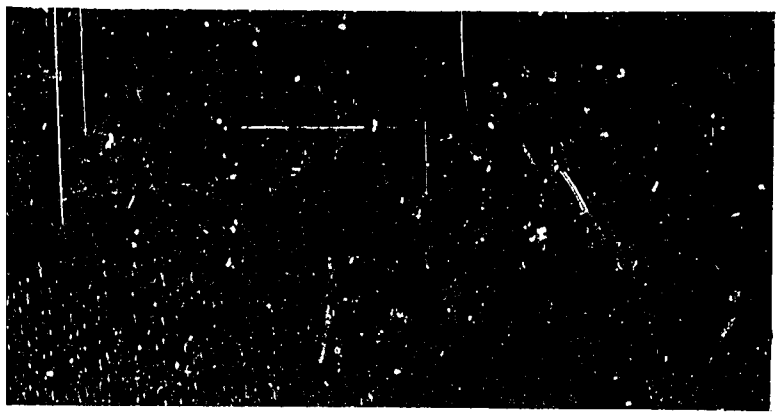

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9365700/62

AN ANALYSIS OF NEEDS AND PROPOSAL FOR EXPANDED POPULATION ANALYSIS ACTIVITIES IN EGYPT

A Report Prepared By:
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During The Period:
DECEMBER 14-21, 1982

Sponsored By The:
U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
(ADSS) AID/DSPE-C-0053

AUTHORIZATION:
Ltr. AID/DS/POP: 2-7-82
Assgn. No. 582179

ACKNOWLEDGMENTS

I wish to acknowledge the courteous assistance given to me by Professors A. M. Abdel-Ghany and Hussein Abdel Aziz Sayed of the University of Cairo, and by Tom Reese, Laura Slobey, and Tim Seims of USAID/Cairo. I am also grateful to the American Public Health Association's Washington staff for assistance with travel arrangements.

George B. Simmons, Ph.D.

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EXECUTIVE SUMMARY

The mission had two purposes. The first was to attend the annual conference of the Institute of Statistical Studies and Research in Cairo. The second was to consult with officials of the Government of Egypt and of USAID/Cairo, concerning developments and needs in the area of policy research.

On December 14 and 15, the annual conference of the Institute of Statistical Studies and Research in Cairo took place. During the first day of the meetings, the consultant commented upon the report of the Contraceptive Prevalence Survey and generally participated in the discussions and the informal meeting of the conference. During the second day of the conference, he also attended the scientific meeting held in the morning and afternoon.

The consultant met with staff of the Population and Family Planning Board and with representatives of USAID in Cairo to discuss population policy research and its role in the overall population and family planning activities of the country. On the basis of these discussions and taking advantage of materials from earlier visits, a draft proposal for an expanded capability in the area of population planning and analysis was presented to both AID and to certain Government of Egypt representatives. The proposal in modified form is attached to this report.

Upon the invitation of Dr. Mohammed El Badry, Director, the consultant attended the meetings of the 20th anniversary conference of the Cairo Demographic Center. He chaired the session on Developments in Asian Demography.

I. INTRODUCTION AND BACKGROUND

I. INTRODUCTION AND BACKGROUND

The purpose of the consultation was to attend the annual meeting of the Institute of Statistical Studies and Research in Cairo and to consult with Government of Egypt (GOE) and USAID/Cairo staff about developments and needs in the general area of planning and policy analysis related to population.

A relatively detailed itinerary is attached (see Appendix A). The visit was limited to Cairo.

Given the nature of the assignment, the two parts of the mission are reported separately. The consultant made an effort to meet as many members of the population community as possible during the relatively short visit. Meeting professionals was greatly facilitated by the invitations to attend two important conferences taking place during this time period.

The proposal for an expanded capability in the area of population analysis is an outgrowth of earlier work done with USAID/Cairo, and with the United Nations Fund for Population Activities (UNFPA).

For the purposes of this consultation report, the relevant background is contained in the draft proposal which is attached as Appendix B of this consultancy report.

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II. OBSERVATIONS AND FINDINGS

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The Annual Conference of the Institute of Statistical Studies and Research in Cairo

Appended is a copy of the schedule of the conference (Appendix A). The special role of the consultant was to act as the scientific commentator on the report of Professors Nabil Khorazaty and Hussein Abdel Aziz Sayed on the results of the rural Contraceptive Prevalence Survey. The CPS is an important survey undertaken to assess the impact of the Egyptian family planning program and the Population and Development Program in the rural areas of Egypt. The study, which was undertaken with support from USAID and technical collaboration from the Westinghouse Corporation, was carefully prepared. The consultant's comments were favorable. It was noted that the limitations of the survey to the rural areas made it difficult to generalize about what may be among the more dynamic elements in the Egyptian population situation. Moreover, much of the analysis is presented in the form of basic descriptive tabulations and there is a need for more hypothesis testing and causal analysis. Despite the important information contained in the report, there are many questions about the Population and Development Program and the family planning program which remain unanswered.

Discussions Concerning the Current State of Population Planning and Analysis

Attached is a detailed report on this subject (Appendix B). A draft of this report has been left with USAID and with Government of Egypt officials. It would be helpful if the American Public Health Association could forward a set of copies of this material to USAID/Cairo, and to Mr. Lenni Kangas and Dr. Sarah Clark of USAID/Washington.

APPENDICES

Appendix A

ITINERARY

Appendix A

ITINERARY

Dec. 13	Arrive late afternoon; cannot make contact with university or AID staff.
Dec. 14	Visit AID; attend Annual Conference of Institute of Statistical Studies and Research in Cairo; lunch with Professor Abdel-Ghany, new head of planning unit at Population and Family Planning Board, and other conference participants.
Dec. 15	Visit AID; attend conference session; visit American University, Cairo; call Dr. El-Badry of Cairo Demographic Center; attend Annual Conference of Institute of Statistical Studies and Research in Cairo.
Dec. 16	Population and Family Planning Board meeting with Dr. Abdel-Ghany and Dr. Hussein Abdel Aziz Sayed at 9:30; Tim Seims, USAID, Tom Reese, USAID, Dr. Saad Gadallah, Director, Social Research Center, AUC, 3:15-5:30.
Dec. 17	Prepare notes for report; lunch with Tom Crowley of USAID; go to AID to type notes; dinner with Ismail Sirageldin.
Dec. 18	Attend PFPB meeting on planning; meet ILO expert Dr. Seetharam at 3:30; CDL conference at 5:00-7:00; dinner with Dr. Helmy El Beramawy, Ministry of Health.
Dec. 19	CDL conference 9:00-12:00; Tim Seims 2:30; CDL conference 4:00-6:00.
Dec. 20	Work on proposal; visit AID for typing; CDL conference 4:00-6:00; dinner with group of Egyptian demographers.
Dec. 21	Visit AID at 8:15 for meeting with Tim Seims and Hussein Abdel Aziz Sayed; CLD conference to chair session; meet with two Egyptians from Board and Dr. El Badry; go to UNFPA for meeting with UNFPA representative Hamid Fahmy; to AID to finish report; see Aziza Rashad, AUC; meet 7:00-8:00 with Hussein Abdel Aziz Sayed.
Dec. 22	Depart.

