PD-ABR-963
103pp.

FINAL REPORT

Interim Evaluation of

Community Resources Mobilization

Specific Support Grant No 263-0226-G-00-4036-00

Task Order 801 under contract
No AEP-0085-I-00-6021-00

Submitted to
United States Agency for International Development

Submitted by
The Mitchell Group, Inc
1816 11th Street, NW
Washington DC 20001

May, 1998

EXECUTIVE SUMMARY

The Community Resource Mobilization Program is an outstanding example of work with community-based NGOs aimed at enhancing local capacity to carry out development projects using resources that are raised and managed by the NGOs This interim evaluation focuses on three component projects Enhanced Community Development (ECD), Growth in Small and Micro Enterprise (GSME), and Extension of the Community Initiated Development (CID) program The program is being implemented in Aswan, Qena, Sohag, and Fayoum Governorates This study comes near the end of the fourth year of a five year grant

The Enhanced Community Development (ECD) component has already achieved several of the life of project benchmarks, and can be expected to reach many others before the end of the grant period Some of the ENGOs that joined the program early have 'phased over', others are in earlier stages of the work The development activities implemented by the ENGOs address urgent needs, and board members gain skill in promoting and administering community activities The initial research phase helps board members systematize information about their communities and prioritize development problems, but it could have better strategic focus and could involve wider community participation Causal analysis using a problem tree is the next step, many board members praise this method for helping to clarify their thinking and for facilitating identification of appropriate projects Subsequent project design requires technical advice in most sectors, CARE facilitates this by arranging expert consultations and cross-visits with ENGOs that have conducted similar projects Then ENGOs prepare proposals to solicit support from government, external donors, and CARE, while arranging cash and in-kind contributions from community members After implementing the projects, ENGOs could improve evaluation by using participatory techniques to review project results and simultaneously bring more citizens into the on-going community development process A few ENGOs are now capable of working entirely on their own Others with less capable or experienced board members, or with less effective leadership and working patterns, require additional support Sustainability will depend upon continuing access to information about which other ENGOs have undertaken similar projects, who can provide expert technical advice, which donors are interested in particular sectors, and how to contact all of these Some of the newer ENGOs in the program will require considerable support for a year beyond the March, 1999 closing date of the project if they are to successfully learn and apply the methodology

The Growth in Small and Micro Enterprise (GSME) component required major redesign because the project was grounded on inaccurate assumptions about the willingness of banks to contribute capital and manage programs to help meet the high demand among small and micro entrepreneurs Instead, one new ENGO or Partner Organization (PO), was established in each Governorate to administer the revolving loan funds Programs were built and staff, including field workers called Small Business Advisors (SBAs), were trained Two funds have been operating for over two years, two for more than one and a half years All are approaching operational and financial self-sufficiency, and should attain these goals by the end of the project With far less capital than anticipated, many clients are unable to obtain the funds they require, and self-sufficiency has been harder to attain than under the original plan CARE deserves credit for swiftly reaching this point The program is intended to go beyond provision of loans to

upgrading technical skills and providing management advice to borrowers Due to the delayed start, the non-financial services were properly de-emphasized until the institutional and financial fundamentals of the program could be firmly established The benchmarks for numbers of borrowers and recipients of technical skills training were changed in accordance with the new strategy, CARE (somewhat optimistically) expects to meet the revised targets by March, 1999 Targets for 25% growth in the net worth of 7,500 enterprises, and for creation 10,000 new jobs were not changed The first of these might (almost) be reached, but the jobs target would require far greater capital than is in the program now, and far more time as well, so it should be revised downward to 4,000

Loan funds established under the earlier Village Self-Reliance (VSR) and Community Initiated Development (CID) projects continued to perform very well through the end of 1995 when CARE ceased monitoring the funds Additional capital was disbursed to ENGOs on a competitive basis during the first quarter of FY95, and loans continued to be actively disbursed, but repayment rates fell during the final quarter It is regrettable that none of the ENGOs received the intended loan fund management manuals or training on how to teach this material to others, some groups remain unclear on the relationships among capital, inflation and interest rates Over half of the CID loan funds continue to do well up to the present time, in some, capital is less active than hoped, purportedly because interest rates remain high after inflation has fallen and other funds are offering lower rates to some borrowers

Active participation of women is central to the implementation strategy of the CRM program After a slow start, efforts to involve women are now increasing In the ECD program, some field staff seem not to appreciate the distinction between traditional programming for women (maternal and child health, literacy, sewing) and promotion of women's active participation in community decision making Few women have participated in the training programs or gone on cross-visits to other organizations, and some basic data, such as ENGO General Assembly membership, is not disaggregated by gender Women are increasingly being elevated to board membership in the ENGOs, and women's committees are being formed in several as well One all-women ENGO has existed in Fayoum (city) for many years and others have recently been established in all of the Governorates In the GSME component, participation of women as board members, employees, and borrowers (12 1%) is limited Many (male) field workers consider their jobs to be categorically inappropriate for women, and seem oblivious to the limitations on access to capital faced by women who work in their homes

CARE training programs generally repeat basic information and instructions for carrying out required tasks With some notable exceptions, they rarely challenge participants to reevaluate their views, as on gender Strategic thinking should be promoted through exploration of the logic behind development work, and hence the reasons for making certain decisions and performing particular tasks in specific ways at specific times, or within appropriate degrees of freedom The aims, learning strategies, methods and applications of quantitative and qualitative research need to be clearly presented, especially in ECD Workbook-like, self-teaching guides for financial training might be a very useful supplement to traditional workshops for both staff and participants

Specific Recommendations

The ECD component should be extended one year to facilitate full participation by those ENGOs that recently joined the program and to give time for CARE to establish information networks on sources of technical advice, donors, and other ENGOs with experience in the same sectors Potential donors, from international organizations to the private sector should be made more aware of the program

Women's ENGOs, committees, activities, training and cross-visits should also be given strong support throughout the rest of the program Women might assume primary responsibility for communication with other ENGOs by preparing and mailing regular (semi-annual) newsletters to keep others informed about activities and sources of technical advice This would significantly support expansion of civil society, defined as networks among people (rather than as activities of civil sector institutions)

Participatory research methods should be introduced to help streamline community analysis at the start of ECD work and for project evaluation by ENGOs, this would promote broader community involvement Training programs should be critically reviewed and the content of many workshops given a more strategic focus Self-teaching guides for financial management and other topics to supplement classroom training programs for both staff and participants should be developed Efforts to improve the quality of some project proposals, to expedite security clearance for contacting external donors, and to facilitate inter-ministerial cooperation for project support should continue

The GSME program should be extended for two years to allow a proper balance between financial sustainability and non-financial goals to be institutionalized Additional loan capital is needed, and the program should be expanded reach new borrowers, including women and village residents Financing should be sought for trials of technical training programs based on the ideas that PO board members are now considering

To address the problem of turnover among field staff, the possibility of hiring less well educated workers who would be less likely to leave for a desk job should be reviewed Women should be hired and trained, and given necessary support Part time positions should be considered Some of the present SBAs might be asked to supervise numbers of newer field workers All need on-going training to be able to provide competent management advice to clients

The CID extension program requires joint policy review by CARE, MSA, and USAID Decisions need to be taken on interest rates, use of accrued profits (or capital) for community development projects, and loan size To maximize local decision making without making the monitoring task too difficult for MSA officials, the team recommends offering every participating ENGO two or three choices in which (higher) interest rates are linked with (greater) access to accrued profits for community projects The decisions would remain in effect for five years Each ENGO must receive a manual on loan fund management a few months before they are asked to make their choice It should be clear and focused, and include a workbook on calculating the future value of the funds under varying inflation, lending, and interest rates Maximum loan size might be raised slightly These policies should be reviewed after five years

التقـــــرير النهـــائـــى
للتقـــييم النصـفى لبرنامـــج تعـــبئة مـــوارد المحـــتمع
مـــــايو ١٩٩٨

ملحـــص تـــنـــفـــيذى

يعتبر برنامج تعبئة موارد المجتمع مثالا رائعا للعمل مع المنظمات المجتمعية غير الحكومية، يسعى الى تعزيز الطاقة المحلية لتنفيذ مشروعات التنمية باستخدام المـــوارد التـــى تريدهـــا المجتمعات الاهلية وتديرها ويركز هذا التقييم النصفى للبرنامج على المشروعـــات الثلاثـــة المكونة له وهى مشروع تدعيم التنمية المجتمعية، و مشروع تنمية المشروعـــات الصغـــيرة، وامتداد مشروع مبادرات المجتمع للتنمية ويتم حاليا تنفيذ البرنامج فى محافظات أسوان وقنا وسوهاج والفيوم وتاتى هذه الدراسة قبل انتهاء السنة الرابعه من منحـــة الســـنوات الخمـــس المقدمة له

وبالفعل فقد حقق مشروع تعبئة موارد المجتمع على مدى عمره عدة علامات دالة على تقدمه، ومن المتوقع أن يحقق الكثير غيرها قبل نهاية مدة المنحة وبعض الجمعيات الاهليـــه التـــى انضمت مبكرا الى البرنامج اتمت دورتها بينما لازالت الاخرى فى مراحلها الاولى وابسطه التنمية التى تنفذها تلك الجمعيات الاهلية تواجه الاحتياجات العاجلـــة لمجتمعاتـــها ويحصـــل اعضاء مجالس ادارات هذه الجمعيات على مهارات الادارة التى تســـاعدهم علـــى الارتقـــاء بانشطة المجتمع المحلى وادارتها لقد ساعدتهم مرحلة البحوث الاولى فى تنظيم المعلومـــات حول مجتمعاتهم وكيف يرتبوا اولويات مشكلاتهم التنموية لقد استطاعوا باستخدام اســـلوب شجرة المشكلات ان يحللوا اسبابها، ولكن ينقصها التركيز على البعد الاستراتيجى كما ينقصها المشاركة الجماهيرية العريضة انهم يمتدحون هذه الطريقة التى تعلموها ويوكـــدون علـــى مساعدتها لهم فى توضيح تفكيرهم وتسهيل تحديد مشروعاتهم المناسبه ويتطلـــب التصميـــم الجديد للمشروع مساعدة فنية فى معظم قطاعاته وهيئة كبر بنظم الاستشارات من الخـــبراء والزيارات التبادلية بين الجمعيات التى نفذت مشاريع مماثله وبعـــد ذلـــك تعـــد الجمعيـــات مقترحاتها للحصول على الدعم من الحكومة، والممولين الخارجين وهيئه كبير ذاتها، ويربنون لمساهمة مجتمعاتهم نقديا وعينيا وبعد تنفيذ هذه المشروعـــات يمكـــن للجمعيـــات تقييمـــها باستخدام أساليب المشاركة لمراجعة نتائج المشروع وفى نفس الوقـــت دعـــوة المزيـــد مـــن المواطنين للمشاركة فى عملية التنميه المجتمعية المستمره

كذلك فإن عددا قليلا من الجمعيات الاهلية أصبحت الآن قادرة على العمل معتمدة على نفسها ومجالس ادارات بعض الجمعيات الأخرى، الأقل قدرة او خبرة او القيادة الاقل فاعلية او أنماط العمل الاقل كفاءة تحتاج الى دعم إضافى

سوف تعتمد استمرارية البرنامج على استمرار الوصول الى المعلومات التى استخدمتها الجمعيات الأهلية الأخرى لمشروعات مماثلة، وعلى الجهة التى تقدم النصيحة الفنية الخبرة، وعلى مصادر التمويل ذات الاهتمام بقطاعات معينة، وعلى كيفية الاتصال بكل هؤلاء

وبعض الجمعيات الاهلية التى انضمت مؤخرا للبرنامج ستحتاج الى قدر الكبير من الدعم لمدة عام بعد الموعد المحدد لإنهاء المشروع لكى تتعلم وتطبق اساليبه بنجاح

اما مكون تنمية المشروعات الصغيرة فقد تطلب إعادة صياغة بدرجة كبيرة لانه قام على افتراضات غير سليمة بشأن استعداد البنوك للمساهمة فى راس المال وادارة المشروعات والبرامج، للمساعدة فى تلبية مطالب صغار المستثمرين وبدلا من ذلك اسست جمعية اهليه او منظمة شريكة فى كل محافظة لتدير الاعتمادات المخصصة للقروض الدوراه، واعدت البرامج كما تم تعيين وتدريب العاملين اللازمين ومن بينهم اخصائيى العمل الميدانى تحت مسمى 'مرشدو الاعمال الصغيرة" ومن بين الاعتمادات المخصصة للجمعيات الاربع اثنان استخدما لمدة تزيد على العامين واثنان لمدة تزيد على السنة ونصف وكلهم فى سبيلهم للوصول الى مرحلة الاكتفاء الذاتى ماليا وتشغيليا وينبغى عليهم جميعا ان يحققوا هذه الاهداف بالكامل قبل نهاية المشروع وبسبب النقص الشديد فى راس المال على العكس مما كان متوقعا، فان كثيرا من صغار المستثمرين المستهدفين غير قادرين على الحول على التمويل الذى يحتاجونه، واصبح تحقيق الكفاية الذاتيه اصعب مما كان مخططا له وبسحق هيئة كبير التقدير لوصولها بسرعة الى تلك النقطة حيث يستهدف البرنامج ان يتجاوز مجرد تقديم القروض الى الارتقاء بالمهارات الفنية والنصائح الاداريه للمقترضين وبسبب التاخير فى بدء المشروع لم يتم التركيز على خدماته غير المالية حتى تقام قواعده المؤسسية والماليه على أسس متينة وعلى ذلك فقد تم تغيير اعداد المقترضين المستفيدين من التدريب على المهارات الفنية تبعا لتلك الاستراتيجية الجديدة وتتوقع هيئه كبير ببعض التفاؤل ان يحقق الاهداف المعدله مع حلول شهر مارس عام ١٩٩٩، ولم يتغير الاهداف الاصليه بزياده الاصول الثابتة بمقدار ٢٥% لعدد ٧٥٠٠ مستثمر صغير، وخلق عشره آلاف فرصه عمل جديدة وغالبا ما يمكن تحقيق الزيادة فى الاصول الثابته اما خلق فرص العمل الجديده فهذا

الحجم فانه يتطلب راس مال اضخم بكثير مما لدى المشروع فى الوقت الراهن كما يتطلب وقتا اطول من مدة المشروع ومن ثم ينبغى تخفيض هذا الهدف

واعتمادات الإقراض التى سبق تخصيصها مبكرا ضمن مشروع تنمية الجهود الذاتية بالقرية ومشروع مبادرات المجتمع للتنمية استمرت فى ادائها للمتميز حتى نهاية عام ١٩٩٥ عندما توقفت هيئة كير عن متابعة الاعتمادات وخلال الربع الاول من العام المالى ١٩٩٦/٩٥ تم توزيع رصيد إضافى من راس المال على الجمعيات الاهلية على اسس تنافسية، واستمرت عملية الإقراض بنشاط ولكن معدلات السداد انخفضت فى ربع السنة الأخيرة ومن الموسف أن المنظمات الشريكة الاربعة كلها لم تستلم دليل العمل لادارة مخصصات القروض ولم يتدرب اعضاؤها على كيفية تعليم محتواه للمقترضين، خاصة وان بعضهم مازال يجهل العلاقة بين رأس المال ومعدل التضخم وسعر الفائدة

أكثر من نصف مخصصات القروض تحت مكون مبادرات المجتمع للتنمية مستمرة فى ادائها الناجح حتى الآن، وفى بعضها لازالت العملية اقل نشاطا مما كان مامولا فيه برغم ان سعر الفائدة إستمر عاليا بالرغم من انخفاض معدل التضخم، وان جهات تمويلية أخرى تقدم أسعار فائدة أقل لبعض المقترضين

ان المشاركة النشيطة للمراة تقع فى قلب استراتيجية برنامج تعبئة موارد المجتمع، وتعد البداية البطيئة تتزايد حاليا الجهود لضم المراة ولكن بعض الاخصائيين لا يقدرون التفرقه بين البرامج التقليدية للمرأة مثل صحة الام والطفل ومحو الامية والتفصيل والخياطة، وبين تطوير المشاركة النشيطة للمراة فى عمليات اتخاذ القرار فى المجتمع المحلى لقد شاركت بعض النساء فى البرامج التدريبية او الزيارات التبادلية مع الجمعيات والمنظمات الاخرى، ولكن بعض البيانات الأساسية مثل حجم عضوية الجمعيات العمومية للجمعيات الاهلية غير مفصلة حسب النوع وتتزايد اعداد النساء المصعدات لعضويه مجالس ادارات الجمعيات الاهلية، كما تشكل الجمعيات النسائيه فى بعض القرى ايضا لقد تأسست جمعية نسائيه منذ سنوات طويلة فى مدينة الفيوم كما تاسست جمعيات نسائية اخرى فى كل المحافظات اما فى مشروع تنمية المشروعات الصغيرة فان مشاركة المراه فى عضوية مجالس ادارات الجمعيات أو المنظمات الشريكة أو ضمن موظفيها أو المقترضين منها لازالت محدودة للغايه وكثير

من الاحصائيين الميدانيين الذكور يعتبر وظيفته غير مناسبة للنساء، ويعللون عن صآلة فرص الوصول الى القروض لدى النساء اللاتى يعملن فى بيوتهن

الأنشطة التدريبية لهيئة كير عموما ما تكرر المعلومات الأساسية والتعليمات الخاصه بـــاداء المهام المطلوبة، ومع بعض الاستثناءات الملحوظة نادرا ما تدعو المشاركين فيها الى اعادة النظر فى رؤيتهم لدور النساء والرجال، ولذا ينبغى أن يزداد الاهتمام بالتفكير الاستراتيجى، على سبيل المثال، من خلال تقصى المنطق خلف أعمال التنمية وتوضيح الاســباب لاتخــاذ قرارات معينة او أداء مهام محددة فى أوقات بعينها فى اطار من المرونة تختار لتحقيق نتائج معينة ان اهداف استخدام البحوث الكمية والكيفية واستراتيجيات تعليمها وطـــرق تطبيقـــها يجب ادخالها بوضوح خاصة فى مشروع تعبئة موارد المجتمع وقد يكون من المفيـــد ايضـــا استخدام أدلة العمل وأساليب التعليم الذاتى فى التدريب المالى لتدعيم ورش العمل التقليدية لكل من العاملين فى المشروع وأعضاء الجمعيات الاهلية

توصـــــــيات محـــــــــــدة

ينبغى تمديد مشروع تعبئة موارد المجتمع لمدة سنة لتسهيل المشاركة الكاملة للجمعيات الاهليه التى أنضمت موخرا للبرنامج، ولإتاحة الوقت اللازم لهيئة كير أن تقيم شبكـــات المعلومـــات حول مصادر المشورة الفنية والممولين والجمعيات الاهلية الاخرى ذات الخبره فـــى بعـــض القطاعات كذلك ينبغى تعريف الممولين بدأ من المنظمات الدولية حتـــى القطـــاع الخـــاص المحلى بهذا البرنامج بصورة اكبر كما ينبغى تقديم الدعم الفوى للجمعيات الاهلية النشيطه، واللجان والانشطة والتدريب والزيارات التبادلية النسائية حتى نهاية مـــدة المشـــروع وقـــد تتحمل النساء مسئولية الاتصال بالجمعيات الاهلية الاخرى من خلال اعـــداد نشـــرة نصـــف سنوية وتوزيعها بريديا لتطلع الآخرين على أنشطتهم ومصادر المشـــورة الفنيـــه وســـوف يدعم ذلك التوسع فى المجتمع المدنى بشبكاته التى تربط بين الناس وليس مجرد انشطه تقوم بهاى موسسات القطاع المدنى

ينبغى استخدام اساليب البحوث بالمشاركة للمساعدة فى تطوير تحليل المجتمع مع بداية عمـــل مشروع تعبئة الموارد ومن اجل تقييم المشروع بواسطة الجمعيات الاهلية ذاتها، ومن ثم تتسع دائرة ارتباط المجتمع بالتنمية المجتمعية المحلية

يجب مراجعة البرامج التدريبية نقديا، وتركيز محتواها على قضايا استراتيجية كما ينبغي اعداد أدلة التعليم الذاتي للادارة المالية وغيرها من الموضوعات لتدعيم برامج التدريب داخل القاعات لكل من العاملين والمشاركين

كذلك ينبغي أن تبذل الجهود وتستمر لتحسين نوعية بعض مقترحات المشروعات التي تعدها الجمعيات الاهلية، وتيسير الحصول على الموافقات الامنية للاتصال بالممولين الخارجيين، وتسهيل التعاون بين الإدارات الحكومية على مستوى المحافظة لدعم المشروع

