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BRINGING DEVELOPMENTAL CHANGE TO RURAL EGYPT:
A STUDY OF THE ORGANIZATION FOR THE RECONSTRUCTION
AND DEVELOPMENT OF THE EGYPTIAN VILLAGE

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INTRODUCTION

The Organization for the Reconstruction and Development of the Egyptian Village (ORDEV) sprang from a determination at the highest levels of the Government of the Arab Republic of Egypt that there was a need to initiate a new effort to bring change and modernization to traditional Egyptian villages.¹ It was articulated in a major address by President Anwar El Sadat on July 23, 1971. Funding for this effort was established in late 1972, and ORDEV as a national organization under the Ministry of Local Government came into being in early 1973.

The first two years' efforts of ORDEV were concentrated in 17 pilot villages where a large array of projects were sponsored and completed. Funding for these projects totalled L.E.1,500,000.² From 1975, the Ministry of Local Government directed ORDEV to broaden its coverage, and provided L.E.1,800,000 for the expansion of the program into 111

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1. This study is a result of discussions between Mobarek Rifai, Deputy Minister for Local Government and Chief Executive of ORDEV, and Patrick Demongeot, Agency for International Development (AID/Cairo). The research was conducted by Donald R. Mickelwait and Charles F. Sweet, both of Development Alternatives, Inc., Washington D.C. The opinions expressed in this study are those of the authors and do not represent an official statement of the Government of the United States.
 2. All figures in this study are in Egyptian pounds. At the time of the study, the official conversion rate was .645 U.S. dollars for each Egyptian pound (L.E.); the dollar equivalent is therefore about 1.5 times the L.E. value.

additional village clusters governed by village councils.¹ Also in 1975, a new law provided for the direct election of local councils as well as for the gradual devolving of a number of planning, supervisory and funding responsibilities from appointed government officials to these councils. At the beginning of 1976, ORDEV was allocated L.E. 2.5 million for operations during the first six months of the year, with an additional 2.5 million projected for the remainder of the year.

Although the ORDEV professional staff in Cairo number only 30, the organization has control over more project resources (other than salaries) which impact directly at the village level than most Egyptian agencies engaged in rural development activities. As a result of the growing reliance on ORDEV's ability to bring change to the Egyptian countryside, and also as a result of the restructuring of its local government system, this study was undertaken during February and March of 1976. The study addresses three basic questions

Is the development approach being implemented by ORDEV the most effective method of bringing developmental change to rural Egyptian villages?

How can the impact on village development of ORDEV and other government agencies be effectively monitored and evaluated?

In what ways can foreign donor assistance be channeled into ORDEV's program to speed the rural development process?

1. The fiscal year for the GOARE is the calendar year beginning on January 1 and extending through 31 December. Funding for government agencies is provided in two portions, each covering a six-month period.

2

These questions are examined in the three major sections of this report, beginning with an analysis of the ORDEV program set in the context of the rural Egyptian environment. Particular reference is made to the newly-designated, (and still-to-be-determined) relations between the recently-elected representatives of the local population and the many government employees who are engaged in providing rural services.

It should be noted that this report is written for ORDEV, but has the added purpose of explaining ORDEV, as we have viewed it, to the English-speaking development community.¹ Few ORDEV publications are in English, and so far as we could determine, we arranged the first translation of Public Law 52 on the reorganization of local government in the ARE. Therefore, a good deal of what is contained in the report is well-known to ORDEV but may be useful to others, especially foreign donors desiring to assist in development projects aimed at the 20 million rural people who live in the 4,200 Egyptian villages.

1. Obviously, this study could not have been done without the active cooperation of the ORDEV Cairo staff who spent long hours in patient explanation of their program, and the field staff at the Governorate and village levels. Their spontaneous assistance was greatly appreciated.

PART I: AN ANALYSIS OF THE ORDEV PROGRAM

Overview

Different rural development strategies have been tried in Egypt over the past 40 years. In the 1930s and 1940s, social centers were established with agricultural, health and social affairs units. The major concentration of the staff of these centers was on gaining community confidence and then its participation in development through the infusion of small doses of development resources. Later, in 1955, the combined units were first inaugurated by President Nasser to provide expanded services to the rural population. About 350 such units, out of the 868 projected, were constructed and launched, though with little participation of the rural population in the determination, use and assessment of these services.¹ However, elected advisory boards were established in 1965-66 which became the forerunners of today's village councils.

Even though agricultural cooperatives were formed as early as 1908, the major expansion of the cooperative movement started

1. For an assessment of the combined units, see James B. Mayfield's Local Institutions and Egyptian Rural Development (1974) published by Cornell University's Rural Development Committee, pp. 74-84. Mayfield's assessment that the combined units were ineffectual in bringing about developmental change, mainly because of centralized control and decision making, was corroborated during many of our conversations with Egyptian government officials and academics.

in 1952 with the passage of the land reform legislation. In 1952, there were 1727 cooperatives with about 500,000 members; the number has grown to over 5,000 with a membership of three million farmers. Significant powers, under the supervision of Ministry of Agriculture personnel, have been granted to the cooperatives; granting of loans, delivery of agricultural supplies, organizing the cultivation and utilization of land, the marketing of crops, and the provision of other agricultural and social services. Serious questions have been raised regarding the quality of services provided by the agricultural cooperatives and the distribution of benefits from cooperative activities.¹

Senior ORDEV officials have participated in and examined these past attempts to promote rural development in Egypt. From their experiences and their experimentation in the 17 pilot villages, they have developed an approach to rural development which incorporates the following elements:

promoting popular involvement in decision-making so that development activities are tailored to village needs and production potentials;

increasing local-level financial resources through initial investments in village income-generating activities.

1. As will become evident in this paper, there has been little documentation on village-level decision-making and on the dynamics of developmental change at the local level. However, there is an excellent analysis of the problems of agricultural cooperatives, entitled "The Institutional Factors Obstructing Rural Development in the Newly Reclaimed Areas of the North-Western Delta as Demonstrated by the Case Study of Agricultural Cooperatives." It was prepared by Dr. Helmi R. Tadros, Social Research Center, The American University in Cairo (1976). Several academics and ORDEV officials contended that the major benefits of cooperative activities went to large farmers and members of the Arab Socialist Union; however, we could not find documentation on the distributional effects of any government activities.

entering into competition with other public agencies (e.g. the agricultural cooperatives) to improve services and opportunities for improved agricultural production and rural family income;

planning the physical development of villages and assisting in the implementation of these plans to improve the quality of life in rural areas as well as to help stem urban migration;

improving the coordination among government agencies so that the planning and implementation of rural development activities are integrated; and

devolving increasing responsibilities for development decision-making to lower-level and more representative groups as organizational and management capabilities improve and as more funds are generated and controlled locally.

In essence, ORDEV is reinforcing the current development trends in Egypt--integrated and comprehensive planning and decentralization through devolving power to popularly-elected local councils. Starting with self-sustaining investments at the village level, ORDEV is seeking to involve the rural population in the development process. Of critical importance to this effort is promoting local involvement in decision-making, in particular decision-making on how locally-generated resources are spent. Further ORDEV is prepared to meet head-on some of the problems of Egyptian agricultural services, initially by providing alternative paths to mechanization.

Before an assessment can be made of the ORDEV program, the rural environment in which it operates, especially the changing local political/administrative system, must be understood. This is discussed below.

The Changing Political/Administrative System in Rural Egypt

Introduction

The Egyptian political/administrative system is in the process of transition with the creation of locally-elected councils and the designation of their responsibilities under Public Law 52 which was enacted in 1975.¹ This section will examine the implications of the changes underway, providing a basis for an analysis of the ORDEV program. It starts with an outline of the administrative structure in rural Egypt and then discusses the actual and projected changes brought about by the new legislation and elections.

An Outline of the Administrative Structure in Rural Egypt

The administrative structure of Egypt encompasses all the country that is inhabited. It is divided into units which have responsibility for geographic areas rather than just population concentrations. Starting with the lowest level, we find:

Small Hamlets: The number of hamlets is about 29,000. Each of the hamlets has either an elected headman or a policeman appointed as headman. (Approximately 25 percent of the hamlets have policemen as headmen.) The primary responsibility of the headman is to keep the basic birth/death statistics.

See Annex C for a translation of Public Law 52.

Villages: There are 4,200 villages to which the 29,000 hamlets are attached. If a village is not a central village (one which is the seat of the village council), it has the same structure as the hamlet with an elected headman or policeman appointed as headman. (It should be noted that there is a clear distinction in rural Egypt between hamlet and village. With increasing size, a hamlet can be designated as a village.)

Village Councils: There are 750 village councils.¹ Each village council is situated in a central village and governs a cluster of four to six villages which may include 28 to 50 hamlets. The average size of the population under the jurisdiction of the village council is 27,000 people. Under the new law, the Council is elected, and is supported by an Executive Committee consisting of government employees assigned to the village level.

Towns: There are 150 towns with their own elected councils, supported by a government executive committee.

Districts: The number of districts is 128, comprising all 150 towns and 750 village councils. Even though the districts have been traditionally designated, one innovation under the new law is making the district an administrative level. Each district has an elected council, supported by as yet undeveloped government executive committee.

Governorates: There are 25 Governorates which govern the districts, towns, villages and hamlets within their geographic jurisdictions. The Governorate has an elected council and an Executive Committee headed by a Governor who is appointed by the President.

This brief overview is only meant to present the basic administrative units and their jurisdictions in rural Egypt. We now turn to the question of how the system works and is changing.

In 1970, there were 973 village councils but this number was reduced to 750 councils in 1974 for reasons of efficiency and economies of scale.

2. All eligible voters within a Governorate elect representatives to the village, district and governorate councils under the new law. Separate slates are prepared; an individual cannot seek election to more than one council.

The Local System Prior to Public Law 52

Even though a system of local councils was introduced in Egypt as early as 1798, the government has only recently taken serious steps to decentralize decision-making through the devolution of power to lower levels of government and through the creation of village councils. The turning point towards decentralization was in late 1960 when a new system of local government was introduced. At the time, Dr. al-Sayyid Mahmoud Zaki stated the reasons for the shift in government policy--reasons which are currently echoed by Egyptian government officials and academics when describing the rationale for Public Law 52. He said:

1. In view of the needs of the rapidly increasing population, the provision of various services to local communities has become beyond the capacity of the Central Government. Local communities can deal better with their own problems, introduce suitable measures and secure the full participation of the people.
2. Projects executed by the Central Government are usually of a prototype nature. Projects corresponding to the varied needs of local communities could best be developed by local authorities.
3. The participation of the people in the development of their communities can be well achieved through local administration. They become more cooperative and more receptive to new ideas when they take an active part in the betterment of their own communities.
4. Rendering local services through elected councils is an effective way of training people in practicing real democracy. Efficient local councils can play an important role in the welfare of the community they serve as well as in the development of the country at large.

5. Local administration ensures a fairer and better distribution of financial resources.¹

Translating these ideas into active policies and programs has been a gradual process which is still continuing today.

Village councils were formed in the 1960s, with the same process of membership selection continuing through 1975.

The councils consisted of three types of members:

1. "Elected" members (usually not less than twelve) who were chosen from the Arab Socialist Union (ASU) committee representing the village area. There was no opportunity for villagers to directly elect their representatives; instead, the representatives emerged from the ASU elections and leadership selection process, with the final selection being made by the Ministry of Local Government.
2. Selected members (usually two) who were chosen by the local administrative structure because of their past contributions to village development; they too had to be members of the ASU.
3. Ex officio members who were the six government officials generally assigned to the combined unit. They included: the village schoolmaster representing the Ministry of Education; the village doctor representing the Ministry of Health; the village agronomist or overseer of the village agricultural cooperative representing the Ministry of Agriculture; the village engineer representing the Ministry of Housing; and the village police officer representing the Ministry of Interior. The Chairman of the Village Council was selected by the Ministry of Local Government.

Major responsibilities of the village councils were functional in nature (e.g. agriculture, health, etc.) and were specified in great detail. In the mid-1960's, Mayfield conducted an

1. This quote and the following summary of the local political/administrative system prior to Public Law 52 are taken from Mayfield's study, op. cit., pp. 66 - 131.

of the performance of these councils, and found that only a small portion (an estimated ten percent) were effective; these were councils that were composed of "active" government officials and "progressive" landowners--ones in tune with the reform goals of the government. Further, he found that performance was thwarted mainly by "feudal" landowners and/or by "passive" government officials.

In 1974, Mayfield revisited Egypt, and on the basis of field visits to a small number of councils, suggested that some changes were taking place. His main observations included:

1. In smaller villages, usually less than 10,000 people, the social structure was usually shaped by a limited number of families. In these societies, the concept of competing candidates for ASU positions remained alien.
2. In larger villages, traditional family influence was on the wane, and ASU elections were characterized by a large number of competing candidates.
3. An increasing willingness on the parts of village council members to discuss their problems openly and candidly was evidenced. Further, the availability of resources for local initiatives had become a concern.

These observations indicate that the process of political development is underway, though traditional family influence remains strong in smaller villages. Moreover, these observations and the summary of how the local political/administrative system worked in the past provide a perspective from which to view the most recent changes.

The Local System under Public Law 52

In 1975, Public Law 52 was enacted, with new rules concerning the formation of local councils and their assignments. It stipulates that each unit of local government should have a council directly elected by the local population. Moreover, it requires that 50 percent of the members of these councils be workers and peasants, according to the definition provided by the Constitution.¹ Further, it shifts responsibility for the planning, financing and implementation of development activities to lower levels of government.

The legislation represents a major step towards the development of a system of local autonomy to which President Sadat appears committed. As noted above, it also follows the current trends in Egyptian political development, opening new opportunities for the local population to become involved in decision-making. While it is too early to judge the full implications of the act and of the elections that were held in late 1975, it is possible to delineate the main changes in the local system and project some consequences.

The Village Level

The Village Council: The law establishes a village council which must not have less than 16 members. The composition

1. The guidelines for insuring that 50 percent of the members of the local councils be peasants and workers are unclear. According to Egyptian academics, the rough definition would be an individual whose family owns less than 25 feddans.

of each council is proportionate to the population in the central village (which is the headquarters of the council) and the five or six villages that are governed by it. The central village must be represented by at least four members while each of the other villages must have at least one representative.

The conditions for membership on the village council (as well as the district and governorate councils) are:

1. citizen of the Arab Republic (of Egypt);
2. twenty years of age, at least on election day;
3. registered in the electoral tables of the local unit which governs the constituency where he has residence and will be a candidate;
4. literate, i.e. is able to read and write; and
5. has performed his compulsory military service, or has been exempted from it according to the law.

The law further stipulates that an individual cannot be a candidate for more than one council and that the personnel of the armed forces, police and judicial branch must resign before becoming candidates (which is a significant difference from the previous system). Of importance is that the new act did not stipulate that members of the local councils must be members of the ASU. Unlike the old system, political status is not a prerequisite for council membership which may further increase competition for leadership positions at the local level.

The village council has the responsibility to elect its own chairman and vice-chairman, at least one of whom has to be a farmer or a workman. In the past, the chairman was

selected by the Ministry of Local Government. How much power the chairman will have, especially with a government-appointed Village Executive Officer (see below) operating in the same village area, remains to be seen (though indications from our field visits are that the government appointee retains primary authority over village operations).

The responsibilities of the village councils include: the planning of development activities, the drafting and approval of village budgets, the implementation of the development activities, and the generation of new initiatives, particularly in agriculture, which take advantage of locally-available resources. The law states that the village council will have responsibility for paying the salaries of government officials assigned to its village area, beginning in 1976. The purpose of this provision is to insure that government officials are accountable to the local council. However, Egyptian officials said that this provision is only being implemented at the Government level, and that it will be some time before the village councils can assume this responsibility.

Village Financial Resources: Under the new act, the village council will have two budgets. The main budget will be yearly (with the excess returned to the Treasury at the end of the year), and will cover the inputs provided by the line ministries and the permanent operating expenses of the village council. The second budget covers the expenditure of funds

generated by the village council. This special account can be carried from year-to-year, and can be used at the discretion of the village council, though with the approval of the government. It provides a rapid response mechanism to meet village needs.

To cover the expenditures under the main village council budget, the law specifies that 75 percent of the funds generated by the land taxes will be returned to the village council. For the average village council, this means approximately L.E. 30,000. This amount is supplemented by other sources such as other taxes, government subsidies, and duties.¹ ORDEV officials estimated that the average budget for a village is about L.E. 40-45,000. During 1976, the line ministries are continuing to channel their inputs to villages separately, but the new system is supposed to come into effect the coming year. The eventual aim of the new system is to promote integrated development at the village level, financed by locally-generated revenues.

Funds for the Village Special Account will come from several sources: a portion of certain types of duties, revenue from village production projects, the social services portion of the profits of the agricultural cooperatives, donations, and subsidies and contributions from international agencies. Such an account will allow the village council flexibility in meeting village needs as well as investing in economic development activities. One main thrust of the legislation is encouraging investments in new income-generating enterprises.

¹ The source of village finances are delineated in Chapter II, Articles 69 and 70. See Annex C.

The Village Executive Committee: Public Law 52 establishes a village executive committee for each village council which consists of the heads of the government agencies assigned to the village area. In contrast to the previous system, these officials are not members of the village council.

The village executive committee is to be chaired by a village executive officer who is primarily responsible for assisting the village council with planning and financial management as well as for coordinating the activities of government agencies. He is appointed by the Governor rather than the Ministry of Local Government as has been the case in the past; this is another indicator of the extent to which decentralization is taking place. The other members of the executive committee will include representatives of:

- . the Ministry of Health
- . the Ministry of Education
- . the Ministry of Social Affairs
- . the Ministry of Agriculture
- . the Ministry of Housing
- . the Ministry of Interior

While the executive committee has been established to assist the village council in shaping and implementing its development plan and budget, it may continue to dominate village level decisionmaking. For example, in the villages that we visited, the village executive officer appeared to be the primary decision-maker, with the elected chairmen of the village councils nowhere in evidence. However, this situation may change as decisions regarding the commitment of locally-generated funds are made, and the village council members recognize that their re-election will depend on their ability to deliver resources and services.

Possible Implications of the New System at the Village

Level: The new legislation provides the basis for shifting more power to the village level. Further, it creates a mechanism for involving people in development through the establishment of directly elected village councils. Even though elections were held only a few months ago, some critical issues are being raised which have implications for how the system will function in the future, especially what impact it will have on development.

The first issue involves the representativeness of the leaders elected to the village council. Past research by Egyptian academics confirm Mayfield's impression that the leadership structure of the Egyptian village, especially in smaller villages, is very narrow.¹ Major landholding families dominate the leadership of the agricultural cooperatives, the elected Boards which oversee social affairs, and the ASU. A look at the landholding pattern in one of the villages that we visited suggests the degree of disparity that may exist in Egyptian villages.

