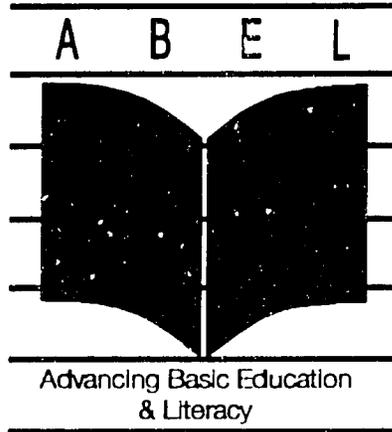


PN-ABX-786

# Advancing Basic Education and Literacy Project (ABEL2)



**Increasing Female Education and Literacy  
Strategic Objective Development**

**July 1995**

PN-ABX-786

advancing basic education and literacy

abel

team report-Egypt

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## **Increasing Female Education and Literacy**

### **Strategic Objective Development**

**July 1995**

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## **Final Report**

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# 1. Introduction

## BACKGROUND

*Education is the pivot and basis of our national security in its broadest sense...in economy, politics...in our responsibilities to world civilization, which we have undertaken centuries ago and which we must continue to be part of. It will pay off in our internal stability, our development and prosperity. It is our way to enhance our competitive positioning in local and world markets.*

**President Hosny Mubarak**

Egypt joined nearly all nations of the world in expressing its commitment to education for all when it committed itself to the World Declaration on Education for All in Jomtien, Thailand (1990). Egypt has been active in bringing this commitment to reality. Unlike many other countries, Egypt has increased its spending on basic education since the Jomtien Conference. It has increased enrollments in primary schools and embarked on a decade-long commitment to eliminate illiteracy. Some 11 million people (47% of the population – two thirds of them women) remain illiterate.

Egypt's efforts on behalf of promoting basic education have led to the award of UNESCO prizes to President Mubarak and Minister of Education Hussein Kamel Bahaa El Din. Egypt is not just aiming at a quantitative expansion of educational opportunities but also at a major transformation in the process and outcomes of the educational system. The goals for this transformation reflect Egypt's desire to "catch up" on the 21st century. This desire calls for

a fundamental change in the education system in Egypt, aiming at instilling new ways of thinking from early childhood. This is the major challenge that Egypt faces now. This challenge necessitates a new philosophy for the development of education. What is at stake is to introduce the concept of positive, rather than passive, learning. The student must become a contributing partner in the educational process, not just a listener.

One of the obstacles that may hinder achieving educational for all is that too many girls are not enrolled in primary school and the number of illiterate women remains large. And for those who are taking part in formal education and literacy classes, the quality of these opportunities for learning is often too low to ensure mastery of the skills needed to function effectively in society. The importance of basic education for women and girls has been recognized in Egypt for some time and its urgency was underscored at the International Conference on Population and Development held in Cairo in 1994.

USAID/Egypt, which until a recent period of internal re-examination had been the largest provider of external assistance to basic education in Egypt, has decided to return basic education to the Mission's portfolio. It has adopted *Increased Female Education and Literacy* as its tenth Strategic Objective. This objective will guide investment in basic education during the next eight to ten years. USAID/Egypt's commitment to assisting female education in the country is perhaps the largest and most significant of its kind.

## **OBJECTIVES**

This report is a product of assistance provided to the USAID/Egypt Mission by a team from the USAID Advancing Basic Education and Literacy Project (ABEL). The ABEL project is supported by A.I.D.'s Office of Human Capacity Development, Bureau for Global Programs, Field Support and Research. USAID/Egypt's request for assistance marks a step in moving forward from establishment of its new Strategic Objective in support of increased female education and literacy. The assistance took place within the context of ongoing Mission activities aimed at problem analysis and discussion within the Mission and with potential customers (Egyptian women and girls) and partners (Ministry of Education officials and representatives of non-governmental organizations and bilateral and international donors).

USAID/Egypt requested assistance in refining the articulation of its Strategic Objective and in beginning to prepare the Results Framework that will be contained in the Mission's Strategic Plan. The Results Framework will guide organization and management of future activities linked to achieving the Strategic Objective. These activities will be conducted within the context of the ongoing exercise for the Reengineering of USAID. This exercise is redefining all organizational and operational areas of USAID in light of the Agency's four core values: (a) customer focus, (b) results orientation, (c) teamwork and participation, and (d) empowerment and accountability. The target date for the "reengineered" USAID is October 15, 1995.

The ABEL team was tasked with accomplishing the following:

- reviewing literature relevant to (a) USAID's Reengineering exercise and (b) female education and literacy in Egypt;
- conducting discussions with USAID offices with activities that are complementary to the female education and literacy Strategic Objective and Results Framework;
- taking part in meetings with GOE officials, particularly with the committee appointed by the Minister of Education to work with USAID/Egypt in planning the female education and literacy initiative;
- holding discussions with representatives of Egyptian, international, and bilateral organizations that may be potential partners with USAID in efforts to increase female education and literacy;
- conducting a workshop for USAID personnel on further specification of the Strategic Objective and laying the groundwork for developing the Results Framework (including desired results, indicators, targets, parameters, assumptions, and approaches) together with strategies for partnership within the USAID Reengineering Framework;
- producing a final report that summarizes the above and suggests next steps to be taken for developing and managing the Results Framework and building partnerships.

The work of the ABEL team took place between 14 May and 2 June 1995. The team was conscious of the considerable effort that has already been made by the GOE, USAID/Egypt, and other organizations in furthering the cause of increased female education and literacy. This report was prepared with an appreciation of the challenge that lies ahead in developing this assistance within the core values and organizational and operational procedures of the new results-oriented framework of USAID. The process of delineating and achieving clearly-defined results in a spirit of partnership is by necessity complex. It is hoped that this report will be a meaningful step in this process.

The team is grateful for the assistance provided by GOE officials and advisors, representatives of donor agencies and NGOs, personnel of USAID/Egypt, and ABEL/Washington colleagues in accomplishing its tasks.

## **2. Articulating the Female Education Strategic Objective and Results Framework**

### *THE FEMALE EDUCATION STRATEGIC OBJECTIVE*

The USAID Egypt Strategic Objective Number Ten is "Increased Female Education and Literacy." This strategic objective (SO) was chosen because it "contributes in well documented and measurable ways to the achievement of reduced fertility and improved child survival." The Mission also recognized "that better educated mothers are more likely to send their children to school and participate more effectively in the economy, community activities, political decision and environmental protection" (USAID/Egypt, April 1995, p. 16). The relationship of the SO to Mission goals and sub-goals is indicated in Figure 1.

Two fundamental principles can be inferred from the SO and from its supporting logic. First, that "education" is broadly defined to include skills and knowledge areas that increase the quality of life of the women, their families, and communities. Such education is not necessarily restricted to schooling within formal classroom structures or settings. Second, this SO is viewed as integrative with other mission SOs and the larger USAID goals of democracy, economic growth, and participation.

Further, the use of "increased" is taken to mean more than quantitative increases in enrollments. Increases in quality, broadly defined, are equally included in the objective. Linkages of education with both the needs of the individual, families, communities and the nation are implicit and fundamental to the success of the SO.

The ABEL team felt that the SO is sufficiently well articulated at this time. Its articulation may be reconsidered at the point when results and activities become more fully defined.

### *CUSTOMERS AND THEIR NEEDS*

There are four major groups of females who require either schooling or literacy services. They are:

1. **Preschool.** Preschool aged girls who may be at risk for nonenrollment, noncompletion, or poor achievement in primary schools.
2. **School-Aged Girls.** Those aged six to ten who are either currently enrolled in some sort of schooling or could be enrolled in school.

**3. Illiterate Young Women.** Those beyond the initial age of enrollment (by law, age eight) but who are young enough such that investments in their education still have many years of returns to their families and to the nation. If they have not mastered a set of skills to date, they need to be reached with educational services thus targeted.

**4. Illiterate Older Women.** Those who remain illiterate (however defined) but for whom investment in educational services has fewer years of return.

Each of these groups requires a different approach to educational services and a different set of priorities and are discussed below:

## **PRESCHOOL**

### ***DEFINING THE AT-RISK POPULATION***

Evidence from many countries throughout the world indicates that all children can benefit from some exposure to preschool. In the case of Egypt, which has yet to reach a near-universal rate of attendance for primary school, the primary focus of preschool activities might well be in early intervention for populations at risk for low participation in primary school. Several questions need to be addressed here. For which at-risk population would early intervention have a significant participation rate impact? What factors would be important in getting participation?

### ***WHAT ARE THE OPTIMAL INTERVENTIONS?***

Early intervention programs are probably not a primary means of increasing primary school completion rates among girls. Other types of goals are more likely to be reached such as increased learning ability, increased participation of girls in school activities, and increased achievement while in school. Given scarce resources, are the benefits of such interventions greater than equal resources spent on school-aged girls? This question cannot be answered with existing information. Perhaps the most important investment in early intervention activities might be support for additional research targeted at questions such as this.

