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EXECUTIVE SUMMARY

This report summarizes the final evaluation of the Caribbean Family Planning Project (538-0050) for the USAID Regional Development Office in Barbados (RDO/C). In 1980, RDO/C approved a grant of $977,040 to the International Planned Parenthood Federation, Western Hemisphere Region (WHR) who in collaboration with the Caribbean Family Planning Affiliation (CFPA) were to implement a regional I&E and training program, to carry out pilot community-based distribution projects, to provide technical assistance to local family planning associations (FPAs) and to facilitate an exchange of experience among family planning affiliates in the Caribbean.

After reviewing numerous documents and conducting personal interviews with key staff and consultants of WHR, CFPA, RDO/C and the staff and volunteers of FPAs in numerous Caribbean islands, the team concludes that WHR and CFPA carried out their responsibilities in a timely, cost-effective and professional way. CFPA grew as a regional service organization and WHR, as the executing agency, directed the implementation of the numerous grant activities in a superior fashion.

With regard to implementation of the regional I&E Program, the team concludes that CFPA encountered serious difficulties in launching its regional publications — "The Bulletin", CFPA Open File and CARICOM News. CFPA has decided to discontinue these publications and to concentrate on seeding articles in established regional publications, distributing special studies and carrying out seminars and workshops. CFPA published an annual report of excellent quality.

CFPA also produced and aired several experimental radio programs: pilot dramas and radio magazines. Radio drama appeared difficult and costly to produce and air. Unless production problems can be minimized and more free air time secured, radio dramas do not appear to be attractive I&E investments for the future. On the other hand, radio magazines, i.e. interviews with family planning celebrities, were inexpensive and effective vehicles for reaching influentials.

CFPA produced a significant amount of quality print and audio visual materials. CFPA produced these much needed materials at low-cost and in a culturally sensitive fashion. However, improved distribution of these videos, posters, flip-charts, pamphlets, etc., is needed. In all, CFPA has played an extremely valuable I&E role in support of service delivery and leadership education throughout the Caribbean by providing much needed materials where there were none.

With regard to training, CFPA carried out training programs of major worth. Thanks in major part to the superior abilities of its training experts, nearly all recipient countries and individuals valued their training program highly. CFPA appeared to have kept costs of this important regional program to a minimum.
Under this project, the FPAs of Grenada and St. Kitts implemented two successful community-based distribution programs (CBD). The volume of contraceptives distributed increased steadily in both programs and the per unit costs were well in line with Caribbean and international standards. Grenada, however, did not introduce an oral contraceptive and neither program charged for contraceptives. Charging for the contraceptives is the best way to ensure some degree of self-financing. Otherwise, government or voluntary contributions must continue to subsidize the program.

The project provided for a significant amount of technical assistance and exchange among CFPA member associations. In general, CFPA members felt that the assistance and exchange responded to their needs, was timely, of good overall quality, and contributed to their increased effectiveness. CFPA members look forward to further assistance of this kind. In the future more attention should be placed on evaluating and documenting the quality and impact of technical assistance and exchange. The team, nevertheless, believes that technical assistance and exchange yield substantial benefit at low cost and should be continued.

WHR performed its role as executing agency in a professional manner. Supervision of CFPA and local FPAs activities was firm yet flexible enough to handle the start-up of CFPA as a regional organization. In addition, WHR's project director played an important role in orchestrating technical consultants, liaising with RDO/C, assisting the I&E program and developing the CFPA as a viable regional service organization.

Over the past few years, CFPA has become a respected and useful organization. CFPA has provided quality assistance, materials and services to its members. CFPA has built its staff capacity and is well run. CFPA chief, T. Riero, is a good CEO, able to sort out start-up difficulties and resolve conflicts. As a result of its performance, CFPA has enhanced its image and attracted the collaboration of other Caribbean organizations.

In conclusion, after some start-up difficulties, WHR, CFPA and local FPAs achieved most of the targeted goals. Approximately 95 percent of the project's work scope was achieved. Based on performance and strategic program need, CFPA's and WHR's request for future funding deserves serious consideration.

Assessing the impact of this project on contraceptive use was difficult for several reasons. First, the project focused on information and training activities whose impact on contraceptive use is difficult and very costly to measure in a rigorous way. Second, the data necessary to measure this impact was not built into the design of this project and was not available from other sources. Third, the project's I&E materials have had only limited exposure at this time. The second round of contraceptive prevalence surveys planned for by RDO/C in 1984 or 1985 will be helpful in assessing the impact of the CFPA activities if the correct questions are asked. Despite these financial and methodological limitations, the
evaluation looked into CFPA's impact at a number of levels besides contraceptive use.

First, CFPA's impact can be judged by its capacity to meet the desperate need for educational material. Such capacity can be seen in: (1) additional requests by CFPA members for more materials - both existing and new; (2) frequent requests of other Caribbean family planning professionals in the region both in the public and private sectors, for copies of the new material and a willingness to pay for these materials; (3) requests for the CFPA materials from family planning organizations outside the CFPA region; (4) broad use of CFPA materials in the field, e.g., government and FPA clinics; (5) commitments of MOH's to continue to display and distribute materials through their channels; (6) positive comments from users on the effectiveness of the materials in reaching the consumers; and (7) positive comments on the professional appearance of the new materials (and indirectly the effect they have on upgrading the image of family planning programs).

Second, training has been well received and additional workshops frequently requested by FPAs. Follow-up surveys of trainees should be planned.

Third, CED programs have attracted a significant number of users at a reasonable cost.

Fourth, technical assistance and technical exchange has been well received with many recipients stating the importance of the consultancies for themselves and their organization. More sensitive impact measurements are suggested in this report.

The team believes that CFPA's overall impact has been significant and that a weakening of CFPA capacity at this point would jeopardize the overall RDO/C population strategy. CFPA has several key functions to carry out: I&E support to FPAs and MOHs, specialized training, and strengthening of its FPAs. CFPA with continued AID support could remain a prestigious population organization. This report, therefore, outlines, as requested by RDO/C, a draft project amendment for RDO/C consideration.

The draft project proposal calls for a more audience-driven I&E program. CFPA should concentrate on reaching key audiences: young teenage girls, new mothers, men and influential. A variety of mutually reinforcing media (radio, video, poster, pamphlets to name a few) should be used to reach each audience. A rolling three year I&E Strategy and Plan is recommended as the first step to guide implementation. A stronger evaluation plan calls for formative, process and outcome measurements. A staffing and production plan is presented.

The second major element of the draft proposal is technical/management assistance. Thirty weeks of technical expertise is proposed in evaluation, medical, training, I&E and other necessary areas. Special attention is placed on upgrading CFPA and FPA management, computer
capacity, and fund raising. A small amount of technical exchange and observational travel is also suggested.

A CFPA professional staff of four is adequate for the proposed project: one coordinator, two program officers and one long-term consultant to work in publicity and fund raising. Support staff should remain at one Administrative Assistant and two secretaries.

WHR should continue to provide supervision with a project director (25%), a project coordinator (75%) and a finance officer (15%).

WHR should continue to supervise this CFPA follow-on project in coordination with its RDO/C public sector grant and the CARICOM grant. WHR reporting to RDO/C should remain essentially as it was under the previous grant.

The total cost of the proposed project will require $1.3 million over three years as outlined in the detailed budget at the end of this report.
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<th>Abbreviation</th>
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<td>AV</td>
<td>Audio-Visual</td>
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<td>AID</td>
<td>Agency for International Development</td>
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<td>CADEC</td>
<td>Development Agency of the Caribbean Conference of Churches</td>
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<td>CANA</td>
<td>Caribbean News Agency</td>
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<td>CARICOM</td>
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<td>CBD</td>
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<td>CPS</td>
<td>Contraceptive Prevalence Surveys</td>
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<td>FLE</td>
<td>Family Life Education</td>
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<td>FP</td>
<td>Family Planning</td>
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<td>I&amp;E</td>
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<td>LDC</td>
<td>Less Developed Country</td>
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<td>MOH</td>
<td>Ministry of Health</td>
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<td>OPG</td>
<td>Operational Program Grant</td>
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<td>SIDA</td>
<td>Swedish International Development Authority</td>
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<td>UNFPA</td>
<td>United Nations Fund for Population Activities</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>UWI</td>
<td>University of the West Indies</td>
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I. PROGRESS EVALUATION

A. Introduction

1. Purpose of Assignment

In August 1980, the AID Regional Development Office in the Caribbean (RDO/C) approved a grant of US$977,040 to the International Planned Parenthood Federation, Western Hemisphere Region (WHR), to encourage the wider acceptance of family planning (FP) in the Caribbean and to improve the delivery of family planning services in the private sector. The grant was to be effective through April 30, 1984.

The WHR was charged with implementation of the Caribbean Family Planning Project (number 538-0050) in collaboration with the Caribbean Family Planning Affiliation (CFPA) and selected family planning associations (FPAs) in the less-developed countries (LDCs) of the Eastern Caribbean.

The purpose of this assignment was to conduct a final evaluation of the progress of the WHR, the CFPA, and the FPAs in achieving the objectives of the grant which were mainly in the information and education (I&E) and training areas. In addition, the team was asked to critically assess a follow-on program proposed by WHR which would extend the project for three years at the cost of 1.9 million dollars. In so doing, the team was instructed to prepare a draft grant amendment to assist RDO/C in making a decision on the proposed follow-on grant and to facilitate negotiations with WHR, if necessary.

RDO/C's work description called for the team to assess the ever-difficult question of project impact. The question of impact was particularly difficult to address because the project was focused on information and training. It has always been difficult and expensive to isolate and measure the effectiveness of information, education, and training vis-a-vis the actual use of contraceptives. In fact, the project was not originally designed to collect the information necessary to measure this impact. Such an investigation would have probably been prohibitively expensive and so the project design team relied on the results of previous research which demonstrates that quality educational material has had an impact on behavior change. Furthermore, the new I&E materials would have had only limited exposure (full distribution was achieved only within the last year) by the end of this project. The Mission decided, therefore, to conduct two rounds of contraceptive prevalence surveys with a special research emphasis on the impact of educational materials. These surveys, which are to be funded under the Population and Development Grant - 0039 will be carried out in two or three years. Despite these financial and methodological limitations, the evaluation team will discuss the impact these new educational activities and materials have had on family planning associations, their staff, other family planning professionals and their perceived impact on consumers. The evaluation team will also recommend appropriate ways to obtain additional impact measurements should a grant amendment be approved.

2. Objectives of the Project

The objectives of the Caribbean Family Planning Project as stated in the original grant agreement are:
1. To implement a regional information and education (I&E) program which will (a) raise the public profile of the CFPA; (b) promote wider acceptance of family planning; and (c) stimulate regional recognition of family life issues and problems;

2. To facilitate the implementation of in-country demonstration and pilot programs in community based distribution (CBD) and the use of radio drama for community education in family planning;

3. To establish systems of commodity supply, provide technical assistance, and train members of the CFPA in areas such as evaluation, management, medical/clerical program, and I&E; and

4. To establish a system whereby FPAs may periodically exchange personnel for the purposes of exposing staff to a wider range of experiences. In this way, it is hoped that more cooperation and self-reliance would be developed by the FPAs.

3. Scope of Work and Methodology

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

4. Project Description

For FPAs in the Eastern Caribbean, the most obvious objectives are to stimulate demand for contraceptives and to motivate new acceptors of family planning. Service delivery tends to be a lower priority for FPAs, since it is commonly seen as the responsibility of the government. A role often assumed by the private sector is information and education support to service delivery.

At the onset of this grant, there was a need for more innovative action in I&E. According to recent surveys, more than 90 percent of the married women were aware of family planning methods, but motivation to practice family planning was low. For this reason, it was felt that program efforts should aim more at motivating couples to use contraception. In addition to the need for motivation among the potential clients, there was a need to promote greater awareness of population and family planning issues among Caribbean leaders.

The Mission felt that FPAs must, however, be more involved with service delivery to serve as a catalyst for introducing the latest techniques into the Government programs. Furthermore, the project should include a training component to ensure that FPA, Ministry of Education, and Ministry of Health personnel are technically up-to-date.
Because each FPA was not financially capable of maintaining the technical staff necessary to carry out a broad program, a regional pool of experts was needed for FPAs to draw on. Also, it was thought that FPAs should share experiences directly to accelerate program development. A central assumption was that both these techniques--technical assistance and sharing of experience--would ultimately reduce overall costs. Experts can be most cheaply and effectively provided on a regional basis.

It was in response to these needs that the RDO/C Caribbean Family Planning Project was developed.

The AID grant supported the activities of six major projects, including an evaluation project. The largest of the activities was a regional information and education program with seven sub-projects.

A. Project 1: Regional I&E Program

Sub-Project 1: Publications

This sub-project involves the production and distribution of CFPA bulletins and a series of newspaper articles on family planning, population, and development for use by regional print media in the region.

Sub-Project 2: Radio Drama Production

The second sub-project entails the production and broadcasting of a regional pilot radio program using a soap opera format.

Sub-Project 3: Radio Magazine

In this sub-project, six monthly regional magazine programs are produced and broadcast to draw attention to population issues in the Caribbean. These are pilot programs.