Landholdings in Masaret-Malury

Size of Holding (in feddans)	Number of Farmers	Total Number of Feddans Under Cultivation
Under 1	668	301
1 - 3	298	485
3 - 5	43	159
5 - 10	8	60
10 - 50	10	203

1. This has been shown by research studies conducted by the Social Research Council, American University at Cairo and by the Faculty of Political Science and Economics, Cairo

In this village, at the time of the election, the major families got together and decided the slate for the village council. Indeed, the academics at Assiut University at Minia said that this was a common pattern in the villages throughout that Governorate.¹ The real question is whether the leadership base of such villages can be expanded so that the interests of the smallholders are represented. One positive indicator is Mayfield's observation that there was growing competition for ASU leadership positions, and that advancement in the ASU was being based on the number of votes a person receives rather than the former system of predetermined selection.² It may be that this competition will spread to the smaller and more traditional villages. Initially, such a process is likely to be disruptive, causing minor family wars and introducing an element of uncertainty into village life. Gradually, the traditional leaders may be successfully challenged by a new breed of local leader who is able to convince his fellow villagers that he can offer a better distribution of benefits from the budget of the village council.

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1. These same academics noted that there were competing candidates for the district and governorate councils, with some opposition candidates to traditional families winning. Further, they said that about 50 percent of all the eligible voters in the Governorate participated in the local council elections, with little variation in turnout between urban and rural areas.
 2. Mayfield, op. cit., pp. 116-20

A second issue is whether the village council will be an effective mechanism for mobilizing the people in the development effort. The village council is not a community structure, but an amalgamation of several communities. One fear, expressed by ORDEV officials and Egyptian academics, is that the major development effort will be concentrated in the central village without the benefits spreading to the satellite villages. There may be a need to build a supporting organizational network to the village council, which opens up more opportunities for involvement within individual villages. For example, it may be more efficacious for income generating activities to be carried out by individual villages or other smaller units. Such an arrangement would bring development activities closer to natural and more representative groupings, facilitating their implementation as well as helping to insure that the benefits of these activities reach poorer elements. As economies of scale and management needs dictate, then larger projects could be carried out by the village council.

There are several other issues which all relate to the question of how to increase the power and capabilities of the village council. In part, this can be achieved by giving them control over funds. Also, their power can be enhanced if the members acquire information on what is happening within their village area so that they can bargain more effectively for improved government services. Developing a capability to collect and examine this information within the village councils will be a key to tailoring development efforts to local needs and po-

The District Level

Public Law 52 provides for the election of a District Council which consists of eight representatives from the capital city and four representatives from each village council area. The new act also provides for a District Executive Committee, headed by a District Chief Executive Officer who is appointed by the Governor.

The creation of the district as an administrative unit is an innovation brought about by the new legislation. In the past, there has been a direct relationship between the Governorate and the Village Council. The government reform advocates, who helped write the law, envision the district being a major unit for providing guidance and assistance to the Village Council. They see it as a means for reducing the power of the Governorate and increasing the efficiency and effectiveness of the local government system. Further the district is perceived to be a viable economic production unit in contrast to many village council areas.¹ However, government capabilities at the district level have not been developed as yet so this unit has little influence on village development. As described by one academic, the District Chief Executive Officer now functions like an "Egyptian traffic cop" who is attempting to control the flow of traffic between the village councils and Governorates.

1. These observations were made by Dr. Ahmad Rachid, an expert in public administration at Cairo University.

The Governorate Level

The new law also establishes an elected council at the Governorate level as well as an executive council chaired by the Governor. Under the new system, the Governorate remains a powerful unit, with the discretion to determine in which villages line ministry funds are spent. The Governorate has received several new powers which affect village development:

1. The Governorate approves the plans of the Village Councils before they are submitted to the national level.
2. The Governor now appoints the Village Chief Executive Officers.
3. The Governorate has acquired the power to hire, fire, locate and promote all government officials in the Governorate 2nd degree level and below.¹ This change was partly in response to the problem of line ministries shifting their personnel without regard to local needs.
4. The Governorate has increased authority to invest in village level development projects.

Even though the inter-relationships between the Governor (and his staff) and the elected Governorate council have not been established, it is probable that the council will be mainly advisory because members cannot compete with the planning and financial management skills at the Governorate level.² However, in Minia Governorate, one trend is developing--village leaders are coming to the elected members of the Governorate Council requesting their assistance in intervening with the Governor for additional resources. ³

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1. The Egyptian civil service has three levels, with the Third Degree being the highest. Most village level workers are either first or second degree at most.
 2. This is also an observation of Dr. Rachid.

Preliminary Conclusions

Public Law 52 has introduced several innovations which will further the process of decentralization in Egypt. The manner in which these changes are implemented will determine their impact on rural development. The critical problem lies at the village level where the local population appears to be little affected by previous attempts to bring about developmental change. The system is now in place which allows opportunities for increased popular involvement in decision-making, and hopefully through this involvement greater participation in the costs and benefits of local development. Helping to achieve this is the basic goal of the ORDEV program.

The ORDEV Organization and Program

Introduction

ORDEV's basic goal is to bring developmental change to Egyptian villages. Its approach reinforces the current development policies of the Sadat Administration, those of devolving power to locally-elected councils and of gradually building local autonomy. To speed this process, ORDEV has developed a five-year plan to extend its assistance to all 750 village councils; the implementation of this plan officially started in 1976, though 128 village councils (one in each district) were involved in the 1975 ORDEV program and 17 of these were pilot villages (1972-74).

ORDEV's Objectives and How They Are To Be Accomplished

Early in its program ORDEV attempted to do for the 17 pilot villages what other ministries were supposed to do but were not. However, through experimentation, ORDEV has narrowed its objectives and scope of activities for accomplishing them. To a large extent, ORDEV has evolved a process for involving people in development which fits into the changing rural political/administrative system. What follows are ORDEV's objectives in implementing this process, with a brief description of how they are to be accomplished.

1. Promoting popular involvement in decision-making so that development activities are tailored to village needs and production potentials.

ORDEV's focus is on the village council. Working through the village executive officer (who has received training by ORDEV), village council members are being encouraged to help shape the plan and budget for their area. Under the new law, they are responsible for drafting and approval of these plans though they are hindered by a lack of experience and training. ORDEV plans call for the training of the elected members of its sponsored councils. Further, ORDEV attempts to respond to the initiatives which come out of the council's planning sessions, either through its own budget or through lobbying for resources from other ministries. ORDEV officials recognize that time will be required before there is any meaningful local involvement in decision-making, especially involvement which extends beyond the elected representatives. Their aim is to set the process in motion.

2. Increasing local-level financial resources through initial investments in village income-generating activities.

The first ORDEV funds channeled to a village are mainly for economic projects. ORDEV has developed a number of possible income-generating activities for village councils to consider. These activities are initiated through the village councils with the anticipation that the profits will be fed into the Village Special Account (described in the previous section)

for use by the village council as it sees fit. By an initial concentration on economic projects, ORDEV hopes to build local financial resources so that village needs can be met rapidly without continued government subsidization. Further, it is anticipated that the presence of these "untied" resources will stimulate local debate over their use, perhaps leading to greater involvement in overall village decision-making.

3. Increasing agricultural production and rural family income by entering into direct competition with other public agencies (e.g. agricultural cooperatives) which provide agricultural services.

A major portion of ORDEV's budget for economic projects is devoted to agricultural mechanization. This emphasis was motivated by the need to improve services and opportunities for increased agricultural production--a mandate under the new law for the village councils. Also, it was motivated by a concern about who was benefitting from the activities of the agricultural cooperatives. By investing in agricultural mechanization projects, it enters into direct competition with the cooperatives which may lead to improved services as well as increased equity.

4. Planning the physical development of villages and assisting in the implementation of these plans to improve the quality of life in rural areas as well as to help stem urban migration.

During the first year of assistance to a village, ORDEV prepares a physical plan for the village. Assistance in implementing these plans takes the form of widening streets,

improving public utilities and constructing housing and minor public buildings. The low-cost housing program is usually set up so that the owner and ORDEV each pays 20 percent of the cost, and then the owner pays the remaining 60 percent off through a 20-year, no-interest loan. These payments are made to the Special Account of the Village Council, constituting another source of funds under village control. Eventually, ORDEV plans to assist in village road rehabilitation.¹

5. Improving the coordination among government agencies so that the planning and implementation of rural development activities are integrated.

ORDEV performs coordination roles at the village, Governorate and national levels. At the village level, this is effected through the executive committee in its assistance to the village council; as it did for the government officials in the 17 pilot villages, ORDEV plans to hold integrated training sessions for the members of these committees. (Currently only the village executive officer is receiving ORDEV training.) At the governorate level, the ORDEV staff members seek approval for the integrated plan prepared by the village executive committee and council and encourages line ministry department heads to provide their designated inputs. A similar role is performed by the ORDEV Cairo staff. Presently, there is no system which allows an evaluation of how effective ORDEV's coordination has been.²

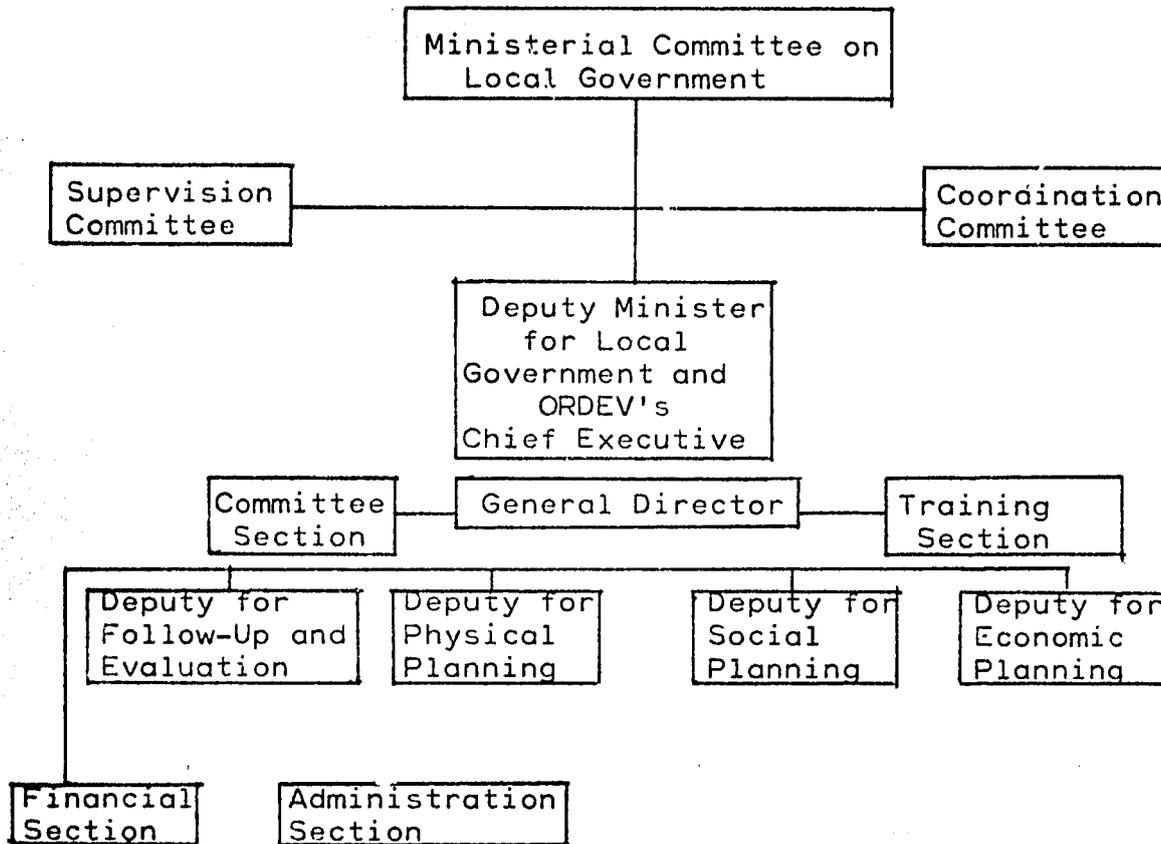
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1. When ORDEV officials were asked whether village road rehabilitation should be an area for ORDEV activity, they said that no other ministry had this responsibility. The public works ministry is only responsible for main roads.
 2. See Part II for suggestions on how ORDEV might strengthen its coordination role through the creation of a system to

6. Devolving increasing responsibilities for development decision-making to lower-level and more representative groups as local organizational and management capabilities improve and as more funds are generated and controlled.

This is the continuing aim of the ORDEV program which is supported by the combination of objectives and activities described above. From the earlier discussion of village level decision-making in the changing political/administrative system, some of the major obstacles (i.e. the influence of traditional families and the relationship between the central and satellite villages under the jurisdiction of a council) that ORDEV is attempting to overcome are evident. Through its research program and continued experimentation, ORDEV is looking for new answers on how to carry out this broad objective more effectively, believing that it is the key to bringing developmental change to rural villages.

The ORDEV Organizational Structure

To carry out its work, ORDEV has staff at the Cairo and governorate levels, supported by a series of policy and programming committees. The following chart presents ORDEV's central organization:



Overall policy for ORDEV is formulated by the Ministerial Committee on Local Government.¹ It is chaired by the Prime Minister or his designate, and consists of the Ministers for:

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1. The central policy direction structure for ORDEV may change if the projected changes in the Government of the Arab Republic of Egypt take place. It is anticipated that an announcement will be made on about 20 March 1976 that the size of the cabinet will be reduced to six or seven senior ministers or Vice Deputy Prime Ministers who will have responsibility for a set of ministries. Under the cabinet, there will be a council of ministers similar in composition to the current cabinet. Initially this change should not affect the operations of individual ministries, though over the long run it is hoped that some consolidation of staff and programs will take place. It should be noted that the Ministry of Local Government (and before that, the Ministry of Local Administration) has always been under the Prime Minister.

Local Government
Social Affairs
Education
Agriculture
Health
Food Distribution
Housing
Finance
Planning

This committee meets monthly, and is where funding levels are established for ORDEV as well as the contributions from line ministries to ORDEV villages. The Coordinating Committee consists of the Under-Secretaries for the same ministries plus: Irrigation, Rural Electricity and Culture. The Coordinating Committee meets about every three months, and has the responsibility of insuring that resource commitments are made according to the decisions of the Ministerial Committee.

The Supervision Committee consists of leading experts in the fields of physical, economic and social planning. It is chaired by the Deputy Minister for Local Government who is ORDEV's Chief Executive. This committee has four subcommittees (social, economic, physical planning and administration) which provides guidance on ORDEV's research and operations. The ORDEV Deputies or Department Heads are members of the various subcommittees.

The Cairo staff of ORDEV is small with only 30 professionals, several of whom just joined the staff. It is headed by the Deputy Minister for Local Government (rural) and a group of men who started their careers as agriculturalists with the social centers. The central staff has four main divisions:

1. Economic Planning which has responsibility for the design and review of income-generating projects;
2. Social Planning which has responsibility for the designing and review of non-line ministry social

training girls in handicrafts and village youth centers at the present time.

3. Physical Planning which prepares the detailed village plans as well as designs low-cost houses and buildings; and
4. Follow-Up and Evaluation which handles the ORDEV reporting, monitoring and evaluation system.

As yet, a permanent training staff has not been developed though this should occur when the new ORDEV training center is completed in Giza. The Cairo staff is supplemented by groups of co-operating academics who are mainly involved in the ORDEV research program. Both the training and research programs of ORDEV are described below.

At the Governorate level, ORDEV normally has four officers: the Head of the ORDEV unit, and officers-in-charge of social, economic and physical planning. The field staff numbers about 80 professionals (operating in 20 Governorates). Although the village chief executive officers are not formally part of the ORDEV staff, they receive special training and assume major responsibilities for program planning and implementation.

ORDEV's Geographic Coverage

The governorates nominate the village councils to be included in the ORDEV program. ORDEV operates in 20 Governorates, with the following breakout:¹

1. Five Governorates do not have village councils: Port Said, Suez, Red Sea and Sinai.

Location of ORDEV Villages

Governorate	Villages in 1976 Plan	Villages in 1975 Plan	Pilot Villages (1972-74)	Total
Alexandria	3	-	-	3
Ismailia	5	-	-	5
Kalioubia	8	6	1	15
Sharkia	13	9	1	23
Dakahlia	14	8	1	23
Damiat	4	3	-	7
Menoufia	11	7	1	19
Gharbia	10	7	1	18
Kafr El Sheikh	8	7	1	16
Beheira	11	10	1	22
Guizeh	8	4	1	13
Fayoum	7	4	1	12
Minia	12	8	1	21
Assiout	9	8	1	18
Sohag	8	10	1	19
Keneh	8	6	2	16
Assuan	3	3	2	8
Matrouh	2	3	-	5
Wadi Gedid	2	2	-	4
	155	111	17	283

ORDEV's Programming and Budgeting Process

The ORDEV programming process starts in the selected villages. A plan for the village council is developed which stipulates which activities are to be funded by a combination of village council resources supplemented by ORDEV funding. The purpose of the formulation of the plan is to encourage the involvement of the

lected representatives on the village council. However, this involvement has been difficult to achieve so the tendency in many villages has been for the executive committee to formulate the plan, and present it to the village council for its approval, in line with the provisions of Public Law 52.¹

After the village area plan is formulated (including the projects to be submitted to ORDEV), it is submitted to the governorate level--by-passing the district level (though this may change as district government capabilities expand.) The governorate executive committee (the Governor and line ministry representatives) reviews the village plan for technical soundness and in terms of the projected funds that will be available to the region; it is at the governorate level where village and district plans are initially brought in line with available resources which gives this level considerable power. Further the Governor has the right to veto any activity that he deems to be inadvisable. With the ORDEV governorate staff performing the coordination role, a final plan is prepared and submitted to the national level.

After the ORDEV Cairo staff receives the governorate plans for the ORDEV village councils, they review each activity to be supported. Usually, the ORDEV governorate head and the village executive officer come to Cairo to explain the details of the projects. ORDEV then prepares the plan and funding requirements for its own activities and a document which outlined the requirements from the line ministries. These are then submitted to the

1. ORDEV's project submission form may be found in Annex A.
It is interesting to note that only government officials have

Inter-Ministerial Committee on Local Government for its approval of both the ORDEV budget and the requirements from other ministries.¹

This is a brief description of a complex process but it gives an indication of how decisions are made. The question becomes one of how do these decisions translate into resources for the ORDEV villages--what levels and for what purposes?

What It Means to be an ORDEV Village

To see the scope of ORDEV activities and its levels of funding for village councils, we examined the budgets of twelve villages in Kalioubia Governorate--the first six received support under the 1975 and 1976 plans and the second six were villages added in 1976. The results were as follows:

Kalioubia Village Councils in 1975 and 1976 Program

<u>Projects</u>	<u>1975 Funds (in L.E.s)</u>	<u>1976 Funds (in L.E.s)</u>	<u>Project Classification</u>
Village I (total)	12,739	7,000	
Physical Planning	700		Physical
Youth Center	500		Social
Agricultural Equipment	4,472		Economic
Poultry-raising	6,070		Economic
Land Improvement/water/ electricity		5,000	Physical
Village Improvements		2,000	Physical

-
1. As was pointed out above, ORDEV has no system which can document whether the inputs from other ministries have been made. If the requirements are in line with government policy, there appears to be no problem in getting the agreement of the line ministries; the problem comes when the funds are allotted to the governorate. If the funds are below the requested amount (for a line ministry), then the Governorate Executive Committee decides which village councils should receive the limited funds.