## **SCHOOL-AGED GIRLS**

### ***GETTING RURAL GIRLS INTO SCHOOL***

Through many years of effort, Egypt has increased enrollment in education in both absolute and relative terms. One recent study sampling an urban center (Cairo) and modest income area (Kafr Elshaikh) and a very poor area (Elminya) estimates that both in Cairo and the urban areas of Kafr Elshaikh, enrollment rates approach 100% for both males and females. Less than full participation is principally in rural areas and among girls. Reaching this final group -- rural girls -- is a major challenge.

### *KEEPING GIRLS IN SCHOOL*

Persistence in school has been cited as a problem for this group of potential primary school attendees. Two major factors are involved here. First, parents must weigh the social benefits of an educated child against the cost to the household of highly valued girl household labor. Since girl household labor is frequently more valued than boy household labor (Ilon, 1993), girls are kept at home more often than boys. Second, in assessing the relative value of education for their girls, parents consider many schooling factors such as school distance, cleanliness, teacher behavior, and usefulness of material being taught (Third World Forum, 1994). Upgrading school quality would likely increase participation of those who are "at the margin" of school attendance.

### **ILLITERATE YOUNG WOMEN**

#### *INTEGRATIVE EDUCATIONAL SERVICES*

Many girls and young women have not received the full benefits of schooling. Some have never enrolled in school. Others have failed to complete the primary cycle. Others completed primary school but remain functionally illiterate. For many of these females, re-entry into formal schooling is restricted by law or by the fact that they have come to exercise permanent family obligations that occupy time that could be used for education. Yet substantial benefits to their education still can accrue -- to themselves, their families, and society. For this group, the provision of educational services that can be integrated into their busy lives are needed. It is important to recognize that this group's primary focus is on (a) the health and welfare of their families, (b) maintaining stability in their marriage, which provides them security, and (c) meeting social obligations. Educational services will fail to attract women if they are perceived as a net loss to these priorities. This is widely recognized in Egypt.

For women attending literacy classes, integrating literacy into priority areas of their lives gives them substantial incentives to attend classes and complete the program. For example, Major General Saleh Abdel 'Ati, Head of the Executive Board for the General Authority of Adult Education and the Eradication of Illiteracy, cites four areas of particular concern for women in literacy classes: banking, marketing, urban survival skills, and helping children. Dr. Kamilia Shoukry, Consultant for the National Council for Childhood and Motherhood, attributed the success of her pilot literacy program to integrating it with such skills.

### **ILLITERATE OLDER WOMEN**

Literacy has utility for people of all ages. But when resources to provide and maintain literacy are limited, such resources should be directed toward those who will benefit the most. Generally,

younger females are targeted, because the time span over which they can use their literacy skills is longer. Further, the benefits of their literacy skills have a greater chance of being shared more fully with young children and their development. It is conceivable that literacy skills may be more easily imparted in older women, as they have more time and fewer fears concerning personal security. Thus, whereas they may be a lower priority for literacy efforts than young women, their needs and value to society are important. Whether or not activities supported by USAID can encompass these women, some measure of the relative value of investing in their literacy and related survival skills is worth noting and, possibly, supporting through relevant activities of involved NGOs.

### *THE DIMENSIONS OF THE CHALLENGE*

The ABEL team considered information from a variety of sources about the number of girls that are not enrolled in school and the number of illiterate women. There was considerable variation in the estimates. The table on the following page gives a rough estimate of the numbers of girls aged six to ten who are currently not enrolled in school. Estimates vary according to assumptions about how many of current enrollees are within age range of six to ten.

Table 1

**Participation Rates of Primary School Aged Children, 1993**  
(all numbers in thousands)

**Population Estimates: US Bureau of Census**

		<u>Total Pop</u>	<u>Urban</u>		<u>Rural</u>		<u>Total</u>
			<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>	
<b>Ages 6 - 12</b>							
Reported	1990	56,106	2,209	2,128	2,811	2,708	9,856
Extrapolated	1991	57,324	2,257	2,175	2,864	2,740	10,035
Extrapolated	1992	58,567	2,305	2,222	2,918	2,771	10,217
Extrapolated	1993	59,838	2,355	2,271	2,973	2,804	10,403
Reported	1994	61,144	2,411	2,321	2,947	2,836	10,515

**Ages 6 - 10**

Extrapolated	1993		1,682	1,622	2,123	2,003	7,430
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**Primary School Enrollment Estimates: MOE**

1993		1,579	1,471	2,264	1,735	7,049
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**Primary School Enrollment Rates for 6 - 10 Year Olds**

Assuming all primary enrollees are age 6-10	94%	91%	107%	87%	95%
Assuming 90% prim. enrollees are age 6-10	84%	82%	96%	78%	85%
Assuming 80% prim. enrollees are age 6-10	75%	73%	85%	69%	76%
Assuming 70% prim. enrollees are age 6-10	66%	63%	75%	61%	66%

**Children Aged 6 - 10 Not Currently Enrolled in Primary**

Assuming all primary enrollees are age 6-10	103	151	(141)	268	381
Assuming 90% prim. enrollees are age 6-10	261	298	86	441	1,086
Assuming 80% prim. enrollees are age 6-10	419	445	312	615	1,791
Assuming 70% prim. enrollees are age 6-10	577	592	539	788	2,496

The estimates on the previous page vary substantially from numbers estimated by other parties. It is important that some basis be agreed upon for arriving at these types of numbers since they will form the basis for indicators and for judging success. The above analysis employs a fairly simple approach and uses official population estimates and MOE enrollment numbers. Variations occur in assumptions about the ages of enrolled populations. A first step in narrowing variants in estimates will be agreeing on general parameters. For example, the table above estimates that there are about 3.6 million girls in Egypt between the ages of six and ten. It also assumes that MOE estimates of enrollments are generally accurate.

With respect to the number of women who are illiterate, Table 2 gives an estimated breakdown by different age groups.

**Table 2**  
**Percentage of Illiterate Females by Age Group**

Age 10 - 1427.3%

Age 15 - 1941.3%

Age 20 - 2451.6%

Age 25 - 3467.3%

Age 35 - 4477.7%

Age 45 - 5466.7%

Age 55 - 6488.6%

Age 65 - +90.6 %

Source: ESCWA 1983 Compendium of Social Statistics and Indicators Issue 3  
(cited by UNICEF/MENA)

Literacy rate estimates depend substantially upon the definition of literacy used. Estimates tend to come from censuses and are often based on respondents' reports of their own abilities to read and write. Despite these and other difficulties in estimating literacy, it is clear that both the population of illiterate women in Egypt is large.

## ***DESIRED RESULTS***

The preceding section looked at one of USAID's core values, customer focus. This section relates to the second of its core values: results orientation. As mentioned in the Introduction and discussed in greater length later in this report, the reengineered USAID will hold itself accountable to clearly specified results. These results will be determined after careful analysis and in consultation with its partners. Results will be causally linked, indicators to measure achievement of results will be identified, targets will be specified, and so on.

The following is meant to offer a starting point in the process of defining results associated with the Increased Female Education and Literacy Strategic Objective. Based upon the literature and discussion with those working in the area of female education and literacy in Egypt, three areas where specific results might be defined are : (a) participation, (b) quality and relevance, and (c) enabling factors. Some intermediate results are suggested as well as some illustrative indicators to measure achievement of results. Again, these are offered as starting points for discussion and further analysis. The distinctions between the results areas are difficult to maintain. Participation is affected by perceptions of the quality and relevance of the education offered by schools or literacy classes. Similarly, for many girls who are not now attending school or whose participation may be at risk, the "probability" of attending is marginal. That is, for many participation is borderline. In such a situation, even relatively small enabling factors can made a large impact on participation. For example, if a school is accessible but somewhat distant, parents will send their child to school if schooling is considered very important. They will withhold their children from school if household labor is important. Thus, separating the two areas is not entirely satisfactory but does highlight important policy choices and invites discussion.

## **PARTICIPATION**

Participation, broadly defined, means getting girls into school and keeping them there. School access is an issue. Not all girls live within easy access of a school. Parents appear particularly concerned about distance for their girls. Placing schools within accessible distances of all but the most remote of households is a continuing priority of the government but has yet to be attained.

Even if schools are accessible, not all girls will enroll. Assuming initial enrollment rates are higher than overall enrollment rates (currently estimated at 80 percent for girls), then the vast majority of girls do enroll in school at some time in their lives. Universal enrollment is probably beyond the resources of the country. But getting girls enrollments up to the level of boys' (90-95%) is achievable and might be a desired result within the SO.

