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ARAB REPUBLIC OF EGYPT  
MINISTRY OF INVESTMENT AND INTERNATIONAL COOPERATION  
DEPARTMENT OF ECONOMIC COOPERATION WITH U.S.A.

U.S. ASSISTANCE MONITORING ANALYSIS  
STUDY

EXISTING CAPABILITIES ANALYSIS TASK  
REPORT



**JWK INTERNATIONAL CORPORATION**

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## I. INTRODUCTION

### A. Background

The United States of America (U.S.) has maintained a large foreign aid program with the Arab Republic of Egypt (A.R.E.) since 1975. From that time to date, the U.S. has obligated funds in the range of \$7.2 billion for assistance to Egypt. The yearly obligation is about \$1 billion. The assistance being provided varies from delivery of millions of metric tons of food, materials and equipment to the performance of many large-scale development projects. Currently, 70 large-scale assistance projects are active, and the delivery of over \$4 billion worth of commodities is planned or underway.

Until recently, this assistance effort was mostly managed by the U.S. Agency for International Development (USAID), which worked directly with individual ministries and other organizations within the A.R.E. in initiating and monitoring the various assistance activities. Both governments have agreed that Egypt should play a larger management role in the initiation and execution of U.S. assistance, and the Ministry of Investment and International Cooperation (MIIC) was given the task of coordinating this assistance, with the Department of Economic Cooperation with U.S.A. (DECUSA) to perform the direct coordination function. DECUSA is currently performing the U.S. Assistance monitoring function, but is understaffed and needs additional facilities to perform its mission adequately.

A contract was let to JWK International to study the DECUSA mission requirements and develop an overall long-term approach to a successful DECUSA operation. The contract calls for four tasks to be accomplished, each providing a separate report. The first task is to study the DECUSA requirements, the second task is to review the existing capabilities available to DECUSA (this report is the result of that task), the third task is to develop a long-range operating concept, and the fourth task will be to develop an implementation plan. In addition to this report, three other reports, resulting from tasks 1, 3 and 4, will be delivered. This report is being delivered at the same time as the report from Task 1 and should be read in conjunction with that report.

### B. Study Assumptions

The analysis performed by JWK is based on the following study assumptions. First, the overall U.S. assistance effort will not change appreciably and the current monitoring requirements will remain substantially the same in the future. Second, both USAID and DECUSA will continue to perform related U.S. assistance monitoring activities in the future because both countries are vitally interested in seeing a successful effort take place. Some of the monitoring requirements will be shared--that is, although both organizations will be interested in the results, monitoring will be performed by one organization which will then provide relevant information to the other. Other activities will be performed as a coordinated effort whenever the direct participation of both organizations is needed. Third, the transition

from DECUSA's current operation to any future operating concept will take an evolutionary approach without any disruption in current monitoring activities. The desirable approach is to phase in additional monitoring functions as monitoring resources become available. Any augmentation must be compatible with existing monitoring activities. DECUSA will be responsible for planning the budget, monitoring assistance delivery and performance, acting as a liaison between the A.R.E. ministries and USAID, and maintaining a central repository of U.S. assistance related information.

## C. Study Objectives and Scope

### 1. Objectives

The major objective of this study is to derive overall approaches which will assist DECUSA in performing its mission more effectively. Along with approach descriptions, the study will set forth a practical implementation plan.

### 2. Scope

The scope of the entire contract awarded to JWK International is 60 workdays of professional effort and 30 workdays of administrative support. Of the 60 professional workdays, about 15 are devoted to each task. The analysis will emphasize possible solutions which utilize automation, with about 65% of the effort directed toward the development of automated approaches and the remaining 35%, to the development of solutions by analysis of personnel and organizational considerations. The scope of this task is primarily confined to defining the existing situation and is not concerned with design of future systems or procedures. After this report has been reviewed and any possible discrepancies pointed out, the analysis work of other tasks will be related to design.