ينبغي أن يمدد برنامج تنمية المشروعات الصغيرة لمدة سنتين ليسمح باحداث التوازن المناسب بين الاستمرارية المالية والاهداف غير المالية وترسيخها كذلك يحتاج البرنامج الى راس مال اضافي للقروض، كما ينبغي توسيع نطاق المشروع ليصل الى مقترضين جدد متضمنين النساء وسكان القرى وأخيرا ينبغي التفكير في تمويل تجارب برامج التدريب الفني على الأسس التي يراها أعضاء مجالس ادارات المنظمات الشريكة

ولمواجهة مشكلة زيادة معدل دوران العمل بين الاخصائيين الميدانيين، من الممكن تشغيل عناصر من ذوي المؤهلات المتوسطة الذين لن يتركوا العمل لوظائف مكتبية اخرى، كذلك ينبغي تعيين النساء وتدريبهن واعطائهن الدعم الضروري كما يجب وضع الوظائف لبعض الوقت في الاعتبار ويمكن قيام بعض مرشدي الاعمال الصغيرة الموجودين حاليا بالاشراف على عدد من العاملين الميدانيين الجدد، وكلهم في حاجة الى تدريب مستمر ليكونوا قادرين على تقديم النصائح لعملائهم حول الادارة الكفء لاعمالهم

يحتاج امتداد برنامج مبادرات المجتمع للتنمية الى مراجعه على مستوى السياسة يشترك فيها كل من هيئة كير ووزارة الشئون الاجتماعية والوكالة الامريكيه للتنميه الدولية كما يحتاج الامر الى إتخاذ قرارات بشأن معدلات فائدة القروض، واستخدام الفوائد المحققه او راس المال لمشروعات تنمية مجتمعية، وحجم القروض

ومن اجل تعظيم عمليات اتخاذ القرار على المستوى المحلي بدون تضعيف مهمه المتابعه على مسئولي الشئون الاجتماعية، يقترح الفريق اعطاء كل جمعيه اهلية مشاركه في البرنامج

احتياريين او ثلاثة يكون فيها المعدل الاعلى لسعر الفائدة مرتبطا بفرص اكبر للوصول الـــى الارباح المحققة واستخدامها لمشروعات مجتمعية، على ان يسرى فاعلية القرارات لمده خمس سنوات ويجب أن تتسلم كل جمعية أهلية دليلا حول ادارة مخصصات القروض قبل سوالها ان تحدد اختيارها بعدة شهور ويجب أن يكون الدليل واضحا ومركزا متضمنا طرق حساب القيمة المستقبلية للاعتمادات المالية مع مختلف معدلات التضخم والاقراض والفـــائدة ومـــن الجائز زيادة الحد الاقصى لحجم القرض بدرجة بسيطة واخيرا ينبغى مراجعـــة كـــل هـــذه السياسات بعد خمس سنوات

TABLE OF CONTENTS

INTRODUCTION & BACKGROUND 1
Methodology 3

FINDINGS 4
Questions Specific to All Components of CRM 4
Assumptions 4
problem analysis process 4
ENGO willingness to work 4
financial support 5
development problems 5
policy environment 6
sustainability of loan funds 6
recognition of shared environment concerns 7
growth of microenterprises 8
working with banks 9
technical training (for GSME) 9
Benchmarks and Indicators 10
ECD 10
GSME 12
CID - EXTENSION 14
Implementation Procedures 16
Accomplishments 19
Major Problems 20
Resource mobilization 20
Participation 20
Training 21
Sustainability 22
Questions Specific to the ECD Components 22
Appropriateness of projects 22
Project impact 23
Questions Specific to GSME 24
Revised strategy 24
Staffing and loan policies 25
Working with banks 27
PO institutional capacity 27
Monitoring systems 28
Beneficiary targeting 28
Non-financial services 29
Questions Specific to the CID Extension 29
Sustainability of funds 29
Risks addressed? 30
Loan fund training manual and TOT 30

RECOMMENDATIONS 30
ECD 30
GSME 32
CID - Extension 32

LESSONS LEARNED 33

APPENDIX A SCOPE OF WORK 35

APPENDIX B LIST OF DOCUMENTS CONSULTED 43
VSR 43
CID 43
CRM - ECD 43
PROJECT PROPOSALS 45
CRM - GSME 45
TRAINING MANUALS 46

APPENDIX C LIST OF PERSONS CONTACTED 48

APPENDIX D METHODOLOGY 53

APPENDIX E PROBLEM TREES 60

APPENDIX F TABLES 65

LIST OF TABLES

1 ECD Resources Mobilized by Communities

2 Comparison of Resources Mobilized by Communities under CID and ECD

3 ECD Projects Implemented by Sector and Year

4 ECD Beneficiaries

5 ECD Expert Consultations and Cross-Visits

6 ECD Formal Training for ENGOs

7 ECD Staff Training

8 GSME Numbers of Loans and Clients

9 GSME Average Loan Values

10 GSME Ordinal Numbers of Loans

11 GSME Number of Value of Loans and Delayed Loans plus Repayment Rate, Delinquency Rate, and Portfolio at Risk

12 GSME Turnover of Loan Capital

13 GSME Percentage Growth in Net Worth of Enterprises

14 GSME New Jobs Created

15 CID Present Value and Growth of Loan Funds

16 CID Number and Value of Loans at Phase-Over

17 CID Number and Value of Loans Disbursed

18 CID Estimated Number of Beneficiaries through March, 1998

19 CID Value of Loans during 1997

20 CID Delinquent Loans and Defaults

21 CID Turn over of Amount Disbursed

ABBREVIATIONS

PDF	Project Development Fund (for ECD)
CDA	Community Development Association (founded under Law 32/1964, supervised by MSA)
CID	Community Initiated Development, 1990-1993
CID-Extension	component of CRM, primarily loan fund monitoring
CLO	Community Liaison Officer (ECD field worker)
CRM	Community Resource Mobilization
CSDA	Community Supported Development Activity (under CID)
DECENT	Former CARE Training Center in Cairo
ECD	Enhanced Community Development (component of CRM)
ENGO	Egyptian Non-Governmental Organization (also a CDA)
GSME	Growth in Small and Micro Enterprise (component of CRM)
MSA	Ministry of Social Affairs
PIR	Project Implementation Report
PO	Partner Organization (GSME), also phase-over (CID and ECD)
RF	Regional Federation (of Associations) (supervised by MSA)
SBA	Small Business Advisor (field worker in GSME)
SEAD	Small Enterprise Activity Development (loan funds under VSR and CID)
VSR	Village Self-Reliance program (1989-1990)

Interim Evaluation of the Community Resources Mobilization Grant

INTRODUCTION & BACKGROUND

This interim evaluation of the Community Resource Mobilization program was conducted from March 12 through May 10, 1998 by The Mitchell Group, Inc of Washington DC The team consisted of Anne T Sweetser, Ph D (USA), team leader, Ahmed Abdel-Fattah, M A (Egypt), Community Development Specialist, and Ahmed Ibrahim Eid, Ph D (Egypt), Financial Credit Organization Specialist (Both are affiliated with Allied Corporation - Egypt)

The grant's overall aim is to substantially improve the quality of life for 100,000 low income households in four governorates in Middle and Upper Egypt Aswan, Qena, Sohag, and Fayoum Emphasis is placed on learning by participants and on community participation, active participation of women, and sustainability The purpose of this evaluation is to assess progress toward the program's established intermediate goals, identify constraints and successes, and provide guidance and recommendations for (post-)midcourse adjustments to improve the effectiveness of the program

Three distinct components of the Community Resource Mobilization (CRM) program were studied Enhanced Community Development (ECD), Growth in Small and Microenterprise (GSME), and Extended Activities initiated under the Village Self-Reliance (VSR) and the Community Initiated Development (CID) programs ECD is a complex community resource mobilization and development project The other two are revolving loan programs One is the extension of an earlier community-based development program (CID) in which the capital was granted to the ENGOs, the other (GSME) is operated by one newly created organization (ENGO) in each Governorate that uses one or more deposit-overdraft bank accounts, serves existing small and micro enterprises through outreach workers, and is intended to provide relevant non-financial services after becoming self-sufficient financially

CARE's work in Upper Egypt and Fayoum commenced in 1989 with the Village Self-Reliance (VSR) project Initially a livestock program, it evolved into a loan program when demand for support for additional productive activities was recognized

The Community Initiated Development (CID) grant, which ran from July 1, 1990 through December 31, 1993, followed VSR and focused on ENGO[1] development The Small Enterprise Activity Development (SEAD) loan fund component helped ENGO leaders identify, research,

---

[1]CARE works with Community Development Associations (CDAs) which were established under LAW 32/1964 They are supervised by MSA (Ministry of Social Affairs) which monitors their work and sets policies pertaining to the use of the CID loan funds

15

plan, establish, monitor and evaluate CID and community financed micro and small enterprise development activities targeted to poor women and men in their communities Other segments focused on stimulating interest in and providing experience with self-help development activities, fostering a strong sense of participant ownership of project activities, and nurturing indigenous leadership by involving both male and female community volunteers in the project

After an ENGO demonstrated its commitment to the program by carrying out some community supported development activities (CSDAs), received some training in loan fund management, and made a deposit of 10% of the sum they would receive from CARE, LE 5000 was disbursed to establish a revolving loan fund Three additional disbursements of LE 5000 were made (following 10% community contributions) as the ENGOs required more capital for borrowers They understood from the beginning that after the program ended, the capital would belong to their ENGOs under the oversight of the Ministry of Social Affairs (MSA)

Under the CID-Extension, one of the three components of the CRM grant covered by our study, additional funds were made available for distribution to participating ENGOs as the CID program neared its end CARE requested proposals from ENGOs interested in obtaining additional funding, and disbursed the funds among 58 of the 67 that applied during the first quarter of FY95 CARE continued to monitor the loan funds in detail on a monthly basis through the end of June, 1994, and monitored them in less detail through December, 1995 A manual on financial management was drafted but never finalized for distribution to the ENGOs as planned

The Growth in Small and Micro Enterprises (GSME) component of CRM was conceived as a way to reach a different group of the poor in Upper Egypt and Fayoum by lending and providing technical training and management advice to existing enterprises that could grow and hire new workers Following on the success of the Alexandria Businessmen's Association, it was thought that banks would be interested in supporting lending programs for the poor They were expected to provide loans guaranteed by a fund owned by CARE, which would train and supervise outreach workers to liaise with borrowers It was hoped that by the mid-term evaluation, banks would recognize the viability of lending to this target group so there would be no need to maintain the guarantee fund beyond the end of the program If not, CARE would identify and train an organization to assume custodianship of the guarantee fund following the end of the project

Banks were reluctant, however, to perform the expected services CARE chose to create one new ENGO in each Governorate to administer the funds through banks Grants were provided to establish these Partner Organizations (POs) and train board members, office staff, and field workers Sohag and Qena, started granting loans in January, 1996, Aswan and Fayoum started in July and August, 1996 Because time before the end of the program was limited, because lack of access to capital was found to be the major constraint perceived by small and micro entrepreneurs, and due to the requirements of obtaining financial sustainability and becoming known and trusted before establishing relatively costly non-financial service programs, the benchmarks for the project were shifted toward lending and away from management advice and

technical training Emphasis has thus been placed on reaching operational and financial self-sufficiency as quickly as possible to ensure sustainability of the program Efforts to secure additional capital, which would help the funds become sustainable sooner, have thus far been unsuccessful Progress toward financial goals has been admirable, and some attention is now being seriously focused on non-financial services

The Enhanced Community Development component expands on the community-based ENGO dimension of the CID program Board members are coached in raising revenue and in-kind resources for their own projects After a baseline study of their ENGO, they identify and prioritize community development problems using a large, poorly focused questionnaire that does not bring many community members into the process Then they analyze the underlying causes, using an often very effective problem tree methodology Next they select and design appropriate activities, this frequently requires expert technical advice and/or cross-visits with other ENGOs Finally, they prepare proposals, with translation and other assistance from CARE, to solicit funding from external donors, while they raise cash and in-kind contributions locally and seek support from government agencies Many important projects have been implemented

Where needed, CARE staffs devote a great deal of energy to helping ENGO leaders work well together over the two and a half to three years that are required for a group to carry out the complex steps in completing (usually) two projects Project evaluation, which is another significant opportunity for broadening community involvement by using participatory techniques, has received relatively little emphasis Some ENGOs that joined the program early have repeated the base line survey and 'phased over', those that joined more recently require additional time

Methodology

In Cairo the team attended presentations by CARE staff on the ECD and GSME programs, reviewed relevant documents, and conversed with CARE staff members We also met with the Head of the Central Department of Social Development in the Ministry of Social Affairs In each Governorate, the study also included presentations by CARE staff on the ECD and GSME programs, informal meetings with field staff, and review of records, files, training manuals, and ENGO proposals The team met with the Secretaries General and MSA staff of each Governorate, plus the Governor of Qena (at his invitation) We visited one quarter of the 150 ENGOs in the ECD program and had extensive conversational group interviews with board members in each Our sample represented ENGOs that focus on various sector projects, do and do not actively support women, are ranked strong, medium or weak by CARE staff, have been in the VSR, CID or CID-extension programs, or only recently started working with CARE, and special cases, for example, new women's ENGOs In each GSME partner organization, board members and field staff were interviewed as groups, and five to ten borrowers (both men and women, working in different sectors, having taken only one or several loans, paying well or not) were visited and interviewed Extensive data on all programs were gathered from the CARE and Partner Organization offices, and, on the CID program, from some individual ENGOs

FINDINGS

Questions Specific to All Components of CRM

Assumptions

To what degree are the Program assumptions still valid as they pertain to program implementation? Where they are no longer valid, will there be a negative effect on achieving planned goals? Is so, in what way?

1 problem analysis process

A problem analysis process can be developed that ENGO leaders can use effectively

Yes Leaders of successful ENGOs are genuinely enthusiastic about the "problem tree" method of analysis They echo one another in stating how much it helps them to clarify their problems and develop appropriate responses, many are confident that they can use the method without outside assistance When working through the steps preceding project implementation for the first time, some complain it takes too long, after successfully completing one or more projects those who praise the method admit that they were also impatient at first One young man in Sohag Governorate has mastered the process well enough to be used by CARE as a consultant to help other ENGOs learn the method (He would need further coaching to be a good facilitator for his excitement could overwhelm the need to listen while training) A few other people have informally helped neighboring ENGOs use the method

Greater ENGO ability to manage and make decisions, and success in learning problem analysis and the other steps in the program, seem to correlate with and reinforce one another CARE staff coach all ENGOs, and work intensively with problematic ones to rationalize their structure, replace ineffective or domineering leaders, if needed, and enhance board members' skills The skill and experience of the CARE Community Liaison Officer (CLO) who works directly with a community is significant

2 ENGO willingness to work

ENGO leaders will be willing, given the additional support provided by the program, to actively implement awareness campaigns, to raise community resources, and to complete development activities in the key program areas

Yes, ENGO leaders are willing work actively to raise awareness, mobilize resources, and complete development activities in the key program areas (literacy, environment, population, health, water and sanitation, household income security) Interest in undertaking community development activities within the program structure was CARE's primary criterion for selecting ENGOs In addition to concern about development problems, ENGO leaders are often motivated by a mixture of a religio-morally-referenced spirit of volunteerism, and desire that they and/or

their NGOs gain recognition in their communities Among ENGOs that are not in the program, some may not be sufficiently well organized to participate in complex development programs

3 financial support

Participating organizations will be able to share in the costs of implementing community development activities through generating cash or in-kind contributions from other sources

Yes ENGOs have raised a total of LE 10,591,673 25% of this is community contributions, both cash and in-kind, 28% from government, 30% from external donors, and 15% from CARE, as follows (see also table 1)

Community	LE 2,722,894	(both cash and in-kind)
Government	LE 3,022,640	
External donors	LE 3,229,155	(including some from CARE SPUF)
CARE CRM	LE 1,616,884	(including small sums for project design, PDF)

External donors are willing to support projects that fit with their program goals in the regions where they are working MSA and other government ministries have also contributed to ENGO projects National research institutes, universities, and other international NGOs have all supported the program by sharing technical expertise, by participating in cross-visits, and by sharing some materials, for example adult literacy texts

CIDA and the German and British Embassies have contributed in Fayoum CIDA, the Swiss, Japanese, Netherlands and British Embassies have contributed significantly in Sohag CIDA, SPUF, the British Embassy plus its Port Said Fund are major donors in Qena DANIDA, CIDA and the GTZ are major contributors in Aswan The Australian Embassy has also lent support

To increase sustainability of the program, community-initiated projects should be more widely publicized among external donors, the private sector, and individual philanthropists Government ministries other than MSA are not well informed either and this sometimes leads to coordination problems

4 development problems

Significant problems exist in the key program areas that have been identified to justify the level of expenditure proposed

Yes Pressing needs everywhere include lack of capital, unemployment among educated youth, water supply (except much of Sohag), drainage (espeically in Fayoum) and sanitation, garbage disposal, stagnant ponds and other environmental quality issues, health care, from bilharzia to maternal child health, family planning, education, from quality nursery programs to vocational

training (including typing, computer skills, and electronics for women and men for the fairly near future), and opportunities for women to socialize and work together Everywhere, the ability of local communities to plan and manage resources is crucial to expanding and sustained solutions to these problems

5 policy environment

The policy environment will remain supportive or improve with respect to organizations undertaking community development activities and, in some cases, becoming advocates of the environment

Central and Governorate level Ministry of Social Affairs support for CARE's work is excellent [2] The Secretaries General of each Governorate were also extremely supportive More generally, the Government of Egypt is supporting fairly rapid privatization and initiatives in local development such as the Shrouk program All this suggests a broadly and increasingly supportive environment for locally sponsored activities

Law 32/1964, which governs ENGO operations, is under revision, the changes may have significant consequences for ENGO operations and management The role of Regional Federations of Associations (RFs) may be strengthened in the new legislation [3] It might then play a more supportive role by maintaining data banks of sources of expert technical advice for ENGOs that are planning new projects, or by liaising among local and Governorate ministry officials The requirement that ENGOs obtain security clearance before receiving external funding sometimes causes long delays, where donor funding cycles might expire or priorities change, this can severely complicate fund raising CARE and MSA have clarified a procedure for expediting this procedure

With reference to environmental activism, two NGOs in Aswan are pursuing cases in court over environmental damage caused by major industries One concerns air pollution and deterioration of soils near a metals processing plant, the other involves toxic contamination of ponds near a sugar cane factory The former is in the ECD program, the latter in the CAFE program It appears that the communities are not publicizing their problems as widely as they might The outcomes, plus the short- and long-term consequences, are undecided

6 sustainability of loan funds

---

[2]Since our interview with the Head of the Central Department of Social Development, the incumbent has retired and been replaced Out interlocutor was emphatic that she will support CARE's programming as long as she is physically capable of doing so

[3]Members of the Regional Federation in Fayoum are hoping to have their role solidified under the revised law The (retiring) head of the Central Department of Social Development, MSA was very supportive of RFs

ENGO leaders will continue to adopt and utilize principles of sustainability in managing revolving loan funds and meeting the needs of low income residents for capital

Yes, very nearly, based on CARE's detailed monthly monitoring of all 120 funds through June, 1994, and quarterly monitoring through December, 1995 The one worrying indicator was a drop in the rate of repayment during the last two quarters of 1995, to 92% and 87% respectively, which lowered the cumulative repayment rate from 99% to 97% Also, by December, 1994 three ENGOs had ceased actively making loans [4]

Sixty six (55%) of the original 120 ENGOs provided current data about their funds Their original capital of LE 1,430,000 ($420,588 at current exchange rates) is now valued at 4,385,493 LE ($1,289,851) (See table 15) The relationship between the present sample and the sixty-seven ENGOs that were motivated to submit proposals for additional funding under the CID extension program in 1995 is not known In as much as some of the highly motivated CID ENGOs joined the ECD component of CRM and were thus easier for CARE (and this team) to contact, our sample probably includes a somewhat elevated proportion of the more active ENGOs In Qena where MSA provided access to their ENGO records, data on twenty of the original thirty ENGOs were available, but the reasons for and implications of this are unclear

Some ENGO board members still do not really understand the relationships among capital, inflation, interest rates and repayment schedules, nor grasp the fact that they have a durable asset under their control A promised financial management training manual was never completed and distributed to CID and VSR ENGOs [5]

Many hope that interest rates will be lowered from the present flat rate of 16% because other sources of loans are available at lower interest rates (Social Fund for Development etc), but these loans are generally available to borrowers of much larger sums It is commonly rumored that many loan funds are inactive because borrowers cannot afford the present high rates of interest There is also pressure to release loan fund capital for community development activities, some ENGOs claim (incorrectly) that this was promised in the phase-over agreement they signed with CARE Many, also, hope that loan sizes may increase