Sub-Project 4: National Radio Drama, Saint Vincent

This sub-project provides for the production and broadcasting of a national pilot radio series on family planning in Saint Vincent and the Grenadines.

Sub-Project 5: National Radio Drama, St. Kitts/Nevis

This sub-project also involves the production and broadcasting of a national pilot series on family planning.

Sub-Project 6: Production of Audio-Visual Materials

In this sub-project, audio-visual materials are produced for FPAs, and related slide, sound and video equipment are also provided.
Sub-Project 7: Communication and Training in Life Education

The seventh sub-project sponsors in-country and regional workshops for FFA personnel and others in communication, family planning, and family life education (FLE).

Five other projects are described below

B. Project II: Community-Based Distribution Project

There are two sub-projects contained in Project II: one in St. Kitts/Nevis and one in Grenada. The purpose of both is to expand the number of non-clinical distribution points to provide easy and inexpensive access to a greater number of contraceptive users.

C. Project III: Technical Assistance and Common Services

The purpose of this project is to provide a resource pool of technical assistance for members of the CFPA. Expertise in evaluation, management, and clinical operations, project development, and information and education is made available to local FPAs.

D. Project IV: Technical Cooperation

The funds for this project enable selected FPA personnel to visit other FPAs to share their experience, particularly in regard to demonstration projects.

E. Project V: Commodities Supply

The funds allocated to this project are used to enable members of the CFPA to obtain additional commodities, including contraceptives.

F. Project VI: Evaluation

Mid-term and end-of-project evaluations are scheduled for this project. Both evaluations are to be conducted by a team appointed by the WHR. The team is to include one representative each from the WHR, the CFPA, and AID/Barbados, as well as outside experts.

5. Executing Agencies

Although the ultimate responsibility for the implementation of the project rests with the WHR, the project was designed to be executed by the CFPA and three FPAs. The WHR signed a sub-grant with the CFPA to implement the regional I&E program (excluding the two national radio dramas) and the projects involving technical assistance and common services, technical cooperation, and the supply of commodities. The latter three projects were executed by the CFPA in collaboration with the WHR.
For the two national radio dramas and the two CBD projects, the WHR designated the FPAs in Grenada, St. Kitts/Nevis, and Saint Vincent and the Grenadines as the executing agencies. In accordance with this action, the WHR signed sub-grants with these FPAs.

The CFPA, founded in 1971, is a non-governmental regional organization representing the collective interest of 18 family planning associations in the Caribbean. It is an affiliate of the WHR. Its members are most of the English, Dutch, and French speaking countries in the region. These include Anguilla, Antigua, Aruba, Bermuda, British Virgin Islands, Curacao, Dominica, Grenada, Guadeloupe, Guyana, Martinique, Montserrat, St. Kitts/Nevis, Saint Lucia, St. Maarten, Saint Vincent and the Grenadines and Suriname.

The CFPA Council, comprising representatives from each member association, and the CFPA Executive Committee, elected by the membership, manage the affairs of the CFPA.

The CFPA Secretariat, located in Antigua, serves as a technical resource, clearinghouse and distribution center for population and family planning information for member associations.

The CFPA has established a Project Advisory Committee (PAC), as a mechanism for independent program review. The advisory committee, which meets at the time of the CFPA's Annual General Meeting, first met in May, 1981. It counts among its member representatives the Secretariat of the Caribbean Commonwealth (CARICOM), the Pan American Health Organization (PAHO), the University of the West Indies (UWI), The University of Guyana, the Development Agency of the Caribbean Conference of Churches (CADEC), the University of Suriname, the commissioner of health in Aruba, and the United Nations Fund for Population Activities (UNFPA). In addition to its advisory function, the committee fosters collaboration between the CFPA and other regional and international organizations.

For the purposes of implementing the AID-funded Caribbean Family Planning Project, the CFPA established a Project Execution Committee (PEC). This committee is made up of the seven members of the CFPA Executive Committee and meets quarterly.

B. Project Implementation

1. Regional I&E Program

   A. Sub-Project 1: Publications, Press Articles and CFPA Bulletin

   According to the mid-term evaluation, the CFPA produced six issues of a quarterly publication, the "Bulletin". One thousand copies of each were printed and distributed to CFPA's members and selected organizations in the region until publication was discontinued in July 1982.
The CFPA also produced six issues of an internal newsletter, "CFPA Open File" which was distributed monthly to 500 CFPA members. Further issues of this publication were discontinued in May, 1982.

In January 1982, displeased with the quality of both publications, the CFPA hired a full-time consultant, Matthew Roberts, to revamp the publications program. Based on his recommendations, a new bi-monthly publication entitled "Carifam News" was designed to combine features of the two previous publications. As of July, 1983, five issues of "Carifam News" had been produced. One thousand, five hundred copies of each edition were printed and distributed directly to selected family planning organizations and professionals, as well as to FPAs for their own distribution according to their needs.

While there has been no formal evaluation of the "Carifam News" and its impact on family planning "influentials" in the different countries, the reviews on its value are mixed. To some FPAs, "Carifam News" provides an important means of publicizing family planning issues. To others, it appears to be of minimum value because, as one comment put it, "it does not adequately feature the local FPA".

Given the commitment of time and other resources required to produce and distribute a bi-monthly newsletter, and the questionable value of the product, it appears that other opportunities for reaching the family planning "influentials" should take precedent, e.g. articles placed in local/regional trade and consumer publications (which will carry more credibility than publications produced by CFPA), printing and distributing of special studies, and carrying out joint seminars and workshops.

Articles have been placed in the regional publications such as one entitled "You and Your Family...", which was scheduled in Caribbean Contact. In addition, articles on vasectomy and the pill have been written and distributed by the Caribbean News Agency (CANA). In addition, the CFPA has achieved a substantial amount of free publicity concerning many of its activities.

CFPA has also published an annual report since the mid-term evaluation, funded principally from WHR grant monies. Copies of this report were distributed to individuals and organizations interested in family planning in the Caribbean. The quality of the report was excellent and will serve as a useful public relations instrument.

B. Sub-Project 2: Caribbean Pilot Radio Drama

A radio drama series entitled "Fire Go Bun" was completed and aired twice weekly on Radio Antilles and aired again on Dominica, Grenada and Barbudos radio stations at no additional cost. The series was broadcast in 13 part of 15 minutes each. Original plans called for development of a discussion guide, but limited funds caused this part of the project to be dropped.

Considerable problems and delays were experienced in the production of this dramatic series which was aired only once regionally and three times.
locally. Unless some assurances are provided that similar problems will be avoided in future productions, that media and production costs of $16,500 will be reduced, and that more multiple airings can be obtained, future radio dramas seems to offer a less attractive alternative than other I&E investments.

3. Sub-Project 3: Radio Magazine

Ten radio magazine programs entitled "The Facts of Life", each fifteen minutes in length, were produced by CFPA and made available to all radio stations in English-speaking countries. It consisted of interviews with family planning celebrities from a variety of Caribbean countries who discussed important issues in the field. For example, A. Lewis of the CFPA focused on family life problems, M. Demas on the economic implications of population dynamics, and P. Boyd on the health benefits of family planning. Aimed more at influentials and a higher socio-economic audience, it seems to be a popular program with local family planning agencies which have described plans to edit portions for their own use.

To date the radio magazine program has aired in: Anguilla, St. Lucia, Dominica, Grenada, St. Kitts-Nevis, St. Vincent, Grenada, St. Martin, Antilles and Montserrat. While it cost approximately $6,000 U.S. to produce all ten programs, participating radio stations have already provided more than $3,000 U.S. worth of free time for the magazine programs aired on behalf of the local FPA.

Similar programs can also be planned and produced at the national level by FPAs at little cost outside of staff and volunteer time. The St. Vincent FPA recently participated (9/26/83) in a two-hour radio program which addressed family planning issues and provided an opportunity for listeners to call in questions which the experts answered on air.

Similar regionally and locally produced radio magazines seem appropriate for future I&E programs.

4. Sub-Project 4: National Radio Drama, St. Vincent

A radio drama entitled "Life with Mabel" was produced and aired on St. Vincent radio. It consisted of 13 episodes, 15 minutes each. It seems to have been a popular show, according to local FPA staff.

A comic book was also developed based on this radio program, but budget restrictions have prevented its printing and distribution. The comic book, however, does not have to be used with the radio series and since it is now available, it might be worth testing some inexpensive samples among a small group of teens using the focus group method. (This method is described in greater detail later in this report.) If the comic book appears promising, it can then be printed and distributed to all CFPA members.
5. Sub-Project 5: National Radio Drama, St. Kitts-Nevis

A radio program similar to that developed for St. Vincent, was produced and aired in St. Kitts-Nevis. While evaluations were planned for the St. Kitt's and St. Vincent's radio dramas, they never took place. Given the broad interest of FPAs in experimenting with radio drama and the significant expense and time required to produce these programs, it seems important to carry out an impact evaluation. However, this will be difficult due to the limited broadcasting time given these programs (most have been scheduled only once).

There are two alternatives which the CFPA could explore. If more than 70-75% of the households on one of the islands have phones, and a family planning radio drama can be scheduled during prime time on a popular radio station, the FPA could conduct random post-broadcast telephone interviews to measure: what percent tuned into the program; how many accurately recall the desired family planning message; and what (if any) action listeners plan to take.

Another approach would be to invite a sample of the target audience for a radio drama to attend a review of potential new radio programs - disguising any specific interest in family planning (and identifying yourself and the project as a research program only, avoiding any FPA identity). Participants who attend the session or sessions (the more people the better) should be played 3 or 4 radio dramas (hopefully the station can help you obtain non-family planning programs) including the family planning drama. The participants should then be asked several general questions about the 3-4 programs they saw - criticizing each and summarizing the main points. The moderator should then ask what the listeners liked or disliked specifically about the family planning drama.

The second approach will provide some measures of how well the family planning program compares to other radio dramas, whether it communicates effectively, and how it might be improved. But unlike the first approach to evaluation, it will not provide any indication of the potential reach of a family planning radio program, and its impact in a more national broadcast setting.


During recent months, significant progress has been made in the production of video tape and slide/sound programs responding to specific criticism which appeared in the mid-term evaluation. A total of 13 video tape programs have now been produced and copies provided to FPAs. Two slide/sound programs have also been produced. (See Exhibit 1 for a complete list of CFPA video programs developed during the course of this grant). The quality of these programs is good. There is need now for a clear distribution plan.

In addition, CFPA has, over the life of the project, produced and distributed four posters, three pamphlets, 500 "flip-chart books" for use by FPA and government field workers, and a booklet to accompany the field workers.
EXHIBIT 1

CFPA VIDEO PROGRAMS

1. Pig In a Bag..................................................20 mins.
5. La Premiere Fois Patrick et Natalie (French)...........20 mins.
6. On Await pu Leviter Carole et Jean-Marc (French)..20 mins.
7. Changing Roles in Relationship (Discussion).........25 mins.
8. Ways to avoid becoming a Teenage Mother (Discussion)..20 mins.
9. Lucia Elaize talks with Teenagers (Discussion).......20 mins.
10. Father Anthony (Discussion)................................20 mins.
11. Community High School (Discussion)....................20 mins.
12. Barbara's Story.............................................20 mins.
13. Herpes & aids interview with CDC Dr. Graves...........20 mins.

CFPA SLIDE/SOUND PROGRAMS

1. Methods of Contraceptives
2. Human Reproduction
"flip books". (See Exhibit 2 for a complete list of all print materials developed during the course of this grant). Unfortunately, it appears that not all FPAs have received the new material. In at least two cases, the materials were apparently lost in transit. A thorough inventory check should be made of each FPA and a distribution strategy reviewed and implemented.

Following the mid-term evaluation, additional funds were approved for the development and scheduling of a radio campaign on family planning. Corbin Compton Limited in Barbados was sub-contracted to produce 12 radio spots thirty seconds long and to place them on stations in the English-speaking countries. (See Exhibit 3 for a list of the stations on which the radio messages were placed). Each of the 12 spots was scheduled to run 12 times over a 3 month period, for an average of 4 times per week. Total costs for writing and producing these materials was $4,000. The total cost of air time on all the radio stations amounted to $10,000. CFPA paid commercial rates for the radio air time and did not appear to receive reduced or free public service time.

Versions of these same radio messages were produced in French patois and special radio excerpts were produced for broadcast during very popular Cricket matches.

Given the need to balance the introduction of fresh messages with the ability to sustain a campaign which reaches the desired audience with some minimum frequency, future radio campaigns should schedule fewer spots during any one period which focus on one theme, and schedule more periods of advertising throughout the year. For example, an alternative to running 12 spots a week, 4 times each week might be to schedule 6 spots a week with the same frequency. This would allow the CFPA to lengthen the total number of weeks it will be on the radio while still refreshing the message with six new spots during a second period.

Awareness of the radio campaign and its impact on family planning should be measured. One way to get at this measurement is through the second round of contraceptive prevalence surveys. The evaluation team discussed the addition of specific questions for the next CPS questionnaire such as: Have you heard or seen any messages about family planning? Do you recall or can you describe these messages? Can you tell me where you saw or heard them?