## D. Task Methodology

The DECUSA existing capabilities task was performed in five steps. First, literature and reports regarding U.S. assistance projects were collected and studied. Second, JWK reviewed the operation of several automated research project monitoring systems in the United States to determine whether any existing software could be used to support the future DECUSA automated environment. Third, a trip was made to Egypt during which both DECUSA and USAID personnel were interviewed at length, and additional procedural and organizational documentation was obtained. Fourth, the interview notes, taped recordings of certain interviews, and all literature were reviewed again, and USAID personnel in Washington, D.C. were contacted for specific areas of questioning. Fifth, this report was developed for DECUSA comments and guidance regarding changes.

## E. Outline of Report

In addition to this introduction, the report contains four sections. Section II describes the current DECUSA organization. Section III discusses

the USAID monitoring activity and contains a general description of the USAID Cairo organizational structure. Section IV contains a discussion of the various ministries and other user agencies currently involved in U.S. assistance activities. Finally, Section V discusses automation considerations.

## II. DECUSA ORGANIZATION

### A. Overall Discussion

As mentioned in the Introduction, the Department of Economic Cooperation with the U.S.A. (DECUSA) is that organization within the MIIC which is responsible for monitoring U.S. assistance to Egypt. The organization has been in existence for over a year and is headed by the Senior Undersecretary for Economic Cooperation with the U.S.A. DECUSA currently employs about 20 professional and 10 support personnel. All professionals are at the Bachelor's Degree level, with the exception of the Senior Undersecretary, who has a doctorate in Economics. Undergraduate degrees are, for the most part, in the fields of economics and commerce. Professionals are also assigned to DECUSA with degrees in the following areas: mathematics, law, mass communications, and agriculture. A large portion of the staff is bilingual in English and Arabic.

The DECUSA staff is situated in an office building in downtown Cairo, which is crowded and, with the exception of one room, not air conditioned. The current facilities are not oriented to a major expansion of personnel, and the office space would need to be adjusted for the addition of automation facilities if such an augmentation is to take place. It appears that the need for storage space for official assistance-related documents will place an additional burden on already cramped work space.

### B. Current Monitoring Activities

Even without a detailed workflow analysis, it is apparent that DECUSA is understaffed and is relying on USAID to perform many of the detailed monitoring activities. Much of DECUSA's current work involves collecting reports from USAID and the various ministries, reviewing those reports and filing them. DECUSA has taken certain steps in monitoring training of those people being trained in the United States. DECUSA has developed a liaison role with the ministries and USAID, and is a participant in ESF commodity and project activity discussion. Also, DECUSA has become involved in an annual review of current assistance projects, and has a detailed knowledge of the problem areas among the various projects.

Because of its lack of staff, DECUSA is currently reacting to, rather than anticipating, the demands of the assistance monitoring function, and it will continue to do so until additional capabilities are obtained. With 20 professional personnel available, DECUSA's monitoring goals can only be to react to high priority problems and to perform cursory reviews of USAID reports.

### C. Organizational Structure

DECUSA is planning to reorganize in the near future, and the present organizational structure will change significantly. That structure is organized primarily by type of fund source, with groups oriented to:

(1) ESF projects, (2) CIP, and (3) PL-480. A fourth group is concerned with liaison with the export/import bank to support public sector participation in U.S. assistance. In addition to these groups, a technical committee, an economic unit and a technical office have been established. Figure II-1 presents a schematic of the current organizational structure.

The depicted organizational structure is logical, especially if the intent of the organization is merely to perform liaison and coordination functions. However, the structure is deceiving because many of the boxes represent part-time functions of the current staff, due to lack of personnel. Accordingly, many personnel are performing dual and triple roles concurrently. For example, a person might receive one telephone call to respond to an investment project function, and within the next several minutes, the same person will be involved in a telephone conversation related to PL-480 activities.

#### D. Personnel Capabilities and Deficiencies

Only general estimates of current personnel allocation to specific activities could be obtained. Aside from the Senior Undersecretary and General Director, who are continually attentive to all activities, an equivalent of nine people are involved in investment projects, three people on CIP activities, two people on PL-480 monitoring, one person on the Export/Import bank matters, one person in the technical office, and two in the economic unit. It must be reiterated that the estimates are only approximate because so many collateral functions are being performed.

DECUSA currently has a number of intelligent recent college graduates who appear to be enthusiastic about performing a good job. The people appear to have sufficient command of English to be able to interact positively with USAID, as well as with the various ministry personnel in Arabic.