Keeping girls in school appears to be a problem. Although initial enrollment rates lag behind

that of boys, so do persistence rates. This may in part reflect the reluctance of some families to keep girls in school past puberty. But more often cited are the constraint of poverty and the relative value of female labor to the household. As girls' labor is relatively more valuable to the household than is the labor of boys, girls are often kept home to help with household chores. This and other problems discourage continued participation in schooling.

Finally, even if girls are enrolled, they derive no benefit if they do not attend. Evidence suggests that attendance is a major problem in schools. Again, this may be related to relevance or quality (see below). A quantitative increase in attendance would go far in advancing the primary objective of increasing female education and literacy.

This same triad of problems face literacy classes. Literacy classes, although spreading throughout the country, are not available in all communities. Even where literacy classes are available, many women do not avail themselves of these classes. Of those who do, a large percentage drop out before completion.

## **QUALITY AND RELEVANCE OF EDUCATION**

For many the quality and relevance of education is one and the same. Many issues have been raised as to the relevance of instruction in meeting girl's needs. As is true with boys in Egypt, many educated girls will not obtain formal sector work. Thus, a whole range of skills needed to make a living outside the formal sector and to get along in daily life is essential. These include banking, marketing, health care, sanitation, personal health, political participation, legal and economic education, and exposure to public services. At the present, both boys and girls encounter a school curriculum that narrows the range of visible future for them. Girls lack role models for participation in professional and public life. Boys lack role models in family care giving and household skills.

Teachers are minimally skilled and have a difficult time breaking out of rote learning modes of instruction. Problem solving, critical thinking, and analytic skills are often ignored. This limits the ability of all children to move up the educational ladder or to use such skills in everyday life.

The quality and quantity of instructional materials are lacking in many classes. Labs are poorly equipped, where such labs exist. Reference and textbooks are often of poor quality and in short supply. Other types of basic or secondary learning materials may be in short supply, in disrepair or outdated. Providing both adequate supplies and designing a system for their utilization, continued supply, and maintenance is a need.

## **ENABLING FACTORS**

To get females into schools and literacy classes and to provide them with quality instruction, a number of other issues arise. Although these issues are directly linked to participation and quality, it would be difficult to attribute them specifically to either participation or to quality and might be addressed as a set of crosscutting results central to increasing female education and literacy. Three of the most important ones are highlighted here.

Costs of schooling are substantial -- both direct costs and indirect. One study estimates that even poor families spend about LE 120 per year per child (UNICEF, October 1994). Cost of schooling has been cited as a major factor in keeping poor girls out of school. A reduction in the direct and indirect costs of schooling would enable more girls to go school.

Classroom overcrowding and cleanliness have also been cited as deterrents to keeping some girls in school.

Teacher behavior toward students -- particularly girl students -- is a problem cited by parents in keeping girls in school. Also, where girls can see female teachers and administrators as role models, they seem to be more likely to stay in school and learn more while they are there.

## **ISSUES**

- Even in the case where quality issues and "enabling" issues impact participation, it will be important, in the new context of USAID reengineering, to decide what the primary emphasis should be. For example, is quantitative participation a primary goal? Is such participation only acceptable when a minimal level of quality is in place? What would that constitute that level of quality? Would quality improvements be acceptable even when quantitative participation is not improved? What kinds of quality would be acceptable in terms of results?
- One possibility is to define a "minimum standard" of delivery, environment, or achievement and to set a goal that more girls attain this standard throughout the timeframe of assistance provided by USAID. Are quantitative improvements in participation rates enough without the establishment of minimum standards?
- Can quality standards be justified in a context where not everyone yet has access?
- Certainly more girls, especially in rural areas, need to get to school and stay there. But what is known of access? Are rural schools too crowded? Why do rural boys have comparatively higher rates? Can some boy classrooms be converted for use by girls? Can the disparity be lessened without more buildings?

- What is the appropriate balance between participation and quality? Are USAID and other partners willing to split resources between the two? What would the formula look like?
- Is USAID willing to undertake a series of smaller initiatives under the umbrella of one results package? Since the new focus is on results packages rather than on projects (as currently conceived), can coherence and success be justified with a series of smaller activities? Is such a scenario possible? Acceptable?
- At what level do funds overwhelm a fragile, new, or experimental program? Should USAID define upper limits or explore absorptive capacity? Can some NGOs be overwhelmed or even put out of business by well meaning efforts of a large organization such as USAID? What planning steps need to be incorporated to minimize this possibility?
- What kinds of administrative costs will be involved in suggested programs? Some types of programs might have large overhead problems and costs such as scholarship programs or literacy programs. How much would USAID be willing to support a large overhead cost? What would be the magnitude of such costs?
- What costs and processes would be involved in overcoming the problems of poor data? Clearly, USAID cannot wait to implement this SO until good data exists to validate indicators. But some consensus on data sources, calculations and analysis needs to be reached before activities are planned? What is the size of the problem? What options exist? What is the cost in dollars, time, and staff of various approaches to the problem?

The above is a selection of some of the issues that are associated with increasing female education and literacy. The following is a matrix showing these issues along with possible target populations. The matrix serves both as an organizing mechanism of issues and groups and as a worksheet for ranking problems and priorities.

Table 3

**Increasing Female Education and Literacy Worksheet**

	Aged 6-10; never enrolled	Aged 6-10; currently enrolled	Aged 12-20; functionally illiterate (not attending classes)	Aged 12-20 attending literacy classes
<b>Issues</b>				
<b>Participation</b>				
Access				
Initial Enrollment				
Persistence and Completion				
Attendance				
<b>Quality and Relevance of Instruction</b>				
Relevance to Needs				
Skills				
Pedagogy				
Instructional Materials				
<b>Enabling Factors</b>				
Cost				
Cleanliness and Crowding				
Teacher Behavior				
Role Model Teachers & Administrators				

Level of Concern rating scale:

1=primary.....4=minor; 5=not a concern

## ***RESULTS TARGETS AND INDICATORS***

During the transitional phase between the old program focused-logic of USAID and the new results orientation, it is important to have partners begin thinking early on not just about specific results but also indicators of success. Although the ABEL team entered the process at, essentially, the data gathering, problem identification, and partnership forming stage, laying out a picture of what indicators of success might look like seemed to be a useful way of advancing discussion on how success toward achieving results might be determined.

Some illustrative indicators are detailed below. Of course, the full specification of results has yet to be done, and the indicators are offered for illustrative purposes only.

Indicators play an important role in the new Reengineering design and, as such, must be carefully considered. The ABEL team was able to discuss, within various forums, some of the guidelines that will apply along with some suggestions:

1. Results indicators, when appropriate, should measure impact on people. Although it is always must easier to lay out what kinds of actions will be taken and some indicator of whether they were taken, indicators of results must focus on the types of changes these actions are meant to engender. For example, although it may be important to provide schools within closer walking distance for rural girls, it is the increased enrollment and persistence of these girls that must figure into the indicator measure.
2. Since indicators will form the basis upon which the success of the results are measured, it will be critical to get the numbers right. With respect to the provision of education for girls in Egypt, it must be realized that the easiest girls have already been reached. Thus, although quantitative increases can be targeted, it is unlikely that full participation can ever be reached (and should not be targeted). Similarly, indicators should not tend expect to show equal rates of change over time. Rates of change will slow.
3. Many partners will focus on activities to be conducted following a results orientation less strict than what is now being required of USAID. It will be critical that USAID be able to assist in making the necessary translation of activities into the framework of results. If logical linkages are not carefully made, faulty indicators may follow, results will not be achieved, or both.

The chart following gives examples of some indicators

Table 4

**EXAMPLE INDICATORS (ILLUSTRATIVE ONLY)**

Indicators of Results' Success
<b>Participation: Access</b>
<ul style="list-style-type: none"> <li>● Reduced parental resistance to sending girls to school due to distance from nearest school.</li> <li>● Lessening of inequities of availability of girls' primary schools to access to boys schools.</li> <li>● Shorter overall distance young girls have to cover in order to access primary schools.</li> <li>● More classroom space available in areas where girls have traditionally had lower enrollment rates than boys.</li> </ul>
<b>Participation: Initial Enrollment</b>
<ul style="list-style-type: none"> <li>● Increased enrollment rates for girls in low-enrollment areas.</li> <li>● Increases in value placed in girls education by families in low enrollment areas.</li> </ul>
<b>Participation: Persistence and Completion</b>
<ul style="list-style-type: none"> <li>● Longer average years of educational attainment among girls.</li> <li>● Narrowing of differences between boys and girls years of attainment.</li> </ul>
<b>Quality: Relevance to Needs</b>
<ul style="list-style-type: none"> <li>● Increased willingness of participants to take an active role in designing and guiding complementary educational activities.</li> <li>● Increased willingness to participate based on increased linkages of programs to larger needs of participants.</li> <li>● Increased enthusiasm for instructional programs due to perceived relevance.</li> </ul>
<b>Quality: Coverage</b>
<ul style="list-style-type: none"> <li>● Increased ability to use skills to generate income and participate in local markets.</li> <li>● Increased awareness of girls to a wide variety of adult options and roles.</li> <li>● Increased value placed on boys household labor and household contributions.</li> <li>● Increased percentage of curriculum targeted at skills useful in daily life.</li> </ul>
<b>Quality: Pedagogy</b>
<ul style="list-style-type: none"> <li>● Increased student attention and activity observed in classrooms.</li> <li>● Increased comfort of teacher in using interactive methods of teaching.</li> <li>● Decrease of parents and girls complaining of poor teacher behavior and teaching methods.</li> <li>● Increased ability and willingness to use analytic skills in problem solving.</li> <li>● Increased value placed on analytic skills as measured by changes in tests.</li> </ul>
<b>Quality: Instructional Materials</b>
<ul style="list-style-type: none"> <li>● Increased learning due to better matching of available materials and supplies with needs.</li> <li>● Higher utilization of available materials and technology.</li> <li>● Increased classroom usage of instructional materials and supplies.</li> <li>● Increased perceptions of teachers the materials and equipment supplied are appropriate.</li> </ul>