<u>Projects</u> ²	<u>1975 Funds</u> ¹ <u>(in L.E.s)</u>	<u>1976 Funds</u> ¹ <u>(in L.E.s)</u>	<u>Project</u> <u>Classification</u>
Village II (total)	12,750	12,700	
Physical Planning	600		Physical
Agricultural Equipment	5,000		Economic
Poultry-raising	6,350		Economic
Land/Water/Electricity		5,000	Physical
Village Improvements		2,000	Physical
Girls' Handicrafts		2,200	Social
Cement tile factory		3,500	Economic
Village III (total)	8,000	7,000	
Physical Planning	600		Physical
Agricultural Equipment	5,000		Economic
Poultry-raising	2,400		Economic
Land/Water/Electricity		5,000	Physical
Village Improvements		2,000	Physical
Village IV (total)	10,250	9,000	
Physical Planning	600		Physical
Youth Center	500		Social
Handicraft: Rugs	950		Social
Handicraft: Leather	600		Social
Agricultural Equipment	5,700		Economic
Tree Nursery	500		Economic
Land/Water/Electricity		5,000	Physical
Village Improvement		2,000	Physical
Rural Training Center		2,000	Social
Village V (total)	11,250	7,000	
Physical Planning	600		Physical
Girls' Handicrafts	1,000		Social
Agricultural Equipment	5,000		Economic
Bee Keeping	4,250		Economic
Land/Water/Electricity		5,000	Physical
Village Improvements		2,000	Physical

1. The total funds were those allocated by ORDEV while the figures for specific projects were those spent which explains discrepancies between the total column and the sum of individual projects.

2. Certain definitions are required because of the abbreviated project descriptions:

- . Physical Planning: Cost of ORDEV's detailed village physical plan;
- . Agricultural Equipment usually includes: a tractor, plow, thresher and pump.
- . Land/Water/Electricity: improvement in public utilities as well as the purchase of land for construction of public buildings.
- . Village Improvement: Discretionary fund to be used by village council.

<u>Projects</u>	<u>1975 Funds (in L.E.s)</u>	<u>1976 Funds (in L.E.s)</u>	<u>Project Classification</u>
Village VI (total)	8,500	7,000	
Physical Planning	600		Physical
Girls Handicrafts	2,500		Social
Agricultural Equipment	5,000		Economic
Land/Water/Electricity		5,000	Physical
Village Improvements		2,000	Physical

The average amount of money allocated by ORDEV for these six "old" village councils was L.E. 10,851 in 1975, and L.E. 8,283 in 1976. For the six "new" village councils in the Kalioubia Governorate (those added in 1976), the average was L.E. 9,749.¹ By breaking out the proportion of these funds used for each category, we find:

Project Category	<u>"Old" Villages</u>		<u>"New" Villages</u>
	Percent in 1975	Percent in 1976	Percent in 1976
Economic	83	6	71
Social	11	8	19
Physical	6	86	10

The major proportion of ORDEV funds for these twelve villages went into economic projects during the first year. The percentage of funding for economic projects in the "new" village councils was lower because of heavy investment by ORDEV in two social projects. In the second year for the "old" village councils, the emphasis shifted to heavy investment in physical construction. ORDEV explained that this was because of village council requests (and willingness to commit their own resources to complement ORDEV's)

1. It should be re-emphasized that ORDEV expects the village council to complement ORDEV's resources with its own. Ideally, ORDEV would like to finance only 20 percent of any one project. While this is ideal, in practice ORDEV usually provides more.

Operationally we found in our village visits that the economic and other projects were the responsibility of the village council. However, in many instances, the actual implementation responsibility lay with the government officials assigned to the councils.

The ORDEV Budget

The previous section illustrates how funds are spent at the village level; this section will present ORDEV's overall budgets for 1975 and 1976.¹ In 1975, ORDEV was provided with L.E. 1,180,000, of which 94 percent was spent on village development projects and six percent was spent for central staff operations, including research, vehicles and the initial construction costs of the ORDEV training center in Giza. The pattern of overall expenditures for ORDEV was similar to that of the twelve village council budgets examined above:

. Village Development Projects	94%
. Economic Projects (77%)	
. Social Projects (7%)	
. Physical Projects (10%)	
Central Operations	6%

As already noted, the government allocates funding in two portions. ORDEV received L.E. 2,697,000 for the first part of 1976, of which 95 percent is for village development projects, two percent for regional projects² and three percent for central

1. ORDEV was formed in the final months of 1972 with a budget of L.E. 1,000,000. In 1973, ORDEV's budget was set at L.E. one million but it only received L.E. 300,000. Once again in 1974, the ORDEV budget was established at L.E. one million but was reduced to L.E. 400,000. Of the L.E. 1.7 million provided ORDEV during its first years, L.E. 1.5 million was spent in its 17 pilot village council

projects. Breaking the budget out further, we see that the investment in physical projects for the "old" village councils increases the proportion of the budget for this category:

ORDEV Budget: First Portion for 1976

Village Development Projects	95%
Economic Projects (46%)	
Social Projects (9%)	
Physical Projects (41%)	
Regional Projects	3%
Central Projects	2%

The second portion of the 1976 ORDEV budget is set at L.E. 2,165,000, though there is some uncertainty as to whether this money will be forthcoming (which it was not during the past two years). If it is provided, a substantial portion will be directed to additional physical projects in the 1975 villages.

In sum, the dominant portion of the ORDEV budget is for village development, with only a minimal portion for central and regional projects. At the village level, the initial investment is in economic projects during the first year, followed by investments in physical projects in the second. In addition, it should be noted that the level of the ORDEV budget is rising while those of many other ministries are falling; this is one indicator of the importance that is placed on the ORDEV effort by the government.

The ORDEV Training Program

At the present time, ORDEV relies on outside organizations to perform its training responsibilities--mainly the Center

for Local Administration and the Center for Social Affairs in Alexandria. However, it is constructing a training center in Giza which will be used not only for training but will become the documentation and experimentation center for rural development work in Egypt. As yet, though, ORDEV has not selected nor developed its training section staff.

ORDEV has responsibility for training five main groups of people:

1. ORDEV central staff members (30)
2. ORDEV regional staff members (80)
3. village chief executive officers assigned to ORDEV villages (283 in 1976)
4. village executive committee members (1400)
5. village council members (4500)

This is a heavy burden (that will increase) which will require considerable thought, innovation and staff to carry out.

The current training by ORDEV is limited to its central and regional staff members and the village chief executives. They all participate in basically the same training sequence. First, they are given six weeks of training by the Center for Local Administration which includes lectures, seminars and discussions on:

- . Public Law 52, and its implementation;
- . Sources and regulations governing the use of village financial resources;
- . the village special account
- . development planning and follow-up;
- . planning for rural development projects;

- the ORDEV program;
- now to prepare a village plan; and
- difficulties in implementing village-level plans and projects.

In addition to the above, the Under Secretaries of various ministries give lectures on their programs.

After this training, ORDEV gives a special training program at the Center for Social Affairs (Alexandria) which lasts for ten days. Using primarily a case-study approach, the trainees learn about the problems of interaction at the local level and techniques for overcoming them. Further, they are given additional instruction on the aims of ORDEV, the role of local government in rural development, comprehensive planning, evaluation techniques and the history of rural development activities in Egypt. For some trainees, short refresher courses are given after they have spent time in the field.

ORDEV officials see the need to extend their training efforts to the other members of the executive committees and the elected village councils. ORDEV did hold training sessions for executive committee members assigned to the 17 pilot villages, and believe that this training helped to improve coordination and working relationships among committee members. The Center of Local Administration has started training programs for village council members, using essentially the same course of study as described above.

The training program of ORDEV is weak, and some suggestion for improvement may be found in Part III of this report.

The ORDEV Research Program

ORDEV contracts with many universities and research institutes to carry out studies related to its operations.¹

The major priorities of its program have been:

- . analysis of Egyptian villages--their social, economic and physical structures;
- . evaluations of different rural development programs, especially the interaction between government services and the rural population;
- . studies on physical planning and urbanization;
- . technological research on alternative ways to make bricks (other than using the rich delta soil);
- . studies on low-cost housing alternatives.

These priorities are set by the subcommittees of ORDEV's Supervision Committee, in consultation with the ORDEV staff.

While we did not review the research program in detail, it appears that research efforts are being tied into operating programs; this was true of the social research effort which we did examine.²

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1. A summary of ORDEV's research program may be found in Annex D.
 2. ORDEV asked us to review the questionnaire that is being developed to determine villager perceptions of government services and the reasons for these perceptions. The survey will be administered in 80 villages with over 3000 respondents. A copy of the survey questionnaire and our suggestions may be found in Annex B.

The ORDEV Approach to Development:
Analysis and Recommendations

Introduction

It is impossible to evaluate the impact of ORDEV programs at this point in time. The data are not available; there are no evaluation reports as yet from the operating projects in the 128 villages assisted in 1975; and there is no field level research (longitudinal) which has been completed recently. What we can do is look at the development approach of ORDEV, formulate and examine explicit hypotheses underlying its approach, and make recommendations from this analysis.

Hypothesis One: Elected village councils represent the local population's interests, and are the lowest level of political and administrative decision-making necessary to be supported to generate strong community participation in, and resource commitment to, developmental change in rural Egypt.

ORDEV works with the village councils and the village executive committee which is established at the central village. However, on average, the village council represents 5.6 villages separated by only a few kilometers in most cases. Almost all ORDEV projects to date have been directed at the main village--income-generating activities are situated there as well as social and physical improvement projects. The revenues generated locally from the economic projects go into the village council's special account, though it is highly questionable whether these funds will be used in satellite villages--the influence of the central village representatives may be too

great to allow this.

Working primarily through the elected village councils raises a second and related question: can a small council (usually 16 members) effectively involve the rural population in development. The councils represent on average 27,000 people, living in scattered locations and perhaps facing different problems; one or two elected representatives from each village can only do so much. Further, experience in other Third World rural development projects shows that involvement in development (i.e. participation in such a way that resources are generated and committed, labor is volunteered) is most effectively achieved on a "community" basis--neighbours who live closely enough together to agree to work cooperatively for something that all will share. It is not clear that the village council will be such a unifying force.

ORDEV officials recognize these problems but have yet to experiment with different approaches for broadening involvement. The faculty at Assiut University in Minia and the Social Research Center at American University at Cairo have started some experimentation on promoting participation through better communication techniques. This is only one of many options that can be tried. In other countries, an effective vehicle has been local organizational development. By creating a system of local organizations which operate under the umbrella of the village council, it may be possible to generate a stronger commitment to development. Within Egypt, this could perhaps be done through support to village community development associations. ORDEV

should test this option as well as other approaches to organizational development below the village council level.

Corollary: the village councils will represent the local population in such a way that the benefits will spread vertically down to the poorest inhabitants in each village.

many of the assumptions about the benefits from new law and the URDEV program rest in the hypothesis that the council is a microcosm of the total village population. Public Law 52 provides for an increasing number of responsibilities to be carried out by the village councils as they become stronger and more viable expressions of local interests. Several of URDEV projects are launched with the expectation that the diffusion of new practices (i.e., bee keeping, poultry raising, silk work production, etc.) will filter down from the more progressive farmers to the more traditional

It is not clear whether this filtering down process will work. Traditional families, long established and wealthy, tend to take the lead in political, production and social affairs especially in smaller villages. It may take considerable time before their dominance is successfully challenged by new leaders as part of the ongoing political development process. In the interim, however, there is a special need to examine the distributional effects of projects sponsored by URDEV, and to insure through the actions of the executive committee that

projects are conducted so as to spread the benefits as broadly as possible. Since there is no better guarantee that benefits will be spread than by increasing the number of villagers who participate in local decision-making (e.g. broader participation correlates positively with a broader distribution of benefits from development projects), then alternative approaches to expanding participation should be a prime ORDEV interest.

Summary of Recommendations

1. ORDEV should embark on a major effort to experiment with different approaches to involve people in decision-making which operate below the village council level. Such approaches might include local organizational development, use of informal though regular information collection systems, the training and use of para-professionals in functional fields, and the provision of funding to be controlled directly by the satellite villages. The various approaches for involving people in development decision-making should be an item for detailed examination in ORDEV's training programs.
2. The distribution of benefits from ORDEV projects should be closely monitored through methods such as the ones suggested in the next part of this report.

Hypothesis Two: Egyptian villages (clustered under the authority of the village council) must be assisted to become financially self-sufficient, with initial capital investments in income generating activities.

ORDEV is operating upon a concept of self-sustaining development projects which generate income and provide an

account to the village councils from which additional investments can be made. This concept is a necessary component of a successful development program, and one which should be the basis for continuing efforts to increase income in rural areas. This effort is also in line with the provisions of the new law which are attempting to make the village councils financially viable governmental units.

ORDEV directs a substantial portion of its budget for first-year villages into economic projects. Further ORDEV has decided that agriculture is the critical point of intervention, and has adopted a strategy of assisting in basic agricultural production (i.e. expanding agricultural mechanization) which can pay large dividends in Egypt.¹

In addition to basic field crop production (and a special desire to assist in animal upgrading which has not yet come into fruition), ORDEV is interested in projects which deliver cash incomes to small farmers and funds to the village councils. These include:

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1. Egyptian agriculture is highly productive, and is tightly regulated by the government. The main increases in production possible in the immediate future (other than desalinization) are involved in the mechanization of agriculture which experts say will allow:
 - . more crops per year due to the faster turn-around time between harvesting and planting;
 - . more production on the land due to deeper and more regular plowing and (in some cases) planting);
 - . an upgrading of the animal stock, due to an elimination of the need for animal power to plow the fields, turn the water wheels, and transport the crop to market; and
 - . reduction in the number of animals, and thus a reduction of the acreage planted in Berseem Clover which competes directly with human food needs on very unstretchable land.

- . bee keeping projects which are designed to produce additional hives each year for sale to villagers;
- . poultry-raising projects in villages designed to raise day-old chicks for 21 days which are then sold to villagers;
- . silk worm projects which are designed to make worms available to villagers;
- . nurseries for the distribution of trees to farmers;
- . small cement tile making factories to produce tiles for sale both inside and outside the village;
- . fish culture and ponds to increase the supply for improving protein intake as well as for sale outside the village;
- . miscellaneous small village industries such as fish-net weaving, rug weaving, wool spinning, carpentry shops (which complement the bee keeping projects), etc.

An analysis of the costs and benefits (and distributional effects) of these projects or of agricultural mechanization has not been made so ORDEV is unsure whether its investments will become self-sustaining. One priority for ORDEV should be to conduct such an evaluation or contract with one of the many of Egyptian research institutes to do so.

With limited staff, ORDEV cannot be heavily engaged in the experimentation with new income generating projects. However, there is a need to expand the "options" list for village councils by experimenting with new technology applicable for village use-- new types of mechanization, different village enterprises, animal upgrading projects and perhaps even solar energy for village electrification. Many ideas are in use in other countries and

should be tapped.¹ To do this technical research, ORDEV will have to rely mainly on outside agencies. However, it should have an internal capability to assess the viability and effects of new ideas as well as existing programs. This will probably require an increase in the staff of the Economic Section as well as some technical assistance.

Summary of Recommendations:

1. ORDEV should continue to place initial priority on income-generating activities when it intervenes in a village.
2. ORDEV should assess the financial viability and distributional effects of its current economic projects as well as develop the capability to do such an assessment as new projects emerge.²
3. ORDEV should seek outside agency support to identify and test technology appropriate for the Egyptian countryside, expanding its current inventory of "approved" economic projects.

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1. Excellent work which may be relevant to ORDEV's interests is being done by the Technology Consultancy Center in Ghana (rural industries and agricultural processing), OXFAM in Zaire (animal upgrading), the Office of Manpower Planning and Employment, Government of Upper Volta assisted by the ILO (village industries and technology) and the National Christian Council of Kenya (village technology) and Technoserve in Ghana and Kenya (intermediate level industries). An overall reference center is the Institute for Intermediate Technology in London.
 2. For detailed discussion on this problem, see Part II, the section on monitoring and evaluating ORDEV's projects.

Hypothesis Three: Physical planning, infrastructure and utilities development, and rational housing and construction improvements must be a part of any development program to improve the quality of life in rural Egypt as well as to stem urban migration.

After an initial concentration on economic projects, ORDEV devotes an increasing proportion of its budget to physical construction projects, beginning with the creation of a physical plan for the village which specifies the roads to be widened, houses to be removed, new areas to be provided with electricity and water for expansion of "modern" housing, and public buildings to be improved or constructed. Also, ORDEV would like to set up village road rehabilitation units in each of the districts because no government agency apparently has responsibility for the maintenance and improvement of these roads.

There is a danger that physical improvement projects will reinforce villager dependence on government, contradicting a major thrust of the new legislation as well as undermining the process that ORDEV is promoting. In addition, the economics of such projects have to be carefully scrutinized. On the other hand, there may be strong social/cultural reasons for such projects. For example, our field investigation revealed that a widened road has a cultural importance--opening up areas within the village where many friends and family can gather to extend best wishes to the deceased as well as allowing a large funeral procession to pass through the village. ORDEV's ability to

respond to village physical needs may also be a way of furthering the process of political development at the local level if its resources supplement but do not overwhelm the commitment of local resources.

There is a fine line when deciding how many resources should be committed to physical infrastructure development. We suggest the decision point should be what proportion of the funding the villagers are willing to commit themselves. When infrastructure requirements are beyond the capabilities of the village councils such as major village road rehabilitation, the question becomes more complex, especially if ORDEV were to import equipment that required maintenance. Such an initiative should only be taken after it has been ascertained that there is actually a need, and that no other government agency can extend its operations to perform this function.

As one of its physical projects, ORDEV has become involved in low-cost housing, operating on two different models. The first has been to finance new housing construction for those displaced by the widening of village roads, with housing designs being selected by the displaced villagers and constructed under contract.¹ The recipient pays 20 percent, ORDEV pays 20 percent, and the remainder is made into a long-term, no-interest loan, payable to the village council. A second model, only recently attempted, relies on self-help construction, with assistance to the new home builder in construction design, materials and

1. In our field investigation, we attempted to determine the problems that might occur when villagers are displaced by road widening projects. It appears that an elaborate process of negotiation takes place between the affected owners and village council. There seems to be no problem regarding relocation if the owner receives a house with as many rooms as his former that is situated in reasonable proximity to

construction techniques. This model costs less, and may be more replicable. In addition to these projects, ORDEV has invested funds in attempts to seek lower-cost housing, and these may bear fruit in the future.

On the surface, ORDEV's approach appears to be applicable to the needs of rural Egyptians. However, housing is generally beyond the capability of government to provide for its rural population, even over a 20 year period as projected by the ORDEV program. We believe that the current work is useful as demonstrations on how village housing might be improved. ORDEV should not attempt too ambitious a scheme but instead should concentrate on opening opportunities for private construction, assisted by training in the new techniques. Land, water and electricity could be provided, and then the plots sold to villagers to recover the capital outlays.

Summary of Recommendations

1. ORDEV should continue its support to physical projects, though in the process should require a substantial portion of the costs to be covered by the rural population.
2. ORDEV should not attempt to build a major capability for village road rehabilitation except if no other government agency can perform this function. In this case, it should be done in a few selected districts, with research to determine the effects of such an effort.
3. ORDEV should continue to seek new alternatives for low-cost housing and to conduct demonstration projects for wide replicability, it should turn to private contractors.