Appendix B

PROPOSAL FOR THE EXPANSION OF POPULATION ANALYSIS ACTIVITIES IN EGYPT

Appendix B

January 14, 1983
DRAFT FOR DISCUSSION

PROPOSAL FOR THE EXPANSION OF POPULATION ANALYSIS ACTIVITIES IN EGYPT

Prepared by
George B. Simmons

Center for Population Planning
University of Michigan

I. INTRODUCTION AND SUMMARY RECOMMENDATION FOR A POPULATION ANALYSIS UNIT

1. This proposal urges an increase in the amount of population policy related research and analysis in Egypt. In order to increase the understanding of and commitment to policies and programs related to population and family planning and to improve coordination among the sectoral ministries working in the field of population, it is important to improve both the quantum and the quality of policy related research and analysis. This proposal suggests a way in which the Population and Family Planning Board (PFPB) can encourage this activity and seek to disseminate the results to appropriated policy makers in different agencies and at different levels of government.

2. The present report has a fairly long history. The UNFPA sent a Needs Assessment Mission to Egypt during the period 5 September to 26 September 1980. A major recommendation of that mission was that the Government of Egypt consider establishing a Population Analysis Unit. To follow up on that recommendation the UNFPA arranged at the request of the Government of Egypt a four week mission--23 March to 18

April 1982--by the present consultant. This report was prepared on the basis of that mission and subsequent discussions with a variety of knowledgeable persons both inside Egypt and in the United States.

3. Terms of reference for the mission were prepared in consultation with the consultant. They included:

-a review of written materials and discussion with the staff of key agencies in Egypt to assess the current status of population in national and sectoral development plans.

-an examination of the strengths and weaknesses of the units in the sectoral ministries as regards their incorporation of population matters into their sectoral plans.

-an examination of the feasibility of establishing a population analysis unit or some other institutional mechanism to carry out the functions proposed for the population analysis unit.

-an examination of alternative locations for such a unit and a report on their respective strengths and weaknesses.

-an analysis of the functions of such a unit and the mechanisms required to accomplish its objectives.

4. The consultant visited New York 25-27 January and 18 March 1982 for consultations with Mr. Habib Siddiqui, Dr. Aziz Bindary, Mr. Roushdi El Heneidi, and Mr. Hamed Fahmy on the nature of the mission and on the current situation in Egypt with regard to population analysis activities. Upon arrival in Egypt the consultant was briefed by Mr. Hamed Fahmy, UNFPA Deputy Representative and Senior Advisor on Population and by Dr. Aziz Bindary, Chairman, Population and Family Planning Board of the Government of Egypt. The consultant undertook an extensive

set of meetings with senior government officials from a variety of agencies and with other population specialists both Egyptian and expatriate. A list of contacts is appended to the report.

On September 23, 1982 a meeting was held at UNFPA headquarters in New York to discuss the consultant's preliminary report. Two conclusions were reached at that meeting. First, UNFPA representatives, with some support from others in attendance, decided that any further commitment of funding to population analysis activities in Egypt should await an indication on the part of the Government of Egypt to a stronger commitment to population activities. Second, it was felt that there should be more emphasis on how to strengthen the population analysis capability and less discussion, however tentative, of the possibilities of creating new institutions.

5. On the basis of the above discussions and a review of written materials given to the consultant before and during the mission the following conclusions have been reached:

-The consultant finds that the basic recommendation by the Needs Assessment Mission that the population analysis function requires strengthening continues to be true today. In fact the need may have increased during the past two years since both the difficulty of the problem and the commitment of the Government of Egypt seem to have increased during this period.

-Strengthening the population analysis capacity will involve the reorganization and strengthening of activities not just in one but in several agencies. There may be one central organizational focus of such activities but the analysis capability and the utilization of that capacity will not be effective without a programme to strengthen the capabilities of a number of agencies.

-Resources from USAID, UNFPA, and from other international agencies may be required to strengthen the population analysis capability.

-The grounds for these recommendations and the recommended details of implementation as presented in the body of this report.

6. The present report has five sections. The next section deals with the background of population policy and policy analysis in Egypt and presents the reasons for thinking that the population analysis function needs to be strengthened. The third section spells out in more detail what would be the nature and functions of the population analysis program. A fourth section lists the kinds of policy issues that the unit would have to address. The final section suggests ways in which the work of the population analysis unit might be organized.

II. THE CONTEMPORARY CONTEXT OF POPULATION POLICY AND PROGRAMS AND THE NEED FOR POPULATION ANALYSIS

7. The need for population analysis capability is best understood in the context of the current political and economic situation in Egypt, the way population has been treated in recent national development efforts, the institutional framework relating to population and family planning, the current status of planning and policy analysis with regard to population, and the accomplishments in the field of population research.

A. The Current Political and Economic Situation in Egypt

8. It would not be unfair to observe that the assessment of Egypt's development programmes in general and of particular programmes such as those in the area of population are enormously influenced by the political events of the past two years and by the rapidly changing economic environment of the past decade. In some sense it is always true that development programmes are influenced by the economic and political environment in which they take place, but the relationship in Egypt is heightened by the central role of the president and by the general sensitivity of the economic and political situation.

9. President Mubarek brings to the presidency a different political and administrative style and a greater concern with the details of economic policy than his predecessor. In terms of style he seems to rely much more on a relatively

cautious process of examining all questions with the help of national advisors drawn from a variety of backgrounds. His concern with economic policy has been expressed in a number of ways but is perhaps best expressed by his sponsorship of and participation in a conference on economic policy in January of 1982 and a follow-up conference scheduled for the end of 1982. In both of these meetings the relationship between population growth and national development policy has been given more central attention than it ever received during the presidency of President Sadat. More generally, however, President Mubarek seems to be concerned with the details of economic policy and seems to intend to revitalize and to some extent to reformulate the internal economic policies of Egypt. At the very least he seems likely to change the style of economic management.

10. The current economic situation in Egypt is very complex. On the one hand, the open door policy of the last ten years and the enormously increased flow of foreign resources has led to a dramatic increase in national incomes and to very visible changes in the physical structure of Egypt. On the other hand there exist a number of persistent structural problems related to the Egyptian economy the solutions for which are uniformly difficult. The cities are growing both in terms of land and population. There is a feeling that the gains from development are poorly distributed with the urban areas receiving most of the gains. The cities are flooded with imported luxuries while

agriculture has stagnated. There are labor shortages in some sectors but surpluses in others. The performance of the public sector with its enormous bureaucracy has been weak. There are very great uncertainties in the external economic environment, and Egypt is increasingly vulnerable to problems that may result from events outside the country. All of these problems raise issues about the management of the national economy. Thus while in some sense Egypt has been prospering during recent years, there is also a profound concern about the economic future and it seems likely that major changes will take place in the style of economic management.

B. The Recent History of the Role of Population in National Development

11. The general history of population growth in Egypt and of institutional efforts to cope with this growth are familiar to readers of this report. They are well covered in the introductory sections of the Needs Assessment Mission Report and in the U.S. AID Sector Report. Some features of the recent history need emphasis, however. Perceptions about both the magnitude of the problem and what can be done about it seem to be changing. The level of resources from outside Egypt may be significantly greater during the nineteen-eighties than it was during the seventies. Finally, and perhaps most important, the Government of Egypt under President Mubarek may give population policy and programmes more emphasis than they have received under previous regimes.