7 recognition of shared environment concerns

Individuals will address certain community environmental problems only after they recognize that the problems belong to them rather than viewing them as being beyond

---

[4]The 2nd quarter FY 95 CRM Project Implementation Report refers to "the 117 ENGOs with active community credit programs"

[5]A final draft of this manual was being reviewed prior to addition of illustrations and translation into Arabic at the end of FY94 (June 30, 1994), but no further mention of it was made in the quarterly Program Implementation Reports

their control

This study did not focus on CAFE, the environment component of CRM, nor did it delve attitudes about the environment in a range of communities where there have and have not been environmental awareness campaigns or other activities, whether or not they are served by CARE Therefore, it is not strictly possible to comment on this assumption

In the ECD component, several communities identified garbage, sewage, animal manure, and stagnant ponds as either serious problems in themselves or as facctors contributing to other priority problems, and organized efforts to address them (either through CRM or as 'secondary' projects) Where communities have organized to seek either enforcement of such industrial regulations as filters on smoke stacks to capture toxic emissions or compensation for environmental damage, the problem identification and project design elements of CRM, as well as the institution building efforts of CARE staff, have contributed significantly to their ability and determination to address environment problems

8 growth of microenterprises

The combination of capital, management advice and technical skills upgrading for small and microenterprise will result in substantial growth of the enterprises

From sample surveys conducted by each GSME partner organization shortly prior to this study, we found that enterprises had increased their net worth by 33 74% in Aswan, 8 3% in Qena, 17 39% in Sohag, and 45% in Fayoum (These rely on estimates made by SBAs) During field visits we realized that inventories have expanded in retail concerns and home industries, and equipment has been purchsed for some productive enterprises (See table 13)

GSME has focused primarily on making capital available to small and microenterprises in an effort to reach operational and financial self-sufficiency by March, 1999 despite a late start (due to the need for significant project redesign because initial assumptions about the willingness of banks to participate were invalid) Management advice and technical training have thus far been deemphasized as a consequence The Small Business Advisors (SBAs), field workers need more training in business and financial management before they can offer good management advice (They have received other useful training) They generally rely on coaching they have received from PO board members to complete feasibility studies and judge the value of businesses, as required in the loan application procedure

Workshops organized by the POs have been attended by 106 borrowers, these have covered registering a businesses and dealing with tax, social insurance and labor departments These workshops have usually been led by the relevant government officials Twenty individuals have received training in manufacture of palm arabesque (decorative wood work) Another twenty from Upper Egypt attended the Cairo International Exhibition of Micro-Enterprise Tools

22

9 working with banks

Positive working relationships can be developed with formal lending institutions for providing access to capital at commercial lending rates for small and microenterprise entrepreneurs

This assumption was totally incorrect Banks were not interested in contributing capital to guarantee funds, administering such funds, or lending to small and microenterprise entrepreneurs who lack collateral This led to serious delays in implementation of the project, and to significant restructuring of the GSME goals benchmarks were shifted to lending and away from management advice and technical skills training, to promote the chance of breaking even financially by March, 1999 to ensure overall sustainability

In most Governorates banks lend out up to 90% of the value of the guarantee fund that is in a deposit/overdraft account In Fayoum, banks have agreed to make 100% rather than 90% of the total capital available and the PO is pressing for 120% overdraft authorization In Aswan, due to personal connections, one bank has reportedly offered to provide LE 5 million to further capitalize for the PO

Borrowers are required to go to banks to sign repayment checks when they receive their loans and also to make payments This is intended to help borrowers who have had bad experiences, or have heard about banks seizing the collateral of unfortunate borrowers, to overcome widespread fears about dealing with banks (This rule was altered in Qena for first time borrowers They make payments at the PO office, purportedly to streamline record keeping In every other Governorate banks reliably provide daily reports on account activities)

10 technical training (for GSME)

Appropriate technical trainers are willing and available to provide effective training to small and microenterprise entrepreneurs

Partner Organizations have organized workshops on business registration procedures, social insurance, taxes, and dealings with the labor office Usually conducted by the heads of or high ranking officials in the relevant government departments, these workshops are reportedly very successful 106 borrowers have attended to get help on specific issues like registering their business in order to qualify for a third loan from a PO, or because they have problems with tax officials that they hope to have resolved However, they only offer basic advice on complying with regulations They do not help borrowers formulate business plans, budget, maintain records, deal with banks, or build capital through even minimal regular savings SBAs who might offer useful advice to clients lack adequate training in business to do this well

Other forms of technical skills training have been limited Twenty individuals have received training in manufacture of palm arabesque (decorative wood work) Another twenty from Upper Egypt attended the Cairo International Exhibition of Micro-Enterprise Tools In Sohag, PO

board members are interested in arranging for technical training workshops at local vocational institutes, and in Fayoum, PO board members have interest in programs to assist borrowers with designing new products that can be produced using local raw materials and traditional skills Neither has funding to support these

Benchmarks and Indicators

Are the program's intermediate goals, benchmark and indicators defined in project proposal, grant agreement, and Project Implementation Reports (PIR) monitoring tool appropriate and realistic for effectively achieving the final purpose and intended impact within the program's time frame? If not what adjustments should be made?

ECD

1 150 ENGOs have signed letters of agreement to participate in the ECD component of the program

Yes, this goal was reached during the second quarter of FY98 (ending December, 1997) A fairly large cohort of 20 joined during the fourth quarter of FY 97, bringing to total to 147 by June 30, 1997 Some of the fifty that joined in 1997 are weak organizations that will require great staff support Few will be ready to phase over by March 8, 1999, the expected end date of the CRM program

2 150 ENGOs have completed participation in the ENGO Financial Management Training Program

Fifteen ENGOs in Aswan, twenty-nine in Qena, twenty-one in Sohag, and twenty-nine in Fayoum, or a total of ninety-four ENGOs, or 63% of the participating ENGOs, participated in financial management training workshops by December 31, 1997 249 individuals including six women have reeived training

The total number of financial management workshops offered as of December 31, 1997 was 73, or 49% of the life of project goal expressed numerically The goal represented one workshop for each ENGO, so the fact that 63% of ENGOs have sent people to a workshop more closely expresses the intent of this target (Since ENGO personnel have been asked to attend workshops together in towns, the number of workshops is smaller than the percentage of ENGOs that have received some training) Joint workshops are a good idea because people can network with nearby ENGOs that may share similar interests or problems, but fewer people in each ENGO may attend If they are too large, however, they might inhibit learning

Participation was largely restricted to senior board members Those who attended praised the course, but a few ventured the opinion that not enough time was available for discussion or thorough assimilation of the material (in this and other courses) This comment accords with our appraisal of most CARE training manuals In addition to sponsoring workshops for individuals

in NGOs from which no one has attended, it would be good to invite women and some younger board members from ENGOs that have already sent members to these workshops

3 150 ENGOs demonstrate an average increase in general assembly membership of at least 50%

General assembly membership has grown considerably less than hoped A total of 11,034 new members was recorded by the end of 1997 (including 3,799 in the preceding six months) The life of project goal of 30,000 new members is unrealistically high It is unfortunate that these data were not disaggregated by gender in the Project Implementation Reports Employment of participatory research methodologies at the start of ECD would have immediately involved considerable numbers of community residents who might later have joined the General Assembly

4 150 ENGOs demonstrate a 50% increase in the rate at which they are able to access and mobilize resources for community development

As written, this benchmark is almost impossible to measure determination of a rate requires standardization by time We requested data from each CARE governorate office on resources raised by CRM ENGOs for three years prior to their joining the program but were told it was simply not available

An indicative response can be obtained by comparing data from the CID phase over progress report, which includes total and average contributions in kind, the only source of support under this project, by participating ENGOs for community projects throughout the project, with the most recent data on community and total resources mobilized under the CRM project (The two samples are not identical, so this not a rigorous comparison) The average amount raised per ENGO under CID, LE 29,635, increased to 70,611 raised from all sources per ENGO under CRM during a similar period of time This represents an overall increase of 238% Aswan showed an increase of 330%, Qena 200%, Sohag 240% and Fayoum 220% (See table 2)

5 Completed on-going development activities implemented by participating ENGOs in the key areas with a value of at least US$ 1 6 million

By December, 1997, all CRM ENGOs had mobilized LE 10,591,675, including LE 28,851 from CARE for project development One may assume that LE 10,562,824 or US$ 3,106,712 has been raised for development activities (including contributions in-kind by community members and some donations of land by government) (See table 1)

6 Participating ENGOs have raised cash and in-kind resources valued at least US$1 2 million for development activities in the key areas

A total of LE 10,591,675 or $3,115,198 was raised by participating ENGOs for development activities This includes in-kind contributions by community members and some donations of land by government All CRM projects are in the areas of education and literacy, environment,

25

population, health services, water & sanitation, and household income security (See table 1)

7 At least 60,000 low income households have benefitted from development activities implemented by participating ENGOS in the key areas

A total of 152,765 individuals have benefitted from development activities implemented by ENGOs in the key areas 5205 have benefitted in education and literacy (including pre-school), 93422 in environment, 17383 in health, 1017 in population, 29226 in water & sanitation, and 6512 in income security The 30,117 beneficiaries in education, health, population and income security clearly represent individuals who have been directly involved Most were very likely the only ones in their families to be counted as program beneficiaries Hence, one can assume 30,000 families have benefitted from these activities

The 122,648 beneficiaries in environment and in water & sanitation, especially the 93,422 in environment, must include estimates of populations living in areas affected by widespread problems Though it is impossible to precisely link enumerated individuals with families, it is reasonable to conclude that this benchmark has been reached (See table 4)

CARE calculates beneficiaries in terms of individuals rather than households because four of the six key areas target primarily individuals Water and sanitation programs are best recorded in numbers of standpipes or toilets installed, since one will probably be used by many people, possibly belonging to more than one nuclear family Beneficiaries of environment activities are usually groups of people in a single region, since household is often hard to define, census data provides the best estimate of people affected

GSME

1 7,500 owners of small and microenterprises selected for participation in the GSME component

3,786 clients have received loans through GSME thus far (Qena and Sohag offices have been lending for twenty-six months, Aswan and Fayoum offices for twenty months) Since many of these clients may request repeat loans (see table 10), and since capital is limited, the number of new clients may not increase in the near future as rapidly as during the recent past (The Fayoum PO shared a list of individuals waiting for loans of specific amounts, and a longer list of borrowers who have been given smaller sums than they sought due to lack of capital in the revolving fund) From among borrowers, twenty were selected from Aswan and Sohag to attend the Cairo International Exhibition for Micro-Enterprise Tools From among these also 106 attended workshops on registering a business, taxes and social insurance The twenty carpenters who have received training in palm arabesque may or may not have been clients before they were selected for this training The maximum number of clients was therefore 3806 by December 31, 1997

2 **7,000 entrepreneurs have received loans from appropriate lending institutions**

3,786 had received loans through the GSME Partner Organizations by December 31, 1997

3 **Default on loans disbursed through the program is less than 2 5%**

In every case where payments have been delayed for several months, POs have initiated court proceedings against borrowers and many settled their accounts immediately Others are being litigated Therefore, the rate of default remains at 0% In cases of documented duress, individual PO offices have rescheduled loans for a very few individuals

4 **500 entrepreneurs have received technical skills upgrade training through the program**

Twenty carpenters in Aswan and Fayoum Governorates have received training in production of decorative wooden arabesque for furniture from palm fronds (The quality of the raw material is satisfactory only in these two Governorates) Twenty clients from Upper Egypt visited the Cairo International Exhibition of Micro-Enterprise Tools Seven purchased equipment for their work In addition, 106 borrowers have attended workshops on registering their business, taxes, social insurance, and dealing with the labor office Thus a total of 146 individuals, or 20% of the target, are counted as having received technical training (but most of these people are also borrowers)

5 **7,500 entrepreneurs have demonstrated an average 25% increase in the net worth of their enterprises**

Sample surveys conducted by GSME personnel prior to this evaluation show that net worth has increased 33 74% in Aswan, 8 3% in Qena, 17 39% in Sohag, and 45% in Fayoum (see table 13) Estimates of base line net worth of enterprises are made by the SBAs when clients apply for loans, or reported by business owners (who may be likely to under report net worth to avoid tax or other problems and to be certain to qualify for GSME loans) Accurate calculation of changes in net worth is very difficult

6 **10,000 new jobs created through expansion of participating enterprises**

Employment gains have been far smaller than hoped 2153 is the estimated total for all four Governorates (Aswan, 365, Qena, 101, Sohag, 1479, and Fayoum, 208) Where data were available they showed that just over half of new positions are permanent Approximately 40% of the jobs in the sample were in industry, where they are more likely to be permanent than those in service or commerce Only a small proportion of the new jobs were for women (13% in Aswan) Where loans have been made largely to retail enterprises to support a rapid turnover of capital, as in Qena, job creation has been slower

In Egypt, loans equal to US$842 in industry, $1,342 in services, and $3,930 in the retail sector

27

are necessary to create one job[6] Assuming the present distribution of loans among sectors were to continue, loan capital fifteen times the present size, and almost three years of work by each client, on average, would be required to create the 10,000 new jobs for this benchmark

This benchmark was based on an expectation that the loan fund capital would be five to six times larger than it is Apparently it was not grounded in research on the relation between capital and job creation in Egypt It should be revised downwards, to no more than 4000 jobs by the end of March, 1999

7 **At least 10,000 low income households have benefitted from either growth of their microenterprises or from new jobs created**

Assuming most of the 3,786 clients who have received loans have realized some growth in their enterprises, and that most of the estimated 2,153 jobs have gone to people who are not part of the family of the business owner, a maximum of 5,500 households have benefitted in these ways In the future the rate of growth of new borrowers may decrease unless additioanl loan capital is made available to meet demand Hopefully the rate of job creation will increase as more repeat borrowers access greater amounts of capital

CID - EXTENSION

1 **31 ENGOs selected after March of 1992 in the CID program complete the CID loan fund management training**

All ENGOs received loan fund management training before CID funds were disbursed to them

2 **All 120 CID loan funds fully capitalized**

Yes Each received an average of LE 20,000 (Some funds were withheld from ENGOs where CARE identified management problems, these sumes were distrubuted to other ENGOs)

3 **An additional US$120,000 in loan fund capital disbursed on a competitive basis to ENGOs**

LE 365,313 was disbursed to ENGOs on a competitive basis during the first quarter of FY95 67 ENGOs applied for funds and 58 received grants

4 **ENGOs receiving additional grants for loan funds will have raised matching cash contributions valued at at least $12,000 as additional loan fund capital**

---

[6]The Second Quarter/FY98 (October - December, 1997) GSME Project Implementation Report refers to "studies condcutged [sic] within Egypt" in presenting these data and implications

All reports indicate that this was the case In a few communities where we asked if ENGOs had received additional loan funds, board members voluntarily mentioned that they had deposited the 10% matching funds before receiving the disbursement from CARE

5 At least 8,000 new loans granted by the end of the first year of the program from ENGO-managed loan funds

Yes From January, 1994 following the end of the CID project through December, 1995 when CARE ceased monitoring the CID funds the following numbers and values of loans were granted by participating ENGOs

1/94 to 6/94	4900 loans	LE 2 4 million
7/94 to 12/94	676	3 0
1994	11668	5 4
1/95 to 3/95	2714	1 41
4/95 to 6/95	2676	1 31
FY 1995	12158	5 72
7/95 to 9/95	2244	1 13
10/95 to 12/95	2527	1 57
1995	10161	5 42
1994-95	21829	10 82

6 Loan repayment has maintained a level of not less than 95%, loan default is less than 1%, and the level of loan fund capital disbursed at any one time has been maintained at at least 90%

In the first quarter of FY96 (through September, 1995) the repayment rate fell to 92% and in the succeeding quarter (through December 31, 1995) it dropped to 81% This caused the cumulative repayment rate to slip from 99% to 97% We requested data on delinquency and default at the present time but it was not available Rumors abound that many loan funds are not very active now due to the high interest rate We were able to document this in only a few cases In those cases it seemed that people were anxious to use at least some the capital for community development activities rather than encouraging it to grow

7 A loan fund management manual developed and distributed to all ENGOs which established revolving loan funds as part of either the CID or VSR programs

No The manual was drafted but never completed The 4th quarter, FY94 PIR (through June, 1994) stated that the manual was completed and had been field tested Final editing in English and Arabic was going to be done, graphics added, and the manual printed "With CRM start-up activities taking priority during the months of August and September, the manual will not be

completed before the end of October " This was the last rerference to the manual in the quarterly reports The manual in English is primarily a compilation of outlines of and major points presented in courses for various groups of staff The topical outlines and summaries of legal requirements are useful, but the manual is more a record or file than a teaching tool The Arabic version of the text purportedly contains more detail A brief, workbook-like self-teaching guide would be preferable to a 'text' on financial management for helping ENGOs understand the relationships among interest, inflation, and repayment schedules (It might be 'strategically' organized around what needs to be learned to make certain decisions rather than around what should be included to cover the subject matter)

8 By the end of the program, 90% of the ENGOs which established revolving loan funds as part of either the CID or VSR Programs will still be actively granting loans from the funds

Through the end of 1995 only three ENGOs had ceased actively dispensing loans 66 of the 120 CID loan programs for which we have current data are still active Rumors are widespread that many ENGOs are not actively circulating the funds because the (flat rate) interest rate, usually 16%, but sometimes still 18%, is considerably higher than other loan funds, now that inflation is around 4%

9 At least 8,000 low income households will have benefitted from loans received from ENGO-managed revolving loan funds

Yes By the end of the program in December, 1993, 16,343 loans valued at approximately LE 8 1 million had been disbursed 11,668 loans were made in 1994, 10,161 in 1995, or 21,829 after the program ended, making a grand total of 38,172 A good number may have been repeat loans to good borrowers, but it is only reasonable to assume that 8,000 households benefitted during only the first two years after the program

Implementation Procedures

Are project implementation and procedures appropriate, adequate and properly followed to achieve the program's intermediate goals If not, what adjustments should be made

Overall, the program is highly relevant and has had considerable impact Many proposals have been funded by donors that are familiar with the project, many citizens have benefitted from the badly needed sector activities, and many ENGO board members and volunteers have learned to work together to think through problems and organize coherent responses to them Quite a few highly successful, large projects have been implemented, especially at the start of the program, but (more appropriate) smaller projects have been emphasized more recently Not all steps have been conducted in the most efficient manner, and, while the learning is to some extent inherently sustainable, continuing success depends upon on-going support until local institutions are able to provide access to information on technical advice, donors, and, possibly, access to assistance in drafting proposals

The ECD process begins with a baseline survey One part of this is an inventory of the ENGO including membership, recent activities, experience with various methods of fund raising, advice sought from technical experts in designing any previous projects, and the impact of those activities The other part is a list of eighteen yes/no questions to be administered to 50 community members, it focuses on the respondents' knowledge of and involvement with the ENGO Some ENGO board members mentioned that the results of this made them aware that their group was hardly known in their community and motivated them to think about outreach or publicity Very little effort seems to have been made to assure that a representative sample of villagers was queried This first survey exercise was the appropriate time to stress the importance of, and accurate methods for, obtaining a representative sample of respondents

The community profile involves gathering much data about each village This is a catch-all inventory and survey covering diverse topics in varying degrees of detail in a strategically unfocused manner Members of the community development team, consisting of two CARE CLOs (male and female), two ENGO board members and two community volunteers[7], were asked to gather diverse types of information on the economy, health, environment, literacy, population, household income, water and sanitation, by observation and by conducting surveys of residents and key informants They were expected to list key goods and services not available in the community, but whose perspective would most likely be reflected in this judgement?) It is not clear that villagers (or even all staff) understand the reason for amassing so much information or would be able to compile it into a form that would be useful for later decisions The data, rather than 'who needs to understand what in order to make certain decision(s)' drives this exercise A short highly participatory exercise to determine perceived priority needs among community members, followed by specific mapping and focused sample surveys might provide more useful infomration in less time while bringing more into the comunity development process

Slow implementation at the beginning of the grant, when staff as well as ENGO board members were expected to learn the project implementation methods experientially, was no doubt compounded by the unnecessary complexity and disorganized structure of the community profile A continuing pattern of frustration among board members during the first several months of work under the program is undoubtedly related to the lack of clarity around this preliminary task, as well as to impatience to begin project implementation Though adults learn experientially, they also require a sense of where they are going, and why, before they can openly accept and internalize the steps they are being taught

Next, in the problem tree exercise, CD team members identify and analyze multiple layers of causation for the priority problem already identified, they also examine the interrelationships among causal factors The skill and experience of the CARE CLO is important in this step