Our review of the audio visual production process shows that CFPA has made every effort to produce the best product at the lowest cost. WHR specialists in New York City provided free counsel in the design of all printed materials; and three competitive bids were obtained for the printing of all brochures and posters comparing New York and Caribbean prices. All printing was eventually done in New York City because the quality was considered to be superior while costs were comparable to printing costs in the Caribbean for the large quantities needed. To save money and produce culturally sensitive materials, the actual composition and writing was done by the CFPA staff, borrowing concepts and materials wherever appropriate from existing materials to avoid "re-inventing the wheel."
EXHIBIT 2

CFPA PRINT MATERIALS

<table>
<thead>
<tr>
<th>Posters</th>
<th>Quarterly</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family Planning: It Makes Sense</td>
<td>5000</td>
<td>916</td>
</tr>
<tr>
<td>Motherhood is a Serious Business</td>
<td>5000</td>
<td>1044</td>
</tr>
<tr>
<td>Fathers also Plan their Families</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Why Take Chances? Just Once and You</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Can Get Pregnant</td>
<td>20000</td>
<td>2775</td>
</tr>
<tr>
<td>Get the Facts Straight About Family Planning</td>
<td>20000</td>
<td>2775</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Pamphlets</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>For Your Information</td>
<td>10000</td>
<td>10963</td>
</tr>
<tr>
<td>The Pill</td>
<td>10000</td>
<td>1040</td>
</tr>
<tr>
<td>The Diaphragm</td>
<td>10000</td>
<td>1040</td>
</tr>
<tr>
<td>IUDs</td>
<td>10000</td>
<td>1040</td>
</tr>
<tr>
<td>The Condom</td>
<td>10000</td>
<td>1040</td>
</tr>
<tr>
<td>Vasectomy</td>
<td>10000</td>
<td>1040</td>
</tr>
<tr>
<td>Tubal Ligation</td>
<td>10000</td>
<td>1040</td>
</tr>
<tr>
<td>Preventing Pregnancy</td>
<td>50000</td>
<td>7215</td>
</tr>
<tr>
<td>Mothers Milk</td>
<td>5300</td>
<td>1400</td>
</tr>
<tr>
<td>Learning About Family Planning</td>
<td>10498</td>
<td>3745</td>
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</table>

<table>
<thead>
<tr>
<th>Field Workers Kits</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Briefcase kit containing pelvic model,</td>
<td></td>
<td></td>
</tr>
<tr>
<td>contraceptive samples, pamphlets and</td>
<td></td>
<td></td>
</tr>
<tr>
<td>reference book</td>
<td>200</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Plastic Shopping Bag</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot;Plan Your Family&quot;</td>
<td>25000</td>
<td>5882</td>
</tr>
</tbody>
</table>

| Flip Charts                                 | 500       | 11234 |

<table>
<thead>
<tr>
<th>Brochures</th>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>CFPA (General)</td>
<td>50000</td>
<td></td>
</tr>
<tr>
<td>MEDIA</td>
<td>DETAILS</td>
<td>LENGTH/CLASS</td>
</tr>
<tr>
<td>-----------</td>
<td>-------------------------------------------------------------------------</td>
<td>--------------</td>
</tr>
<tr>
<td>ANTIGUA</td>
<td>Five (5) spots per day, three (3) days per week for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
</tr>
<tr>
<td>Radio ZDK</td>
<td>Five (5) spots per day, three (3) days per week (different days to above) for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
</tr>
<tr>
<td>ANGUILLA</td>
<td>Six (6) spots per day, four (4) days per week for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
</tr>
</tbody>
</table>
### EXHIBIT 3

CFPA RADIO SCHEDULE (cont')

<table>
<thead>
<tr>
<th>MEDIA</th>
<th>DETAILS</th>
<th>LENGTH/CLASS</th>
<th>RATE</th>
<th>NO</th>
<th>TOTAL COST</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>DOMINICA</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>D.R.S. Radio</td>
<td>Six (6) spots per day, four (4) days per week, for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
<td>$10.95</td>
<td>288</td>
<td>$31,152.60</td>
</tr>
<tr>
<td>Radio Antillen</td>
<td>Four (4) spots per day, five (5) days per week, for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
<td>$25.20</td>
<td>240</td>
<td>$60,480.00</td>
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<tr>
<td>Radio Z1R</td>
<td>Six (6) spots per day, four (4) days per week, for twelve (12) weeks in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'AA'</td>
<td>$7.20</td>
<td>288</td>
<td>$20,736.00</td>
</tr>
<tr>
<td><strong>ST. KITTS</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Radio Z1Z</td>
<td>Six (6) spots per day, four (4) days per week, for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
<td>$8.00</td>
<td>288</td>
<td>$23,040.00</td>
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</table>
## LXHBIT 3

**CFPA RADIO SCHEDULE (cont')**

<table>
<thead>
<tr>
<th>MEDIA</th>
<th>DETAILS</th>
<th>LENGTH/CLASS</th>
<th>RATE</th>
<th>NO</th>
<th>TOTAL COST</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ST. LUCIA</strong></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Radio St. Lucia</td>
<td>Six (6) spots per day, four (4) days per week, for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs Prem</td>
<td>$26.25</td>
<td>288</td>
<td>$7,560.00</td>
</tr>
<tr>
<td><strong>ST. VINCENT</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Radio St. Vincent</td>
<td>Six (6) spots per day, four (4) days per week, for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
<td>$10.53</td>
<td>288</td>
<td>$3,032.64</td>
</tr>
<tr>
<td><strong>GRENADA</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Radio Free Grenada</td>
<td>Six (6) spots per day, four (4) days per week, for twelve (12) weeks, in two (2) flights of six (6) weeks each.</td>
<td>30 secs 'A'</td>
<td>$13.65</td>
<td>288</td>
<td>$3,931.20</td>
</tr>
</tbody>
</table>
Readability tests were made of two prototype CFPA pamphlets, using the
SMOG grading formula for testing the readability levels of public education
materials. The two pamphlets tested, "Preventing Pregnancy" and "The Condom",
both tested on the 10th grade level which would seem to be satisfactory.
However, a pamphlet developed by the Grenada Planned Parenthood Association
titled "The Condom" tested at an 8th grade level which will be more helpful
in reaching lower socio-economic groups. The CFPA should consider editing
another version of its general piece to an even lower grade level before
reprinting - weighing the costs of producing new artwork against the CFPA's
ability to lower the reading level.

All video tape and slide tape materials were produced by CFPA staff
with CFPA equipment, although video tape editing was done in Barbados. This
method kept production cost to a minimum because of the cheaper price of CFPA
labor. The cost of today's video equipment and supplies were relatively
insignificant to the total cost of production.

While the CFPA rightfully feels that there would be advantages to
purchasing its own video editing equipment, this investment does not seem
warranted at the present time.

During the last year of this grant there was an inordinate amount of
video-tape production (12 new programs) which was required to meet a backlog
of demand for video-tape materials. In future years, however, we would expect
the annual production of video-tape programs to level off to an average of
perhaps 3-4 programs a year (although a 20-minute program such as one on
contraceptives might have several parts). At this level it would take a
minimum of 10-15 years for the costs of editing in Barbados to match the costs
of purchasing CFPA's own editing equipment by which time the equipment would
be well out-dated.

In summary, it would appear that the CFPA has the capacity to produce
low-cost yet effective audio-visual and printed materials on a regional
basis. The public sector would not be able to do such a fine job. Left on
their own, each ministry would struggle to design and produce their own
materials. These public sector materials would ultimately cost much more than
those produced by CFPA. Furthermore, the quality of material, especially AV,
produced individually by each of the islands would be compromised compared to
the quality of CFPA regionally-designed and produced materials. Looking back
to the dearth of materials available in local ministries and FPAs before this
grant began, it becomes apparent that without the CFPA supply of materials,
little material of acceptable quality would today be available in the
Caribbean.

To conclude, with regard to AV production, CFPA has played an
extremely valuable role in support of service delivery and leadership
education throughout the Caribbean.
7. **Sub-Project 7: Communication/FLE Training**

The mid-term evaluation team found training activities to be of major worth. They recommended that additional funds be allocated to this activity because of apparent need and because of CFPA capacity, especially Allison Lewis, to successfully carry out training activities. Since the mid-term evaluation, additional funds have been allocated and following activities have taken place:

- 5-week course on human sexuality sponsored by CFPA and UWI Extra-Mural Department; 35 attended.
- 2-day workshop on "Methods of Teaching Family Life and Sex Education" sponsored by the Antigua FPA; 22 attended.
- Field worker training workshops in Dominica, Montserrat, St. Kitts and St. Vincent following a regional workshop for field worker trainers held at CFPA headquarters.
- A workshop for government nurses in Montserrat.
- Needs assessment training in Tortola.
- A two-day workshop for primary school teachers in Antigua; 22 attended.
- Training for community educators, CBD coordinators and Field Education Aides of the Grenada FPA.
- A one-week FLE workshop for teachers held in Antigua and Montserrat.
- A one-week workshop for training in Guyana.
- A one-week field workers training workshop for representatives from six FPAs with ongoing field work projects.

In addition, two training/teaching materials have been developed:

- A Framework for Field Worker Training (a guide for fieldworkers and trainers).
- Sex Education Manual for Teachers in the Caribbean (Funded by WHR and Swedish Government)

(A complete list of all training activities are listed in Exhibit 4.)

2. **Project II: Community-Based Distribution**

A. **Grenada**

Reports indicate that to date, the FPA has been successful in achieving the objectives of this three year project. Although there has been
## List of Workshops held in 1981 - 83

<table>
<thead>
<tr>
<th>DATE</th>
<th>COUNTRY</th>
<th>PARTICIPANTS</th>
<th>COST</th>
<th>TYPE AND OBJECTIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>July 1981</td>
<td>Dominica</td>
<td>26 FPA Staff</td>
<td>3654.00</td>
<td>Communication and Counselling Skills in F.P. and F.L.E. To improve skills of motivators in F.P. and F.L.E.</td>
</tr>
<tr>
<td>5 days</td>
<td></td>
<td>Community and Social Workers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>August 1981</td>
<td>ST. LUCIA</td>
<td>26 FPA Staff</td>
<td>2835.00</td>
<td>Communication and Counselling Skills in F.P. and F.L.E. To improve skills of motivators in F.P. and F.L.E.</td>
</tr>
<tr>
<td>5 days</td>
<td></td>
<td>Community and Social Workers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sept. 1981</td>
<td>Antigua</td>
<td>25 Community workers, nurses, teachers, women &amp; Church groups.</td>
<td>756.00</td>
<td>Counselling. To provide a core of counsellors in the society.</td>
</tr>
<tr>
<td>5 days</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oct. 1981</td>
<td>Antigua</td>
<td>14 FPA Executive Directors</td>
<td>9850.00</td>
<td>Communication Strategy Planning. To improve skills in planning I &amp; E programs</td>
</tr>
<tr>
<td>5 days</td>
<td>(Regional)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>April 1982</td>
<td>Antigua</td>
<td>20 FPA Staff</td>
<td>608.00</td>
<td>Video Equipment: To train staff in use of video equipment.</td>
</tr>
<tr>
<td>3 weeks</td>
<td>(Regional)</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>August 1982</td>
<td>Antigua</td>
<td>25 Teachers</td>
<td>620.00</td>
<td>Sex Education. To provide a core of teachers of FLE.</td>
</tr>
<tr>
<td>5 days</td>
<td>(Regional)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sept. 1982</td>
<td>Montserrat</td>
<td>20 Teachers</td>
<td>170.00</td>
<td>Guidance and counselling. To provide a core of FLE Teachers.</td>
</tr>
<tr>
<td>5 days</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oct. 1982</td>
<td>Guyana</td>
<td>13 FPA Staff</td>
<td></td>
<td>Human Sexuality. To equip staff to train peer counselling.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oct. 1982</td>
<td>Antigua</td>
<td>7 FPA Executive Director</td>
<td>575.00</td>
<td>Fieldworker Training. To equip Executive Directors as trainers.</td>
</tr>
<tr>
<td>(Regional)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Feb. 1983</td>
<td>Antigua</td>
<td>35 Teachers Nurses</td>
<td>280.00</td>
<td>Human Sexuality. To train of staff in FLE.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>April 1983</td>
<td>Antigua</td>
<td>22 Teachers</td>
<td></td>
<td>Teaching FLE.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>August 1983</td>
<td>Antigua</td>
<td>20 Teacher Educators</td>
<td>21000.00</td>
<td>Teaching of Sex Education. To provide a core of trainers in each country.</td>
</tr>
<tr>
<td>(Regional)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
some staff turnover, the CBD project has been able to maintain an adequate number and quality of personnel. At this time the FPA has nearly 100 posts, 25 percent more than targeted.

Since the mid-term evaluation the quarterly distribution of condoms has tripled from 10248 to 32320 units. Unfortunately, the distribution of neo-sampoon has dropped to 248 from 839 per quarter since the mid-term evaluation. The FPA has made little progress in introducing an oral contraceptive.

