

**FINAL EVALUATION OF THE CERPOD
PROMOTING POPULATION POLICY
DEVELOPMENT (PPPD) PROJECT
(625-0978)**

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by

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The observations, conclusions, and recommendations set forth in this document are those of the authors alone and do not represent the views or opinions of POPTECH, BHM International, The Futures Group International, or the staffs of these organizations.

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ABBREVIATIONS

AGRHYHMET	agricultural arm of CILISS
AMPPF	Association Malienne pour la Protection et Promotion de la Famille
BUCEN	U.S. Bureau of Census
CAs	cooperating agencies
CERPOD	Center for Applied Research on Population and Development
CIDA	Canadian International Development Agency
CSG	Scientific and Management Committee
CILSS	Interstate Committee for the Fight against Drought in the Sahel
CNIECS	National Center for Information, Education and Communication for Health
CSM	contraceptive social marketing
DFA	Development Fund for Africa
DHS	Demographic and Health Surveys
DNP	National Directorate of Planning
DNSI	National Directorate for Statistics and Data Processing
ENMF	migration survey
IEC	information, education and communication
ILO	International Labor Organization
INSAH	Institut du Sahel
JHU/PCS	Johns Hopkins University's Population Communication Services
JHU/PIP	Johns Hopkins University's Population Information Program
MSH	Management Sciences for Health
OPTIONS	Options for Population Policy (project)
PLO	project liaison officer
POPLINE	on-line computer population resource
PRB	Population Reference Bureau
PACD	project assistance completion date
PPPD	Promoting Population Policy Development Project
RAPID	Resources for Awareness of Population Impact on Development (project)
REDSO/WCA	Regional Economic Development Services Office/West and Central Africa
RTI	Research Triangle Institute
SOMARC	Social Marketing for Change (project)
SOW	scope of work
TA	technical assistance
TFG	The Futures Group International
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
USAID/W	USAID/Washington
USAID/BMK	USAID/Bamako
USED	Socioeconomic and Demographic Unit
WFS	World Fertility Survey

EXECUTIVE SUMMARY

This is the final evaluation of the Promoting Population Policy Development Project of the Center for Applied Research on Population and Development (CERPOD). It is a five year project which began in 1988 with an \$8 million grant agreement. Subsequent amendments have extended the life-of-project funding to \$11.8 million and the project completion date to September 30, 1997.

At the time of the evaluation, CERPOD was in a state of organizational and physical turmoil: the director of five months duration had taken a controversial decision to move the Centre into new buildings, and the Interstate Committee for the Fight against Drought in the Sahel (CILSS), CERPOD's parent organization, was undergoing a major restructuring. In this environment, the final evaluation was taking place, a major international conference was being conducted by CERPOD staff, and the customary international travel continued, as staff conducted projects in other countries. CERPOD is clearly an organization in the midst of transition and turmoil, but the work continues nonetheless with a high level of competence and commitment by an extraordinary staff.

The PPPD Project defined two categories of outputs: strengthening CERPOD's institutional capacity and providing services to CILSS countries. Through a series of technical assistance contracts, collaborations and apprenticeships, CERPOD has improved its capacity for self-management and has provided extensive and varied services in the Sahel and beyond.

Management Accomplishments

CERPOD has made great progress in relation to its internal management systems, procedures and practices. The accounting system is a model for CILSS and is well-respected by USAID. Time cards have been introduced as a step towards proper allocation of staff time to particular projects. Accountability for and timing of procurement of commodities is much improved; the indirect cost rate has been determined, the technology for doing so has been transferred to CERPOD staff, and the rate is being applied to all new projects with good results.

Strategic planning has been adopted, learned and applied as a new orientation to program planning. Skill-building in evaluation has been provided, though not yet applied. Desk-top publishing has been introduced and is being used to produce some of the publications. A new organizational structure was developed by the staff and instituted about six months ago, around the time that the director took up his role and made some personnel changes in leadership positions.

Weaknesses remaining in the Management Sector

There has been little or no leadership training or experience in management for any of the staff in leadership positions, nor is there a management professional to help guide the substantive work of CERPOD using accepted management techniques. Management expertise is likewise absent on the Scientific and Management Committee (CSG). Researchers with administrative roles are overburdened with cumbersome administrative procedures.

Cost accounting has not yet been fully implemented, with the automation of communication costs and the completion of the personnel management system scheduled for December 1994.

With regard to resource generation, the USAID plan to develop a means to establish an endowment fund has begun, and needs follow-up. West Africa USAID Missions need to be educated about CERPOD's capabilities. The computerized modular bidding profile that was contracted with The Population Council has not been developed.

CERPOD's information policy, or strategy for disseminating findings to a broad public, has not been implemented, and the number of publications has diminished in the last few years. Impact/outcome evaluation techniques are not in place.

Services Provided

Demographic/Population-Related Research and Analysis - most of the research and analyses suggested in the project paper have been completed with varying degrees of quality. There is some concern about the allocation of work to staff members who have not been trained in particular techniques due to the over-burden of work of those who have the appropriate training and competence.

Trained Personnel at the National Level - Many training programs have been presented, and the feed-back provided by those who received the training has been positive. However, virtually all of those who received training are in government positions, and many of them have been shifted to other positions since their training, jobs in which the CERPOD training is not relevant.

Transferred Methodology and Assistance in Development of Policies and Programs through Technical Assistance - CERPOD provides TA in data collection, processing and analysis, and training in West Africa through conferences, seminars and workshops as well as to individual government agencies. While the technical work has been of excellent quality, there have been complaints about the lack of follow-up from CERPOD from recipient agencies and concerns expressed by cooperating agencies about the availability of CERPOD staff to carry out various tasks. Both of these problems may be related to the lack of clarity about who is responsible for which activities under what contractual arrangements.

Information Disseminated to Policy Makers, Planners and Other Individuals - this has been CERPOD's weakest activity, with research studies and analytic papers going unpublished and undisseminated, and journals diminishing in frequency of publication over the last five years.

Visits to Burkina Faso, Niger and Senegal revealed that while government officials and staff of agencies who knew CERPOD found its work to be useful and helpful, most were not aware of the range of activities and services that CERPOD could provide. These officials have a great deal of pride in CERPOD as a Sahelian organization and would like very much for it to become the executing agency for large donor projects.

Summary of Recommendations

USAID should fund and/or encourage CERPOD to fund the hiring of an MBA-trained assistant director for administration in order to strengthen the internal management of CERPOD, which would also address many of the weaknesses in contractual agreements for TA and other programs, and the administrative aspects of information dissemination and department management. This would free the department heads to give their full attention to their own substantive work and to the leadership of the less well-trained staff to support their increased productivity. It would also improve the administrative infrastructure which is necessary if CERPOD is to take up a role as an executing agency for major donor projects.

Information, education and communications experts should be added to the staff to direct the information service, supervise the implementation of the information strategy, and to carry out IEC campaigns in CILSS countries. Other doctoral level researchers should be added to the staff in MCH/family planning, public health, HIV/AIDS, epidemiology; an anthropologist and economist would support the expanded research that CERPOD will want to take up in an USAID-sponsored project. An alternative strategy would be to train current masters level staff at the doctoral level in these areas.

Technical assistance should be carefully selected so that it meets real needs that CERPOD identifies as necessary for its work, rather than providing them with technologies to share with countries that do not have the hardware, software or human resources to use what CERPOD teaches them.

Relationships with cooperating agencies should be developed in a transparent manner so it is clear which services are being provided to whom, and at whose expense. This is necessary to relieve the confusion about whether CERPOD is in the role of TA recipient, collaborative TA provider, apprentice or subcontractor, so that the confusion does not lead to negative experiences between CERPOD and other agencies.

In order to diversify its sources of revenue, CERPOD leadership and the USAID/Mali project liaison officer (PLO) should undertake a series of visits to the CILSS countries' government agencies, USAID and other donor country missions and NGOs to update and inform the appropriate officials of the range of services CERPOD can provide; simultaneously, they should seek out possibilities for CERPOD to take up the role of executing agency for projects in client countries as suggested by their governments.

CERPOD is moving toward an institutional vision and position with great promise for fulfilling the goals of the project. The dual challenge of strengthening its self-management capacity and building self-sustainability in the face of organizational turmoil places CERPOD in a vulnerable position. However, it has the advantage of being the most effective West Africa-based institution able to respond to the research and related needs of countries developing their population policies and programs, and it has clearly demonstrated its worthiness for continued and vigorous USAID support.

LIST OF RECOMMENDATIONS

The following list is a compilation of recommendations made throughout the report. Some recommendations may seem similar; however, each emanates from a separate discussion in the report and pertains to that discussion. Please see the report page listed for each recommendation.

- 1: In order to strengthen the internal management of CERPOD, a management professional should be added to the staff in the role of assistant director for administration. (p. 21)
- 2: Management and supervisory training should be provided for the director and division heads, preferably through MSH and the Fondation International pour l'Innovation Sociale. (p. 21)
- 3: Two information, education and communications experts should be added to the staff, one to direct the information service and supervise the implementation of the information strategy, the other to carry out IEC campaigns in CILSS countries. (p. 21)
- 4: The PLO position should continue to be held by an American national who has had training and/or experience in a substantive field related to CERPOD's work, and who has Africa and preferably administrative experience. (p. 21)
- 5: The Population Council should complete the development of the computerized bidding model for CERPOD. (p. 21)
- 6: Every effort should be made to select women candidates to fill positions for which qualified women apply. (p. 21)
- 7: Impact/outcome evaluation measures should be developed with technical assistance. 21
- 8: It should be suggested to CILSS that in order to represent the broader geographic area in which CERPOD is working, the CSG should either expand in number to include coastal state representation, or those states should be added to the pool from which the CSG members are selected. It would be preferable to expand the size of the CSG. (p. 21)
- 9: It should be suggested to the Scientific and Management Committee that management expertise should be permanently represented on the committee. (p. 21)
- 10: USAID should work closely with CERPOD to assess the needs for particular kinds of TA and encourage CERPOD to negotiate as an equal partner with the CAs. Contracts should be developed to spell out exactly what role each staff member at CERPOD is taking in a particular intervention, and compensation to CERPOD, the CA or both should be made accordingly. (p. 32)
- 11: The reinstalled POPLINE should be placed in a better location and should be connected to a printer. The documentalist should have training in the operation of the POPLINE system. CERPOD should evaluate POPLINE's usefulness after a year of operation, and a determination about its continuation should be made on the basis of the findings. (p. 32)

- 12: A management commitment must be made to devote more time and effort to developing the data bank to make it useful. (p. 32)
- 13: Appropriate software for the storage, retrieval and easy analysis of data from the data bank should be developed and installed before or during the follow-on project. (p. 32)
- 14: Future strategies for full exploitation of the data base should include planning collaborative research projects involving comparative secondary analysis studies of the DHS data sets, the migration data sets, and health information system data from various countries contributing to the data bank. These should be complemented by qualitative research (focus groups and in-depth interviews) to enrich or help explain the information contained in the survey and census data sets; and CERPOD should obtain regular updates to demographic and bibliographic data bases. (p. 32)
- 15: Funding for the data bank should be reviewed to assure that it is adequate to keep it operational. (p. 32)
- 16: USAID should give priority to funding internal computer network (and E-Mail) capability at CERPOD and to hooking CERPOD up with the world-wide INTERNET. USAID should support updating computer software and hardware and should continue to support selected and appropriate training and technical assistance in the use of new and rapidly changing computer technology. (p. 34)
- 17: If it is not practical to train all of the staff in all of the computer applications available to CERPOD staff, then work assignments should be made on the basis of who has the appropriate computer skills rather than asking untrained people to struggle through assignments for which they are not prepared, and are unlikely to do a creditable job. (p. 34)
- 18: In the follow-on project more effort should be devoted to secondary analysis of existing data sets and cross-national and cross-cultural analysis of demographic phenomena. These should be complemented by qualitative research (e.g., focus groups and in-depth interviews) on the various population topic areas. As noted above, CERPOD should concentrate much less of its time on primary data collection, and more on coordinating collaborative research and providing technical assistance in research methods, study designs and sampling, data processing and analysis, and information dissemination throughout the region. (p. 37)
- 19: Training is needed in research methodologies such as multiple decrement life table analysis of contraceptive discontinuation; cost-effectiveness analysis; qualitative methods; multi-level analysis; and social network analysis. (p. 37)
- 20: Training is also needed in the use of new software such as EASEVAL, TARGETCOST, and FAMPLAN for population program planning and evaluation; in SOCIONET for social networks analysis; and in updated versions of statistical software (e.g., STATA, EPI-INFO 6.0; SPSS-PC+ and the new version of ISSA). (p. 37)
- 21: AIDS and reproductive health research, population-environment relationships and women's studies should receive more attention from CERPOD in the follow-on project. To this end, an anthropologist and a public health research specialist should be added to the staff if

significant reproductive health research and related technical assistance is to be provided. (p. 38)

- 22: The demand for research and technical assistance in the design, implementation, and evaluation of family planning projects and programs (whether they are vertical programs or integrated programs with other health services) is likely to increase significantly in sub-Saharan Africa over the next decade. Priority should be given to building CERPOD's capacity to become a leader in the region in applied population research (operations research) and program evaluation. (p. 38)
- 23: Long-term training of Sahelians in public health, anthropology, and communications/IEC should be considered for the follow-on project. (p. 42)
- 24: Short-term training should be provided by CAs or universities specializing in population program evaluation, demographic methods and models, computer softwares. (p. 42)
- 25: CERPOD should continue to train staff in national institutions (and some NGOs) in the areas of health information systems, population policy development and implementation, operations research and program evaluation, and computer applications in demographic and health data analysis for use by decision makers and program planners. (p. 42)
- 26: CERPOD should position itself to become the regional leader in population matters by increasing its visibility and the understanding of its work through marketing activities; developing a clear understanding of what its constituent countries need; maintaining ongoing dialogue with government and donor representatives and with the CILSS authorities. (p. 46)
- 27: This process should begin with CERPOD's leaders (director and heads of divisions and services) undertaking two or three day visits to each CILSS country to meet the representatives of government and donor institutions. (p. 46)
- 28: CERPOD should appoint, on a pilot basis in two or three countries, a part-time liaison officer who can share information about CERPOD's activities, identify projects, develop proposals and send back to CERPOD progress reports on on-going activities. She or he will be CERPOD's advocate to the local authorities, and should be in ongoing contact with the CONACILSS. This individual should be part of the CERPOD delegation's visits to local institutions. This locally-based position, requiring little travel, would be ideal to target for a woman candidate. (p. 46)
- 29: CERPOD should capitalize on its positive image in the region and position itself to become an executing agency for World Bank and UNFPA activities. The overhead from this activity could then be used to support other CERPOD activities. (p. 46)
- 30: Two IEC specialists should be added to the Information Section, one to be based in Bamako in order to direct the section and develop information campaigns for radio, television, film and poster display; the other to travel to the different countries helping them to identify their IEC needs, mount the campaigns and evaluate their impact. Funding might be developed through buy-ins with JHU or REDSO. One journalist should remain on the staff and be responsible for editing and publishing Pop Sahel and all reports and

documents produced by the research staff, using the newly acquired desk-top publishing capability. (p. 48)

- 31: To increase the awareness of CERPOD and its activities, a delegation of staff should visit each of the countries to meet with various officials. This should be done in conjunction with visits to USAID Missions, accompanied by the USAID PLO. (See Recommendations in Sections 4.3.7 and 2.3.2.3) (p. 48)
- 32: Because it is unrealistic to expect CERPOD staff to make protocol visits to ministries, missions, etc. whenever they visit a country; and it is part of the culture that these visits are expected, it would be helpful if CERPOD had a representative in two or three pilot countries to keep everyone informed about who is coming to do what kind of work. This would alleviate the need for the staff member to make the visit, and it would keep CERPOD "alive" for these potential clients, who will feel respected and will be kept informed. Initially, this part-time liaison role might be taken up by a CONACILSS person, and funds to support her might be generated by the additional work coming to CERPOD as it becomes more visible (See also Recommendation 28). (p. 48)
- 33: CERPOD should take the leadership in developing a network of reproductive health and family planning researchers in the region so that applied research can be taught and implemented in the areas of family planning, infertility, AIDS/HIV prevention and maternal mortality; and operations research and program evaluation can be conducted by West African organizations. In order to take the lead, CERPOD should expand its expertise by adding doctoral level researchers in public health, MCH/FP, epidemiology and HIV/AIDS prevention. An anthropologist and an economist would be very helpful to the expanded research that CERPOD will need to undertake. (p. 51)

1. INTRODUCTION

1.1 Background and History of CERPOD

In October 1988, the United States Agency for International Development (USAID) signed the \$8 million Promoting Population Policy Development Project (PPPD) grant agreement, financed by the Development Fund for Africa (DFA). This five year project was designed to assist the Center for Applied Research on Population and Development (CERPOD), a semi-autonomous affiliate of the Institut du Sahel (INSAH), in its transition from a demographic training and research unit into a population-development research center with a broadened population policy and program development mandate and a five year work plan designed to realize that mandate within the nine member countries of The Interstate Committee for the Fight against Drought in the Sahel (CILSS).