12. The data which has become available during the past two years suggests that the crude birth rate has continued to rise or at least to remain in the range of the low forties. While the reasons for the increase in the birth rate since the early seventies are not clear (as to age structure and nuptiality contributions), there is a strong consensus among most of the people with whom the consultant met that the crude birth rate has increased rather than declined as might have been expected on the basis of the general development or on the basis of activities in family planning. Since there is little evidence that crude death rates have increased it would seem that the rate of natural increase has gone up in proportion to the increase in fertility and that it must currently be approaching 3 percent per year. At the same time the rate of external migration seems to be declining. Thus on the whole the rate of growth of the population with which the Egyptian administration must cope has been increasing. Moreover many of the senior administrators met by the consultant gave indications that they were aware of this trend at least in the broad outline.

13. Views as to what to do about the perceived population problem seem to vary greatly. President Mubarek devoted nearly half of his opening remarks to the Economic Conference in January to the question of population. With that stimulation there has been a great deal of debate about the "population problem" and its solutions during the intervening period. Positions taken have ranged from a very

pro-intervention and family planning position to what might be called a "Bucharest" position that development will take care of the problem. There seemed to be a great deal of concern that the past effort of the government have not been very successful and that there needs to be a search for alternative approaches. The skepticism, even among supporters of interventions to reduce population growth, as to whether past efforts have worked has many implications. One implication is that there is a tendency to blame institutions such as the Population and Family Planning Board for the short-comings even if the actual problems of policy and implementation were largely beyond their control. Another is that quite independent of the question of who is responsible for the past problems, there is a need for a new approach. Family planning in this view is not enough. Alternatives seem to range from cosmetic changes through changes in the organizational structure of family planning, to greater emphasis on rural development programmes to suggestions that out migration is the key. Arching over all of these viewpoints is the notion that the key is to find a way of identifying credible new approaches to complement or to replace components in the existing national strategy.

14. The view that population growth is a major factor in Egypt's drive for development is shared by external agencies. While contributions from the UNFPA and the World Bank may not increase dramatically over the next ten years, USAID officials believe that the level of resources

available for population and family planning in Egypt will increase by an order of magnitude during this decade. A conclusion that this consultant draws from that observation is that the need for competent policy analysis is all th greater if effective use is to be made of these resources

15. Closely related to the points made in the last few paragraphs is the observation that President Mubarek and many of his advisors seem strongly committed to doing something to deal with existing levels of population growth. Not only has President Mubarek himself devoted attention to the question in a number of his official statements, but he has also seen to it that the question of population is built into the agenda of the May Conference on The Egyptian Future. This direct involvement has stimulated more interest in the issue in a number of ministries and governmental agencies that have historically displayed little commitment to work in the area of population and has sharpened the interest of those agencies that had been involved all along. It has also led to a sharp public discussion both on television and in the press on the relationship between population and development. The involvement and commitment of President Mubarek will be very helpful in furthering population work in Egypt. It should be cautioned however that his interest was according to the stories circulating in Cairo sparked by his personal exposure to the RAPID manual prepared by USAID which he saw just before the January conference. The RAPID report

highlights a number of the adverse consequences of rapid population growth for Egypt, but the models employed are relatively simple and there are serious problems with some of the data. These deficiencies have been pointed out by a number of Egyptian commentators. More generally the current discussions about population and development in the media suggest that consensus on the magnitude of the population problem, its gravity or the possible solutions among the Egyptian elite is not very firm. Thus there is a need for a continuing effort to clarify the nature of the population problem in Egypt and to communicate these findings to different groups, especially those influential in the policy process. In short, recent events have opened the question of population to a more open discussion than it has been exposed to in the past. Under these circumstances it is important that the questions debated be well formulated and relevant and the data used be as accurate as possible.

C. The Institutional Framework for Work in Population and Family Planning

16. There have been formal governmental involvements in the area of population and family planning since the 1950's, but the nature and extent of that involvement has varied greatly over the years. Recent efforts have associated with the National Strategy for Population and Family Planning, (December 1980) have placed the greatest stress on fertility reduction through the efforts of the Ministry of Health and other programmes. These efforts have been complemented by a more complete policy on population including distributional

issues. The entire strategy involves many agencies and is coordinated by the Supreme Council on Population and Family Planning and its secretariat, the Population and Family Planning Board.

17. Currently in Egypt population-related activities are located in a wide range of governmental institutions. Some of these institutions are ministries with mainline responsibilities for delivering services for the Egyptian population, e.g. Ministries of Health, Manpower, Social Affairs, Agriculture and Education. Some of these ministries such as Health and Manpower have a long-standing interest in population related issues. Others have less historical involvement but great potential for helping the overall national effort. Others are units with Ministerial status but general responsibilities such as the Ministry of Planning or the Central Agency for Public Mobilization and Statistics (CAPMAS). A third set such as the Organization for Reconstruction and Development of the Egyptian Village (ORDEV) and, most centrally to the subject in hand, the Supreme Council for Population and Family Planning (SCPFP) and the Population and Family Planning Board (PFPB) are non-ministerial bodies with coordinating responsibilities. Since the current national strategy for population and family planning involves a number of ministries and a series of programmes, an operational concern that has taken on more significance as the government involvements have become more complex and as the overall level of resources committed in

this area has increased has been how to coordinate all of the various activities in the field of population and family planning.

18. The PFPB has responsibility to act as a secretariat for the SCPFP. This means that the Board has taken the lead in organizing population research and population strategizing. It also has some responsibility, acting as the secretariat for the Supreme Council, of coordinating the activities of the sectoral ministries in work related to the national population strategy. It has had considerable success in this work as will be indicated in the later discussion, but the coordination task is complicated by the long traditions of independence among the ministries and by the relative lack of authority on the part of the Board. Moreover, while the coordination and planning functions of the PFPB were the central part of its original mandate, they have not been given preeminence in the organizational structure of the PFPB during recent years. The present organization has the Planning Office as just one of a large number of units which report to the Chairman of the PFPB. Other offices such as the PDP office are given more prominence in the organizational chart, perhaps on the basis of their larger staffs and budgets. These are in turn a function of the outside support that comes to the PFPB. The SCPFP is an interministerial body which nominally reports to the Prime Minister. During the past several years the Council has been chaired by the Minister of Health at the delegation of

the Prime Minister on the Council of Ministers. Thus there is some ambiguity in the current status of the SCPFP and thus of the PFPB.

19. Difficulties in planning and coordination are likely to be associated with any government programme, but they are particularly acute in the area of population and family planning. There is no single ministry assigned the task of initiating and supervising programmes in this area. Nor is it clear that there could be such a ministry, since the programmes of relevance to population are often organically connected with the mainline activities of the sectoral ministries. For example, family planning is logically involved with health so long as the methods emphasized are medical and the medical sphere is the domain of the Ministry of Health. Similarly rural development programmes are associated with the Ministry of Local Government but have great relevance for population. Thus unlike in some other areas of governmental responsibility there is an inherent complexity in the field of population. A number of ministries are involved, and their degree of commitment to activities in the field of population varies greatly. All of the ministries visited by the consultant had some involvement in population, but the extent of that involvement varied. In most ministries, population concerns were not seen as the primary function of the ministry. In many ministries such activities as did exist seemed to be based on project funds from outside the normal allocation to

the ministry. Under these circumstances the population work of the ministries needs encouragement, monitoring and coordination. Moreover since the sectoral ministries seem unlikely to take initiatives in the area of population, there is a need for a systematic on-going examination of the various policy options related to population.