In the last four quarters, the project has provided approximately 1500 couple years of protection at the per unit cost of US$16 (excluding contraceptives). The per unit cost of this project is well in line with Caribbean and international standards, and if the association were to charge for their product and add an oral contraceptive, the net unit costs could be reduced further. Government's insistence on free services raises serious questions about the ultimate self-financing capability of this project, unless a government subsidy is provided.

Grenada CBD Program:
Quarterly Statistics,
January 1981 through May 1983
(Quarters)

<table>
<thead>
<tr>
<th>Products</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Condoms</td>
<td>11800</td>
<td>8779</td>
<td>10771</td>
<td>10256</td>
<td>9247</td>
<td>10248</td>
<td>29741</td>
<td>29321</td>
<td>40134</td>
<td>32322</td>
</tr>
<tr>
<td>Neo Sampoon</td>
<td>1180</td>
<td>783</td>
<td>786</td>
<td>587</td>
<td>443</td>
<td>839</td>
<td>498</td>
<td>695</td>
<td>469</td>
<td>248</td>
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<tr>
<td>(Tubes)</td>
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<td></td>
<td></td>
<td></td>
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<td>CED Outlets</td>
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<td>59</td>
<td>59</td>
<td>71</td>
<td>71</td>
<td>78</td>
<td>96</td>
<td>99</td>
<td>104</td>
<td>99</td>
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</tbody>
</table>

B. St. Kitts/ Nevis

After a slow start-up, this new initiative has achieved the targeted number of distribution posts increasing the number to 50 from 40 at the time of the mid-term evaluation. (Ten posts are located in Nevis and forty in St. Kitts, including eight factories sites.) The original objective was to have a one distribution post per village but at present some villages have more than one distribution post and others do not have any. This presents only a minor overall problem. Attempts should be made, however, to locate posts in missing villages.

As of August of 1983, the project was distributing 8,961 cycles of orales, 69,348 condoms, and 907 tubes of foamix, tablets (10 applications each). This volume represents a significant increase over the life of project. In the last four quarters, the project has provided approximately 818 couple years of protection at a per unit cost of US$14.60 (excluding contraceptives). This per unit cost is comparable with Caribbean and international standards.
After visiting some of the distribution posts in St. Kitts, the team would suggest several improvements in overall program management. For example, simple profiles could be developed to pinpoint common characteristics of the more successful distributors since the range in distributor output varies greatly. More careful site selection of distribution posts would help to avoid unnecessary competition among distributors and to ensure coverage throughout the the country. And finally, the project should charge for its product.

At present, only 8 distribution posts are charging for contraceptives. The team believes, based on initial evidence that the number of acceptors using the posts that charge a fee would compare favorably with posts not charging. This indicates that charging for contraceptives would not have a negative impact on the number of acceptors. Furthermore, nearly all CBD programs charge at least a small fee. Shopkeepers would be motivated by the financial incentive. Charging for contraceptives is the only way to ensure some degree of self-financing for the project. This should go hand-in-hand with more promotional activities to increase sales.

St. Kitts CBD Program:
Quarterly Statistics,
January 1981 through August 1983
(Quarters)

<table>
<thead>
<tr>
<th>Products</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
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3. Project III: Technical Assistance and Common Services

The purpose of this project was to provide a resource pool of technical consultants to assist in improving the quality of work of the CFPA member associations. It was anticipated that technical assistance would be needed for evaluation, management, medical and clinical operations, project development, training, information, and education.

A roster of consultants was developed and FPAs were asked to submit their requests for technical assistance requests using standardized CFPA request forms. On many occasions, FPAs simply telephoned for assistance. FPA requests to the CFPA were forwarded to the WHR to ensure optimum utilization of CFPA resources. (In some cases, WHR provide for the consultant.) As recommended in the mid-term evaluation, technical assistance contracts were
drawn up between CFPA and the consultant, with CFPA reporting to WHR. This has served to increase the responsibility and authority of the CFPA.

Up to the mid-term evaluation, the following assistance was provided:

Grenada: (1) assistance in production of a magazine and a radio program and (2) completion of a study on adolescent sexual behaviour and pregnancy;

Dominica: (1) completed a study on teenage pregnancy, an evaluation of the adolescent programs and analysis of the management of the association and (2) assistance in developing its 1982 Work Program;

St. Kitts/Nevis: assistance in preparing 1982 Work Program;

Suriname: training of physicians; and

CFPA: (1) assistance in publication of the Annual Report, press releases, and preparation of a public information plan; (2) assistance in establishing a video network among CFPA members; and (3) a professional fund raiser conducted a fund raising workshop for CFPA members.

Since the mid-term evaluation, the following technical assistance has been arranged:

Montserrat: (1) assistance in developing an information and service pilot project for adolescents, including assistance to the FPA's Summer Youth Camp, and (2) preparation of a workshop for trainers of fieldworkers;

Artigua: assistance to develop and conduct a workshop for trainers of fieldworker, including follow-up workshops with fieldworkers;

Guyana: assistance to develop and conduct a workshop for fieldworker trainers;

St. Vincent: preparation of a workshop for fieldworker trainers and in-country support assistance;

St. Kitts: preparation of a workshop for fieldworker trainers and in-country assistance to them; and

CFPA: (1) assistance to the CFPA in preparing a radio drama for broadcast over Radio Antilles, preparation of materials for the Radio Magazine, feature articles for placement in national and regional media, and production of the CFPA's annual report; (2) assistance in writing drama scripts to motivate parents and community leaders, and in producing video materials; and (3) a contract to provide maintenance of all audio visual CFPA equipment; and (4) preparation of national I&E plans.

In addition to this assistance, WHR has directly provided technical assistance to FPAs through workshops designed to train associations in the use of a new Planning, Programming, Budgeting, and Reporting (PPBR) System and
The evaluation team solicited the opinion of several recipients of technical assistance in an attempt to determine its effectiveness. In general, FPA personnel felt that the assistance responded to their needs, was timely and of good quality, and contributed to the FPAs effectiveness particularly in the areas of communication and training. The CFPA clearly brought new talent to bear on the FPAs problems. Presumably, individual FPAs would not have been able to locate or finance such assistance without the CFPA. The FPAs are indeed interested in receiving further assistance and consider the CFPA to be the best organization to provide it. In terms of cost-effectiveness, it appears that CFPA can provide good services less expensively than other agencies such as WHR, Caribbean consulting firms, or US-based intermediaries. The issue of relative cost effectiveness will be treated in more depth later in this report.

In the future, the evaluation team believes that more attention should be placed on carefully documenting requests received, responses to requests, requests denied and outcomes of technical assistance. Reports filed by consultants should be shared in all cases with the local associations in addition to debriefing sessions conducted by consultants before leaving the worksite. Also, CFPA should routinely request brief reports from the organizations receiving technical assistance to determine if objectives were accomplished, the quality of assistance and the need for follow-up. Although insistence on strict adherence to these procedures may seem somewhat bureaucratic, we believe the information is necessary for analyzing the types of assistance provided, for assuring congruency between assistance and identified need, for judging the quality of the assistance provided, and for determining future needs and activities.

Although the project defined a number of areas where technical assistance was needed, the CFPA in conjunction with the project director made a conscious decision to concentrate assistance in the development and production of I&E materials and training. In part, the project director was responding to a recommendation made in the mid-term evaluation to focus on these areas. However, the evaluation team feels that CFPA should now expand the scope of the technical assistance to include, for example, project development, management and fund raising. Additional skills in these areas are prerequisites for CFPA and FPA institutional development. Strengthening the capacity to develop and manage projects and to improve local fund raising are fundamental to the FPAs' self-reliance.

In accordance with these conclusions, separate budget items are proposed for each type of technical assistance in the Draft Project Amendment to assure that some assistance is provided in each area. A detailed plan of action for technical assistance in each area is also presented in the Draft Project Amendment.
4. **Project IV: Technical Cooperation**

The purpose of this project was to enable the personnel of CFPA member associations to share their experiences and to capitalize on the managerial skills of other member associations by providing selected site visits and on-the-job training. The plan called for funding of no more than one person from each FPA. The CFPA sent standardized request forms to the FPAs to aid in the selection of the highest priority candidate.

Up to the mid-term evaluation, Dominica, Guyana, St. Kitts-Nevis, and Suriname benefited from technical cooperation. Since then Grenada, Suriname, St. Kitts, Antigua, St. Lucia, Dominica and Montserrat have benefited from having staff members observe operations at other successful associations and the CFPA. Staff appeared to gain the most in the following program areas: CBD projects, fieldworkers training, adolescents projects and administration.

Interviews with the evaluation team indicated that technical cooperation represented an important opportunity for FPAs to learn about project implementation in other countries and to receive valuable peer assistance. As a result of technical cooperation, program innovation was probably accelerated. The relative cost of this project element was minimal. The team believes that no other organization could do this task at a lower price. The continuation of this project, therefore, seems appropriate.

As in the case of technical assistance, the evaluation team believe that the CFPA should adhere more rigorously to information feedback procedures. All staff members providing assistance or traveling to observe project development and/or implementation should submit brief reports to the CFPA within 15 days of their trip. As well, the host institution should provide a brief report. These brief reports should include an account of objectives accomplished and the foreseen impact of the consultancy on the association.

The CFPA has not adhered to its objective of funding a maximum of one person from each FPA. The fact that the CFPA responds to requests from FPAs has resulted in the more aggressive FPAs receiving more assistance. The evaluation team recommends that CFPA assume a more equitable and selective approach in choosing candidates.

5. **Project V: Commodities**

Standardized forms prepared by the CFPA were used by the FPAs to request special commodity assistance. The requests were sent to the CFPA and then forwarded to the WHR for processing. The commodities were purchased with project funds only during the first year. A list is provided in Appendix C.

The total costs of the commodities was $22,020, some $50,000 less than originally budgeted. After the mid-term evaluation WHR received AID concurrence to shift these funds to I&E activities. WHR agreed to assume the cost of commodities. To date, this decision has apparently not had detrimental affect on the project. Since WHR would like to continue to meet supply needs, no commodities are requested in the WHR project amendment proposal.
F. Project VI: Evaluation

It is stated in the project description of the Caribbean Family Planning Project that the mid-term evaluation will include one representative each from the WHR, the CFPA, and the AID Caribbean Regional Development Office, in addition to two outside experts. Antigua, St. Kitts-Nevis, Grenada, and St. Vincent were designated for visits. The original design for the mid-term evaluation was altered slightly. The field work, data gathering, and initial project evaluation were done by the two outside consultants, Charles Alleyne and Bruce D. Carlson, who constituted the "traveling team". The countries were visited as scheduled, but St. Lucia was substituted for Grenada.

The final conclusions, recommendations, and revisions of the original project design suggested by the mid-term evaluation were discussed with representatives of the WHR (Everold Hosein), the CFPA (Don Mitchell, Anthony Ribeiro, and Joseph Weekes), and the RDO/C (Mark Laskin). As a result of the mid-term evaluation, line items for commodities, evaluation and contingencies were reduced and line items for I&E and Technical Assistance were increased. These changes helped the project to implement and expand its I&E program (since a greater majority of technical assistance funds were spent on I&E).

Because the project's remaining funds would cover projected expenses only up to 12/31/83 and nearly all activities had been carried out, the timing of the final evaluation was moved up to 9/83 instead of mid 1984. In addition, the evaluation team was asked to assess a WHR proposal to extend the project for an additional three years at the cost of 1.9 million dollars.

Project funds will cover only some of the costs of the final evaluation since John Hopkins Population Information project and RDO/C supported two of the team members. As already explained, these savings will be applied to other project activities.

The final evaluation was carried out by a communication specialist, an expert in organizational development, and a population program analyst/demographer. These professionals were able to assess the main functional areas funded by this grant and proposed under the follow-on amendment. In addition to reviewing all documents (Appendix A), they visited WHR in New York City, CFPA in Antigua, RDO/C in Barbados and FPAs and MOHs in Antigua, St. Kitts, Dominica, St. Lucia, Monserrat and St. Vincent.

C. Project Management/Institutional Development

1. Organization

The organizational charts that follow (see Exhibits 5 and 6) illustrate the organizational responsibilities for implementing the Caribbean Family Planning Project. Ultimate responsibility for the project rested with the WHR's Board of Directors, which was advised by the Caribbean Program Committee. The program adviser for the Caribbean reported to the director of program
coordinated and the regional director and served as the project officer. He was assisted by the program assistant, who was also based in the WHR's offices in New York City.

The WHR signed sub-grants with the CFPA and three FPAs to implement the various projects at the regional and national levels. The executive directors of the FPAs in Grenada, St. Kitts-Nevis, and St. Vincent thus had operational responsibility for their respective projects.

Responsibility for the projects implemented by the CFPA rested primarily with the CFPA Executive Committee, which also serves as the Project Execution Committee. Day-to-Day activities were the responsibility of the program coordinator, who received assistance from three technical officers: one in communication, another in training, and a third in public relations, fund raising and coordination of consultants.

2. Staffing: WHR

The grant with AID was signed in August 1980. In December, the WHR requested permission to convert the funds for "consultant fees" under WHR support costs to the payment of salary and benefits for a full-time program assistant to the project officer, based in New York. AID concurred. The program assistant, Casey Margard, followed up requests to the CFPA for technical assistance, technical cooperation, and commodity supplies, drafted quarterly reports, helped with AV production and monitored the four sub-projects of the FPAs.