Hypothesis Four: Integrated planning and improved coordination among public agencies engaged in rural development activities will lead to developmental change in Egyptian villages.

ORDEV is promoting integrated planning at the village council level as well as attempting to coordinate the inputs of line ministries engaged in rural development support. This process will only be successful, as ORDEV officials emphasize, if the local population is involved in the planning and implementation process.

Effective planning required excellent training, especially training which improves the interaction between the local population and government workers. ORDEV currently provides short-term training to the village executive officers, and has plans to train other village executive committee members and village council members when its training center is completed. However, as yet, ORDEV has not built up its internal training capacity which we believe is essential to help expand capabilities at the village level. Further, it is critical that this training be integrated--village council members participating in the training process with the members of the executive committee. Perhaps, it can be accomplished most effectively within the ORDEV villages or at the district or governorate levels. However, our concern is that little ORDEV attention appears to be devoted to this question at the present time; it is an area that requires the acquisition of staff, considerable thought and experimentation.

Even if the problem of training requirements is solved, and planning becomes more effective, there remains the question of whether the yearly planning and budgeting process is sufficiently flexible to provide resources in a way that generates involvement. There is a long turn-around time between the identification of village needs or village initiatives and the actual provision of funding. For example, in one village we visited, the people had raised L.E. 1040 to purchase land for new classrooms and L.E. 1000 more funds were required, but it will be at least a year before their project could possibly be financed by the Ministry of Education. Meanwhile, the government engineers have declared the old school unsafe and will begin shortly to tear it down.

We see the need for ORDEV to set up a flexible development fund which can rapidly respond to village initiatives. Such a fund could be set up at either the governorate or national level to supplement local resources, providing grants for social and physical projects and perhaps loans for investment in economic projects. The availability of these resources may further increase village willingness to commit its own. In light of the above discussion, a special attempt should be made to channel these funds (if they are made available) into the satellite villages.

ORDEV performs coordination roles at the village, governorate and national levels to help insure the integration of plans.

and activities in addition to encouraging the line ministries to provide needed inputs. This coordination takes place mainly in the programming and budgeting process, with ORDEV lobbying for the required funds from other ministries. It does not have a system for determining whether these inputs have been provided, nor does it have a system for providing guidance on how these inputs should be modified to have a higher developmental impact. To strengthen ORDEV's coordination role we recommend that it establish an ongoing information system which will allow the organization to more effectively monitor and evaluate other ministry activities.¹

Corollary: Direct competition between public agencies at the local level can achieve improved services and opportunities for increased agricultural production.

More may be required than an improved coordination capability to spark action by public agencies. The specific ORDEV project reference is its promotion of agricultural mechanization in competition with the agricultural cooperatives. The agricultural equipment is provided to the village council. The council can, at its discretion, turn the equipment over to the agricultural cooperative (if it is a well-run organization) or it can operate the machinery itself--hiring a driver and mechanic, renting time to the villagers. The increased opportunity for tractor use will bring the benefits enumerated in a

1. For the details of our recommendations, see Part II, Monitoring and Evaluating Other Ministry Activities.

previous section. Tractor services under the control of the village council will also bring pressure on the leadership of the cooperatives in the area to increase their services and offerings of the mechanization that presently exists. The breaking of their public monopoly will be beneficial all around.¹

As mentioned earlier, there is a good deal of mystery surrounding mechanization. In general, however, the increased opportunity for access to equipment (which is said to be of increasing importance in Egyptian agricultural production) must be counted as an innovative experiment by ORDEV, one which deserves close monitoring and careful evaluation. If it is successful, as it appears to be from the second year requests to ORDEV for additional equipment, the same philosophy might be extended to cover other agricultural inputs, marketing and storage.

Summary of Recommendations

1. ORDEV should pay immediate attention to the question of training for village council and executive committee members. It should acquire an internal training capacity and begin to experiment with ways for improving villager/government worker interaction during the planning process.
2. ORDEV should establish a flexible development fund (not tied to the yearly budgetary cycle) which allows rapid response to village initiatives supported by a village resource commitment.

1. There are a few private tractor owners who hire out to farmers.

3. ORDEV should strengthen its coordination capability by developing a monitoring evaluation system as recommended in the next part of this report.
4. ORDEV's support to agricultural mechanization in competition with the agricultural cooperatives should be carefully evaluated, with the expectation of applying the same approach to other agricultural inputs, marketing and storage.

Hypothesis Five: Direct Assistance to Village Councils, with funding dependent on the approval of its elected members, will bring developmental change to the Egyptian countryside.

ORDEV, of course, did not create the law under which the councils were provided their increased responsibilities. It has, however, set in motion a process by which these councils can carry out their responsibilities more effectively, reinforced by technical and funding assistance. The process promotes local involvement in development decision-making, investments in economic, social and physical projects which, in turn, may yield great involvement and resource commitment by the local population--the critical behavior changes needed for self-sustaining developmental change.

From our research and work in other countries, we believe this approach is sound, and based on our experiences, have offered suggestions for possible modifications in the way that the process is implemented. However, neither we nor the ORDEV staff know whether the process will be successful. Developing ORDEV's capability to monitor and evaluate this process is critical, and the subject of the next part of this report.

PART II: MONITORING AND ASSESSING DEVELOPMENTAL CHANGE
IN EGYPTIAN VILLAGES: AN INFORMATION SYSTEM FOR ORDEV

Introduction

At this time, there is no way to assess ORDEV programs in Egyptian villages, nor is there a way to determine the results from other rural development organizations. Further, there is no system in existence which will identify the impact of all programs and services, taken together, in promoting developmental change at the local level. Thus, while we believe that the thrust of the ORDEV program is on-target (and have suggested some modifications which may improve its program), there is no definitive and conclusive evidence which documents development progress which can be attributed to ORDEV programs.

There are several reasons for the absence of a system which provides the desired information. First, ORDEV is new, with most of its programs only in operation for a year. Developmental change takes time, and the changes which the projects bring may not be evident as yet. Second, ORDEV's programs have changed since the pilot villages were established in 1972/73. The evaluation of an approach which is no longer in use would not aid current development planning. Third, ORDEV has not attempted to establish formal evaluation mechanisms for its projects, or other projects operating under the selected village councils. Although a monitoring system

for ORDEV projects has been established, and an excellent start has been made in developing an evaluation system, there are few staff and little experience within ORDEV for creating an ongoing information system to support its rural development activities.

The remainder of this section is devoted to suggestions on how such an information system could be designed and implemented by the ORDEV staff, working in cooperation with the village councils and their executive committees, the ORDEV staff at the governorates, its academic advisors and foreign technical consultants.

Monitoring and Evaluating ORDEV's Own Programs

ORDEV has embarked on a series of development projects which are designed to bring change and modernization to Egyptian villages. The five-year plan calls for the activation of projects in all 750 village council areas. It is critical for ORDEV to learn, early on in its program, which projects bring the most developmental change for the least expenditure of scarce financial resources. This calls for an effective information system. Such a system should be designed to perform three responsibilities: monitoring, evaluation and diagnostic.

First, the monitoring responsibility entails tracking development project inputs and initial outputs--the distribution of funds, the provision of supplies, the construction timetable, and the completion of buildings, training, roads, etc.

This tracking allows one to see if inputs are being carried out as planned. Such a monitoring system has been established by ORDEV, and the data are presented in monthly reports, by project, from the ORDEV office in the Governorate to its headquarters in Cairo.¹ ORDEV has also established a system to examine the physical benefits of continuing projects--such as the number of chickens sold to villagers in a single month. This is part of the regular reporting schedule from the executive committee of the village council to ORDEV. From our viewpoint, ORDEV has the monitoring task well under control at the present time.

The second responsibility of an information system is evaluation. This includes matching the costs with the benefits for each project as well as examining the results (I.E. impact, effects) of projects on the community--searching for the increases in income, in village self-help capabilities, in employment and in agricultural output brought about by the ORDEV projects. ORDEV has established a form for this purpose, designed by the Evaluation and Follow-Up Section in Cairo. It asks questions on:

- * the average benefits to the community;
- * the increased use of local materials as inputs;
- * the increased market value of local production;

1. Annex A contains the major ORDEV programming and follow-up documents.

- * the increased potential for local employment;
- * the expansion of agricultural production;
- * the spread effect of the project to those who are not directly involved;
- * the establishment of new productive capacity based upon a multiplication of the first production units.

There is nothing wrong with these questions.¹ The problem will come when the answers are received from the Village Chief Executive Officer. Unless he is told exactly what data to use to make the judgments required on the follow-up form, each evaluation will be unique, and there will be no ability to compare the results of one project with another. Solving this problem requires two different techniques.

First, there is a need for in-depth research on a few of each different type of ORDEV project--research on poultry projects, the housing program, the training of village girls in handicrafts and other village improvement activities. This in-depth research will uncover those elements which are critical for measuring the effects of each project-type--or the data which should be collected in a standardized form. The identification of these data points (as well as how to collect these data) provides the basis for an information system which can then be applied to all ORDEV projects.

Once the in-depth research has established the critical information needed to measure change, to determine the cost/benefit, and to know the magnitude and distribution of benefits

1. The follow-up form may be found in Annex A.

to the local population, there will be a need to extend the data collection effort to all ORDEV villages. This will call for a questionnaire very much like the Follow-Up form, though with standardized data collection requirements. It may also call for the training of the village executive officers on how to complete the form. Perhaps in the future, the questionnaire should be precoded to allow rapid computerization.

In sum, performing the evaluation responsibility requires: in-depth research in a few projects of each type to determine how to collect meaningful data; and then general data collection by the village executive officer (or executive committee members) on all ORDEV projects. In a short period of time, such a system would strengthen ORDEV's knowledge of the benefits and costs of various kinds of development projects in rural Egypt.

The third responsibility of an evaluation and monitoring system, is to assist ORDEV management and staff to make those changes in the program which will improve benefits, lower costs, and help multiply the overall impact of ORDEV programs. This calls for a diagnostic capability--the ability to determine why benefits are or are not flowing from projects, and to recommend changes in priorities and policies which will improve the program. This diagnostic capability can be informal--such as regular discussions with villagers and with the elected members of the village council. It can

also be more structured, such as an informal survey performed by the executive committee on a strata of landholders (and non-landholders) to see who is benefitting from ORDEV projects, and who is unable to take advantage of new opportunities. It can also be a formal analysis, resulting from systematic data being collected on all ORDEV projects, with the computer used to assist in determining the reasons for the variation in levels of success. We recommend all three techniques. An evaluation system which merely judges a project on a scale--from excellent to poor--is not useful to the Chief Executive and staff of ORDEV. They need to know why there is a difference in performance, with suggestions of the policy changes which might improve those in the lower half of the project list. This is the diagnostic responsibility of an information system.

The application of the monitoring, evaluative and diagnostic information system has special application to ORDEV economic development projects. ORDEV has a number of economic projects which it is prepared to fund when requested by village councils. These include beekeeping projects, agricultural equipment (tractors, pumps, threshers, plows, wagons, etc.) silk worm projects, poultry-raising projects etc. Each of these projects is designed to become self-sustaining--that is, the initial capital investment is made by ORDEV, and from that time forward, the project is to carry itself from the payments received for the production or

services rendered. It is critical to ORDEV that such projects can, in fact, cover their depreciation costs, or the village councils will soon be returning to ORDEV with a request for more funds to replace the poultry building and equipment, or the original tractor. Not only is it important that the project can, in theory cover the operating expenses as well as the initial cost of the capital investment, but it is equally important that the village councils are pricing the output of their projects to do so. There is a long tradition in Egypt of subsidizing the cost of chickens, beef cattle, and agricultural services to the villagers--subsidizing in the sense that the operating costs are covered but the initial capital investment is not being replaced (i.e. no allowance for depreciation). The efforts of ORDEV to generate a self-sustaining project that will lead to more investment on the part of the village council can be thwarted by a pricing policy which does not return sufficient funds to the village council account.

In our field research, we found that pricing policies also affect the distribution of benefits from projects in some villages. For example, if a village undertakes a chicken raising project, utilizes the services of the agricultural unit to take care of the chickens until they are 21 days old, and then sells them at a low price (i.e. a price below what chickens would normally cost villagers),

then the question of who benefits must be raised. If the villagers who make up the poorest half of the population buy the chickens, raise them for eggs or sell them for a profit, that is one judgment on the project. If the villagers who make up the top half of the economic strata of the village are the only ones who buy (and thus benefit), this calls for another judgment on the project. This question of the distribution of benefits within the village is important to ORDEV, and therefore a subject for the information system in support of ORDEV projects.

For all projects, though particularly the economic projects, ORDEV needs a system which determines in detail, the costs and benefits of specific projects, as well as the beneficiaries of these projects. Moreover, the system should be directly connected to the planning for ORDEV projects so that what is learned can be put into practice in the next year.

Monitoring and Evaluating the Programs of Other Ministries.

There is a need to monitor and evaluate the programs of all government ministries in those villages for which ORDEV has a coordinating responsibility. There are a number of different requirements:

First, ORDEV should have a regular monitoring system which will determine whether the ministries are providing the services (projects) which were submitted to the Inter-Ministerial Committee for approval. If the Ministry of Education

has agreed to build a school in a village, then ORDEV should have a set of records which indicates that the school has, or has not, been completed. This is not a difficult or complex task, and one which could easily be completed by the Evaluation and Follow-up staff if manpower were available.

Second, ORDEV has an excellent opportunity to initiate an information system which brings together the villagers and the government employees. There are three methods which have been found to be useful in other situations:

1. Use the village council meetings to obtain citizen comment on services, priorities and needs in the village. In particular, ask various elected members to undertake tasks of seeking out information from villagers and reporting back to the council and the executive committee. This is one method of gaining an understanding of the kinds of services which villagers are willing to support (with labor, land, cash contributions), as well as the way that such services would be best extended to the local population.

The provision of funding to the village council will tend to encourage the formation of interest groups who will have differing opinions on how the money might be spent. The formation of study groups from within the elected council may give more individuals the ability to be heard, as well as improve the executive committee's understanding of different points of view from the local population.

2. The use of informal small studies by the members of the executive committee. Based upon very simple guidelines--for example 20 interviews with farmers (divided in proportion to the landholdings) and non-landholders--the executive committee members could ask questions based upon the overall ORDEV village survey presently being conducted--which services are most important, which should be changed, how can they be made more useful, and how can they be modified or improved to allow more people to take advantage of them? 1 These studies are intended to improve communications between the executive committee and the villagers--communications outside the channel of the elected village council. As the

1. See Annex B for translation of the ORDEV survey.

executive committee members talk with villagers, a two-way communication flow may be opened. The purpose of the small study is not to produce statistically valid results, but rather to help, for example, the doctor in the health unit determine how the services of his unit could be expanded to reach an increasing number of villagers.

3. The collection of a set of indicators of performance and participation on each of the services provided by various rural development organizations. These indicators should be defined in such a way that the higher (or lower) the indicator, the more likely the benefits of services are flowing to the local population. Examples might be:

_____ Number of days the doctor is available in the health unit for at least two hours;

_____ number of patients treated by the health unit for the month;

_____ number of women received regular (every month) prenatal care at the health unit;

_____ number of infant deaths due to malnutrition during the month.

These are only examples of indicators which might be utilized--a study would need to be made to determine which were most appropriate. The indicators would be collected and submitted to ORDEV by the elected village council after its members had been trained in basic information collection techniques.

Having the village council members collect on the services provided by the various government agencies may result in government officials changing their behavior to score high according to the indicators. For example, the doctor may actually be available for two hours every day if he knows that this is one of the indicators.

In summary, three systems could be in operation at the same time, each one checking as well as reinforcing the other. One system would operate within the confines of the village council--using members to obtain special in-

sights on development priorities. The second system would operate between the executive committee members (government workers) and the villagers though not involving the village council. The third system would operate between the village council and the government officials assigned to their area. The actual number of reports generated and submitted forward would be small--the minimum possible reporting which would establish, from the eyes of the government and the eyes of the villagers, progress in obtaining and using services at the local level. An equally important result would be the interaction generated by the information system--improved two-way communication between government workers and the village.

Evaluating Developmental Change in Egyptian Villages

In addition to the monitoring and evaluation which might be conducted for the individual projects of ORDEV and other ministries, there is a need for an overall assessment of the developmental change that is occurring at the village level. The first requirement in making this assessment is to define what is to be called development. We would suggest that "development" is not a level of wealth or services, but instead, a process by which a villager helps himself toward a better life. To a large extent, it means that a villager develops the ability to overcome obstacles or problems that previously appeared to him to be beyond his capabilities.

Among the facets of a better life may be: personal or family income; the ability of the villager to combine with other villagers in cooperative endeavors; the knowledge that has been gained (and is used) by the villager from school or training programs; and improved health, nutrition, child care-- items that the villager might not have previously recognized as important barriers to a better life. Each one of these facets of development can be identified by certain behavioral changes by the villager. By identifying these behavior changes, and by determining the ways by which they can be measured, the overall impact of development programs on rural villages can be assessed.

Such an assessment cannot be undertaken by the village executive committees or councils themselves; there is too great a problem of standardization of the necessary data. However, such an assessment could be conducted by specially trained ORDEV staff, assisted by academics and foreign specialists. By examining behavior changes in rural villagers, it would be possible to have positive indicators of:

- * the distribution of benefits;
- * the magnitude of benefits;
- * the spread of benefits beyond the actual villagers who were assisted by government projects;
- * the replicability of benefits (i.e. once started can the development effort provide an increasing flow of benefits to the village);
- * self-sustaining benefits, those which will continue to grow from investment of local resources.

By examining the developmental change in any one village (and the array of government projects and services in that village), and by comparing the results across all villages, it will be possible to determine which projects and approaches are most effective in bringing about developmental change at least cost. Such a determination is a fundamental requirement for an overall information system, and one which would be of great value to ORDEV, not only in its own programs but also in guiding other rural development activities.

Recommendations for Establishing an Ongoing Information System for ORDEV

First, ORDEV itself should consider increasing its Cairo evaluation staff by approximately six professionals. This will allow the staff to be directly involved in field evaluation activities, and to engage more actively with academics and others in research and the implementation of evaluation programs. In this way the knowledge gained would not be lost to ORDEV, and would be one valuable contribution to an improvement in the next cycles of planning and budgeting.

Second, ORDEV should seek foreign assistance for the establishment of ongoing information systems, on the grounds that the findings would be of value to all rural development programs in Egypt. The foreign assistance should consist of funds for: experimental research in the field design of ongoing information systems; a foreign specialist to offer

suggestions to ORDEV and the academics who serve as consultants to ORDEV; and assistance in the computerization of the evaluation program. Very shortly, ORDEV will be working in 258 village councils, representing perhaps 1000 villages. These numbers call for computer assistance in any monitoring and evaluation system. The foreign assistance suggestions are presented in more detail in the final section of this report.

PART III: THE INTEGRATION OF FOREIGN ASSISTANCE INTO
THE ORDEV PROGRAM

Introduction

The ORDEV program is operating on a set of development hypotheses which are believed to be sound, viable procedures to promote rural development. The questions which are left outstanding are the specific projects, funding levels, priorities and implementation capabilities of ORDEV, with special reference to the village council. ORDEV could make best use of external assistance in determining, with much more certainty, which are the most effective means of intervening at the local level to generate self-sustaining development--the kind, level and type of funding resources and the kind, level and type of interaction that will be needed.