D. Planning and Policy Analysis Related to Population

20. Population is of course only one part of the general problem of development. Moreover, as emphasized in previous paragraphs, population is both conceptually and institutionally related to the work of a large number of governmental organizations. From the point of view of this report it is important to know what is encompassed under the idea of "planning," which agencies and individuals do planning in the Egyptian context, the nature of the experience with planning during the past few years, and the relationship between planning in general and planning for population-related activities and finally some of the activities carried out under the heading of planning within the population sector.

21. "[P]lanning has been defined in many ways, but most authorities agree that it is, in essence, an organized, conscious, and continual attempt to select the best available alternatives to achieve specific goals. Planning involves the economizing of scarce resources." (from Albert Waterston, Development Planning: Lessons of Experience, The Johns Hopkins University Press, Baltimore, 1965, page 26).

As it is usually defined, planning is the process of identifying coordinated strategies for accomplishing national goals, breaking down the overall strategies into

sub-strategies for particular agencies, establishing budgets for all of these component activities, evaluating the actual conduct of programmes that are part of the plans and making new plans in the light of the experience with actual programmes and policies. Planning does not involve the actual implementation of programmes. The planning unit may be involved in the specification of the rules of procedure of the administrative structure through which programmes are carried out, but it does not generally concern itself with the day to day conduct of programmes. This means that planners are not fully knowledgeable about the details of programmes administration or experience. Thus planners tend to be dependent on administrators from the sectoral ministries for help in understanding the current problems of programmes and in putting together plans for changes in these programmes. The officials who undertake the planning function are inevitably involved with the staff of many different agencies in developing strategies. In no case is this involvement more complex than it is in the area of population.

22. Planning is carried out in Egypt through a variety of institutions. There has also been a considerable amount of variation as to which agencies play a given role from one time period to another. At the central government level there has been a consistently strong role in the budgetary aspects of planning in the Ministry of the Economy. On the substantive side the Ministry of Planning has played an

important role but the influence of that ministry has fluctuated with the times. The current view as reported to the present consultant is that the Ministry of Planning has a central role in the planning process, but it depends upon a number of specialized institutions to help it with some aspects of its work. Population is an example of such an area. In the areas of population some aspects of the planning function have been delegated to the Supreme Council for Population and Family Planning and to the Population and Family Planning Board.

23. There are many general problems with economic planning as illustrated by the following quotations from an authoritative outside observer.

> "Egypt possesses the entire gamut of institutions and mechanisms that are required for both short and medium management of the economy. These include the five- year plan, the annual plan, the domestic budget, the foreign exchange budget, the controls of the Central Bank of Egypt, import and export controls, committees to regulate the prices of all the major commodities, the Supreme Planning Council, and of course the ownership and direction of virtually the entire industrial and banking structures. There appears to be a problem, however, in coordinating the policies and recommendations of the different agencies. ... Some of the problems of short-term economic coordination spring from the frequent changes in high-level personnel in the major economic ministries. ... Another difficulty in short-term economic management is the lack of timely data. ... There appears to be insufficient interaction between the ministries, particularly when policies are being discussed. ... In the last several years, particularly owing to balance of payments exigencies, the authorities have been concerned primarily with the day-to-day management of foreign exchange resources. ... The setting of priorities and coordination of the economy is sometimes impeded when enterprises obtain an informal commitment from external sources for part of the project funding, and then put pressure on the Planning and Finance Ministries to come up with the rest/particularly local financing. ... This, of course, accentuates the pressure toward

overextension.." (from Khalid Ikram, Egypt: Economic Management in a Period of Transition, A World Bank Country Report, The Johns Hopkins University Press, Baltimore, 1980, pages 63-64).

From the above it should be clear that planning in Egypt is a complex process that has had a changing role over time. Even in the absence of the assassination of Sadat there are many observers who believe that the Government of Egypt was facing a crisis in economic management after nearly a decade of the new economic policy. President Mubarek has given indications through the convening of high level meetings on the Egyptian economy that he intends to review the institutions and policies working in the economic area. He has also called for a review of the previous plan and the preparation of a new plan. This process will be completed during the coming year. The population sector has shared many of the problems general to planning. In some ways the problems may have been more acute in the population area because of the need to coordinate the activities of different agencies and because of the ambivalent attitude of many high level political figures to the population question. This problem has been recognized in the recent U.S. AID population sector review.

24. So far as could be ascertained by the consultant most of the planning activities in the area of population have been handled by the SCPFP or the PFPB or the relevant sectoral ministries. The role of the Ministry of Planning has been less than it might have been with regard to what some economists call the "productive sectors." Generally it

would be up to the relevant ministry to suggest the activities that it intended to carry out within the scope of the plan period. The Ministry of Education for example might suggest that it was going to undertake a programme of population education, provide a schedule for the activities in that programme and try to establish a tentative budget. This would then be reviewed by the Ministry of Planning. The problem arose when each ministry suggested its activities without reference to what the others were doing. Especially in an area such as population with a great many agencies involved there was a clear need for coordination. The coordinating role has in large measure been played by the PFPB, acting as the secretariat for the SCPFP. Several mechanisms have been used:

- there is a coordinating committee of the first secretaries of the various ministries. This group seems to meet relatively infrequently and is composed of individuals whose other responsibilities preclude taking a role in the details of working out plans for the population sector.

- there is a liaison committee composed of individual professionals from different ministries who are nominated by their respective ministries because of an involvement in the population activities of the ministry. This group has been more active than the secretaries' committee, but does not represent all ministries and during the recent past has not met more than a few times a year.

- there have been a set of studies commissioned by the PFPB to examine sectoral plans related to population.

25. There are a number of studies commissioned by the Planning Office of the PFPB that have been intended to help to integrate population and family planning concerns into

the national development plans. A number of these activities have been funded with assistance of the UNFPA.

-Economic and Demographic Consequences of Alternative Demographic Strategies for Egypt up to the Year 2000- this study is a research study employing a simulation approach to analyze the economic consequences of population projections. The study was funded from the 1978/79 UNFPA grant and is essentially complete except for the final report. There were seventeen individual chapters written on various topics, and all of the chapters are in the hands of the editor, Professor Issaway. The project participants were not able to fully implement their original simulation strategy.

-Population in the five year plans- this is a project to involve the different sectoral ministries in the work of population and family planning. It involves an analysis of the current population content of the 1978-82 plan and of ways to increase that involvement.

-The Country's Development Strategy Up to the Year 2000- this is a planning exercise being conducted by the PFPB with the intention of analyzing the demographic and the population distribution component of the country's development scheme projected to the year 2000. This ongoing project is funded for the first time in the current UNFPA budget and is separate entirely from the first project listed above.