---

[7]Some have questioned the value of the CD team, but it is the prime way that women are brought into the process early, it legitimates delegation of authority, and it facilitates diversification of power within organizations that tend towards counterproductive hierarchy and domination by one strong man

Board members must learn to compromise or at least listen carefully to others' analyses of their problems The task takes a group an average of one month to complete, but afterwards they genuinely praise the method for clarifying their thoughts and helping them to focus on appropriate tasks

Once communities successfully complete the causal analysis, they are able to invert their diagram and obtain an outline of how certain activities could address fundamental causes and lead to outcomes that would effectively contribute to intermediate and final project goals

For these two steps, lack of technical expertise can seriously undermine the quality of community work To assist with this difficultly, CARE has organized numerous technical consultations and cross-visits (including just plain visits) For example, members of one community that decided to address their bilharzia problem, visited a research institute in Cairo and two ENGOs that have employed biological methods to successfully tackle this problem before implementing their own project When groups are unaware of their lack of technical expertise they can easily overlook important dimensions of problems and solutions

At this juncture CARE staff (or at least one or two in each Governorate) also need a rather sophisticated appreciation for PRISM/log frame project design tools to help communities fine tune their projects and prepare sufficiently cogent proposals to merit external funding Some of the proposals were strong and clear, but others that we reviewed confirmed our impression that most staff are primarily following the formats for completing each step of the project design process that are typically presented in their training programs Without necessarily providing a convincing argument for pursuing the proposed activity, they include relevant information on background, project goals, intended activities, and proposed budget The quality of the English sometimes limits the impression conveyed Nonetheless, the right structure is there, background research and planning has obviously been done, and community members are committed to following through by the time they have persisted to this stage Where donors are aware of the design process and interested in supporting locally initiated projects, many proposals have been successful CARE has wisely supervised the processes of proposal review and forwarding to donors, it has opted to fund some proposals from CRM and SPUF (Small Projects Umbrella Fund)

It would be fundamentally misguided to assume that the many complex skills introduced during this program could be perfectly assimilated in two to three years Recognition of the need for continuing support has led to development of policies for 'phasing-over' rather than 'phasing-out' Ability to manage as well as raise resources has been emphasized in assessing an ENGOs preparedness Participatory evaluation could well be employed to review the implementation of projects, bring new community members into the process, and outline the next steps

Staff members regularly visit the ENGOs for which they are responsible, especially when they are learning the problem tree analysis, designing projects, or facing internal organizational problems Records of these visits are made but do not include descriptive notes on the developments in each community Quarterly summaries (in the form of notes) of major

developments in each community would create sufficient institutional memory to help CLOs who later work with the same community Otherwise records are accurately maintained for each ENGO in the CARE Governorate offices Data is regularly updated on computers in each office as well and forwarded to Cairo every quarter to facilitate preparation of the project implementation reports (PIRs) Cairo staff visit field offices as required but are careful to leave room for each office to make decisions on day to day operating policies CLOs meet with their project supervisor to discuss their work and any problems that have arisen on a weekly basis Opportunities for in-depth discussion among CLOs about development in general or about strategies for dealing with situations that arise in communities are weak Discussion and coordination among different CARE projects within each Governorate are lacking also

4 Accomplishments

What are the Program's accomplishments to date, and how do they compare to the planned measurable progress in the three main components of the Program? If not what adjustments should be made?

The ECD component has achieved the life of project goal of having 150 ENGOs sign CRM agreements, and considerably exceeded the goals for resources mobilized by community and external sources, and for total resources mobilized The number of community development project plans completed approaches 90% of the goal, while the number of ENGO project proposals submitted approaches 100% of the goal and the number of ENGO project proposals approved exceeds the goal The numbers of community development workshops, activities for ENGO leaders, and activities for community leaders all exceed the life of project goals also Not surprisingly, only 45% of the project final evaluations have been completed Though 63% of ENGOs have participated in a financial management workshop, only 49% of the target number of workshops (representing one per ENGO) have been held, and general assembly membership has grown by only 37% of the project goal

Many urgently needed community development activities have been carried out by local communities Early in the program, some large projects, usually in water and sanitation, were implemented, but smaller projects which communities can carry out with less outside assistance have wisely been encouraged recently A small number of ENGOs have become so proficient with the methodology that they are able to raise funds from donors with no assistance from CARE Some other ENGOs are reaching phase-over with essentially the same level of skill, but lack confidence in their ability to proceed without support They should benefit from organizing a new project while CARE is still working with neighboring ENGOs

In the GSME program, incorrect assumptions in the initial plan meant the start of lending was delayed for almost two years After major redesign, the program commenced and is functioning quite well Partner Organizations in each Governorate have been organized, staffed, and trained to manage the loan funds Loans are being disbursed and repaid, capital is turning over and growing slowly But capital is insufficient so there are waiting lists for loans A small amount of capital makes it more difficult reach financial and operational self-sufficiency only so much

gain can be realized for every pound ($) lent, but costs of running the program, depreciating computers and other equipment, and building the loan fund must be met (and exceeded) to ensure long term sustainability of the program All four new ENGOs are very near the break even point now and can be expected to reach it by the end of the program Pressure to become self-sufficient so quickly has meant that relatively little attention has been given to the non-financial service dimension of the program thus far

By December 31, 1997, 4,304 loans valued at $1,986,962 or $462 on average, have been disbursed to 3,786 clients 44% are in manufacturing, 15% in services, and 41% in retail 56% of clients have received one loan (average $274), 34% two loans (combined average of $935), 10% have received three loans (combined average of $1,850), and 0 5% have received four loans (combined average of $4,589) One person has recently obtained a fifth loan

Major Problems

5 **Were there any major problems and constraints that impeded program implementation?**

GSME was grounded on a very inaccurate assumption that banks would be willing to participate in managing a program for small business borrowers This led to the need for significant redesign efforts and a two year delay in starting the program

No other problem rivals this, but there were two short interruptions when officials in Governorates became concerned that the program was doing something improper These were expeditiously resolved in a few months each

Resource mobilization

6 **Is the current technical and financial resource mobilization strategy sufficiently effective to meet the intermediate objectives of the program? If not, what adjustments should be made?**

In ECD, resources exceeding the intermediate goals of the program have been raised already Among ENGOs that have recently joined the program one additional year beyond the March, 1999 project end date (that is, to March, 2000) will be required for them to analyze their communities' problems, design projects to address these, seek funding, and carry out the work

As described elsewhere, management policies of the VSR-CID (SEAD) loan funds require review at this time

Participation

7 **Are levels of participation (quantitatively and qualitatively) of the various actors involved sufficient to meet the goals and objectives of the program? If not, how can this be realistically improved?**

This project is highly participatory with respect to ENGO leaders, but does little to encourage the board members to increase community participation in their work Most ENGO leaders believe they know their villages (which range up to 50,000 people) and what people need well enough that they do not need to conduct research They are also generally oblivious to the benefits bringing people into decision making activities With only slight changes to enhance the participation of larger numbers of people in a better focused research and problem identification process at the beginning of the program, and by introducing participatory project evaluation, ENGO leaders could learn to listen to and involve those around and 'beneath' them in community activities General Assembly membership has grown far more slowly than hoped, and lack of participatory methods in the program may be one reason for this

Loan activity of the VSR and CID (SEAD) funds are lower in some cases than hoped partly due to high interest rates This evaluation calls for joint USAID/CARE/MSA review of loan management policies

In GSME, the lack of capital has recently held back participation by new small and microentrepreneurs in the credit program Within the Partner Organizations, sharing of authority among board members is fairly well established except in Qena where power is concentrated in the hands of a very few officers According to the November, 1996 CARE-GSME internal evaluation report, the board members, other than the Chairman, have no role in approving loans, and those who are not part of the loan committee have a very narrow understanding of the program

Training

8 **Did the training activities achieve their objectives?**

Much of the CARE training is focused on mundane job requirements Missing, often, is a sense of why certain steps are taken For example, an overview of the project cycle is never presented, so the interrelationships among the various steps and their requirements is not discussed Instead trainees are usually introduced to one step at a time and given lists of things that should be included in each Time for small group practice and discussion is typically too short A trainee could well come away from a workshop with an appreciation for the requirements of various steps in the ECD program but with little idea about the logic behind or causal linkages among these steps It is doubtful that a trainee would gain sufficient understanding to be able to justify each stage of the work to skeptical adults in a village who would rather proceed directly to project implementation This is important in a project where the real goal is to make facilitators out of rural community leaders

Basic orientation to social research is missing from the program Staff need to understand the different learning strategies behind quantitative and qualitative research (One seeks to learn by gathering large amounts of information and determining statistical averages, the other by eliciting key, possibly unanticipated dimensions of peoples' perspectives on reality) Some participatory (qualitative) research tools are presented as techniques for presenting data in CARE training

manuals, suggesting confusion between the two approaches to research

Some workshops for ENGO board members are very successful The new 'critical thinking' course obviously has impressed those who have participated very favorably Their eyes light up as they speak about trying to see reality from other peoples' viewpoints and mention how the course has helped them in all aspects of life One gender course in which a professor leads men to realize that they have underestimated the amount of work women do has received considerable praise Another seems quite unimaginative One workshop on communication was largely devoted to reviewing directions for carrying out surveys required by the program, communications per se was addressed only in two of the nine sessions A GSME manual for a strategic planning was considered confusing by some, but it was the best of several GSME courses the team reviewed because it creatively introduced new ways of thinking This points to some confusion about the purposes of manuals training materials, reference materials, and records of workshops are (or should be) distinct

Sustainability

9 **Are any of the Program participants self-sustaining?**

Some ENGOs have demonstrated their ability to organize projects and raise money for them independently, others are not sure that they can succeed without CARE's assistance At least half of the former CID communities have at least doubled or tripled their loan funds The (GSME) POs have all come very close to breaking even

Questions Specific to the ECD Components

1 Appropriateness of projects

Are the types of ENGO projects implemented under the ECD component appropriate to the development needs of the community? Is the quality of planning, and implementation by ENGOs appropriate to the objectives of the project? If not, how can this be realistically improved?

The projects implemented under ECD are highly appropriate to the communities Initially quite a few very large projects were selected by communities, they were then fortunate to locate the resources to carry them out More recently, more modest efforts have been wisely encouraged This helps keep ENGOs focused on what they can realistically do, rather than supporting a tendency to plan overly ambitious projects that would be better designed for several communities at one time (A water treatment plant or small hospital in every village in neither feasible nor cost effective)

Some communities have used the problem tree causal analysis tool very effectively to diagram multiple, interrelated factors that contribute to priority problems (see appendix E) They are then able to invert the charts' and select activities to address (more than one of) the most basic

causes of the community-identified problem Lack of technical sophistication is a threat at this point, for it is easy to overlook details of which one is unaware CARE staff have worked to arrange cross-visits with ENGOs that have previously tackled similar problems and to either bring technical experts to communities or arrange for visits by residents to relevant technical institutes Sustainability of the project requires continuing access to information on how to access sources of technical expertise and on how to locate other ENGOs that have initiated similar projects

Some communities scattered throughout the four Governorates have difficulty mastering the analysis and planning steps The most apparent causes are domineering leadership and other organizational problems that make it difficult for them to work together effectively CARE staff work hard help ENGOs resolve these problems Those with more experience might coach newer CLOs, periodic staff meetings to analyze difficult cases or CLO cross-visits to communities in other Governorates might facilitate sharing of good ideas For ENGOs, management and leadership training that incorporates some of the ideas in the critical thinking course might be very helpful

Once communities have analyzed and planned carefully, they usually follow through with remarkable tenacity Budget planning is sometimes weak on a first project proposal, but is usually much better on the second proposal a community prepares With little understanding of donor funding cycles, ENGOs tend to become discouraged when they do not hear about funding for proposals they have submitted fairly quickly Few know how to follow up appropriately with donors to whom their applications have been forwarded

Coordination with government bodies is sometimes problematic For example, ENGO members in one very poor community worked very hard to address its serious bilharzia problem After visiting a research center in Cairo and two ENGOs that had adopted biological methods for eliminating the scourge, they cleaned their 18 kilometers of irrigation canals by hand and constructed palm frond sieves to catch additional snails They sprouted beds of demsisa, a plant that repels snails, and readied them for transplant into the canals Then they informed the local doctor that the time was right for the previously-agreed (by the district office of the Ministry of Health) free testing and treatment of all community residents, only to learn that a significant fee would be charged Six months later they are still battling to arrange the testing, know that some in the community are seriously ill with bilharzia, doubt that the tests will be done with sufficient care when they are eventually arranged, and realize that they will have to repeat the huge amount of work they did on the canals

Based on discussion with members of the Regional Federation (RF) in Fayoum, and strong support for RFs in the Central MSA, it seems possible that RFs might assist with such coordination problems They might also maintain data banks to assist ENGOs need information onsources of technical expertise, other ENGOs with relevant experience, and potential donors when planning new projects

2 Project impact

Are ENGO project cycles which are already completed within CRM providing indications of improved livelihood and security for community members affected by project interventions? If not, how can this be realistically improved?

We saw no "bad projects " Some projects have affected a limited number of people (for example, a single (high quality) pre-school program, and a typing class) Many have had striking impact -- water supply and sanitation systems, maternal health awareness and infant nutrition programs, one fairly large literacy program Even simple environment projects like cleaning up garbage may have significant health effects Most programs that target women require additional effort Population programs have been limited in number but not necessarily in impact, and sewing centers provide an all too rare outlet for women who have few opportunities to gather and socialize A few women in each center can do fine quality work and some of these have started small businesses, others are at least providing clothing for their children at significantly reduced cost, and gaining self-esteem by doing so If impact is determined with sole reference to income accrued, significant social benefits are devalued

Training in long term planning was mentioned by board members of ENGOs that aspire to conduct and manage several large projects simultaneously It would facilitate coordination and timing of various activates and enhance the impact of their efforts

Questions Specific to GSME

1 Revised strategy

Is the revised GSME strategy of creating and working through regional "Partner Organizations" an appropriate and realistic approach for effectively achieving GSME project goals? Are project targets and benchmarks realistic and achievable? What adjustment should be made?

Regional Partner Organizations are indeed an appropriate and realistic approach to effectively achieving GSME project goals They are working very successfully with banks They are dispensing loans and have waiting lists of borrowers to whom they cannot disburse loans due to insufficient capital, most are actively seeking additional capital from other sources They are reaching operational and financial self-sufficiency They are dealing aggressively with delinquencies

The rush to attain self-sufficiency in three years (following the delayed start due to inaccurate program assumptions) has led to intensive focus on the economic dimensions of the program Provision of management advice and skills training have therefore received relatively little attention thus far Some valuable sessions on registering a business, taxes and social insurance have been offered, but only a small percentage of borrowers has attended any of these Two small technical training efforts have also been initiated recently as well The quality of general management advice available to borrowers through the field workers, Small Business Advisors (SBAs) is inadequate With one exception (see number 4, below) the organizations themselves

are succeeding in establishing effective management and accounting structures

Support for two years beyond the present end of the project, to March, 2001, would facilitate further consolidation of the organizations, establishment of subsidiary units in additional districts and rural areas, recruitment and training of larger numbers of field staff, including women, improvement of management advice given to borrowers, and implementation of skills training programs

The benchmarks were revised during January, 1995 CARE hopes to meet many of them by March, 1999, but this may be optimistic Without additional loan capital it is improbable that the targets of 7000 borrowers plus 500 technical trainees or a total of 7500 participants will be reached That would require a 100% increase from 3,786 borrowers by December 31, 1997 through March, 1999 Of the 146 that have received skills training so far, at least 126 were borrowers already, it is hard to imagine how 500 entrepreneurs who are not borrowers will receive training by March, 1999 The target for under 2 5% default should be met A sample survey suggested that an average 25% increase in net worth of enterprises may also be reached (see table 13) The target of 10,000 new jobs is utterly unrealistic, however (see table 14) A 100% increase in jobs in the next year would bring the number to 4,000 Still very high, this might be a realistic target as the numbers of repeat borrowers (whose growth contributes to job creation) rises, and especially if more capital does become available If the targets for participants and new jobs are approached, the goal of 10,000 beneficiary households might be reached as well

2 Staffing and loan policies

Are staff structures, procedures and systems developed to implement project activities, both in CARE and in the Partner Organizations, adequate to achieve GSME project goals? Are loan policies, procedures and management systems appropriate to meet client financial service needs? What adjustments should be made?

The CARE staffing structure, with one representative in each Governorate is sufficient There is a tendency for this representative to almost merge into the PO, which may be related to the relative lack of integration of CARE programs at the Governorate level This is not necessarily a problem, but staff must be sensitive about taking just the right amount of initiative

PO staffs, including two accountants per PO, are adequate The Qena office employs six despite affirmation by a CARE consultant that two are sufficient In the offices, the only women are secretaries An additional (part-time?) female employee might help keep the loan tracking system up to date by entering data in the computer data base

Internet access might be very helpful for some POs It might permit a PO search for interested private sector investors, or by establishing a web site, to advertise for foreign investment

The field staff position Small Business Advisor (SBA) suits a person who enjoys moving around

outdoors and interacting with people Turnover is high often because pay and incentives are low, and desk jobs are far more prestigious, especially for the well educated, and SBAs are offered better positions Some clever young men who were unable to attain as much education as many of the present SBAs[8] might regard the position as a far better opportunity than some who now do this work and thus be less likely to move on Some of the current SBAs might become supervisors of satellite offices in the future

The need for female outreach workers is critical Many potential women borrowers work in their homes rather than in a shop where male SBAs can easily contact them Part-time positions, paired- or shared-positions, and hiring of or supervision by older (middle aged) women should all be tried If possible, special funding should be allocated for pilot testing these arrangements

Solid training in basic business skills is needed, whatever the educational background of the SBAs They need to be able to teach the essentials of record keeping, budgeting, marketing, managing and planning However good their intentions, their ability to proffer management advice to clients is presently quite limited They should also be more capable of estimating the worth of enterprises and conducting loan feasibility studies

Larger numbers of SBAs might be hired for a trial period of a few months and given some initial training Thereafter some could be given the opportunity to attend a series of business training workshops in return for agreeing, in writing, to work (to a certain standard) for a period of perhaps two years, others would be asked to leave or work for a (specified) additional period without further training

Loan policies, procedures and management systems are largely appropriate for client financial needs In Qena first time borrowers make their payments directly to the PO rather than to the bank as in other Governorates, this may reduce the chance that borrowers will grow more comfortable with banks When the program expands, the possibility of making deposits to branch banks in villages (in all Governorates) should be explored for the convenience of borrowers There are quite a few complaints about interest rates being too high and some about policies for dealing with delays in payment being too rigid Every PO makes special arrangements such as rescheduled payments for a borrower in extreme circumstances (such as severe illness or an accident in the taxi for which the loan was taken out) But there is no flexibility for dealing with less grave situations Should a client with one delayed payment near the end of his third loan have his credit rating tainted, and how severe should the sanction be with reference to the size or timing of a subsequent loan? Should a woman who closes her shop after obtaining a loan because she is losing money and receiving no support from her absent husband to help with raising four adolescent children be threatened with the police when she has trouble making payments but offered neither management advice nor referral to an organization

---

[8]All four male SBAs in Qena are lawyers (and all stated that they had closed their law offices when they introduced themselves)

that supports women in her circumstances?[9]

3 Working with banks

Are the credit agreements and procedures established between Partner Organizations and local banks functioning to provide credit?

These are working perfectly (Banks are risking nothing)

4 PO institutional capacity

Is the project making acceptable progress toward establishing four dynamic regional ENGOs with the capacities needed to provide financial and technical services to small enterprises in the area? What additional areas of institutional capacity building should be addressed?