Specific Programs To Be Strengthened, By Priority Area

First, we recommend the establishment of a comprehensive, ongoing information system with monitoring, evaluation and diagnostic responsibilities for all ORDEV projects and for all projects sponsored by village councils with funds generated through ORDEV projects. We also recommend the broadening of the ORDEV information system to include the services of all ministries operating at the village council level (a system to be partially the responsibility of the village council). A far better understanding is needed of why some services are not utilized by the local population, with positive suggestions for programs which bring together the needs of the villagers and the abilities of the government to help them solve their problems. Finally, as detailed in the previous section, "project"

evaluation systems (ORDEV's or other ministry's) should be complemented by a search for the means to measure overall development impact--the results of an integrated approach to rural development.

To carry out these functions, we suggest the addition of six professionals to the Cairo Evaluation and Follow-up staff--to allow ORDEV as an organization to keep within it the knowledge gained by expanding information flows, techniques of data collection and analysis, and the diagnostic potential contained in better two-way communication among villager, village government worker and the ORDEV offices at the governorate and national levels. To complement this increased staff, and to provide additional resources, we would recommend the expansion of the existing academic consultative arrangements, to bring Egyptian experts into experimental programs which have a sharpened knowledge of evaluation as a major goal.

To assist this combination of ORDEV staff and academic specialists, we believe that a long-term foreign specialist in information systems would be valuable as well as foreign funding to do the field research and experimentation necessary to develop an effective system for ORDEV. Unless its evaluation capability is strengthened, and ORDEV is able to document success in promoting development at the local level, there will be little that can be said about the most effective methods of encouraging developmental change, the "best" economic projects which will allow the benefits of development to become self-sustaining, or the way (or necessity) to involve villagers in their own development through local organizations operating below the level of the village council. The development of this capability is our first priority recommendation for ORDEV and for the infusion of foreign assistance.

Second, there is the need for serious ORDEV attention to training. Once it is possible to determine, with some precision, the difference between effective village development efforts and those which are only partially (or not at all) successful, training should be expanded with particular concentration at the village council level--the elected representatives and executive committee members. This is in the ORDEV plan, and a training center is under construction in Giza Governorate (which could become the Egyptian center for rural development documentation and experimentation).

We recommend that ORDEV begin to acquire the staff and do the planning necessary for a strong training program which operates in the field as well as at the center. To help build this capacity, we recommend consideration of a foreign expert in training techniques, especially techniques to develop those skills necessary for successful interaction with the local population. Such techniques might include local organizational development, the use of para-professionals to improve services, and the establishment of positive incentives (monetary or in other forms appreciated by the village) to reinforce behavior which yields development benefits--improving the ability of villagers to make development decisions and to commit their collective resources in projects of their own choosing. There is also a need for funds to field test these techniques as well as to develop ORDEV's capability to provide training at the village level.

Overseas training for ORDEV staff members at the governorate and national levels would be valuable. Short-term visits to other countries where government and non-government personnel are

experimenting with approaches for involving people in development, with technology appropriate to the village level, and with integrated rural development planning; this would help ORDEV staff determine new options in their own work. Longer-term training in evaluation methodologies and agricultural economics may be required for a selected number of staff.

Third, ORDEV needs to increase the number of economic projects in its "approved" inventory (though first, an assessment should be made of existing projects to determine their profitability and distributional effects). This will require identifying and experimenting with new technologies, formulating and implementing test-projects, monitoring and evaluating their success, and replicating the most successful in suitable village council areas.

ORDEV should not attempt to expand its staff capabilities to carry out all these tasks; instead, it should draw as much as possible on other agencies and academic institutions. There is a need, however, to develop the capability within ORDEV to do the economic and social analysis of the projects that it is supporting. This may require the expansion of the staff of the Economic Division as well as some training (as noted above). When it actually comes to the field-testing of new project ideas and the replication of the most successful, there may also be a need for ORDEV to expand its staff at the governorate level by one professional, especially if detailed assessments of projects are to be conducted.

There are several ways in which foreign assistance can be effectively combined with ORDEV's effort:

- . Funds could be provided for a long-term foreign specialist in village level agricultural (or small industry) economic projects, to help with the design, experimentation and assessment of new projects.
- . Funds could be provided for field experimentation with new economic projects by ORDEV or other agencies and academic institutions. (Such experimentation is also needed for improving social intervention; CARE and UNICEF have already provided some funding to ORDEV for this purpose, and HEW has provided this type of assistance through a grant to the University of Assuit at Minia.)
- . Funds could be provided for short-term consultancies by Egyptian or foreign experts to work on the application of new technologies to rural Egypt in such areas as animal upgrading, fisheries development, agricultural mechanization, and rural industries.

It should be re-emphasized that, in the absence of an effective evaluation mechanism, it will generally be impossible to determine the benefits (in relation to the total costs of manpower, transportation, equipment, etc.) of any ORDEV or other agency-assisted economic projects. This means that they would not be able to be safely replicated in large number in rural Egypt.

Fourth, there is a need for ORDEV to establish a special account which would allow funding outside of the normal budgetary and planning process. Such funds could be provided either from the governorate or national level in response to village initiatives supported by its own resource commitment.

One of the central requirements for local development is a commitment of resources by the local population. These resources may include human talent--both unskilled labor and organizational and management talent, materials and land, a cash commitment or even unmeasurable inputs such as mobilizing the lethargic members of the community and carrying out the very time-consuming process

of priority consensus. One effective method of promoting this kind of activity, and of encouraging it to continue, is to establish a fund with flexibility to respond rapidly to community initiatives. Community interest--especially in villages which are not the seat of the village council--will be difficult to sustain if its request must go through the village council budgetary process, then through the governorate, and up to final coordinating agreement at the national level.

A village development fund, which requires approximately 50 percent contribution by the local population as well as approval by the village council, could provide the vehicle for a significant increase in local interest and development activity. A certain portion of the fund could be set aside for loans to villages for economic projects to be repaid either to the Special Account of the village council (like the housing project currently operates) or back to the central fund for re-investment in other village ventures. Since the village executive committee members have many of the technical skills necessary to assist in community projects, the drain on the ORDEV staff should be minimal.

With 4,200 villages in rural Egypt, a system employing a village development fund could consume a significant foreign assistance contribution, providing a major stimulus to local development in rural Egypt.

Fifth, ORDEV could use direct budgetary support to do in greater quantities what it is already doing--more economic projects, more physical planning and construction in the satellite villages, and more social projects. Such funding from foreign donors would

not overtax ORDEV's administrative or management capacity since the institutional structure is in place to absorb these funds.

While we stress the critical need for an effective evaluation system to determine what really works at the local level, we do not mean to imply that activities should be slowed until the results are in. Many of the projects supported by ORDEV are "proven" in the sense that there is no evidence that they are detrimental to development, and there are strong indications that they represent development approaches that have worked in other environments. The results of the experimentation, training and evaluation will only improve ORDEV's knowledge on how to make a positive and significant impact on development in rural Egypt.

ANNEX A: ORDEV PROGRAMMING DOCUMENTS

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Decision of the President of
 the Arab Republic of Egypt No.891/1973
 Instituting the Organisation of Edification
 and development of the Egyptian Village
 - - - - -

The President of the Republic,-

Having taken note of the constitution

and of law 124/1960 relating to the system of local Administration and the laws modifying it :

and law No.57/1971 relating to local Administration

and law No.58/1971 " to the statutes of civil

workers of the State and the decision of the President of the Republic No.2420/1971, in organisation of the governmental organism.

and the decision of the President of the Republic No.409/1973 relating to the constitution of the cabinet;

D e c i d e s :

Art. 1 - The Ministerial Committee for local administration shall exercise the following attributes with regard to the edification and development of the Egyptian village.

a - Elaboration of the General Policy and plan of construction and development of the village in the economic, social and urbanisation planes within the scope of the general policy of the State and submission thereof to the council of Ministers for approval.

b - Approval of the periodical schedule of execution of the plan and laying down the joint system of work between all the organs concerned with the Egyptian village in a manner to ensure co-ordination and complementation between them.

/ 2

c - Approval of the distribution of the credits fore-
seen for the project and definition of the different
sources of financing and the auto-potentialities re-
quisite for accomplishment of the plan.

d - Evaluation and follow-up of the execution of the
policy and the general plan, and the periodical arran-
gement for execution, and submission of the results to
the Council of Ministers.

Art. 2 - An organisation called (the Organism for Edification
and Development of the Egyptian Village) to be attached to
the State Minister for Local Administration and Popular
organisations.

Art. 3 - The Organism shall undertake the extention of the
General policy and the plans approved by the Ministerial
Committee for Local Administration relating to the cons-
truction, and development of the Egyptian village, in co-
ordination with the Ministries, local organs, and authori-
ties concerned, in a manner to ensure the complementation
of the project;

The organism may :

a - Propose the General plan of the project and submit
it to the State Minister for Local Administration and
Popular Organisations for approval of the Ministerial
Committee for Local Administration.

b - Act towards the execution of the plan in compliance
with the time schedule approved by the Ministerial Com-
mittee for Local Administration.

c - Follow-up the steps of execution of the project and
present periodical reports to the state minister and to
the secretariat of local administration and popular or-
ganisations, and propose the solutions capable of eli-

mination of the obstacles encountering the execution of the project.

- d - Evaluate ~~of~~ the available potentialities of the local administration units and determination of their requisites, both on the financial side or the technical capacities.
- e - Conduct the researches and studies requisite for the project on the economic, social, technical and urbanisation fields jointly with the organs concerned and the technical experts.
- f - Elaborate and execute the training, information, and other programs requisite for implementation of the plan of reconstruction of the Egyptian Village.

Art. 4 - In the fulfilment of its mission, the organism may instituts permanent or provisional committees from among workers in it and other expert persons; the formation of these committees and definition of their attributed will be by a decision of the Minister of State for Local Administration, and Population Organisations.

Art. 5 - The organism may contact all departments of the state and public sector, and local administration units for obtention of the data, statistics and reports available in them. These organs are called upon to assist the organism in conducting the studies and researches necessary for its work.

Art. 6 - State departments and public sector and local administration units each within the scope of its competences are called upon to execute the policy and the general plan laid down by the Ministerial Committee for Local Administration

and approved by the Council of Ministers in connection with the edification and development of the Egyptian village. These authorities shall present periodical reports on their activities in this field for submission to the Ministerial Committee for Local Administration.

Art. 7 - The organism shall have a chairman to be appointed by a decision of the president of the Republic and a Director General, as well as a sufficient number of workers, in compliance with the Administration system approved by a decision of the State Minister for Local Administration and Popular Organisations.

Art. 8 - The credits needed for this organism are to be included in a special section of the budget of the General Secretariat for Local Administration.

Art. 9 - This decision shall be published in the official journal and enters in force from the date of its publication.-

16th July 1973

Anwar El Sadat

Copy to the State Minister for Local Administration and Popular Organisations, ~~Secretary~~

Secretary General Council of Ministers

(Signed)

Model Number One
(Village) planning

The Arab Republic of Egypt
THE ORGANIZATION FOR
RECONSTRUCTION AND DEVELOPMENT
Of the Egyptian village

"The Project of Reconstruction and Development of the Egyptian Village aims to make the life of the villagers a productive, active one with stability reigning, enjoying all sorts of services."

Anwar El Sadat

Governorate

Village

Markaz

1. Project name
2. Project aim
3. Account of the project
 - a. project selectivity justifications
 - b. justifications for selecting the project in its suggested size
 - c. technical information on the project and its potentials
 - d. Other related to projects
 - 1- existing
 - 2- currently implemented
 - 3- brand new
4. The area which the project serves: village alone, other villages inside and outside the markaz
5. The authority undertaking implementation
6. The period required for implementation
7. Date set for the start of implementation
8. Date set for the accomplishing of the project
9. Date set for the beginning of operation
10. Date set for operating with the utmost capacity
11. Financing sources
 - a. governmental: The village department of services and development accounts L.E. the governorate LE. the authority ministry LE.
 - b. National

in cash	LE
in kind	LE

INVESTMENTS

FIELDS OF INVESTMENT	DETAILS	UNIT	QUANTITY	VALUE
LAND	GOVERNMENTAL PROPERTY NATIONAL PROPERTY ARIDE - ARABLE			
BUILDING AND CONSTRUCTION				
FINISHING-UP WORK				
TRANSPORT MEDIA				
OTHER ASSETS				
TOTAL				

IMPLEMENTS

ITEMS	UNIT	Exp. of first operational shift		Expenditures of a full operation year	
		quantity	value	quantity	value
Raw material fuel, oils and motive power Spare parts - equipment canning and binding material instruments for writing and books water, electricity, gas finishing up materials - small equipment maintenance expenses transport and communications equipment and transport media hired service costs of institutions services for non-employees Other miscellaneous services					

LABOUR FORCE:

HIGHER EDUCATION	Cadre	required salary	required job
-------------------------	--------------	------------------------	---------------------

Technical worker

skilled worker

Average worker

Apprentice

Seasonal labour Force

PRODUCTION		UNIT	QUANTITY	FULL OPERATION YEAR
MAJOR PRODUCTS	SECONDARY PRODUCTS			
			PRODUCT VALUE	QUANTITY
BENEFICIARIES		UNIT	BENEFICIARIES IN FIRST YEAR	
SORT OF SERVICE				

NOTE:

Opinion of the authority of building and developing the village in the governorate:

The official sponsoring the project:

Head of the village:

Specialist:

Head of the department:

Director of the department:

A-0

Organization for Reconstruction
and Development of Egyptian Villages

(Project Monitoring Form)

ASSESSING THE IMPLEMENTATION OF ORDEV FOR THE YEAR / / 197_ - 197_

<u>Governorate</u>	<u>Sector of Project</u>	<u>Budget</u>			<u>Implementation Before This year</u>			<u>Other Assets</u>	<u>Total</u>	
		<u>Previous Year</u>	<u>This Year</u>	<u>TOTAL</u>	<u>Land</u>	<u>Bldgs.</u>	<u>Equip-ment</u>			
1	2	3	4	5	6	7	8	9	10	
		<u>Lands</u>			<u>Buildings and Construction</u>			<u>Machinery and Equipment</u>		
<u>Budget</u>	<u>Expenditure</u>	<u>Investment</u>	<u>Budget</u>	<u>Expenditure</u>	<u>Investment</u>	<u>Budget</u>	<u>Expenditure</u>	<u>Investment</u>	<u>Assets</u>	
11	12	13	14	15	16	17	18	19	20	
<u>Production Requirements</u>		<u>Total</u>			<u>Remarks</u>					
21		22			23					

Organization for Reconstruction
and Development of the Egyptian
Villages

(Project Follow-Up Form)

OPERATION FOLLOW-UP

Governorate _____

Local Unit for Village _____

Project Code Number

--	--	--	--	--	--

Fundamental Data Regarding the Project

Actual Cost of Project		
Estimated Cost of Project as Planned	Final Costs After Implementation	Reasons for Differences & Additional Financing Resources
Studies & Design		
Premises		
Equipment		
Means of Transportation		
Construction Costs		
Other		

Signature _____

Governorate _____

Date _____

GENERAL DATA OF THE PROJECT

Name of Project _____

Description of Project _____
_____Aims of Project _____

Productive Capacity for the Unit _____

Period - Month _____ Per Day _____

Number of Productive Units in Operation _____

Starting Date of Operation _____

Starting Date of Full Operation _____

Area of Project _____

Description of Building _____
_____Equipment and Preparations (Description) _____

Simple Design for the Project

Supervisory Organization for this Project _____

Area Reserved for the Project _____

Village _____ Census _____ Area _____

Villages of the Council _____

Other Villages Outside the Council _____

OPERATION FOLLOW-UP

Period _____

Governorate _____

Local Unit for Village _____

Project Code Number _____

EXPENSES:

Employment Data	Perma- nent	Tempo- rary	No.	Cost	Needed for Operation	Unit	Quan- tity	Cost
<u>Skilled</u>								
<u>Unskilled</u>								
<u>Administra- tors:</u>								
<u>Experienced</u>								
<u>In- Experienced</u>								
<u>Apprentices</u>								
<u>TOTAL</u>								

INCOME:

Kind of Production	Unit	Cost of Unit	Balance, Beginning of Period ¹ Value & Quantity	Production Quantity & Cost ²	TOTAL Prod- uction ³ (1 + 2)	Sales Quantity & Value	Balance, End of Period
-----------------------	------	--------------------	---	--	--	---------------------------	------------------------------

Totals

General Data for the Project

1. Number of Persons who benefit from the Project _____
 Inside Village _____ Outside Village _____
2. The average environmental benefits _____
 Preparing new resources for production _____
 Use of local raw materials _____
 Increasing marketing value of local production _____
 New chances for local employment _____
 Expansion of new types of agricultural production _____
3. Possibilities of expanding the Project
and Kind of Expansion
- Expansion in existing unit _____
- Establishment of new units _____
 within the local unit of the
 council through organizations _____
- Establishment of new units _____
 within the local unit through local inhabitants _____

Difficulties facing Implementation

Difficulty	Action Taken	Governorate Suggestions

Concerning employment, function, materials, marketing and training _____

Period _____

Manager _____
 Agency for ORDEV

ANNEX B: THE ORDEV SURVEY

Table of Contents

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Arab Republic of Egypt.

ORDEV.

February, 1976.

The General, Social, Physical and Administrative Survey
of Egyptian villages.

A QUESTIONNAIRE TO DETERMINE CITIZENS OPINIONS
OF THE SERVICES OFFERED BY RURAL DEVELOPMENT
ORGANIZATIONS.

The Information collected from the Respondents is CONFIDENTIAL.

Governorate: _____

Center: _____

Village: _____

Village Council: _____

Head of Family: _____

No. in Family: _____

Data Collector: _____

Data Collector Signature: _____

Data of Collection: _____

GENERAL DATA.

NO. Family Sex Age Marriage Education Occupation Place of birth
 Member
 Names
 (indicate head of household)

Economic Circumstances of the family:

1. Do you or your family have access to agricultural land?

" yes

" no

2. If YES, is this land your own or rented?

" owned

" rented

" qurrate

" feddan

3. Have you animals? Cattle/Buffalo, or Horses?Donkeys

" yes

" no

How many?

" Cattle/Buffalo

" Horses?Donkeys

4. How much money do you and your family spend monthly
 approximately.

Are you satisfied in where you are living?

" yes

" no

Why?

What do you think the governorate can do to make your house more
 healthful and comfortable?