Deficiencies lie in both the numbers of DECUSA personnel and the availability of high level detailed technical expertise in various functional areas. An expert is needed in at least the following functional areas: budgeting, engineering, health, education, transportation, data processing, and energy. Also, management analysts are needed to develop detailed monitoring procedures regarding contents of feasibility studies, budget planning, project monitoring and other day-to-day monitoring functions. In addition, middle level management personnel are needed to provide guidance to many of the current DECUSA staff regarding the assessment of validity of project schedules, the proper contents of feasibility studies, and other proper monitoring functions.

II-3

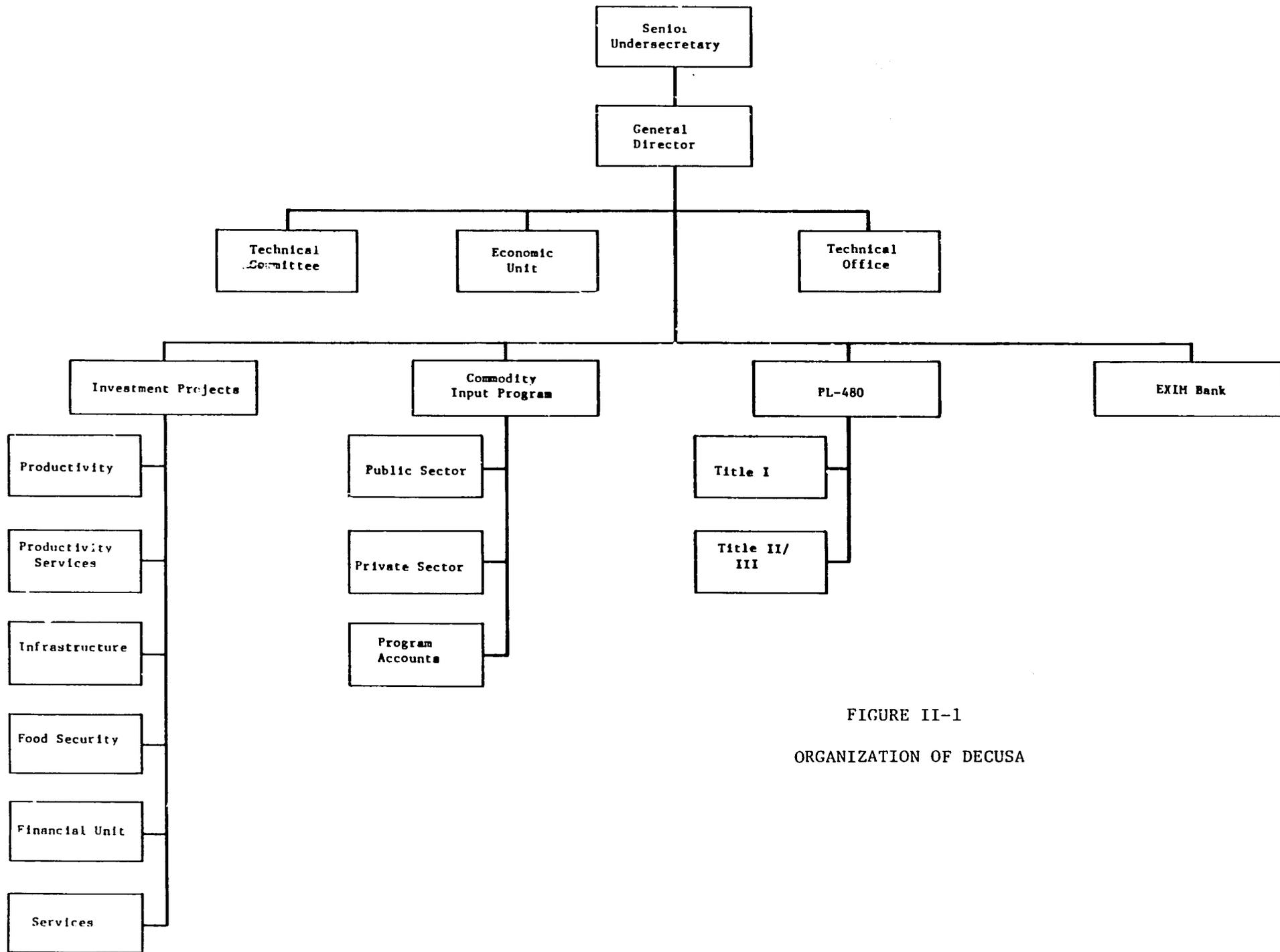


FIGURE II-1  
ORGANIZATION OF DECUSA

### III. USAID MONITORING

#### A. Overall Discussion

During the study, JWK spoke with a number of USAID Cairo personnel regarding the specific functions they were performing related to U.S. assistance monitoring. The intent of the questioning was to determine what was being done by USAID which should not be duplicated by DECUSA in future monitoring operations, and what information could be provided to DECUSA by USAID. In the course of the interviews, USAID people also discussed reasons why certain activities would always need to be monitored by USAID, and described certain general problems in different monitoring activities. The interviews were oriented to USAID's relationship to DECUSA and not specifically to USAID. No effort was made by JWK to evaluate USAID in any manner. It must be stated that JWK was impressed by the caliber of USAID people and their spirit of cooperation in the study. In addition, in JWK's brief study of USAID, no major assistance monitoring deficiencies were uncovered due to USAID actions or procedures.

USAID has in the range of 250 people in Cairo, and is monitoring all phases of U.S. assistance to Egypt, with the exception of the PL-480 Title I and III program. In addition to USAID Cairo personnel, seven people are located in Alexandria to check commodity shipments, and USAID in Washington is involved in procurement assistance and review.

USAID is supplying monitoring and support at every step in the assistance process. This includes assisting ministry personnel in preparing project descriptions, project papers, and feasibility studies; monitoring all procurements, all shipments of commodities, all project performance, all training, and all expenditures, and checking the usage of delivered commodities after shipment. For every project, USAID assigns a project officer who reviews project performance. Monthly funding reports are prepared on both commodity reports and projects, as well as PL-480 activities. Procedures have been defined for executing project initiation, and USAID has a small-scale data processing/ word processing installation to prepare reports on funding, shipment delivery and training of Egyptians overseas.