The original grant agreement for the PPPD project was amended in September of 1991 and the life of project funding was increased by \$800,000 to \$8,800,000. The purpose of the grant agreement amendment was to fund management technical assistance (TA) as recommended by the financial and administrative audit of CERPOD in October 1990. The grant agreement was further amended in February of 1994 to allow for a no-cost extension of the project assistance completion date from April 30, 1994 to December 31, 1994.

In April of 1994, USAID/Mali received delegation of authority to amend the project by increasing the authorized core funding by an additional \$1 million and the buy-in authority by an additional \$2 million, thereby increasing the life-of-project amount from \$8,800,000 to \$11,800,000. In addition, the project assistance completion date (PACD) was extended to December 31, 1995. The purpose of this project authorization amendment is to provide CERPOD with a transition period during which it may continue to implement ongoing activities, while permitting the time to develop a new USAID project as a follow on to the PPPD project.

During the evaluation period, another amendment was circulating within USAID/Mali and was expected to be signed by the end of 1994. This amendment will extend the PACD to September 30, 1997. The rationale for this extension is two-fold. First, sufficient time is required for this evaluation report to be digested and its recommendations incorporated into the new project design. Since the new project would not be designed and approved in time to receive a FY95 obligation, the PPPD project extension will permit CERPOD to continue implementing its 1995 work plan without a major funding disruption. Second, CERPOD needs sufficient time under the PPPD project to continue with institutional development activities as identified by this evaluation report and by CERPOD's own strategic planning activities, in order to maximize results obtained by USAID's investment under the PPPD project.

The goals of the PPPD project are:

- Enhanced ability of individuals to choose voluntarily the number and timing of their children.
- Improved maternal and child health through encouragement of birth spacing and discouragement of high-risk pregnancies.
- Slower population growth rates, consistent with rates of economic development and the sustainability of the region's natural resources.

The purpose of the PPPD project is to promote the development of appropriate national population policies and programs in the nine countries of the Sahel. Appropriate policies are those concerned with rapid population growth, high fertility, and infant and maternal health.

1.2 Context of the Evaluation

This evaluation took place in October-November 1994, five months into the term of a new director whose predecessor was in his role since CERPOD's evolution, in 1988, from a department of INSAH to a semiautonomous affiliate of INSAH. A few weeks prior to the arrival of the evaluation team, CERPOD moved its operations from its old location to a new site, and the staff was still not settled completely, with many boxes still to be unpacked, inadequate phone lines, and misplaced papers.

In addition, at a recent joint meeting of donors and CILSS, the member country representatives approved a reorganization of CILSS which created a single integrated system. CILSS designed a three-year plan with emphasis on the development of national systems and on the regional cooperation and integration of all matters concerning population and development. The new orientation taken by CERPOD in its own six-year plan, however, is more heavily focused on population policy and action plan development and implementation. CERPOD's vision for itself and the program it implements appears to parallel USAID's objectives and targets in the population sector as identified in the West Africa Bureau's Sahel/West Africa FY96 Action Plan. These differences in program direction, as well as serious personnel matters remain unresolved conflicts between CILSS and CERPOD.

As the team arrived, CERPOD was in the throes of this physical and organizational disruption, and making efforts to respond to the evaluation, to a major workshop, and to the ongoing demands of its very heavy work schedule, which involves a great deal of travel for most of the staff.

This brief recap of its recent history demonstrates the degree to which CERPOD is an organization in transition; all of what it has accomplished in this project should be seen as evidence of its strengths, while many of its remaining difficulties can be seen as part of the transition.

1.3 Methodology of the Evaluation

The final evaluation of the USAID funded PPPD project of CERPOD took place from October 24 through December 3, 1994. The evaluation team was composed of Julien Conde, population policy expert and team leader; Mary W. Wright, institutional development expert; and Thomas T. Kane, demographer. The first week was spent at the Arlington, Virginia POPTECH offices in team planning meetings and interviews with cooperating agencies (CAs) and TA providers, some local and some by telephone. In addition, there were meetings with USAID/Washington representatives of the Health and Population Office and Africa Bureau. Documents were reviewed, sorted and packed to take to Mali.

After briefings at USAID/Mali and CERPOD, the team collected additional reports, documents, papers and publications related to the PPPD project and scheduled interviews with CERPOD staff, USAID staff, and NGOs working with CERPOD on various projects over the past several years in Mali, as well as site visits and interviews with staff at organizations in CILSS member countries

receiving services from CERPOD under the PPPD project. In addition to the Mali visit, site visits were made to Burkina Faso, Niger and Senegal.

The project paper, the 1991 management review, and the scopes of work (SOWs) for the CAs and TA providers were the principal guiding documents for the evaluation, with additional background information gathered from the extensive documentation provided by USAID/Mali and CERPOD. (See Appendix O.)

The methodology outlined in the evaluation SOW (see Appendix A) requested the development of a list of indicators which could assess the various issues. The establishment of indicators was impossible because the countries which have adopted population policies did not state specific targets. The official statements are loose. There are no statistics available from which to draw in making before and after measurements to assess the progress made during the implementation of the population policies.

Recommendations were made by the team on the basis of the analysis, findings and conclusions drawn from the data obtained through interviews, review of documents, observations and inventories taken. As requested in the SOW, the evaluation focused primarily on the performance of CERPOD during the period from October 1991 to October 1994, the judgment having been made by USAID that much of the PPPD activity from 1988 to September 1991 was accurately and adequately evaluated in the mid-term management review.

2. STRENGTHENING CERPOD'S INSTITUTIONAL CAPABILITY

2.1 Internal Institutional Development

In October 1990, recognizing that it had outgrown its capacity to manage its internal and external business affairs, CERPOD, with USAID support, commissioned Cabinet Sakhir Diagne, a Senegalese consulting firm, to conduct a management audit. This audit noted that CERPOD's scientific credibility might be seriously jeopardized by its lack of good administrative, accounting, and financial management. It identified seven essential areas to be addressed :

- organizational structure
- planning and monitoring of tasks
- budget planning and management
- human resource management
- accounting and financial management
- equipment management
- marketing and billing for services

Because the Population Council already had a resident adviser in place in the family planning division, it was a natural step for CERPOD (with USAID's help) to turn to the Population Council for advice about sources of TA required to address the deficiencies. The Population Council had the capacity to provide some of the TA, and it was felt that a subcontract with the Family Planning Management Development Program of Management Sciences for Health (MSH) would more effectively meet CERPOD's other organizational development needs.

In September of 1991, a mid-term management review was conducted to determine CERPOD's progress towards meeting the objectives of the PPPD Project. This review identified more specific areas in need of management including:

- staff development and training
- orientation to program planning and monitoring
- impact evaluation
- communications strategy (requested by CERPOD's Scientific and Management Committee (CSG) in 1990)
- personnel and program management

Simultaneously, a two-week organizational assessment was completed by MSH, on the basis of which the terms of reference for technical assistance from both the Population Council and Management Sciences for Health were developed, with the expectation that the two organizations would provide the technical assistance to correct the deficiencies identified by the 1990 management audit and the 1991 mid-term management review.

2.2 Technical Assistance for Institution Building

To meet the recommendation made by the Cabinet Sakhir Diagne (1990) and the mid-term management review (1991), CERPOD with USAID help commissioned three agencies to address

the deficiencies: MSH, The Population Council and Cabinet Aziz Sow. The SOWs for these agencies covered the following areas:

- strategic and operational planning
- staff development
- financial planning
- ongoing monitoring and evaluation

2.2.1 Management Sciences for Health (MSH)

Five objectives were identified in MSH's SOW; all of the activities devised to achieve these objectives have been completed except for one workshop to be held in December 1994. The results are as follows:

Institutionalize strategic and operational planning. This objective has most clearly and meaningfully been accomplished. CERPOD staff designed and conducted their own annual staff retreat in 1994, achieving the objectives of that retreat with MSH observing and consulting as needed. Their excitement and pride about what they learned and how different it was from the 1991 meeting is a real tribute to the effectiveness of the intervention and the way in which it was provided. One staff member commented that "MSH might have been created to meet CERPOD's needs."

Institutionalize ongoing monitoring and evaluation. This process has begun, but it would be an overstatement to say it is institutionalized. The recent (June 1994) evaluation workshop was found to be very useful, but the methodology has not yet been integrated into CERPOD's work plan. In addition, there are two aspects of monitoring and evaluation, one that relates to CERPOD's internal functioning with regard to completion of its activities, and one that relates to the impact of those activities on its clients. The evaluation system provided by MSH deals with the first, which is important; however, the project paper, the 1991 management review and the 1992 multi-donor review clearly call for the latter. While it is recognized that it is extremely difficult to measure the impact of population policy work, it is essential that CERPOD attend to this aspect of its work in order to assure itself, its donors and its clients that the work that is being undertaken is relevant to the centre's mission. This is clearly an area in which technical assistance would be useful, and best provided by the EVALUATION project in conjunction with any follow-on to the OPTIONS II project, both USAID Global projects.

Strengthen the management skills of the staff. The staff members who are in charge of divisions and projects have been assigned those roles on the basis of their technical skills, since this is an organization in which virtually all the administration and management are conducted by people who are highly trained in other professions, and are rewarded for their success with promotions to management or supervisory positions. They have had little or no training in supervision or project management, and feeling pressed to work on many projects, pay less attention to the needs of individuals within each project or division than is appropriate or necessary. There is little opportunity for researchers to review one another's work, comment on it, and receive similar feed-back themselves. It is reported that the publications committee has not been meeting to review the work of the staff, and publications are not coming out as planned. These activities are meant to be led by senior research staff, but they reportedly do not have time for them. The lack of collaboration in combination with the high output demand is a set-up for burn-out.

This might be avoided if the meetings which are meant to be held for review of papers and presentation of work were to happen more frequently, and other meetings were held at which problems could be aired, discussed and resolved. Without these outlets, the "underground culture" identified in the MSH workshops and exposed to view, is likely to go back underground. Technical inter-service meetings are in the work plan, scheduled to begin in January 1995; they should not be overlooked. Specifically targeted training in project management and supervision would be useful. Even more importantly, the addition of an assistant director for administration (see Section 2.3.1), who would streamline the cumbersome administrative procedures, would free the time of division heads and enable them to focus their efforts on more substantive work.

Insure that the current staff development policies meet CERPOD's needs. This will be addressed to some extent in the December 1994 workshop, but the whole set of personnel policies appears to be problematic, and should be addressed comprehensively by a new assistant director for administration as described in Section 2.3.1.

Develop a quality service delivery capacity while containing and recovering costs, diversifying its funding sources and better marketing its services. The indirect cost has been reviewed and verified, and the methods by which to calculate it have been transferred to the CERPOD staff so that the overhead rate can be updated annually. The response to CERPOD's initiation of charging its clients for overhead has been mixed: most donors are willing to pay the 22% rate, (unlike UNFPA, which will not pay it in Mali because they support some CERPOD staff salaries, but they will pay the overhead in other countries); and some CAs (e.g. The Futures Group) that wish to work with CERPOD do not want to develop subcontracts or pay for CERPOD's services. (See section on CAs). The director continues to discuss the issue and to negotiate the best contracts possible during this transitional time. Plans were made at the October 1994 retreat to hold a donors' round-table early in 1995 in an effort to educate a larger community of donors about CERPOD's activities and services, and to increase the possibility of further diversifying CERPOD's sources of support.

The products of MSH's technical assistance are being used and further developed. The learning of the strategic planning exercises extends beyond the process of strategic planning, and has greatly improved the morale of the professional staff. As noted above, it is important that they continue to use their new interpersonal skills regularly, and not expect that communication lines will remain open if they only use them once a year. Strategic planning will continue to be conducted by the CERPOD staff, who are eager to try their own skills unless they identify a need for further TA. A performance evaluation system will be finalized at the December 1994 workshop, calling for semi-annual reviews based on clearly defined criteria documented in the terms of reference of each staff member. As noted, evaluation of the impact of the policy development work is rudimentary at best, and TA will be needed to help them develop this aspect of the work.

The technical assistance provided by MSH was well-received by all CERPOD staff interviewed. It was experienced as useful, relevant, and applicable, and the long-term results are expected to be measurable. This is due in large part to the collaborative methodology used to design and implement the interventions, and the reciprocal respect generated between MSH and CERPOD's staff. The MSH consultants were excited about working with CERPOD, and believed that their interventions would be effective. It is clear that the mutuality of the regard each group held for the other and the spirit of the interventions, in conjunction with the appropriateness of the interventions, accounted for the successful relationship between the two organizations. MSH described no barriers to providing the TA; CERPOD described none in receiving it.

The clearest need for future technical assistance from MSH is in the area of project supervision and management for staff in leadership positions; for management training for the director; for assistance in developing the framework to initiate an endowment fund.

2.2.2 The Population Council

The Population Council came to CERPOD with a project that started the Family Planning Division in 1989.¹ As a part of that project, there was a resident advisor who had contributed much to its development and implementation, and whose time on that project was reduced, as planned, to 60% in March 1992. When the management audit identified management development needs, some of the more technical aspects of the assistance, which required development and implementation of computer-based management tools, were assigned to this individual, as well as the general role of resident advisor to the director, with PPPD covering the remaining 40% of his salary. The Population Council's TA addressed three of the major outputs of the institutional development section of the project paper, as follows:

Strategic and operational planning. The major outputs in this section were to be a thorough analysis of at least three commercial computer programs for project management and a detailed report of findings with recommendations; and the design, implementation, installation and training for the system selected. While the Timeline software has been installed, adapted, and training provided to the professional staff, there is no evidence of a written analysis and recommendation upon which a decision was taken to use this particular software. Although a number of staff are using Timeline to track their projects, the general impression is that it is very under-utilized in relation to its capacity and the under-utilization is due to the complexity of the software and the amount of time it would take to use it fully.

Staff development. Personnel time sheets are in place, and have been in use since June 1994. The personnel management system was developed, and has been on "test" status since July. It is expected to be operational by the end of December 1994 with the help of a local consultant. To date, it is not producing much useful information; no one was able to locate a manual for it, and some thought there had never been a manual. Some bugs in the program have recently been corrected but others remain. Personnel files on full-time professional staff have been entered in the system.

