

CLASSIFICATION ISN-31678 2630020/15  
**PROJECT EVALUATION SUMMARY (PES) - PART I**

Report Symbol: 1046

<b>1. PROJECT TITLE</b>  Integrated Social Work Training Centers	<b>2. PROJECT NUMBER</b> 263-0020	<b>3. MISSION AID/W OFFICE</b> USAID/Cairo
<b>4. EVALUATION NUMBER</b> (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Group, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>81-7</u>		
<input type="checkbox"/> REGULAR EVALUATION <input checked="" type="checkbox"/> SPECIAL EVALUATION		
<b>5. KEY PROJECT IMPLEMENTATION DATES</b> A. Firm PRO-AG or Equivalent FY <u>77</u> B. Final Obligation Expected FY <u>83</u> C. Final Input Delivery FY <u>83</u>	<b>6. ESTIMATED PROJE. FUNDING</b> A. Total \$ <u>11 m</u> B. U.S. \$ <u>4 m</u>	<b>7. PERIOD COVERED BY EVALUATION</b> From (month/yr.) <u>Sept. 77</u> To (month/yr.) <u>Nov. 80</u> Date of Evaluation Review <u>Jan. 81</u>

**B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR**

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., program, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p>Actions have been taken as follows:</p> <ol style="list-style-type: none"> <li>The PACD has been amended several times, the most recent to expire November 30, 1982.</li> <li>These PACD extensions have permitted continuation of technical services during the two years since the evaluation.</li> <li>The project's financial plan was amended to add money for additional technical assistance and participant training.</li> </ol>	E. Petersen	

<b>8. INVENTORY OF DOCUMENTS WHICH WERE REVISED</b> <input checked="" type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan <input checked="" type="checkbox"/> Financial Plan <input type="checkbox"/> PIOT <input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input checked="" type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P	<b>9. ALTERNATIVE DECISIONS FOR PROJECT</b> 4. <input type="checkbox"/> Continue Project without change 5. <input type="checkbox"/> Change Project Description 6. <input type="checkbox"/> Change Implementation 7. <input type="checkbox"/> Discontinue Project
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**10. PROJECT OFFICER AND HOST COUNTRY OR OTHER FIELD OFFICE OFFICERS**  
 AS APPLICABLE TO PROGRAMS AND TITLES

Project Officer: Paul Ruddy, USAID/Cairo  
 Other Officer: AD/OPPS

XD-BAH-211-A  
202 0026/17  
ISN-31679.

*Partial*

~~A~~ Interim Evaluation of the  
Integrated Social Work Training Project - 0020:  
A Report to USAID/Cairo

Grace Langley  
Contract 263-0263-S-00-1006-00

January, 1981

## SUMMARY

A Mission PES review was completed in 1979 and documented the slow beginning of project implementation.

Several contributing factors stand out above others:

Unfilled expectations of higher salaries hindered commitment of GOE staff;

Relationships of the various implementing agencies needed clarification; (A way of working needed to be developed.)

A sketchy implementation plan had not planned sufficient time for the many interim steps required to achieve the major milestones of establishing functioning training centers and social units.

From this slow start, that part of the project activity devoted to development of the Demonstration Training Center at Tanta has become productive. Major progress has been made toward all project outputs except for a management information system. Additional benefits have accrued from the methods used to overcome problems.

Relationships between Center and Governorate staff are improving. The sense of purpose, the work habits, the process of consultation and the sense of achievement among the Demonstration Training Center staff has mounted. It is a stimulating and productive environment in which to work.

The major achievement is a process by which change can be proposed, tested, sanctioned and implemented within a project encumbered by several bureaucratic structures.

Additional emphasis now needs to be placed on the social units. These are defined territorial and population units akin but not necessarily coinciding with the area served by a village

council. A social unit is the lowest strata of Ministry of Social Affairs organization - the unit which interfaces with the local community and the level through which programs are implemented. (Some of the communications on this project read as though a social unit was a physical facility similar to a community center.)

All other activities of this project provide preparation and support for the participation of local people in the planning and provision of social services which truly serve local needs. The project tests whether or not a marked increase of people served and benefits realized will increase tangible local support to sustain those social services. This project has relevance to the decentralization series of rural development projects.

Project outputs will be realized. It is not yet certain that project purpose will be achieved. This is not an unusual position for a project three years into a projected five-year period.

There is sufficient concrete progress to provide a basis for a recommendation to extend the project and provide continuity of contractor. In doing so, care needs to be taken to provide flexibility in management. There are still solutions needed for numerous problems. This project is experimental or in AID design vocabulary a 'process' project. We did not know enough about engaging Egyptian villagers in a development process at the time of project design to lay out a neat, unchanging course of action. At the same time, it is clear that parameters need to be set. We could start a chain of actions analogous to a root system seeking nourishment. We do not have the resources to do so. For example, it is necessary to explore the Egyptian technical resource people needed to backstop the many types of social services and, therefore,

the varieties of training. This project's resources should not be diverted to developing those technical resources in other Egyptian institutions.