## ***DEVELOPING APPROACHES BASED UPON CURRENT ACTIVITIES***

The process of developing the Increased Female Education and Literacy Strategic Objective into a set of desired results must include consideration of how these results might be achieved by building upon or building out from existing activities and looking toward designing new activities where needs are going unmet. The following constitutes a sample of the principal activities currently underway in Egypt where the needs of women and girls are currently being served or, in the case of distance learning, might be served. The discussion of these activities includes a summary of issues that need to be addressed in order to determine how they might figure into approaches for achieving the Increased Female Education and Literacy Strategic Objective.

### **ONE ROOM SCHOOLS**

The Ministry of Education's initiative to build "one room schools" in remote areas where girls have not previously had schools in close proximity has been successful in providing access to schooling for many girls. The Ministry would like to continue to build such schools until it has 3000 of them at the primary level and 500 at the secondary level. The curriculum and pedagogy of these schools differ somewhat from that of regular schools. Girls undertake vocational training and engage in income generation activities. They are free on market days to go to market and sell their products. They retain 80 percent of these revenues.

Since, by design, one room schools are multigrade and incorporate a strong vocational element, pedagogical practice should depart from usual methods. Special training is required for teachers, which is difficult to deliver given the remoteness of the schools.

It is clear that one room schools speak to the special needs of girls in remote areas, providing access to many girls who might otherwise not have had a school to go to. This approach might be further expanded or diversified to deliver other types of services to females in the communities served.

#### **Issues:**

- How many more one room schools are needed to ensure broad national coverage? Can these be built with GOE resources? Are USAID and other donors willing to assist in expansion?
- Do such schools meet the same quality criteria as regular schools? Should they?
- What weaknesses are there in the current conceptualization? How can USAID assist GOE to improve weak areas?
- Are they adequately staffed? What are the major issues in getting adequate staffing? Are

these problems solvable through partnership efforts?

## **SCHOLARSHIPS**

An experimental scholarship program to be undertaken with assistance from USAID/Egypt has been planned and will be targeted at the poorest girls. Suggested criteria are "number of children in the family, obvious signs of economic need, and level of parental education" (Patton, 1994, p. 4). Another document suggests that costs "per students per year should not exceed LE 350" (USAID Invitation for Application, p. 6). Such a program would speak to the needs of the poorest girls who may be prevented from going to school because of school fees and other costs and whose opportunity costs of going to school (value of their household labor) are much higher than boys (as evidenced, in part, by parents' decision to send boys to school before girls).

The proposed program would be time-limited -- suggested at about ten years and would be targeted at getting a cohort of girls through school who would then influence the decisions of their girl children to go to school. Such a program is now at the pilot stage and could be considered for inclusion or expansion as a means toward achieving the female education strategic objective.

### **Issues:**

- Is sustainability a major program issue here? Is there evidence that the MOE will be interested and able to take on this program after the experimental phase?
- Evidence from Malawi indicates that such a program could only be administered along with a system for registering and tracking girls through school. Do current systems support such tracking? How can such a program minimize the inclusion of "bogus" girls who receive (or whose schools receive) payments?
- What kinds of administrative superstructure would be required for expansion beyond pilot sites? How much would this add to total costs?
- If payments were regulated according to need, what kinds of administration would be required to determine need? Are there cultural or political conflicts here?

## **COMMUNITY SCHOOLS**

A new model of community schools specially designed to meet the educational needs of women in girls is being developed in Egypt with support from UNICEF and collaborating NGOs. Early indications point to the educational effectiveness and community acceptance of this model. With additional support from CIDA, the model will continue to be refined and tested in a larger but still limited number of communities.

The community schools model holds promise and meshes well with the increased emphasis USAID is placing on participation and partnership with local NGOs. It is unclear how the development of the community schools model at this time would relate to USAID's female education strategic objective.

### **Issues:**

- What is the absorptive capacity of the community schools? What is required for the model to "go to scale"? Are the community schools in harmony with MOE plans for building regular or one room schools? At what level would they be complementary?
- Is there space for assisting in the current development effort? Where are additional resources needed? Teacher training? Instructional material support? R&D?

## **DISTANCE LEARNING**

One of the promising alternatives for increasing female education lies in the area of distance learning. The development of distance learning in Egypt has been assigned high priority by the GOE, it offers great potential as an educational modality for improving the accessibility and quality of education for women and girls, and it is an area where USAID's experience, particularly in the area of basic education, has comparative advantage.

Experience in other developing countries suggests that distance learning can make a significant contribution to achieving results in several ways. Distance learning programs can

- provide opportunities for female education and literacy for those who have never attended school, literacy classes, or other learning experiences because of distance, household responsibilities, or other obstacles to participation;
- make available the possibility for women and girls to continue learning and to complement, reinforce, and extend what has been learned in school or literacy classes through learning at home or in learning groups;
- raise and standardize the quality of instruction in subjects covered by the school curriculum through more well-designed, interactive, and motivating learning experiences;

- provide instructional support and inservice training to teachers and unqualified or underqualified instructors in literacy classes, community, or other alternative educational programs;
- offer role models and positive images of women, thereby contributing to a greater appreciation of the importance of female education and the roles that women might play in economic and social life;
- enrich the experience and learning potential of pre-school children by assisting caregivers in making childcare more stimulating;
- model new behavior toward women and more active roles for boys and men in family and household responsibility;
- provide training in skills related to daily life and making a living that are not adequately addressed in other educational programs.
- offer the potential of reaching large numbers of women and girls in ways that may be financially or organizationally unfeasible through more conventional educational approaches.

Egypt, with a well-developed infrastructure for radio and television that seems to cover most of the country, has recognized the possibilities offered by distance learning and is moving forward to develop its capacity in this area.

Egypt is in the process of forming a National Council for Distance Learning, which will draw upon expertise from within universities and the wider educational community, information and broadcasting, and the private sector. Discussions are currently underway to form a National Institute for Distance Learning. It has not yet been decided where this Institute will be positioned with regard to ministerial responsibility. Some indications point to it falling under the Ministry of Education, since an important part of the Institute's mandate will address basic education. Discussions are underway on how the new Institute will be organized and how it will cooperate with and draw upon expertise from other units in the MOE, Ministry of Information, and the private sector.

Egypt was instrumental in launching the Distance Education Initiative for the High-Population Countries (DE9) that is being coordinated by UNESCO. As part of this initiative Egypt conducted last year a situational analysis/needs assessment/strategy development exercise. This drew upon the cooperation of a wide range of interest groups. The exercise identified capacity building as a priority, directed in the first instance toward in-service teacher training and post-literacy materials development. In discussions prior to and during the situational analysis, the GOE made clear its interest in developing capacity to develop and deliver distance learning to the degree of excellence that it could be an "exporter" of quality learning materials throughout the Arab States and to Africa.

As a result of the DE9 activities and other efforts currently underway in Egypt, it is clear that it is not necessary, as it is in some places, to raise consciousness on the possibilities offered by distance learning and to convince potential partners of its utility as a possible approach to

increasing female education and literacy in Egypt. What is required at this point is (a) specification of the organizational context for the development of distance learning addressed to women and girls, (b) "hands on" and "product directed" capacity building to develop skills for developing quality programs and materials using active and interactive learning methods and delivered through a variety of appropriate educational media, and (c) a preliminary mapping of options and resource requirements that would allow a more detailed specification of the Results Framework for increased female education and literacy.

These steps should be undertaken in a way that promotes wide involvement USAID/Egypt's partners in the process. Discussions with UNESCO suggest the possibility of fruitful partnership and a mutually beneficial sharing of experience and resources. In the longer term, these steps should aim at defining elements for a Cross-Cutting Results Package that would manage tasks common to the other Results Packages.