Financial planning and generation of resources. The SOW calls for the development of a computerized modular institutional profile for CERPOD, which could be adapted for use with any major donor. While an institutional profile was written, and exists in hard copy, it would be difficult to use it as a modular bidding document. A useful three-day workshop was given to review the bidding requirements of various donors, and some model proposals were developed, but there is no template on disk to simplify the process of responding to RFPs.

Ongoing monitoring and evaluation. Within the Timeline software there is the capacity to monitor the implementation of analytical plans and programs. Programmatic and financial indicators have been integrated into the accounting system, and allow for tracking and monitoring of budget v. actual revenues and expenses.

¹ It should be noted that CERPOD and the Population Council began collaboration prior to 1989.

Terms of Reference for a Technical Advisor. This role involved many difficult-to-measure tasks such as "coordinating, assisting and participating in" various activities associated with the direction and administration of CERPOD. The terms of reference were not clear to many of those interviewed; the individual's management experience and expertise were seen to be limited, and many peoples' expectations were not met, within CERPOD and at USAID. It should be noted that the director to whom the resident advisor reported left his post shortly before the resident advisor completed his contract, and this former director was not available to be interviewed.

CERPOD has, from its inception, been an organization that promotes from within, a tactic which often appears to be a "safer" alternative for a new organization than recruiting from outside. The individual who is known to the organization requires less time to get to know it, and creates less anxiety in others than does an unknown person. It also allows those who are already inside to move around and find other sources of funding internally when there are changes in financial arrangements. And, of course, there is a limited number of well-educated specialists in this field, so it makes sense to keep those whose work is valued. The first director of CERPOD was on the staff of the Socioeconomic and Demographic Unit (USED); the current director was formerly a division chief; the full-time translator has also been assigned the role of documentalist and is temporarily in charge of personnel; several of the professional staff have come on first as consultants and then been hired as permanent staff. This phenomenon even extends beyond CERPOD, with the awarding of the USAID project liaison position to a CERPOD fellow, the presence of a former CERPOD fellow on the evaluation team, and the first director of USED being appointed as an expert advisor to the director of CERPOD.

As CERPOD develops and grows, so do those associated with it. This clearly has strong advantages, and is not inherently problematic; however, it does make it more difficult to consider the ways in which an individual who is known and valued in one role might not be as well suited to a different role, particularly after the decision has been taken and the person is in place. Since performance evaluation has not yet been institutionalized at CERPOD, it has been extremely problematic to review competencies and make appropriate changes. It is expected that as the terms of reference and performance evaluation criteria are finalized in the December 1994 management workshop, CERPOD will develop its ability to make important personnel decisions in a fair and transparent manner, and that those who are not suited for particular roles will not continue to hold them.

With specific reference to the Population Council resident advisor, it should be noted that he has been re-engaged as a consultant for the Family Planning project in which he began his work at CERPOD, which supports the contention that a good fit between person and role for one position is not necessarily a good fit for another position.

Interviews with individuals involved from the Population Council, CERPOD and USAID indicate that there was some conflict among the personnel from the three organizations, some of which appeared to be personality-based, with most individuals feeling disrespected by and disrespectful of the others. Some of this was caused by the "in-house" nature of the arrangements that were made for the resident advisor by personnel who were leaving the project, and the resentment that was generated in those who continued to work with the contract. Many CERPOD staff did not feel that they were treated as respected colleagues; and they did not see why someone who did not, as far as they could see, possess the skills needed to be a management advisor was given this role.

In the future, if the relationships between the Population Council and CERPOD/USAID can be repaired, there may be opportunities for productive collaboration in conducting situation analyses and operations research, training and technical assistance activities in the region, for example to work with the new Population Council office in Mali on research related to the community based distribution project.

2.2.3 Cabinet Sakhir Diagne, Cabinet Aziz Sow

As noted above, the first management audit by Cabinet Sakhir Diagne was commissioned when it became clear that CERPOD had outgrown its financial management systems. That audit led to a series of interventions including the technical assistance provided by MSH and the Population Council, and by the individual who performed the work for Cabinet Sakhir Diagne, who subsequently formed Cabinet Aziz Sow. In addition, many of the recommendations made in the audit have been adopted in both the financial and administrative management spheres.

The SOW for Cabinet Sakhir Diagne outlined outputs as follows:

- Reconstruct CERPOD's accounting records since its inception - this was accomplished, and served as the basis for the second task.
- Implement a new accounting system to include financial accounting, subsidiary accounting, cost accounting, budgetary accounting, nonexpendable property management, payroll, personnel management, stock management, reproduction and reprinting - this was done so successfully that parts of the system were subsequently taken up by CILSS with technical assistance from CERPOD.
- Participate in recruitment of new staff - this resulted in the hiring of a new division chief and two accountants whose work is clearly of high quality as reported by the USAID Controller's Office.
- Train new staff in the use of the new systems - completed with good results.
- Production of specific reports - completed and utilized.
- Procedure manual on financial and cost accounting systems - in place.
- Quarterly follow-up visits and reports - ongoing.

As a follow-on, the purpose of the consultation with Cabinet Aziz Sow was to ensure the correct implementation of the accounting and financial management procedures, and update or create manuals as necessary. This TA was completed in the allotted time, with good results.

All of the financial systems that were installed are being used by the finance division with good results; while financial reporting to USAID is not as prompt as they would wish, it is quite accurate, and the controller's office reports no problems with CERPOD.

The TA provided by Aziz Sow was very well-received, both when he was with Cabinet Diagne and when he became the principal in his own firm. The key, again, seems to be his collaborative approach. He is very respectful of CERPOD, and this is evident in the way he works. Its response, in turn, is to accept the inputs and to use them.

It is anticipated that as new projects are added to CERPOD's roster, and as the accounting becomes increasingly complex, there will be a need for further TA to keep the financial division current with new developments in the field.

2.2.4 Barriers and Accessibility to CERPOD

CERPOD is an organization that recognizes its value and thinks highly of itself; it does not work well with consultants who come in with the attitude that they are the experts and the client should be a passive recipient of whatever they wish to bring. Unfortunately, CERPOD does not always make this clear. At times it passively accepts consultants' or cooperating agencies' offerings or timetables, and then cannot or will not provide the kind of support, attention or receptiveness that is expected of them. The remedy for this is that CERPOD needs to take more seriously its own assessment of the need for TA or the time required for and the relevance of collaborative efforts, and to make active decisions about what to accept and what to refuse. Although difficult up front, this kind of directness (while un-Sahelian!) will be a more straightforward message to others, who will not expect what CERPOD has not the time, interest or intention of providing. Part of the problem is the overlapping roles that CERPOD holds, and that USAID and the CAs hold in relation to CERPOD. The fact that a large proportion of CERPOD's funding is from USAID makes it very difficult for CERPOD to refuse anything from USAID or its CAs, whether they are offering training, TA, a contract, or an apprenticeship. The complexity increases dramatically when the nature of the particular affiliation is not specified.

2.3 Other Institutional Development Issues

2.3.1 Increased Staff Capabilities and Broadened Leadership Base

The composition of the professional staff has changed very little since the 1991 management review. Two accountants have been replaced; the head of administration has left and not been replaced; the head of training has left and not been replaced as such, although another researcher has been changed from consultant to full staff status, bringing the number of researchers back to where it was (the head of training was also a researcher). There are new positions which are about to be filled after many recommendations from the CSG and other bodies: three demographers (one specialist in migration studies, one in population policies, one in health and society), an administrative assistant to the director and a documentalist. The documentalist has already been selected, and the other positions have been posted and recruitment is in process.

In 1994 an internal restructuring took place. The former structure (in which there were six divisions) was replaced by a new organizational structure with two technical divisions (research and operations) and three support services: technical support (gathering information, computer processing and documentation activities), accounting and financial service, and administrative and personnel service.

The new organizational structure is one of many designs that could have been adopted. There is no one design that would guarantee that CERPOD's services would be effectively delivered. The choice of a design by any organization reflects the conceptualization of its product by the decision-makers. The structure guides the flow of communication and the focus of decision-making authority. The design of CERPOD's organigram was an issue in the 1990 management audit, in the 1991 management review, in the CSG and within CERPOD. The fact that a committee of the staff was asked to struggle with this issue, and that the current structure emerged from that committee's study and its recommendations to the professional staff goes a long way towards ensuring that it will work.

One of the outstanding problems in CERPOD is the disenfranchisement of its support staff, without whom the wheels would grind to a stop. They are secretaries, office staff, telephone operators and drivers who make it possible for the professional staff to do their work. They are currently not represented in any planning or decision-making forum, and they have no sanctioned access to the director, who is presently the only administrator, to discuss problems they encounter in their work. They have never participated in any of the planning activities for the Centre. There is a plan to include them in next year's annual retreat, which is a positive step. Prior to that, it is recommended that they be helped to organize themselves in some fashion that will enable them to be heard as a corporate body in relation to the administration.

As noted above, CERPOD is an organization run by and for the professional staff who are its key resources. It has grown quickly and established a fine reputation for work that is well done and useful in the Sahel region. At this point in its development, CERPOD stands on the brink of much greater autonomy from its parent organization, and probably will need to conceive of itself very differently, even in the short term. At this time, with a new director in place, facing many changes in its relationships with other organizations, and with an extension of the current USAID project to September 1997, it would be prudent for CERPOD to put in place an assistant director for administration to work with the Director in managing the upcoming crucial years of CERPOD's growth. It is recommended that the role be taken by someone with a Masters in business administration or public administration from an American university to balance the predominantly French perspective of the staff. The individual should be knowledgeable about the management of multi-donor non-profit organizations, including marketing, fund-raising and fund development, human resource development, and international business law.

The assistant director would be responsible for daily operations, including the management of support staff, development of appropriate personnel policies for all staff, assistance in developing better tracking and monitoring mechanisms for professional staff's efforts to generate publications, and other areas that have resisted progress. He or she would work closely with the director in determining development strategies for CERPOD, and in implementing them, giving the director more time to work at the boundary with potential donors and clients, and allowing him to engage in some research activities with his colleagues. The assistant director would develop more streamlined methods to accomplish the administrative tasks of division and service heads, and would free them from these tasks so they would be able to concentrate on their substantive work. While this recommendation to increase USAID's share of core funding comes at a time when efforts are being made to decrease that share, this support will be an investment that will no doubt pay for itself very quickly in terms of increasing CERPOD's organizational efficiency and effectiveness. It will place management expertise permanently within the organization, thereby increasing the likelihood that the efforts of the PPPD will be solidified for the long term. If USAID is unable to fund this position, it should encourage CERPOD to fund it or to seek other donor support.

In 1989 a recruitment policy and procedure were developed, and they are reported to have been followed rigorously in all but one instance. When a position becomes vacant, it is posted to each CONACILSS and advertised in at least two newspapers in each CILSS country. After three months, the division chiefs meet to review the CVs of all the candidates who are ranked by education and experience. The top three candidates are interviewed by the director and appropriate staff, and the selection is made on the basis of the interviews.

At the time of the evaluation, the division chiefs were reviewing CVs for the position of documentalist, and while there were three women among the top ten, there were none among the top three. In discussing the paucity of women in the professional staff, one of the committee members commented that any of the top three candidates for any position are likely to be equally qualified. In such a case, it is recommended that if all other things are essentially equal, CERPOD should make it a practice to augment the number of women in professional roles. The only position that was not opened for an international search was one for which a consultant had been serving well in the position for two years, and it was felt that CERPOD simply owed it to him to give him the job. There have been other positions for which consultants have competed and won in an open search, and clearly someone who knows the organization and has done good work has an advantage over other candidates. While the selection process appears to be clean, there is, of course, room for subjective judgments.

The story of women in the professional staff is short: there are three women, all of whom have been there since USED days. None of them reports any difficulty in being one of few women, they feel well-respected by their colleagues, and in short, it is not, in their view, an issue. It was noted, however, that there were two other women, both physicians who worked at CERPOD for a short time, and both left reportedly because of difficulties working with each other. It would be very interesting to explore further the reasons for their departure, but they were not available. When the question was raised about the number of responses by women to positions that are posted, it was reported that there are few applications from women, and there are two reasons for this. The first is that there are still few women who have the training and experience required for the jobs; the second is that CERPOD's jobs require a good deal of travel, and this creates insurmountable problems in a woman's family life. It is likely that this problem will not be improved until cultural norms begin to change.

In 1989 CERPOD developed a personnel policy manual that clearly spells out policies relative to promotion, evaluation and salaries. This manual, approved by the CSG, was never adopted by CILSS; therefore, no official policies exist for promoting and evaluating staff. A redesigned evaluation policy and procedure will be finalized in December 1994, and is meant to be implemented soon thereafter.

While there is no formal internal training program for the staff, many opportunities exist for them to learn new computer programs, to go on short-term study missions, and for short-term training. In addition, the staff attend many seminars and conferences both to give papers and to learn about the work of their colleagues. All of the people interviewed about this question felt that their ability to keep current in their area of expertise was very good.

In 1993 CILSS developed a new structure which incorporates CERPOD under the major program "Population and Development." New, recently approved personnel regulations and salary schedule will govern all staff working in the CILSS system. If they are applied to CERPOD, it is feared that

CERPOD will not survive as an institution. CERPOD's salary scale, which has always been separate from that of CILSS in order to enable it to compete in the international market for its staff, has also been incorporated within the new structure. Without the competitive salaries, CERPOD is at risk of losing its very well-regarded, long-term staff to other international institutions.

2.3.2 External Monitoring and Evaluation

CERPOD's activities are reviewed and monitored by its CSG, and PPPD activities are reviewed and monitored by the USAID project liaison officer. The Limited Donors Group, while not a monitoring body, is briefed on on-going and future CERPOD's activities.

Scientific and Management Committee. The Project Paper as well as CILSS' Council of Ministers suggested establishing a scientific and management committee "to guide and direct CERPOD's organizational and program development." The CSG functions as a board of directors, and has met annually since November 1988. In the early years its focus was primarily (and appropriately) management concerns; more recently the meeting minutes reflect a greater emphasis on the review and discussion of papers published by CERPOD staff members; in addition, critiques of the substantive work of the Centre are noted. In the 1991 management review, it was noted that in keeping with the spirit of the project paper, four of the ten members of the committee were women; the number continues to be the same, with one of the women being the executive secretary of CILSS, and therefore a "membre de droit" rather than a member selected for her expertise in the field of population. The 1991 review was concerned with how to improve the implementation of the CSG's recommendations by CERPOD, and it noted that an interim visit by the president of the committee had been useful and might continue to be useful. Subsequently, the president of the CSG has been in regular telephone contact with the director, and she has delegated to the former president, who resides in Bamako, those responsibilities requiring closer contact with CERPOD. The director is considering a recommendation that this individual be named a permanent advisor to the director, which would preserve the principle of elected leadership of the CSG, enable the director to receive input regularly, and make it possible for the CSG to follow its internal rules and rotate individuals off the CSG after three years' service. The evaluation team believes that it is important for CERPOD and its governing board to adhere to its internal rules and attend to the longevity of current members and the timely selection of new members to replace them.

With regard to the question of CERPOD's following up on recommendations of the CSG, it is noted that prior to 1994 there were many recommendations, and many of them are aimed more at the level of day-to-day operations than at the policy level. It is understandable that the Centre might find that the concerns that emerged between meetings took a higher priority than these day-to-day recommendations made once in a year, and that it might therefore not act on the CSG's recommendations. In its last meeting, the CSG reduced the number of recommendations, and they appear to be at a more appropriate level for a board of directors, which is seen as another developmental milestone for CERPOD. Most of those recommendations have already been acted upon, and the major outstanding recommendation is related to the frequency and variety of publications and communications, a subject about which the CSG has rightfully been concerned for several years (see Section 2.3.3).