A G R I C U L T U R A L C O O P E R A T I V E

5. Are you or one of your family a member of the agricultural cooperative?
 " yes
 " no
- What kind of membership?
 " participant member
 " board member
 non-member
6. What kind of services do you and your family receive from the agricultural cooperative?
- A. Agricultural services
- . Insecticides
 - . Seeds
 - . Fertilizers
- B. Animal services
- . food stuffs (rations)
 - . insurance
- C. Credit
- . utilized
 - . not utilized
- D. No Services
- 7: If Services, was it easy for you to get services, or were there problems?
 .. easy
 "problems
8. If Problems, what kind:
- Limited resources in the cooperative
 - inequality of distribution of cooperative resources
 - Cooperative is dominated by a select group (this Board's Fault)
 - insufficient staff in the cooperative to do the work
 - poor relations (bad treatment) between employees and farmers
 - Other (mention)
9. Who gets the most benefit from the cooperative?
- Board members
 - rich villagers
 - relatives and friends of employees
 - Arab Socialist Union members and their relatives
 - Everyone
 - None
 - Other (mention)

10. What can be done to improve the services offered by the cooperative to the villagers?

- . Board should consist of the eldest persons in the village
- eliminate cr...
- increase the staff of the cooperative
- . Other(mention)

11. If you are not a member of the agricultural cooperative, how can you get:

- credits
- seeds
- fertilizer a

C O N S U M E R C O O P E R A T I V E

12. Is there a consumer cooperative in the village?

yes

no

13. If YES is it attached to the agricultural cooperative?

yes

no

14. Is it adequate for the village?

yes

no

15. If NO, why do you believe it so inadequate?

existence of cronyism (friends and rela
domination by wealthy

shortage of products

shortage of employees

disorganized, crowded, unpleasant

Other (mention)

16. If you do not get your products from the consumer cooperative
where do you obtain them?

. from shops in the village

. from shops in the nearest village or city

. Other (mention)

17. If No (to 12) then do you think the village needs a consumer
cooperative?

. yes

. no

V E T E R I N A R I A N U N I T

18. Is there a veterinarian unit in the village?
yes
19. If YES, is it adequate?
 . yes
 . no
20. What kinds of services do you or your family receive from the veterinarian?
 . treatment when ill
 . inoculation against disease
 . artificial insemination, or breeding assistance
 . Other (mention)
21. If NO to 19, why do you think the veterinarian unit is inadequate?
 . shortage of medicines
 . shortage of equipment
 . insufficient veterinarians
 . insufficient staff in the unit
 . domination by the veterinarians
 . cronysium (friends and relatives)
 . bad treatment of villagers by the veterinarian unit
22. What do you think the veterinarian unit must do to be adequate for the needs of the farmers?
 . treat animals when they are sick
 . periodically vaccinate cattle and poultry to protect them against disease
 . improve the breed of animals
 . offer services whatever they are without priority and differentiation
 . artificial insemination
23. If there is no veterinarian unit, how do you treat your animals?
 . in the nearest unit
 . send for a veterinarian from another place
 . Other (mention)

24. Have you children of school age?
- . yes
 - . no
25. Are any of them enrolled in school?
- . yes
 - . no
26. Are they in school in?
- . this village
 - . another village
 - . the central village
27. If village school, then, are you satisfied that your children are learning (attending school) in the village?
- . yes
 - . no
28. If yes, why are you satisfied with what your children are learning in the village school?
- . teachers standards are high
 - . educational possibilities are available
 - . classrooms are not crowded
 - . excellent results of the school (such as many who pass exams)
 - . Other (mention)
29. If no, then why are you not satisfied with what your children are learning in the village school?
- . shortage of teachers
 - . shortage of high standard teachers
 - . crowded classrooms
 - . children do not learn anything (even after finishing the primary grades)
 - . lack of enforcement of students to complete their homework
 - . Other (mention)
30. What do you think must be done to improve the standards and performance of the school?
- . school must be in the village itself
 - . teachers must be in the village itself
 - . need a residence for the teachers
 - . need periodic supervision for the school
 - . need to increase the numbers of good teachers
 - . need to have new classrooms
 - . need to open classrooms for extra study
 - . need serious examinations and testing for pupils.

31 If you do not use the school (send your children to school) how do you teach them?

- . I don't teach them
- . In the Kottab of the village (non-sanctioned religious school)
- . private teacher

A G R I C U L T U R A L U N I T

32. Do you have any dealings with the agricultural unit?
- . yes
 - . no
33. Have you ever attended lectures or;held discussions with the agricultural unit?
- . yes
 - . no
34. Did the agriculturalists suggest any crops to be planted?
- . yes
 - . no
- and did you plant them?
- . yes
 - . no
35. Do you believe that the unit is adequately serving the interest of the farmers?
- . yes
 - . no
36. What kind of services does the unit offer?
- . marketing services for crops
 - . training for beekeeping
 - . assistance in agricultural processing
 - . exhibitions of agricultural (handicraft) produce
 - . veterinary treatment
 - . insecticide treatment
 - . breeding assistance for cattle/buffalo and donkeys/horses
 - . artificial insemination
 - . Other (mention)
37. If No in 35, then what do you think is the reason the agricultural unit is inadequately serving the farmers?
- . few possibilities (no one's fault)
 - . services given to cronies (friends and relatives)
 - . inefficient (inadequate) employees
 - . insufficient employees
 - . Other (mention)

38. What must occur for the agricultural unit to provide adequate services?

- . increase the possibilities (more resources, more things to offer, better ideas, etc.)
- . get rid of cronyism
- . increase the number of good employees
- . move the unit to be near the farmers
- . Other (mention)

39. In the case where you receive no benefits from the agricultural unit, how do you get the services you need?

- . from the commercial department of the combined unit
- . from the agricultural cooperative association
- . from the agricultural engineer
- . from other farmers
- . Other (mention)

HEALTH UNIT AND FAMILY PLANNING

40. Is there a health unit in the village?
- . yes
 - . no
41. If you or one of your children gets sick, what do you do?
- . I prepare the suitable rural traditional treatment
 - . I give the sick person or child a pill (unspecified)
 - . I take him/her to the medical unit
 - . I take them to the central hospital
 - . I go to a private doctor
 - . Other (mention)
42. If yes to 40 and 41 does not include going to the health unit, then, why don't you go to the health unit?
- doctor's always absent
 - . they do not take care of the patients
 - . treatment is dependent upon cronyism
 - . treatment is useless
 - . rural traditional method is better
 - . central hospital is better
 - . the patients are rudely or insultingly handled by the unit
 - . there is little medicine available
 - . Other (mention)
43. What are the services offered by the health unit in addition to treatment when sick or injured?
- . dusting the house with DDT
 - . filling in depressions and pools (Malaria control)
 - . family planning
 - . taking care of school children's health
 - . no services except treatment
 - . Other (mention)

44. Who are the persons who receive the most attention at the health unit?
- . Everyone equally
 - . Rich villagers
 - . ASU members
 - . village council members and their relatives
 - . Other (mention)
-
45. Have you heard anything about "family planning"?
- . yes
 - . no
46. If yes, who told you about it?
- . health unit
 - . friend
 - . newspapers
 - . radio
 - . wife or husband
 - . Other (mention)
47. What do you think about family planning?
- . agree
 - . disagree
48. If agree, then why do you agree with the family planning programme
- . desire of my wife (husband)
 - . improve the mother's health by planning the periods of pregnancy and birth
 - . possibilities to select the number of children
 - . widen the chance for children to live better
49. If disagree, why are you not in agreement with the family planning programme?
- . children are strength
 - . "each boy comes with his own food (beliefs)"
 - . interference in God's will
 - . harms the mother's health
 - . desire of wife (husband)

50. What do you think must be done to make the health unit adequately serve the people's needs?

- . supervision of all workers, including doctors
- . provide a comfortable life for doctors in the village (so they will stay in the village)
- . selecting high standard doctors for work in the villages
- . increasing the financial resources, particularly for medicines
- . increasing the staff
- . getting rid of cronyism
- . periodic supervision from higher authority
- . Other (mention)

51. If you were agreed on family planning, do you use it for your family?

- . yes
- . no

52. What is the means you use?

- . loop
- . oral contraceptives
- . condoms
- . rhythm (safety period)
- . Other (mention)

S O C I A L S E R V I C E S

53. Are there any social services in the village?
- . yes
 - . no
54. Has the social unit offered any services for you or your relatives?
- . yes
 - . no
55. If Yes, what kind of services?
- . financial assistance recently
 - . assistance during an individual catastrophe
 - . assistance during a public catastrophe
 - . Other (mention)
56. Have you faced any difficulties while getting services?
- . yes
 - . no
57. If Yes, then what were the difficulties?
- . complicated routine necessary to get services
 - . no budget for assistance
 - . payments are necessary to obtain assistance
 - . only relatives and friends of the unit can obtain services
 - . the staff is not interested in helping villagers
 - . delay in receiving assistance from the social services unit
 - . Other (mention)
58. What do you think must be done to make the social unit serve the needs of the village?
- . periodic supervision from higher authorities
 - . getting rid of cronyism
 - . increasing the financial support to the unit
 - . getting rid of the routine and complications involved in getting assistance
 - . the board which directs the unit must consist of villagers
 - . the responsible official must not be from the (among the) villagers
 - . Other (mention)

C O M M U N I T Y D E V E L O P M E N T

59. Is there an association for community development in the village?
- . yes
 - . no
60. If Yes, what services have you received from this association?
- . help in reading
 - . help in caring for young children (kindergarten)
 - . financial support for the villagers
 - . productive family project (economic projects)
 - . establishment of beekeeping project
 - . Other (mention)
61. If No, to 59, or No to 60, if you don't obtain any services from the community association, then where do you get them?
62. Is this association adequately serving the needs of the villagers?
- . yes
 - . no
63. If No, why?
- . few possibilities (no one's fault that it does not do better)
 - . existence of cronyism
 - . lack of seriousness on the part of the staff (dedication)
 - . domination by some particular group
 - . Other (mention)
64. What action must be taken to have the association adequately fulfill the needs of the villagers?
- . eliminate cronyism
 - . increase the financial possibilities (opportunities)
 - . increase the dedication of the staff
 - . Board Chairmen must be from among the villagers
 - . eliminate routine and unnecessary delays/paperwork, etc.
 - . Other (mention)

K I N D E R G A R T E N

65. Is there a kindergarten in the village?
- . yes
 - . no
66. If Yes, are your children or grandsons in the kindergarten?
- . yes
 - . no
67. Is this kindergarten necessary in the villages?
- . yes
 - . no
68. If Yes, then why?
- . for the care of young children
 - . nutritious meals are available for children
 - . teaches children good manners
 - . prepares children for primary school
 - . Other (mention)
69. Does it adequately fulfill the needs of the villagers?
- . yes
 - . no
70. If No, then why?
- . too expensive for the poor
 - . poor possibilities (opportunities, facilities, etc.)
 - . children do not benefit
 - . it is dominated by some group
 - . lack of dedication on the part of the staff.
 - . rudeness or insulting behavior toward villagers on the part of the staff
 - . no people to care for the health of the children while in kindergarten
 - . Other (mention)

S O C I A L A C T I V I T I E S

71. Where do you spend your free time?
- . at home
 - . at a shop in the village
 - . in the village coffee shop (cafeteria)
 - . with friend and relatives
 - . in the cultural or the rural club
 - . I haven't any free time
72. If you go to the club, why?
- . to read newspapers
 - . to play backgammon (some local game imported from the USA)
 - . to play cards
 - . to play games
 - . to watch TV
 - . Other (mention)
73. If No, then why don't you go to the club?
- . I don't know anything about a (the) club
 - . It does not offer any services
 - . The club is for young people
 - . I haven't any time
 - . it is dominated by a special group
 - . the possibilities (facilities, opportunities) are poor
 - . the club is unnecessary
 - . Other (mention)
74. What do you think should be done to help the club provide services for the villagers?
- . increase the facilities, opportunities, etc.
 - . increase the games and equipment
 - . board chairman must be from the villagers
 - . more employees to assist at the club
 - . insufficient employment of officials by government

C O M B I N E D U N I T

75. Is there a Combined Unit in the village?
- . yes
 - . no
76. If Yes, are you or one of your family beneficiaries of any of the services offered by the unit?
- . yes
 - . no
77. If Yes, what kind of services?
- . health services
 - . social assistance
 - . financial assistance
 - . cultural assistance
 - . educational assistance
 - . Other (mention)
78. If No, why don't you benefit from the services?
- . no useful services are offered
 - . services are given on the basis of cronyism
 - . there are few financial possibilities (opportunities)
 - . insufficient employees to use the services
 - . lack of dedication of the employees
79. What do you think must be done to make the Combined Unit give adequate services to the villagers?
- . get rid of cronyism
 - . increase the financial possibilities (opportunities)
 - . increase the number of employees
 - . constant supervision of employees
 - . Board Chairmen should be from the villagers
 - . Other (mention)

V I L L A G E C O U N C I L

80. Is there a village council in the village (does the village council meet in this village?)
- . yes
 - . no
 - . I don't know
81. If Yes, then what does the council do for the benefit of the village?
- . clean up the village
 - . solving the problems of the people
 - . electrification of the village
 - . develop good transportation to the central village
 - . it doesn't do anything
 - . Other (mention)
82. Do you find the council is adequate?
- . yes
 - . no
83. If No, then why?
- . the elected board does not represent the village
 - . the Chairman of the Executive Committee is not a village
 - . the Chairman of the Executive Committee is a native
 - . the Chairman of the Executive Committee is a weak leader
 - . the village council is ridden with cronyism
 - . the village council is dominated by the wealthy
 - . Other (mention)
84. What action do you believe must be taken to make the village council work for progress in the village
- . clearly specify the functions of the council
 - . form a new board (hold new elections)
 - . the Chairman of the Executive must be a native to know the problems of the villagers
 - . eliminate the domination by special groups
 - . get rid of cronyism
 - . Other (mention)

OVERALL SERVICES

(Communications)

85. What do you think are the services needed in the village to accommodate the needs of the villagers and their communications with others?

- . concerning post and telephones
- . concerning correspondence (mail)
- . concerning public security

A QUESTIONNAIRE TO DETERMINE CITIZENS OPINIONS
OF THE SERVICES OFFERED BY RURAL DEVELOPMENT ORGANIZATIONS

General Instructions:

1. The questionnaire is designed for one family with all its members.
2. The interviewer is to address every question in the questionnaire to the head of the family or the one responsible for that family.

The interviewer is to mark YES in space assigned for the kind of answer as given by the family head.

After getting the head of the family to give his opinion through answering the questions included, the interviewer is to read for him the other cases included in the questionnaire form and ask him his opinion on them.

Duties of Workers in this Field:

Duties of the Interviewer:

1. He is to obtain from the reviser a list of the names and addresses of the families that lie within his sphere of action.
2. He is to sign on a paper that he started his job.
3. He is to fill the questions in the questionnaire according to the formulated instructions.
4. He is to be accurate and decent while addressing the questions to the interviewer.
5. In case some problems related to the interview at hand arise, he has to notify the reviser of them one by one and the reviser is to report in his turn to the authorities running the research.
6. He is to be careful so that the questionnaire forms may not be lost and should hand all those filled to the reviser one by one.
7. The interviewer or researcher is to finish his job of getting the questionnaires at hand filled according to the formulated schedule and his daily output should not be less than ten such forms.

Duties of the Supervisor:

1. He is to define the responsibility of every interviewer

2. He is to conduct daily on-the-spot checks with the interviewers to make sure everyone is applying the instructions.
3. He is to take into account, while distributing labour, to give every interviewer his sample families of nearly the same residence areas.
4. He is to iron out any difficulties the interviewers may be facing.
5. He is to review the questionnaire form fully.
6. He is to provide authorities running the whole operation with a daily assessment of the research conducted and the result.
7. Every supervisor takes into his responsibility from four to six interviewers to supervise over their work.

Note:-

- Every working group consists of one reviser and two interviewers.
- Every group does her job in one village then moves to the other and so on until all the villages within the governorate are covered.
- All workers in the field of obtaining the opinion of a sample of people through questioning should maintain the secrecy of the data they so compiled in observation of law number "35" for the year 1960.

Outside Cover:-

1. The interviewer should make sure of filling all data required on the cover, be it the name of the governorate, markaz and village.
2. In filling the data of the number of families in one area the lists formulated for this purpose in advance should be taken into account. Number one should refer to the first family questioned and interviewed and number two the second and so on so that the last serial should indicate the number of families in the area.
3. Head of the family is the one the family holds as its leader. It may be the husband or the wife in the absence of the husband or it may be the eldest of their children. Generally he is the one whom the whole family are agreed on as their leader.

(1) Data required to fill on the Family:-

- a) In filling data required on members of one family it should start with the name of the head of the family which should be put in the full treble form indicating

his father's and grandfather's. The names of the rest of the family is to follow in the order of their ages and their relationship to the head of the family, is to follow in the order of their ages and their relationship to the head of the family, the closer the first. Accordingly the wife is to be named first, then the children later with the eldest first. Then are named other relatives put in the order of the age and kinship. For example if the family consists of a husband, wife, son and daughter, the name of the husband should be indicated at the beginning and to be followed by the name of the wife and then the eldest of the children before the younger. If there is another second wife her name is to follow later then comes the names of her children with the order of their ages.

b) If the family consists of husband, wife and children and some of the children are married, the order should be the husband first, wife second and his unmarried children after, put according to the order of their ages. They are then followed by the eldest of the married children with his wife and children following directly after his name. Then follows the younger married child also with his wife and children and so on.

c) If the family-at-hand consists of several individuals with no blood kinship as a team of workers living together, then the head of the family is the one the whole group is agreed to as their leader. In this case his name is to be put first, in a complete triple form, to be followed by the rest of the group according to the order of their ages.

d) If the number of family members exceed the space assigned for them, then another list for them should be attached to the form at hand.

(2) The sex of the person named should be indicated in the space assigned for this purpose; be it female or male but accuracy should be maintained in this connection and it should not be left to the discretion of the interviewer because there may be some similarity between male and female names.

(3) Kinship of every family member to its head should be indicated in the space assigned for this purpose. For example it should be written in front of the name if it is to a wife, a son, a daughter, a daughter-in-law, father, mother, son-in-law, uncle (be it a father's or mother's brother), servant...etc. Every other person included who is not of close kinship to the family should be marked (-). This applies to any group of persons living together but are not related.

(4) The age of each member of the family on the day the interview is conducted is to be indicated approximately, that is to day, if a person is 14 years, five months old then he is to enter the space of the 14. But if he is 14 years and six or more months old then he is to enter the space assigned for those of 15 years of age. Baby is the word to be written before names of the children who are less than one year old.

(5) The marital situation:-

This situation is to be indicated as follows:-

- a) Persons less than 15 years old and unmarried are to be marked (-).
- b) Never married is to be written before the name of the person, be it male or female, who is more than 15 years of age and has never been married. The divorced or widowed are excluded as they were once married.
- c) Married should be written in front of the names of every person, be it male or female, even if he or she is under 15 years of age. The fact should be left blank whether the marriage is effected by a legal contract, or is just admitted by the one who provided the data to the interviewer.
- d) Divorced is the term to be used for the man or woman divorced and not married again at the time of the interview, according to the data provided by the interviewee.
- e) Widowed is the term to be put for every husband or wife who lost his or her mate and has not married again by the date of the social survey.

(6) In filling the data on the educational situation, the following instructions are to be followed:-

- a) Those of less than ten years old are to be indicated with the mark (-).
- b) Each person of ten years of age or more should be indicated as either illiterate, for those who do not know how to read or write in any language, or as "reads and writes" for those who do, but have not acquired any certificate, or by the name of the highest certificate acquired by the person. As regards pupils, boys or girls, the class and academic stage should be clearly indicated.