#### B. Organizational Structure

The USAID Cairo Mission is organized according to functional type of assistance and also takes into account procedures which are needed for all assistance activities. A given activity is initiated and monitored under organizations controlled by one of four assistant directors, each devoted to one of the four following areas: Industry and Trade, Development Resources and Program Support, Agricultural Resources, and Human Resources and Development Cooperation. Four additional offices in the mission report directly to the Mission Director and Deputy Director. These offices perform activities related to management services; development policy, planning and evaluation; financial accounting and other funding functions; and

legal advice, especially regarding procurement. Figure III-1 presents the overall organization structure of the USAID Cairo Mission.

For the most part, the project officers who directly monitor the individual assistance activities are positioned within the functional offices headed by the four assistant directors. USAID project officers become directly involved with a wide variety of monitoring activities. They become involved in procuring feasibility studies, preparing Project Identification Descriptions (PIDs) and Requests for Proposals, evaluating procurements, preparing work plans, checking delivery, monitoring milestone progress, producing quarterly status reports, and evaluating project results.

The offices associated with the Assistant Director of Industry and Trade are involved in monitoring the Commodity Import Program (CIP), and projects related to the A.R.E. ministries of Industry, Finance, Planning and Economy. All assistance projects which are related to industry, trade and services are under the guidance of the Assistant Director of Industry and Trade.

The offices associated with the Assistant Director of Development Resources and Program Support are concerned with monitoring ESF projects related to infrastructure functions (i.e., transportation, power, communication, water, sewer systems, etc.), local administration or village support and urban administration with emphasis on housing and other capital works to improve urban infrastructure. Projects are related to both direct infrastructure improvement and development of local government administrative capabilities.