Being an experimental project, an affirmative decision to move the second project site to Qena would open an unusual opportunity to employ the lessons learned at Tanta in a second test. Depending upon the transferability of these methods of organizing and training to a second governorate and another cultural setting, USAID may help Egypt lay a good foundation for its premature decision to replicate this project in three additional governorates.

Implementation of the Integrated Social Work Training Project, 0020, began in December 1978. Two years later, USAID Cairo requested an assessment of project outcomes thus far.

This assessment does not cover activity relative to the management information system. The work of that contractor, Planning and Human Systems, Inc. has been terminated. They had been expected to design and field test a management information system. The termination of this sub-activity will affect project outcomes in some respects. For example, it had been expected that the management information system (MIS) would provide the data needed by the Ministry of Social Affairs (MSA) to make their judgments as to project achievement and the desirability of replicating the project elsewhere in Egypt.

The work of the major source of technical assistance, the University of North Carolina, has now entered the final year of a three-year contract. It seems imperative to the Mission to have an early appraisal of achievement and constraint in this project. As other decisions were pending relative to extension of the project, ~~of the project,~~ the Mission took the risk of inviting a person previously involved in the project design to undertake this assessment. The risks of bias and defensiveness had to be weighted against personnel available in Egypt, knowledge of the project and its premises, and Mission need for assessment prior to a December 31, 1980 deadline for decisions.

The evaluator undertook an examination of all basic documents related to the project: project documentation, work plans, curricula, training materials, manuals and internal memoranda. In addition, 38 interviews were conducted between November 26 and December 10,

35 of which were with major Egyptian counterparts at Central, modreya, markaz, center and social unit levels. Three days were spent at the project site in Tanta. The Egyptians were generous with their time and forthright in their opinions about project activity. The USAID project manager, the GOE project director and UNC personnel made themselves available repeatedly and at short notice over the 12 days during which the data was collected and analyzed. A verbal report was made to senior mission personnel on December 10, 1980.

The logical framework and the goal statement of the project paper approved in September 1977 are reproduced as Appendix A to remind the reader of Mission and GOE intent in undertaking this project activity.

#### A. Project Outputs

The initial question posed to the evaluator in the scope of work for this evaluation was, 'Is the project achieving any results?' For this reason, we start with project outputs.

The annual report submitted by the UNC team in July 1980 summarizes achievement in this bleak way:

Up to now the major effect of the project has been to establish the facility, secure staff and to initiate training.

Six months later the accumulative effect of project activity shows a very different result. The major project outputs have been grouped into sections of organization, mobilizing resources, training, social services, community participation and other outputs.

##### 1. Organization, Authority and Project Procedures

The Social Work Training Project was originally understood to be a project which would be implemented by the central Ministry

of Social Affairs, even to the MSA (and therefore the project) having authority over the demonstration social units. This proved not to be the case and the increasing pace of decentralization has underscored that impossibility.

The following entities all have some decision making authority and some implementing responsibility in this project:

Ministry of Social Affairs has invested authority over the project in the Supreme Executive Committee which is headed by the Minister. That authority is exercised through the Office of the Project Director.

USAID/Cairo

Society for Rehabilitation Studies and Community Development, originally considered only a device which would permit payment of a 50% increase in salary to project staff by the Society. (Staff salaries are a GOE contribution.)

The Modreya in the person of the Governor, Director General of Social Welfare and his technical staff

Demonstration and Training Center director and staff

University of North Carolina technical team

For example, we learned that the Project Director representing the MSA could not assign modreya staff to the Demonstration and Training Center. Nor could he commit governorate budget.

The UNC team had commitments to USAID to provide a work plan within a stated time but could not deliver meaningful work plans without counterparts to participate in the planning.

A great deal of work has been invested in clarifying authority, structure and the process through which decisions would be made. The structural problems could possibly have been solved earlier if there had not been widely differing views of project purposes and resources among the groups listed above. The rumor of large sums which preceded this project was reflected in many ways. There were



expectations of elaborate buildings to house the two provincial centers. Residential centers within the provinces expected to also receive benefits. There were expectations of bonuses and higher salaries to all who cooperated with the project. The damage of these expectations has been serious and long lasting.

Dr. John Turner, chief of party, has kept careful record of the evolution of the organization of this project. The most recent charting of project relationships will be found on page 5.

Important as this classification is, even more important is that a planning and decision making process has been developed and is now operative. There are three contributing factors:

a. The UNC role in sharing information which involves all levels and units of personnel. This function will continue to be demanding of their time. It is not a function which has yet been assumed by Egyptian personnel.

b. The activating of advisory committees for the demonstration training centers, which represent the modreya, markaz, center and cooperating technical ministries i.e. health, public works.

c. An accepted process for planning and legitimizing decisions.

This last item is a key output and is described in more detail through the following example.