-Study of the population sector in the current plan document.

E. Research on Population

26. Research is closely related to planning and policy analysis. All three activities essentially involve the development and use of information. The difference lies in the much greater concern with policy outcomes in the case of planning and policy analysis.

27. A great deal of research on population has been undertaken by various government institutions. It would be fair to say that Egypt is well-endowed with research programmes in population: the CAPMAS which has a strong

capability in the area of data collection and certain kinds of analysis, the PFPB whose research unit has undertaken a number of interesting studies, the Cairo Demographic Centre, and various other ministries. The PFPB has undertaken to compile bibliographies on some of the key research areas.

28. Generally the research undertaken by these institutions is competently done and of considerable interest to population scholars. It is not uniformly of use to planners or policy-makers, either because of the subject involved or because of the difficulty of access. Some of the research is also out of date.

29. Research on population in Egypt has tended to emphasize fertility and to neglect such topics as population distribution, the consequences of population growth, the institutional or implementation aspects of family planning and other topics that might be of particular interest to policy-makers. Even within the area of fertility much of the research has been directed at issues which do not seem very relevant from the point of view of people who are looking for solutions to the problems associated with population growth.

F. The Need for an Enhanced Population Analysis Capability

30. The observations contained in the previous paragraphs make it clear why there is a need for a significantly enhanced capability for population analysis. The Government of Egypt is at present actively reviewing the full range of government economic and social policies. Population is of

course centrally related to development, particularly in Egypt with its high fertility and growth rates, its unusual pattern of population distribution, its reliance on remittances from external migrants and with other connections between population and other aspects of development. If there is to be a reconsideration of government development policies population should be treated as an integral part of the development process.

31. Under present circumstances it is not clear that population will be given the central treatment consistent with its role in development. The reasons for the neglect of population variables in the development planning process are in many respects institutional. Since population relates to the activities of many different ministries, there is no one of the traditional ministries that treats population as the major variable of its concern. Even the Ministry of Health places more stress on the cure of illness and the prevention of disease than it does on birth control. Other ministries similarly tend to treat population concerns as secondary to their primary purpose. Under these circumstances it is important that there be central institutional mechanisms to assure that population issues broadly defined are dealt with appropriately. This institutional mechanism needs to perform two functions. First it needs to be concerned with identifying the alternative courses of action open to the government and to select among them those which should be implemented. Second

it needs to assure that steps are undertaken to carry out the chosen policies. While these two functions are difficult to separate entirely, it is clear that different kinds of activities would be involved in their execution. The first would be primarily the responsibility of a central planning organization of some sort, the second would fall under the domain of the sectoral ministries and of central government political institutions.

32. Historically the definition and coordination of population policy has been left to the Supreme Council for Population and Family Planning and with the Population and Family Planning Board rather than with the Ministry of Planning. This assignment results from the particular nature of population and from the historical weaknesses associated with the planning process in general. Within the PFPB there is a Planning Office, but the office has not had the centrality or the resources to undertake the full range of tasks required in the area of planning and coordination for population and family planning.

33. A major need in the area of population in Egypt is for a systematic examination of all of the options for government or private action to influence population variables in desired directions. While a number of agencies have been involved in doing research related to population variables much of that research has not been directed towards the goal of improving government decisions on population variables. There are major gaps in the knowledge

base on many of the variables that are most significant to the formation of policy.

34. After meeting with representatives of the PFPB and various ministries the Needs Assessment Mission of the United Nations Fund for Population Activities concluded that there was a need for a Population Analysis Unit (PPP) to help strengthen the national population policy by improving coordination among the ministries and otherwise to ensure that the national population strategy is making the maximum possible contribution to the development of Egypt. The key part of their recommendation is quoted below. The full recommendation is appended to this report.

> 133. The Mission has therefore identified an urgent need for GOE to establish a population analysis unit which could advise ministries how to design their plans and projects so as to further the implementation of national population policy; examine such plans and programmes to ensure their co-ordination within national population policies; and suggest programmes not already included in the sectoral plans, which might significantly assist in the accomplishment of population objectives. The unit could also design an adequate programme of research into interrelationships between population and development; ensure that planners have available the full range of estimates and projections needed for their work; and devise methods of evaluating the demographic impact of the programmes of the various ministries.

The need for a stronger commitment to population policy and the potential role of internal research and analysis in this area were also recognized in the <u>Egypt: U.S. AID Population Sector Assessment, 1982</u>.

The present reviewer concurs with the views of the Needs Assessment Mission that there is a need for strengthening the institutions of planning and coordination

in the area of population. A single institution may not be sufficient, but clearly the establishment of an effective population policy analysis program would go a long way towards solving these problems. If combined with a selective strengthening of the capacities of sectoral ministries and of the Ministry of Planning and CAPMAS to work in the area of population it is likely that there would be a great improvement in the whole process of policy-making and coordination.

35. The following pages propose changes in the structure of institutional support for population policy in Egypt which might help to make the process more effective. In particular we will describe how the strengthening of the policy analysis function might help to generate the information required to make both the sectoral ministries and the central planning ministries more effective in their pursuit of programmes that are part of the national population strategy.

III. AN OVERVIEW OF THE FUNCTIONS OF THE POPULATION PLANNING PROGRAM

36. The Population Planning Program (PPP) would for most purposes play an advisory rather than a legislative or executive role. The definition of population policy and of the programmes required to implement that policy would be made by the appropriate political unit. Actual programmes would be administered by the sectoral ministries, and units such as the Ministry of Planning would presumably have a role in decisions about finance. The role of the PPP would give these other agencies guidance in the form of information about alternative strategies, current progress of programmes and possible changes in programmes that might be made to better achieve the goals of the national strategy. Thus while the PPP would have direct control only over its own budget, it should still have a considerable influence on the overall population policy of the country. The activities of the PPP cannot serve as a substitute for political commitment on the part of national leaders who have the responsibility for defining the basic elements of national policy in all areas including population. Nor can it substitute for managerial effectiveness on the part of administrators who have responsibility for carrying out actual programmes based on those policies. The PPP can through its information activities provide the basis for coordination among the sectoral ministries, but the actual

authority for particular decisions as to which unit should undertake a given program or how much budget it should receive would have to be made by the appropriate political body. The PPP can of course help each of these groups carry out its tasks. It would do so by providing analysis of policy options and evaluations of current programmes in the area of population. In short the PPP is primarily a broker in information.

37. The PPP would provide information on a wide range of topics related to population and family planning. At the most general level it would seek to ensure that basic information about population is available to users inside and outside the Government. The PPP should attempt to create an awareness on the part of government leaders and the public of the full set of linkages between population growth and distribution and national policy objectives. The PPP should systematically document the existence of alternative strategies for achieving national objectives in the specific area of population. It should undertake analysis which would assess the relative merits of these alternative strategies. It should assess the potential roles of various implementing agencies in carrying out the strategies selected. It should communicate to the agencies something of the nature and importance of the task and provide consultation on how the tasks can be carried out. It should encourage implementing agencies to regularly monitor and evaluate their ongoing programmes and should

examine these studies in the light of material policy objectives, making recommendations for changes where necessary. In other words the PPP will have a major role in assuring that data and analysis related to population is widely available. It may not do all or even most of the analysis itself, but it will serve as a basic repository of information.