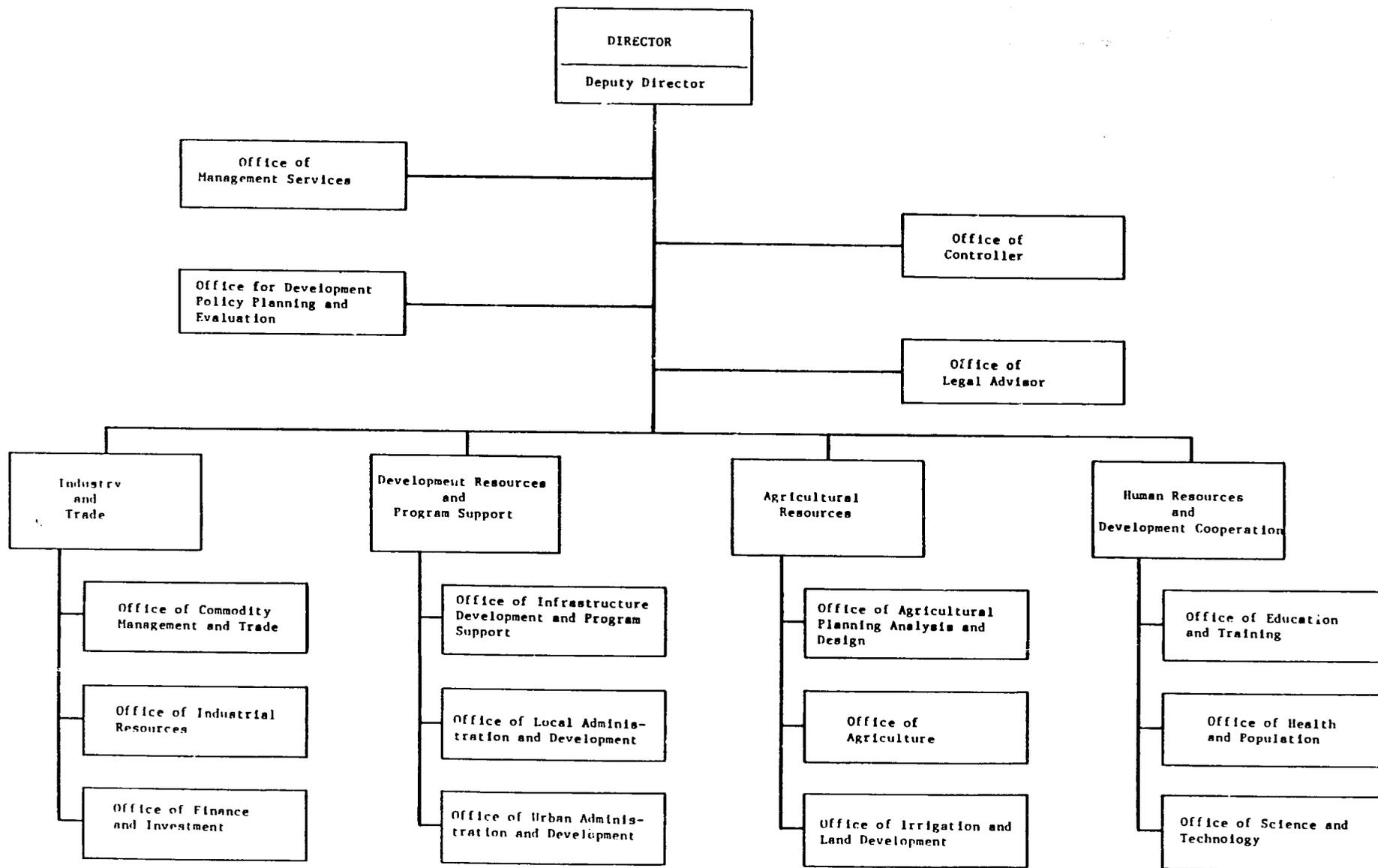
The offices associated with the Assistant Director of Agricultural Resources perform the monitoring of projects related to agriculture and irrigation. Included are projects related to agricultural technology, market analysis, efficient use of scarce factors, farm management, irrigation, land development and other related subjects.

The offices associated with the Assistant Director of Human Resources and Development Cooperation are concerned with assistance activities related to improving the quality of life and raising the level of people's health and training. Projects being monitored relate to education and training, health and population information, and science and technology.