(7) In filling the space assigned for indicating the profession the following should be taken into account:-

- a) This is to be filled for all persons over 15 years of age.
- b) Profession means the sort of job habitually done by the person, regardless of the economic sphere in which this job falls.
- c) The profession is to be indicated very clearly. A farmer for example, does not suffice, but rather should be designated as an agricultural worker. Also director is not enough but should be further

Similarly the word physician should not be used and distinction should be made between a dentist, a surgeon or a dermatologist. Employee is insufficient; elaboration should be made to define the profession of the person concerned, as, for example, a preparatory school teacher or a secondary school Arabic language teacher, or a mail clerk ... etc.

- d) If the person has more than one vocation, the one which takes most of his time is to be designated.
- e) If he has no vocation then it is to be so indicated.

In filling the space assigned to indicate the place of birth, this should be provided in full with the name of the village, market and governorate mentioned. Those born outside the bounds of the republic should be indicated as such in the space assigned for the name of the governorate.

The economic traits of the family:-

1. This is to cover all family members.
2. The mark YES or NO should be put according to the answer given.
3. Property or plots of agricultural land is to be defined by acre.
4. The number of cattle and sheep owned by all the family members should be indicated.
5. In filling the space assigned for indicating expenditures of the family, the monthly sum is what is meant here. If the interviewer gives the annual amount, then the figure is to be divided by 12.

III. Housing conditions:-

1. "YES" is the mark to put to express satisfaction over the house and "NO" if it is otherwise.
2. In answering question number 2, the reasons of dissatisfaction (with the house) should be indicated: such as narrow, unhealthy, about to crumple, or short of sanitary utilities.
3. In answering question number 3 the opinion of the interviewee on what is required from the state to provide concerning comfortable, healthy housing, should be indicated.

IV. Economic services:-

Question 4: this mark should be put in front of "YES" or "NO" according to the condition.

Question 5: mark in front of the concerned membership as reported by the interviewee, the number is mentioned in case of the variety of the family memberships, defining the sort of membership.

Question 6: mark in front of the service obtained by the interviewee or any of his family members from the association, more than one mark is put in case of a variety of services.

Question 7: mark in front of the two cases.

Questions 8, 9 and 10: mark in front of each of these questions on one or more of the variables provided in the questionnaire, mention in detail any other variables.

Question 11: is relevant to a substitute for getting services in case of not dealing with the cooperative association. Sources from which the family members get their requirements, (fertilizers and seeds) are to be mentioned.

Questions from 12 to 18 are relevant to the consuming societies.

Question 12: If the answer to this question is "NO" then no need to direct the rest of the questions, and the interviewer shifts to question 17. In case the answer is "YES" the following question is directed.

Questions 13 and 14: in each of these questions mark once on "YES" or "NO" ("affiliated to the association" or "independent").

Question 15: mark on one or more of the reasons given by the interviewee or in case of other reasons not included in the questionnaire, should be written in detail by the interviewee.

Question 16: Substitute for means of getting service in case of not dealing with the association. Mark in front of one or more of the variables included in the questionnaire. Mention other sources of getting services if there are any.

Question 17: If the answer to this question is "NO", the interviewer moves directly to question 23. In case the answer is "YES", questions 18 and 19 are directed, and a mark be put once in front of the suitable case "YES" or "NO" ("the unit undertakes its duty or not")

Questions from 18 to 23 are relevant to services offered by

Questions 20, 21, 22 and 23: in each of these questions mark in front of one or more of the variables not mentioned in the questionnaire.

Educational services in the countryside.

Questions 23 to 31 are relevant to the schools in the countryside.

Question 24: Mark "YES" or "NO" according to the condition.

Question 25: If the answer is "NO", then there is in this section no need to direct the rest of the questions till number 31; in case the answer is "YES", the following question is directed.

Question 26: Mark on one or more of the cases provided for. In case the school was outside the countryside, there is no need to address the rest of the questions in this section till question number 31, but if the school is in the countryside the following questions are to be directed.

Questions 27, 28, 29 and 30: If the answer to question 27 is "YES", then question number 28 is to be asked on the opinion of the family on the reason for approving the education of their sons in the school of the countryside. If the answer to question 27 is "NO", then shift directly to questions 29 and 30 to ascertain the reason for not educating the sons in the school of the countryside and the suggestions of the family for developing service in the school. In each case, the interviewer must put this mark in front of the cases which head of the family chooses.

Question 31: The substitute question. Put the mark on one of the cases in the questionnaire.

Questions 32 to 39 are relevant to the agricultural unit.

Questions 32, 33, 34 and 35: Mark is put in front of "YES" or "NO" according to the case in each question.

Questions 36, 37, 38: These questions are relevant to services rendered by the agricultural unit and opinion of interviewees. This mark in front of the cases not mentioned in the questionnaire.

Question 39: this question is directed to the interviewee in case of not benefitting from the services of the agricultural unit. A mark is put in front of the cases which the interviewee chooses while clarifying the other cases.

VI. Medical services

Questions from 41 to 44 are relevant to the medical unit in the countryside.

Question 40: Mark in front of "YES" or "NO" according to the case.

Questions 41, 42, 43 and 44 are relevant to the attitude of the interviewee vis á vis the medical unit - the kinds of services rendered and his opinion. In each of these questions mark in front of variables according to the viewpoint of the interviewee, and report the cases not mentioned in detail in the questionnaire.

Questions from 45 to 52 are relevant to family planning in the countryside.

Question 45: If the answer is "NO", there is no need to address the rest of the questions in this section. In case the answer is "YES", the following question is directed.

Question 46: Relevant to the source which conveyed the means of family planning. Put mark in front of one or more of these sources.

Question 47: Mark in front of "approving" or "not approving", according to the condition. In case the answer is "not approving" move to question 49.

Questions 48 and 49 are relevant to the attitude of the head of the family as regards family planning. The head of the family has to choose one or more of the cases included in the questionnaire.

Question 51: Mark in front of "YES" or "NO" according to the condition. In case the answer is "YES" question 52 is directed.

Question 52: is to ascertain whether the husband or wife used one of the contraceptive methods during a certain period after marriage. Mark on the contraceptive method currently used.

VII. Social Services

Questions from 53 to 85 are relevant to the social unit.

Question 53: Mark on "YES" or "NO" according to the condition. If the answer is "NO," then there is no need to direct the rest of the questions. If the answer is "YES" the following question is directed.

Question 55 is relevant to the aid received by family members from the social unit in the countryside. Mark on one or more of the sources of aid while reporting the cases not included if there are any.

Question 56: If the answer is "NO" shift directly to question 58, but if the answer is "YES", then direct the following question.

Questions 57 and 58 are relevant to obstacles facing the family for not benefitting from the services of the social unit and the family viewpoint for resolving them. Mark on the variables to be stated by the interviewee.

Questions from 60 to 64 are relevant to facilities to be extended by the Association for Developing Society.

Question 60: Mark in front of one or more of the services obtained by the family from the forementioned association in the countryside. In case the family does not benefit from this association, the interviewer has to address question 61 to know other sources of obtaining these services and report them in detail.

Questions 62, 63 and 64 are relevant to viewpoints of family members towards the association of developing society and their suggestions to enable the association to perform its duty. If the interviewee answered "NO" to question 63, then the interviewer directs question 64 to know the reasons why the association did not perform its role perfectly. In all cases mark on one or more of the cases which the interviewee chooses.

Question 67 is relevant to the nursery in town; the opinion of the interviewee towards its role. If the interviewee answered question 67 "YES", then the interviewer asks question 68 to know his opinion as regards the presence of a nursery in the countryside and to mark on one or more of the provided cases.

Questions 69 and 70: If the answer to question 69 is "NO" the interviewee should be asked why the nursery does not carry out its role perfectly and mark in front of the cases he mentions.

VIII. Amusement Services

Questions 71, 72, 73 and 74 are relevant to the interviewee's opinion as regards the rural club and its role for the service of the villagers. If the answer to 72 is "YES" then the interviewee is asked question 73 on the reason why he goes to the club; but if the answer is "NO" the interviewer shifts directly to question 74 "Why members of the family do not go to clubs." Whether the answer is "YES" or "NO" then question 75 is asked: relevant to views for developing the club.

IX. Coordination Services

These questions concern the family viewpoint as regards cooperative units in the countryside, the kind of services rendered by the unit to the family and the family suggestions for developing them.

Questions 76 and 77: Mark yes or no according to the condition.

Questions 78 and 79: If the answer to question 77 is "YES" the interviewer is asked the worth of services rendered to the family by the unit and is asked to mark on one or more of these services. In case the answer is "NO" do not direct question 78, and shift to question 79 to ascertain why the family does not benefit from these services.

Regardless of the kind of answer to question 77,

Question 80 should be addressed by putting the mark in front of one or more than one variable in the light of the view of the interviewee.

Questions from 81 to 85 are relevant to the opinion of the family as regards the village council.

Question 81: If the answer was "NO", there is no need to direct the rest of the questions till number 85. In case the answer was "YES", then question 82 is directed about the activities of the council of the village, then the interviewer shifts to question 83.

Question 83: If the answer to question 83 is "NO", then question 84 is directed to ascertain the reason why the council does not function perfectly, and the family's suggestions for developing the service of the council.

X. Other Services

Question 86 ascertains the opinion of the interviewee as regards services and facilities in the countryside, particularly as regards post - communications - security. In cases where these services are available, the citizens will obtain their requirements and communicate with each other readily.

TO: Dr. Marzouk Aref
Advisory Committee to ORDEV on a Survey
of Villagers' Perceptions

FROM: Donald R. Mickelwait
Consultant to AID

SUBJECT: SOME SUGGESTIONS CONCERNING THE ORDEV SURVEY
OF VILLAGERS' PERCEPTIONS

Dear Dr. Aref:

The following suggestions may be useful to the academic committee which is assisting ORDEV prepare a questionnaire to survey villager perceptions of services offered by rural development organizations.

- First: an explanation of the concepts behind the format suggested for the survey;
- Second: a format and draft layout for the data required; and
- Third: some suggestions for the analysis of the data.

I am hopeful that some of the ideas will be helpful, and I will be prepared to discuss them with you and the committee Wednesday evening, March 10, 1976.

Respectfully,

Don Mickelwait

7 March 1976

PART I: THE CONCEPTS BEHIND THE SUGGESTED
FORMAT OF THE QUESTIONNAIRE

Separating the Perceptions of Service from the Sponsorship
of Services

I would suggest separating the villagers' perceptions of services from the question of which organization or unit of the government sponsors or provides the services. This can be done as follows:

First: ask the interviewer to indicate which services are provided by the various different kinds of government units. I do not understand all the possibilities, but you mentioned to me that there are:

- combined units;
- separate units, (under different ministries);
- other possibilities.

these can be formed into a matrix (as on the first page of Part II) and coded. This will let you determine whether, for example, integrated provision of services, as seen by the villagers, makes for better services than those provided separately.

If the interviewer gives the designation of the government organization which provides the service, then the villager must only tell which of the services he uses, and what he thinks about them.

Standardizing the Responses for Questions About Services

The original questionnaire has 12 services or units:

		Agricultural Cooperatives
		Consumer Cooperatives
Suggestions		Veterinarian Unit
		Education Unit
		Agricultural Unit
Eliminate	-	Health/Family Planning Unit
Family Planning		Social Services Unit
		Community Development Unit
Eliminate	-	Kindergarten (Nursery) Unit
Kindergarten		Social Activities Unit
Put on 1st page of questionnaire	-	Combined Unit
Make separate section	-	Village Council
Add new section	-	ORDEV Activities

By separating the services from the sponsor of the services (the first item above), we can eliminate the need for the, section on combined units, since that information will be obtained on the first page of the questionnaire. The village council is a special unit which will need special questions, as will a section on ORDEV, and these should be dealt with separately. The proposed elimination of Family Planning and Kindergarten (Nursery) is considered in a following section. The remaining nine services or units can utilize standardized responses for some questions, I believe, based upon the following format for each service or unit:

- Item 1: Special membership, if any, requirements to obtain services
(special responses for each unit)
- Item 2: Services available and utilized by the respondent's household
(special responses for each unit)
- Item 3: Problems in obtaining or using services
(consistent responses for nine units)
- Item 4: Beneficiaries of the services
(consistent responses for nine units)
- Item 5: Recommended improvements in the services
(consistent responses for nine units)
- Item 6: Where are services obtained if not from a Government unit
(special responses for each unit)

Since items 3, 4, and 5 are very important, let me review my suggestions, and the reasons for the responses.

Item 3:

PROBLEMS IN OBTAINING OR USING SERVICE

Services were obtained with:

No Problems

Problems as follows:
(check two only)

_____ Insufficient resources in the organization/unit, not enough money or supplies, equipment or facilities, or staff employees to do what is needed.

_____ Inequality of distribution of the resources of the organization/unit by the employees.

_____ Inequality of distribution of the resources of the organization/unit by the Board, and/or dominated by one group.

_____ Inefficient services in the organization/unit due to a lack of dedication or interest on the part of the employees and/or a refusal to respond to the needs of the villagers.

_____ Disinterest in the services offered by the organization/
unit on the part of the villagers due to poor relations
between the employees and villagers.

_____ Disinterest in the services offered by the organization/
unit on the part of the villagers due to a complicated
routine necessary to obtain the services, or crowded,
disorganized, disorderly facilities or arrangements.

_____ Disinterest in the services offered by the organization/
unit on the part of the villagers due to illegal payments
which must be made to obtain services.

_____ Other _____

_____ Other _____

All responses were taken from the original questionnaire. Some have been combined, for example, insufficient resources includes money, supplies, equipment, facilities and staff. This is due to the limitation on responses to two. Since resources generally are in short supply, we do not want the respondent to use both his choices telling us that there is not enough money or employees. Instead we would like to know what other problems prevent him from obtaining or utilizing the services of the organization/unit.

Item 4:

BENEFICIARIES OF THE SERVICES

Who benefits most from the services:

(check two only)

_____ Everyone equally

_____ No one, (there are no benefits)

_____ Board members

_____ Friends and relatives of the employees

- Employees themselves
- Arab Socialist Union members
- Wealthy villagers
- Elected members of the village council
- Other
- Other

I have suggested the addition of the elected members of the village council to the beneficiaries list. All other responses are taken from the original questionnaire.

Item 5:

RECOMMENDED IMPROVEMENTS IN THE SERVICES

What must be done to make the services of the government organization or unit fulfill the needs of the villagers.

(check two only)

- The government should provide more resources for supplies, facilities, equipment, and/or staff.
- Services should be given stronger supervision from higher government authorities.
- Services should be given stronger supervision by the elected village council.
- The Board which guides the organization/unit should consist of elected villagers.
- The organization/unit should reside in the village.
- The employees of the organization/unit (doctors, teachers, social workers, etc.) should reside in the village.

_____ *Employees in the organization/unit should work for the village council (be hired by the council and have their salaries paid by the council).

_____ Other _____

_____ Other _____

This is a difficult section to complete. It does not tell us very much if we simply repeat all the problems listed in Items 3 and 4. That is, if Item 3 shows:

_____ Inequality of distribution of the resources of the organization/unit by the employees.

And Item 4 shows:

_____ Friends and relatives of the employees.

Then we do not learn anything new if one response to Item 5 is:

_____ Eliminate inequality of distribution of resources to the friends and relatives of the employees.

We already know (from the responses to Items 3 and 4) that this is a problem. What the questionnaire should seek is a recommendation which will help solve this problem.

I have collected the general recommendation contained in the original questionnaire, and added one suggestion concerning the employment of the local government employees by the village council. I understand this is one trend contained in Public Law no. 52. It might be interesting to see if there are any responses which include this recommendation.

Reconsidering the Priorities in the Questionnaire --

Recommendations for an ORDEV section

Five of the "units" to be considered in the questionnaire are of little direct interest to ORDEV. There are four sections on social affairs:

- Social Services unit;
- Community Development unit;
- Kindergarten unit; and
- Social Activities unit.

In addition there are five questions on family planning. All of the subjects are important; however, the villagers only have so much patience with interviewers. I would estimate that the questionnaire as written could consume two hours if the villagers carefully consider the responses.

There are no questions directly bearing on ORDEV's most important activities at the village level - physical construction and economic projects. Since social projects are allocated only six percent of the ORDEV budget in 1976, and since family planning is a difficult topic (and has an entire department devoted to it in the Ministry of Health), I would recommend the deletion of:

- Family Planning; and
- Kindergarten (nursery)

and the addition of a section asking for village perceptions of proposed ORDEV projects. I have included such a section in Part II.

Possible Bias in the Data due to the Interviewers Position as
Government Employees in the Villages

It is my understanding that the interviewers will be selected from among the government employees working at the village level. If this is true, there is the possibility that the real situation in the agricultural unit is as follows:

_____ Inequality of distribution of the resources of the agricultural unit due to the employees.

_____ Inefficient services in the agricultural unit due to a lack of dedication and interest on the part of the employees.

Assume that the head of the agricultural unit has been selected as the interviewer. There are two possible ways this could bias the data recorded on the questionnaire:

First: the villager will not give the true responses fearing the loss of all services from the agricultural unit.

Second: the interviewer would not mark down the responses even if given by the villager, fearing that he (the interviewer) would be punished when the questionnaire was analyzed.

These are serious problems. If, due to budget constraints, it is necessary to use the village-level government employees as data collectors there are some actions which might be taken to improve the data. Some suggestions are as follows:

- . Have the employees interview in villages other than the one in which they work.
- . Do not select employees who work with the units which are the subject of the questionnaire -- if there are any such employees.
- . Tell the interviewers that the computer will be used^p to determine if there are untrue answers, either from the villagers or due to their own recording of the data.
- . Tell the interviewers that a random selection of villages will be made, and interviews conducted by students and faculty of a university to test differences in responses due to the position (job, employment) of the data recorder.

This could easily be done using the random sample selection techniques for households to obtain two times as many households as needed for the sample. Select every other one (1, 3, 5, 7, 9, ...) for the initial survey. If the village is chosen for re-survey (to check the accuracy in 10 percent of the villages), the new interviewer could sample households 2, 4, 6, 8, A 10 percent sample would be approximately 300 interviews, which could be a check on both the individual village data (where a double sampling has taken place), and the data from the sample as a whole.

I am certain the Advisory Committee can add to and improve upon this list.

Format and Draft Lay-Out of the Questionnaire Given in Part II

The format and draft lay-out is not intended to be a questionnaire. The advisory committee knows more about asking questions in rural Egypt than I could ever learn. It is a draft of the most useful data as I understand the purpose of the survey. It shows which information I suggest be obtained and coded for analysis.

I have suggested the numbers of coding blocks per response with the choice of codes in each block running from "0" through "9". However, depending upon the software packages which will be available, "0" may not be a good choice (it eliminates multiples and ratios for example). In addition, a number is often needed for a "no response" code -- the difficult problem of "missing data". If the computer cannot accept blanks, and must have codes in each column, then "9" may be the best choice. The statistical expert will know which coding choices are best for the machine which will be used.

The asterik * is used to show new questions or responses not on the original questionnaire which are suggested for inclusion.