38. As the above listing of information-related activities suggests, the PPP has a dual role of providing information that will assist national decision-making units in their deliberations and help the implementing agencies in the definition and evaluation of their specific tasks. Thus it should ideally serve as a conduit of information passing from one level of decision and action to the other and back again. In an area such as population where there is great uncertainty about which programmes are likely to be effective and where there is little consensus on the optimal policies or programmes, the rapid flow of information to various participants in the process of defining a national policy and programme can assure that there is flexibility and relatively rapid response to changing conditions.

39. That the PPP is concerned with information flows does not imply that it is an undiscriminating collector of facts. The PPP would take an active rather than a passive role to information, searching for data and relationships that correctly interpreted would strengthen national policy.

The Core Responsibilities of a Population Planning Program:

40. The PPP would have two levels of responsibility. First and foremost it is concerned with population policy issues for the country as a whole. This responsibility implies that the unit should concern itself with national trends in population size, the patterns of fertility, mortality and international migration and the distribution of the population within the country. It should also be concerned with the social and economic consequences defined at the broadest level beyond the jurisdiction of any particular ministry. Similarly the unit should be aware of such national level determinants of fertility or distribution patterns as fall beyond the jurisdiction of any given ministry.

41. But the responsibilities of the PPP for the national interest should also include a recognition that since so many ministries will be involved with activities that relate to population growth, a central function of the unit will be to assist the various sectoral ministries and other governmental units in their attempts to deal with those aspects of the population complex that fall within their jurisdiction. This implies that the PPP should help each ministry to define the way that population growth and distribution affect its own activities and the way the programmes of the ministry influence population trends. It should help the ministry to develop a systematic set of policies that will contribute to the national strategy on

population and it should help the ministries to monitor and evaluate the progress associated with each one of these strategies.

42. The above definition of the domain of interests for the PPP is incomplete without some reference to the kind of substantive orientation that the unit should bring to its work. It should be recognized that the unit if it is to be effective should focus on policy-relevant issues. While the PPP may want to monitor and encourage basic research, (e.g., estimation of basic population parameters, basic research on contraceptives, fertility or migration research that is not related to policy or programme issues), this research should have only low priority for the staff of the PPP. It will be much more important for the PPP to focus on issues more closely related to policy. This orientation has several implications:

43. First, the PPP will be involved in much more policy kinds of research than many "demographic centers." Studies of the economic implications of population growth, studies of the mechanisms best suited to encouraging new roles for women, and research on the administrative issues relating to implementing resettlement schemes or family planning programmes will be given high priority in this arrangement of things.

44. Second, if the orientation of the PPP is as indicated in the previous paragraph it will have to involve professionals from a range of disciplines - economics,

public administration, demography, etc. The PPP may attract the services of experts from these groups by hiring them to its regular staff or by contracting, but either way the range of involvements will be greater than it has tended to be under previous institutional arrangements.

45. A third implication is that the PPP will need to find ways to work closely with the ministries concerned. Two mechanisms may be possible. For some of the key ministries it may be possible to set up subunits in the ministries themselves. As an alternative both for these ministries and for others it may be possible to contract for research to either outsiders such as university faculty or to members of the ministry staff themselves.

46. A final point is that if the PPP wants to have influence in the policy process it will have to devote much more attention than would a conventional research center to the question of disseminating its findings. The PPP may want to find ways of publishing results on key issues regularly in a format that can be easily understood by non-specialists. It may want to hold seminars and workshops on key issues and use all of the means at its disposal to educate the relevant audience to ways in which population relates to national policy goals and to ways in which population change can and is being influenced.

47. None of this should be taken to imply that the work of the PPP should be non-scientific or quick and dirty. The basic point is that to be effective the unit will need to

orient itself to issues that may not have been highly central to the demographic research community but are crucial to the needs of policy-makers.

48. The central information generating function of the PPP is to assure that information on important issues is available, not necessarily to have its own staff undertake research on every issue of importance. The PPP will need to work in association with a wide range of other organizations in Egypt to carry out its mandate.

IV. SPECIFIC ISSUES OF CONCERN FOR THE PPP:

49. The substantive concern of the PPP is with population-related policies and programmes. Population growth/and distribution affect many aspects of the national economy and social structure. As a result Government leaders seeking to guide national social and economic development are likely to seek appropriate policy responses to population change. Much of what is to be said in this report will deal with the way that various Government institutions are involved in this policy process. As a preliminary to making a detailed list it is well to establish some terminology.

A. Definitions for a Taxonomy of Issues to be Dealt with by the PPP

50. Policies can be divided into those which are reactive and those which are directive. Reactive policies are those which involve Government institutions altering programmes and activities in order to adjust to measured or anticipated population change. An example might be the changes in educational investments that would be made to respond to increases in enrollments which might in turn be the result of either natural increase or of population redistribution. Directive population policies are those which are directed at bringing about some changes in the size, distribution or other characteristics of the population. A family planning programme designed to reduce fertility would be an example of a directive programme. The interventions of a directive

nature can be further subdivided into direct and indirect interventions. In the area of fertility direct interventions would be those that work directly on the intermediate variables. Family planning would be an example of a direct directive programme. Indirect programmes operate by changing some important element in the socioeconomic environment, such as the educational status of women, in the expectation that this change will lead to further alterations in the intermediate variables. Analogous definitions can be provided with regard to distribution policies.

51. A second distinction will further facilitate the discussion of specific policy issues. Every suggested intervention is based on a hypothetical or theoretical relationship between two or more variables. For example family planning is suggested as a means of reducing fertility on the basis of the belief that contraception has a negative effect on marital fertility, and women's status is often considered to be important for population because there is some evidence that the higher the educational or occupational status of women the lower is their fertility. We will call this kind of relationship the <u>theoretical relationship</u> for want of a better term. For policy purposes it is important to go at least one step further and ask about <u>programmatic relationships</u>. Not only is it important to know the theoretical relationship, but to make policy one must define the specific programmes that can be used to

bring about a desired change. Furthermore one may want to examine related issues such as administrative feasibility and cost. For example one must not only know that contraception leads to lower fertility but how contraceptive practice can be encouraged and the administrative feasibility and cost of programmes in this area. One must examine the specific activities that can be used to raise the status of women, the nature of the administrative arrangements needed to carry out these activities, and the costs associated with such programmes.

52. In the following pages, the kind of questions that should be of concern to the PPP are described in some detail, beginning with some general questions that are relevant to both reactive and directive strategies, proceeding to a discussion of reactive strategies, and finally concluding with a discussion of directive policy questions. Particularly in the last section of the discussion emphasis is on the role of implementation in the policy process. At each turn in the process of formulating an effective population strategy it is necessary to ask the question: Is a particular intervention administratively feasible? What does it cost? Has it worked in the field previously? etc.