The mid-term evaluation described a confusing situation because of the appointment of a Caribbean program consultant with ambiguous responsibilities both to WHR and to the CFPA. The problem was solved following the recommendations made in the mid-term evaluation.

The project officer, Dr. Everold Hosein, has played an important role in managing administrative support, orchestrating the use of technical consultants to assist the CFPA Secretariat and the FPAs, and serving as a liaison to AID in Barbados and Washington. Dr. Hosein operated out of the WHR offices in New York City.

As the WHR's Caribbean program adviser, Dr. Hosein traveled frequently to the headquarters of the CFPA Secretariat and to member countries. In addition to his broad program management skills, he possessed expert knowledge of and vast experience in I&E. This asset was especially important, because CFPA's principal contribution to its members was in I&E.

3. Staffing: CFPA

The grant signed in August 1980, was termed an "operational program grant" (OPG), despite the fact that the CFPA Secretariat had neither staff nor office facilities at the time. In fact, it was not until January 1981, that the CFPA appointed a program coordinator, a publications officer, and a communications officer and that they received the sub-grant with the WHR. A
EXHIBIT 5

VFP ORGANIZATION CHART:

CARIBBEAN FAMILY PLANNING PROJECT

- Board of Directors -

Caribbean Program Committee

Regional Director

Director Program Coordination

Program Advisor/Project Officer

Caribbean Program Consultant

Program Assistant

FPAs

CFFA
EXHIBIT 6

CFPA ORGANIZATION CHART
CARIBBEAN FAMILY PLANNING PROJECT

Council

Executive Committee

Project Advisory Committee

Program Coordinator

Program Training

Program Officer

Consultant Coordinator

Consultant

Consultant
training officer was added in March, and the headquarters office in Antigua was inaugurated in April. Thus, it took almost nine months to put staff and support services in place.

In the initial months, the CFPA prepared and distributed standard forms for requesting assistance, forms in which the FPAs could indicate their needs for audio-visual materials, technical assistance, inter-agency cooperation, and commodities. Also, the CFPA technical officers were engaged in their respective project activities. Consequently, CFPA adopted a passive strategy vis-à-vis the FPAs; that is, they chose to wait and respond to FPA's requests.

The project encountered some problems with this approach. One problem was the FPAs inability to identify needs and to make timely requests to CFPA. Another problem was that the CFPA, at least initially, was not organized well enough to respond fully to the requests that did come in.

It might have been preferable for the CFPA Secretariat to have taken the initiative, and to have more actively pursued areas of mutual interest with the FPAs. However, the CFPA was probably not in a position to play a leadership role due to its newness as an organization, as well as the relative inexperience of its staff. Several other reasons were given for the CFPA's passivity to the FPAs' strong orientation toward the WHR, the unsettling experience of the CFPA Secretariat in the late 1970s, and the FPA's strong sense of autonomy. The more aggressive role might not have been well accepted by most of the FPAs.

The mid-term evaluation also described CFPA's tendency towards compartmentalization among the staff and its adverse effect on "team work". This problem lead to the eventual departure of the publications and communications officers in June 1982.

A full time consultant was hired to produce the CFPA Bulletin. This consultant later recommended that a single inexpensive publication be produced combining the best features of the two CFPA publications. As a result of this recommendation, CARIFAM news was launched at a cost equal to a third of the cost of the previous publications.

The mid-term evaluation recommended changes in the job titles of the program officers and of the program coordinator. The mid-term team felt a change in titles and a more flexible definition of roles for the program officers would reduce some of the problems caused by compartmentalization. Program officer's titles may have changed but their job functions, at their insistence, have remained very much the same. Thus, the impact of the change appears to be insignificant. The executive committee also made the decision not to change the title of project coordinator in order to reflect more than just an administrative position. The incumbent is happy with this decision.

As project coordinator, Mr. Anthony Ribiero has demonstrated remarkable skills. He is an administrator capable of sorting out difficulties and tensions that have affected CFPA's start-up - particularly during the first year of the project.
As a result of the initiation of national I&E plans for St. Vincent, St. Lucia, Antigua, Montserrat and St. Kitts-Nevis, two new I&E consultants were hired in March and September of 1983.

With the hiring of these last two full-time consultants, CFPA now has six full-time professionals. In general, CFPA staff have proved themselves and have responded effectively in producing materials and providing technical assistance. Job descriptions are attached to every staff contract; the lines of authority and formal communication are clear. Given the small staff and the need for flexibility and teamwork, the organizational structure seems appropriate.

After severe difficulties initially, CFPA has developed a structure that can respond effectively and quickly to requests made by FPAs. The CFPA structure now allows for a more activist approach in anticipating FPA needs and in suggesting areas of assistance. The planning process is conducted appropriately and an annual work plan detailing activities, datelines, and responsibilities was developed by the CFPA staff with collaboration from the project director and other WHR staff.

An adequate reporting system for assistance requests has also been developed. Information on the objectives, duration, consultant and cost of assistance provided is carefully filed.

The problem of compartmentalization mentioned in the mid-term evaluation still exists. According to some CFPA staff members there is a need for greater sharing of information in order to keep a clearer perception of overall follow-up and accomplishment of objectives.

The evaluation team feels that the mid-term evaluation report's recommendation for periodical meetings at regularly scheduled intervals is still valid. Periodic staff meetings for discussion of work plans, follow-up, and to provide an opportunity for information exchange, discussion of responsibilities, introduction of consultants, and other appropriate matters are also recommended. Meetings with well defined agenda and set time limits, are not unduly time consuming and do facilitate the clarification of roles and creation of team spirit.

Another recommendation of importance to the managerial and decision making process is the strict adherence to the information system design by the CFPA. Appropriate information, collected in a timely fashion is essential for sound managerial decisions and planning. Therefore, information on assistance provided, requests received, requests approved, impact on FPA's program, and identification of training targets by occupation, age, and socio-economic status, constitute some of the most important data that should be collected and analyzed regularly.

4. Institutional Development

Since the CFPA was founded in 1971 its main function has been to represent the 18 Caribbean family planning associations before the IPPF and to
hold an annual regional meeting. The CFPA consisted of a board of directors and an executive secretary. Then, provision of assistance was not possible. The CFPA had no image as a programmatic entity since it had no program staff, nor operations to speak of. Now CFPA has a board of directors responsible for program activities in addition to its representational function. It has a staff of six professionals, a record of materials produced in response to demonstrable family planning needs, and a record of assistance to FPAs. Moreover, the CFPA now has an organization that can respond effectively to regional needs.

With regard to staffing, the CFPA has recruited a core staff whose technical skills and managerial experience are sufficiently developed to permit flexibility in carrying out and subcontracting work. Team work and follow-up, however, are two areas in need of improvement.

Through the Project Advisory Committee (PAC), CFPA has benefited from association and participation in activities with other regional agencies such as CARICOM, PAHO, University of the West Indies, University of Guyana, the Development Agency of the Caribbean Council of Churches, the University of Suriname, the Commissioner of health in Aruba and the UN Fund for Population Activities. The PAC has contributed to interagency collaboration, a difficult task in the Caribbean, and has helped to establish CFPA as a visible, active, and effective regional organization. Today, CFPA programs are well known in the region, and statements by representatives of regional organizations indicate that they see an important role for CFPA in the Caribbean. Based on this and other information the team concludes that the CFPA has raised its own public profile as well as stimulated greater regional awareness of family planning.

D. General Observations and Conclusions

After some initial start-up difficulties and staffing problems, the CFPA secretariat, the WHR and the four executing agencies have achieved most of the targeted goals. CFPA has become a viable regional service agency. CFPA and WHR made good management decisions during the life of project to accelerate implementation. CFPA is ready to assume more responsibility. Overall, WHR and CFPA achieved approximately 95% of the project's total scope of work. Based on their overall performance, CFPA and WHR merit additional funding for strategically important family planning activities.

E. Special Issues

1. National vs Regional Approaches

The CFPA, as the only regional non-governmental organization working exclusively in family planning, plays a special programmatic role in assisting not only its FPA members but also government programs. The Health Division of the Caribbean Community (CARICOM) Secretariat is CFPA's counterpart in the public sector. The evaluation team judges that such regional efforts are important to program success at the local level. Overall, a mixture of national and regional activities will produce the most effective family planning program.
The CFPA has transformed the need for a regional service organization into a reality. They have helped to identify local needs, consolidated them and provided assistance in a timely fashion which was met with good acceptance by the local organizations. Overall, the CFPA has introduced some standardization in programmatic activities and economies of scale such as the design and production of educational materials as well as training. CFPA could and should expand its services to include other areas where the team believes that the regional approach will have clear advantage: evaluation, project development, policy analysis and definition, and resource development. In the team's opinion, working with the regional approach has saved money and lifted the quality of the program.

2. Cost Effectiveness

Doing business at the regional level certainly allows for standardization and economies of scale with regard to certain activities. Some activities simply must be done at the local level. Then, the question becomes which regional body can most effectively do the job, i.e. CFPA, UWI, CARICOM, WHR, IPPF/London, Tulane University, Futures Group or some other organization. Which can do the job only at the same price as other organizations then other criteria can be used to select an entity.

In general, the CFPA appears to be the most cost-effective way to have accomplished the three majors activities carried out under this project: technical assistance, I&E design and production, and training (Illustration 1).

With regard to technical assistance, the team estimates that CFPA operated at 60 to 70 percent of the cost of its nearest competitor. For example, WHR or Futures Group or a US-based universities would pay more than CFPA for both long-term and short-term consultants, in addition to higher airfares. The CFPA, by relying on Caribbean-based experts can, of course, pay substantially less. However, the per diems and local travel cost are about equal. Illustration 1 summarizes these points.

According to CFPA financial records, some $140K was spent on technical assistance. The team estimates that a similar amount of technical assistance supplied by WHR or an internationally-based consulting group would have cost at least $200K. As indicated earlier, the quality of technical assistance provided by CFPA was quite good and seemed comparable, if not superior, to that which any other firm would have provided.

With regard to staffing a regional Caribbean organization, the team also finds CFPA substantially cheaper than alternative agencies. CFPA can place professionals in the Caribbean at nearly one-half the price of an international consulting firms. CFPA overhead expenses and direct administrative cost also appear to be substantially cheaper. No doubt staffing an organization outside the Caribbean or in Barbados would have cost more.

The team recognizes that other Caribbean consulting firms may have been cheaper than international firms. However, it is unlikely that they
**ILLUSTRATION 1**

**CFPA RELATIVE COST EFFECTIVENESS**

1. **TECHNICAL ASSISTANCE**

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2. **STAFFING**

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<tr>
<td><strong>Telephone to Caribbean</strong></td>
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3. **I&E PRODUCTION**

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<tr>
<td><strong>Production</strong></td>
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</table>
would have been cheaper than CFPA. Caribbean consulting firms would probably charge a higher daily rate for professionals and would demand a certain level of profit, thereby making them more expensive than the CFPA.

With regard to I&E production, CFPA has assembled a team of skilled, experienced I&E professionals which can not be found in any similar organization in the Caribbean. The CFPA was able to attract the best people from the local FPAs as well as from outside the FPA system. Any other organization would probably have had been less successful in attracting FPA personnel. Since the FPAs see the CFPA as "part of the family", it was easier for local FPA staff to leave. Also, CFPA was aware of the best people in the region because of their long experience in family planning. Thus the CFPA began with considerable advantages in recruitment of staff. Others organization would probably have taken more time and expense to recruit the same quality staff. With regard to AV production, CFPA utilized a competitive bidding process to find the lowest cost supplier for the project. Depending on availability, price and quality criteria, purchases were made either in the U.S. or in the Caribbean. It appears that no other organization could have produced and delivered the required AV materials more cheaply than CFPA.

3. Commitment to CFPA

CFPA has built commitment for its program among its organizational colleagues, such as WHR, the FPAs, UNFPA, CARICOM, PAHO, Caribbean Development Bank, UWI, and CADEC. According to interviews held with individuals working in many of these organizations, the project had a neutral to negative image in the Caribbean when it began due to both program failures and political rivalry. Today, however, largely due its successful effort under this project and other activities, CFPA now enjoys a positive image. Other Caribbean organizations are ready and willing to collaborate with CFPA.

WHR has consistently supported CFPA. WHR's counterpart contribution was a significant addition to this project and, in the end, went beyond its original commitment, especially in staff time dedicated to this project (e.g. Rene James in AV production and Victor Papa in personnel). Moreover, WHR did not charge its normal overhead on the project. If WHR had applied its accepted AID overhead rate, this would have resulted in additional costs to the project of $75K. In lieu of the overhead charge on salaries, the grant paid $14K for the direct cost of telephone, cable, stationery, etc; resulting in a net savings of $50K for the project.