The project has done well in coaching the four new POs All have distinct organizational cultures Three are progressing well but need time for further consolidation If they knew that larger infusions of capital would be coming their way, they could move forward with various plans, for now they remain unsure about what they may be able to do Most are seeking funding from the Social Fund for Development (whose divergent lending policies would complicate GSME lending), banks, and other sources The PO in Sohag has some good ideas about technical training projects they would like to organize in conjunction with local vocational schools if they had funding, and the PO in Fayoum is interested in promoting production of new products involving local materials and traditional skills

The ENGO in Qena is a special case It is led by a former bank president who repeated to the evaluation team several proposals that he has previously made to CARE One recommendation is that all capital should be released for borrowers, rather than held in a deposit/overdraft account, in order to avoid bank fees This could effectively end external control over the fund by USAID, CARE and MSA Another recommendation is for simplification of the accounting system, including the elimination of all assistant journals, to simplify operations This would eliminate all internal control (cross-checking) from the accounting system CARE previously hired a consultant to study these proposals, his recommendation was some reduction in the number of journals but creation of the assistant journals to ensure internal control The office maintains six accountants rather than the needed two, despite CARE's regulations and the judgement by the same consultant that two are sufficient for the existing work The

---

[9]People's jealousy of the USA easily transforms into negative stereotypes when an organization connected with US money is perceived to be behaving amorally While it is important to establish viable loan funds and institutionalize rationalized borrowing among those who have traditionally linked it with charity, the symbolic implications should not be totally ignored

computerized loan tracking system has not begen put into operation though it is working well in the other PO offices It was stated that computer training has been insufficient Data is consistently transmitted late to Cairo, and some of our requests for data were dismissed as more complex than necessary First time borrowers make their payments at the PO office rather than at the bank (In other Governorates this is regarded as one way to help small businesses overcome long-standing fear of dealing with banks, and daily activity reports from the banks keep the POs up to date) Penalties for late payments were also abandoned by this office only Field workers are a lower percentage of staff, are responsible for more loans each, and are given worse pay and incentives than in other Governorates CARE's internal evaluation in November 1966 pointed to several problems For example, board members other than those in the loan committee had a very narrow understanding of the program policy

The Qena PO has aggressively disbursed more loans than other POs, with a far greater percent (69% vs average of 43%) going to the retail sector where turn over is rapid Little attention has been paid to lending to individuals or among sectors to promote growth in net worth of enterprises (see table 13) and job creation (see table 14) After persuading CARE to provide extra capital for a limited period, this PO reached the break even point first, but the delinquency rate, 4 5% is more than twice as high as any other governorate (average of four is 2 3%), the repayment rate, 80 9% is significantly below the average of all Governorates, 93 1%, and the portfolio at risk, 8 3% is almost twice that of the average, 4 9% of all Governorates In general, growth of capital takes precedence over social and other financial considerations that were intergral to the original program design

5 Monitoring systems

Does the project have appropriate monitoring procedures and systems in place? What adjustments or improvements need be made?

The Loan Tracking System in each office, except Qena, is functioning well Teaching the secretary or a new (female) employee to perform the data entry might be considered Also, the office accounting system might be computerized

6 Beneficiary targeting

Has the current project target group, small enterprise owners, grown and generated employment to meet project targets? Should the targets be modified or changed in any way?

According to the sample surveys conducted in each PO prior to the evaluation, growth in net worth has been 8 3% in Qena, 17 39% in Sohag, and 33 74% Aswan Governorates among second-, third-, or fourth- time borrowers (respectively) Among a sample of 13 (primarily industrial) third- and fourth-time borrowers in Fayoum, there has been 45% growth in net worth (see table 13) So, yes, the enterprises have grown, but the goal of 10,000 new jobs is utterly inappropriate 2,153 jobs have been created thus far among the same sample enterprises (see

table 14) Far greater capital and time will be required to reach this number of new jobs 4,000 new jobs is a much more reasonable target

Growth of net worth is very difficult to measure accurately For many retail enterprises, in which inventory is turned over rapidly, cash flow, which might be gauged from receipts for merchandise purchased from wholesalers, might be a more appropriate indicator The target of less than 2 5% default on loans remains reasonable 10,000 families may benefit from loans and new jobs, especially in additional capital is raised

7 Non-financial services

Is the project's strategy and approach for providing non-financial services to small enterprise owners appropriate for meeting project goals? What adjustments should be made?

The project started only after significant redesign because it was grounded on incorrect assumptions about support from banks Effort has therefore been properly focused on reaching financial and operational self-sufficiency by March, 1999 Non-financial services have consequently received relatively little attention If the project is to be balanced between loan services, management advice and technical skills upgrade training in the long run (which this team strongly supports), it should be continued two years, until March, 2001, and significant additional capital made available for development of technical training programs for skilled borrowers and enhanced management training for SBAs The POs can now manage significantly larger loan funds, which would produce more income and (help) support training programs after they are established To help POs focus ideas that they are already considering for technical training, project development funds might be granted and proposals for funding (to be available on a competitive bais) requested some time later Management training for SBAs should be centrally coordinated, however

Questions Specific to the CID Extension

1 Sustainability of funds

To what extent were the revolving loan funds sustainable after CARE's involvement has been completed?

Through 1994 and 1995 CARE maintained records on loan fund activities In the first half of 1994 while CARE monitored the funds in detail every month, 4,900 new loans were disbursed 11,158 loans were disbursed during FY95 and another 4,745 by the end of 1995 Overall LE 10 8 million were lent during these two years to 21,829 borrowers Only in the last two quarters was there a drop in the repayment rate to 92% and then to 81% Three ENGOs ceased circulating funds during these two years as well MSA assumed full responsibility for monitoring the loan funds on January 1, 1996

43

Data on 66 funds (55% of the original 120) was collected Qena Governorate MSA provided current data on 20 funds CARE field staff assisted with surveying some CDAs in their governorates and we requested data when we visited former CID and VSR ENGOs while studying the ECD component Many of the 66 have fund values in the LE 50-65,000 range and a few are in the low LE 100,000s Records appeared to be of good quality in many CDAs Loan activity is not as high as anticipated in some CDAs due to the continuing high interest rate even though inflation has fallen and other funds are offering much more attractive rates

2 Risks addressed?

Were the risks to the long-term sustainability of the loan funds identified in the mid-term evaluation of the CID program addressed in the extension and how?

CID activity under CRM was limited to distribution of additional loan funds during the first quarter of FY95 and quarterly monitoring of the funds through December 31, 1995 The text of a credit management training manual was completed in English and Arabic and a completion date of October, 1994 projected After that, the pressure of ECD activities superseded CID work

3 Loan fund training manual and TOT

Were the revolving loan fund manual and Training of Trainers program successful in achieving the results that were intended? If not, why?

No They were not delivered The manual was drafted but never finalized because attention was devoted to ECD work

RECOMMENDATIONS

ECD

1 This program should be extended for one year, to March, 2000, to allow time for those ENGOs that joined the program since January, 1997 to complete at least one project cycle, and to institutionalize information sharing mechanisms that will allow ENGOs to continue accessing technical advice and information about donors after the program ends

2 Sources of information should be established on a) activities of other ENGOs (so those contemplating projects in given sectors can contact one another for advice, possible cross-visits, and, possibly, coordinated proposals to donors for similar projects in contiguous areas), b) sources of technical advice needed during the project planning stage, c) donors, and d) how to contact them

3 Special efforts should be made to enhance new and emerging women's ENGOs, and women's

committees within existing ENGOs, through cross-visits, training, including management and financial management, and support for women's activities

4 Regular (semi-annual), one to two page (sides) newsletters could be prepared and sent to other ENGOs (plus MSA, CARE and possibly the Regional Federations) to keep them informed of current activities Since women maintain correspondence with individuals in other ENGOs after cross-visits (without urging from anyone), and since at least one new women's ENGO has prepared a loose-leaf "magazine" for fun, it is recommended that this role be reserved for women and possibly formalized at some time in the future ENGOs would thus have files of addresses and information about other ENGOs, their activities, their contacts with sources of technical information

5 Cross-visits between ENGOs and visits to technical institutes should continue or be expanded now that many ENGOs are at or near phase-over and might be able to offer considerable assistance to newer ENGOs A few individuals are capable of serving as 'consultants' to other ENGOs in working through the problem tree analysis and in developing maternal and child health and nutrition programs Exchanges among CARE staff, on different projects within each Governorate and between Governorates, might also be helpful One afternoon a month should be reserved for discussion of an article on development, ways of handling especially difficult ENGOs, regional issues that affect all CARE staff in a Governorate

6 The initial steps of analyzing a community by ENGO CD teams should be simplified and rationalized Focus should be on who needs to learn what in order to make what decisions, rather than on gathering data for its own sake Use of participatory methods would enhance community involvement at the same time

7 Participatory project evaluation should be introduced and linked with phase-over of ENGOs It would both provide insight into popular views of the completed project and desires for new activities, and enhance participation of community members, including women, in decision making

8 Coaching to improve the quality of proposals should be given to at least some CARE staff in each field office, perhaps those with better skill in English More good quality proposals should be forwarded directly to donors (including private sector companies) to help introduce the program and "grease the wheels" of the security review bureaucracy where required This would help mobilize more resources and promote sustainability of the program Donors should be encouraged to visit communities where they have sponsored projects and from which they receive proposals

9 Efforts to publicize the project to the private sector and other potential donors should be significantly enhanced

10 A thorough expert training needs assessment should be conducted Innovative teaching methods that educate participants about the logic behind various required activities as well as

45

instructing them on the necessary steps for properly carrying out the component tasks should be increased Units on social research in which quantitative and qualitative research strategies are elucidated and specific techniques are cogently introduced and practiced are necessary Some successful courses, such as a relatively new workshop on creative thinking (that encourages people to think about how others see the world, and hence enhances fundamental management skills) should be more widely disseminated The strategic planning workshop in GSME also appeared to be very good Financial management manuals for CID, GSME, and ECD need revision Practical, accessible self-teaching guides might be developed along with classroom teaching materials Teaching, reference and workshop record "manuals" should be distinguished

GSME

Support should be extended two years to March, 2001, to institutionalize balance between the lending and non-financial goals of the program following attainment of financial sustainability

Additional capital is needed for the loan funds

Support should given for sponsoring vocational training programs and for upgrading field staff knowledge of business management so they can provide better advice to clients

More women entrepreneurs must be brought into the program, female field staff should be hired, possibly in teams or for part-time work to facilitate this

Personnel policies need revision to reduce the rate of turnover among field staff Clever young people who have not had the opportunity to continue their education as long as they could have, might value the opportunity to work as an SBA and be less tempted to move on Some of the present SBAs might become supervisors of district offices More probationary employees should be hired for a specified period, given introductory training, and either asked to leave, to work for an additional number of months, or to attend further business training programs in return for promise to serve for a minimum period of time

CID - Extension

1 An external consultant should be hired immediately to produce a clear, informative and practical manual on rotating credit management for ENGOs that received loan funds through the VSR and CID (SEAD) programs It should use material from the previously-drafted manual whenever possible (The English version contained records of quite a few separate training programs It had good topical outlines, mmajor points, and summaries of legal requirements, the Arabic version reportedly is in greater detail) It should contain a "workbook" section including examples and exercises for compounding interest, comparing the affects of various rates of inflation on the value of capital etc and "worksheets" for communities to copy and use in making choices about interest rates and use of loan fund income for community development projects Another useful section would cover determining appropriate loan sizes for individual

46

borrowers

2 USAID, CARE and the Ministry of Social Affairs should review policies on interest rates, maximum loan sizes, and use of accrued income for community development projects, and also on revision these policies in the future Inflation has fallen significantly since the present interest rates were determined and capital is available to some at much lower cost, so lowering rates makes sense at this time Also, many ENGOs wish to use some of the money for local development projects

A) To maximize local decision making without making the monitoring task too difficult for MSA, each ENGO should be given a choice between two or three options to remain in effect for the next five years Interest rates (revised periodically/annually) should be linked with the rate of use of accrued income for community projects -- the higher the profit a community chooses to seek from circulation of its fund, the more of the accrued profit they can use for development activities A minimum interest rate might be determined with reference to cost of funds + fees + loan loss provision + operational expenses Each ENGO would choose to add, for example, 1 0, 1 5, or 2 0 percent for profit which would ultimately be invested in the community This would preserve the traditional spirit of rotating credit associations as community self-help mechanisms MSA officials in each Governorate who are responsible for monitoring these funds would have a very limited variety of calculations to make in determining amounts of money to release for local investment ENGOs would have some real responsibility for managing their funds To assist CDAs with making their choices, a self-teaching manual on revolving fund management should be distributed to each CDA two to three months prior to the date on which they will be required to specify their choice among two or three options linking interest rates and access to acccrued profits over the next five years

B) Maximum loan size might be raised from LE 1,500 for an individual to LE 2,000 (A large refrigerator for a grocery now costs LE 1,300) Maximum loan size for a group might be raised from 3000 to 3,500

C) These policies should be reviewed and revised, as necessary, in five years

LESSONS LEARNED

Women may play an especially important role in development of civil society, defined as networks of association among individuals, rather than as strengthened civil society sector institutions It was learned that they actively maintain correspondence with other women they meet after visiting other organizations to learn about community development activities One newly established all-woman ENGO had created a 'magazine' about their organization in a loose-leaf notebook for fun Interest in corresponding with other and in publicizing one's organization to others who are working to develop their communities are precisely what is needed for establishing networks among ENGOs Not only are such networks good in and of themselves, they are necessary for sustainability and further development of the resource mobilization activities of the current program ENGOs need to learn from one another about experience with

41

sector projects, about sources of technical advice when designing activities, about donors who may be interested in particular projects, and about how to contact all of these

Significant opportunities for development of civil society institutions exist at the interface between economic institutions and the civil society sector in Egypt at this time They can also significantly contribute to increasing economic dynamism This is not a good time to promote ideological initiatives

New types of civil society organizations -- new forms of regional rather than community-based ENGOs -- can be organized in a short period of time to perform considerable work for the benefit of their communities

ENGOs are capable of sophisticated causal analysis of community problems using fairly simple conceptual tools which they can master through interaction with extension workers

Community groups are capable of managing revolving loan funds over extended periods of time quite successfully

Significant resources can be raised by communities from local contributions, government agencies, and external donors, provided access to information about sources of technical advice, and about potential donors is available Some additional assistance with finalizing proposals (especially if they require translation) may be required as well

The greatest impediments to success of locally-initiated or managed activities relate to group organization, leadership, and management, not details about the particular project or task itself For this reason, it may be easier to found new organizations than to reform old ones

Working through an international PVO to target programs to Egyptian NGOs is an excellent strategy The Comunity Development Associations with which an outside donor can work are supervised by the Ministry of Social Affairs, so direct relations between them and USAID would be extremely complicated A PVO can liaise with district and Governorate MSA officials while working with local ENGOs Time is required to build trust, but one established, it is a great resource

Banks may not be interested in risking capital or investing time to administer programs to benefit the poor, but they are certainly willing to cooperate with organizations that conduct such programs

APPENDIX A SCOPE OF WORK

STATEMENT OF WORK
INTERIM EVALUATION OF
COMMUNITY RESOURCE MOBILIZATION
SPECIFIC SUPPORT GRANT # 263-0225-G-4036-00

Purpose

To provide Human Development and Democracy/Democracy and Participation Division (HDD/DP) with a team to evaluate the Community Resource Mobilization Grant The team shall evaluate the progress to date toward achieving the program s established intermediate goals, identify constraints and success, provide guidance and recommendations for required midcourse adjustments that may be necessary in program design and implementation systems to improve effectiveness of program delivery

Background

In March 1994, USAID provided a five-year grant to Cooperative for Assistance and Relief Everywhere (CARE)/Egypt to carry out a Community Resource Mobilization (CRM) Program The final purpose of CRM Program is to substantially improve the quality of life for 100,000 low income households in four governorates of Middle and Upper Egypt by March 1999 through increased household income or improved community services The main components of the CRM are

1. Enhanced Community Development (ECD)
2. Community Awareness for the Environment (CAFE)[1]
3. Growth in Small and Microenterprise (GSME)
4. Extended Activities initiated under the Village Self-Reliance (VSR) and the Community Initiated Development (CID) Programs

The following three intermediate goals related to the three USAID-funded components were to guide the program activities

Intermediate Goal # 1

By March 1999, 150 community-based, non-governmental organizations in four governorates will have strengthened their capacities to mobilize resources to address community development problems Over the life of the program, these Egyptian non-governmental organizations (ENGOs) will have demonstrated this enhanced capacity through the implementation of community development activities valued at US$ 1 6 million in the key areas of promotion of women,

[1] This component was funded from a Grant from Danida Accordingly, this evaluation will not address it

50

functional literacy, environmental improvement, family planning, health support services or improving water and sanitation systems

Intermediate Goal # 2

By March of 1999 7,500 small and microenterprise entrepreneurs in four governorates will have demonstrated an average 25% increase in their net worth resulting in the creation of 10,000 new jobs in their enterprises through having better access to capital, upgraded technical skills or improved management

Intermediate Goal # 3

By June of 1995 the ENGO-managed revolving loan funds established through the Village Self-Reliance (VSR) and the Community Initiated Development (CID) Programs will have disbursed an additional LE 4 0 million to 8,000 low income borrowers

CARE-Egypt has been implementing this program in four governorates of Upper and Middle Egypt (Aswan, Fayoum, Sohag and Qena) Central to the implementation strategy of the program was community participation active participation of women and sustainability

Statement of Work

Evaluators should use the following questions as a broad framework for addressing and reporting on the following broad concerns relevance, efficiency impact and sustainability of the CRM Program

Questions specific to All Components of CRM

1 To what degree are the Program assumptions still valid as they pertain to program implementation? Where they are no longer valid, will there be a negative effect on achieving planned goals? If so, in what way?

2 Are the program's intermediate goals, benchmark and indicators defined in project proposal, grant agreement and Project Implementation Report (PIR) monitoring tool appropriate and realistic for effectively achieving the final purpose and intended impact within the program's time frame? If not what adjustments should be made?

3 Are project implementation procedures appropriate adequate and properly followed to achieve the program's intermediate goals If not, what adjustments should be made?

4 What are the Program s accomplishments to date, and how do they compare to the planned measurable progress in the three main components of the Program? If not what adjustments should be made?

5 Were there any major problems and constraints that impeded program implementation?

6 Is the current technical and financial resource mobilization strategy sufficiently effective to meet the intermediate objectives of the program? If not, what adjustments should be made?

7 Are levels of participation (quantitatively and qualitatively) of the various actors involved sufficient to meet the goals and objectives of the program? If not how can this be realistically improved?

8 Did the training activities achieve their objectives?

9 Are any of the Program participants self-sustaining?

While the evaluation should address the CRM Program in totality additional component specific questions are listed here for further guidance

Questions specific to the ECD Components

1 Are the types of ENGO projects implemented under the ECD component appropriate to the development needs of the community? Is the quality of planning and implementation by ENGOs appropriate to the objectives of the project? If not, how can this be realistically improved?

2 Are ENGO project cycles which are already completed within CRM providing indications of improved livelihood and security for community members affected by project interventions? If not how can this be realistically improved?

Questions specific to the GSME Component

1 Is the revised GSME strategy of creating and working through regional Partner Organizations" an appropriate and realistic approach for effectively achieving GSME project goals? Are project targets and benchmark realistic and achievable? What adjustments should be made?

2 Are staff structures, procedures and systems developed to implement projects activities, both in CARE and in the Partner Organizations, adequate to achieve GSME project goals? Are loan policies, procedures and management systems appropriate to meet client financial service needs? What adjustments should be made?

3 Are the credit agreements and procedures established between Partner Organizations (microenterprise ENGOs) and local banks functioning to provide credit?

4 Is the project making acceptable progress toward establishing four dynamic regional ENGOs with the capacities needed to provide financial and technical services to small enterprises in the area? What additional areas of institutional capacity building should be addressed?

5 Does the project have appropriate monitoring procedures and systems in place? What adjustments or improvement need to be made?

6 Has the current project target group, small enterprise owners, grown and generated employment to meet project targets? Should the targets be modified or changed in any way?

7 Is the project's strategy and approach for providing non-financial services to small enterprise owners appropriate for meeting project goals? What adjustments should be made?

Questions specific to the CID Extension Component

1 To what extent were the revolving loan funds sustainable after CARE's involvement has been completed?

2 Were the risks to the long-term sustainability of the loan funds identified in the mid-term evaluation of the CID Program addressed in the extension and how?

3 Were the revolving loan fund manual and Training of Trainers program successful in achieving the results that were intended? If not why?