A major stumbling block was identified in that social unit staff were so preoccupied with the documentation required by social security matters that they neglected other parts of their responsibilities related to community development and the provision of social services. In peeling back through the various layers of the problem, the project staff found that the social workers lacked knowledge of social security regulations, had no written guidelines and were fearful of making decisions because they must personally repay any pension payments which were made in error. It would appear to be a

SUPREME EXECUTIVE COMMITTEE

Over apping Membership

Society for Rehabilitation Studies and Community Development

UNC Chief of Party

National Technical Committee

Office of the Project Director

National Secretary

Deputy for Program Implementation

CHIEF

Coordination of Training and Manpower Development

Coordination of Social Unit and Soc. Sec. Dev

Finance Officer

Adm. Clerk

Liaison

THE GOVERNOR

THE MODREYA

DEMONSTRATION & TRAINING CENTER DIRECTOR

UNC TECHNICAL ADVISOR

Advisory Committee

MANAGEMENT DEVELOPMENT & TRAINING

SUPPORT STAFF

Soc. Unit & Services Dev.

Experimental Social Units

14 Upgraded Social Units

sure recipe for inaction.

A demonstration training center task force was organized which included the head of social security for the modreya. Guidelines were written. They were tested for clarity. They were reviewed within the modreya and the MSA for accuracy. The use of the guidelines were authorized. The social workers in the demonstration social units were trained in the use of the regulations and, as a consequence of this sequence of actions, social units in Gharbeya Province only have the authority to make decisions on social security grants without referral to the governorate. If the experiment with localized decision making is successful, the same regulations and the authority to make decisions will be extended elsewhere in the country.

This problem-solving process helped to overcome the project's organizational problems by including all the major actors concerned with the issue. The approach also provides a way of gaining sanction for changes in regulations. A further benefit is that a problem-solving environment provides excellent inservice training for project staff.

Another item which has been helpful in clarifying project purpose, organization and procedures is a manual called "What the Project is About." This too is a product of a conference which was later written down and discussed until an agreed version was arrived at.

## 2. Mobilizing Resources: facilities, staff, funding

This assessment took place in Gharbeya only. At the time, the Asalat center was inactive pending possible termination and no decision had been made on Qena as the second project site.

a. Physical facilities - The Demonstration Training Center was still undergoing changes and improvements but the essentials of an operating training center were there: the building had been adapted to training, residential facility was complete even though it has been needed less than anticipated, food service was organized, a library and learning resources center was organized and steadily being expanded.

The two experimental social units do require substantial renovation. Some wasteful renovation was done at Shubra el Namla before project staff arrived and before a community planning process took place deciding what type of social services were needed. Kohafa, the urban unit, is a slum area of a village overtaken by the city.

Staff, especially training staff, remains a problem. The MSA has traditionally appointed an administrator for a training center relying on ad hoc lecturers drawn from government and universities. The lack of full-time residential training staff is being overcome by developing a cadre of trainers to teach different units as opposed to offering single lectures. Thirty-five such trainers are now on call. Seventy-five are expected as a result of emphasis on trainer development during the next 12 months. Tele-scoped into the phrase "trainer development" is identification of people in government or education with suitable background for the various teaching units, a need to orient them to the project and the MSA, a need to expose them to field work, assist them in curriculum development and development of training materials. Seventy-five trainers each capable of teaching 1-2 "training modules" will be a substantial project output. The half-way point has been reached although it will be necessary to continue to help these part-time

trainers deepen their appreciation of the field situation of rural social workers

Funds have been available to the project in a slow and erratic manner. On the AID side, there was a complete stoppage of funds from May through December 1980. This assessment was not intended to deal with the problems leading to that interruption of funding but no examination of outputs would be just without awareness that project implementation had been placed on hold for periods of time which exceed the periods of project implementation.

The GOE reports that their contribution has been the E£ 1 million per year which was originally budgeted. This was not verified except to note that work such as building renovation, training courses and social service experimentation had continued through much of 1980 because of Egyptian contributions.

The Director General of Social Welfare for Gharbeya Province reported that the governorate budget for this project in 1981 will be E£ 300,000.

### 3. Training

Training of trainers, and of center and modreya staff continue.

The next priority was the training of staff for the experimental social units. Fifty-two persons from Gharbeya and Assiut have completed the initial cycle of training. This training took place 3 times a week over a 5-month period so as not to debilitate the social units. Until the experimental social units are more developed and until there are trained supervisors for field work the important element of field training will be of limited usefulness. It is for this reason that the UNC staff wishes to work on social units first

and then move to training in any future project site.

The second course was organized for the staff and supervisors of daycare centers. It was here that the problem of untrained supervisory staff was highlighted. The person in charge of child welfare for the modreya was not trained, yet here was the person who should ostensibly be a leader in organizing and authorizing the training curriculum. Because of this, the use of consultants is important and the period devoted to course development and preparation becomes a training setting for higher level and supervisory personnel.