Both the Executive Director and Chairman of the Board of WHR, Dr. Sanhueza and Jill Sheffield, stated that WHR is willing to contribute more in time and financial resources to CFPA. Already WHR has recommended a significant increase in grant support to CFPA for 1984 and 1985. More WHR program advisors will be working in the Caribbean in 1984 than in 1983. Jill Sheffield also promised to give consideration to additional requests from CFPA, if some of the Secretary General's discretionary fund is given to WHR. The evaluation team believes that WHR commitment is a crucial element of CFPA's success, and that this commitment seem likely to grow in the future.
Another positive sign is that confidence in CFPA also appears to be growing. Nearly every FPA Executive Director interviewed by this team acknowledged the contribution of CFPA to their local programs. They all look forward to additional assistance. Some indicated that in the future they may be willing to pay a small fee-for-service for CFPA assistance. Over the longer run, FPAs may be willing to pay a larger membership fee or contribute in some other way to the costs of CFPA operations.

Both the UNFPA resident population advisor in Jamaica and the Chief of the CARICOM Health Secretariat have expressed support and appreciation for the CFPA. Other members of the Program Advisory Committee have also demonstrated interest by their participation in the annual meeting held to review CFPA progress.

In sum, CFPA has built much of the goodwill and commitment necessary for the successful implementation of its program. In so doing, they have challenged their colleagues to redouble their efforts.

4. Financial Self-Sufficiency

Currently, CFPA is dependent on WHR and AID for the bulk of grant support. AID contributes $220K annually and WHR $85K annually in direct grants. WHR also provides a total of $150K in counterpart by providing staff, travel, per diem and office expenses directly related to this project. FPAs also provide significant counterpart contributions, conservatively estimated at $50K per year. This would include, for example, distribution of materials, free radio time to air CFPA productions, staff time, and local transportation. Overall then, AID funded approximately 50 percent of the total funds necessary for this project.

When the team asked WHR and CFPA what would happen if AID funding was no longer available for the kinds of activities authorized under this grant, i.e. AV production, training, and technical assistance, they both responded with an estimate that the overall program would have to be reduced 50 to 75 percent. CFPA would probably have to reduce activities across the board, rather than eliminate certain parts of the program. With regard to financial resources, it appears that in the short run at least, the CFPA would become almost totally dependent on WHR.

Over the longer haul, CFPA plans to raise grant funds from other international donors, increase fund raising (some has already been done) and charge a fee for its service, whenever that is appropriate. The team estimates that over the next three to five years CFPA could become significantly more self-sufficient.

If AID were to continue support to CFPA, it is possible that both a larger program and a greater degree of financial self-sufficiency would be reached under the following scenario:

1. AID contribution remains constant at $250K per year;
2. CFPA generates $50K in cash from fund raising and fee-for-service;

3. FPAs contribute $150K to CFPA in membership fees, donations and/or fee for services.

4. WHR increases its grant contribution to equal AID's contribution ($250K) over the next three to five years and maintains in-kind contributions.

**BUDGET SCENARIO**

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<tr>
<td>% AID Dependent</td>
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Therefore, at the end of three years, CFPA could reduce its level of AID dependence to 27% from 42% and also expand its program.

5. Coordination with other population programs

After reviewing the work program of the FPA and the local Ministries of Health, the team believes that CFPA nicely complements local programs. Coordination and cooperation in planning and implementation is also strong between CFPA and CARICOM regional officers. For example, CFPA participates in CARICOM's medical and development policy work under project 0139 by providing technical experts. CFPA coordinates with WHR/Barbados which executes project 538-0039. According to Angela Cropper, WHR's program coordinator in Barbados for 538-0039, detailed planning had been done with CFPA to avoid duplication. Ms. Cropper would welcome more support from CFPA in the future. If CFPA funding is sharply cut-back, 538-0039 will have to make new arrangements for technical experts, materials, and I&E support. The project director for 538-0039 and 538-0050 deserves credit for the degree of coordination taking place between CFPA and WHR/Barbados.
6. CFPA Impact

To capulize our assessment, we could conclude by stating that the ability of CFPA to meet the glaring need for educational material is evidenced by the following:

- additional requestes by CFPA members for more materials - both existing and new;

- frequent requests for new material from other Caribbean family planning professionals in the region, both in the public and private sectors, and their willingness to pay for these materials;

- requests for CFPA materials from family planning organizations outside the CFPA region;

- broad use of CFPA materials in the field, e.g., government and FPA clinics;

- commitments of MOHs to continue to display and distribute materials through their channels;

- positive comments from users on the effectiveness of the materials in reaching the consumers; and

- positive comments on the professional appearance of the new materials (and indirectly the effect they have on upgrading the image of family planning programs).

Nevertheless, several improvements in the I&E program are needed:

- the approach to reaching influentials through the CFPA newsletter needs to be revised in favor of more efficient means; and

- I&E management information systems have to be strengthened to enable the CFPA to better track the distribution and use of its materials.

CFPA's impact has been felt in other areas as well:

- training has been well received and additional workshops are frequently requested by FPAs (but some FPAs have taken more advantage of these resources than others). CFPA should more actively seek to provide counsel to selected FPAs in areas of greatest need, e.g., fund-raising;

- technical assistance was provided by effective professionals who were able to work closely with management on key problems;

- exchange of experience provided low-cost on-the-job training to FPA staff which accelerated project development and implementation; and

- community-based projects increased the use of contraceptives and laid the groundwork for expansion of this innovative approach under 538-0039.
II. RATIONALE FOR PROJECT EXTENSION

In 1979, RDO/C began the development of its population program during a period of heavy UNFPA support and little tangible success in the public sector. While it was clear that FPAs needed upgrading, the way to do so was not obvious. A regional program was only an idea. CARICOM was not yet motivated to action and CFPA was in the process of defining its programmatic role. Unmet demand seemed apparent, but contraceptive prevalence surveys (CPS) were unavailable to document this need. At that time, RDO/C made the decision to support both public and private sector programs based on findings of the CPS surveys. RDO/C decided to support development of regional organizations because of their obvious economic advantages and its mandate to work with regional agencies. RDO/C decided to encourage CFPA and CARICOM to take action. RDO/C judged that both organizations would impact favorably on their local counterparts, FPA and MOHs, and that coordination at the regional and local levels could be achieved. RDO/C decided to concentrate its program on two areas: service delivery and policy development. Both the public and private sector would play a key role in each.

RDO/C moved ahead with assistance for the start-up of a CFPA program in the hope that CARICOM would soon demonstrate an interest in carrying out a regional program with the public sector. RDO/C wanted to stick to its holistic approach of combined public and private sector participation. After a successful meeting of the CARICOM Health Secretariat wherein family planning was raised as a concern calling for action, CARICOM appeared ready to more vigorously support family planning.

However, because of limitations in CARICOM's implementation capacity, CARICOM and RDO/C agreed to a more limited role for CARICOM. A large amount of work under the RDO/C population strategy was still not assigned to a responsible executing agency. After carefully examining its options, such as an AID direct bilateral government contract, the use of single or multiple contractors based on competitive bidding or a single WHR contract, RDO/C decided that the last option would best assure implementation and the least problems in coordination. Thus, the division of labor and responsibility between the public and private sector could be done more harmoniously between WHR, CARICOM, and RDO/C.

Along program lines, the plan of action called for CARICOM to focus on medical and population policy; WHR to contract with local governments for expansion of services; and CFPA, through a sub-contract with WHR, to conduct I&E and training in support of government programs as well as strengthen its member affiliates and inform leadership regionwide on the current issues in family planning. The division of labor was based on the relative strengths and weaknesses of each organization. In the opinion of the evaluation team, much would be lost strategically if any of these elements were weakened.

The team feels that a diminution of support for CFPA at this point would indeed jeopardize the overall RDO/C strategy. CFPA has several key functions to carry out: I&E support to FPAs and MOHs; specialized training for teachers and fieldworkers; and the strengthening of its FPAs to more effectively fulfill their proper role. CFPA should remain a prestigious organization that is able to inform people about population issues and to bring together diverse
groups into agreement on the importance of family planning. In our observation of the Caribbean context, neither the WHR nor the individual FPAs appear to be capable of performing this role. The WHR can provide useful assistance to the CFPA, but it would not be as effective in an independent role because it is not a Caribbean organization. It is a Western Hemisphere organization. Furthermore, WHR is more expensive. Our ultimate goal is to establish CFPA as a vital member of a Caribbean team, which includes CARICOM, FPAs, MCHs and CFPA. Only for special reasons should WHR continue to be the executing agency for RDO/C support. Two such reasons are: the newness of CFPA and the need for coordinating 538-0039 and 538-0050 at this time. The team, therefore, recommends continued support of CFPA activities with oversight and monitoring by WHR. Such support would contribute greatly to maintaining the integrity of the Mission's population strategy and achieving the goals stated therein.

As indicated previously, the team believes CFPA can play its role successfully and can grow as an regional resource.
A. Purpose of Grant

The purpose of this grant is to encourage the wider acceptance of family planning in the Caribbean and to improve the capacity of CFPA members and the CFPA itself to deliver family planning service and assist public programs.

The specific objectives of this grant are:

1. To assist CFPA affiliated family planning associations (FPAs) and governments of the English-speaking Eastern Caribbean in the design and implementation of National Information and Education (I&E) Plans for motivating increased practice of family planning.

2. To provide technical support to the above-mentioned national I&E plans by:
   
   (a) Training selected field workers of FPAs and governments in communication/counselling techniques and family planning, and
   
   (b) Making available to each country adequate supplies of audio-visual materials, namely, posters, pamphlets, slide/tape and video productions.

3. To develop and implement a regional I&E program complementing the national ones.

4. To continue to provide technical assistance to member associations in the Eastern Caribbean in areas such as evaluation, management, medical/clinical, fund raising and project development.

B. Project Description

1. I&E Program

CFPA's I&E goals are to 1) decrease the number of unwanted, unplanned pregnancies; 2) decrease the high incidence of teenage pregnancies; and 3) make family planning an important priority among leaders at the national and regional level.

With these objectives in mind, the primary goals of an I&E program are to: 1) narrow the gap between family planning knowledge and practice – particularly among teenagers; 2) involve men more deeply in the family planning process; and 3) continue to promote family planning among national and regional influencers.

In the initial grant the majority of effort was placed on the production and distribution of a wide variety of information and education materials, as well as on providing appropriate training and technical support. For the future, it is important that this project have a more precise strategy, focus on fewer target audiences and implement information feedback systems to keep the program on target and measure results. To
accomplish this, CFPA will develop a comprehensive three-year I&E Strategy and Plan for RDO/C prior to implementation of the grant. This plan should follow the recommendations made in Appendix D of this report and will include at least a definition of three key audiences, a strategy and means to reach them, a budget and an evaluation plan. The key audiences appear to be: young teenage girls, new mothers, younger men, and family planning "influentials". The strategy for communicating with each audience should, at a minimum, address the key benefits to be derived and barriers to be overcome in motivating the audience to follow effective family planning practices or, in the case of "influentials", to support new family planning programs. All materials, however, should reflect a common strategy. This would apply to radio spots, brochures, posters, etc. The CFPA plan should call for broad and timely distribution of materials so that they will reinforce each other. This plan should be updated each year and presented to AID for review and approval.

2. I&E Tasks

In addition to the development of an I&E plan for CFPA along the lines described above, the project should include the following I&E activities listed under the four headings which the team feels represent the most important family planning audiences.

A. General Audiences (Three important segments - Young Mothers, Young Men and Teens)

1. A Regional Radio Campaign

   This will consist of a minimum of twelve 30 second spots each year to be aired during six months of the year. Ideally the campaign will consist of three different "campaigns or themes" of up to 8 to 12 week duration which focus on different audiences. Selection of times and programs will depend upon the audience, e.g. spots to reach men should be scheduled with sporting events. Messages should be produced to allow FPAs to record their own identification over the last 5 seconds. Finally, CFPA should make every attempt to gain additional public service time or reduced commercial rates through local FPAs.

2. Posters

   Each year a minimum of 3 posters (one for each of the principal audiences and/or themes) should be printed and distributed. If economics can be gained by developing and printing all at the same time this should be done, but distribution should be timed so that materials are received annually. If practical, the CFPA should examine the alternative of distributing posters twice a year - for example, distributing two initially, then a third poster six months later.

3. Slide/tape and Video Tape Programs

   At least two new slide/tape or video programs should be produced and distributed each year to all FPAs for their use. If practical,
distribution should be spaced throughout the year. These versions should incorporate local footage from all the islands for which CFPA has film clips and, like other I&E materials, should focus on appropriate themes, e.g. the role of men in family planning.

4. Brochure Reprints

Reprints should be made of the seven brochures on reproduction to keep the FPAs and other family planning outlets adequately supplied.

Reprints of the general piece, "Preventing Pregnancy" should also be made, unless it is desirable to edit this pamphlet to reach a lower educational level before reprinting.

5. New Brochures

Two new brochures should be developed immediately: one to focus on the reproduction process and another aimed primarily at young men. If appropriate, these new pamphlets might be tied to the new I&E themes.

6. Field Worker Training

CFPA should provide technical assistance to FPAs and governments in the design and implementation of in-country training programs for field workers so as to improve their knowledge of family planning and their communication/counselling skills. At least one in-country workshop (5-10 days) will be held per year in each country.