PART II: FORMAT AND DRAFT LAY-OUT

MINISTRY OF LOCAL GOVERNMENT ORGANIZATION
 FOR RECONSTRUCTION AND DEVELOPMENT OF THE EGYPTIAN VILLAGE
ORDEV

A QUESTIONNAIRE TO DETERMINE CITIZENS OPINIONS OF THE
 SERVICES OFFERED BY RURAL DEVELOPMENT ORGANIZATIONS

To Be Completed By The Interviewer

Governorate _____

Center _____

Village _____

Village Council _____

*Household number _____

Head of Household _____

Services in the village are provided by:

(complete once for each village)

<u>Units</u>	<u>Separate</u>	<u>Combined</u> <u>Units</u>	<u>Other</u>
Agricultural Cooperative	_____	_____	<input type="checkbox"/>
Consumer Cooperative	_____	_____	<input type="checkbox"/>
Veterinarian	_____	_____	<input type="checkbox"/>
Education	_____	_____	<input type="checkbox"/>
Agricultural	_____	_____	<input type="checkbox"/>
Health/Family Planning	_____	_____	<input type="checkbox"/>
Social Services	_____	_____	<input type="checkbox"/>
Community Development	_____	_____	<input type="checkbox"/>
Kindergarten	_____	_____	<input type="checkbox"/>
Social Activities	_____	_____	<input type="checkbox"/>

Interviewer _____

*Interviewers Unit _____

Date of Interview _____

Interviewer's Signature _____

NAME (Put head of household first)	SEX		AGE		RELATION TO HEAD OF HOUSEHOLD Head of Household	MARITAL STATUS	YEARS OF SCHOOL	READS AND WRITES	OCCUPATION	BORN VILLAGE
	M	F	Years	Mos.						
1			<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
2										
3										
4										
5										
6										
7										
8										
9										
0										
1										
2										
3										
4										
5										

Total number in household

Total number six years or older who contribute to family income

COMMENTS: I believe only a small portion of this data is useful for analysis. I have suggested coding the following variables:

Age of head of household

Years of school of head of household

Functional literacy of head of household

Occupation of head of household

Whether born in the village (head of hous.

Total number in household

Total number who are productive family members (six years or older can still work)

I do not understand what will be done with the remainder of the data. To code it all is a very big job. If it is not coded, then it cannot be used in analysis. Perhaps some could be eliminated.

ECONOMIC CIRCUMSTANCES OF THE FAMILYOriginalRevised

1/2

1. Agricultural Land:

No access to land

owned

rented

Quirate

Feddan

(leave blank of no access to land)

3

2. Animals:

numberCattle Sheep Buffalo Goats Horses Chickens Donkeys Camels

(leave blank of no animals)

4

3. How much money does the household spent monthly to live. (Rent on house, food health care, clothes, match, etc.)

(Note: Does not include the cost of inputs)

4

4. Are you satisfied with the house in which you live?

Yes No

What do you think the governorate can do to help you make your house more healthful and comfortable?

AGRICULTURAL COOPERATIVE
SERVICES IN THE VILLAGE

Original

Revised

5

5. Membership status in the Agricultural Cooperative
(check one only)

_____ Participant (regular)

_____ Board Member

_____ Non-Member

6

6. Services received from the agricultural cooperative
(check all that apply - read list)

	Services Available		Services Used
Insecticide	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>
Seeds	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>
Fertilizer	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>
Animal Feed	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>
Animal Insurance	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>
Credit	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>
*Tractor rental	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>
Other	_____ <input type="checkbox"/>	_____	<input type="checkbox"/>

7/8

7. PROBLEMS IN OBTAINING OR USING SERVICES

Services were obtained with:

No problems

Problems as follows:

(check two only)

_____ Insufficient resources in the organization/
unit, not enough money or supplies, equip-
ment or facilities, or staff employees to
do what is needed.

_____ Inequality of distribution of the resources
of the organization/unit by the employees.

_____ Inequality of distribution of the resources
of the organization/unit by the Board,
and/or dominated by one group.

_____ Inefficient services in the organization/
unit due to a lack of dedication or interest
on the part of the employees and/or a
refusal to respond to the needs of the
villagers.

Disinterest in the services offered by the organization/unit on the part of the villagers due to poor relations between the employees and villagers.

Disinterest in the services offered by the organization/unit on the part of the villagers due to a complicated routine necessary to obtain the services, or crowded, disorganized, disorderly facilities or arrangements.

Disinterest in the services offered by the organization/unit on the part of the villagers due to illegal payments which must be made to obtain services.

Other _____

Other _____

8. BENEFICIARIES OF THE SERVICES

Who benefits most from the services:
(check two only)

Everyone equally

No one, (there are no benefits)

Board members

Friends and relatives of the employees

Employees themselves

Arab Socialist Union members

Wealthy villagers

*Elected members of the village council

Other _____

10

9. RECOMMENDED IMPROVEMENTS IN THE SERVICES

What must be done to make the services of this government organization or unit fulfill the needs of the villagers?
(check two only)

_____ The government should provide more resources for supplies, facilities, equipment, and/or staff

_____ Services should be given stronger supervision from higher government authorities

_____ Services should be given stronger supervision by the elected village council

_____ The Board which guides the organization/unit should consist of elected villagers.

_____ The organization/unit should reside in the village

_____ The employees of the organization/unit (doctors, teachers, social workers, etc.) should reside in the village

_____ *Employees in the organization/unit should work for the village council (be hired by the council and have their salaries paid by the council).

_____ Other _____

10. If you are not a member of an agricultural cooperative, from what source does your house hold get the following supplies?

No requirement for these outputs Need these outputs but cannot obtain Private supplies Other

	No requirement for these outputs	Need these outputs but cannot obtain	Private supplies	Other
Insecticides				
Seeds				
Fertilizers				
Animal feed				
Animal insurance				
Credit				
Tractor plowing				

CONSUMER COOPERATIVES

Original

Revised

12/13

11. Give the participation of the household in a consumer cooperative: (check one)

	Member	non-Member
<input type="checkbox"/> No consumer cooperative		
<input type="checkbox"/> A consumer cooperative attached to the agricultural cooperative		
<input type="checkbox"/> A separate consumer cooperative		



12.*What services are utilized by the household? (check all that apply)

Services	Used by household
	<input type="checkbox"/>

15

13. Problems in obtaining or using services

Repeat Item 3, Part I, make appropriate for consumer cooperative.

14. Beneficiaries of services

Repeat Item 4, Part I

15. Recommended improvements in services

Repeat Item 5, Part I

OriginalRevised

16

16. If there is no consumer cooperative, or your household does not use it, where are the services obtained?

_____ Private shops in village

_____ Private shops in nearby villages

_____ Other

17

17. If there is no consumer cooperative, do you believe the village should establish one?

___ Yes ___ No

VETERINARIAN UNIT

Original

Revised

18/20

18. Give the participation of the household in the services of the veterinarian unit.
(check all that apply)

<u>Services</u>	<u>Utilized by household</u>
_____ No unit exists	
_____ No animals	<input type="checkbox"/>
_____ Treat when animals are ill	<input type="checkbox"/>
_____ Innoculation against disease	<input type="checkbox"/>
_____ Artificial insemination or other assistance	<input type="checkbox"/>
_____ Other _____	<input type="checkbox"/>

21

19. Problems in obtaining or using services

not asked

20. Beneficiaries of the services

22

21. Recommended improvement in the services

23

22. If there is no veterinarian unit, or your household does not utilize the services, how do you obtain the following;

<u>Services</u>	Obtained from;	
	<u>A nearby veterinarian unit</u>	<u>Private veterinarian</u>
_____ Treatment when animals are ill	_____	<input type="checkbox"/>
_____ Innoculation against disease	_____	<input type="checkbox"/>
_____ Help in improving the animal brood	_____	<input type="checkbox"/>

EDUCATION

Original

Revised

24/25
26

23. Give the households participation in the school

Number of children of school age

Number Enrolled in schools

Number in this village school

Number in another vil- lage school

Number in central village school (or else- where in school)

29

24. For the village school give the problems with the school. (problems in obtaining or using services)

not asked

25. Beneficiaries of the services

30

26. Recommend improvements in the services

31

27. If you have school aged children but do not send them to the village school, how are they instructed

_____ No education

_____ In the Kottab

_____ Private tutor

_____ Other

AGRICULTURAL UNITOriginalRevised32/33/34
3628. Give the households participation in the activities
of the agricultural unit

<u>Services</u>	<u>Utilized by Household</u>
___ No unit nearby	
___ No agricultural land or animals	<input type="checkbox"/>
___ Lectures/Dis- cussions	<input type="checkbox"/>
___ Recommend crops to be planted	<input type="checkbox"/>
___ Marketing for crops	<input type="checkbox"/>
___ Beekeeping training	<input type="checkbox"/>
___ Agricultural pro- cessing	<input type="checkbox"/>
___ Exhibition of hand- icraft production	<input type="checkbox"/>
___ Veterinarian treat- ment	<input type="checkbox"/>
___ Insecticide treat- ment	<input type="checkbox"/>
___ Artificial Insemin- ation	<input type="checkbox"/>
___ Other breeding as- sistance	<input type="checkbox"/>
___ Other	<input type="checkbox"/>

37

29. Problems in obtaining or using services

not
asked

30. Beneficiaries of the services

38

31. Recommended improvements in the service

39

32. In case your household gets no services from
the agricultural unit, where are they obtained?

_____ From the agricultural cooperative association

_____ From the combined unit

_____ From the agricultural engineer

_____ From private market



HEALTH UNITOriginalRevised

40/43

33. Give your household's participation in the services of the health unit.
(check all that apply)

<u>Services</u>	<u>Utilized by household</u>
___ No services available	- - <input type="checkbox"/>
___ Treatment when ill or injured	_____ <input type="checkbox"/>
___ *Care for pregnant woman	_____ <input type="checkbox"/>
___ *Care for mother and child	_____ <input type="checkbox"/>
___ Family planning assistance	_____ <input type="checkbox"/>
___ Dusting houses against insects	_____ <input type="checkbox"/>
___ Other	_____ <input type="checkbox"/>

42

34. Problems in obtaining or using services.

44

35. Beneficiaries of the services

50

36. Recommendations for improving the services.

41

37. If you do not use the services of the health unit (or if there is no health unit) how would you obtain treatment for a sick child.

_____ Use traditional rural treatment
 _____ Buy a pill from the market
 _____ Go to a private doctor
 _____ Go to a central hospital
 _____ Other _____

□

SOCIAL SERVICES

Original

Revised

53/54
55

38. Give your households participation in social services in the village. (check all that apply)

<u>Services</u>	<u>Utilized by household</u>	
_____ No services	-	<input type="checkbox"/>
_____ Financial assistance	_____	<input type="checkbox"/>
	(last 2 years)	
_____ Personal catastrophe assistance	_____	<input type="checkbox"/>
	(last 2 years)	
_____ Public catastrophe assistance	_____	<input type="checkbox"/>
	(last 2 years)	
_____ Other	_____	<input type="checkbox"/>

56/57
not
asked

39. Problems in obtaining or using services

40. Beneficiaries of the services

58
not
asked

41. Recommended improvements in the services

42.*If you do not receive social services from the government, where do you seek help in times of great need.

_____	Extended family (cousins, etc)	
_____	Money lenders	
_____	No assistance is available	<input type="checkbox"/>

COMMUNITY DEVELOPMENTOriginalRevised59/
60

43. Give the households participation in community development activities in the village.

<u>Services</u>	<u>Utilized by household</u>
— No services	<input type="checkbox"/>
— Reading classes	<input type="checkbox"/>
— Kindergarten/ Nursery	<input type="checkbox"/>
— Financial aid to the villagers	<input type="checkbox"/>
— Economic projects for families (other than beekeeping)	<input type="checkbox"/>
— Beekeeping projects	<input type="checkbox"/>
— Other	<input type="checkbox"/>

62/
63

44. Problems in obtaining or utilizing services

45. Beneficiaries of the services

46. Recommended improvements in the services

61

47. If these services are not available, or not used by the household, how are they obtained?

— None available anywhere
 — Private arrangements
 — Other



SOCIAL ACTIVITIESOriginalRevised

71/72

48. Give the households participation in the social activities in the village. (Check all that apply)

<u>Services</u>	<u>Utilized by Household</u>
_____ No social activities sponsored by a government unit	_____ <input type="checkbox"/>
_____ Newspapers	_____ <input type="checkbox"/>
_____ Games to play	_____ <input type="checkbox"/>
_____ Cards	_____ <input type="checkbox"/>
_____ TV	_____ <input type="checkbox"/>
_____ Talk to neighbors	_____ <input type="checkbox"/>
_____ Sew	_____ <input type="checkbox"/>

73

49. Problems in obtaining or utilizing services.

50. Beneficiaries of services.

74

51. Recommended improvements in the services.

52. If you do not have a club or use its services, where do you spend your free time.

_____ At home	
_____ At a shop in the village	
_____ With friends/relatives in their homes	<input type="checkbox"/>
_____ No free time	

58. What activities/programs of the village council would the respondent participate in and/or contribute to in the village?

<u>Program</u>	<u>Participate in</u> (approve of)	<u>Contribute to</u> (labor/payments)
More than plowing fields	_____	_____ <input type="checkbox"/>
Building new houses away from the village center	_____	_____ <input type="checkbox"/>
Beekeeping	_____	_____ <input type="checkbox"/>
Silk worm raising	_____	_____ <input type="checkbox"/>
Raising poultry and eggs to sell	_____	_____ <input type="checkbox"/>
Widening and improv- ing village streets	_____	_____ <input type="checkbox"/>
Demolishing old houses in the center of the village	_____	_____ <input type="checkbox"/>
Training for young people in new skills	_____	_____ <input type="checkbox"/>
Other	_____	_____ <input type="checkbox"/>

PART III: SUGGESTIONS FOR THE ANALYSIS OF THE DATA

ANSWERING THE BASIC QUESTIONS

The purpose of the survey is to determine villager perceptions of the services offered by rural development organization, and to capture any recommendations they have concerning improvements in those services. For each overall service (I have recommended questions on nine only) there are a number of separate services which may be offered by a rural development unit. For example, the veterinarian unit may offer:

1. Treatment when animals are ill
2. Innoculation against disease
3. Artificial insemination

The questionnaire as designed does not allow the villager to say that "1." is good, while "2." is fair, but "3." is bad. Instead he must make one judgment on all the services provided by the rural development organization. This will be a problem unless all specific services are judged the same way by the farmer.

For the services they have delivered, the questionnaire does not ask which specific services are seen by the villager to be most important, or which services are absent completely (and thus not judged by the questionnaire) and should be provided by some rural development organization. Therefore, what the survey can tell ORDEV is the overall judgement of villagers on the performance of individual rural development organizations.

The first basic question to be answered is whether the availability of services, as seen by the local population, agrees with the availability of services as reported by the rural development organizations themselves. This can be determined by matching the questionnaire data on services against the baseline study previously prepared on each village. For each village this might be expressed as follows:

One Village: Number of services reported by villagers

Number of services reported by rural development organization

This ratio (perhaps expressed as a percentage) gives some indication of the gap (or agreement) between villagers and the government on what services are offered.

The second basic question to be answered is the use of the services by those households who have reason to do so. If, for example, the veterinarian unit offers all three services shown above, and the villager has animals, then the following ratio would be valuable.

$$\frac{\text{Number of services utilised}}{\text{Number of services available}}$$

(By village and service)

If this ratio, expressed as a percentages, is near 100, then the services are being used. By aggregating all such ratios, it would be possible to show comparison among rural development organizations in the following way:

Percentage use rates for the following rural development organizations when services are available and respondents have reason (for example, the respondent has animals to be treated by the veterinarian as in the example above) to use the services.

<u>Service units</u>	<u>(example)</u>
Agricultural Cooperation	95%
Consumer Cooperation	50%
Social Activities	20%
Schools	60%
Health Unit	10%

The low percentage use rates show the need for special studies to determine why services are not being used.

Third, the Questionnaire can show the respondents problems in obtaining the services, the beneficiaries of the service, and recommendations for improving the services. This data can be analysed by village, governorate and national levels of aggregation. One useful method of analysis may be to group all those respondents who have problems in obtaining or using services which are not insufficient resources - - problems which cannot be corrected by simply adding more money or employees to the program. Then it would be interesting to attempt to explain the differences in the responses by examining the following variable set.

<u>Variables</u>	<u>Questionnaire Data</u>
Income/Wealth Level	. Land
	. Animals
	. Monthly consumption
	. Occupation
. Education Level	. Years of School
	. Reads and Writes
. Native Villager	. Born in the village (Yes, no)
. Location	. Village
	. Governorate
. Size of Family	. Number of productive family members available.
. Provider of service	. Separate Ministry
	. Combined unit
	. Other
. Interviewer	. Interviewer
	. Interviewer's unit

(A variable which is not included in the questionnaire, and one we believe may be important, is whether the villager made any contribution, (labor, land or cash) to help the unit to provide the service being discussed.)

Once the variable set has been defined, it can be used to examine the responses to all three questions:

1. Problems in obtaining or using services
2. Beneficiaries of the services
3. Recommended improvements in the services.

If the Computer software is available, and a knowledge statistician can be encouraged to help analyze the data, other forms of analysis can be used. Special variables could be defined for each of the three questions shown above by adding the similar responses across all nine service units. Thus all villagers who perceive that the inequality of distribution of resources by the employees is a problem for all nine units can be grouped together, and their backgrounds (the variable set mentioned above) can be matched against the responses to search for a pattern which explains the variation in responses.

In a similar manner, the number of responses to the question of Problems (again subtracting the insufficient resource response) can be added across all nine service units. Thus the highest "Problem" count (with only two responses per question) would be 18. If the Computer software is variable, dependent variables can be defined in this manner, and the variable set used as independent variables. The purpose is the same as stated above, to search for a pattern which explains the variation in responses.

TECHNICAL PROBLEMS IN THE CODING AND AGGREGATION OF THE QUESTIONNAIRE

(the Open-ended Questions)

The questionnaire has, at present, more than 40 open-ended question - responses which must be coded after the survey has been completed. If each open-ended question has 9 potential responses, the number of coding decisions for the survey will be $9 \times 40 \times 3000 = 1,080,000$. This is a large job. Very quickly the field interviewers will stop writing down the "other" answers, and the coders will put in the "other" block a single code to show merely another (unspecified) response not included on the Questionnaire.

I would recommend a field test of at least 100 questionnaires in Upper Egypt and the Delta. From this test I would select the best set of possible responses for all questions, we use the "other" category to show that the responses to the question on the Questionnaire did not include the response which the villager believes most important. A high "other" response rate will show a Questionnaire that did not have the "right" answers. This method will eliminate some useful data, but it will greatly facilitate the process of coding and analysis.

THE DATA TO BE CODED

The Survey Questionnaire is very lengthy. I would recommend examining closely all data to be obtained. The data being requested from the villager should answer some basic hypothesis. For example, if the question asked is place of birth, this suggests that the place of birth is one possible reason for a variation in villager perceptions of the services of rural development organizations. The most important data to be obtained by the survey concerns those items which can be changed by the Government, the policy items. Place of birth is not a variable which suggests how the rural development organizations can improve their services. Therefore, it is not as useful to the survey. Since each coded item increases the cost of the survey, some limitations on data collection may be necessary.

The overall recommendation is to code that data which will help the rural development organizations do their job better. In most cases, data which is not to be coded should not be collected.