Every person interviewed who had been associated with some aspect of this daycare training course from staff to consumer of the trainees was approving and had examples to cite of its effectiveness. An offshoot of this course has been Madame Sadat's request that the learning achievement profile be translated into Arabic and made available nationally. The LAP is a description of the different ways in which children develop and what is needed for that development to take place. The profile in an adapted form for Egypt is being tested. (All project and training materials are in Arabic except for UNC staff working notes.)

A case management course was in progress at the time of the assessment and, therefore, little comment can be made on its effectiveness. The purpose of the training was to orient the social worker doing case work to dealing with the problems of an entire family rather than isolating on an individual's problems. Another purpose was to make the social worker an advocate and guide of the client rather than an administrator and dispenser of aid. The inherent difficulty of introducing case management as a style of operation in present day Egypt is the very limited range of available social

services. This lack requires tenacity on the part of the social workers and both tenacity and skill in problem-solving.

An interesting case was picked at random from the files of a case worker in Gharbeya and translated for our benefit. It will serve as an illustration of the case management approach. A widow received E£ 3.50 per month pension. She also worked as a street vendor and during good months made as much as E£ 40. The police had picked her up for vending without a license so she had come to the social unit to plead for an increase in her pension. This was not possible; however, the social worker did not close the file until she had helped the woman successfully apply for her license.

Case management, which often in the U.S. is practiced in a confrontation mode, has been adapted to a stance which is appropriate to Egypt of staying with the client in an attempt to help the client solve their problems.

As we examine the training outputs thus far, we must remember the components of a single training course. It means:

- Job descriptions rewritten and authorized
- Trainer preparation
- Course outlines developed
- Training materials developed: written, visual and tape recording
- Field placements and field supervision developed
- Evaluation and revision of courses

These, too, are part of the results and will have more than a transitory effect on the one course held for social workers.

Another training output is a training plan for 1981. This was in draft in December 1980 and required more discussion. That draft plan contains a statement of training goals and a statement of a philosophy of behaviour change. It also includes 17 course

outlines each of which includes the names of trainers, available training materials, the materials which need to be developed and a budget. At the completion of this annual plan, 20 training modules will have been developed.

The training plan does raise an issue which is less a matter of evaluation than of planning for the future. How should the project be limited and still retain the flexibility required to be responsive to changing or newly understood training needs? The original project proposal simplistically set out one kind of training for the rural social worker, primarily that of a community organizer. UNC has recognized that other training was necessary. Supervisors needed the same training and training in supervision and administration. Social security preempted staff time because of lack of training as case workers.

It was always proposed that training would be developed for some of the staff of social services, employees of the village council or of the community development association. These were day care teachers and vocational training instructors. It was also proposed that over time there would be training for village leadership in community development. These are included in the training plan.

The evaluator reviewed the available documentation on training plans, curricula, manuals, etc. Her observations note that the materials from Assuit tended to be more American in their orientation than those from Gharbeya; that a steady progression can be noted as training materials and outlines become more and more adapted to Egypt and the specific project site; and finally, that the U.S. participant training outlines are a model of attention to both project and individual need.

The final project output for training will be listed as the



quantity of people trained. An additional output will be the extent to which a problem-solving orientation has been given to a social welfare department and its professional cadre.

#### 4. Social Services

It is in the area of social services where project activity has shown limited results at this time. Lack of funds has contributed to the slowness of implementation. The trained daycare attendants had worked with furniture designers to design appropriate inexpensive furniture for daycare centers. No orders had been placed for the furniture months after course completion. The newly trained teachers had learned about the variety of teaching materials which might help in developing different child skills. They are working in the same shabby surroundings trying to develop materials out of donations of scraps.

There have been two approaches to the development of social services. The demonstration and training center has first turned to the services already in existence and which are consistently in greatest demand. These are daycare, sewing, and productive families. For example, a UNC consultant established that well over half of Egyptian garments are tailor-made and thus sewing and tailoring remain a good potential for income. She concluded that a worker makes a greater return for the same amount of time in making clothing than in decorative embroidery. In examining the 60 sewing classes listed as functioning in Gharbeya, there were examples of 3 instructors teaching 2 students. Courses were of a two-year duration but no established course of study existed. The consultant has reduced the course to six months and is presently developing both the course curriculum and a manual for teachers. Training films

of 2-3 minutes of one operation are available. More will be developed. This activity is still in progress.

The third service to be reorganized is family planning. (The Family Planning Association comes under the MSA and their rural clinics are often located in the same building as the social unit.) This effort is in the discussion stage and will tap resources developed by other USAID sponsored projects.

A "Service Design Manual" has been developed to help social unit staff plan new services. This manual could be recommended to voluntary agencies working through a community development process.

Besides dealing with existing though faltering services, the social units were expected to be responsive to new community needs. In the case of Ofafa and Shubra el Namla, this is leading inexperienced staff and inexperienced community development associations into complex development projects i.e. marketplace, sewerage and covered water supply. The resources of this project can help with the community development planning process. Other technical and financial resources of the municipality and the governorate are being explored. The Village Councils of these areas may approach ORDEV at the governorate level for assistance.