Composition of Evaluation Team

The team will be composed of three members, one expatriate and two local consultants The contractor should identify the local consultants and recruit them prior to the arrival of the expatriate team leader in country Also the contractor should complete logistical arrangements before the arrival of the expatriate Team Leader We expect that the team would work in a hotel suite

Team leader
Social Scientist with proven experience with leading teams in design or evaluation of similar types of projects, extensive experience with community development, ENGO capacity building and (if possible) credit systems experience, familiarity with qualitative and quantitative data collection methods and their application excellent facilitation and

interpersonal skills, proven success at timely report preparation and delivery familiarity with USAID procedures and reporting requirements The Team leader shall be responsible for the overall coordination of the evaluation including the initial evaluation design and methodology, orientation and supervision of evaluation team members and the preparation and submission of the final report In addition the Team leader should also participate in the different areas of analysis (Expatriate Position)

Community Development Specialist
Proven experience with community development activities, ENGO capacity building, participation and gender issues and concerns and formal and informal structures and processes in the interaction between the NGO community and the government (Local Hire)

Financial Credit Organization Specialist
Proven experience in the formation of sustainable financial institutions as well as familiarity with SME financial and non-financial service needs and delivery systems, and experience with loan systems and analysis in Egypt (Local Hire)

Methods And Procedures

1 The evaluation team will visit a sample (selected randomly) of the villages/impact areas where the projects are being implemented They will interview beneficiaries, community volunteers and CARE project staff There are four governorates involved Aswan, Fayoum, Sohag and Qena

2 The team shall base their findings conclusions and recommendations on data documents and other information provided by the Grantee, USAID project officer, USAID Microenterprise officers, as well as site visits, interviews and significant sampling Documents consulted should include but not be limited to, the Grant Agreements, quarterly reports CARE's records, CID Mid-term Evaluation report, planning documents, financial statements, and other documentation as requested and as deemed relevant

3 The evaluation team shall review project documentation with particular attention paid to the Grant Agreement, progress reports, and CID mid-term Evaluation which will serve as reference points and base line data for assessing implementation progress The team shall also consolidate, summarize and analyze data collected by the project's ongoing monitoring and survey systems

4 The team shall interview appropriate USAID, Ministry of Social Affairs (MSA) and CARE staff It shall also interview selected project beneficiaries and shall employ survey and questionnaires in the study when appropriate

5 The team shall prepare an evaluation report providing findings, conclusions and recommendations responsive to the questions in the Statement of Work above based on the analysis of information obtained

Timing and Duration

The evaluation will be carried out during a six week period beginning around November 23, 1997 A six day work week will be authorized The first four days of expatriate team presence in Egypt will be used for briefing and review of the contract S O W with USAID, and for a team planning meeting with Egyptian team members These meetings will be used to establish working norms develop schedules, define team member roles and responsibilities, develop a workplan prepare a preliminary report outline and otherwise prepare for information collection, analysis and reporting tasks

Reporting and Briefing Requirements

All reports shall be submitted in English, unless otherwise stipulated, to the USAID Project officer The team shall submit 10 hard copies of the final Report to USAID in addition to the Report on disk in Wordperfect 5 2

1 *Workplan* The evaluation team shall submit a workplan to USAID within four days of commencing work

2 *Mid-course Briefing* Halfway through the evaluation the team will brief USAID, CARE, and the MSA of progress to date At this time, a draft outline of the final evaluation report should be presented

3 *Draft Report and Briefing* The team will submit a draft report to USAID four and one half week after they commence work in Egypt In addition they will conduct a briefing to present preliminary findings and recommendations of the evaluation The report will be reviewed by USAID, CARE and MSA USAID will provide written comments on this draft within five days of this report submission

4 *Final Evaluation Report* Three days after receiving USAID comments, the team will submit the final report to USAID that reflects USAID written comments The format of the final report will be as follows

Executive Summary of findings, conclusions and recommendations, not to exceed three pages This is to be provided in both English and Arabic The remainder of the report will be in English only

Table of Contents

55

Introduction and Background (including program description and methodological summary, not to exceed three pages)

Body of Report organized as follows for each component, guided by the evaluation questions presented in the Statement of Work section, not to exceed 35 pages

Major Findings (Evidence)
Conclusions and Recommendations
Lessons learned of broader application to USAID new civil society activities and the broader development community

Annexes to include the following Scope of Work, list of documents consulted, list of Persons contacted (and affiliation), Methodology (including a discussion of the limitations of the methodology employed) and other supporting materials or analyses

APPENDIX B LIST OF DOCUMENTS CONSULTED

VSR

Final Evaluation, The CARE Village Self-Reliance Program Linda Oldham et al July, 1991

CID

USAID CID Grant Agreement (No 263-0102-G-00-1012-00), November, 1989

Project Plan for the Community Initiated Development Program July, 1990 - June, 1993, revised, November 1991

Mid-Project Evaluation, Community Initiated Development Project, Robert J LaTowsky et al , June, 1992

Essentials of Operations and Training plan to Guide the Collaboration between Ministry of Social Affairs and CARE-Egypt in the Implementation of the Community Initiated Development Program

SEAD Policies and Procedures, updated February 1993
SEAD Contract
Initial Letter of Agreement with ENGO, CID Program
CID Phase-Over Agreement (example, one ENGO in Sohag)
Field Offices CID ENGO Phase-Over Progress Report

CRM - ECD

Multi-Year Project Proposal for the Community Resource Mobilization (CRM) Program CARE Egypt, Ministry of Social Affairs Egyptian Environment Affairs Authority, June 1993

USAID CRM Grant Agreement (No 263-0225-G-00-4036-00), March 21, 1994

CRM Grant Amendment Nos 1 to 8, (especially No 3, effective 6/28/1995)

"Assessment of Resource Mobilization Strategy," Mission Report Community Resource Mobilization Project, Robert J LaTowsky, February, 1996

Project Implementation Reports, total of sixteen quarterly reports FY94, third and fourth quarters (through June 30, 1994), FY95, FY96, FY97 four quarterly report each, and FY98, first and second quarters (through December, 1997)

57

Coopers & Lybrand Financial-Related Audit of the Community Development Associations Funded under the Community Resources Mobilization Project for the period from July 1, 1996 through June 30, 1997

Community Resources Mobilization Program ENGO Agreement
ENGO Baseline Survey
Community Profile
Phase-Over Agreement of Community Resource Mobilization Project

CRM Annual Operation Plan of FY 96
CRM FY 1997 Project Level Annual Operational Plan (AOP)
CRM Annual Operation Plan for FY 98 revised)
CRM FY 98 Staff Training Plan

CARE-Egypt, CRM Project Goals, Processes, Tools and Key Achievements an Overview March 1988

Implementing Agreement Between the Ministry of Social Affairs and CARE-International in Egypt for the Community Resource Mobilization (CRM) Program

Operations Agreement of The Community Resource Mobilization Program (CRM) [with MSA]

CRM Advisory Committee Meeting [includes MSA] Minutes October 18th, 1994, 26 January 1995, 24 July 1995, December 3rd, 1995, April 17th, 1996, December 12th, 1996, May 7th, 1997, October 30th, 1997, February 5th, 1998

Operational Guidelines, 1992 - present Including CID procedures for additional loan fund disbursement, CID phase-over, "closing-out" ENGO files, SEAD borrower questionnaire, CRM developing CRM presentation, criteria for phase-over, review and approval process for CRM funds, management and completion of tasks, direct and indirect beneficiaries, process to develop and review project plans, evaluation of ENGO projects, up-coming CRM Resource Mobilization Strategy Assessment, draft guidelines to design awareness campaigns, improvement CRM staff and participating ENGOs capabilities on art of resource mobilization (draft), preparation and submission of PIRs, FY97 budget planning exercise, summary of project plan development and review process and CRM funding approval process, process to review and approve CRM projects plans, proposal format, resources mobilization and utilization, guidelines for organizing and conducting cross-visits, problem selection process, CRM orientation objectives, problem selection notes, orientation to CRM and sustainable development phase over framework, ENGO Baseline Survey Guidelines, observations and recommendations for CRM steps

(CARE) Basic Information on Main Donors

PROJECT PROPOSALS

(The few listed here were selected for review by A T Sweetser by CARE staff Other team members reviewed additional proposals in CARE offices in the Governorates)

El Salaa Project Proposal Conducting Potable Water to 100 Families Under the Implementation of El Salaa Community Development Association, submitted December 1997, Sohag

Project Proposal for "Supplying Potable Water Pipes," development team in Mazlet Omara CDA, July 1995, Sohag (approved by CIDA, December, 1996)

Project proposal for Health and Nutrition Program prepared by Development Team in El-Rayayna Village, February, 1996, Sohag (approved by CIDA and British Embassy, n d)

Project Proposal for Health and Nutrition Program prepared by Development Team in El-Hema Village, February, 1996, Sohag, (approved by CIDA, Australian Embassy and British Embassy, n d)

Baby Care and Nutrition Project Proposal in Bendar El Kormanya Village, January, 1998, Sohag (approved by Australian Embassy, n d)

Increasing Family income in Nagaa Elghalalab through training women to produce Nubian handicrafts and garments, February, 1997, Aswan (approved by British Embassy, January, 1998)

CRM - GSME

Project Implementation Report, 2nd Quarter, FY98, October - December, 19997

International CARE Egypt, GSME Project Internal Evaluation Report, November, 1996

Trip Report, March 10, 1994, Review of GSME Project, Ann Duval, Deputy Director, SEAD Unit, CARE

Trip Report, Review of CRM/GSME Project Design, Hugh Allen, September 4, 1994,

GSME Strategy Revision, letter to Mr Karim Y Gohar, USAID, from CARE, January 25, 1995

Mission Report GSME Project, Robert J LaTowsky, April 10, 1995

report of consultancy to evaluate accounting system of all Partner Organizations, 1997? (in Arabic)

GSME project (notes), CARE Egypt, March 1998

TRAINING MANUALS

Summary of CARE International in Egypt Training Program for a) Community Development Association Board Members, b) Loan Committees, c) Loan Officers, d) Community Promoters and Volunteers DECENT and CID staff 1991

Enhanced Community Sponsored Development Activities (ECSDAs), Staff Preparation Workshop, DECENT (CARE training unit), CARE International - Egypt, April - June 1993
- part 1 Introduction to ECSDA proves, communities and problem identification
- part 2 Problem Statements and Project Design
- part 3 Identification and Analysis of Solutions to Problems
- part 4 Preparing and Writing Project Proposals
- part 5 Review of Project Proposals
- includes Enhanced Community Sponsored Development Activities Guidelines for Field Research, as discussed in the Bel Air Cairo Hotel October 18 - 21, 1993

Community Development Training Manual (draft) 1997?
- includes Resource Mobilization Training Material

Fayoum GSME SPDA/SBA's Job Description (in Arabic)

Fayoum GSME Communication Skill Development Training Program for GTZ Project Staff in Fayoum and Beni-Suef Governorates (in Arabic)

GSME Fayoum Field Study to Evaluate the Impact of GSME services to three loan borrowers, April, 1998, CARE, Fayoum (in Arabic)

Fayoum ECD Training Meeting on the Role of Women in Development, Dec 2, 1996 (in Arabic)

Fayoum ECD Training Program in Financial Management for Members of CRM/CDA Boards of Directors, March, 1997 (in Arabic)

Fayoum ECD Training Program in Interpersonal Communication, Development and Participation, and Management of Meetings for CRM/CDA's Members of Boards of Directors, May, 1997 (in Arabic)

Fayoum ECD Training Meeting in Law No 32/1964 for Fayoum/CARE/CRM/CDAs Members, September, 1997 (in Arabic)

Fayoum ECD Training Program in the Planing and Development Project for Fayoum/CARE/CRM/CDAs Members of Boards of Directors and Heads of MSA/Local

Social Units September 1997 (in Arabic)

Fayoum ECD Training Meeting in the Law No 32 for Fayoum CARE/CRM/CDAs Members November, 1997, repeated January, 1998 (in Arabic)

Fayoum ECD Training Program in Community Resources Identification Mobilization and Management for CRM/CDAs Members November, 1997, repeated December 1997 (in Arabic)

Financial Management Training Manual (in Arabic)

Project Planning Training Manual (in Arabic)

Training Material, Resource Mobilization (for CRM to train CDA staff) (in Arabic)

Planning and Implementation of Development Projects with trainers manual (in Arabic) (Aswan)

How to Write a Project Proposal (in Arabic)(Aswan)

CDA Training in the Law No 32/1964 (in Arabic) (Aswan)

Partners in Development A Training Program, with trainers manual (in Arabic) (Aswan)

Training Program on Identification and Mobilization of Community Resources for Development Projects (in Arabic) (Aswan)

Training Progrm on the Management of GSME Projects in Qena and Sohag Governorates, December 2 - 7, 1995 (Alexandria) (in Arabic)

Training Program/Workshop on Communication, Persuasion, and Data Collection Skills, June 9 - 13, 1996, Aswan (in Arabic)

Training Meeting to Review GSME Project Policies and Procedures, October 15 - 17, 1996 (in Arabic)

Training Program in Communication and Persuasion Skills, April 1 - 3, 1997 (Fayed, Ismailia) (in Arabic)

Training Program for GSME POs on Strategic Planning, June 8 - 11, 1997 (Hurghada) (in Arabic)

Training Program in Planning and Implementation of Development Projects for MSA Staff Collaborating with CRM/Sohag Governorate (in Arabic)

APPENDIX C LIST OF PERSONS CONTACTED

CARE

Earl Goodyear Country Director
Earl Wall, Assistant Country Director Programming
Magdy Latif El-Sanady, CRM Project Manager
Nabil Morcos Senior Community Development Specialist
Kadry Y K Furany, Project Manager, GSME Project

ECD Staff, please see following organogram

GSME Institutional Development Coordinators
- Aswan Mohammed Ashraf
- Qena Mohamed Ashraf Abdel Raheem
- Sohag Alaa El-Nazer
- Fayoum Saas Shedeed

CAIRO

MSA, Head of Central Departent of Social Development
Madam Nagat A Mahmoud (April 4, 1998)

ASWAN

Secretary General Ahmed Samir Sultan (March 27, 1998)

MSA, Acting Director General Abdel Aziz Ahned Ali
(March 23 and 27, 1998)

MSA, Head of Community Development, CARE Liaison Officer Mohammed Khodary
(March 23 and 27, 1998)

MSA, Head of ENGO Department Mohammed Mostafa (March 23 and 27, 1998)

MSA, Director of Productive Families Kamal Abdel Daym Hussanein (March 27, 1998)

AsBA (Aswan Businessmen's Association), Board Members
March 23 and March 27, 1998)

62

(Aswan continued)

AsBA SBAs and loan beneficiaries (March 24 1998)

Board Members of the following CDAs (ENGOs)

March 25, 1998

Kelh Shark (Idfu)	whole team
Awadallab (Idfu)	Ahmed Abdel-Fattah
Hager Bosilia (Bosilia)	Anne and Nabil
Mashaly (Ramady) (CID data)	Ahmed Eid
El-Hager (Idfu) (CID data)	Ahmed Eid
Nagaa Wanas (Draw) (CID data)	Ahmed Eid
Tonab (Redesia) (CID data)	Ahmed Eid

March 26, 1998

Atwani (Redesia)	Ahmed Abdel-Fattah
Nahda Nesaia (Redesia)	Anne and Iman
Mashaly (Ramady)	Anne and Iman
Qanadla (Ramady) Women's group	Ahmed Abdel-Fattah

QENA

Governor Safwat Shaker (April 1, 1998)

Secretary General Ahmed Naqi Riad (April 1, 1998)

MSA, Deputy Director Ahmed Kemal Rashwan (March 29, 1998)

MSA, Liaison, Director of Development, Mahmud Hamza (March 29, 1998)

MSA, several others attended the meeting (March 29, 1998)

ESDA (Economic and Social Development Association), Board Members (March 29 and April 1, 1998)

(Qena continued)

Board Members of the following CDAs (ENGOs)

March 31

Abu Anon (Luxor)	Anne and Iman
el-Marees (Armant)	Ahmed and Ahmed
El-Hebiol (Luxor)	Anne and Iman
el-Aqalta (Luxor)	Ahmed and Ahmed
Gamalia (Qous)	Anne and Iman
Rozykat Bahary (Armant)	Ahmed and Ahmed

April 1

Abu Diab (Dishna)	Anne and Iman
Beer Anber (Qeft)	Ahmed Abdel-Fattah
el-Shikhia (Qeft)	Anne and Iman
el-Oidat (Qeft)	Ahmed Abdel-Fattah

SOHAG

Secretary General Yahya Abdul Latif (April 13 and 16, 1998)

MSA, Director General Abdel Rahim Muhanned Zeidan (April 13, 1998)

CDA Community Development Association, Sohag, Board Members (April 13 and 16, 1998)

CDA SBAs and beneficiaries, April 15, 1998

Board Members of the following CDAs (ENGOs)

April 14, 1998

Galawia	Anne
Ketkata	Ahmed Abdel-Fattah
el-Hema	Anne, Ahmed Eid
Rayayna (CID data)	Ahmed Eid
Salamon	Ahmed Abdel-Fattah

April 15, 1998

Seflak	Anne, Ahmed Eid
el-Awamia (CID data)	Ahmed Eid
El Khelwa	Ahmed Abdel-Fattah

64

(Sohag continued)

April 16 1998

Banga	Ahmed Abdel-Fattah
Banga women	Ahmed Abdel-Fattah
Bendar (Sohag)	Anne
Tonis (Sohag)	Anne

FAYOUM

Secretary General Falah Helmy (April 19, 1998)

MSA, Head of Community Development CARE liaison Office Abdel Hai Al Sagheer (April 19, 1998)

Regional Federation (April 22, 1998)

SPDA (Small Projects Development Association), Board Members, (April 18 and 22, 1998)

SPDA SBAs plus loan beneficiaries April 19, 1998

Board Members of the following CDAs (ENGOs)

April 21, 1998

Senofar (Fayoum)	Ahmed Abdel-Fattah
Kasr Rashowan (Tamia)	Anne and Iman, Ahmed Eid
Byhmo (Senoris)	Ahmed Abdel-Fattah
Nowara (Itsa)	Ahmed Abdel-Fattah
Menshat Rabae (Itsa)	Anne and Iman
Ma'asrt Arfa (Itsa)	Anne and Iman

April 22, 1998

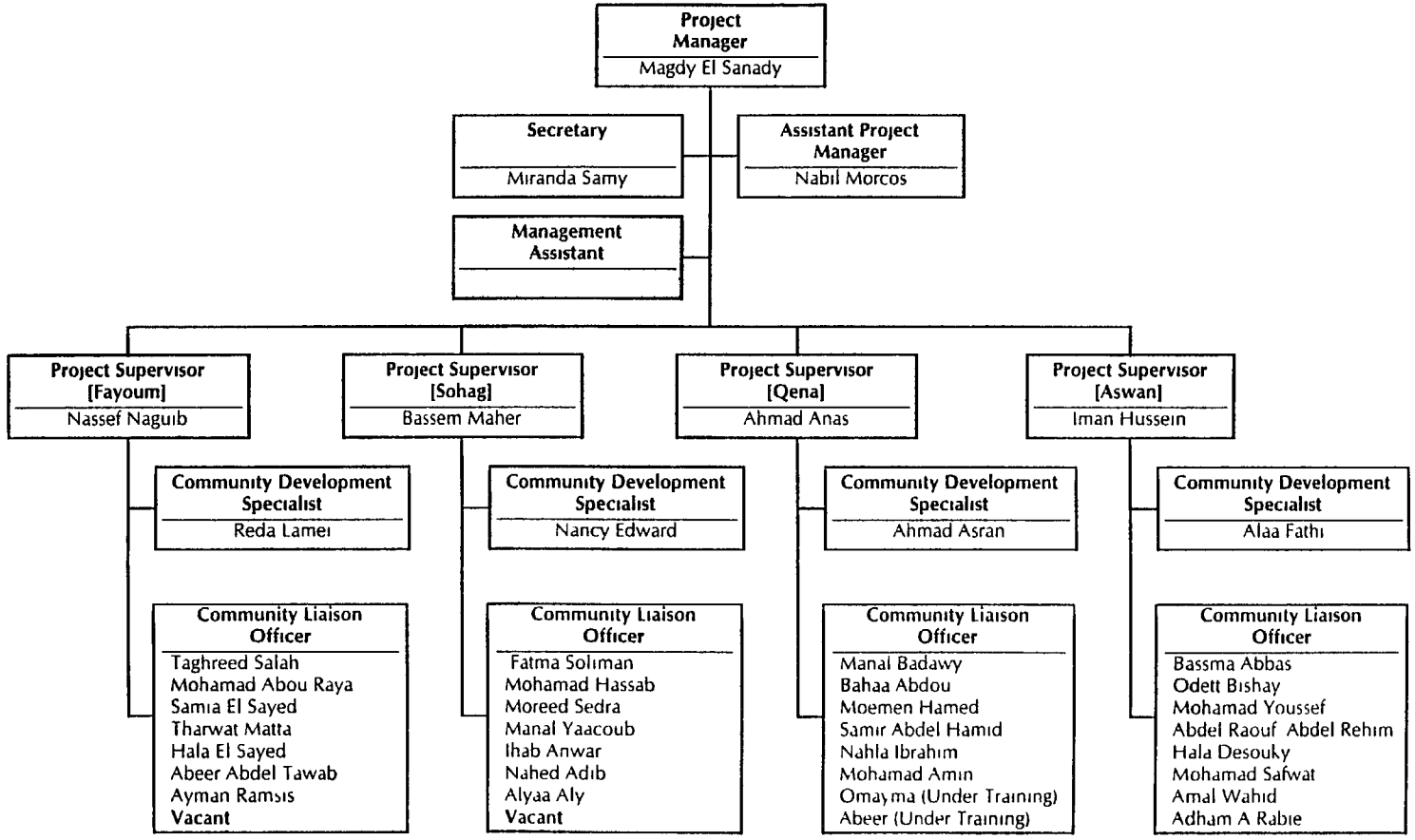
Bander Talet (Fayoum)	Anne and Iman
El-Gamal (Tamia)	Ahmed Abdel-Fattah
Gaafra (Itsa)	Anne and Iman
Sheikh Fadl (Fayoum)	Ahmed Abdel-Fattah

