiency of these programmes and projects and make recommendations for improvement. Together with Management Audit, OPEs provide the main source of information for periodical reviews of Family Planning Associations as a basis for resource allocation.

Management Audit is quite distinct from the OPE in the sense that it is not concerned with the external factors, but examines the internal structure of IPPF and the FPAs -- organization, planning, budgeting, financial control, personnel policies, programme implementation, information systems, commodity control and related matters. The audits are intended primarily to achieve the following five objectives: to assist FPAs to assess whether their resources are being used in the best possible way to achieve their stated objectives; to ensure that they fulfill their obligations under the IPPF Terms and Conditions of Grant; to advise the secretariat of weakness within FPAs and to suggest practical solutions; to assist IPPF to decide whether its own secretariat functions are being carried out prudently and economically; to satisfy donors of the general efficacy of IPPF structures, systems and procedures."

IPPF evaluations are shared with AID upon request. Automatic sharing is avoided, to preserve reasonable confidentiality, in the interests of reporting candor.

7. Special Conditions.

a. It is planned that assistance to IPPF retain the current project title and number, since this identification appears in Agency and Congressional Presentation documents for FY 1981 and FY 1982.

b. Separate funding provision is made in Project 936-3018, Contraceptives Procurement, for in-kind AID contribution of oral contraceptives, condoms, and such other FP commodities as may be authorized from time to time by the Development Support Bureau.

c. AID's FY 1982 contribution to IPPF, for the Federation's CY 1982 program, and subsequent-year contributions shall be subject to joint review and consultation by DSB, the Regional Bureaus, and PPC, in advance of AID's contribution pledge at IPPF's annual Donor's Meeting. It is anticipated that such review will encompass grantee performance, program prospects, grant compliance, and current issues, such as Secretariat reorganization.

d. It is recognized that IPPF program funding requirements in the 1980's may substantially exceed those forecast in the Financial Plan, Section 4 above. IPPF ad hoc requests for supplemental AID funding will accordingly be considered by the abovementioned interbureau review committee, which will consider program merit, operational feasibility, availability of funds, and optimum mode of assistance, including supplemental funding from Regional Bureaus.

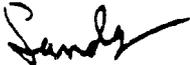
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1. IPPF and Its Future, A Forward Look at the Role of IPPF in the Next 10-15 Years. London, September, 1977.
2. IPPF Constitution. (Concurrently a 1977 British Act of Parliament).
3. Draft IPPF Three-Year Plan, 1982-1984. (Unofficial until approved by IPPF volunteers, probably at 1980 Members' Assembly.
4. IPPF Policies for the 80's.
5. 1979 Work Programme/Budget Reviews, February 17, 1978.
6. Secretary-General's Report to the Meeting of Donor Representatives, November, 1979 - IPPF at the Threshold of the Eighties.
7. Report on the Ninth Annual Meeting of Donor Representatives, November 29, 1979.
8. IPPF Overview 1978, April 29, 1980. IPPF Evaluation Office.
9. 1980 Questionnaire, IPPF Affiliate Performance. (Composite results to date -- copy appended.)
10. Report to Donors. Annual report (October). Doubles as IPPF's annual program proposal to A.I.D.

DEC 16 1980

ACTION MEMORANDUM FOR THE ADMINISTRATOR

THRU: ES

FROM: AA/DS,  Sander Levin

Problem: To authorize a five-year extension of general support grant funding of the International Planned Parenthood Federation (IPPF), Project No. 932-0838.

Discussion: As you may recall from the visit of Secretary General Carl Wahren on May 12, 1980, IPPF is an alliance of nearly 100 family planning associations (FPA's), each of which is an independent national organization carrying out locally designed and managed programs. This private sector approach to the spread of family planning (FP) is credited with important successes in many developing countries, initially in demonstrating the value and acceptability of FP in traditional societies and later in fostering adequate public and private FP service programs. Between FY 1968 and FY 1980, the Office of Population provided \$125,450,000 to the IPPF. This project paper will increase life of project funding by \$88,000,000 to a new total of \$213,450,000 through FY 1985, in support of activities described in the attached fact sheet. In addition, the new centralized Contraceptive Procurement Project will provide \$21,741,000 worth of Commodities. In the past, contraceptives were included in the IPPF project total.

In 1971, the Office of Population consolidated its contributions to the IPPF through a general support grant where U.S. funds would be commingled with those of other donors. During the 1970s, the IPPF's program expanded rapidly in size and in complexity. In 1979, in response to concerns about the effectiveness of mechanisms to obtain full implementation of restrictions on the use of U.S. funds to support abortion (the Helms Amendment) and the A.I.D. concerns about IPPF program administration and fiscal control, the IPPF agreed to institute a new Donor Accounting System designed to meet U.S. funding requirements and to implement management improvements. In September 1980, A.I.D. initiated an audit to evaluate the IPPF's progress toward these goals. The auditors' preliminary views as of November 14, 1980 are that the IPPF has made "considerable progress in strengthening the administration of its grants" and "prior A.I.D. audit recommendations have either been implemented or a sound basis for implementation has been established." The final report is due in February or March 1981.

On November 17, I chaired the DSB Population Technical Review Committee to discuss the new IPPF project paper. There was agreement that A.I.D. should pledge its FY 1981 contribution at the upcoming IPPF donors meeting in London December 4-5. However, three of the four regional bureaus were concerned about authorizing a five-year project at this time as a result of a mid-November 1980 decision in principle by the IPPF Central Council to

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undertake a major reorganization of its Secretariat next year. This concern led LAC bureau to submit the attached memo of November 26, 1980, advocating a one-year project extension, while the other Regional Bureaus have cleared the PP on the original five-year basis.

From a DSB standpoint, we note that the proposed reorganization which concerns LAC is currently in a tentative and preliminary stage. The current outline will be subject to considerable internal IPPF review before a detailed plan is approved. In the meantime, I feel it is particularly important that we signal to other donors and the developing countries our intent to support this important private sector institution in the 1980s. In response to all of these concerns, the project paper now contains a special provision that A.I.D.'s FY 1982 contribution to IPPF and subsequent year contributions shall be subject to joint review and consultation by DSB, the regional bureaus, and PPC in advance of A.I.D.'s annual pledge to the IPPF. Next year's review will include an assessment of the Secretariat reorganization. Possible criteria to be used in assessing the Federation's performance and potential include innovativeness; ability to work in difficult settings; increased strength of FPAs in terms of range of programs, financial resources attracted, relationships with governments; services provided; amount of support to FPAs from the Secretariat; strength of IPPF as an entity in terms of programs, financial accountability and leadership in the population field in light of the reorganization. Since we historically write grants to the IPPF to cover only one year at a time, the annual joint reviews can significantly affect each year's funding if the reorganization proves to be unacceptable.

The second major issue discussed at the interbureau project review, and addressed in the attached LAC memo was what A.I.D.'s policy should be toward the mechanisms by which supplemental assistance to the IPPF might be provided after A.I.D. has made its annual pledge for the general support grant. It is of utmost importance that any supplemental support not have a negative impact on maintaining the integral capacity of IPPF as an institution. It is agreed with the other bureaus that requests for supplemental A.I.D. funding will be considered in an interbureau review which will focus on program merit, operational feasibility, availability of funds and optimum use of resources.

Recommendation: That you sign the attached project authorization amendment.

Attachments:

1. Fact Sheet
2. IPPF Project Paper
3. LAC Memo

Clearances:

DS/POP, JJSpeidel in draft Date 11/28/80
DS/DAA, SJoseph in draft Date 11/28/80
AG, HBeckington in draft Date 11/28/80

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