Of the general support offices reporting directly to the Mission Director and Deputy Director, the Office for Development Policy, Planning and Evaluation (DPPE) bears special discussion. DPPE performs the long-term planning, budget preparation, and economic analysis for the Egyptian economy, developing U.S. assistance strategies, and formulating methodologies and policies for assistance monitoring. It is this office which monitors program/projects related to feasibility studies, technical

FIGURE III-1

ORGANIZATION OF USAID CAIRO MISSION



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assistance and other high level analysis activities. The formulation of new programs is fostered by this office.

C. Current Monitoring and Reporting Capabilities

As has been stated earlier, USAID performs an extensive monitoring effort on U.S. assistance to Egypt. All major assistance activities are being monitored by USAID, and some of the monitoring is performed by automated means. USAID maintains four Wang 5505-3 word processing/data processing systems which produce funding reports, and commodity delivery status reports and in the near future will produce training related reports. The USAID computer installation is controlled by the Wang VS operating system.

Data related to commodity delivery monitoring and training will be available in computer form at USAID, and can be used by DECUSA if the proper automated capability is available. Funding information is available in word processing format, and cannot be directly utilized at this writing for data processing. Capabilities within the Wang VS software will allow the data capture of future funding information to be feasible. No program/project schedule milestone data can currently be obtained from USAID in machine readable form because the information is not present on the USAID Wang computer system. Also, funding expenditure projection data will not be available from USAID for the same reason.

## IV. MINISTRY/USER AGENCY ROLE DESCRIPTION

### A. General Discussion and Overview

Although the term "ministry" is used throughout the report as interchangeable with user agency, only 14 of the 55 user agencies are actually ministries. Also, the term "user agency" does not refer to all agencies which are recipient organizations because every Egyptian governate and many private sector companies are recipient organizations. If a user agency is defined as an organization which is involved in the administration of assistance as well as being a recipient of assistance, about 55 distinct organizations are involved in a major role. These user agencies range from private companies, to public utilities, to ministries. Regarding the distribution of funding (both grants and loans) three user agencies (Egyptian Electricity Authority, Ministry of Supply, and Ministry of Industry) combined receive a total of 30-40% of the funding amount if PL-480 funding is excluded.

The major administrative functions of the user agencies common to all assistance activities are to initiate requests and execute procurements. However, specific functions performed by individual user agencies vary widely, depending upon whether the activity is CIP or program/project related. Program/project assistance may require detailed project management of a sophisticated development effort on a day-to-day basis for a number of years, whereas CIP assistance may only entail distribution of goods after procurement and shipment.

### B. U.S. Assistance Management Functions

The ministries and other user agencies perform the detailed, day-to-day management of the U.S. assistance activities, and provide the technical expertise necessary to assess the performance of U.S. contractors or goods provided by U.S. suppliers. The first step which user agencies perform is to initiate requests for U.S. assistance. Previously, the agencies would contact USAID with their requests; however, since the establishment of MIIC, agencies have been required to work through DECUSA. In the event that requests are sent to USAID first, they are forwarded to DECUSA. The roles and functions of the user agency vary widely, depending upon whether the request pertains to commodities or program/project activities. The roles of the user agency in each type of activity are described separately below.

#### 1. User Agency Participation in Commodity Assistance

Requests for commodities will be received mainly from the ministries. Upon receipt of the request, DECUSA will confer with USAID and the individual ministry regarding needs and costs. Several times a year, the requests of individual ministries are formulated into a commodity assistance package, and an agreement between the U.S. and A.R.E. is drawn up for U.S. funding for commodity assistance.

Just after the agreement has been signed, the ministry role becomes a dominant factor in the management of the commodity assistance execution activity. Portions of the agreement funding amount are allocated to the ministries in the forms of letters of commitment, which specify the amount of funds allotted to that ministry and the Egyptian bank which contains the funds. The ministry then initiates procurement of the commodities originally requested. Invitations for Bids (IFBs) will be prepared and sent to USAID for concurrence. Formal advertisements are made both in the applicable trade journals and in the U.S. Commerce Business Daily.

Actual procurement activities may be performed in Washington, D.C. at the Egyptian Embassy or in Egypt. USAID receives copies of all IFBs and reviews the awards of all contracts. USAID will insure that American carriers are used for shipping before the U.S. will pay for shipment. The ministries inform the Egyptian bank holding letters of commitment to issue letters of credit to designated American banks who will provide payment to contractors.