## **TEACHER TRAINING**

Although many efforts have been launched to date, existing evidence suggests that little headway has been made in increasing teacher effectiveness. Some suggestion has been made that there is little incentive for teacher to improve their in-school teaching methods as a large share of their current incomes actually depends upon students learning minimally in school (thus maximizing demand for private tutoring -- a substantial income source for many teachers).

Training teachers is likely to be a continuing need especially as one room schools and community schools continue to be built along with regular schools. Getting girls into schools means providing them with properly trained teachers. Furthermore, the expansion of literacy classes for women will require training of teachers/facilitators for these classes. Thus, teacher training is integrally linked with increased female education.

### **Issues:**

- Can teacher training activities overcome the incentive for teachers to minimize in-school learning and thereby maximize demand for private tutoring?
- Are there other systemic causes underlying the consistent low success of teacher training activities?
- Should USAID support additional teacher training activities until the systemic constraints are fully understood?
- What kinds of activities have been shown to be beneficial? What are their costs? Can they be generalized across a wide variety of settings and teachers? Can costs be contained?

## **OUT-OF-SCHOOL LITERACY PROGRAMS**

Literacy is a much larger problem in term of sheer numbers than is girls participation in formal schooling. The principal governmental entity responsible for adult literacy is the General Authority for Adult Education and the Eradication of Illiteracy (GAAEEI). Several NGOs are involved in offering literacy classes and other adult education activities (see Attachment E for a breakdown). Patton has suggested that USAID may want to get involved in teacher training and materials development to support activities already underway.

An important aspect of many of the literacy programs are programs which integrate other types of needs such as personal health, family health, income generation, and democracy and participation education. For many girls and women, integration of educational activities with activities that speak to immediate needs is a way of making education more relevant and of increasing their desire to participate. Many creative ideas could be generated along these lines and, it is hoped, that the meeting with NGOs (proposed below) will bring forth such ideas.

### **Issues:**

- Can Egypt accommodate expansion and diversification of the literacy effort? Would existing programs welcome such an effort?
- What is known of the success of existing programs? Which ones tend to reach substantial numbers of participants? Which ones break down barriers to participation?
- How many women could be served and over what period of time?
- What is the sustainability of literacy under these programs? Can short-term programs be designed to have lasting effects?
- What kinds of teacher training would be useful? Do teachers need to be use instructional materials more effectively? Understand needs of participants more fully? Understand how to motivate participants?
- What kinds of materials are needed? Simple texts? Materials to support ancillary activities? More "women friendly" materials?
- What is the cost per person of various literacy programs? What are the overhead costs?
- What administrative structure needs to be in place to help USAID work with smaller NGOs? What would be the cost?

### **3. Forming and Activating Partnerships**

Among the fundamental features of USAID's new Results Framework is the formation and activation of development partnerships to maximize the use of scarce resources and to stimulate creative and innovative approaches to the problem at hand. This feature is reflected in the new customer focus and the participatory processes to be employed in both the design and the implementation of activities.

In Egypt today, there is great current interest and recognition of the need for coordination, partnership, and the participation of clients/consumers on the part of Government, Egyptian NGOs, and international entities. The time is ripe for USAID to capitalize on this openness to collaboration in pursuing the strategic objective to strengthen education and literacy for girls and young women. The objective itself has received great attention and support in recent years from government and non-governmental agencies, as well as the international donor community. Addressing the First Conference of Egyptian Women (Cairo, 6 - 10 June 1994), Her Excellency Mrs. Suzanne Mubarak clearly stated the national objective of integrating women fully as partners in the economic and social development of Egypt for the 21st Century, including the review and appropriate revision of educational curricula and meeting the challenge of female illiteracy.

Consensus around the means to reach this objective is also developing, happily, in the direction of promoting coordination, cooperation, and partnership across government and non-governmental organizations.

#### ***IDENTIFYING RELEVANT POTENTIAL PARTNERS***

As the principal provider and overseer of educational activities in Egypt, the Ministry of Education will remain USAID's key senior partner in pursuing the strategic objective of female education and literacy. USAID will be called on to assist MOE in efforts to create an enabling environment that is comprised of sound policies to engage partnership agreements and responsive institutions to enable the local empowerment of the disenfranchised, including women, that is essential to maximizing the development process.

In addition to GOE/MOE, however, potential effective partners for USAID's initiative in girls' and women's education include bilateral and multilateral donors, national, international, local NGOs, and academic institutions that might cooperate in planning and division of responsibilities to reinforce existing efforts. These organizations possess a wealth of experience that could readily be made use of by coordinating and networking local NGOs and communicating their experiences. The process of identifying potential partners would be helped by the following two activities:

**Create and maintain a reference database of organizations active in the domains of girls' and women's' educational provision and strengthening.** The matrix provided in Attachment E offers an initial structure for this database, as well as baseline information on over thirty governmental, nongovernmental, and international agencies that should be considered as potential partners both in planning and implementation of specific initiatives.

**Develop a systematic means to determine and evaluate the strengths, weaknesses, comparative advantage, and potential of possible partners.** This process might begin with a review of the methods and experiences of other agencies and USAID divisions. For example, CEOSS, CEDPA, USAID's Local Development Project, and others have developed criteria for evaluating the management efficiency, stability, and other characteristics of local NGO's.

### *STRATEGIES FOR CREATING, ACTIVATING, AND SUSTAINING PARTNERSHIPS*

Mobilizing and sustaining effective partnerships requires much more than the judicious identification and selection of appropriate partners. Developing effective communication and information sharing among partners, as well as truly coordinated, collaborative, and complementary action, will require time, patience, commitment, and mutual respect on the part of all partners.

**Strengthen existing coordinating bodies.** These include the Women's National Commission (with members MOE, MOH, MSA, MFA, MJust, MAg, MLA, CAPMAS, and NCCM), the Donor Sub-Group on Women in Development (with members USAID, UNDP, UNICEF, GTZ, and others), the Adult Literacy Coordinating Council established by the GALAE, and NGO groups established to prepare for the September 1995 Beijing Women's Forum (the Association for Upper Egypt hosted one of these groups). Now that the reports for the Women's Forum are prepared, some of these groups may be needed to keep up the momentum and collaborative spirit engendered by the preparations for Beijing. USAID-funded material, logistical, and technical support could be provided to these bodies to ensure their continued functioning.

**Employ the liaison services of Egyptian and international bodies.** The Women's National Commission (WNC), NCCM, CEOSS, Save the Children, and CEDPA indicate that one of their functions is bringing groups concerned with the welfare of children and women together into effective collaboration and cooperation.

**Support the institutionalization of information exchange that is regular, purposeful, and**

developed, as well as coordination and uniformity in quality control and supervision, the refinement of monitoring mechanisms, toward the common objective of measuring for results. Efforts should also be directed toward enabling feedback from end-users on the quality and relevance of programs to be to guide and shape program development.

**Learn and respect partners' communication protocols.**

**Establish common grounds, principles, and conditions for collaboration.** Partnerships should reflect clear and shared understandings of objectives through consensus building around a common goal that serves as the primary focus for cooperation. Laying the groundwork for equitably balanced partnerships for complex cooperative programs will also require an agreed distribution of roles and tasks that allow for full contribution of all partners. The construction of partnering strategies that are mutually beneficial is a gradual process, requiring time and patience.

**Establish agreed-on qualitative and quantitative objectives and indicators of their achievement at the beginning of each partnership initiative.** The assumption of joint responsibility for the achievement of objectives is a critical feature of successful partnerships. It requires fundamental agreement on what the objectives are and how success is to be measured.

**Support joint policy dialogue, planning, and agenda-setting for consistent and sustainable development.**

**Support the allocation of roles and resources according to comparative advantages for maximum leverage.** These measures are required to avoid redundancy in activities and overlapping in their geographic distribution, to achieve coordinated action programming with other partners, and to design and implement joint projects and complementary programs.

**Build upon small-scale but effective local and experimental programs.** Examples exist that demonstrate both effective partnership processes and the substantial aspects of intervention programs.

Partnership processes that could profitably be examined with a view to extracting lessons for USAID include the following: NCCM has modeled a means of encouraging and mobilizing local participation, through identifying community "blocks" and establishing a governing council of block leaders to address children's and women's education issues. Community meetings are convened at the start of any project. Similarly, CEOSS employs the model of working with individual communities, passing from a "pre-partnership" study phase during which leaders and individual members of the community are interviewed and engaged in articulation of the principal concerns facing the community. Around these concerns specific intervention programs and projects are then developed. In other words, the communities themselves establish the agenda for assistance and help through CEOSS. During implementation, the communities are full partners with CEOSS and the local NGOs through which assistance is provided.