65

CARE EGYPT

FIELD OPERATIONS

COMMUNITY RESOURCES MOBILIZATION PROJECT [CRM]



ISSUED ON	March 1998
HEAD COUNT	44
Management	1
Supervisory	5
Staff	38
OPEN POSITIONS	3
PERSONNEL MANAGER	
HR MANAGER	
COUNTRY DIRECTOR	

APPENDIX D METHODOLOGY

The team met with Ministry of Social Affairs officials at the Central and Governorate levels We also met with the Secretary General of each Governorate

In Cairo, we attended presentations by CARE staff on the ECD and GSME programs and conversed with staff about their experiences in the program We reviewed a large amount of written material about the program as well

In each Governorate we heard presentations about the ECD and GSME programs met with staff, surveyed ECD ENGOs (seven in Aswan, ten in each of the other Governorates), met with GSME PO board members and SBAs, and visited five to ten loan beneficiaries
We reviewed the records, both paper files and computerized data, including operations accounting procedures in the PO offices

We gathered detailed data from CARE offices on each of the programs, using the questionnaires that follow In addition, we requested information about the current status of the CID loan programs whenever we visited an ENGO that had previously taken part in either the VSR or CID programs

When selecting ENGOs in ECD to visit, we balanced length of time with CARE (VSR, CID, CID-extension, and new), sectors of projects implemented, variety of donors involved, CARE staff evaluation of the organization as strong, medium or weak, degree of support for women's activities, women's participation in the ENGO, and women's participation in community projects generally We also chose a few special ENGOs, including women's ENGOs (one old one in Fayoum, new ones in each Governorate), and one new ENGO that is remarkably active and well organized We tried to get distribute our visits geographically too, especially where there were significant sub-cultural differences among regions with a Governorate We made some compromises so CARE staff could accompany us and to accommodate ENGO preferences for meetings times

In selecting GSME beneficiaries to visit, we sought a variety of first, second third etc borrowers, men and women, reliable and delinquent payers, and people working in manufacturing, retail, and service

When visiting ENGOs, we used conversational interviews and observed the way board members interacted with one another and with us We started with the history of the ENGO, unless we visited a community project first and got into conversation through that We asked about circumstances affecting the ENGO and its degree of activity, projects undertaken and how they were selected, and fund raising at all stages of its history We inquired about how they had heard about and become affiliated with CARE, including how they were introduced and what they expected We reviewed all stages of the work with CARE for every program undertaken, asking for details when they came up, and for broad opinions about activities when people seemed relaxed and open We discussed training and cross-visits, the various issues related to

the role of women in society and the community, and their hopes for the future

The major drawback to the method was that the time -- four days in each Governorate -- was very limited for conducting three separate studies simultaneously Opportunities for team members of discuss our observations and thoughts were sometimes crowded out by the complex schedule, especially when the temperature reached 115 degrees for several days during the field work Our time with CARE staff in the field offices was too restricted, and we were regrettably delayed in arriving for some appointments due to the intensity of the work

CRM Questionnaire

Governorate _____

1 Numbers of ENGOs signing letters of agreement to participate in ECD component of CRM program -- for each quarter since initiation of the program -- and total

2 Numbers of ENGOs participating in ENGO Financial Management Training Program -- for each quarter -- numbers of participants (from each?) Male/female?

3 Membership in ENGO general assembly for each quarter Male/female?

4 Baseline data AND quarterly records
of acquisition and expenditure of resources
cash and in-kind
for community projects and for all activities (if distinct) by each ENGO (if possible)

5 Quarterly value of completed and on-going development activities by sector (role of women in development, functional literacy, FP and health, water and sanitation), by ENGO(?)

6 Value of cash and in-kind resources raised by ENGOs quarterly since beginning of project (total)

7 Number of low income households benefitting from development activities implemented by ENGO (by sector women in development / functional literacy / FP and health / water and sanitation) -- how calculated?

8 Participation of CID extension ENGOs in loan fund management training (numbers of participants from each if possible), quarterly

9 Capitalization of loan funds percent complete by quarter

10 Disbursal of funds competitively bid for by any/all ENGOs in VSR and CID programs quarterly, total

11 For those ENGOs receiving grants through competitive bidding quarterly records of matching cash funds raised per ENGO

12 New loans granted 92-93 by ENGO managed (CID) loan funds (by quarters)

13 Loan repayments rates -- quarterly, all ENGO loan funds

14 Loan default rates -- quarterly, all ENGO loan funds

15 Level of loan fund capital disbursal, quarterly, through 6/93 (and beyond as long as available?)

16 Loan fund management manual distribution records (to all ENGOS which established revolving loan funds under VSR or CID?)

17 Quarterly record of loans granted by ENGOs as percentage of total loan fund of each ENGO

18 Numbers of households benefitting from ENGO-managed revolving loan funds quarterly, total (How calculated?)

GSME Questionnaire

1 Numbers of owners of small and micro enterprises selected for participation in GSME by quarters total -- men/women

2 Number of loans provided by lending institution (which? bank?) to entrepreneurs by quarter, total -- men/women

3 Number of defaults on loans by quarter total (also as percent of loan fund) -- men/women

4 Numbers of entrepreneurs receiving technical skills upgrade training through the program per quarter, total, men/women

5 Baseline net worth and quarterly increase in net worth of enterprises managed by entrepreneurs borrowing money through GSME, by quarters, total? how calculated? -- men/women

6 Numbers of new jobs created in expanded enterprises resulting from loans in this program, by quarters, total (attribution?) -- men/women

7 Numbers of households benefitting from expanded enterprises or from new jobs created as a consequence of this loan program? quarterly, total how calculated? -- men/women

71

CID Questionnaire

Governorate _____

Value of the loan fund beginning of 1997 _____

end of 1997 _____

now _____

Total number of loans from beginning to now _____

Number of loans outstanding

beginning of 1997
male _____ female _____ total _____

end of 1997
male _____ female _____ total _____

now male _____ female _____ total _____

Value of outstanding loans

beginning of 1997
male _____ female _____ total _____
end of 1997
male _____ female _____ total _____
now male _____ female _____ total _____

New loans during 1997 and 1998

Numbers

Male _____ Female _____ Total _____

Value

Male _____ Female _____ Total _____

72

Interest rate charged for new loans _____

If this was ever changed, when did that happen? _____

Delinquent loans (payments overdue)

beginning of 1997 number _____ value _____

end of 1997 number _____ value _____

now number _____ value _____

Problems faced by those falling behind (reasons for delinquency)

Default (loans written off as uncollectible)

By beginning of 1997 number _____ value _____
During 1997 number _____ value _____

January to March 1998 number _____ value _____

Problems faced by those who default (reasons for default)

Numbers of beneficiaries of loans?

Beginning of 1997 _____

End of 1997 _____

Now _____

Quality of service form CARE?

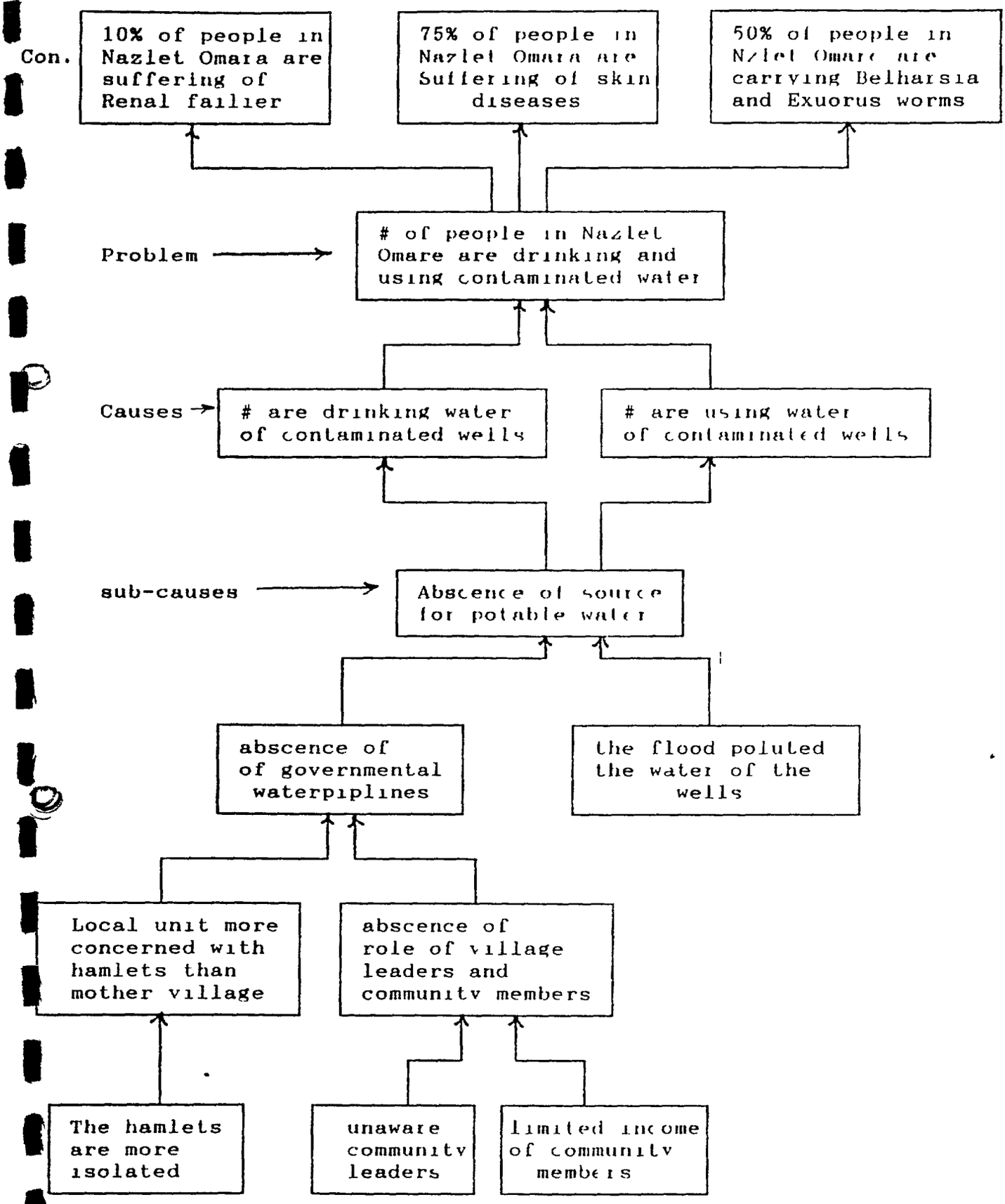
General comments Suggested improvements

Interviewer In general, what is the quality of the records being maintained by the CDA? Is it neat and well organized? Does it appear to be complete and accurate? Does the loan officer know where to locate the requested data easily?

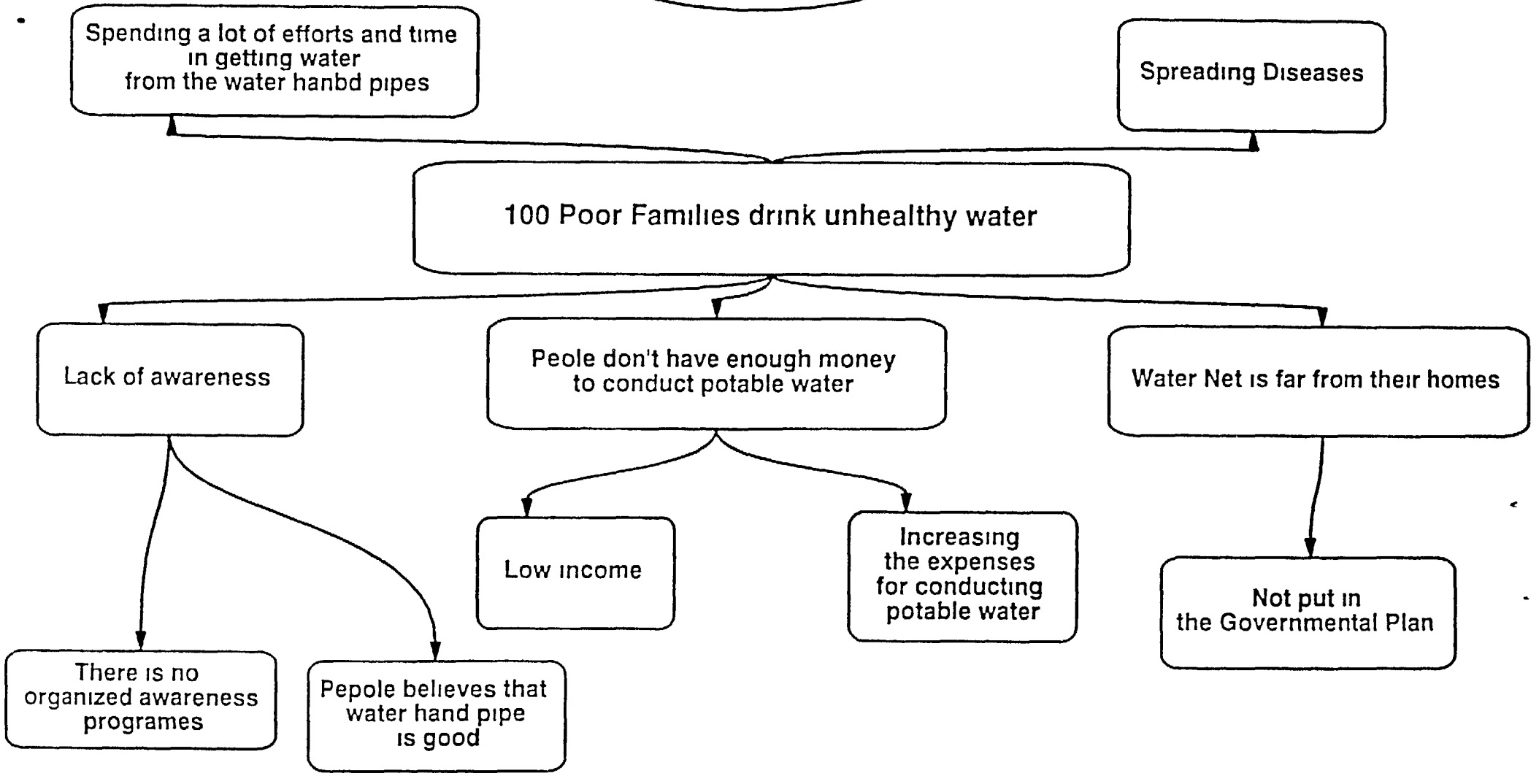
APPENDIX E PROBLEM TREES

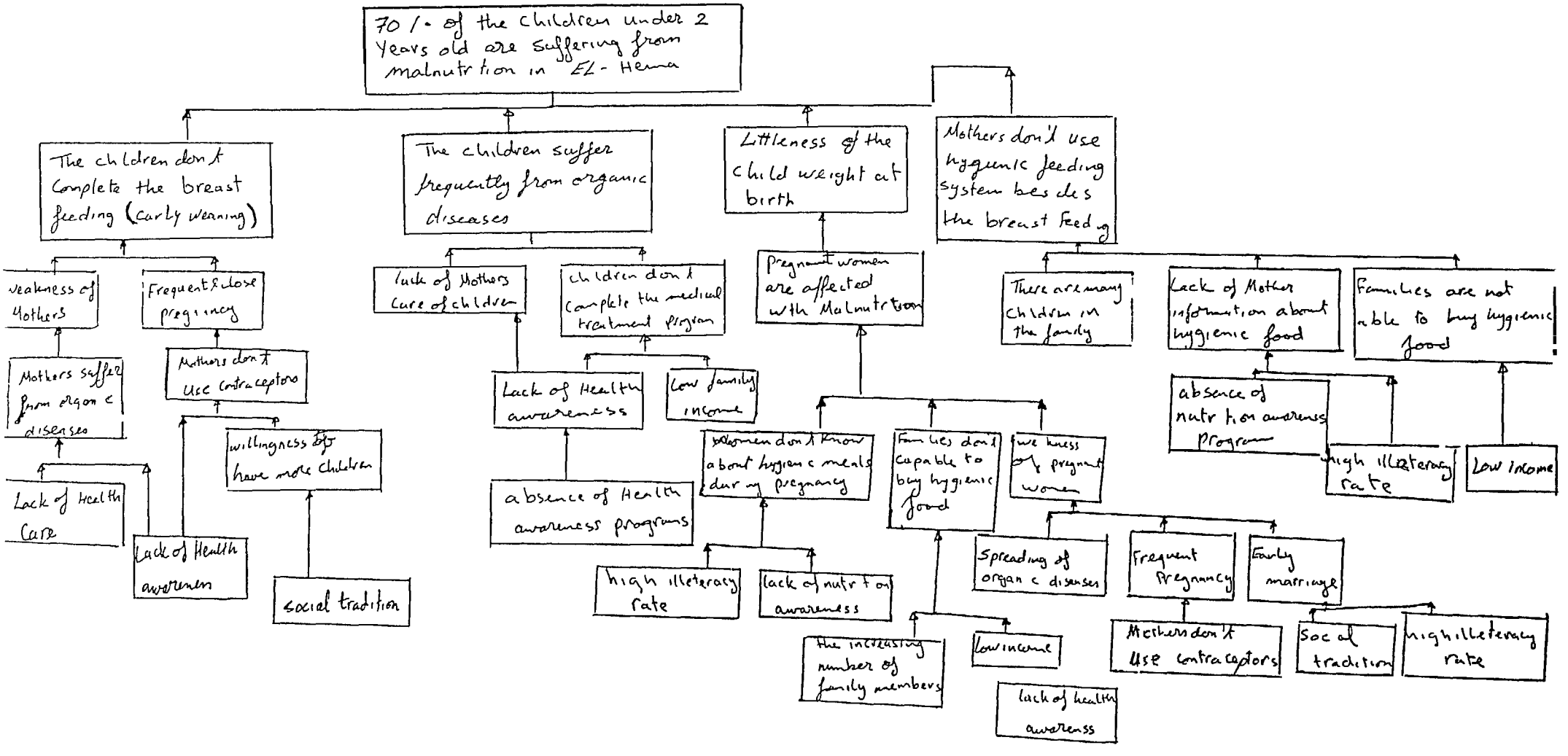
Please see the following pages for examples of problem trees created by ENGOs as they analyzed community problems before designing activities