After shipment of the commodities, USAID inspects the goods and informs the ministry and DECUSA of their availability. The ministry personnel will take possession of the commodities and distribute them to the actual recipients. The ministries are required to keep records regarding who received which commodities, and are called upon by USAID in post-delivery inspections to show that the commodities are in fact being used. Currently, DECUSA is not doing any post delivery inspection of commodity use.

## 2. User Agency Participation in Program/Project Assistance

After a request has been received by DECUSA for program/project assistance, DECUSA will confer with USAID regarding the scope of the request and what is needed. In the event that a feasibility study is required, USAID would exercise a number of internal procedures and ultimately would initiate actions to perform the feasibility study and execute a procurement for technical assistance. The user agency would be expected to support the feasibility study effort from the standpoint of working with the selected technical assistance contractor to define project requirements and goals. The results of the feasibility study are reviewed by DECUSA, USAID and the user agency, and a decision is made as to whether the original request is a valid program/project candidate.

For approved program/project candidates, USAID, with the concurrence of DECUSA, will take a number of steps to bring about a project agreement. During this period, a project paper will be developed describing what is to be accomplished. Approval by USAID in Washington, D. C. might be required. The active participation of user agency personnel is required during the agreement development.

After a project agreement has been signed, the user agency will take control of the day-to-day management of the project. The user agency will

prepare Requests for Proposals (RFPs), execute contracts, and manage all contracts on an active basis. Regarding RFPs and contracts, USAID reviews and approves all such documents, and copies are sent to both USAID and DECUSA before any formal procurement activities take place. Currently, the individual user agencies are directed to submit quarterly progress reports to DECUSA on each project.

### C. User Agency Funding Allocations

Before funding allocations of different user agencies can be described and understood, an explanation is needed regarding the source of information and level of specificity. Funding information is maintained at a general user agency level, and in certain cases, the funding of many user agencies are merged together. Three examples are "private sector", "local governments" and "governates". In actuality, these groupings represent a number of individual user agencies. Also, individual program/projects in certain circumstances are controlled as a joint effort by multiple user agencies. The funding allocation of those projects to a single organization is not accurate. In addition, certain program/projects pertain to feasibility studies and technical assistance, and funding is not broken down by specific user in those activities. Finally, a major portion of the U.S. assistance funding is related to PL-480, and those funds are distributed directly. The distribution of all allocated funds among user agencies should be concerned with ESF funds because PL-480 funds are available for allocation.

With the above considerations in mind, the reader can understand in proper context the funding allocation in Figure IV-1 of individual user agencies. Although 43 user agencies are listed, the user agency governates represents up to 12 different governates. A valid assessment is that about 55 major user agencies which play an important role in U.S. assistance management.

FIGURE IV-1

USER AGENCY FUNDING ALLOCATIONS

	<u>PROGRAM/PROJECT ALLOCATION</u>	<u>CIP ALLOCATION</u>	<u>TOTAL</u>	<u>PERCENT</u>
Academy of Scientific Research & Technology	24,400		24,400	.54
Alexandria General Organization for Sanitary Drainage	102,321		102,321	2.25
Agriculture	203,400	28,073	231,473	5.08
A.R.E. Telecommunications Organization	200,000		200,000	4.40
Aswan Dam Authority	100,000		100,000	2.20
Cairo University	15,800		15,800	.35
Civil Aviation		1,950	1,950	.04
Communications		61,920	61,920	1.36
Development Industrial Bank	33,000		33,000	.72
Economy	212,000		212,000	4.67
Education	39,000	48,146	87,146	1.91
Egyptian Geological Survey and Mining Authority	20,700		20,700	.45
Egyptian Dredging Company	31,200		31,200	.68
Egyptian Electric Authority	552,012		552,012	12.11
Egyptian Public Authority of Drainage Projects	31,000		31,000	.68
Electricity		75,600	75,600	1.65
El NASR Saline Company	13,000		13,000	.29
ESCU	27,500		27,500	.61
Finance	2,100		2,100	.05
General Authority of Supply Commodities	87,775		87,775	1.93
General Organization for Industry		50,057	50,057	1.10
General Organization for Greater Cairo Water Supply	61,000		61,000	1.34
General Organization for Sanitary Drainage	195,100		195,100	4.28
Governates		33,883	33,883	.74
General Syndicate for Land Transport	4,500		4,500	.10
Health	100,300	5,246	105,546	2.32
Housing	80,000	15,082	95,082	2.08
Industry	184,000	394,878	578,878	12.70
Information		72,987	72,987	1.60
Irrigation	32,000	7,704	39,704	.87
Local Governments	40,000		40,000	.88
Maritime Transport	8,000		8,000	.18
MISR Spinning and Weaving Company	96,000		96,000	2.10
Organization for the Reconstruction of the Egyptian Village	26,200		26,200	.58
Private Sector		102,000	102,000	2.24
Port of Alexandria	31,000		31,000	.68
Red Sea Port Authority	30,000		30,000	.66
Social Affairs	4,000	2,000	6,000	.13
Suez Cement Company	195,000		195,000	4.28
Suez Canal Authority	57,914	41,688	99,602	2.19
Supply		658,831	658,831	14.46
Trade		1,844	1,844	.04
Transportation		112,863	112,863	2.48