53. As a preface, the consultant's somewhat cursory review of the current state of policy-relevant knowledge has left him with the following impressions: Egypt has a rich availability of basic data, but much of it are of

questionable quality and the delays in the publication of basic results are harmful to the policy process. There has been little systematic work on the reactive or consequences side of population analysis. This may result from the relative indifference of the Ministry of Planning people and or the economics profession to population questions. A concern with reactive policy questions is important because it is part of population policy broadly defined, and somewhat familiar to policy-makers. A full awareness of the implica - tions of rapid rates of population growth for the goals of a given sectoral ministry may be very helpful in stimulating con cern for directive issues of population policy. Finally, whil

there is an abundance of work on the determinants of fertility, little of it has very much policy significance. The list which follows emphasizes the gaps which this cursory and incomplete review implies.

B. A List of Questions for the Population Analysis Function

1. AREAS OF CONCERN WHICH INVOLVE BOTH REACTIVE AND DIRECTIVE POLICY ELEMENTS:

54. There are a number of activities in which the PPP would become involved which contain elements of both reactive and directive policies. For example some kinds of basic data collection, general modelling, or planning exercises are likely to be relevant for both kinds of policy.

A. Population Estimates and Projections

1) Censuses and General Purpose Surveys: The PPP would have a responsibility to assure that such surveys

and general data collection efforts as required by the programme are carried out. The actual conduct of the surveys would in most cases be left with CAPMAS but the PPP would monitor the progress of such efforts and report to higher authorities on a regular basis concerning their status. It could also commission or urge the commissioning of supplementary surveys on particular topics as required.

2) Basic Tabulation of Census and Survey Results: The PPP would help to identify the key tabulations of national surveys and censuses which would be required by a range of users for the purposes of maintaining national policy. As in the last item the actual responsibility for generating the tabulations might well rest with the Population Center in CAPMAS. A basic role of the PPP would be to assist in assuring the timely availability of results.

3) Basic Secondary Analysis: From the national census, surveys and other data sources, a number of important elementary forms of analysis could be undertaken. For example basic corrections can be made in the age and sex distribution of the population calculated from the census. In this way the effects of under-reporting and age misspecification can be corrected. Similarly basic data can be analyzed to produce a life table and a set of corrected age specific fertility rates. Cohort fertility rates are another example of such estimates that may be useful for both reactive and directive policy-making.

4) Population Projections: A fourth type of general data-based activity relates to population projections. The PPP should be responsible for assuring that an acceptable set of projections is available and updated on a regular basis. Ideally this effort should be conducted with enough detail to help in detailed applications such as the projection of educational enrollments and it should be updated on a regular basis. This would suggest that the effort be computerized. Also the basic data and the assumptions underlying the projections should be published so that they can be used or altered by other users as necessary.

5) International Migration Data: The flow of temporary migrants out of Egypt has been an influential factor in both the national economy and demography, yet statistical documentation of the characteristics of the migration stream is very

incomplete. The PPP should assure that efforts are made to collect basic information in this area, perhaps in cooperation with the Ministry of the Interior whose 1973 change of procedure for processing routine entry and exit forms has made the statistical data even less adequate than it was before. Other sources of information might be generated as well. It is difficult to do more complicated analyses of the determinants or consequences of this important phenomenon without an adequate data base.

6) A Governorate or Village Council Data Base: For purposes of monitoring the progress of national programmes and examining the covariation among various factors it would be desirable to maintain a systematic file on population and policy-relevant variables by governorate and perhaps eventually by village council. Ideally the data base should be computerized. There is a question as to where this work should be done, but the PPP should examine the possibilities and review alternative approaches to maintaining the data set, and to its uses.

B. General Modelling and Planning Activities

55. While it has become the custom in recent years to treat the determinants and consequences of population growth separately in most applications, there are a number of kinds of research which attempt to deal with both together as part of a system.

1) General Efforts to Assess the Role of Population Growth in Egyptian Society: Population growth is just one part of the society in which it takes place. It is linked in a complex and circular web of causality to the surrounding society. The PPP will be regularly called upon to document this interdependency or aspects of it. An annual report on the current state of knowledge and the areas of special policy concern would be a desirable feature for the PPP's work programme.

2) Simulation Models of the Egyptian Economy and Population: A device that is particularly popular with economists is the mathematical model of a phenomenon or a system to be studied. Many such models have been developed which link population and economic characteristics, some of them

involving more than a thousand equations in their specification. The PPP may want to encourage some efforts in this direction especially as a means of getting economists involved in thinking about the population/economic relationship. However, it should be noted that these models have been more barren of uncontested policy information than many economists expected. The results of the model often depend on the assumptions made by the analyst. Thus there is no single truth.

3) Anthropological Studies of Village Systems: Just as economists have attempted to model entire economic systems, anthropologists have modelled village systems usually using qualitative methods. At the village level the relationship between the consequences and the determinants of demographic behavior becomes much clearer. The benefits and costs of children are likely in the eyes of the parents to be related to the consequences of having those children. Such relationships exist at all levels but they are clearest at the level of the family and the community.

4) Planning: At the national level planning exercises are likely to involve both the reactive and the directive aspects of population policy. For example planning in the Ministry of Education will involve developing approaches to dealing with the changes in enrollment associated with population factors and at the same time there is a need for the Ministry to work in the area of population education. The PPP's central role will be to try to coordinate the full set of such interactions, but in general we will treat them in the detailed discussion to follow. However, the overall plan and its population content will have to be a concern of the PPP.

5) Review and Development of the Population Component of National Plans: The PFPB has played an active role over the past several years in the review of the population content of the national plans. This activity should be continued and strengthened.

2. REACTIVE POPULATION POLICY ISSUES:

56. In discussing the role of the PPP in reactive population policy our list can only be illustrative of the kinds of issues which are involved. We will try to list

here some of the most important issues in which the PPP may want to involve itself, and in the next section we will describe a working procedure by which the PPP might further elaborate the list. The Government will inevitably be faced with the day-to-day task of coping with the problems that arise out of a history of rapid population change Knowledge about the magnitude of the task will help policy-makers and administrators cope and will at the same time make them more aware of the general scope of the problem and of the need for directive policies. Thus information flows about reactive strategies may represent one of the best ways of assuring that the resources and commitment required for directive policies are available.

1) RAPID Type Reviews: The PPP should undertake a review of the full set of issues raised by the RAPID programme sponsored by USAID. That programme examines the implications of population growth in Egypt for a wide range of policy objectives, but many observers have objected to the data or the behavioral assumptions that were used and thus to the conclusions drawn from the exercise. Egyptian scientists should repeat the exercise using their own data and the most appropriate assumptions. While there are legitimate questions about the assumptions underlying RAPID, the focus on specific policy objectives seems appropriate. To the extent possible the exercise should be kept relatively simple and should be handled expeditiously. The work could be combined with the projections exercises mentioned earlier.

2) The Labor Force: The implications of population growth and distribution for the labor force and for the labor market are particularly important. A series of projects should be undertaken to show how both natural increase and migration (internal and international) are likely to affect the size of the potential labor force, skill levels, participation rates (particularly of women and children) and wages. This activity is related to

the already existing work of the ILO/UNFPA sponsored working group in the Ministry of Manpower and Training, to projects being carried out at Cairo University and in the National Institute of Planning. One of the first steps for the PPP in this area might be to assure a full consultation among the different groups working in the area.