Nazlet Omara Problem Analysis

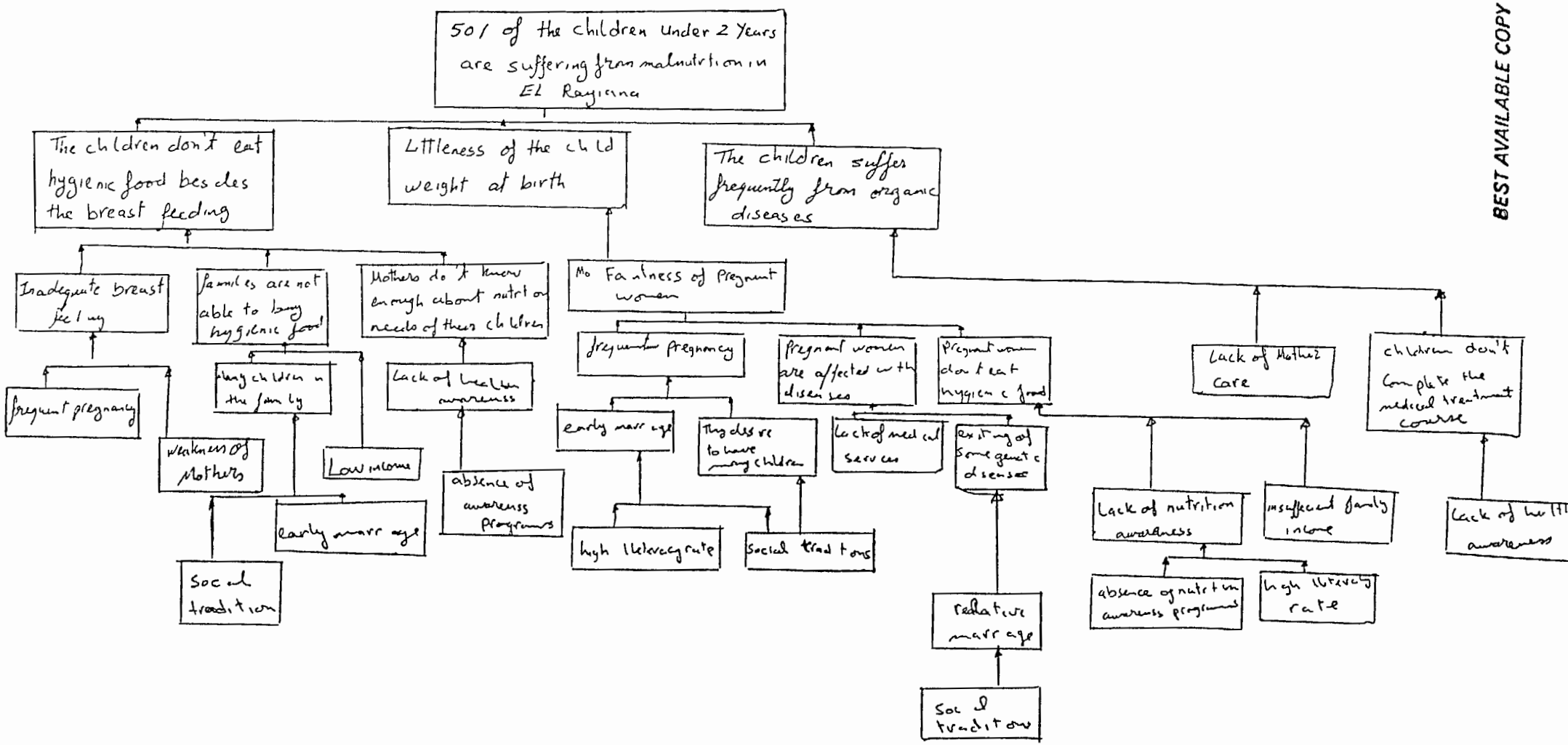


Problem Tree




70 % of the children under 2 Years old are suffering from malnutrition in EL-Hema
The children don't Complete the breast feeding (early weaning)
The children suffer frequently from organic diseases
Littleness of the child weight at birth
Mothers don't use hygienic feeding system besides the breast feeding
weakness of Mothers
Frequent & close pregnancy
Mothers suffer from organic diseases
Mothers don't use contraceptors
Lack of Health Care
Lack of Health awareness
willingness of have more children
social tradition
lack of Mothers Care of children
children don't complete the medical treatment program
Lack of Health awareness
Low family income
absence of Health awareness programs
Pregnant women are affected with Malnutrition
women don't know about hygienic meals during pregnancy
Families don't capable to buy hygienic food
weakness of pregnant women
high illeteracy rate
lack of nutrition awareness
the increasing number of family members
Low income
lack of health awareness
Spreading of organic diseases
Frequent Pregnancy
Early marriage
Mothers don't use contraceptors
Social tradition
high illeteracy rate
There are many children in the family
Lack of Mother information about hygienic food
Families are not able to buy hygienic food
absence of nutrition awareness Program
high illeteracy rate
Low income

BEST AVAILABLE COPY



APPENDIX F TABLES

1 ECD Resources Mobilized by Communities

2 Comparison of Resources Mobilized by Communities under CID and ECD

3 ECD Projects Implemented by Sector and Year

4 ECD Beneficiaries

5 ECD Expert Consultations and Cross-Visits

6 ECD Formal Training for ENGOs

7 ECD Staff Training

8 GSME Numbers of Loans and Clients

9 GSME Average Loans Values

10 GSME Ordinal Numbers of Loans

11 GSME Number of Value of Loans and Delayed Loans plus Repayment Rate, Delinquency Rate, and Portfolio at Risk

12 GSME Turnover of Loan Capital

13 GSME Percentage Growth in Net Worth of Enterprises

14 GSME New Jobs Created

15 CID Present Value and Growth of Loan Funds

16 CID Number and Value of Loans at Phase-Over

17 CID Number and Value of Loans Disbursed

18 CID Estimated Number of Beneficiaries through March, 1998

19 CID Value of Loans during 1997

20 CID Delinquent Loans and Defaults

21 CID Turn over of Amount Disbursed

Comaprison of Resources Raised by ENGOs under the CID and ECD Programs

	CID			ECD through December 1997				
Mobilization of Community Resources	#	Total Community Contributions	Average Per FNGO	#	Total Community Contributions	FNGO Average community Contirbutions	Total Resources Mobilized	Average esoucres Mobilized Per ENGO
Aswan	30	897 021	28 936	36	949 009	26 363	**3,446,379**	95 733
Qena	30	795 688	26 523	38	405 277	10 665	**1,994,235**	52 479
Sohag	30	1 047 321	34 911	38	1 016 334	26 746	**3,105,145**	81 714
Fayoum	30	816 160	25 143	38	352 275	9 260	**2,045,917**	53 840
Total		**3,556,190**	**29,635**		**2,722,895**	**18,153**	**10,591,676**	**70,611**

Table 1

ECD **Resource Mobilization**

Resources Mobilized through Dec 31,1997	Aswan		Qena		Sohag		Fayoum		Total	
(In LE)	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
Community cash + In Kind	949 009	27 54	405 277	20 37	1 016 333	32 73	352 275	17 22	2 722 894	25 71
Government	928 574	26 91	470 912	23 61	1 066 764	34 35	556 390	27 20	3 022 640	28 54
External Donors	1 076 309	31 23	842 648	42 25	551 827	17 77	758 471	37 07	3 229 255	30 49
CARF CRM	492 487	14 29	275 396	13 81	470 220	15 14	378 781	18 51	1 616 884	15 26
Total	3 446 379	100	1 994 233	100 04	3 105 144	100	2 045 917	100	10 591 673	100

Table 2

ECD

Number Of Projects Implemented

Project Implemented By Sector	FY	Aswan	Qena	Sohag	Fayoum	Total
Literacy & Education	95	0	0	1	0	1
	96	2	4	1	3	10
	97	1	2	3	6	12
	98 *	0	3	3	3	9
	Total	3	9	8	12	32
Environment	95	0	0	0	0	0
	96	4	2	2	2	10
	97	8	3	4	3	18
	98 *	1	1	1	3	6
	Total	13	6	7	8	34
Population	95	0	0	0	0	0
	96	1	1	1	0	3
	97	0	0	0	2	2
	98 *	1	0	0	0	1
	Total	2	1	1	2	6
Health	95	2	1	1	0	4
	96	7	0	5	0	12
	97	2	2	2	2	8
	98 *	0	1	7	2	10
	Total	11	4	15	4	34
Water & Sanitation	95	0	0	0	2	2
	96	2	4	5	2	13
	97	1	12	10	3	26
	98 *	3	5	5	8	21
	Total	6	21	20	15	62
Household Income Security	95	0	0	1	0	1
	96	1	3	2	1	7
	97	1	4	3	10	18
	98 *	2	2	0	1	5
	Total	4	9	6	12	31
Total	95	2	1	3	2	8
	96	17	14	16	8	55
	97	13	23	22	26	84
	98 *	7	12	16	17	52
	Total	39	50	57	53	199

* Through Dec 31, 1997

Table 3

ECD

Beneficiaries Through December 31, 1997

Project Implemented By Sector	M/F	Aswan	Qena	Sohag	Fayoum	Total
Literacy & Education						
	Male	150	203	691	356	**1400**
	Female	514	1538	893	860	**3805**
	Total	**664**	**1741**	**1584**	**1216**	**5205**
Environment						
	Male	23877	2427	6950	9270	**42524**
	Female	23075	3059	6344	9420	**41898**
	Total	**46952**	**5486**	**13294**	**18690**	**84422**
Population						
	Male	0	0	0	180	**180**
	Female	100	326	50	361	**837**
	Total	**100**	**326**	**50**	**541**	**1017**
Health						
	Male	2228	526	2874	2520	**8148**
	Female	2467	1717	2643	2408	**9235**
	Total	**4695**	**2243**	**5517**	**4928**	**17383**
Water & Sanitation						
	Male	82	3357	5316	6405	**15160**
	Female	93	2388	5014	6571	**14066**
	Total	**175**	**5745**	**10330**	**12976**	**29226**
Household Income Security						
	Male	1755	247	2470	213	**4685**
	Female	35	205	1320	267	**1827**
	Total	**1790**	**452**	**3790**	**480**	**6512**
Total						
	Male	28092	6760	18301	18944	**72097**
	Female	26284	9233	16264	19887	**71668**
	Total	**54376**	**15993**	**34565**	**38831**	**143765**

Table 4

ECD Number of Consultation and Cross -Visits

	Aswan	Qena	Sohag	Fayoum	Total
Consultations	50	65	75	55	245
Cross Visits	46	52	115	36	249

Table 5

ECD ENGO

ENGO Training Formal through December 1997

	Aswan			Qena			Sohag			Fayoum		
	# CDA	# T	# P	# CDA	# T	# P	# CDA	# T	#P	# CDA	# T	#P
Financial Management	15	55		~~30~~ 21	179	7	~~19~~ 2	47		~~31~~ 21		1
Law 32	14	65		31	171	6	28	56		38		4
Management Skills	7	22		18	72	3				8		1
Project Design & Planning	11	51		13	61	3				31		5
Role of Women				21	77	3	5	54		28		4
Resource Mobilization	18	118		11	51	2	19	46		34		4
Loan Management				9	70	3				3		3
Procurement Procedures										3		3
Leadership										6		1
Internal By - laws				4	24	2				43		4
Literacy Development				41	198	6				7		1
General Assembly							27	54				
Communication & Management Skills	12	60					13	31				
Long Range Strategic Planning	6	30					31	65				
Process Evaluation	8	33					28	56				
Gender and Development												
Proposal Writing	27	154					37	74				

T= Trainees
P= Program

Table 6

ECD

Staff Training

	Aswan	Qena	Sohag	Fayoum	Total
	# Staff	# Staff	# Staff	# Staff	# Staff
Data Gathering			6	8	14
Project Planning				8	8
Process Evaluation	10		15	8	33
CRM	62		7	8	77
Awareness Campaign	19		5	7	31
Community Motivation				2	2
Project Evaluation				7	7
Project Development				4	4
Project Design	10		9	3	22
Literacy & Development				3	3
Managerial Skills	10		9	7	26
Public Health	1			1	2
Diarrhea				1	1
TB				3	3
Loan System for Poor				4	4
Law 32				9	9
Internal By- laws				9	9
Management				1	1
Computer	9			2	11
Environment Senstivity				1	1
Water & Sanitation	2			1	3
Resiratory Diseases				1	1
Children's Accidents	1			2	3
Pure Water Management				1	1
TOT	10		8	8	26
ECSDA (small devl activities)	25				25
PRA	10				10
Meeting Management	10				10
Team Building	10		9		19
Data Presentation	20				20
Community Research	24				24
Sampling	10				10
Project Baseline Survey	10		9		10
Project Writing	10				10
Performance Management	9				9
Female genital mutilation	2				2

Table 7 ..

Group Dynamics	17				17
Gender and Development	10		9		19
Sharing Experience	1				1
Working in Urban Areas	10				10
Studying Community Attitudes	10				10
Leadership			6		6
Long Range Strategic Planning			6		6
Financial Management			9		9
Creative Thinking			4		4
New hire training			3		3
Presentation Skills			6		6

Table 7 continued

GSME # of Loans & # of Clients

	(A) Aswan		(B) Qena		(C) Sohag		(A) Favoum		Total	
		%		%		%		%		%
# of Loans Disbursed										
M	681	93 5	1378	91 2	1193	90	1240	92	**4492**	**91 6**
F	47	6 5	133	8 8	137	10	114	8	**431**	**8 4**
Total	**728**	**100**	**1511**	**100**	**1330**	**100**	**1354**	**100**	**4923**	**100**
# of Loans Disbursed										
Commercial	169	25 0	1026	69	665	50	188	14	**2048**	42 3
Industrial	346	51 3	179	12	452	34	1134	84	**2111**	44 5
Service	160	23 7	283	19	213	16	32	2	**688**	14 2
Total	**675**	**100**	**1488**	**100**	**1330**	**100**	**1354**	**100**	**4847**	**100**
# of Clients										
M	447	93 2	823	90 4	601	82 2	784	87	**2655**	87 9
F	33	6 8	87	9 6	130	17 8	116	13	**366**	12 1
Total	**480**	**100**	**910**	**100**	**731**	**100**	**900**	**100**	**3021**	**100**
# of Clients										
Commercial	117	26	622	68 4	351	50 1	124	13 8	**1214**	41 0
Industrial	220	49	113	12 4	240	34 2	736	81 8	**1309**	44 2
Service	112	25	175	19 2	110	15 7	40	4 4	**437**	14 8
Total	**449**	**100**	**910**	**100**	**701**	**100**	**900**	**100**	**2960**	**100**

(A) Till Mars 98
(B) Till Jan 98
(C) Distributed up to percentage of clients

Table 8

GSME

Average Amount of loan

	(1) Aswan	Qena	Sohag	Favoum
	%	%	%	%
Average of First Loan	966	960	991	899
Average of second Loan	2736	2399	2379	1760
Average of Third Loan	5114	4798	4442	3116
Average of Fourth Loan	0	9588	9142	3500
(2) Average	**1681**	**1617**	**1948**	**1264**

(1) Calculated from the results of the field study (Sample representes 13 5% of the Societv)
(2) The averqage for each governorate is calculated as Follows

$$\frac{\text{Total Value of Loans Disbursed}}{\text{\# of Loans}}$$

Table 9

GSME Ordinal Numbers of Loans

	Aswan	Qena	Sohag	Favoum
Numbers of Loans				
First	480	910	701	900
Second	206	506	458	379
Third	42	128	154	73
Forth	0	13	16	2
Fifth	0	1	1	0
Total	728	1,558	1,330	1,354
Numbers of Clients by ordinal Number of Loan				
First	274	404	243	521
Second	164	378	304	306
Third	42	115	138	71
Forth	0	12	15	2
Fifth	0	1	1	0
Total	480	910	701	900

Table 10

GSME Number and Value of Loans and Delayed Loans, Repayment Rate, Delinquency Rate, and Portfolio at Risk

	Aswan		Qena		Sohag		Fayoum		Total	
Total # of Loans	675		1511		1330		1354		4870	
Total Value of Loans	1 135 300		2 444 000		2 599 000		1 711 250		31,289,550	
Delayed Payment	Value	#	Value	#	Value	#	Value	#	Value	#
0 -- 30 Days	1185	7	Not Available		500 5	2	2627 5	15		
31 -- 60 Days	1000	3			–	0	3671	10		
61 -- 90 Days	501	1			–	0	5157 5	12		
> 90 Days	8950	10			3808	3	12200	19		
Total	11636	21	16041 ~	36	4308 5	5	23656	56	55641 5	118
Repayment Rate	95 74%		80 5% **		96 60%		94 76%			
Delinquency Rate	2 7%		4 5% **		0 6%		4 0%			
Portfolio at Risk	3 99%		8 3% **		1 72%		6 90%			

(*) as of February 28, 2998
(**) as of December 31, 1997
all other figures for March 31, 1998

Table 11

GSME Turn over Of Loan Capital $\frac{\text{Value of Loans}}{\text{Loan Capital}}$

Qena [a]	$\frac{2\,444\,000}{514446}$	=	4 75	Times
Sohag [a]	$\frac{1777000}{483098}$	=	3 68	Times
Favoum [b]	$\frac{1574500}{540000}$	=	2 92	Times
Aswan [b]	$\frac{1135300}{539000}$	=	2 11	Times
Total (average)	$\frac{6930800}{2076544}$	=	3 34	Times

Source Project Summary As of End Feb 98 (GSMEP)

(a) operating 26 months
(b) Operating 20 months

Table 12

GSME **Percentage Growth in Networth of Enterprises (based on sample surveys)**

Sector	Aswan [a]		Qena [a]		Sohag [a]		Fayoum [b]	
	%	N	%	N	%	N	%	N
Commercial	38 5%	12	8 90%	34	Not Available		0	0
Industrial	28 2%	22	0	4			48%	11
Service	36 90%	26	8 10%	12			27%	2
Total	33 74%	60	8 3%	50	17 39%	70	45%	13

(a) Sample taken from clients with two or more loans
(b) Sample taken from Clients with three or more Loans

Table 13

New Jobs Created Through GSME

	Aswan	Qena	Sohag	Fayoum
Number of Clients in the sample by sector				
Commercial	13	34	Not Available	0
Industrial	22	4		11
Services	26	12		2
Total	61	50	70	13
Numbers of New Jobs in the sample by sector				
Commercial	14	6	115	0
Industry	45	2	77	32
Services	49	2	34	5
Total	108	10	226	37
Number of new Jobs per clients in sample	1 77	0 2	3 23	2 85
Total Number of Clients in population represented by the sample	206 [a]	506 [a]	458 [a]	73 [b]
Estimated Number of New Jobs for Client population represented	365	101	1479	208
Grand Total of New Jobs	2,153			

(a) Sample taken from Clients with two or more Loans
(b) Sample taken from Clients with three or more Loans

Table 14

CID

Present Value and Growth of CID Loan Funds

	Aswan		Qena		Sohag		Fayoum		Total
	# NGO	L E	# NGO	L E	# NGO	L E	# NGO	L E	L E
Amount disbursed	~~29~~ 30	624 828	30	671 000	30	671 920	30	600 000	**2,567,748**
Loan Fund at P O *	30	1164313	30	803282	30	848987	30	809283	**3,625,865**
Loan Fund 12/96	16	855318	19	1050594	—	—		—	
Loan Fund 12/97	16	950376	18	1202973	—	—		—	
Loan Fund 3/98	15	1012403			25	1716247	8	453870	
Most Recent Total Value of Loan Fund for 66 ENGOs **									**4,385,493**
(Estimated) Total Value of all Loan Funds Now									**7,973,624**
% Growth to P O		86%		20%		26%		35%	(++) **42%**
% Growth from P O to Present		74%		(+) 149%		143%		110%	(++) **119%**
% Total Growth		224%		199%		207%		184%	(++) **204%**

(*) Phase Over
(**) Total of Aswan Sohag, Fayoum as of March 31, 1998 Plus Qena, December 31, 1997
(+) % Growth from P O through December 1997
(++) Average $\frac{\text{Average loan fund at 3/98 (-) average of amount disbursed (per FNGO)}}{\text{Average amount disbursed (per ENGO)}}$

Table 15

CID Number & Value of Loans at phase - over

At phase -over	Aswan		Qena		Sohag		Fayoum		Total	
		%		%		%		%		%
# of Loans										
# M	1500	66	1690	58	3035	60	2105	59	**8330**	**61**
# F	758	34	1210	42	2011	40	1437	41	**5416**	**39**
# T	2258	100	2900	100	5046	100	3542	100	**13746**	**100**
Value of Loans	**1586996**		**1729434**		**1981358**		**1974442**		**7272230**	

Table 16

CID Number & Value of loans disbursed - Cumulative total through March, 1998

	(+) Aswan		Qena		Sohag		(++) Fayoum		Total	
		%		%		%		%		%
# of Loans Disbursed										
M	5403	69					2105	62 3		
F	2426	31					1437	37 7		
Total	7829	100	9580		19026		3542	100		
Value of Loans Disbursed										
M										
F										
Total	5847480		6,124 798		9,049,466		1,974,442		22996186	

(+) # & value of date = at P O + 1995+ 97,98
(++) Only at P O for 24 NGOs

Table 17

CID

(Estimated) Number of Loan Beneficiares
(Cumulative through March, 1998)

	Aswan	Qena	Sohag	Fayoum	Total
Reported Number	25225	52285	105433	27315	
Number of ENGOs	16	20	30	10	
Estimated Total	**47297**	**78428**	**105433**	**81945**	**313103**

Table 18

CID Value of Loans From Januarv 1, 1997 to December 31, 1997 (or March31, 1998)

	Aswan	Qena	Sohag	Fayoum*
Numbei of Loans Reported				
Male	939	1194	3833	
Female	299	1170	1093	
Total	1238	2364	4926	
Value of Loans	938960	1437279	1951273	
Size of Sample	16	20	30	
Estimated Total Number of Loans	2321	3546	4926	
Estimated Total Value of Loans	1,760,550	2,155,919	1,951,273	

Table 19

CID Number & Value of Delinquent Loans and Defaults

	Aswan		Qena		Sohag		Fayoum	
		%		%		%		%
# of Delinquent loans	207							
Value of Delinquent loans	32977		42880					
# of default	35							
Value of defult	10049							
(Average) Repayment Rate	94 7				95 1		95 4	

Table 20

CID Turn over of amount disbursed

Aswan	Qena	Sohag	Fayoum
8 8	13 5	12 2	15 2*

*** Based on a sample of 5 ENGOs**

Cumulative value of loans through March 1998
Amount disbursed by CARE plus 10% community contribution

Table 21