A major conflict did exist between some members of the madreya staff and members of the center staff on the role of the Ministry of Social Affairs in development. This has only recently been resolved although the MSA has had a rural development department for many years.

##### 5. Community participation

Community Development Associations have been reactivated in both experimental units. These new institutions have sponsored social services in the past such as the daycare centers but they are

foundling institutions which will need more time and experience before they mature into independent organizations.

## 6. Other Outputs

There have been other results for the social work project thus far which do not fit neatly into the outputs as listed in the logical framework.

The UNC team and their colleagues in the Tanta center have been inventive in dealing with obstacles. Take the case of the 37 surplus secretaries. A request was made to transfer the secretaries elsewhere only to have them replaced with new secretaries. Now the surplus secretaries have been trained as social work aides: some assist in the daycare center, others assist with data gathering or the research on applicants for social security. The women are happier and they are contributing.

A most important result can be documented by the attitudes and work habits of the Center staff. Many of them were available on a part-time basis originally but worked overtime on the project business voluntarily. Their new understanding of project purposes has given a shape to their work. They appear to be committed to what they are doing. This was a conclusion drawn from hours of interview and observation of the staff at work.

Even the financial problems have resulted in some benefit. The social service unit now develops two plans for any proposed social service. As the head of the unit said with some feeling of challenge, "One can be implemented now within our own resources. The other plan can be implemented if those who made promises to us choose to keep their promises." The result is a more practical, less expensive and, therefore, more easily replicated social service. This may help break with the financial expectations that scarred the

earlier days of project implementation.

Consider again the UNC account of project achievement only six months ago - a facility, a staff recruited and training begun. The pace of achievement has accelerated and the cumulative effect now six months later is a respectable tally.

#### B. Project Purpose

The project purpose was stated:

To identify and test ways through which publicly and privately-sponsored social services may be increased in number, coverage and effectiveness without additional financial burden to Government.

As a consequence of this project, social services will predictably be greater in number in two governorates, more people will be served by these services and the services are likely to be more effective because

the workers will have been trained and more effective

the services will have been designed for the local situation

the ratio of supervision to paraprofessional service provider will be greater.

At this time, it is not possible to predict whether or not these benefits will be achieved without increased government assistance.

The analysis included in the project paper did not identify a basic problem of underfinancing of the total social affairs structure. The average government subsidy to a social u. c., which serves a population of approximately 35,000 people, is Esh 1,000. On rare occasions, this subsidy to some units has been as high as Esh 4,500. The financial subsidy from Central Government for social services has not changed since the late 1950s.

There are three other potential sources of finance for local social services:

1. Village councils - Early field work on DDI demonstrated that many village councils are undertaking productive enterprises in order to fund social services. This project has yet to establish firm relations with elected village councils and their Executive Committees.

2. Local contributions

3. Lotteries, corporate contributions, etc.

These funds have been tapped for this project but not for activities within the social units.

The work with Community Development Associations within the experimental social units is not sufficiently advanced to permit prediction of greater local contributions as a result of increased benefit.

The assessment interviews inquired about local contributions to see if this aspect of project purpose had been diminished. There were verbal assurances that this was not the case. The field workers and social unit directors may have exaggerated views of the CDA's ability to undertake and sustain social services. It is in this area that there may still be preconceptions held about U.S. contributions. No U.S. project funds are intended for the operation of social services.

#### C. Tools for Measurement of Achievement

The purpose of the community needs assessment was to provide a common experience for American advisors and Egyptian center staff. It was intended to help orient the American team to Egyptian village life and needs. It was to assure that both groups started with a shared view of community needs. From this, they would be better prepared to discuss the type of social worker which was needed in

social units, therefore the type of training which was needed and the type of social services required by rural residents. The community needs assessment as implemented primarily tapped the opinions of a leadership group. It was not intended to provide a baseline against which project achievement could be measured.

The community needs assessment is incomplete. The errors in the computer printout have never been corrected. The data has not been analyzed. The author cannot be sure that it served any purpose other than fulfillment of a contractual requirement.

In its place, the UNC team and their counterparts have developed a Social Unit Area Profile. This has been completed for the Gharbeya experimental units and will be used in the upgraded social units. Changes in the profile would provide a measure of both project and goal achievement. An evaluation plan has yet to be designed for this project.

One of the purposes of including a management information system (MIS) in the project activity was to assure that the Government of Egypt would have the data it needed to make a judgment as to whether or not the project should be replicated elsewhere in Egypt.

This evaluator found little trace of the work on a MIS. One counterpart indicated a carryover into his work on revising forms for case managers.

The village level recordkeeping system developed by P&HS has not been implemented.

A substitute recordkeeping system has had to be developed for social units and each project sub-activity by the Center staff and the UNC team. The documentation needed to describe end of

project status will be available but from a source other than the MIS activity.