3) International Migration: The implications for Egyptian society of the present patterns of international migration should be examined, recognizing such issues as (1) the implications of migration in terms of bottlenecks and shortages of specific types of labor such as skilled trades and professional groups such as demographers, (2) the implications of these trends for future training and educational activities, (3) the consequences of a dependence on migrants and their remittances for Egypt's economy and perhaps for its foreign policy, and (4) the implications of migration for the economic and demographic characteristics of the household.

4) The Impact of the Growth and Distribution of Population on Quality: Population growth and redistribution not only has implications for the quantitative goals discussed above but for many aspects of life that are more qualitative. For example, the very fast rate of increases in enrollment in the school system may act to keep the system off balance and to continue the low quality pattern of formal education which now prevails. Similarly the rapid expansion of Cairo makes it difficult for city administrators to maintain services of the quality that city residents used to expect. The PPP could undertake a project to document these effects.

3. DIRECTIVE POPULATION POLICY ISSUES:

57. The central principle in making decisions about directive population policies is to maximize the fulfillment of the policy objective given the constraints under which the programme operates. The constraints can take several forms. First, there will be a set of behavioral limitations relating to biology and the regularities of human behaviour.

Second there will be administrative and budgetary limitations. Finally there will be some moral and political limitations on the programme. In this discussion emphasis will be placed on the first and second elements in the process of choice.

1) The Age at Marriage: In Egypt a great deal of emphasis has been given to policies which influence or are intended to influence marital fertility. On the other hand there are many who argue that the current pattern of rising fertility is largely the result of changes in the pattern of marriages. What are the determinants of the age at marriage and what can be done to influence this pattern? Would it be possible for example to ask men to delay marriage until after their period of military service? Could the national housing policy be adjusted to reward those who marry late? What specific programmes could be undertaken to encourage later marriage, how would they be administered and what would they cost?

2) The Traditional Reproductive Health System: In attempts to influence marital fertility the stress has been on the national family planning programme run largely through the Ministry of Health. We will have more to say about that activity below but it is worth noting that the formal government Health System does not and has never played anything other than a peripheral role in the delivery of babies and the general pattern of counseling that mothers receive. What is known about the traditional system and the way it varies from one part of the country to another? (include rural/urban). How could the indigenous system get involved to influence marital fertility? What would be the administrative implications and the costs of such a programme? Could it be arranged so as to bypass the Ministry of Health system which seems overwhelmed with its own programmes and is not well placed to deal with the traditional system in any case?

3) Population Education: The stress now is on the formal educational system, but given the high drop out rate and the general problems with the system of formal education it may be worth examining other ways of reaching the population at risk of childbirth. Two possibilities might be the military and the training institutions run by

bodies other than the Ministry of Education. Both of these would have the advantage of reaching men who are otherwise somewhat neglected by the conventional family planning system.

4) Women's Roles: It is widely accepted that there is a relationship between the education of women and their employment status and fertility. The complex set of issues relating fertility and women's status generally needs further exploration, but an issue that is especially in need of attention is the programmatic question of what the government can do to influence the position of women in the family and the society. Moreover while there are a wide range of government agencies with programmes nominally oriented towards helping women it is not clear how these different programmes operate. Some field studies of the actual operation of such programmes are badly needed.

5) Abortion and Other Intermediate Variables: To what extent is abortion actually practiced in the country? A number of clinic-based studies have shown it to be widespread at least in the urban areas, but knowledge about the prevalence of abortion is not systematic. How many abortions are done each year, who has them and who does them? Would efforts at legalizing abortion protect women's health? Are abortions the result of contraceptive failures or contraceptive non-use? Other intermediate variables such as the extent of breast-feeding and the effects of periodic abstinence due to migration also need study.

6) Family Planning Services: The major direct intervention designed to reduce marital fertility has been in the family planning programme, yet even after some fifteen years of existence there are many questions about family planning in the Egyptian context that remain unanswered. There is a basic lacuna in the published literature of studies related to the administrative aspects of service delivery. Basic questions of prevalence and the correlates of contraceptive use are also imperfectly recorded in the literature, but the absence of discussion of administrative issues is surprising. To some extent there may be administrative reports that cover some issues of administration but they are generally unknown to this reviewer. Here then are some questions that the PPP needs to ask about the family planning programme:

a) Some people assert that the level of prevalence has been going up with the birth rate. If this is the case what is the explanation? Are there problems with the data? Is the issue one of ineffective use of methods or high discontinuation?

b) What is the actual work pattern of the staff who are assigned responsibilities in family planning? How many hours a week are services actually available in family planning centers in rural and urban areas? How does the family planning staff actually allocate its time among the various tasks? What is the pattern of supervision both within the clinic and from outside authorities? What are the problems reported by the staff in confidential interviews? This kind of question can be multiplied indefinitely. Each has obvious implications for administration, but a first step is to understand the basic situation. Diagnosis should precede prescription.

c) What is the quality of the services offered by the programmes? There are many rumors about poor service either in the sense of poor technical services or in the sense of indifference on the part of the staff towards their potential clients. Participant observation techniques could be used to define problems in this area, and if repeated in several areas might give a picture of the overall situation. Survey of clients with regard to their experience might also be helpful.

d) Are there some clinics that stand out as having been particularly effective in their work? If so, what are the factors associated with that high level of performance?

e) What is the actual involvement of local government institutions in family planning and related programmes? The literature provides several different accounts of what is expected to happen, but experience in other places has shown that there is often a large gap between planned patterns of administration and actual practice. Knowing the actual pattern would provide a basis for designing changes.

7) Urban Fertility and Contraceptive Practice: A great deal of attention has been given to rural fertility problems, but urban fertility is still high and urban families may be more responsive than rural families to effective programmes. Here again one would want to know something about patterns of contraceptive prevalence and also about the current patterns of programme administration and service quality.

8) International Migration: What can be done to influence the magnitude and composition of international migration flows? What institutions have a role in this process and how can they be made more effective?

9) Rural/Urban Migration: The internal redistribution of the population has been a matter of great concern during recent years because it puts pressure on the urban infra-structure and makes poverty more visible. What can be done to influence the pace of this migration? What is the current distribution of government expenditures between rural and urban areas and does this have a role in affecting migration? Which institutions are involved and how can they be made more effective?

10) Cost Effectiveness Analysis: Most of the directive policy interventions discussed above describe a particular approach to influencing either the level of fertility or the pattern of migration. An effort should be made to examine the cost implications of each of these strategies. In general the PPP should make cost effectiveness one of the central tools of its work.

11) Decentralization of Decision-Making: A wide range of efforts are being made to help the Egyptian villager. An important question that is addressed by the PDP project is the extent to which helping villagers to make their own decisions may lead to greater effectiveness of population programmes integrated into the more generously funded efforts of other ministries to strengthen the effect. What mechanisms can be used to coordinate efforts at decentralization and to assure that population elements have a role in the process?

12) Mortality and Health Interventions: There are many questions related to mortality, morbidity and the health system. The problem here is to focus on those questions that relate to national population strategy. Here the best focus might be on the

fertility/infant mortality relationship and the problems of implementing a strategy to reduce the number of infant deaths. On the behavioral side the question of sex differentials and preferences needs attention.