Current, relatively small-scale initiatives that should be evaluated for possible replication and

support on a larger scale abound in Egypt. Besides the MOE/UNICEF Community Schools program discussed above, NCCM's six month women's literacy pilot program merits further attention. NCCM advocates, for example, a full development orientation, in which literacy training is paired with income-generating and community development activities and training.

The UNDP-funded NCCM project, "Inter-Agency Collaborative Programme for Basic Education and Female Literacy," incorporates procedures for incremental evaluation and standard assessments of project effectiveness. Other features of this project include the development of literacy and post-literacy texts and audio-visual materials for children and women, the identification of existing NGOs to deliver literacy training locally and to run model literacy centers, the design of condensed academic and vocational educational programs for drop-out children, and the formation of local committees to promote the project.

**Conduct capacity-building and institutional development with local partners.** Capacity building activities should be considered as a cross-cutting part of USAID's Results Framework for this Strategic Objective. The training to NGOs being provided through the National Council for Negro Women's UMI project in Egypt is an example of this kind of support activity. It includes training in project planning, management, evaluation, budget preparation, and negotiation with funding sources.

**Maintain a healthy flexibility in the development and process of partnerships.** It is likely that new challenges in the partnership building process will emerge as the process moves forward. Although not all these challenges can be foreseen, they are likely to include, for example, a felt need for changes in the internal functioning of a given partner or in institutional relationships between partners. In partnership, institutions will need to learn about each other, respect their structure and means of operation, and build and follow agreed-on principles of working together. With each new partner, the task expands exponentially: it is by no means simple or obvious from the start.

## 4. Summary of Reengineering: Planning and Managing for Results

### BACKGROUND

As part of the Reinventing Government process underway in the United States, USAID, like other federal agencies, is working to reorganize itself and the way it conducts its operations, both internally and externally.<sup>1</sup> The first phase of this exercise was completed in June 1994. Subsequent work is continuing – with October 15, 1995, being the target date for USAID operating units to begin recasting their operations within the new system. Although elements of the new system remain to be defined and the Agency is in a period of transition, USAID/Egypt has decided to plan for achieving its Strategic Objective for Increased Female Education and Literacy within the perspective and operational procedures of Reengineering.

The following is a summary of the details of Reengineering that are germane to moving forward with the female education and literacy initiative in Egypt. It draws from a variety of sources, the most important of which is the *Preliminary Report of the Business Area Analysis Team for Operations Reengineering* (USAID, January 1995). It is impossible here to treat fully all the details of the new system as elaborated so far; many details that affect Agency-wide parts of the system are not examined. The intention is to highlight what seems to be the most important features for guiding the next steps in USAID/Egypt's effort to translate its commitment to female education and literacy into operational support. The discussion addresses planned operations as they appear on paper. Any new system inevitably and profitably will be modified and enriched in the light of practical experience.

The Reengineering exercise began by decomposing USAID's structure and procedures into eight "business areas." Each of these areas became the subject of detailed analysis. The Reengineering process addresses the alignment between the different areas – for example, how the new features for managing for results relate to the areas of procurement and personnel management. Although the design of the complete system will be important for USAID and its employees, it is the design of the Operations Reengineering that is most important for USAID/Egypt and its partners in planning the female education and literacy activities to take place in the years to come.

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<sup>1</sup> All federal agencies are required by the Government Performance and Results Act of 1993 to have in place by 1997 a strategic plan with performance objectives. In 1998, results against these objectives must be reported to the President and Congress.

## ***THE STRATEGIC OBJECTIVE AND ITS RELATIONSHIP TO MISSION GOALS***

In the new system, a Strategic Objective is *the highest level (intended significant measurable change) that a USAID operational unit can materially affect and for which it is willing to be held accountable*. Strategic Objectives are *expressed in terms of impact on people, with explicit indicators, target values, and a specified achievement timeframe (generally five to eight years)*. A Strategic Objective is something that must be within USAID's *manageable interest* – where USAID's resources may make a significant impact on the problem. Strategic Objectives are meant to be few in number and to relate logically to a USAID Mission's goal and sub-goals contained in its Strategic Plan. *Increased female education and literacy* is USAID/Egypt's tenth Strategic Objective. Its relationship to the Mission's goal and sub-goals is depicted in Figure 1.

## ***OPERATIONS REENGINEERING: FROM THE OLD TO THE NEW***

In the past, much of USAID's activity took place through projects and programs. Projects were planned within the overall strategy of a USAID operating unit. Projects were designed through well-established sets of procedures that broke down an overall development goals into a project purpose and a set of specific outputs and indicators of achievement of those outputs. Inputs needed to achieve specified outputs were identified along with certain assumptions that prevailed at each level of the hierarchy for the assumed connection to occur.

According to the *Operations Reengineering BAA*, the new system seeks to get away from

the identification and delivery of inputs and outputs within a project framework intended to achieve a purpose which may be only loosely associated with an overall objective. Management of those inputs and outputs often overshadows what it is we are trying to achieve. Where our intended outcomes are in better focus, we frequently follow a fairly rigid results hierarchy which misses important causal relationships and narrows our field of potential approaches. The project usually sets the direction of our assistance in a specific area for a multi-year period, and changing the direction often is a difficult process.

Instead, the new system focuses on

the objectives to be achieved, identifies multiple subsidiary results (not just program outcomes), along with causal relationships, necessary to achieve the objectives, and the framework that leads to the identification of activities, partners, etc., also necessary to achieve objectives. Implementing activities is only part of the effort – achieving the results becomes a more important part. The new system also emphasizes managing strategically, i.e., the capability to define activities and change directions in line with what is required to meet objectives. This means greater flexibility in the implementation process, and a system which encourages and supports learning about performance and acting on knowledge as it is available.

In the new system, a *result* is taken to mean *an end product or change in the human condition of an end user which is brought about by human intervention or natural occurrence*.

The first question that many will ask: if not projects and programs, then what? The new unit of

work in the system of managing for results will be *results packages*. These will be discussed below after a brief overview of parts of the system necessary to understand what results packages will look like.

### ***OPERATIONS REENGINEERING: THREE FUNCTIONS***

The operating system of the reengineered USAID will contain three primary functions. It is important for those who designed projects in the old system to see how designing for results may differ as a result of the way the new system will operate. The three functions are discussed briefly below. The functions are described in very abbreviated form. This discussion is meant to provide a set of advance organizers for partners with USAID/Egypt in planning female education and literacy activities as they tackle the documentation describing the new system.

**1. Planning.** This includes the strategic planning and operational planning. Strategic planning aims at defining results and objectives to be achieved at various levels: the Agency, operating units, and in results packages. Operational planning conducted within the strategic framework aims at defining activities needed to arrive at results and the necessary resources and approaches required to reach these results.

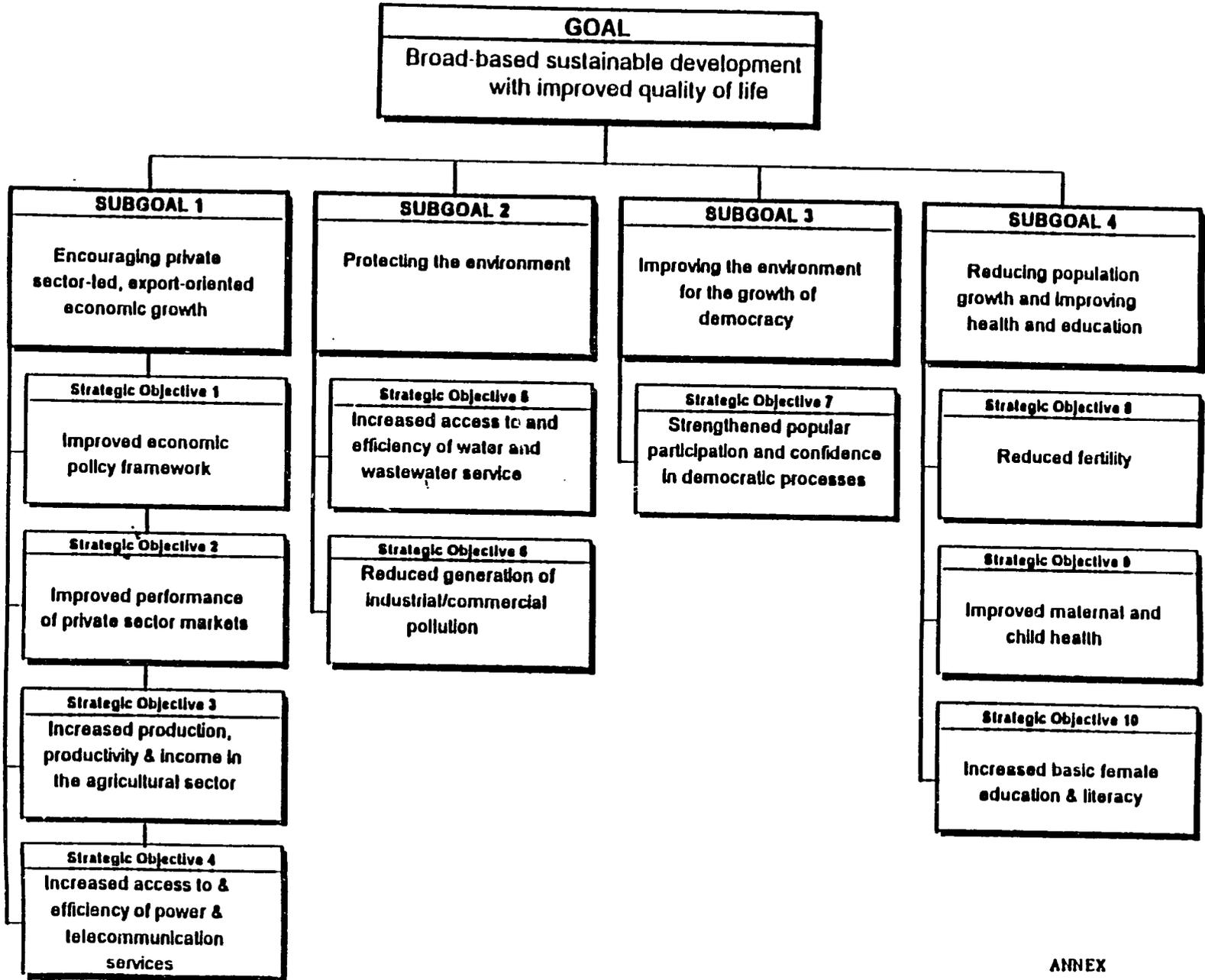
**2. Achieving.** This includes identifying the tactics and tools and resources, activating partnerships, and coordinating implementation needed to achieve the planned results. Much of this will be defined in results packages and will be the responsibility of those planning and managing results packages. However, this information will also be an important part of the wider process of managing for results and will involve those responsible for strategic planning within a USAID Mission or another operating unit.

