

AID 1020-25 (7-68)				SECURITY CLASSIFICATION				001 PROJECT NUMBER			
PROJECT APPRAISAL REPORT (PAR)				Unclassified				386-51-580-332.2			
(U-446) See M.O. 1026.1											
002 PAR		MO.	DAY	YR.	003 U.S. OBLIGATION SPAN			004 PROJECT TITLE			
AS OF:		17	8	69	FY 69	Thru	FY 70	ISN = 28007			
005 COOPERATING COUNTRY - REGION - AID/W OFFICE						Family Planning - Contraception					
India				NESAS							

INDIA - CHRON

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1969)	3028	3	25	-	3	-	-	-	-	-	-
PROPOSED OPERATIONAL YEAR (FY 1970)	29	-	27	-	-	2	-	-	-	-	-

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/ PASA/ VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY					
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

A/ Continuing project; requirement to be determined.

MISSION DIRECTOR APPROVAL →	SIGNATURE	DATE
	<i>Leonard J. Saccio</i>	MINAID 5/18/70
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PART I-B - PROJECT EFFECTIVENESS

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

2. W Y	This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3 ACTUAL CUM. TO DATE	4. XXXXXX Dec. 31, 1969 JUNE 30		5. PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			c. PLANNED	b. ACTUAL		
	<p>Assist the Government of India promote the use of condoms by providing 170 million condoms to the Department of Family Planning for its distribution through commercial channels to an estimated 600,000 small shopkeepers.</p> <p>(Six condom wrapping machines which were to have been procured by USAID for the Hindustan Laxtex Limited are being procured by the GOI without USAID financial support.)</p>	165 million	-	-	5 million	170 million

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	Y
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	Y
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	Y

021 **NARRATIVE FOR PART I-C.2** Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

- 013 - The demand for condoms has been much less than projected.
- 014 - The GOI has not given this program the support it requires to do an effective job. See Part III.
- 015 - The Swedish International Development Agency also ordered condoms for this project. Their condoms are backing up in the warehouse. The GOI has agreed to use the USAID condoms first. If demand level does not increase substantially, the SIDA and the GOI may agree to distribute the commercially wrapped condoms on a free distribution basis. This action would have an adverse effect on the commercial program. USAID will attempt to prevent this action.
- 017 - Before any other country orders substantial amounts of condoms they need to ensure that they have adequate market research data and a broad pilot test program. Even with the best of data, the order should be placed to allow for phased shipments and a contract clause allowing for delayed shipping and/or cancellation of a part of the order without undue cost to the Agency.
- 019 - This continues to be the first government-subsidized, heavily advertised mass distribution of condoms in the world.
- 020 - The GOI has been very cautious about allowing this product to be advertised by radio. In January of this year All India Radio agreed to accept the first spot announcement of the product. Even now the government may decide that this is too sensitive a product to advertise by radio.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed Instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p>The GOI is mainly responsible for the actions/ steps in implementation. The Ford Foundation is providing technical assistance. In addition, USAID had on its staff until July of 69 a fulltime Health Administration Advisor to provide monitoring and back-stopping assistance. USAID has continued to take an active back-stopping role in this project and has contracted with a private advertising agency to develop a new national campaign for the condom program.</p> <p>1. Development of a unit within the Marketing Organization to guide and manage a continuous program of advertising and promotion.</p> <p>2. Development of a Market Research and Evaluation Unit within the Market Organization to measure the effectiveness of the new distribution program and to develop new procedures.</p> <p>3. Develop a system for recording distribution and use for demographic analysis.</p> <p>(See Part III for outline of problems of Marketing Agency)</p> <p><u>Steps/Actions by USAID</u></p> <p>1. Under the terms of the Agreement, USAID's action was to provide condoms for this project. All USAID condoms have arrived, therefore, one might conclude that our action is complete. We do not, however, accept this conclusion and continue to provide technical assistance to this project.</p> <p>2. Condom Wrapping Machines included in the original agreement have been cancelled.</p>			
		X		
		X		
			X	
		-	-	-

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	
(b) Ahead of schedule	
(c) Behind schedule	X
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	X
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032 Quality, comprehensiveness and candor of required reports	
025 Adequacy of technical knowledge		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:	X	TRAINING UTILIZATION AND FOLLOW UP	
PREDEPARTURE		052 Appropriateness of original selection	
042 English language ability		053 Relevance of training for present project purposes	
043 Availability of host country funding		054 Appropriateness of post-training placement	
044 Host country operational considerations (e.g., selection procedures)		055 Utility of training regardless of changes in project	
045 Technical/professional qualifications		056 Ability to get meritorious ideas accepted by supervisors	
046 Quality of technical orientation		057 Adequacy of performance	
047 Quality of general orientation		058 Continuance on project	
048 Participants' collaboration in planning content of program		059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training		060 Mission or contractor follow-up activity	
050 Participants' availability for training		061 Other (describe):	
Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	064 NO COMMODITY ELEMENT	072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				N 073 Control measures against deterioration in storage.	P
066 Quality of commodities, adherence to specification, marking.				N 074 Readiness and availability of facilities.	P
067 Timeliness in procurement or reconditioning.				N 075 Appropriateness of use of commodities.	N
068 Timeliness of shipment to port of entry.				N 076 Maintenance and spares support.	P
069 Adequacy of port and inland storage facilities.				P 077 Adequacy of property records, accounting and controls.	P
070 Timeliness of shipment from port to site.				P 078 Other (Describe):	
071 Control measures against loss and theft.				P	

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned for the Mission. Identify each factor discussed by its number.