7. National I&E Plans

CFPA should provide technical assistance to seven member FPAs and governments in the design and implementation of annual National I&E plans for mass dissemination and face-to-face activities. Three (3) technical advisors will be assigned to this task.

B. Teen Audience

1. Production of Teaching Materials Materials for Use in Schools

To support the work of teachers in family planning education, CFPA should produce an array of teaching materials for use in schools including:

i. Teaching manuals/handbooks.

ii. Simple text materials/brochures for students (which can also be used outside the schools).

iii. A new video and slide/tape program each year geared for in-school use and a modest edition for use with youth groups outside school.
2. **Training of Teachers in Family Planning Education**

To address the special I&E needs of teenagers in the school systems, and orient teachers in the use of the new curriculum and materials, CFPA should undertake a training program for teachers in family planning education as follows:

i. An annual six-week training course for 25 - 30 teachers from the Eastern Caribbean. This course will be held in Antigua.

ii. Follow-up in-country training workshops for selected teachers, using trainees from (i) above as local coordinators and resource persons. One annual workshop per island in the Eastern Caribbean is scheduled.

3. **Test of Alternative Program for Reaching Teens - Comic Books**

Teens are perhaps the most important audience for an I&E program, since it's considered easier to alter behavior patterns in younger people. Yet reaching teens through conventional media presents a number of difficulties.

CFPA should, therefore, experiment with non-conventional media to reach teens. Since a comic book format has already been developed by the St. Vincent FPA, this option should be tested first. If the text is not teen-oriented enough, it should be modified and given to a small sample of teenagers for reaction.

A limited number of inexpensive copies of these books should then be distributed by professionals in 2 or 3 islands to assess reactions of teens on a broader scale. If at this stage the reaction is positive, a larger printing should be made for wide distribution and a follow-up series developed.

If results of the teen comic books are not encouraging, CFPA should experiment with other ways of reaching teens, e.g. books, cinema features, etc.

4. **Video features**

As part of their effort to reach teens, CFPA should also explore the use of popular video tape programs in community meetings. A modest fee could be charged afterwards, and a message on family planning included. Based on the results of experiments with this approach, and assuming that a successful approach can be developed, other FPAs should be encouraged to use these results for development of their own program.

C. **Influentials/Family Planning Policy Makers**

1. **Article Placement**

In keeping with the recommendations included in "A Public Information Program for CFPA" submitted February 8, 1982 by Tony Best and
Associates, CFPA should regularly distribute press releases and help develop feature stories on family planning for broadcast and print media. CFPA should assign these responsibilities specifically to one person to ensure systematic placement of appropriate stories.

2. Special Mailings

CFPA should also plan regular mailings to influentials and policy makers which keep family planning issues and CFPA before them. These mailings might include a summary and/or copy of a recently completed study, CFPA's annual report, or results of a recent workshop.

3. National Radio Magazine Items

Based on broad interest in the radio magazine format, and the ability to produce and schedule similar programs at no cost at the national level, every FPA should be encouraged and helped to develop regular radio shows which address the issues of family planning and if possible allow for listeners to call in questions.

D. Evaluation

I&E programs should be assessed on the basis of three kinds of measurements:

1. Formative Measurements

At the early stage of developing materials two measures can be undertaken to refine the final product.

A. A Readability test to measure the reading level of all printed materials. There are several techniques available, the two most popular being FOG and SMOG. Both can be applied at no cost with the aid of a simple formula.

B. Focus groups with a limited number of people recruited from key audiences. Since it is so important to reach teens good materials, CFPA should plan to conduct at least three focus group sessions - one with teenage girls, one with teenage boys, and one with a mixed teenage group.

A focus group consists of 10-12 individuals who are recruited separately and who, ideally, do not know each other well. Participants are usually paid a small fee. A moderator solicits their discussion of issues (in this case related to family planning), then reviews the discussion using specific evaluation materials which measure comprehension, strong negative or positive reactions, etc.

For those who are developing materials, this method offers an opportunity to gain new insights about the target audience before considerable investments are made in the final product. Because this approach is qualitative, and participants are not representative of every island and
ethnic group, it provides only a check on the creative process, not a quantitative assessment of their ultimate effectiveness. But it is helpful at the design stage and it is an inexpensive process which is particularly valuable to those who might develop materials in isolation, or might be too close a perspective on family planning.

The products which can be examined with teenage focus groups while still in the rough stages include: classroom materials/brochures, radio script/program scripts, comic book drafts, and slide/tape and video programs.

2. Process Measurements

During implementation of an I&E program, measurements can be obtained which allow for mid-course corrections and provide a better understanding of what happened when the final results are measured. The following process measurements should be instituted by CFPA.

A. Distribution Reports on the number of posters and brochures placed by FPAs, and where they were placed, e.g. clinics, schools, recreation centers, etc.

B. Presentation Reports indicating number of FPA presentations made, audience size and demographics, video and slide/tape shows used, etc.

C. School Reports indicating success in using the new curriculum, by number of schools, students reached, etc.

D. Advertising Placed which would indicate number of announcements, media, and costs.

E. Editorial Coverage showing editorial coverage in broadcast and print media on both CFPA and family planning issues.

F. Training Reports indicating subject, number of attendees and results of participant evaluations.

3. Outcome Measurements

Finally, to assess the success of CFPA's I&E program to reach target audiences, build awareness/knowledge, and change behavior, the following steps should be taken:

A. Follow-up Contraception Prevalence Surveys

Planned for 1986 (under AID Grant 538-0039) contraceptive prevalence surveys should include questions to evaluate the I&E program funded by this and the previous project.
B. FPA Data

Data should also be gathered at least annually on items of keen interest to FP programs, i.e., teenage pregnancies under age 15, number of acceptors in program, number of inquiries and source of inquiries.

C. Survey of Influentials/Policy Makers

Since little is known about leaders' attitudes toward family planning issues, the CFPA, and other issues, a modest survey should be undertaken. The results will be helpful in refining future I&E programs aimed at this group, and will serve as a baseline against which to measure future progress.

E. I&E Staffing and Production Considerations

CFPA appears to have the capability of producing all the proposed materials and conducting all related training with current staff provided that WHR continues to assist in the design and production of print material.

With the addition of Lucella Campbell to CFPA staff, who has had advertising experience, CFPA now has the ability to develop and place its own radio advertising. Under the previous grant, this work was done by sub-contract through Corbin Computon Limited. However, given the demands on her time, it may prove necessary for CFPA to again sub-contract the radio advertising.

Finally, FPAs have requested video cameras to give them the option of producing their own video programs. But, when you consider Orville Campbell's experience in video production and the lack of production skill at the local level, it would appear to be impractical to provide FPAs with equipment. Orville Campbell should, instead, travel extensively to produce materials with a local flavor.

Although CFPA would benefit from having its own video tape editing equipment, it is not clear that this investment would be cost effective. CFPA should submit a separate proposal justifying the investment.

2. Technical/Management Assistance

A. Technical Expertise

The purpose of this activity is to provide 30 person-weeks of technical consultants to assist in improving CFPA member associations. Technical assistance will be provided for work in evaluation, medical/clinical services, information and education, training, and other areas as deemed necessary. CFPA, in collaboration with WHR, will conduct an assessment of FPA needs in the above areas and will solicit requests for technical assistance from FPAs using standardized request forms. The type and nature of assistance will be mutually agreed upon. Copies of the FPA requests will be forwarded to WHR.
Each time technical assistance is provided it will be evaluated. Evaluation will be conducted on the basis of the following documents. Consultants will submit brief reports to the CFPA indicating (1) the objectives of such assistance, (2) duration, (3) work site, (4) actions taken, (5) recommendations, and (6) any required follow-up. This report should be submitted within two weeks of the conclusion of such assistance. The report should be discussed at least orally with the FPA prior to the consultant's departure.

The CFPA will send a copy of the final report to the FPA and will request a written response from the association within two weeks of receipt indicating agreement or disagreement with the report.

B. Upgrading Management

In order to improve the quality of work of its affiliates, CFPA will provide a substantial amount of technical assistance in project development and management.

As part of its assistance in this area, CFPA will conduct one seminar in the area of project development and management in the first half of the first year of the project for 14 representatives of Caribbean family planning associations. The seminar's objective will be to increase the FPAs' ability to clarify objectives, develop step-by-step plans for project implementation, and to enhance essential project management skills. WHR will provide a program advisor to conduct this seminar with the help of one international consultant hired by CFPA.

The seminar will include a session on organizational assessment and diagnosis. Based on this preliminary organizational diagnosis and based on expression of interest from FPAs to begin follow up, two FPAs will be selected for follow-on projects.

An more complete organizational diagnosis of these two FPAs will be conducted in the second half of the first year of the project. WHR will provide a program advisor for two weeks to carry them out. Also, two weeks of a Caribbean consultant's time will be sub-contracted for the same purpose. The organizations diagnosis is designed to be a five day exercise. They are conducted primarily in order to determine the organization's health and managerial capabilities, and, if pertinent, indicate areas where strengthening is necessary. Necessary follow-up will be determined.

Two additional organizational diagnoses will be conducted in the second year of the project and follow-on projects will be funded, if warranted.

Two weeks of program advisor's time will be provided by WHR to conduct these diagnoses, and two weeks of Caribbean consultant's time will be sub-contracted. Follow-up activities should be scheduled to assist the FPAs with implementation during the second and third years of the project. It is anticipated that eight weeks of follow-up will be necessary. Four of these weeks will be provided by WHR and four weeks of consultant's time will be sub-contracted by the project.
Evaluation of these management activities will follow the same procedures described above in the previous section on technical expertise.

3. Technical Cooperation

This project will enable personnel of the CFPA member FPAs to share their experiences and to capitalize on the technical skills of other member associations.

The CFPA will solicit requests from the FPAs on standardized forms and will rank requests in terms of potential impact on the association's program.

FPA personnel participating in this project should submit reports to the CFPA within two weeks. These reports should indicate objective, worksite, observations, conclusions and recommendations. The same procedures described for evaluation under technical assistance should be followed for technical cooperation with minor modifications.

4. Fund Raising

CFPA will establish a technical unit to raise funds for its activities throughout the Caribbean. Since this would be a new unit, CFPA will first develop a detailed fund raising plan to include, inter alia, targets, major activities and a provisional budget. To do so, CFPA will hire a fund raising expert. After several months, a finalized plan will be presented to the CFPA Board, WHR and RDO/C for approval. Upon approval, AID will fund the cost of implementing the fund raising project. It is expected that the amount raised will exceed the cost of fund raising activities.

After the launch of a CFPA project, the CFPA fund raising expert will explore with member associations the feasibility of initiating fund raising activities at the local level. If feasible, the CFPA expert will assist the FPA in drawing up a proposal for approval by the FPA Board for submission to CFPA for co-funding. The FPA, under its contract with CFPA, will then implement a local fund raising program.

In all, CFPA should sub-contract for at least four (4) local fund raising projects in addition to carrying out its own program.

5. Regional Micro-computer Facility

CFPA will start-up a regional micro-computer facility for budgeting, evaluation, administration, and clerical tasks (word processing). To begin, WHR will assist CFPA in establishing its own system. In time, CFPA will provide computer services to local FPA, offering assistance with budgeting and forecasting, data analysis and perhaps larger word processing jobs. CFPA will work closely with WHR/NYC, WHR/Barbados and others, if necessary, to maximize compatibility of systems belonging to WHR/NYC and Barbados. This will permit sharing of software and experience and ultimately lower operational costs. CFPA will not engage in the development of customized software, but will rely on existing software packages. The entire effort is geared towards quickly bringing CFPA up-to-date with more modern office operations.
6. CFPA Operations

Project funds will be reserved to enable CFPA to provide regional office support for the effective administration of the project. This includes the full time program coordinator, two program officers, one long-term I&E consultant, one administrative assistant, two secretaries, and one maintenance person. The remainder of the work will be carried out by two short-term consultants for 18 months each.

a. Program Coordinator

This key individual will be in charge of the project office in Antigua. He will supervise the staff professionals, administer the various subcontracts, provide orientation to short-term consultants and be responsible to the Board of Directors and WHR for monitoring project activities. The project will provide 50 percent of the salary of the Program Coordinator who will also be conducting other CFPA business.

b. Program Officers

The project will employ two full time program officers who will work primarily in training and AV production. These professionals will operate under the direction of the Program Coordinator and will be responsible for design and implementation activities in their respective areas. In addition, they will participate in the CFPA project management team, which will meet weekly or bi-weekly to assess progress on this project. These professionals may also be assigned to other project tasks at the discretion of the Program Coordinator.

c. Long-Term Consultant

A long-term consultant, also supervised by the Program Coordinator, will work on three tasks simultaneously; the national I&E plans (1/3 of the time), fund raising (1/2 of the time), and publicity (1/6 of the time). This long-term consultant will also participate in the project management team. This professional will supervise two consultants working on national I&E plans as well as carrying out the fund raising and publicity program.

d. Support Staff

One administrative assistant (AA) and two secretaries will support the professional staff. The AA will supervise office work, do the bookkeeping and help with logistical support. The two secretaries will do normal secretarial work. Each of these three persons will, at a minimum, learn to operate the micro-computer for word processing purposes.