The Project Director has prematurely decided to replicate the project. Additional centers are planned for Fayyom, Ghiza, Alexandria and Qena. This is unwise but an indication of their view of project accomplishment.

## LOGICAL FRAMEWORK

### Program or Sector Goal

To improve the social and economic well-being of Egyptian families through income generating activities and more effective social services.

### Measures of Goal Achievement

1. Indicators of social and economic well-being.
  - a. GNP per capita
  - b. Numbers of persons in pilot project areas qualifying for assistance programs per 1000 population.
  - c. Group problem solving capability of local committees including mobilization and utilization of resources.
2. Indicators of increased utilization and sustained utilization of service.
  - a. Number of users of social services
  - b. Number of service days multiplied by users in attendance.
  - c. Number of users who fulfill goals i.e. pass literacy test, full year family planning protective etc.
3. Impact of service indicators etc.

### Means of Verification

1. a. Household survey data for test area.
  - b. MIS and social security records.
  - c. Observation
2. Utilization data from management information system. (MIS).
3. To be developed as part of MIS.

## APPENDIX A

### Assumptions for Achieving the Goal

1. Social services contribute demonstrably to social and economic well-being.
2. That COARE recognize a causal relationship between limiting its social dependency burdens and encouraging engagement of local resources.
3. That bilateral assistance can be fully engaged and is capable of being effective in a community-based program.



Project Purpose

**Project Purpose To identify and test ways through which social services may be increased in number, coverage and effectiveness without additional financial burdens to Government.**

End-of-Project Status

1. Increased citizen participation in identifying social needs.
2. New services organized in response to articulated community need.
3. Increased numbers of local citizens utilizing social services.
4. Larger proportion of service cost funded from non-government sources.
5. MSA has operable system to measure impact of social services.
6. MSA has information system designed, tested and operable which reports unanswered need as well as services rendered.
7. A system to train social workers in provision of social service through a community development process will have been tested, refined and operable.
8. Case managers are available in social units to help clients connect with needed social services.

Means of Verification

1. Information system reports on citizen participation in community development associations.
2. Government reports of social services provided within model and upgraded social units compared to social work outside pilot area.
3. Before and after data provided through MIS.
4. Before and after data provided through MIS.
5. Systems in place. Impact indicators available.
6. a. System in place.  
b. Measures and reports cited above available.
7. a. 120 trained social workers in pilot area producing EOPS.  
b. A training system which has been tested, modified and redesigned.
8. Personnel records. Records of referral services.

Important Assumptions

1. Egyptian policy continues to emphasize local participation.
2. Hitherto untapped local resources are available for implementation of new social services.
3. That utilization of service is an indication that users observe benefit from the service.
4. That contributions to social services continue to be voluntary.
5. MIS is utilized at social unit, district government and central levels of government.
6. That Central Government agencies can train staff to team with local leadership/resources.
7. That staff is available for rural and urban social units.

Outputs

1. Two replicable demonstration training centers in culturally diverse regions of Egypt.
2. Trained social workers with competence in outreach, community organization and management of social services
3. Two urban and two rural 'model' social units for field practice and demonstration.
4. Upgraded social units
5. Training materials for core subjects.
6. Alternative social services designed and tested.

Magnitude of Outputs

1. 1 each in Upper Egypt and 1 in Lower Egypt with capacity to train general social workers, paraprofessionals and community leaders of provinces.
2. 120 trained social workers in place in Assiut and Charbya Provinces plus nucleus of 120 more in surrounding provinces.
3. Four social units (2 per training center) providing community-sponsored services for total population of 145,500.
4. 32 contiguous social units upgraded during LCP covering approximately 500,000.
5. All training materials for 6 core training units available in Arabic.
6. Alternative social services designed and tested.

Means of Verification

1. a. Training center including field practice social units in place.  
b. ARE plans and budget providing for replication.
2. a. Follow-up records completed by training staff.  
b. Personnel records of government demonstrating proportion trained of those currently in position.
3. MIS providing community needs assessment data, service utilization, and financial data and benefit data.
4. Same
5. Feedback from evaluations of training materials.
6. Each demonstration training center will undertake design and test of alternative approach to a social service each year to total 6 experiments.

Assumptions for Achieving Outputs

1. Assiut and Charbya Social Affairs Administrations release sufficient trainees to utilize center and permit impact of trained workers serving in upgraded social units.
2. Full-time residential faculty is achieved.
3. That social services with low benefit or high cost can be replaced by models more suitable to current Egyptian needs.
4. That coordination can be achieved between programs sponsored by MSA, MLG, MOU, etc.
5. That local programs which are economically productive can be identified and developed.
6. Governorate and MSA evaluations of cost/benefit of service alternatives.