The 1991 review suggested that in order to support CERPOD's development, certain kinds of technical expertise might be useful on the CSG. The team believes that specific substantive technical inputs are more appropriately received through the avenues of technical assistance and

collaboration with other agencies, and the policy-making role of the CSG can be best preserved by maintaining the current membership criteria, with one addition. Currently, the members of the CSG are all selected for their expertise on the scientific axis (though many of them may be in management roles in their own institutions). Given CERPOD's youth and complexity as a multi-donor, multi-partner institution, it is recommended that there always be at least one member whose selection is based on expertise on the management axis. This would ensure that both a scientific and management perspective are represented as the CSG looks at policy issues.

The membership is based on the following criteria: there are two "membres de droit," the executive secretary of CILSS and the general director of the Institut du Sahel; five members "represent" different Sahel countries, and three members "represent" partner institutions outside of Africa. The representation is not governmental nor institutional, but rather the selection of an individual on the basis of her/his expertise, who has a national or organizational role. Individuals are selected by the director of CERPOD, and nominated by the executive secretary of CILSS. Because the individuals are from various countries, and the director may not have the most complete information about who would be appropriate candidates, it is advisable to solicit suggestions from CERPOD staff who work closely with national organizations. Given CILSS' broadened geographic mandate as defined in USAID Sahel/West Africa's FY96 Action Plan, it would be appropriate for the CSG to either expand its membership, or to select its members from all of West Africa rather than just from Sahelian countries.

The CSG does not have a formal role beyond that of serving as the board of directors, meeting annually or in extraordinary sessions. Members of the CSG, however, occupy important other roles which have contributed to their selection as CSG members. Through these other roles they are able to bring information about CERPOD to other institutions, and to bring information about the direction of the other institutions to CERPOD. This is the informal role of CSG members, and while their informal activities may not be explicit in CSG meetings, it is clear to the director that the placement of CSG members in their back-home roles is very important to CERPOD.

The Limited Donors Group. The Limited Donors Group was constituted in 1990 to bring together the major donors who are resident in Bamako to represent the whole donor community, to support CERPOD in the realization of its program and in the management of its activities, to make recommendations about these issues and to assure a link with the larger community of donors. The Group consists of representatives of USAID, UNFPA, the Canadian International Development Agency (CIDA), the Population Council, and Cooperation Neerlandaise. Although it was intended that it meet quarterly, it has met irregularly, with six meetings since its inception, the last one in July 1994. The chairmanship of the Group is determined by the donor representatives who elect one of the donor group for an unspecified period of time. The Group serves in a consultative capacity to CERPOD, with the expectation that because the members are fully informed about issues that relate to the whole organization (rather than only to the projects in which they are involved), members are better able to take up a role of advocacy and action within their respective agencies, and that as a consolidated group of active donors it will have an impact on policy decisions at CERPOD, and at the level of INSAH and CILSS.

The Group is meant to be mobilized by the director of CERPOD, who identifies the need for the meeting and establishes the agenda, and requests that the president call a meeting. A major obstacle to the Group's becoming a more effective advocacy agent is that it has not been called into action with sufficient frequency. This is likely related to several interacting events: in October 1993 the Population Council representative who was the first president of the Group, left his

position, and a new president was not appointed until July 1994. From October 1992 to June 1993, the USAID project liaison officer (PLO) position was vacant. Also in 1993, a reduction in the staffing at CIDA left only administrative staff to participate in the Group's activities, so their contribution was, therefore, administrative rather than programmatic. The absence of the leadership role of the extremely dynamic Population Council representative and USAID PLO, in combination with the loss of substantive contributors from CIDA, and the former director's preparations to leave his post, contributed strongly to the underutilization of this group. The director plans to call a meeting in January 1995 to review the many issues that have arisen since July 1994.

The Group was most useful in its collaborative effort to ensure CERPOD's ability to charge the representative organizations for the indirect costs associated with running the Centre; and its joint statement to CILSS in May 1993 regarding the threat to CERPOD's autonomy inherent in the restructuring plans. Strangely, after spending a great deal of time and energy on the collaborative development of the terms of reference for the 1992 multi-donor review, and much discussion about how and when to proceed with the review, there is no mention of the results of that exercise, and therefore it is not clear how the Group might, as a corporate body, use the findings to inform the constituent agencies' agendas to design their projects in a more collaborative manner.

The Group could most profitably be used to coordinate the future funding interests of each agency with the plans of the others. In this way, CERPOD might be faced with projects that spill into each other less, and have a greater ability to provide more satisfactory financial and activity reports to its major sources of revenue. The USAID PLO's efforts to generate a commitment from the Group to meet more frequently were not successful; and the evaluation team's interviews with Canadian and Dutch representatives revealed that their knowledge and understanding of CERPOD's issues are limited, and that while they are supportive of CERPOD, they have little of substance to contribute in meetings. Given this information, it might be more productive to schedule meetings of the Group around visits from the Canadian and Dutch program people unless there are administrative reasons to meet at other times.

USAID Project Liaison Officer. The PLO's scope of work includes:

- Daily monitoring and project implementation assistance.
- Periodic assistance in working with other donors, USAID missions, and national and international agencies.
- Oversight of work plan and budget development.
- Initiation and monitoring of project evaluations.
- Identification of technical assistance needs.
- Preparation of USAID documentation and monitoring the drawing down of funds; participation in technical activities such as research development and review of publications.

Because the PLO worked at CERPOD as a researcher for almost one and one-half years; she has a personal in-depth knowledge of how various systems work, be it well or poorly. She has used her knowledge to focus in on those areas where CERPOD needs to make improvements, and has been instrumental in bringing about management changes that, however painful, are acknowledged by CERPOD to be both useful and necessary (e.g., the utilization of time sheets to allocate charges for research time to the appropriate project).

In considering the scope of the liaison role in the future, there was a broad range of responses from people at CERPOD and USAID. Those who work most closely with the PLO tended to believe that the role should continue to be held by someone who is knowledgeable about the substantive work of CERPOD as well as being well-versed in USAID procedures. Those who are at a greater distance from the role tended to think that a project management assistant who knows only the USAID side could handle it adequately. The evaluation team believes that it is important for the PLO to be well versed in the work that CERPOD does in order to represent it accurately, to advocate within USAID and with other donors and CA's who are or might become clients or collaborators. Again, this is a developmental issue, with CERPOD having grown beyond the need for general support of its work, to a need for more specifically targeted help in accomplishing particular objectives that have thus far resisted accomplishment. The individual who takes the role should be an experienced professional, preferably with administrative experience and experience working in an African context. He or she should be a credible representative of CERPOD's needs at USAID/W, REDSO/WCA, and the West African USAID mission. It is the team's belief that, unfortunately, this might require that the PLO be an American, as it is not clear that CERPOD would have the same visibility or opportunities if the PLO were to be an African national.

In the last two and one half years, there has been less attention given to working directly with other donors in Mali than there was in the past, some of which is attributable to the fact that the Limited Donors Group has not been very active in the last two years. While it may not be the PLO's role to coordinate this group, the previous PLO was instrumental in founding the Group, and her personal stake in it may have energized the Group into greater activity. In addition, even when they had program staff in Bamako, neither the Dutch nor CIDA had a representative like the USAID PLO. The funding that is provided to CERPOD is programmed from the Hague and Ottawa respectively, which means that the local donor representatives are not, as they reported, very knowledgeable about the substance of the CERPOD project, but only the administration of the funding. Discussions with USAID missions in Burkina Faso and Niger revealed that they have little knowledge of CERPOD, what it does, or how well it does its work. Given that there is funding available now, and that these countries have identified specific needs, it is recommended that the PLO travel to West African missions, preferably with a delegation from CERPOD, to inform them of CERPOD's availability and capacities, and to broker some relationships between the USAID missions, CERPOD and the CAs to facilitate the utilization of this funding to meet the needs of the CILSS member states.

During the PLO's recent annual visit to the US with the CERPOD director and his expert advisor, the central offices of USAID/W and many cooperative agencies were visited, activities reviewed and plans made for the coming years' activities. As CERPOD continues to grow and develop its internal capacity to negotiate with donors and clients (who are sometimes also donors), it is appropriate that the PLO becomes less directly active, but rather support the director in relation to other donors and other organizations (except USAID, in which she should be very visible).

As described by the PLO, USAID has always worked with CERPOD according to the legal provisions defined in the handbook which are normally applied to national institutions and not to international public organizations such as CERPOD. Moreover, CERPOD cannot compete for USAID bid calls or contracts although the buy-in structure indicated in the project paper uses the term "contract". This issue was under review at the time of the evaluation and it is expected that the necessary steps will be taken so that CERPOD can be certified as an international public organization before the development of a new project. This will be done with the help of the regional legal consultant and the contracts officer at USAID/BKO. The planning team for the new

project should look into ways that CERPOD could compete for USAID bids like other counterpart agencies. It will also have to address the administrative and technical management of the new project and, particularly, the role of REDSO/WCA in order to eliminate ambiguities encountered in the past.

2.3.3 Enhanced Planning, Monitoring, and Evaluation Capacity

The 1991 management review found that only some activities were on target, and that more thought needed to be given to developing and carrying out a plan of activities that directly addresses CERPOD's population policy development program. The project paper calls for appropriate mechanisms for monitoring policy implementation, evaluating policy impact, and providing feedback to program management staff and political leaders. It calls for CERPOD to develop and operationalize a methodology for monitoring and evaluating the evolution and implementation of national policies, strategies and programs in the Sahel. It is clear that CERPOD's ability to plan its work program has become much more sophisticated, and the staff can clearly see how many projects are on the docket, and their ability to assess how much time will be required from what kind of specialist has improved; however, all of the increased capacity to plan is of little use if too many requests come in outside of the program and they are unable to refuse them. Part of this dilemma is related to the mandate to work with CILSS member states, part of it is related to the relationships with donors who then become clients (and therefore difficult to refuse), and part of it is related to the need to diversify the sources of revenue and to earn more revenue. So, while their ability to plan has increased markedly since the 1991 management review, the results of that improved capability may not be clearly visible yet.

Monitoring of progress in meeting the demands of the work program is done through the use of Timeline, which graphically demonstrates which projects are at which phase of implementation if the program is utilized. It does not monitor the progress of implementation of population policy. An evaluation workshop was held in June, and the skills are now present in the staff to evaluate the programs they present, for example seminars and conferences; however, this training was designed to evaluate output, not impact.

Possibly in response to the exhortations of the 1991 management review and the consistent requests of the CSG, CERPOD did develop an information policy (also referred to as a communications strategy) which elaborates in fine detail the rationale for information development and dissemination, the forms that information should take, the channels through which it should be distributed, and even the specific kinds of publications through which research findings should be brought to decision makers, the scientific community and the public. It is a well-organized, carefully conceived document dating from 1991, although it took two days for the staff to find a copy of it. In addition, there was a four-day workshop in August 1992 at which four CERPOD staff and a consultant from PRB constructed a 1992-93 strategic plan of information diffusion activities. It also appears not to have been implemented.

In interviews with the staff, it emerged that there is little collaboration among the professional staff with regard to reviewing one another's work, commenting on it, and thereby helping one another to get papers ready to publish. Some felt that the lack of interest in their work by colleagues was a disincentive to write papers, and in combination with the bottleneck in the information service served to demotivate them. In addition, the burdensome administrative work required of department heads appears to be responsible for their relegating requests for papers from their staff

to a low priority, and the passivity of some staff leads them to wait for the request. When one considers the range of activities specified in the information policy and in the strategic plan for 1992-93, it seems that two journalists, one of whom reports that he is very occupied with taking the minutes at various meetings, are not sufficient to meet the information dissemination needs of this Centre. It is recommended that two information, education and communication (IEC) specialists be added to the staff, one to direct a new initiative in information dissemination, one to work with population campaigns in CILSS countries; that only one journalist be retained to operate the desktop publishing software and edit all publications; and that secretarial tasks be reassigned to more appropriate staff.

2.3.4 Financial Management

Procedures were defined by Cabinet Aziz Sow for procuring various supplies and equipment and allocating the costs to the appropriate projects. In the case of communication costs, CERPOD has been attempting to do this manually, with long lag times in the reporting. An automated telephone system is in the process of being installed, and it will force telephone calls into project accounts, which will speed up the allocation process and make it more accurate. Faxes are controlled by one secretary who keeps track of them manually and assigns the charges to the appropriate project. The production of large-volume photocopying is also centralized and allocated to the appropriate project. The purchase of office equipment and furnishings has clearly not been a priority for CERPOD, but it is reported that they are making plans for such purchases as budgeted per project.

Office supplies are ordered quarterly and kept in a centralized store, with "petit stocks" allocated to most secretaries for dispersal to the staff. In large quantities, they are billed to projects as they are distributed; for everyday use, the supplies are built into the overhead rate and not billed to specific projects. Half of the staff interviewed about this issue reported that there were very inconvenient delays getting office supplies as needed, and half reported that there were no problems. Interestingly, those who had problems were women, and those who did not were men. It is reported that the flow of supplies has improved substantially over what it was in the past, and that stock-outs occur primarily near the end of the quarter. The procurement and distribution systems designed by Cabinet Aziz Sow are cumbersome and require much paper-work in order to assure accountability; this, and the underestimation of need appear to be the greatest obstacles to a more smoothly flowing system.

The major activity that CERPOD is undertaking in its move toward more financial independence is the uniform charging of clients for indirect costs. The revenues generated by this charge go into the fonds propres, and are currently being applied toward reducing the deficit in that account. In addition, the introduction of time cards in May 1994 will make it possible to allocate the accurate proportion of staff salaries to the appropriate projects. Because time cards are still new, the staff have not fully embraced their use, and they are not always submitted on time. It is suggested that the director require their timely submission in order to enable CERPOD to demonstrate to USAID, on a monthly basis, that the charges for researchers' salaries are diminishing as other projects are appropriately billed for their services.

One of the objectives of the PPPD project was to prime the pump of CERPOD's funding so that other donors would contribute as well. It was recognized early on that CERPOD's sustainability was linked to improving its funding base through the diversification of its sources of financing (including adding donors and charging for overhead costs). It was expected that for its first Five Year Plan

(1988-1993) CERPOD would get 65% of its revenues from sources other than USAID. The following table shows the situation:

TABLE 1

SOURCES OF CERPOD'S REVENUES			
Sources	1989	1992	1994
USAID	49.26%	41.52%	35.79%
Other donors	45.58%	44.68%	54.48%
CERPOD's Self-generated Revenues	5.16%	13.80%	9.73%

From 1989 to 1992 CERPOD's budget increased by 27%, from 1989 to 1994 by 99%. Not only did CERPOD's funds increase tremendously over the last five years, but the sources of funding were more diversified.

2.4 Summary Assessment of Progress in Institutional Development

2.4.1 Management

CERPOD has made great progress in relation to its internal management systems, procedures and practices. The accounting system is a model for CILSS and is well respected by USAID. Time cards have been introduced as a step towards proper allocation of staff time to particular projects. Accountability for and timing of procurement of commodities is much improved; the indirect cost rate has been determined, the methodology for doing so is known to CERPOD staff, and the rate is being applied to all new projects with good results.

Strategic planning has been adopted, learned and applied as a new orientation to program planning. Skill-building in evaluation has been provided, though not yet applied. Desk-top publishing has been introduced and is being used to produce some of the publications. A new organizational structure was developed by the staff and instituted about six months ago, around the time that the director took up his role and made some personnel changes in leadership positions.