7. WHR Monitoring

Project funds will be reserved to enable WHR to provide home office support for the effective supervision of the project. WHR will assign a
project director (one quarter time) to have overall responsibility for the project. In supervising overall progress, the project director will monitor the CFPA/Antigua office and keep up-to-date on program implementation. The project director will also assist the CFPA Antigua staff in problem solving and major decision-making. In carrying out all of these tasks, the project director will be assisted by an administrative assistant (75% time) and a financial officer (15% time). These three professionals will occasionally travel to Antigua and other CFPA countries, as required, to fulfill their responsibilities.

8. Reports and Evaluation

a. Reports

The Grantee shall submit to RDO/C an Annual Plan of Action for the upcoming year no later than November 30 of each calendar year. The Grantee shall submit quarterly reports to AID which accurately reflect progress on implementation and full financial disclosure. All progress reports shall be submitted to the Grant Officer no later than forty-five days after the end of the reporting period. Separate financial reports shall be presented. The financial reports shall be submitted to AID using Standard Form 269 (7/76) and shall be due thirty days after the end of the reporting period.

b. Evaluation

A mid-project evaluation will be carried out in the second year of the project, and a final evaluation will be performed at the end of the project. Both evaluations are to be conducted by a team appointed by WHR and agreeable to RDO/C. The team will include representatives of WHR and CFPA and one or two outside experts. AID retains the right to disapprove any member of the evaluation team.

The Project Execution Committee (PEC) is a sub-committee of the CFPA Executive Committee. They will revise quarterly financial and progress reports on the status of the CFPA project and will advise the CFPA Executive Committee on action to be taken.

The Project Advisory Committee (PAC) will consist of representatives of various Caribbean institutions (governmental and non-governmental) who will meet annually to review progress on and future plans for the CFPA project.

The funds herein shall be used to finance items as per the attached Budget Summary which form part of this report.

A fifteen percent (15%) adjustment among individual line item categories in the budget is allowed without RDO/C approval. Any adjustment among the items which exceeds fifteen percent (15%) must be approved, in advance by the AID Grant Officer. Item 6 - WHR supervision - shall not exceed $298,000.
C. **Budget**

The total cost of the project amendment is $1.3 million. WHR and FPAs will provide counterpart estimated at $_________. The budget summary by project categories and contribution is presented on the next page.

D. **Implementation Plan**

E. **Special Conditions**

Prior to the stationing of long-term personnel and the importation or purchase of project related commodities, the Grantee agrees to secure appropriate government authorizations. Provisions 5, 7B, 7C, 12B and 12C of Attachment 2, Standard Provisions are omitted.

Prior to disbursement of funds for implementation, RDO/C shall approve CFPA's fund raising plan.

Prior to disbursement of funds for an I&E program, RDO/C shall (1) review and approve annual I&E plans and (2) assure itself that proper evaluation (formative, process and outcome) have taken place.

RDO/C shall approve the composition of the evaluation teams, mid-term and final.

RDO/C shall approve the detailed plans for microcomputer hardware and software prior to purchase of any equipment with project funds.
### I. MIE PROGRAM

#### A. Key Audiences

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#### B. Special Teen Audience

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<td>In-school Teaching Manuals</td>
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<td>Video</td>
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### V. CFPA OPERATIONS

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<td>Travel and Per Diem</td>
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<td>Office Expenses</td>
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<td>10000</td>
<td>30000</td>
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Appendix A
LIST OF REFERENCES


_______, Brochure.

_______, "Bulletin" (5 issues).

_______, "CFPA Open File" (6 issues).


Carlson, B. and C. Alleyne, Mid-Term Evaluation of Status, Services and Effectiveness of Caribbean Family Planning Project, APHA, 1982.

International Planned Parenthood Federation, WHR Sub-Grant Agreements with Caribbean Family Planning Affiliation, Grenada FPA, St. Kitts-Nevis FPA, and St. Vincent FPA, January 1981.


USAID/IPPF-WHR/CFPA, Grant No. 538-0050, Project Descriptions and Implementation Plan.

USAID/IPPF-WHR, Grant Agreements and Program Description (0039), 8/7/80.

USAID/IPPF-WHR, Grant Agreements and Program Description (0050), 7/30/82.

USAID/RDO/C, Project Files (538-0050).


WHR, Proposed Amendment to Project 538-0050.
APPENDIX B

LIST OF PERSONS CONTACTED

AID/RDO/C

Bill Wheeler, Director
Ted D. Morse, Deputy Director
Mark J. Laskin, Health, Population and Nutrition Officer
Neville Selman, Population Officer
Allen Randlov, Health Officer

WHR

Hernan Sanhueza, Regional Director
Benjamin Cruz, Deputy Financial Controller
Dr. Everold Hosein, Program Advisor and Project Director
Casey Margard, Program Assistant
Tirbani Jagdeo, Caribbean Program Consultant
Angela Cropper, Manager, Project 538-0039.

CFPA

Don Mitchell, President
Ted Cummins, Board Member
Anthony Riberio, Program Coordinator
Orville Campbell, Program Officer
Allison Lewis, Program Officer
Neville Samuels, Consultant
Matthew Roberts, Consultant
Lucella Campbell, Consultant Coordinator

Antigua FPA

Hazelyn Benjamin, Executive Director
Daisy Matthews, Formerly, Executive Director
Dr. Gweneth O'Reilly, President and CFPA Board Member

Barbados FPA
Charles Alleyne, Executive Director

St.Kitts/Nevis FPA
Ivan DeGrasse, President
Marlene Liburd, Program Coordinator
William Chaderton, Manager, CBD

St. Lucia FPA
Raymond Louisy, Executive Director

St.Lucia Ministry of Health
Sheila Nelson, Acting Permanent Secretary

St.Vincent FPA
Mavis Payne, Family Life Educator, Treasure

Dominica FPA
Lucille Blaize, Executive Director
Penelope Joseph, Volunteer, Board of Directors

Montserrat FPA
Joseph Weeks, Former CFPA President
Anne Ryan, Acting Executive Director
Dorothy Greenaway, Acting President
## APPENDIX C

**LIST OF COMMODITIES**

Funded by 0050

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<thead>
<tr>
<th>Organization</th>
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<td>Neo-Sampoon (El Salvador and Guatemala FPAs)</td>
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<td>4 Units</td>
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<td></td>
<td>40 Tubes</td>
<td>KY Jelly</td>
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<tr>
<td></td>
<td>200 Units</td>
<td>Pregnancy Tests</td>
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<tr>
<td></td>
<td>300 Units</td>
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<td></td>
<td>100 Units</td>
<td>Speculae</td>
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<td>Dominica FPA</td>
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<td>Montserrat FPA</td>
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<td>Neo-Sampoon</td>
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<tr>
<td></td>
<td>1 Unit</td>
<td>Manual Typewriter</td>
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<tr>
<td></td>
<td>1 Unit</td>
<td>Desi Calculator</td>
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<tr>
<td></td>
<td>1 Unit</td>
<td>Xerox Photocopier</td>
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<tr>
<td></td>
<td>1,200 Cycles</td>
<td>Microgynon (WHR)</td>
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<td>Filing Cabinet</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Neo-Sampoon</td>
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APPENDIX D

RECOMMENDED CFPA I&E PLAN

A. Basic Elements

1. A Communication Strategy for Reaching Each of the Most Important Audiences. Based on interviews with CFPA and FPA staff, the key audiences appear to be: young teenage girls, new mothers, young men, and family planning "influentials" (primarily government officials). The communication strategy for each audience should address the key benefits to be highlighted and barriers to be overcome in motivating the respective audiences to follow good family planning practices or, in the case of "influentials", to support new family planning programs. All materials aimed at any one audience e.g. radio spots, brochures, and posters, should reflect the common strategy.

To provide clear direction in the development of all materials designed to reach an important audience, it's helpful to develop a one page communication strategy which clearly spells out the target audience, communication objectives, key benefits to be featured, and reasons why this benefit is important. The following provides a sample communication strategy for young teens.

Sample Communication Strategy Format
(for one key audience)

1. Target Audience
   - young teenage boys and girls, ages 13-18
   - particular emphasis on lower socio-economic groups

2. Communication Objective
   - to convince teenagers to not take chances on having a baby until they have at least finished all their schooling and have a good job.

3. Key Benefit
   - freedom from additional economic hardships.

4. Support for Promise
   - kids cost money to feed, cloth, provide medical care, etc.
   - girls who have a child during school years won't complete their education, and thus are unqualified to compete for many jobs.
   - young children frequently tie down a woman's mobility making it more difficult to find work where or when there isn't someone available to help care for a child.
- boys, regardless of their sense of responsibility, can expect to receive frequent requests from the mother for financial support.

2. Good Coordination with Individual Country I&E Plans. While the emphasis may be on producing regional materials and programs, the distribution of new materials and plans for local training programs should be worked into the country I&E plans so the combined efforts of a regional and national I&E campaign can be most effective. For example, if regional materials are being developed with an emphasis on reaching young teens during the first half of 1984, radio messages, radio programs, posters and brochures and presentations should all reflect this emphasis. Further, any requests from FPAs for new materials should be reviewed in the context of a master CFPA I&E plan. For example, FPA or ministry requests for materials or training already planned by CFPA regionally, or for materials aimed at less important audiences or covering different themes would be denied on the basis of CFPA'S I&E plan; but requests which fall within the framework of the CFPA I&E plan could be supported if affordable. Up until now there does not appear to be a precise communications framework within which to make judgements on national requests.

3. Good Coordination in the Distribution of all Materials. Often, too much emphasis is on production and replication, and not enough on the distribution of these materials. The CFPA plan should call for broad and timely distribution of materials so they will reinforce each other. For example, if the CFPA I&E Plan calls for reaching young teens - radio spots, posters, brochures and video tapes should be distributed through appropriate channels to reach consumers at the same time and enhance the total communication impact. This means longer production schedules for some products, e.g. involving four-color printing, must be coordinated along with more involved distribution programs, (e.g. posters versus radio spots) so messages reach consumers at about the same time.

4. Good Coordination among all CFPA Activities. Other activities such as training, technical assistance and public relations should be timed to support one another. For example, training might tie together a school program with a special mass media effort aimed at teenagers; public relations might also time the placement of an article or press release to a new CFPA program which will support a special I&E emphasis.

5. Pilot or Test Programs. To explore innovative I&E ideas before making a considerable investment on a large-scale regional basis, promising ideas should be explored in a rough format on a very modest scale. For example, teenagers are a very difficult audience to reach and motivate through conventional media. However, several good ideas have been proposed by both CFPA and individual FPAs which can be tested, e.g. a teen book series, three minute features or "trailers" to accompany first-run movies in local theaters and special cinema shows which feature popular video-cassette programs and incorporate a family planning message. The best of these ideas should be produced in rough form, tried, and assessed before being produced in final form and duplicated for broader usage.
6. **I&E Management Information Systems.** Appropriate information systems must be established for three reasons: to track the implementation of I&E programs, to enable managers to make mid course corrections, and to assess the overall impact. These systems will enable CFPA to refine materials during their development, follow their distribution and use, assess the value of workshops and technical assistance and evaluate the final outcome.

B. **I&E Regional Strategies**

In deciding on the specific tasks or projects to be included in the CFPA I&E Plan, the following strategies appear to be the most appropriate based on the evaluation team’s review of the initial grant:

1. **A Limited Focus versus a Scatter Plan**

A limited number of audiences and themes must be selected to provide a clear focus for the new materials and activities. Too many audiences and too many themes will dilute the impact and ability of CFPA to reach important groups effectively with limited funds.

2. **Threshold or Minimum Investments**

Most I&E activities require a minimum investment to be effective. For example, if radio advertising is to be used effectively, a minimum number of spots per week, and minimum number of weeks should be scheduled to break through the clutter and register with the desired audiences; and if posters are to be designed, a minimum number of copies must be printed to be genuinely helpful.

3. **Continuity**

Deep-seated attitudes and behavior take a long time to change. Therefore, CFPA must plan to sustain long-term information and educational programs which will continue to reach important audiences throughout the year and for years to come.

Even after attitudes and behavior begin to change, follow-up communication is needed to reinforce the new behavior.

4. **Material Refreshment**

While some materials will have a life cycle of many years, such as the brochures on contraceptive methods, others must be regularly replaced in order to remain effective, e.g. posters, 30 second radio spots, radio programs and video tape programs. Thus planned obsolescence must be built into the I&E program.

5. **Regional Materials versus National Materials**

To the extent possible, production of materials should be undertaken regionally for all FPAs because of the economies gained in production and
duplication, e.g. most printed materials such as posters, brochures, and field worker kits/notebooks. In other cases core materials can be developed for national tagging and adaptation, e.g. 25 second radio announcements which allow for 5 second live tags by FPAs, and video-tape programs which integrate local footage. Finally, in some instances, national materials must be developed to meet unique local needs.

6. **Appropriate Training To Ensure Best Use Of I&E Materials**

To be certain FPA staff can take full advantage of new materials, and appropriately complement their use with effective presentations, regular training programs must be scheduled.