## C. Detailed Description of Project

### 1. Goal Statement

The goal of this project is a paraphrase of Egyptian economic and social goals as articulated in the Charter of Egypt and the National Working Program. The following points were emphasized in different chapters of the Charter.

a. Opportunities should be equal for all citizens to obtain a fair share of the national wealth. This necessitates increasing production and, on the other hand, fair distribution calls for planning programs for social action, programs that enable the people to reap the benefits of economic action.

b. Citizens' participation as an expression of democracy and as a way of distributing responsibilities is a necessity.

c. The necessity of explaining the costs of realizing the expectations of people.

d. The family is the important unit in society; it helps society achieve desired goals.<sup>1/</sup>

The goal statement flows from these points:

To improve the economic and social well-being of Egyptian families through income-generating activities and more effective social services.

Two projects are under development which will contribute to achievement of the goal. This project proposal is an initiative of the Ministry of Social Affairs. A second project in Rural Development, is being designed in collaboration with the Ministry of Local Government. There are also other efforts, such as activities of DHEW, UNICEF, Norway and other Egyptian ministries intended to contribute to this goal.

### 2. Goal: Objectively Verifiable Indicators

To verify achievement of the goal, we will need:

<sup>1/</sup> Hoda Badran, "Egypt's Social Service System Ideology, New Approaches".

a. Indicators of social and economic well-being, such as gross national product per capita, numbers of persons qualifying for assistance program per 1000 population, increased percentage of target populations engaged in productive enterprises, and observation of group problem-solving and mobilization and utilization of resources by local communities.

b. Indicators of increased utilization and sustained utilization of income-producing activity and publicly and privately-sponsored social services, such as the number of users of social services, number of service days or other time units multiplied by users in attendance, and numbers of users who fulfill their own goals.

c. Impact of service indicators will be developed in the course of the design of the management information service. These should indicate the results of additional, improved, or extended social services.

### 3. Goal Assumptions

A critical assumption is that social services contribute demonstrably to social and economic well-being. This assumption cannot be tested without impact data, which the Ministry does not now have.

Two goal assumptions concern relationships: (1) that Central Government agencies can train staff to team constructively with local leadership and resources; (2) that bilateral assistance is capable of being effective in a community-based program in another culture.

### 4. Project Purpose

To return to Egyptian policy statements, the National Working Program presented by President Sadat in July 1971 underlined gaps in development efforts. He made the following points relating directly to the functioning of the social services system:

- a. The population lacks awareness of planning.
- b. There are gaps between national goals and the behavior of the masses; these gaps affected development. Such behavior includes spending patterns and family size.

c. In spite of the expansion of services, they are still insufficient to meet the needs of the population.<sup>2/</sup>

Related to the National Working Program, the project purpose is:

To identify and test ways through which publicly and privately-sponsored social services may be increased in number, coverage and effectiveness without additional financial burdens to Government.

If the purpose is to be achieved, these conditions would have to exist:

- a. Increased citizen participation in identifying social needs which can be served either by public or private systems or combinations thereof.
- b. New services organized by private associations in response to articulated community need.
- c. Social services sponsored by private associations and existing services in the public sector are supportive and complementary.
- d. Increased numbers of local citizens utilizing available social services.
- e. Larger proportions of costs of services funded from non-government sources.
- f. MSA has operable system to measure impact of both private and public social services.
- g. MSA has information system designed, tested and operable which reports unanswered need as well as services rendered.
- h. A system to train social workers in provision of social services through a community development process will have been tested, refined and operable.

The means of verifying this end of project status will include before and after data provided through the information system, and government reports of the social services provided within model and upgraded social units compared to service reports of social units outside the pilot area.

<sup>2/</sup> National Working Program (Cairo Government Printing Office), 1973.

# Best Available Document

## GENERAL

- 1 PROGRESS REVIEW, DECEMBER 1978 - JULY 1981  
SUMMARY OF PROJECT COMPONENTS, GOALS, AND  
PROGRESS MADE. GENERAL OVERVIEW OF PROJECT  
ACTIVITY (ENGLISH)
- 2 UNDERSTANDING AND DEALING WITH PROBLEMS IN  
INTERPERSONAL RELATIONS IN THE SOCIAL UNIT  
DISCUSSION OF THE ABOVE TOPIC BASED ON SURVEY  
OF SOCIAL UNIT WORKERS IN CYCLE I TRAINING  
PROGRAM, ISSP
- 3 SOCIAL UNIT DEVELOPMENT AND THE ISSP GEN-  
ERAL REVIEW OF PRESENT SOCIAL UNIT CIR-  
CUMSTANCES. PROPOSED ISSP MODEL FOR  
OFFICIAL SOCIAL UNIT FUNCTIONS. RECOMMEND-  
ATIONS FOR IMPLEMENTATION AND FOR EVALUATING  
MODELS FOR SOCIAL UNITS. (ENGLISH AND ARABIC)

## PLANNING AND OPERATIONS MANAGEMENT IN THE SOCIAL UNIT:

SOCIAL UNIT DEVELOPMENT AND THE ISSP SECTIONS  
ON SOCIAL UNIT ORGANIZATION, STAFFING, JOB  
DESCRIPTIONS, MANAGEMENT AND PLANNING (ENGLISH  
AND ARABIC)

GUIDE TO HUMAN SERVICE PLANNING AT THE LOCAL  
LEVEL. DISCUSSION OF PROGRAM PLANNING IN THE  
SOCIAL UNIT. FORMS FOR A VARIETY OF NEEDS  
ASSESSMENT AND REPORTING ACTIVITIES.