IV-4

## V. AUTOMATION CONSIDERATIONS

### A. Known Automation Requirements

An immediate conclusion of an analysis of the DECUSA requirements is that that organization can definitely benefit from automation support, and at some period in the near future automation should be provided. Certain specific requirements are known. First, DECUSA currently has 10 clerical personnel who perform repetitive typing functions, and an automated word processing capability would reduce both clerical and professional work effort considerably. Also, the liaison response time between the various ministries and DECUSA, and USAID and DECUSA would be reduced by the installation of an automated word processing capability because memoranda could be developed faster. Automated word processing support is needed in both the Arabic and English languages, and attached printers must be able to print both languages. Secondly, DECUSA also has a data processing requirement to produce program/project scheduling reports, training reports, commodity delivery reports and funding reports. The information for these reports must be stored and manipulated for different presentations. Third, some type of graphic capability would be required on reports to project planned versus actual expenditures. Also, graphic report forms would be more meaningful for upper echelon government management personnel than tabular report forms.

### B. Available Computer Equipment

During JWK's initial trip to Egypt, a short survey was made regarding availability of computer manufacturers and equipment maintenance in Cairo. Because any computer equipment would be procured via U.S. assistance funds, only U.S. firms were considered. JWK found that IBM, Hewlett-Packard, Digital Equipment Corporation, Data General Corporation, and Wang Laboratories, Inc. have representation in Cairo, and local equipment maintenance is available for the equipment of all the above manufacturers. Discussions with USAID personnel who have recently procured equipment, indicated that computer equipment maintenance in Cairo, in general, is highly satisfactory.

### C. Available Application Software

Prior to visiting DECUSA in Egypt, JWK reviewed three research project monitoring systems to determine whether existing software might be available for possible use at DECUSA. The three packages reviewed were: a research project monitoring application software system in use at the U.S. Department of Energy, a research contract funding monitoring system in use at the Health Resources Administration of the U.S. Department of Health and Human Services, and a general purpose project management monitoring system called Project Control/70. The two applications software packages reviewed were available on large scale IBM-compatible equipment and two used general purpose Data Base Management System (DBMS) software as an implementation tool. Project Control/70 can be used on multiple computer systems.

Of the three packages reviewed, none was applicable to the total DECUSA automation requirement, although the study of all three packages provided JWK insight into certain types of reporting which DECUSA might use. One application software system was oriented to tracking cost slippage, and the other application software system was primarily concerned with project task deadline monitoring. Project Control/70 is heavily concerned with manpower and resource scheduling. It is a valid conclusion that no existing application package performs all of DECUSA's functional requirements. No generalized software package exists today which will perform the functions needed by DECUSA to produce output reports in both Arabic and English. Consequently, at least portions of DECUSA's data processing requirements will have to be satisfied by application software development.

As mentioned in earlier sections, USAID has developed software related to some of the monitoring functions which DECUSA will be performing, and the USAID system should be investigated heavily for use by DECUSA. JWK intends to review the USAID capability in subsequent study tasks.