2.4.2 Major Weaknesses Remaining in the Management Sector

There has been little or no leadership training or experience in management for any of the staff in leadership positions, nor is there a management professional to help guide the substantive work of CERPOD using accepted management techniques. Management expertise is likewise absent on the Scientific and Management Committee. Researchers with administrative roles are overburdened with cumbersome administrative procedures.

Cost accounting has not yet been fully implemented, with the automation of communication costs and the completion of the personnel management system scheduled for December 1994.

With regard to resource generation, the USAID plan to develop a means to establish an endowment fund has begun, and needs follow-up. West Africa USAID missions need to be educated about CERPOD's capabilities. The computerized modular bidding profile that was contracted with the Population Council has not been developed.

The information policy, or strategy for disseminating CERPOD's findings to a broad public, has not been implemented, and the number of publications has diminished in the last few years. Impact/outcome evaluation techniques are not in place.

2.4.3 Recommendations

- 1: In order to strengthen the internal management of CERPOD, a management professional should be added to the staff in the role of assistant director for administration.**
- 2: Management and supervisory training should be provided for the director and division heads, preferably through MSH and the Fondation International pour l'Innovation Sociale.**
- 3: Two information, education and communications experts should be added to the staff, one to direct the information service and supervise the implementation of the information strategy, the other to carry out IEC campaigns in CILSS countries.**
- 4: The PLO position should continue to be held by an American national who has had training and/or experience in a substantive field related to CERPOD's work, and who has Africa and preferably administrative experience.**
- 5: The Population Council should complete the development of the computerized bidding model for CERPOD.**
- 6: Every effort should be made to select women candidates to fill positions for which qualified women apply.**
- 7: Impact/outcome evaluation measures should be developed with technical assistance.**
- 8: It should be suggested to CILSS that in order to represent the broader geographic area in which CERPOD is working, the CSG should either expand in number to include coastal state representation, or those states should be added to the pool from which the CSG members are selected. It would be preferable to expand the size of the CSG.**
- 9: It should be suggested to the Scientific and Management Committee that management expertise should be permanently represented on the committee.**

3. STRENGTHENING CERPOD'S TECHNICAL CAPABILITY

3.1 Collaboration with Cooperating Agencies

The PPPD project included technical assistance from several CAs to enhance CERPOD's technical capabilities and help it achieve some of the principal project objectives, namely to:

- Establish a reliable base of population information in the Sahel.
- Disseminate and apply this information to increase decision-makers' awareness of the importance of demographic variables for socio-economic development.
- Transfer appropriate computer technologies and population research methodologies.
- Assist governments in developing, implementing and evaluating appropriate population policies and programs.

The PPPD's principal activities included:

- Training and applications in the use of demographic and socio-economic projection models under the RAPID project carried out by The Futures Group International (TFG) and Research Triangle Institute (RTI).
- Creation of a mass media journalists' network and provision of technical assistance in information dissemination/IEC activities by the Johns Hopkins University's Population Communication Services (JHU/PCS).
- Installation of the POPLINE computerized bibliographic information system under the Population Information Program (JHU/PIP) project.
- Training and computer software applications for secondary data analysis of censuses and demographic and health survey data by Macro International (formerly Westinghouse).
- Population policy development and information dissemination activities under the OPTIONS project carried out by TFG and the Population Reference Bureau (PRB).
- TA from the U.S. Bureau of Census (BUCEN) for CERPOD to develop a demographic, health and socio-economic data bank for the Sahel.

3.1.1 Futures Group/RTI (the RAPID III project)

Proposed outputs of the RAPID III project with CERPOD included:

- Development of a Sahel-specific version of the RAPID computer presentation.
- Development of the population, agriculture, and environment model PAGE to enable decision-makers to study the impacts of population growth on food supply and demand (to strengthen the case for family planning services).

- Enhancement of the ability of CERPOD staff to make presentations and to prepare other institutions to do so.
- Development of three country-specific INTEGRA models and development of packaged presentations for selected countries to use during regional and national seminars on population and development.
- Enhancement of the ability of CERPOD staff to develop other computer models of this kind.

All of the proposed outputs were achieved during the project period, except for one of the three planned INTEGRA Model applications being developed for Mali and Niger. INTEGRA model applications planned for Guinea-Bissau were not possible due to a lack of appropriate input data. CERPOD's ability to learn and use the INTEGRA and PAGE models effectively and to transmit the information and methodology to national statistical and planning organizations was confirmed in interviews conducted with the DNSI and the National Directorate of Planning (DNP) in Mali and the Direction de la Population et de la Promotion Feminine du Ministere du Developpement Social in Niger. For example, in Mali the National Directorate for Statistics and Data Processing (DNSI) found the INTEGRA model very useful for making its national population projections, while the DNP used the INTEGRA model to develop and modify Mali's population policy as it impacts the education, employment and health sectors. Because DNP did not have a powerful enough computer to handle computer applications, CERPOD played a key role in providing a senior technical staff member of DNP access to CERPOD's computers, as well as providing technical assistance over a six-month period. The data and computer hardware requirements for INTEGRA are heavy, and some of the institutions in both Niger and Mali who had received training in INTEGRA did not have computers powerful enough to store and process the INTEGRA program applications.

An example of how CERPOD benefited from this TA is seen in its increased ability to develop or modify computer population models. This is demonstrated in the collaboration between CERPOD, AGRHYMET (the agricultural arm of CILSS) and the Government of Niger in the development of the Population, Health, and Environment Model for Niger based on the Geographic Information System computer software and Nigerian data from several sectors.

In Senegal, RAPID III Project staff and CERPOD staff both played significant roles in successfully demonstrating through the RAPID presentation to the president of Senegal and key ministers, the impact of population growth on various sectors of the economy (e.g., health). Some problems arose during the Senegal project, which are attributable at least in part to CERPOD's evolution from a fledgling institute that only receives TA from CAs, to a more mature, developed provider of TA to its own clients, as well as being called upon to collaborate with CAs as a partner. Partners usually develop subcontracts in which the prime contractor pays the sub a fee that includes personnel salaries and overhead. TFG and others (see below) resist paying the fee, and seem to want to continue to see CERPOD as a recipient institute rather than a collaborating institute. This problem is compounded when CERPOD's role in a particular project is to assist with putting on a workshop, for example, and part of what they get out of it is to learn how to do it more effectively so that they can do it themselves as well as teach it to others. Often this apprenticeship role serves as a training of trainers event in which both sides benefit; the difficulty is that the roles are not set out clearly in contract form so that the ways in which both sides are giving and receiving are acknowledged and compensated. This leads to resentments on both sides, with neither party

feeling respected and acknowledged for its work. In long-term relationships, the resentments build and are passed on from one activity to another, compromising the ability of the two organizations to work together.

3.1.2 JHU/PCS

Media Projects. The purpose of the media network project was to increase both the quantity and quality of media coverage of population and development issues in CILSS member countries in order to enhance Sahelian leaders' appreciation of the relationship of population growth to development so that demographic factors would be incorporated into development plans. The following activities took place:

A two-week regional journalists' workshop took place in Mali in November 1988 and included 15 print journalists from Mali, Burkina Faso, Chad, Niger, Senegal, Guinea-Bissau, Cape Verde and Mauritania. The key objectives of the workshop were to:

- Increase journalists' knowledge of population topics (e.g. effects of rapid population growth on development; demographic situation in the Sahel; population policies; status of women and family planning).
- Provide a collaborative, supervised reporting experience on population topics.
- Develop activities of the CERPOD Media Network, including reviewing a proposal to award small-grants for population and radio/TV productions.

The immediate objectives of this workshop were achieved. Each CILSS country delegation at the second Population Policy Conference in the Sahel included a member of the media network. However, over the past two years the original network of approximately 50 Sahelian journalists has been for the most part unresponsive to CERPOD's requests for articles, and for their participation in the prize competition and the small-grant awards competition.

A "Radio and Health" workshop took place in Burkina Faso in September 1992. This two-week workshop included 11 Burkinabe journalists and four health specialists. The key objectives of the workshop were to:

- Increase participants knowledge of family planning and population issues.
- Build lasting bridges of collaboration between the two groups of participants (radio journalists and health workers).
- Familiarize health workers with radio operations.
- Improve participants' journalistic techniques to enable them to disseminate information on population and family planning more effectively.
- Produce creative programs on population and family planning to be aired in Burkina Faso.

The immediate objectives of the workshop were accomplished and news stories and coverage of the workshop were aired several times on the radio and television during the workshop. Articles on the workshop appeared in several Burkinabe newspapers. However, some participants, and some journalists who decided not to participate, felt that the per diem was too low, and interpreted that as

a sign that the sponsoring agencies had little commitment to promoting population coverage in the media, and that the participants and their work were not thought to be important.

Prizes were awarded in December 1993 for the best written or broadcast articles on radio or television on the issue of population and development in the Sahel. The awards ceremony was covered on television and the written press. Very few, if any, of the members of the original media network entered the competition, even though messages announcing the competition were reported to be sent to media bureaus in each of the CILSS countries.

Awarding of the small grants for population writing and radio/TV production was not accomplished during the project period, although money was allocated for this activity and letters announcing the competition was reportedly sent to each CILSS country in 1992.

Only two of the four planned *Reseau Pop* (the journalists' population network bulletin) publications were produced. Reports from CERPOD on media project activities, as well as financial reports on the Media Project were consistently late in being sent to JHU/PCS.

3.1.3 *Installation of POPLINE*

POPLINE was originally set up at CERPOD in March of 1992, but after a period of about six months it was not functioning due to technical problems with the CD-ROM drive. Potential users at CERPOD were informed of its availability when it was originally installed, but only two of the research staff interviewed actually reported that they had used POPLINE before it broke down. A number of attempts were made to communicate with JHU/PIP to find a solution to the technical problems encountered, but after several unsuccessful attempts to correct the problem through correspondence and replacement of individual parts, it was decided to completely reinstall the POPLINE system, which was done in mid-October 1994. The POPLINE was tested successfully by one of the evaluation team members, but it was not linked to a printer so no hard-copy output of the test literature search could be obtained. Because use of POPLINE was very limited during the relatively short period it was operational, its impact has been negligible.

It appears that the responsibility for the lapse of POPLINE lies both with PIP, which did not make strong efforts to respond to CERPOD's problem with the product, and with CERPOD for not pushing PIP very hard to respond. CERPOD may not have been terribly interested in POPLINE, as it is primarily in English, and few of the staff are fluent enough in English to find it useful.

3.1.4 *Macro International (Demographic and Health Surveys)*

CERPOD and Macro worked together to organize a dissemination seminar in June/July 1989. Macro also provided CERPOD with two training workshops and technical assistance in use of the ISSA software for data entry and analysis of DHS data and other survey data. A seminar for secondary analysis of DHS survey data was conducted jointly by CERPOD and Macro for researchers from six Francophone African countries.

Since the 1991 management review the principal activity between Macro and CERPOD was the conducting of a regional workshop on analysis of Demographic and Health Surveys for Francophone countries, which was held in Bamako, Mali from May 24 through July 16 1993, and

included twelve researchers from six countries (Mali, Senegal, Burkina Faso, Niger, Cameroon, and Rwanda). Seven research reports resulting from the workshop were published jointly by CERPOD and Macro in March 1994.

The DHS survey monitor at Macro believes that it is now more appropriate for a national institution, rather than CERPOD, to be the executing agency for the national DHS survey. Although the computer capabilities of national institutions in the region have improved significantly over the past decade, these institutions would benefit greatly from TA provided by CERPOD in data processing and analysis. The excellent qualifications and skills of CERPOD's staff are clearly recognized by Macro, but their perception is that the staff are doing too many projects simultaneously, that human resources are limited, and that some of the best researchers and technicians were constrained by administrative responsibilities as heads of divisions. Macro staff believe that CERPOD should capitalize on its strength in data processing training in secondary analysis, and the dissemination of results, and establish itself as a center of excellence providing technical assistance to countries in the region.

CERPOD is a depository for DHS surveys, but at the time of the evaluation they had only received the files for the DHS I survey series. CERPOD has requested that Macro send the available DHS II and DHS III survey results as soon as possible. Macro indicated that it has money for further analysis of DHS data and would welcome a proposal from CERPOD in the form of an analysis plan. CERPOD will likely need the newest version of the ISSA software, but they will have to buy DHS staff time for training in the new version of ISSA.

A number of CERPOD staff have been trained in the use of ISSA software for data entry, analysis, and file management developed by Macro International under the DHS project. This training has been put to good use, and has been used to enter and process data from a number of surveys carried out by CERPOD staff (e.g. AMPPF Bamako surveys, SOMARC protector condom survey; Gambia contraceptive prevalence and fertility determinants survey; and the national migration surveys in several West African countries).

CERPOD staff were generally satisfied with the TA in ISSA software and in the training and sub-programs provided by Macro for secondary analysis of DHS data. Future collaboration with Macro was seen as desirable by some of the principal research staff. However, the same concerns apply to Macro as to TFG with regard to the need for an explicit contract covering who is giving and receiving what from whom. Resentments built up on both sides about the lack of clarity regarding CERPOD's role in workshops with Macro and uncertainty as to whether CERPOD was there as an equal partner, an apprentice, or a recipient of training. When all three are happening simultaneously, it is important to discern who is in which role, and who is paying whom for what.

Macro would be interested in working with CERPOD in organizing regional DHS workshops for Francophone countries in the future, but they would require more support than CERPOD has given them in terms of providing technical assistance at workshops and follow-up to host country institutions. CERPOD's point of view is that it needs a contract to pay for the support and follow-up, as it needs to recover its costs just as Macro does. Macro would also be interested in training and updating CERPOD's staff on secondary data analysis; CERPOD should determine whether it actually wants the training and negotiate for it to be conducted at a mutually convenient time.

3.1.5 Population Reference Bureau

Since the 1991 mid-term management review, OPTIONS project activities at CERPOD have been carried out mostly by the Population Reference Bureau (PRB) under a subcontract to them from TFG. PRB made ten TA trips to CERPOD between February 1992 and November 1994. TA activities included the following:

- Preparation for and participation in the Second Regional Conference on Population Policies in the Sahel held in Dakar from July 27-31, 1992 (including preparing conference publicity materials; distribution plans; budgets; participation of countries, donors and other organizations; status of documents and logistical preparations, follow-up and distribution of materials).
- Development of a communications strategy designed to integrate CERPOD research more effectively into the population policy development process (see Sections 2.3.3 and 4.4).
- Technical assistance and training of key CERPOD staff in desk top publishing (DTP) and provision of computer hardware and software, with special assistance in the production of Pop Sahel (January 24-February 12, 1993).
- Transfer of the OPTIONS Policy File database, which includes four databases (United Nations, World Bank, PRB, and Population Council) and training in database management.
- Preparation of a booklet highlighting the results of the Second Conference on Population Policies in the Sahel.
- Technical assistance in developing a geographic information system (GIS) presented by CERPOD and the government of Niger at the International Conference on Population and Development.
- Preparation for and participation in the Francophone Population Policy Implementation Seminar-Workshop held November 14-25, 1994 in Bamako.

The staffs of CERPOD and OPTIONS had a number of complaints about one another, most of which have been more clearly articulated to the USAID PLO than to the Evaluation Team. One of the major problems was time constraints. CERPOD staff members were frequently not available during PRB consultant visits; and either PRB was not flexible enough in scheduling trips or did not provide sufficient advance notice to CERPOD. CERPOD should be explicit about its needs and would benefit from negotiating more with its own interests in mind. As well, PRB would benefit from greater collaboration with CERPOD staff in scheduling technical assistance visits.