**3. Judging.** This function includes (a) assessing causal relationships related to achieving Strategic Objectives, (b) collecting and analyzing performance information that will be used to inform the functions of planning and achieving results. Judging will include evaluating results, assessing the effectiveness of approaches, and surveying customers to determine whether the intended impact is being achieved.

The *Operations Reengineering BAA* notes that although these functions involve “distinct processes, their execution may be performed in an interdependent or iterative manner...” For those involved in the design of activities -- in working on defining results packages -- it means that the analytical work will likely have a wider importance than in the past. The various relationships between purpose, outputs, and inputs that once defined a project will give way to defining and managing a set of relationships that will be part of a wider Strategic Plan containing results for which a wider group of people will be held accountable. As such, there is now a higher premium on “getting it right.”

figure 1

Proposed



## ***THE RESULTS FRAMEWORK AND RESULTS PACKAGES***

The above describes in the most cursory some of the basic features of how development activities will take place in the reengineered USAID. Some details will be introduced later; many others will not be introduced or treated in full detail in this report. Two concepts that are fundamental to the understanding of the new system will be introduced here. One is the basic tool for *analysis*, the *Results Framework* and the other is the basic unit of work *Results Packages*. The Results Framework is important because (like the project paper in the old system) this is the document that gets submitted for approval. Results Packages are important because this is what will define and guide implementation of activities. In practice, it will probably prove necessary for these to be approached simultaneously and in a mutually informing manner in order to develop plans that are realistic and achievable.

### **1. Results Framework.** A Results Framework is described well in the *Operations Reengineering BAA*:

The basic tool for focusing analytical efforts will be a *results framework*. The results framework will be derived through problem analysis describing the set of interrelated changes that must or are desired to occur if the selected strategic objective is to be achieved. This framework becomes the basis for USAID/W decisions to authorize implementation, and subsequently guides the strategic management of implementation efforts. It is more than an objective tree which frequently identifies only high level results, or program outcomes, and then moves on to the activity level. Instead, the results framework incorporates intermediate and lower level results, and their causal relationships. Neither approaches nor activities appear as part of the framework. It is critical, therefore, to carefully think through the changes that must occur if the strategic objective is to be achieved. Once the framework is established, approaches can be considered as to how best to achieve the desired results. (p. I.15)

A Strategic Objective Team is designated to manage the Results Framework. This will include a core team within the USAID operating unit that will bring together the necessary expertise and skills -- managerial, technical, financial, and so forth -- to achieve the desired results and an extended team that will include partners.

### **2. Results Packages.** Also fundamental to operating in the new system is the concept of results packages. The *Operations Engineering BAA* describes the concept as follows:

In order to manage for results, flexible units of work will be defined which combine (1) results from the strategic objective's results framework with (2) activities designed to achieve those results. These units are called *results packages (RP)*, and they are very different in character than units of work we have used in the past (*projects and programs*). (p. I.22)

Besides the analytical pieces from the Results Framework, Results Packages will include (a) specification of authority, roles, and responsibilities for implementation and procurement, (b) budgeting and resource allocation procedures and (c) monitoring, evaluation, and reporting procedures. The latter will be linked to the wider Agency information system.

It is anticipated that in many cases the Strategic Objective may be managed through one Results Package, and the Results Package may be managed by The Strategic Objectives team. In other cases, it may be decided to manage the Strategic Objective through two or more Results Packages. This would entail designating a Results Package Manager and team.

The Results Package contains an *approach*, which is the *means for achieving a desired result as expressed by choice of purpose, tactics, and tools*. A *purpose* is the *category of thing to be changed*. Examples include policy reform, institutional strengthening, infrastructure development, economic stabilization, humanitarian relief, human resources development, change behavior, and technical development (innovation). A *tactic* is a *category or type of assistance to be carried out*. Examples include technical assistance, training, delivering services, delivering goods, conducting research, providing advice, capital works, and donor coordination. A *tool* is a *means for acquiring a tactic or a mechanism for implementing a tactic*. Examples include grants, contracts, cooperative agreement, memoranda of understanding, and cash transfers.

Figure 2 is a schematic representation of a Results Package. This was derived by the ABEL team from various parts (text and flowcharts) of the *Operations Reengineering BAA* and does not constitute USAID's representation of a Results Package.

What may prove to be relevant for planning achievement of USAID/Egypt's Strategic Objective for Increased Female Education and Literacy is the possibility of *Cross-Cutting Results Packages*, or those that *manage common tasks across results, such as training*.

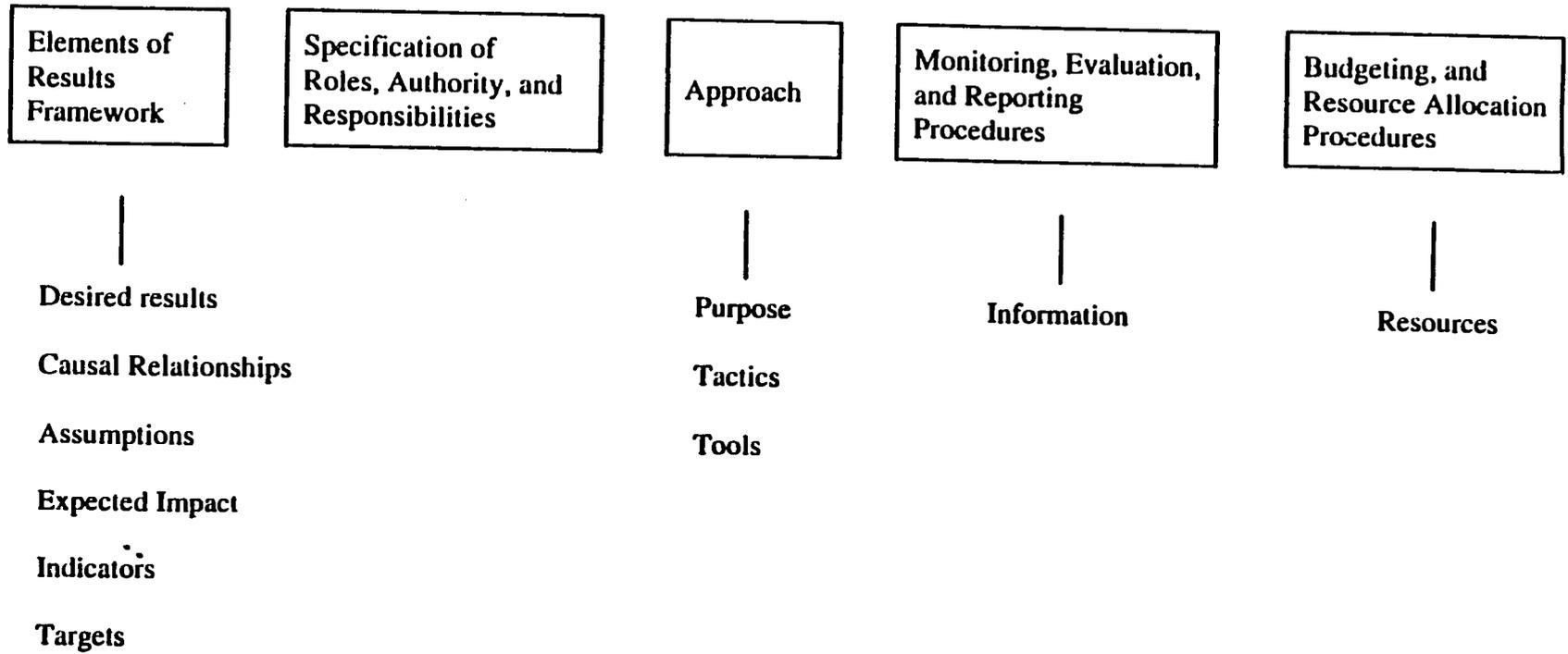
## ***MANAGING THE RESULTS PACKAGE***

Once the Results Package is defined, a Results Package team is identified, which in many cases will be the same as the Strategic Objective team. The role, responsibilities, and authority of the team will be specified. The team will undertake the necessary functions to achieve the defined results: refinement of tactics, tools, resource requirements, and schedules. The team will schedule resource utilization, record resource delivery, confirm customer utilization, identify and resolve problems, and record and judge results.