SERVICE ASSESSMENT MANUAL DISCUSSION OF CON-  
CEPTS OF SERVICE ASSESSMENT OF EXISTING  
SERVICES. RELATED FORMS AND GUIDELINES  
(ENGLISH AND ARABIC)

THE COMMUNITY OPINION LEADERS SURVEY: CHARBEYA  
GUBERNORATE: A HANDBOOK OF THE QUESTIONNAIRE  
RESULTS DISCUSSION OF COL SURVEY. SURVEY FORMS  
AND RESULTS FROM 2 SOCIAL UNITS. SUGGESTIONS  
FOR FUTURE USE. (ENGLISH AND ARABIC)

PROPOSED FORMAT FOR SOCIAL UNIT ANNUAL PLAN  
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9 THE INSTITUTIONAL DEVELOPMENT COMPONENT OF  
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THE DEVELOPMENT OF THE URBAN SOCIAL UNIT  
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11 AUTHENTIZATION OF SOCIAL WORK IN DEVELOPING  
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CONTEXT AND ON THE DEVELOPMENT OF AUTHENTIC  
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15 CAPP CURRICULUM FOR INSTRUCTORS-TAILOR  
(ENGLISH AND ARABIC)

16 CAPP CURRICULUM FOR INSTRUCTORS-TAILOR  
ADDENDUM (ENGLISH AND ARABIC)

17 CAPP CURRICULUM FOR INSTRUCTORS-PRIVATE  
ENTREPRENEURSHIP (ENGLISH AND ARABIC)

18 CAPP CENTER BUDGETS AND EQUIPMENT LIST  
AND DESIGN FOR MODEL FURNISHINGS (ENG-  
LISH AND ARABIC)

CASE MANAGEMENT

- 19 REVIEW OF THE ISSP CASEMANAGEMENT SYSTEM PRESENTATION AND DISCUSSION OF THE SYSTEM, FORMS, PROCEDURES, AND TRAINING PROGRAM (ENGLISH AND ARABIC)
- 20 CASEMANAGEMENT - THE AMERICAN MODEL CONTAINS THEORETICAL UNDERPINNINGS FOR THE CASEMANAGEMENT MODEL (ARABIC)
- 21 CASEMANAGEMENT - THE EGYPTIAN MODEL RECORD-KEEPING SYSTEM ON CLIENTS AND FAMILIES (ARABIC)

PRODUCTIVE FAMILIES

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- 35 EQUIPMENT NEEDS FOR CONTINUED SOCIAL SERVICE DEVELOPMENT IN GHARBEYA GOVERNORATE - A REPORT TO THE DUTCH GOVERNMENT

CHILD CARE

- 22 24 LEARNING ACCOMPLISHMENT PROFILE DIAGNOSTIC EDITION THREE VOLUMES (ARABIC)
- 25 25 LEARNING ACCOMPLISHMENT PROFILE DIAGNOSTIC EDITION, MANUALS VOLUMES I AND II (ARABIC AND ENGLISH)
- 27 29 DAY CARE ACTIVITIES PLANNING GUIDE THREE VOLUMES (ENGLISH AND ARABIC)
- 30 ISSP AND DAY CARE STAFF TRAINING DEVELOPMENT VOLUME I, DISCUSSION DISCRPTION OF ISSP CHILD CARE WORKER TRAINING PROGRAM AND EVALUATION (ARABIC)
- 31 ISSP AND DAY CARE STAFF TRAINING DEVELOPMENT VOLUME II A READER TEXT OF LECTURES DELIVERED DURING DAY CARE TRAINING PROGRAM AND FORMS AND MANUALS DISTRIBUTED (ARABIC)
- 32 DAY CARE CENTER BUDGETS, EQUIPMENT LISTS, MODEL FURNITURE DESIGNS

COMMUNITY DEVELOPMENT ASSOCIATIONS

- 36 COMMUNITY DEVELOPMENT ASSOCIATIONS PROPOSED STUDY OF CDAs (NEVER COMPLETED)

FINANCIAL SERVICES

- 33 FINANCIAL AID: A GUIDE TO THE FIELD OF SECURITY AND SOLDIERS FAMILIES (ARABIC)

RESIDENTIAL CHILD CARE INSTITUTION

- 37 RESIDENTIAL CHILD CARE IN GHARBEYA GOVERNORATE - AN INTERIM REPORT (ENGLISH AND ARABIC)

FAMILY PLANNING

- 38 FAMILY PLANNING COMMITTEE REPORT (ARABIC)
- 39 "FAMILY PLANNING ALONE IS INEFFECTIVE TO SOLVE THE POPULATION PROBLEM" - DISCUSSION

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