3.1.6 Expanded Data Bank

One of the objectives of the PPPD project was to establish a computerized data bank for use by CERPOD staff and the CILSS member countries. Proposed outputs were as follows:

- Design an appropriate system for acquiring, storing, retrieving and disseminating information to be contained in the data bank.
- Include international data bases in the data bank.
- Establish links with existing data archives (e.g. Macro's DHS Surveys and International Statistical Institute WFS surveys).
- Acquire POPLINE population bibliographic data base.
- Maintain information on population policies and programs for the region (including updated population policy briefs for the countries in the region).

In its current form the data bank at CERPOD has three main components:

- A demographic data bank (censuses and surveys)
- Bibliographic data bases (POPLINE; SESAME; CDS/ISIS)
- Diverse data bases including:
 - * U.S. Bureau of Census Data Base
 - * AIDS Africa Data Base
 - * Data Sheet Indicators Data Base
 - * PC-GLOBE
 - * OPTIONS Policy File which consists of databases of the United Nations, the World Bank, the Population Reference Bureau, and the Population Council

Since the Management Review of 1991, the following have been added to CERPOD's data bank:

- Survey of migrant insertion in Bamako in 1992
- AMPPF Bamako surveys of 1992 and 1993
- SOMARC survey in five Malian urban areas in 1993
- Burkina Faso 1985 census data
- Updated AIDS data base
- Malian census data for the district of Bamako and the region of Sikasso
- Data from the Kolondieba project area in Mali
- Additional DHS I Surveys

The second round of DHS II surveys has not yet been added, nor have the migration surveys from the West African Migration Project. Qualitative data (text) from focus group discussions carried out by CERPOD and in-depth interview transcripts could technically be included in the data bank as well, but this has not yet been attempted. The data bank continues to be weak in written documentation of its contents: only a handwritten notebook indicates what survey and census data

sets are available in the data bank, and data file names and reports, sampling designs, code books and other information relevant to specific surveys and censuses are not kept in a systematic manner. This makes use of some data sets difficult if not impossible. Some research staff were unable to find certain survey data sets due to poor documentation of the data bank contents. The head of the SAT is the only staff member at CERPOD who really knows the full contents of the data bank and who works with the research staff to retrieve data files; his new administrative responsibilities make it less likely that he will have sufficient time to devote to the data bank management. The data bank has not been given sufficient priority to be fully developed and used in the areas of training, research, data analysis, TA to other organizations and countries. Computer staff that were assigned to work on the data bank had many other responsibilities including assignments on other projects and activities not related to PPPD.

Four major problem areas are currently hindering the needed development and documentation of the data bank:

- Mismanagement of human resources in implementing the three major components of the data bank
- Difficulty in retrieving data from national organizations, which usually requires a series of communications; purchase of Bernoulli disks for storage of data; and, sometimes, travel to the country to obtain the data
- TA and appropriate software to be able to manage, document, store, retrieve, and export the data to other statistical software for analysis
- Lack of involvement of the research staff in the planning and management of the use of the data bank

Correction of these problems requires an increased investment of time, money, and human resources to get the data bank functioning to its capacity so it can provide useful and accessible data for the staff and ultimately for other institutions, policy makers, and population program planners in the region.

The U.S. Bureau of Census (BUCEN) was involved in the early phase of the project, providing technical assistance to CERPOD for the purpose of setting up a demographic and socio-economic data base for the Sahel. The amount of technical assistance planned for this activity was inadequate, resulting in very slow progress in the development of CERPOD's data bank. BUCEN provided its Africa Data Base and its world-wide AIDS data base, but these data bases have not been exploited, nor have updated versions been requested by CERPOD or sent by BUCEN. BUCEN has considerable expertise in data bank management, which CERPOD did not utilize.

The need for a functioning and user-friendly data bank is even more important if CERPOD is going to be moving away more from primary data collection at the national level, and focusing more on secondary data analyses, special studies, and cross-national comparative studies, using multiple data sources and a wide range of bibliographic references. All potential sources of demographic, health, environmental, and socio-demographic data and bibliographic data for the data bank should be explored and files updated.

It is noted that CERPOD has renewed its contact with BUCEN, and a visit to Mali is being planned for the first half of 1995, which is interpreted as an indication that development of the data bank has become a priority issue.

3.1.7 Conclusions

The services provided by the CAs to increase CERPOD's technical capabilities have been to a great extent successful and useful. Over the past six years, CERPOD staff have been able to improve their knowledge and competence in new technologies and methodologies. The CAs need to recognize CERPOD's institutional and technical maturation, its emerging role as a leading and unique regional resource with a strong capability to provide technical assistance to West African countries in the area of population policy development and implementation. As new methodologies and computer technologies and software continue to be developed, CERPOD will need to assess carefully its need for technical assistance. CERPOD cannot absorb all the new developments in the population field and must be selective in the technical assistance it accepts, keeping in mind not only its own needs, but the capacity of its clients to absorb the new technologies.

The journalists' network was meant to bring popularized population information to the awareness of leaders the CILSS countries. At this time, it is important to consider whether that effort is successful enough to continue funding it. It may be that the diminution of Reseau Pop and the reduced interest in the network by journalists is a signal that CERPOD could more effectively provide information to decision makers, leaders and to the general public by improving its internal capacity to generate popularized research findings and to mount TV, film, radio and poster campaigns accessible to those who cannot read.

Difficulties often arise when CAs, which are funded by USAID, are working in somewhat unclear relationships (trainer, technical assistant, partner) with an institute like CERPOD, which is also funded by USAID. However, since its role as fund recipient is not CERPOD's only role in relation to USAID, CERPOD needs to be encouraged by USAID to determine whether it wants the TA offered by a cooperating agency at any particular time, and given explicit and real freedom to refuse it without being concerned about offending a major donor.

Future technical assistance by the BUCEN and Macro International in data bank management and applications would be very useful to CERPOD because of their experience in managing large and varied international data sets. Macro's expertise in developing subprograms for secondary analysis of demographic and health survey data is seen by some research staff at CERPOD as very welcome technical assistance in the follow-on project.

CERPOD's strength in data processing, analysis, computer programming, and software training capabilities should be applied to developing the data bank, especially if there will be increasing emphasis on secondary data analysis in the follow-on project.

Formal documentation of the contents of the data bank is still needed, as well as a system of easy retrieval of data files by computer and research staff. Research staff need to play a larger role in designing the documentation of retrieval systems and research applications of the data bank.

3.1.8 Recommendations

- 10: **USAID should work closely with CERPOD to assess the needs for particular kinds of TA and encourage CERPOD to negotiate as an equal partner with the CAs. Contracts should be developed to spell out exactly what role each staff member at CERPOD is taking in a particular intervention, and compensation to CERPOD, the CA or both should be made accordingly.**
- 11: **The reinstalled POPLINE should be placed in a better location and should be connected to a printer. The documentalist should have training in the operation of the POPLINE system. CERPOD should evaluate POPLINE's usefulness after a year of operation, and a determination about its continuation should be made on the basis of the findings.**
- 12: **A management commitment must be made to devote more time and effort to developing the data bank to make it useful.**
- 13: **Appropriate software for the storage, retrieval and easy analysis of data from the data bank should be developed and installed before or during the follow-on project.**
- 14: **Future strategies for full exploitation of the data base should include planning collaborative research projects involving comparative secondary analysis studies of the DHS data sets, the migration data sets, and health information system data from various countries contributing to the data bank. These should be complemented by qualitative research (focus groups and in-depth interviews) to enrich or help explain the information contained in the survey and census data sets; and CERPOD should obtain regular updates to demographic and bibliographic data bases.**
- 15: **Funding for the data bank should be reviewed to assure that it is adequate to keep it operational.**

3.2 Micro-computer Capability at CERPOD

One of CERPOD's major strengths continues to be its micro-computer capacity and high level of technical competence in data processing and analysis through the use of various micro-computer hardware and software. At present CERPOD has a total of 63 personal computers (including both desk-top and lap-tops) in its inventory (see Appendix H). However, many of these computers are outdated 286 models that are very heavy, old, maladapted to the demands of new software (e.g., windows) and do not meet the needs for increased computer memory and faster math co-processors. Broken and outdated computers were being replaced by new micro-computers (5 laptops and 13 desktops) at the time of the evaluation.

Over the life of the PPPD project, CAs such as TFG, RTI, PRB, Pop Council and BUCEN have provided CERPOD with new computer hardware and software and various data bank information

systems, including technical assistance for the installation and training in the use of these software and some limited training in the use of the data bank. The software inventory list that was provided to the evaluation team was incomplete (e.g., the following software and computer models are available at CERPOD but are not included on the list: MORTPAK-LITE; REDATAM; PERS: GIS-Atlas; PAGE). These software packages should be added to the list. A number of CERPOD staff who have been trained in certain software (e.g., INTEGRA; ISSA; REDATAM) have not been assigned to projects requiring the use of this software, while other staff who did not receive formal training have been assigned to projects requiring knowledge of the software. For some software only one person has been trained and maintains competence in their application (e.g., INTEGRA; PAGE). Better use of staff selected for training for specific software is needed, as well as more sharing of knowledge of specific software to other staff who could serve as back-up resource persons for training and applications of the software in other institutions in the region.

Three weaknesses in CERPOD's micro-computer capability are:

- The absence of computer network links between desktop computers (no internal E-mail capacity, although there is a small 3-post network for the computers in the personnel/administration offices)
- The absence of INTERNET or BITNET links to the rapidly expanding world-wide computer information network
- Mismanagement of human resources assigned to work on the data-bank, machine hardware and software, and computer technical assistance to countries in the region

An internal computer network at CERPOD would allow fast and documented communication between staff (through E-Mail software) and easier access to the variety of computer software and data sets available at CERPOD (but which are not and cannot be stored on each and every machine).

Connection of CERPOD to INTERNET would greatly facilitate communications with collaborating researchers at universities in the U.S., France and Canada, with Donor agencies, USAID missions, Cooperating Agencies, and other national institutions or non-governmental organizations who have INTERNET connections. Through INTERNET, access to other data banks, library computerized bibliographies, abstracts, reports and citations are also possible. Efforts to get CERPOD connected to the INTERNET through a project funded by the Mellon Foundation have not yet succeeded, due in part to misunderstandings as to whether USAID or the Mellon grant would assume responsibility for funding the technical expert to make the INTERNET connections. CERPOD was on hold for a year waiting for the Mellon project to come through, and reportedly did a great deal of research about how to get connected to both Internet and internal e-mail. It appears now that the Mellon project is back on track, and it is hoped that the major obstacle of scarce telephone lines at CERPOD will be overcome shortly.

3.2.1 Recommendations

- 16: USAID should give priority to funding internal computer network (and E-Mail) capability at CERPOD and to hooking CERPOD up with the world-wide INTERNET. USAID should support updating computer software and hardware and should continue to support selected and appropriate training and technical assistance in the use of new and rapidly changing computer technology.**
- 17: If it is not practical to train all of the staff in all of the computer applications available to CERPOD staff, then work assignments should be made on the basis of who has the appropriate computer skills rather than asking untrained people to struggle through assignments for which they are not prepared, and are unlikely to do a creditable job.**

3.3 Demographic/Population-related Research and Analysis

The project paper called for independent research projects by CERPOD staff, and for analyses and collaborative analyses with Sahelian researchers and institutions, with CAs, and research institutions outside of the Sahel. The focus of PPPD financing was to be on secondary analysis of existing data sets. (Appendix I gives an inventory of all the activities undertaken by CERPOD since 1988).

3.3.1 Topics

Proposed outputs of the research component of the PPPD project were to include at least 10 analyses covering the following topic areas:

Country specific analyses of population-development linkages showing the impact of alternative demographic scenarios and country specific applications of target setting models. This was accomplished through the use of INTEGRA computer model applications for Mali and Niger, and the RAPID projection model in Senegal. Applications of the PAGE and GIS models were also demonstrated in Niger showing the linkages between demographic changes and food and energy production and consumption in the Sahel. Planned applications of the INTEGRA model for Guinea-Bissau were not possible due to a lack of appropriate data for the model and computer capability in that country.

Analysis of the socio-cultural acceptability of family planning in the Sahel. An analysis of the 1987 DHS for Mali and the AMPPF Bamako surveys of 1992 and 1993 and SOMARC survey of five urban areas in Mali examined some of the factors related to approval of family planning among men and women in Mali. Another study is currently underway looking at reasons for discontinuation of contraceptive use in five family planning clinics in three countries (Burkina Faso, Mali and Senegal). A workshop on secondary analysis of DHS data conducted by CERPOD and Macro International resulted in several papers published in March 1994 which examined socio-economic and cultural factors related to family planning and fertility in Mali, Senegal, Niger and Cameroon. Separate analyses of factors related to family planning and fertility were published for the Gambia (Margolis et al, 1993); for Mauritania (Ignegongba, 1992); for Mali (Konate, 1994).

Fertility survey analyses. Special analyses of fertility have been carried out by CERPOD staff using national data from Mali (1987 DHS), Mauritania (1981 ENMF), and Burkina Faso (1985 Census, analysis underway). In addition, seven collaborative fertility and family planning research studies involving secondary analysis of DHS data from Mali, Burkina Faso, Senegal, Niger, Cameroon, and Rwanda were completed in 1994 under the direction of CERPOD and Macro International. Adolescent fertility is being examined in three countries (Mali, Burkina Faso, and Niger) using DHS data and financing from the USAID SARA project.

Country-specific applications of the family planning financial analysis model. No country-specific applications of the family planning financial analysis model could be identified during the project period. CERPOD needs training and software, e.g., TARGET COST; FAMPLAN, etc., to do this.

Analysis of laws and regulations governing public and private sector family planning service delivery. Studies were carried out in Mali, Niger, Burkina Faso, Cape Verde, Gambia and Mauritania which examined the laws and regulations affecting population policy and to a much lesser extent, family planning.

Analysis of selected fertility determinants subject to policy actions on the part of governments. Several studies have addressed the issue of breastfeeding and age at marriage in relation to fertility, and analyses of other fertility determinants have been carried out over the project period (e.g., Ignegongba, 1993 [for Niger]; Traore, Konate, Stanton, 1989 [for Mali]; Konate, 1994 [for Mali; Working Paper No. 18]; Traore, 1994 [for Mali; Working Paper No. 19]).

Policy-relevant analysis of census data. A study of fertility determinants in Burkina Faso using 1985 census data is underway. In a workshop on computer software applications to analysis of census data, participants from Mali, Niger, Guinea-Bissau, Gambia, Senegal and Burkina Faso analyzed the most recent census in their respective countries, using both direct and indirect methods and adjustment procedures done by the software, to obtain improved estimates of fertility and mortality in their countries.

Integration of demographic variables into planning. Several studies have been carried out by CERPOD staff and consultants in this area e.g., Wane, 1992 ("Amelioration de l'Integration des Variables Demographiques dans les Plans de Developpement des Pays-membres du CILSS: Presentation des Principaux Resultats de l'Analyse Regionale", Presented at 2nd Conference on Population Policy in the Sahel); Ouedraogo and Piche, 1993 (Working Paper No. 11); Seynath and Talibe, 1994 (Consultants' draft: "Integration de la variable demographique dans les plans de developpement en Mauritanie").

Analysis of the inter-relationships of fertility, family planning, and maternal and child health. Although no systematic multivariate analyses have been completed on the three-way inter-relationships of fertility, family planning, and maternal and child health, the potential exists at CERPOD to study the interrelationships of fertility, family planning use and infant and child mortality. This could be done through secondary analysis of DHS and EMIS survey data, the Gambian Contraceptive Prevalence and Fertility Determinants Survey, and data from Save the Children's Kolondieba Project site in Mali. A model presentation on maternal and child survival (prepared jointly by CERPOD and RTI/RAPID), showed some of the basic links between fertility, family planning and maternal and child survival (See "Survie Maternelle et Infantile au Sahel, 1991 Storyboard).