079 **NARRATIVE FOR PART II-B:** (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25) as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

(See also prior year PAR). After an initial launch which placed condoms in 45,000 outlets in 75 districts of the country in the late fall and spring of 68-69, the condom program slowly expanded to cover an additional 40,000 outlets in 80 districts in the summer and fall of 1969. In November of 1969 the third or "national launch" phase began and a slow expansion took place until we now have some 150,000 outlets distributing condoms. While condom sales have not reached anywhere near the expected sales levels the following information does give an indication of progress to date:

Estimated condom sales pre-NIRODH	- 20 million pieces
Acceptors pre-NIRODH	- 280,000 approximately
Estimated sales post-NIRODH (including NIRODH and others)	- 58 million pieces
Acceptors post-NIRODH	- 600,000 approximately

Therefore, it may be said that after 18 months over 150,000 retail outlets are stocking and selling NIRODH brand condoms and that this program has helped nearly to triple the number of condom acceptors. In addition, despite resistance and prejudice, mass distribution and display of this product on a scale never before accomplished has become possible within a short time.

USAID must also report, however, that we continue to have misgivings about the GOI's marketing organization. The present

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

079 - Narrative for Part II-B (continued)

organization is ill-equipped to handle the task. The top managerial talent has not been brought to bear on this vital project, and as yet there is no adequate mechanism for contracting with advertising agencies or market research groups without undue bureaucratic delay. Part III will cover specific deficiencies. USAID is attempting to use its influence to correct the problems, and we work as closely with Ford Foundation as possible in this regard.

b. Implementing Agency - None

c. Participants - None

d. Commodities (065-068) See Prior year PAR for explanation.

075 - The GOI distributed approximately 22 million AID supplied condoms free for sampling/promotional purposes. USAID agreed with the need for the sampling but disagreed with the methods used.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080 Coordination and cooperation within and between ministries.	P
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	N
082 Availability of reliable data for project planning, control and evaluation.	N
083 Competence and/or continuity in executive leadership of project.	P
084 Host country project funding.	P
085 Legislative changes relevant to project purposes.	-
086 Existence and adequacy of a project-related LDC organization.	N
087 Resolution of procedural and bureaucratic problems.	N
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	P
090 Resolution of tribal, class or caste problems.	-
091 Receptivity to change and innovation.	-
092 Political conditions specific to project.	-
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	N
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (i.e., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	P
098 Other:	-

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

99 Level of technical education and/or technical experience.	P
100 Planning and management skills.	N
101 Amount of technician man years available.	-
102 Continuity of staff.	-
103 Willingness to work in rural areas.	-
104 Pay and allowances.	-
105 Other.	-

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

The commercial distribution program continues to be administered by the Marketing Organization set up within the Department of Family Planning. The administrative and operational problems highlighted in the last PAR still hinder more effective implementation of the program. The Marketing Organization, being an integral part of the Ministry, is subject to routine GOI clearances. The Marketing Executive has very little autonomy and is supported by inadequate staff.

081 - GOI's coordination with the private companies' participating in the program is unsatisfactory. For example, the Family Planning Department's recent distribution of 22 million condoms as free samples for promotional purposes upset the feelings of these companies. USAID has brought to the attention of the GOI officials the adverse effect of free promotional distribution on the commercial program.

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PAR CONTINUATION SHEET

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- 082 - Data on the program on hand is coming and are largely uncoordinated making it impossible to use them for better project planning, control and evaluation.
- 086- The Marketing Organization as it exists today is thoroughly
088 inadequate to do the job. It is notoriously understaffed; even sanctioned positions have not been filled. The organization lacks autonomy so essential for implementation of an important mass program such as the commercial condoms distribution program.
- 093 - See comments in prior year PAR. They are still valid. The USAID has contracted with a private advertising agency to develop creative advertising materials for the NIRODH program. However, proper utilization of the materials, when they become available, is still left to the DAVP which has monopoly in Government advertising and publicity.
- 100 - Inadequate and inexperienced staff lead to bad planning and management. Because of the service conditions available in the Government sector, the program has not attracted the best talents from the industry. Government recruitment procedures are slow.
- 105 - From the above operational factors, it will be seen that the problems are largely connected with the Marketing Organization being ill-equipped to meet the challenging demands of an expanding program. USAID and Ford consultants are working closely with the GOI in improving and strengthening the Marketing Organization subject to the constraints of the Indian bureaucracy. The program is annoyingly slow and often discouraging.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change.

For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

See prior sections.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP: XXX	X
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	

109 NARRATIVE FOR PART IV-B: