

Crowley
 PD-ABP-108
 9/6/063
Jule
8/2/93

A.I.D. PROJECT EVALUATION SUMMARY: PART I

- A. **REPORTING A.I.D. UNIT:** USAID/EGYPT
- B. **WAS EVALUATION SCHEDULED**
CURRENT FY EVALUATION: Yes X Delayed ___ Ad Hoc ___
- C. **EVALUATION TIMING:** Interim ___ Final X ExPost ___ Other ___
- D. **ACTIVITY EVALUATED:** Population/Family Planning II (263-0144)
 Institutional Development Project

E. ACTION DECISIONS APPROVED BY THE MISSION DIRECTOR:	ACTION TAKEN	RESPONSIBLE PARTY	COMPLETE DATE
1. Mission should design an IDP follow-on project with a renewed emphasis on governorate level activities, and a new title chosen to reflect this emphasis, such as "NPC Governorate Support Project".		USAID & NPC	
2. At the NPC/TS level, the Governorate Support Project should continue to provide TA and consolidation for the service statistics development; the Population Information Center; and the continuation, expansion and support of Governorate Development Support Grants, including upgrading of financial management capabilities in conformance with USAID requirements. Mission should consider restructuring and/or imposing preconditions for continued funding of the Research Management Unit.		USAID & NPC	
3. Mission should coordinate follow-on project activities closely with other donors, particularly the UNFPA.		USAID	

F.a. **Clearance:** (initial and date)

PO/HRDC/P:A.Selim AS-02/18/93
 OD/HRDC/P:C.Carpenter-Yaman CCY 2/24/93
 HRDC:AD:D.Miller DM
 EO:R.Parks RP
 PDS/P/OD:J.Malik JMalik
 AAD/PDS:R.Jordan RJordan

F.b. **APPROVAL** (initial and date)
 D/Dir:C.Crowley CC 3/30/93

G. EVALUATION ABSTRACT:

The Institutional Development Project (IDP) was designed to assist the Egyptian National Population Council (NPC) to coordinate the national population and family planning program at both the governorate and technical secretariat levels. The IDP been successful in strengthening the capacity of NPC/Governorate offices to plan, coordinate and monitor population activities. Achievements of the IDP at the governorate level are attributable to committed IDP staff and technical assistance, excellent training organization, approach and follow-up, and interest and responsiveness by NPC/Governorate personnel. IDP has been less successful in strengthening technical and leadership capabilities at the NPC/Technical Secretariat. The slow pace of success at NPC/Technical Secretariat can be attributed to a shortage of full-time qualified and responsive Egyptian counterparts, difficulties with the coordination of IDP and UNFPA activities, inadequate appreciation of the scope and potential of the IDP's work at NPC/Technical Secretariat, high rates of turnover of key personnel, the over-centralization of authority, and unhealthy competition between NPC staff who are affiliated with IDP and other NPC/Technical Secretariat staff. USAID/Egypt finds the majority of recommendations to be timely and on target.

H. EVALUATION COSTS:

Evaluation Team	Contract No.	Contract Cost	Fund Source
Maria Wawer, M.D.	OPTIONS II	\$50,000	POP/FP II
Ruth Levine, Ph.D.	project of The Futures Group		

A.I.D. EVALUATION SUMMARY: PART II

Mission: USAID/Cairo
Office: HRDC/POP
Date of Summary: 1 December 1992

Title and Date of Full Evaluation Report: Evaluation of the Institutional Development Project of the National Population Council, Egypt, 8 July 1992

SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS PROJECT DESCRIPTION:

IDP's purpose is "to strengthen the capacity of the National Population Council to: formulate and promote national policies on population and family planning; develop comprehensive governorate multi-year and annual plans for population and family planning implementing agencies; and plan and manage research, information, training and other support services necessary to develop and sustain the above functions" (Subproject Paper, Version 4, August 1990: 14).

Between the authorization of IDP in late 1987 and May 1992, the subproject design was revised three times and has suffered from implementation problems related to inherent limitations at the NPC/TS. Redesigns occurred in March 1988, June 1989 and August 1990. They reflect USAID/Cairo's attempts to respond to existing difficulties in implementation, to the needs for greater coordination with other donors (especially UNFPA), and to emerging institutional priorities.

Implementation, very slow during the project's first two years, intensified greatly starting in 1990. At that time, with the arrival of a resident management advisor and team of short-term expatriate advisors, and with the appointment of an active Project Director (hired as a consultant), significant gains were made, particularly in training and support activities at the NPC/G level.

Principal Findings and Conclusions :

The Institutional Development Project (IDP) of Egypt's National Population Council (NPC) has been successful in strengthening the capacity of NPC/Governorate offices to plan, coordinate and monitor population activities. Management and training efforts have led to a significant increase in both technical skills and leadership abilities at the governorate offices. This accomplishment is particularly impressive in light of the frequent modifications of project design, and the numerous and persistent personnel and structural constraints to project implementation. The achievements of the IDP at the governorate

level are attributable to: committed IDP staff and technical assistance; excellent training organization, approach and follow-up; and sincere interest and responsiveness on the part of the NPC/G office directors and staff.

The IDP has been less successful in strengthening technical and leadership capabilities at the NPC/Technical Secretariat. Only limited improvements have been seen over the life of the project, despite substantial investment in developing facilities, information and research resources, training of NPC/TS personnel, and in providing supplemental salary support to individuals both directly and marginally involved in IDP efforts. The slow pace of success at the NPC/TS can be attributed to long standing problems, which include the shortage of full-time, qualified and responsive GOE counterparts in the various NPC/TS departments; difficulties with coordination of IDP and UNFPA activities; very weak coordination and information flow within the NPC/TS; inadequate appreciation of the scope and potential of the IDP's work at the Technical Secretariat; high rates of turnover of key personnel; over-centralization of authority; and unhealthy competition between staff who are affiliated with the IDP and other NPC/TS personnel. Basic categories of project inputs include: training, commodities, minor renovations (especially at NPC/G offices), local and foreign TA, governorate development support grants, financial support to the Population Information Center, support for biomedical and operations research studies, and project administration.

Human Resources: Implementation of the project has benefitted from the work of qualified and committed IDP staff and consultants, and of NPC/G office directors and staff. At the same time, progress has been limited by several personnel problems. These include: lack of continuity in the post of local Project Director (an NPC/TS position that was vacant at the time of the evaluation); relatively slow or protracted negotiations regarding long-term TA; and lack of participation in project activities by full-time, qualified and responsive NPC/TS counterparts among permanent GOE staff.

Financial Resources: Total local cost funding committed for the life of the subproject is expected to reach LE 6,599,270, excluding expatriate technical assistance inputs (PIL No. 18, Amendment No. 7, February 17, 1992). More than 10% of local costs for the IDP will be devoted to each of the following inputs or activities: training, commodities, project administration, governorate support grants, and the Population Information Center. Nearly one-quarter of the local cost project resources will have been invested in commodities. Some 17% of funds have been allocated to project administration, including salary supplements, and nearly all of that on an increasing path during the final three years of the project. An additional \$200,000 was expended for vehicles.

The pace of project implementation is evident in distribution of expenditures over time. By the end of Project Year (PY) 2 (1989), 6.5% of total LOP funds (per most recent modification) had been spent. Approximately another 11% was spent during PY 3 (1990). As project implementation picked up momentum after the adoption of the Version 4 of the project, funds were disbursed much more rapidly: During 1991, PY 4, nearly 30% of funds were expended. Currently, IDP has ambitious plans to disburse more than 50% of project funds between January 1992-May 1993.

Project Outputs: IDP has met and/or surpassed projected outputs in the training, commodity procurement, renovation of NPC/G offices and some NPC/TS facilities, and strengthening of NPC/G office management. IDP is well on the way to meet the targets for the number of Governorate Development Support Grants awarded. It is expected that by the end of the project period, NPC/G activities will be completed. At the NPC/TS, at least some permanent staff members in key departments and units (Planning, Monitoring and Follow-up, Training, Evaluation, etc.) have participated in appropriate training. In addition, a short-term expatriate consultant, working intermittently with Egyptian counterparts among the permanent NPC permanent staff, has prepared most of the NPC Operational Procedures Manuals.

At the time of this evaluation, substantial progress has been made at the NPC/TS toward completing USAID investments in the Population Information Center (PIC) display room, library/resource room and media center. In addition, in the Population Data System (PDS) component of the subproject, IDP has produced the Atlas of Family Planning Centers in Arab Republic of Egypt/Governorates and has completed the first phase of the Population Data Base. The major PDS activity in which progress has faltered is one of the most important--developing ready access to computerized service statistics. This shortcoming is due to overly optimistic assessments of what earlier UNFPA-funded projects had accomplished in upgrading the level of computerization. Assuming that steady TA is provided, and that no additional significant technical obstacles are encountered, both the information center and the data system should be operational by May 1993.

Significantly less progress has been made by the Research Management Unit (RMU), which is charged with developing procedures for solicitation, review and support of research proposals, and with coordinating both biomedical and programmatic research among Egyptian research organizations. Only fully in operation since late 1991, the RMU has held a series of organizing meetings and workshops, developed procedures, and currently is working with several local researchers to revise proposals for funding. At the time of this evaluation, likelihood of completion of the RMU component's full set of outputs is judged to be limited. Difficulties in implementation and

institutionalization of the RMU's work primarily stem from lack of integration with the existing infrastructure, including the Research Department of the NPC/TS.

Project Impact: The evaluation team found that IDP efforts have increased the capacity of the NPC/G offices to plan, coordinate and monitor family planning activities. Training efforts have led to a significant increase in both technical skills and leadership abilities at the NPC/G offices. Provision of equipment and upgrading of facilities has increased office capabilities. The achievements of the IDP at the governorate level are attributable to: committed IDP staff and TA; excellent training organization, approach and follow-up; and interest and responsiveness by NPC/G office personnel.

IDP has been less successful in strengthening technical and leadership capabilities at the NPC/TS. Only limited improvements have been seen, despite substantial investments in developing facilities, and information and research resources, in training, and in providing supplemental salary support. The slow pace of success at the NPC/TS can be attributed to: shortage of full-time, qualified and responsive GOE counterparts in the various NPC/TS departments; difficulties with coordination of IDP and UNFPA activities; inadequate appreciation of the scope and potential of the IDP's work at the NPC/TS; high rates of turnover of key personnel (particularly the Project Director); over-centralization of authority; and unhealthy competition between NPC staff who are affiliated with IDP and other NPC/TS staff.

With respect to the PIC and PDS, there is great potential for the system to enhance NPC/G and NPC/TS access to information required for planning, monitoring and evaluation. However, attention will be required to develop a strategy for maximizing PIC and PDS use, and for maintaining data files.

The impact of the RMU is very limited, despite the concerted efforts of dedicated and technically capable consultants to the unit. While procedures have been established, and research support activities are underway, the isolation of the unit from other activities at NPC/TS severely constrain its ability to accomplish its target outputs, to proactively stimulate research interest in key directions, or to foster any institutionalized improvements in research management.

Principal Recommendations

Recommendation 1: In light of its successes, the evaluation team strongly recommends that there be a follow-on project once the current IDP ends. As described below, the team recommends several changes in the focus of the project, reflecting both the positive and the negative experiences under the current IDP. Given the change in focus, the team recommends that any follow-on project adopt a different title. A tentative title, used in the recommendations that follow, is NPC Governorate Support Project.

- **Recommendation 1(a):** In the governorates, the NPC Governorate Support Project should ensure the consolidation of gains to date and also should, expand its mandate into new areas of capacity building (see Recommendation 4, below).
- **Recommendation 1(b):** At the NPC/TS level, the NPC Governorate Support Project should continue to provide TA and consolidation for the service statistics development; the Population Information Center; and the continuation, expansion and support of the Governorate Development Support Grants, including upgrading of financial management capabilities in conformance with USAID requirements.
- **Recommendation 1(c):** Expenditure of any additional monetary or personnel resources at the NPC/TS should not be attempted unless persistent management and personnel problems at the central level are rectified.

Secondary Recommendations

Recommendation 2: The NPC Governorate Support Project should include the services of a senior resident manager advisor for 3-4 years into the follow-on project, with the explicit intent of phasing out over that period, and shifting responsibilities to a local counterpart within the permanent staff of the NPC/TS.

Recommendation 3: Reflecting the need to become increasingly integrated into the NPC structure, USAID should consider placing the NPC Governorate Support Project within the NPC Department of Monitoring and Follow-up. This department currently is charged with supporting the work of the NPC/G offices, and the governorate-focused NPC Governorate Support Project would logically reside within in. This recommendation should be followed up with a careful assessment of the interest and capabilities of this department for taking on such a role during the design of the IDP follow-on activities.

NPC/Governorate Level

Recommendation 4: Current and future IDP-related activities should be directed towards the protection of past investments in human resource development, through:

- **Recommendation 4(a):** Continued training activities to ensure that skills are maintained and increased, particularly in the areas of financial management and administration, and development of local and regional training skills. In addition, computer user support should be provided and, over time, institutionalized.

Under the NPC Governorate Support Project, consolidation of the effects of the IDP on NPC/G management and planning capabilities should be followed by an expansion in its role to include:

- **Recommendation 4(b):** Assisting the governorates in meeting current fiscal and resource constraints. Specifically, the NPC Governorate Support Project should have as a priority assisting the governorates in proactive planning and in the identification of funding sources (including other donors) for the development of activities and programs, according to the following priorities: consolidation of services; maximization of quality of services and continuation; and testing of mechanisms for expanding the financial resource base, such as cost recovery.
- **Recommendation 4(c):** Expanding and partially redesigning the Governorate Development Support Grant program to provide appropriate incentives for increasing service quality and for broadening the governorate resource base. This might include a matching grant system, in collaboration with other donors, such as UNFPA; earmarking grants for certain types of proposals, such as those that would specifically promote upgrading of service quality in the governorate. As an incentive for the NPC/G offices and to defray expenses, the NPC Governorate Support Project should provide a sub-line item for administration of the grant at the governorate level.
- **Recommendation 4(d):** Assisting the NPC/G offices to develop an expanded leadership role which encompasses building a constituency and lobbying for greater population funding at the governorate level. This work would include, for example, holding awareness-raising seminars for governors and undersecretaries of ministries, who control resources that could be applied to family planning.
- **Recommendation 4(e):** Carrying out an assessment of operating costs at the NPC/G offices. Ultimately, such an assessment could be used as NPC/G directors attempt to obtain adequate

financial resources to fulfill their expanded planning, follow-up, evaluation and fundraising responsibilities.

NPC/Technical Secretariat

Recommendation 5: All activities of the NPC Governorate Support Project should be directed toward two aims: supporting work by the NPC/G offices; and, if and only if qualified GOE counterparts are available, supporting development of additional policy capabilities at the NPC/TS, through:

- * **Recommendation 5(a):** Providing training and technical assistance in the area of policy formulation, if and only if full-time qualified senior GOE counterparts are available.
- * **Recommendation 5(b):** Developing NPC/TS training capacity to support NPC/G activities, if and only if full-time qualified senior GOE counterparts are available.
- * **Recommendation 5(c):** Developing NPC/TS program evaluation capacity to support NPC/G activities, if and only if full-time qualified senior GOE counterparts are available.
- * **Recommendation 5(d):** Permitting continuation of the Governorate Development Support Grant program through the NPC/TS. To do so, the Governorate Support Project should provide TA to develop and implement a streamlined financial administration system which ensures timely flow of funds to projects and fulfills USAID requirements.

Population Information System

Recommendation 6: All Population Information Center activities under the NPC Governorate Support Project should be directed at two aims: making maximum use of facilities and other resources that do (or will) exist; and limiting additional investment, through:

- **Recommendation 6(a):** Assisting in development of a plan for use of the Population Information Center, with a focus on defining the center's potential users, and creating strategies for attracting them to the center. Potentially, this could be done in collaboration with UNFPA, in preparation for the World Population Conference in 1994.

Recommendation 7: With respect to the Population Data System, all remaining IDP and future NPC Governorate Support Project activities should be directed at two aims: developing the system to the point where it is truly functional; and making maximum use of human resources and facilities that do (or will) exist, through:

- **Recommendation 7(a):** Completing planned work on creation of databases and integration of service statistics at the NPC/TS.

- **Recommendation 7(b):** In a measured and phased approach, bringing NPC/G offices up to a level of adequate computer competence. Working with no more than three governorates at a time, develop computer and data processing capacity through intensive training and provision of ongoing user support.

Research Management Development

Recommendation 8: Given the Research Management Unit's experiences to date, serious consideration should be given to restructuring and/or imposing preconditions for continued funding of this component of the PC Governorate Support Project. As currently placed in--but not integrated into--the NPC/TS, the Research Management Unit probably will be unable to meet the goals of coordination of population research in Egypt and encouraging research into emerging priority areas needed to direct program and policies.

- **Recommendation 8(a):** If and only if a permanent and technically strong Director of the NPC/TS is named, and a technically able NPC permanent staff in program and policy areas are accessible as counterparts, USAID should consider continuing support for the RMU, with close guidance from USAID and/or expatriate technical assistance. To maximize the utility of this important potential resource, unit members need to work closely and on an ongoing basis with permanent NPC staff. The only way this can occur is if interested and technically qualified GOE counterparts are in place.
- **Recommendation 8(a1):** If the RMU is continued, the NPC Governorate Support Project should provide the services of a resident research management advisor for 3-4 years after the end of the current IDP, with the explicit intent of phasing out over that period, and shifting responsibilities to a local GOE counterpart from among the permanent staff of the NPC/TS. Such an advisor should be qualified not in research itself, but specifically in providing guidance to developing a research program (creating an agenda, in concert with the Egyptian research community; issuing Requests for Proposals (RFPs); developing and implementing review procedures; assisting with the preparation of research proposals; disseminating research findings; etc.).
- **Recommendation 8(a2):** If the RMU is retained, RMU efforts to strengthen and develop research management capabilities within the NPC should continue to focus on creation of procedures, emphasis on active review/advisory committee efforts, and generation of RFPs.

- **Recommendation 8(a3):** If the RMU continues, it should strongly consider developing RFPs expressly for research on topics that directly support service quality and sustainability objectives; and/or research carried out by "new" investigators.

- **Recommendation 8(b):** If personnel and managerial constraints at the NPC/TS remain unresolved, USAID/Cairo should consider restructuring of the RMU. Efforts should be made to retain the function of developing a long-term Egyptian research vision and agenda at the NPC, the appropriate home for such work. The ongoing work of stimulating and providing technical support for such research should be shifted to an institution better able to carry out these tasks.
 - **Recommendation 8(b1):** If the RMU is restructured, USAID should consider providing support to the NPC for a Research Policy Unit or Committee. This body would assess the long-term national research needs, based on the NPC's awareness of current policy and programmatic concerns. It would provide guidance to the Egyptian research community through workshops, seminars and other fora.
 - **Recommendation 8(b2):** If the RMU is restructured, USAID should seek another home for the ongoing work of stimulating and providing technical support for research. Among the possibilities that could be investigated are: the Population Council where additional personnel could be supported to carry out coordination/technical assistance functions; and the technical assistance contractor for the Population/Family Planning III Project, where a resident research management advisor could provide assistance for applied biomedical and programmatic studies required to aid in project implementation.

EVALUATION PURPOSE and METHODOLOGY:

This report presents the findings of an evaluation of the USAID/Cairo-funded Institutional Development Project (IDP) with the National Population Council (NPC) (a subproject under USAID Population/Family Planning II Project No. 263-0144). The evaluation reviews progress since IDP authorization in September 1987. In addition, it provides recommendations to guide design and implementation of follow-on project activities under the bilateral USAID Population/Family Planning III Project, scheduled to begin in June 1993.

The evaluation assesses IDP's ability to support the NPC's role in coordinating the national population and family planning program at both governorate and technical secretariat levels. It was carried out by two expatriate technical specialists, Drs. Ruth Levine and

Maria Wawer, May 21-June 8, 1992. Evaluation methods included collection and analysis of information on IDP inputs, outputs and impact, as well as on the implementation process and the institutional context. Data were collected through: review of documents, interviews, administration of an anonymous questionnaire to 19 NPC/Governorate (NPC/G) office directors, and site visits to four governorates.

LESSONS LEARNED

- Efforts at decentralization at the governorate level have reaped benefits, whereas central NPC/TS level investments have been less successful. IDP should capitalize on gains made to date. The continuation, expansion and support of the Governorate Development Support Grants, including upgrading of financial management capabilities in conformance with USAID requirements, should be primary emphases in a follow-on project.
- Appropriate expatriate technical assistance has been well utilized by the IDP. Implementation, very slow during the project's first two years, intensified greatly starting in 1990. At that time, with the arrival of a resident management advisor and team of short-term expatriate advisors, and with the appointment of an active Project Director, significant gains were made, particularly in training and support activities at the NPC/G level. The follow-on project should include the services of a senior resident manager advisor for 3-4 years, with the explicit intent of phasing out over that period, and shifting responsibilities to a local counterpart within the permanent staff of the NPC/TS.
- High rates of turnover of key personnel were deleterious to project effectiveness. The availability of committed, qualified GOE and project administration staff is essential to the success of the IDP.
- Governorates are operationally constrained by lack of budget. GOE contributions are needed at both the central and the governorate level. Thus the GOE contribution to governorates needs to be increased. In the meantime, A.I.D. should budget for appropriate governorate operating expenses on a phase-out basis in the IDP follow-on project.
- There is a definite need for a coordinating agency to fund and steer Egyptian research on population and family planning. The Research Management Unit was created in response to this felt need. The RMU was set up as a separate entity within the NPC, apart from the already extant Research Unit. Unfortunately, this approach isolated the RMU from the mainstream NPC, with the result that the RMU was unable to fulfill its mandate. Pre-conditions should be set prior to the Unit's funding under the follow-on project. Adequate and qualified staffing, integration into the NPC and the IDP

program, and the encouragement of a pro-active role vis-a-vis research proposals elicited and under development are integral elements that need to be addressed in the follow-on project.

- Close donor coordination plays an important role in this project. Project components have been redesigned and rewritten several times in order to reduce redundancy between USAID and other donor programs (notably UNFPA). A thorough examination and division of labor between donor activities has been and continues to be a priority for IDP project effectiveness.

I. Mission Comments:

The evaluators have aptly summarized the existing situation at the NPC Technical Secretariat and Governorate level and diagnosed problems. The majority of the recommendations are timely and on target. As the largest bilateral donor in population/family planning, with a great need for improved program coordination, management information gathering, operational research to improve service delivery, and a forum for policy issues to be discussed, we found only one recommendation too difficult to implement in the real world of donor assistance -- that is 1(c) which recommended against any expenditure of monetary and personnel resources at the NPC/TS unless persistent management and personnel issues are resolved. We need to work through the NPC/TS to reach the governorates, in addition to addressing the other activities mentioned above. Therefore, the NPC/TS will continue to be supported, for very specific activities, under the follow-on project.

J. Attachment:

A copy of "Evaluation of the Institutional Development Project of the National Population Council, Egypt", 8 July 1992.