Since the 1991 management review, CERPOD staff have also been involved in a number of studies involving primary data collection including AMPPF surveys, a SOMARC survey; a National Center for Information, Education and Communication for Health (CNIECS) survey; migration surveys; and adolescent fertility study focus groups. These activities are intensive and time-consuming, reducing the staff's time to focus on analysis of secondary data, which is a top priority in the PPPD and in the six-year plan.

3.3.2 Conclusions

CERPOD has more than exceeded the minimum of ten analyses in the proposed research areas outlined in the project paper. The quality of the studies varied widely, both between the categories of doctoral level staff and non-doctoral staff, and within the non-doctoral level staff. Senior doctoral level staff appeared to be in great demand and were overburdened with too many projects and other responsibilities requiring travel, writing and workshops, research and data analysis.

Research findings that were published in Pop Sahel were well done; they were reviewed critically, and carefully edited before publication. Many were more descriptive than explanatory in their analyses. As one would expect, doctoral level researchers were generally more productive, and their work was of a higher quality and sophistication than the non-doctoral staff. Many reports and analyses remained in working draft form, and were not reviewed by peers or published for dissemination. This is related to the administrative overload on division heads, and subsequent failure of research review activities to be scheduled. The logical conclusion is that if CERPOD is at a point in its development where the highest quality, and productivity are necessary, it is important to increase the number of doctoral level researchers on the staff either by supporting the completion of doctoral degrees by existing staff, by increasing the staff, or by replacing some staff with doctoral level researchers.

In-depth analysis of PPPD documents reveals that certain reports on the integration of demographic variables in intersectoral planning have been in CERPOD's work plan for several years. A number of these reports were written by the economist and consultants, but the general problem of getting papers reviewed and published has resulted in their still being in draft form. This may be due to over-commitment of other staff who do not have time to review papers, or to the priority given to the subject matter. As noted, there is not an effective system of review, editing, presentation and publication of papers that encourages researchers to complete their papers in a timely manner. Higher priority must be given to this process by the director in order to resolve this situation, which is quite demoralizing to those whose work languishes incomplete.

Since the 1991 management review, CERPOD has published over 75 publications, either by themselves, or jointly with CAs or collaborating universities. Excluding publications prepared by CERPOD staff that do not indicate individual authors, there were still over 35 research reports, working papers and articles that have been published by CERPOD's full time research staff, and an additional 20 study reports and papers published by consultants and collaborating researchers. These numbers do not include articles published by CERPOD staff in outside journals, and numerous papers and presentations at seminars, workshops, training sessions, and professional meetings.

Collaboration was good between researchers in the different divisions, and the computer support was excellent for these activities.

Staff members working in the areas of women's studies, reproductive health and AIDS would benefit from technical assistance from CAs, and the presence of visiting research fellows with specialties in these areas. This would enable CERPOD to fill a large gap in its array of subjects addressed.

The team was struck by the complexity of the staff's responsibilities, which correspond with the complexity of CERPOD's organizational affiliations and funding sources. The multiple demands on staff members' time are due to cumbersome administrative responsibilities, extensive travel, competing research demands and competing demands from multiple donors to provide training, TA, and operations research. These demands stretch the staff to their limits, and they affect the quality of all the work - research, workshops, technical assistance, including their collaboration with CAs.

Jobs that comprise many parts keep people moving so much that it is difficult to focus on any one part long enough to complete it thoroughly and well. It is also difficult to stay still long enough to think about how to best use existing staff and consultants in a creative mix that will enable CERPOD to meet changing and conflicting priorities from a confusing array of donors (who may also be clients and CILSS members), clients (who may also be donors and CILSS members), CILSS countries (who may also be clients) and CAs (who are also related to donors, who may consider themselves to be donors, and may also be clients).

3.3.3 *Recommendations*

- 18: In the follow-on project more effort should be devoted to secondary analysis of existing data sets and cross-national and cross-cultural analysis of demographic phenomena. These should be complemented by qualitative research (e.g., focus groups and in-depth interviews) on the various population topic areas. As noted above, CERPOD should concentrate much less of its time on primary data collection, and more on coordinating collaborative research and providing technical assistance in research methods, study designs and sampling, data processing and analysis, and information dissemination throughout the region.**
- 19: Training is needed in research methodologies such as multiple decrement life table analysis of contraceptive discontinuation; cost-effectiveness analysis; qualitative methods; multi-level analysis; and social network analysis.**
- 20: Training is also needed in the use of new software such as EASEVAL, TARGETCOST, and FAMPLAN for population program planning and evaluation; in SOCIONET for social networks analysis; and in updated versions of statistical software (e.g., STATA, EPI-INFO 6.0; SPSS-PC+ and the new version of ISSA).**

- 21: AIDS and reproductive health research, population-environment relationships and women's studies should receive more attention from CERPOD in the follow-on project. To this end, an anthropologist and a public health research specialist should be added to the staff if significant reproductive health research and related technical assistance is to be provided.**
- 22: The demand for research and technical assistance in the design, implementation, and evaluation of family planning projects and programs (whether they are vertical programs or integrated programs with other health services) is likely to increase significantly in sub-Saharan Africa over the next decade. Priority should be given to building CERPOD's capacity to become a leader in the region in applied population research (operations research) and program evaluation.**

4. SERVICES TO CILSS COUNTRIES

4.1 CERPOD's Role in Population Policy Development

One of the strategies of the PPPD Project was for CERPOD to promote population policies and programs and work with policy makers in CILSS countries to help understand the relationships between population and development. In order to help the CILSS countries develop their population policies, CERPOD conducted a series of studies. It studied the demographic situation in each of the Sahelian countries (See Appendix G, *Etudes et Travaux de l'USED, No. 1, Situation Demographique des Etats Membres du CILSS*); undertook an inventory of laws and regulations concerning the population issues; and conducted diagnostic studies of the socio-economic conditions in each country. The results of these studies provided CERPOD and the countries with information on which to base individual population policies and programs.

The population policy principles adopted by countries in the region with CERPOD's assistance include: acknowledgment of the interdependence of population and development; acknowledgment of each country's socio-economic and cultural situation; respect for the basic rights of individuals, couples and families; and regional and international cooperation on population matters.

Population policies adopted in the region state general objectives defined as follows: to establish a balance between demographic and economic growth rates; to reduce morbidity and mortality rates; to provide to individuals and couples the means and information for free choices concerning the spacing and number of their children; to ensure a balanced spatial distribution of population; to promote women's rights and participation in the development process and children and youth's well-being; to ensure the dissemination of information on population issues; to strengthen Sahelian institutions' capabilities in planning, implementing and evaluating population programs; and to develop a legislative and judicial framework in accordance with the approved population policies.

In 1988, shortly after it was established, CERPOD convened a Conference on Population Policies in the Sahel (N'Djamena, Chad, December 5 to 9, 1988). Ministers in charge of population matters, planners and scientists from all the CILSS countries met and discussed policies and programs developed by CERPOD's staff, and adopted the N'Djamena Plan of Action. By November 1994, Burkina Faso, Chad, Gambia, Niger, Mali and Senegal had officially adopted population policies and programs. They are currently engaged in developing concrete plans of action and commitment to those plans. Cape Verde, Guinea-Bissau and Mauritania are expected to adopt population policies based on the PAN in the very near future.

The PAN addresses the following issues: morbidity and mortality, fertility and family planning, migration and urbanization, status of women, children and youth, research and training in population, population information and the institutional framework for implementing national population policy.

The more recent economic crisis forced Sahelian countries to make structural adjustments, which created some social disturbances. CERPOD refined and developed new population policies which took into account newly important phenomena such as environment, structural adjustment and AIDS prevention programs. The results were submitted to a second Sahelian Conference on Population Policies held in Dakar, July 27-31, 1992, at which the Dakar Declaration was adopted.

CERPOD participated in the Third African Population Conference (Dakar 1992), and the International Conference on Population and Development (Cairo 1994). It coordinated the Sahelian countries' statements for the Cairo Conference and had a demonstration stand in Cairo where CERPOD showed its work and activities and the demographic situation of the Sahel region in the context of its environment. While CERPOD made contributions to these conferences, the staff were also able to learn new ideas and approaches from their colleagues from different countries and organizations.

The International Plans of Action (Bucharest 1974, Mexico 1984 and Cairo 1994) recommend the integration of demographic factors into the overall socio-economic development process. CERPOD, with the assistance of some CAs (see chapter 3), has been able to develop models showing the impact of demographic factors on education, employment and health. These models are very useful and are tools to influence the decision-makers in adopting appropriate plans of actions.

Seminars and workshops are regularly organized by CERPOD throughout the region to create awareness among national decision-makers of the importance of demographic variables to socio-economic development, and to improve the capacities of national experts dealing with population programs.

In reviewing its activities in population policies and program development, it is clear that CERPOD has established itself in the field of population and played a leading role within the Sahel and in West Africa. In interviews in Niger, Burkina Faso and Senegal it was suggested that CERPOD should be the executing agency for population projects and programs in the Sahel.

4.2 Training at the National Level and Transferred Methodologies

4.2.1 Achievements

PPPD supported a variety of training activities, including short-term training workshops for technical personnel from Sahelian countries. Training was to be carried out by CERPOD either alone or collaboratively with various CAs and other Sahelian institutions. The target audience for training was technical staff of ministries of plan and health, statistical offices and research institutions.

The proposed outputs included at least 10 workshops in at least eight different areas: population policy, census analysis, applications of demography for planners, use of specialized demographic software, fertility survey analysis, demographic-economic modeling, population policy analysis tools (target setting and financial analysis tools) and population education and dissemination.

Training has been conducted through seminars and workshops (see Appendix F for a list of training seminars and workshops organized by CERPOD from 1990-1994) and covers all aspects of population issues.

Recent Training (Since the October 1991 Management Review) includes the following specific seminars and workshops:

- Health information system seminars (annual)
- Population Policy Action Plan implementation seminars (Dakar 1992; Bamako 1994)
- Short courses in demography (Mali; Niger)
- DHS secondary analysis seminars
- Family planning operations research seminars
- Seminar on vital statistics
- Journalists' workshops on reporting on population and development issues (June and September 1992)
- Workshops on analysis of census and survey data with micro-computer software (MORTPAK LITE; REDATUM; INTEGRA) (some before October 1991)
- Workshops on INTEGRA, ISSA, EPI-INFO etc. (some before October 1991)
- Training session on event history (biography) analysis (April-May 1993)
- Workshop on employment statistics (Niamey 1993)
- International training workshop on project design (Bamako 1993)
- Strategic planning workshop
- Migration studies dissemination seminar (Bamako, 1994)
- AMPPF IEC evaluation dissemination seminar (Bamako, 1994)
- SOMARC survey dissemination seminar (Bamako, 1994)
- Dissemination seminar of census and situation analysis of Kolondieba (Bamako, 1994)

In addition to the focus on short-term training, CERPOD's global training program is funded through a variety of funding sources and includes Master's and PhD-level training at Canadian, U.S., French and Belgian universities, and statistical and computer training in applied statistics schools in Dakar and Niamey.

During the period from 1990 to November of 1994, CERPOD has awarded more than 36 study grants for the following degrees:

- PhDs: 12 grants (five successfully completed, six in progress, one failure)
- Master's Degrees: 14 grants (three successfully completed, seven in progress, one failure, three dropouts)
- Applied statistics degree (Dakar): nine grants (nine successfully completed)
- Applied statistics degree (Niamey): more than 100 graduated students
- Certificate in demography: one grant successfully completed

Although the graduate degrees were not funded by USAID, many of the persons trained subsequently worked for CERPOD as consultants or collaborated with CERPOD on research projects in their respective countries in the region.

From 1990 to November of 1994, CERPOD has also received a total of 69 trainees and graduate students from Sahelian institutions and European and North American universities as graduate students or post-doctorates to work on research for advanced degrees or professional training projects.

Under the USED project that preceded CERPOD, USAID supported PhD level training in demography for five Sahelian demographers, some of whom work or have worked at CERPOD. The CERPOD staff has also benefited from providing graduate training to some of its staff and consultants at the University of Montreal, Johns Hopkins University and other universities and schools during the period of the PPPD project, although the funding for long-term training was primarily from non-USAID sources.

CERPOD's technical expertise in demography, data analysis and computer applications to the field of population, and its ability to transfer this expertise through training and technical assistance to staffs in national institutions in the region are major strengths of its overall program.

4.2.2 Conclusions

Training provided and received by CERPOD was reported to be useful from the perspective of CERPOD staff, donor agencies and the national institutions.

While several donors (USAID, Netherlands, and UNFPA) have given high priority to family planning, and reproductive policies, programs, research and IEC, there is little short- or long-term training available to Sahelians in these areas, or in public health, epidemiology, anthropology, and health communications/IEC or demography.

Some CERPOD research staff need short-term training in population/family planning program evaluation methods; training in new software used for program planning and evaluation; and software for analyzing qualitative data. Short-term training could be done through short courses provided at CERPOD by universities or other organizations who provide training in operations research and program evaluation; or in computer software used for evaluating qualitative and survey data. Staff receiving specific training should then be assigned to the program areas requiring the acquired skills, and not be assigned to activities for which they have not been trained.

4.2.3 Recommendations

- 23: Long-term training of Sahelians in public health, anthropology, and communications/IEC should be considered for the follow-on project.**
- 24: Short-term training should be provided by CAs or universities specializing in population program evaluation, demographic methods and models, computer softwares.**
- 25: CERPOD should continue to train staff in national institutions (and some NGOs) in the areas of health information systems, population policy development and implementation, operations research and program evaluation, and computer applications in demographic and health data analysis for use by decision makers and program planners.**

4.3 Technical Assistance Provided by CERPOD to CILSS

4.3.1 Overview of Achievements

CERPOD's TA has been instrumental in the formulation, implementation and evaluation of the population policies and programs in the region. Senegal (1988), Mali and Burkina Faso (1991), Niger and the Gambia (1992) and Chad (1993) have already adopted their population policies; Cape Verde, Guinea Bissau and Mauritania are also working with CERPOD in the preparation of their population policies. Senegal has also called on CERPOD for assistance.

Through REDSO buy-ins, CERPOD has been able to provide technical assistance to the strengthening of family planning programs in the Sahel Project financed jointly by Canada (CIDA) and the Netherlands (Cooperation Neerlandaise). CERPOD has been active in other family planning activities: two staff members participated in the evaluation of family planning activities in Benin; fellowships were given to 18 trainees (nine from NGOs) to attend two HIS workshops; training was provided to social workers delivering services in three clinics (ABSF) Ouagadougou, ASBEF Dakar and Maternity Le Dantec Dakar; a survey was completed on the dynamics of contraceptive use; and micro-computers were installed and personnel trained in four family planning clinics. CERPOD has also undertaken collaborative family planning research and provided technical assistance in several countries in the region (Mali, Burkina Faso, Niger, Senegal), and conducted family planning surveys in Mali for AMPPF, CINIECS, and CSM (Pharmacie Populaire du Mali); secondary analysis of DHS data in six Sahelian countries; clinic-based studies of contraceptive discontinuation in Mali, Burkina Faso and Senegal. CERPOD provided useful policy-related demonstrations and applications of RAPID, INTEGRA and PAGE population projection models in Mali, Niger and Senegal, and qualitative focus group and survey research and analysis of adolescent fertility.

Support services were provided to the following countries:

4.3.2 Burkina Faso (see Appendices H & I)

Population Policies and Programs. Diagnosis of population policies and programs (legal and legislative aspects); participation in the formulation of Burkinabe population policy (1991); provision of a document on the dissemination of the national population policy; provision of a document on sectoral strategy of family planning; elaboration of instruments for monitoring and evaluating population policies and programs.

Research and Related Studies. Study on Population, Health and Development in the KOU valley 1988-1989 (Reports on methodology, demographic analysis and nutritional status of children and women); methodological approach for building indicators and for collecting, processing and analyzing demographic data; methodological evaluation of the infant mortality survey and in-depth study of the existing data on infant mortality; migration and urbanization survey (on-going); adolescent fertility survey (on-going).

Training, Seminars and Workshops. CERPOD granted fellowships to the following Burkinabe Students: 3 Assistant Statisticians (Niamey), 3 statisticians (ENEA, Dakar) 2 Masters graduates (Montréal and Louvain) and 2 PhD graduates (Montreal).

The Burkinabe technical staff from many Ministries attended the regional seminars and workshops organized by CERPOD. Special workshops were held to train local staff on software (ISSA and INTEGRA) and on information dissemination (18 journalists). Many of CERPOD's regional seminars and workshops were held in Burkina Faso, which enabled many Burkinabes to attend (e.g. radio journalists workshop in 1992; a micro computer analysis of census data workshop in 1990).

4.3.3 Mali (see Appendices H & J)

Because CERPOD is located in Bamako, many of its laboratory studies and other work are conducted in Mali, which benefits from the many research projects and studies conducted there.

Maliens attended all the regional seminars organized by CERPOD. Two Maliens were granted fellowships for PhD degrees, and three for MAS degrees. The Malian authorities expressed the hope that there would be greater opportunities for fellowships in the future, though they clearly had an advantage over other nationals.

Malian authorities desire additional technical assistance from CERPOD in mapping and computer processing, and in studies on the economy and development. They wish to receive more information from CERPOD concerning CERPOD's activities and work-plan. It is important for CERPOD to realize that most of the CILSS countries tend to wait for information to be sent rather than actively request information and technical assistance from CERPOD in a two-way dialogue.

4.3.4 Niger (see Appendices H & K)

CERPOD is very well known to all the ministries and government services dealing with population problems. In the mid-1980's, Niger was one of the CILSS countries with very few trained personnel in statistics and demography, so training was a priority. CERPOD helped the Government to establish a training school for assistant statisticians, and over one hundred have been trained from all the CILSS countries. Other Nigerien students were sent outside for higher training in statistics and demography, including three statisticians (ENEA - Dakar), one PhD and one MAS in demography (Montreal).

The Islamic fundamentalists in Niger are becoming more powerful and influential. They have been able to stop the adoption of the Family Code and the Women's Code in the National Assembly, to prohibit the airing of radio and TV advertisements on family planning and to have public posters on family planning banned or destroyed. They have also organized street demonstrations against family planning programs. The Nigerien Authorities would like CERPOD to help them fight this campaign by developing radio and TV messages, specific information packages and courses for secondary school students. They are very proud of CERPOD as a Sahelian organization, and would like to see CERPOD be the executing agency for all population activities in Niger funded by the UNFPA and the World Bank.

The researchers involved in the Migration and Urbanization Survey expressed some dissatisfaction about the way CERPOD is coordinating the project. The disbursement of funds is very irregular, which disrupts the work plan. The Nigerien researchers reported that the interviewers have gone "on strike" because they did not receive their salaries on time. While this project is not supported by PPPD, the damage done by this sort of problem affects CERPOD's image and reputation as a

whole, and it is suggested that if CERPOD plans to take up more administrative roles in relation to other organizations (such as becoming an Executing Agency), it must improve its organizational and administrative skills.

4.3.5 Senegal (see Appendices H & L)

Compared to Burkina Faso, Mali and Niger, CERPOD'S activities in Senegal are few. This may be due to the presence in Dakar of many international institutions' regional headquarters (ILO, UNESCO, UNFPA), research centers, private consulting firms, NGOs and local expertise. The USAID mission and the CONACILSS are generally unhappy about CERPOD. They report that they are not being informed about CERPOD's activities, and that many of CERPOD's staff do not contact them when they are on mission in Dakar. The Senegalese authorities reported the same experience. They are unhappy about the collaboration with CERPOD concerning the Migration and Urbanization Study. It should be noted that CERPOD is also unhappy with its Senegalese colleagues with whom there is a contract dispute. In spite of these issues, the Senegalese respect CERPOD's work and its competent staff. Clearly, CERPOD has some work to do with the organizations in Senegal, where it might be useful to locate someone who can tend to the public relations, which needs to be managed if additional services are to be marketed.

4.3.6 Cape Verde, Chad, Gambia, Guinea-Bissau, and Mauritania

These countries were not visited by the team. The activities undertaken by CERPOD are of the same nature of those described for the countries visited (see Appendix I).

4.3.7 Conclusions

CERPOD has strong support as a Sahelian institution in the CILSS countries, and with greater attention to the ministries, NGOs, CAs and donors, it is in a good position to become an Executing Agency for World Bank and UNFPA projects. While these countries believe in CERPOD and feel pride of ownership, they are not well-informed about the broad range of services that CERPOD can provide, and they feel themselves to be slighted by CERPOD when protocol visits are not made on each trip. This creates a two-edged problem: when ministries or NGOs need help, they may not think of CERPOD as a resource; and when donors or CAs need a local organization to carry out a piece of work, they may not think of CERPOD as a provider.

Despite the numerous activities undertaken by CERPOD in the countries, most of the people interviewed during the visits to Burkina Faso, Niger and Senegal, including USAID officials, reported that they know very little about CERPOD's work other than its technical support activities. The technical support has been very much appreciated, and CERPOD is seen as competent in this endeavor.

4.3.8 Recommendations

- 26: CERPOD should position itself to become the regional leader in population matters by increasing its visibility and the understanding of its work through marketing activities; developing a clear understanding of what its constituent countries need; maintaining ongoing dialogue with government and donor representatives and with the CILSS authorities.**
- 27: This process should begin with CERPOD's leaders (director and heads of divisions and services) undertaking two or three day visits to each CILSS country to meet the representatives of government and donor institutions.**
- 28: CERPOD should appoint, on a pilot basis in two or three countries, a part-time liaison officer who can share information about CERPOD's activities, identify projects, develop proposals and send back to CERPOD progress reports on on-going activities. She or he will be CERPOD's advocate to the local authorities, and should be in ongoing contact with the CONACILSS. This individual should be part of the CERPOD delegation's visits to local institutions. This locally-based position, requiring little travel, would be ideal to target for a woman candidate.**
- 29: CERPOD should capitalize on its positive image in the region and position itself to become an executing agency for World Bank and UNFPA activities. The overhead from this activity could then be used to support other CERPOD activities.**

4.4. Information Dissemination to Policy-makers, Planners, and Other Individuals

4.4.1 Achievements and Obstacles

CERPOD has four mechanisms by which it disseminates information: publications, media, meetings (conferences, seminars and workshops) and its data bank.

Research findings are published in three different forms, as studies and documents, working papers and research reports. Forty-eight publications were issued between 1988 and 1994. They were not widely distributed due to inadequate distribution networks and a limited number of interested people in the region.

It was reported that many study documents that are ready for publication have been with the publisher for several years, and that this local publisher's lack of technology and poor performance have rendered the studies obsolete for action planning. It is expected that with the acquisition of desk-top publishing technology and skills, the new journalist will be able to move publications along more quickly. Pop Sahel, the journal that is edited and published by CERPOD, is meant to be issued four times per year. In recent years, there have been many fewer issues published. While financial constraints, the cost of editing, delay in receiving articles, mobility of members of the editorial board and overburden of the editor have been cited as reasons for the delays, it is also reported that the editor has not been able to give the journal his full attention. It is hoped that the acquisition of desk-top publishing capability (which has been taken over by the new journalist), will facilitate CERPOD's ability to edit and publish the journal internally, and it will no longer be

dependent on an outside publisher. It is expected by CERPOD's staff that these two changes will solve the Pop Sahel publication problems.

There are two journalists on CERPOD's staff (one of whom is new), who have organized seminars and workshops in Bamako, Ouagadougou and N'Djamena. These were attended by Sahelian journalists who received some training in population issues and how to report them (see Section 3.1.2.1).

CERPOD has set up a media network that includes more than 45 journalists and covers all the Sahelian countries with a cell in each country. Their role is to make information issued by CERPOD accessible to the public through popular media outlets. As a result of the network, two newspapers are published on national population issues, one in Senegal by a former CERPOD journalist, and another in Niger.

Other sources of information on population issues include radios, TV and video clips. These media channels are in the early stages of development and should be more available in the near future. A film has been produced, entitled "The Race Against Time". While CERPOD has two journalists on the staff, they are not trained in the full range of IEC techniques and therefore do not provide highest visibility for population issues in a varied selection of media outlets.

CERPOD frequently organizes seminars and workshops on specific subjects in Bamako and in other countries. These seminars and workshops are well attended and it is reported that they have had a positive impact on the participants. Unfortunately, very often those who receive the training work in government jobs and are frequently transferred from the job for which the training was relevant. CERPOD should work closely with the countries to increase the likelihood that those who are trained can remain in their posts, and that the most appropriate candidates are sent to the workshops. In addition, workshops should be targeted to field workers who can utilize the new techniques they have learned. After the workshops, one-year follow-up evaluations should be conducted to ascertain the usefulness of conferences and training.

4.4.2 Conclusions

Information dissemination is the weakest of CERPOD's activities. Because the policy-makers interviewed report that they are less interested in the more technical and scientific studies (which do not help them with policy and program implementation), CERPOD should focus its efforts on rapid publication of its research findings in a more accessible, popularized format.

The concentration on journalists as the primary information dissemination people assumes that the information goes out to a more well-educated public. In fact, nearly 85% of the Sahel population is illiterate, and people are much more likely to receive and understand information received through radio, television, film and poster campaigns.

Interviews in the countries visited indicate that even though the breadth of CERPOD's activities is not well known, it is an institution that is held in high regard by Sahelian government representatives, who are proud that there is a Sahelian institution of such academic and intellectual strength. Information about CERPOD's ability to conduct research and provide training, technical assistance and data analysis is not sufficiently available to ministries, NGOs and USAID missions, all of which are potential clients for these services. CERPOD's need to generate revenues as

USAID begins to withdraw requires that it make itself more visible, more credible and more accessible to the individuals in these institutions.

4.4.3 Recommendations

- 30: Two IEC specialists should be added to the Information Section, one to be based in Bamako in order to direct the section and develop information campaigns for radio, television, film and poster display; the other to travel to the different countries helping them to identify their IEC needs, mount the campaigns and evaluate their impact. Funding might be developed through buy-ins with JHU or REDSO. One journalist should remain on the staff and be responsible for editing and publishing Pop Sahel and all reports and documents produced by the research staff, using the newly acquired desk-top publishing capability.**
- 31: To increase the awareness of CERPOD and its activities, a delegation of staff should visit each of the countries to meet with various officials. This should be done in conjunction with visits to USAID Missions, accompanied by the USAID PLO. (See Recommendations in Sections 4.3.7 and 2.3.2.3)**
- 32: Because it is unrealistic to expect CERPOD staff to make protocol visits to ministries, missions, etc. whenever they visit a country; and it is part of the culture that these visits are expected, it would be helpful if CERPOD had a representative in two or three pilot countries to keep everyone informed about who is coming to do what kind of work. This would alleviate the need for the staff member to make the visit, and it would keep CERPOD "alive" for these potential clients, who will feel respected and will be kept informed. Initially, this part-time liaison role might be taken up by a CONACILSS person, and funds to support her might be generated by the additional work coming to CERPOD as it becomes more visible (See also Recommendation 28).**

5. CERPOD'S FUTURE

5.1 Current Status and Activities

When CERPOD was created from USED in 1988, the CILSS Council of Ministers established it as a legal entity and granted it autonomy through its management structure and financing. The PPPD project, which was supposed to end by April 30, 1994 will be extended until September 30, 1997 to allow CERPOD to achieve its on-going activities, and to allow time for a new USAID-funded project to be developed.

CERPOD has recently developed a six-year program from 1994 to 1999. This program was discussed and approved by the CSG. The current work program of CERPOD derives from that program and is included in the three-year program of CILSS approved by the Council of Ministers in November 1994. The six-year program has defined five priority areas of research through a process of strategic planning :

- Migration and urbanization (research network; migration surveys in West Africa; insertion of migrants in Bamako)
- Population, women and development (gender issues; reproductive health; empowerment)
- Population, ecology, environment, and development (geographic information systems analysis; PAGE model)
- Health and society (fertility, mortality, AIDS)
- Demographic data collection network (collect and analyze data; data bank; Kolondieba population laboratory; training national institutions and NGOs in data collection, analysis, and dissemination; population policy; INTEGRA; RAPID models)

The total budget for this program is estimated at \$41.2 million, of which \$13 million were considered to be committed by the end of 1993. \$28 million were to be solicited over the six year period. It is to be distributed as follows:

by activities:

- Research 50%
- Operations 38%
- Institutional development 12%

by projects:

- Training 21.4%
- Migration and urbanization 18.8%
- MCH/FP 13.4%
- Population, environment and development 11.2%
- Data collection and analysis 11.4%
- Health and society 10.9%
- Population policies 5.2%
- Information 4.2%
- Women, family and development 3.5%

CERPOD has benefited greatly from the assistance provided by the PPPD Project. It has come a great distance further in developing its internal structure and functions, and its ability to provide important and valuable research, training and technical assistance in West Africa. It has developed a fine reputation in the countries of West Africa, representatives of which feel a great sense of pride and ownership of CERPOD as a regional institution. The recent past and the present are tumultuous, and create times of transition for CERPOD as it seeks to solidify the gains it has made and refine the services it provides. USAID's involvement has been, continues to be, and should be in the future, an ongoing source of financial and personnel support for this very worthwhile and successful development institution. The status of CERPOD as an institution within the CILSS system and under the tutorship of INSAH has been discussed many times. The final decision was taken by the Council of Ministers at their extraordinary meeting of August 10, 1993. Their decision was that "CERPOD remains an institution within INSAH and will be in charge of the execution of (the) major program - Population and Development".

A lot of energy, time and effort are being spent by CERPOD in its concerns about many issues related to its parent organization, and a speedy resolution would greatly help the productivity and sense of well-being of all the staff.

Discussions with USAID indicate that its priorities for the future include strengthening a multidisciplinary approach to population issues. This will require that CERPOD expand the expertise available on its staff. It is suggested that to gain maximum productivity, CERPOD add doctoral level specialists to its staff.

In recent years CERPOD has developed activities in other West African countries, such as the migration and urbanization survey in Ivory Coast, Guinea-Conakry, and Nigeria. Many West African colleagues have attended seminars, conferences and workshops organized by CERPOD, and computer processing training are available throughout the region. CERPOD is encouraged to continue to develop these activities.

There is a growing interest in fertility and family planning components of population policies and programs in the region, and few resources to provide training and TA in the areas of operations research, program evaluation, and research in family planning, infertility, AIDS/STD prevention and maternal mortality.

5.2 Recommendation

- 33: **CERPOD should take the leadership in developing a network of reproductive health and family planning researchers in the region so that applied research can be taught and implemented in the areas of family planning, infertility, AIDS/HIV prevention and maternal mortality; and operations research and program evaluation can be conducted by West African organizations. In order to take the lead, CERPOD should expand its expertise by adding doctoral level researchers in public health, MCH/FP, epidemiology and HIV/AIDS prevention. An anthropologist and an economist would be very helpful to the expanded research that CERPOD will need to undertake.**