Procedures for managing the Results Package reflect the aim of the new system to provide USAID operating units with greater flexibility and fewer bureaucratic hurdles in order to better achieve results.

Figure 2

## RESULTS PACKAGE



## **5. Next Steps in the Near Term**

### *Partners Workshop*

#### **CONCEPTUAL FRAMEWORK**

A critical next step in developing and building support for the Strategic Objective for Increased Female Education and Literacy will be the convening of various partners in a common forum. The purpose of such a forum should be to:

**1. Provide an overview of problem identification to date.** USAID participates in donor meetings on a regular basis and has had ongoing discussions with the MOE on the problems of female education and literacy. The result of these meetings has been some agreement on the scope of the problem of female education and literacy as well as some notion of where USAID holds a comparative advantage in providing assistance to tackle the problem. In addition, the various studies cited in this report could be discussed. It will be important that other participants (notably NGOs and community representatives) be given the chance to respond, add, modify, and delete suggestions currently on the table.

**2. Get a status report on work currently being done.** What work is underway at present? What stage is it at? Which groups are targeted? What successes or problems have been encountered? What areas are targeted for new programs in the near term?

Questions such as these might begin to map out a general plan of attack of the problem and highlight areas where enough effort is currently under way and those areas where additional efforts are needed. Ideally, some sort of general strategy of attacking the larger problem of female education and literacy ought to be outlined with various groups either taking specific problem areas or coordinating on specific problems. Although one forum may not be enough to outline a comprehensive approach, such a gathering might go far in outlining what is being done so far.

In this regard, it may be beneficial to ask delegates to come with a small questionnaire completed. This questionnaire would ask about specific projects underway or planned. Information such as target group, coverage, breadth of program, and approach could be surveyed. Perhaps a local consultant could be asked to be present at the forum and to compile these questionnaires for a modestly comprehensive overview of the status quo in female education. (Some work in this regard has been done on a smaller scale. See Creative Associates, 1994).

**3. Conduct brainstorming activities.** Although USAID must construct its logic around results and results packages, most institutions are used to working from the perspective of activities implementation. There is an implicit link, in their mind, between activities and results. Thus, it might be useful to ask participants what kinds of activities they think would be useful in furthering the cause of female education and literacy. Given a fairly comprehensive assessment of the problem and some notion of efforts underway, delegates should be asked to suggest approaches. Of course, such suggestions should include those already targeted by the MOE as well as expansion of other types of programs underway. Can delegates add to this list? What areas are these efforts unlikely to serve sufficiently? It might also be useful to pose specific questions around issues raised such as those posed earlier in this report.

## **ARRANGEMENTS AND LOGISTICS**

The forum could take several forms. It might be a high profile forum whereby some top leader is asked to chair. It might also be a more casual affair. Whatever format the forum follows, it is important that the following elements be considered:

- Special attention needs to be paid to getting smaller and more local NGOs involved. They may well serve a critical role in subsequent activities and their input is important.

At least some of the time be set aside for working groups that can form specific ideas and inputs. One large lecture-type setting will not bring about the types of ideas that come from smaller working groups. Perhaps the forum could begin in a formal manner and reconvene in the afternoon with smaller working groups being formed across types of delegates (i.e. combining USAID, MOE, and NGOs into smaller groups).

- Translation facilities must be made available for all delegates. Inclusion of community and NGO groups means that some people will feel much more comfortable expressing their ideas in Arabic. It is important that all groups be heard.
- Careful attention must be paid to who is invited and the formality of proper invitations delivered in a timely manner. In such a visible and important forum, it will be important to consider carefully who will be invited. Although it is likely that some groups must be left out, such decisions ought to be explicit rather than happenstance. Equally, invitations ought to be made well in advance and with consideration of schedules of major players such as the Minister of Education and his working group on this SO.

## ***TASK AREAS FOR DEVELOPING THE STRATEGIC OBJECTIVE***

The next steps in moving forward on USAID/Egypt's Strategic Objective for Increased Female Education and Literacy include work in two major task areas. These will lead to defining a Results Framework and eventually the Results Packages that will form the basis for implementing activities. The division and sequence of these two areas moves from the practical to the strategic rather than vice versa. This is justified by the anticipation that it will be very difficult to conceptualize a Results Framework without detailed information on what actually might be done in the context of current activity and with a view of the range of future possibilities in the area of female education and literacy in Egypt.

### **TASK AREA 1: IDENTIFYING PRELIMINARY APPROACHES**

The purpose of this set of tasks is to identify in sufficient detail preliminary approaches that could be followed for achieving USAID/Egypt's Increased Female Education and Literacy Strategic Objective. This is intended to provide the information necessary for USAID/Egypt to define the Results Framework associated with its Strategic Objective. The accomplishment of these tasks will provide the necessary details needed to make decisions on which customers to address and with what emphasis, specific results, assumptions, indicators, and targets. This exercise will assess capacity of existing approaches and potential for expansion, requirements for institutional strengthening and capacity building, current and future program participation rates and associated costs, and new approaches that may be necessary for achieving the Strategic Objective. The outcome of this exercise will provide information necessary for a realistic Results Framework and for subsequent efforts to define and manage Results Packages.

#### ***PRINCIPAL TASKS***

- prioritize the emphasis to be given with respect to customer groups and results areas (Section 2 provides starting points for this prioritization);
- assess, using existing studies and additional investigation and data collection, the current capacity (quantitative and qualitative) and potential for future expandability/ improvement of existing GOE and NGO activities providing female education and literacy in Egypt;
- work toward consensus on a set of numbers for the population pool and participation rates of females in existing programs that will permit setting realistic targets for achieving future results;
- determine the costs associated with female participation in various activities;
- determine the potential contribution of GOE, other donors, and private sources to the costs of increased female education and literacy and in what areas;

- identify the potential role, organizational and capacity building requirements that distance learning could play as a cross-cutting approach to increased female education and literacy.

#### ***RESPONSIBILITY AND EXPERTISE***

The responsibility for this task are will lie with USAID/Egypt's Strategic Objective Team (SOT). The SOT will involve appropriate partners and any necessary local and international consultants to ensure that the following areas of expertise are brought to the exercise:

- female education and gender issues;
- primary school education;
- adult literacy program development;
- educational planning (participation/enrollments);
- educational planning (costs);
- distance learning.

#### ***PRODUCTS***

A set of planning studies/scenarios that addresses the areas mentioned above.

#### ***TIMEFRAME***

Six weeks

### **TASK AREA 2: DEFINING THE RESULTS FRAMEWORK**

The purpose of this set of tasks is to produce the necessary elements to support activities under the USAID/Egypt's Increased Female Education and Literacy Strategic Objective. It should define a Results Framework that is logically consistent, understandable, implementable, and sufficiently well-defined to receive support from the GOE and other partners and the necessary approvals within USAID/Egypt and in Washington.

#### ***PRINCIPAL TASKS***

- Reach final specification of customers to be addressed – preschool girls, in-school female primary school students, out-of-school young women, and/or illiterate older women);

- Define, taking the result areas mentioned in Section 3 and continuing discussions between USAID/Egypt and potential partners as a starting point, results (main results and lower level results) to be achieved. These should be expressed as end products or changes in the lives of girls and women affected by the planned activities and achievable within a specific timeframe;
- Indicate the causal relationships between the results;
- Articulate the assumptions (those things beyond USAID/Egypt's control) necessary to achieving the defined results;
- Define, to the extent possible, significance of the expected results on the wider Egyptian society;
- Specify indicators for measuring results;
- Define targets (amount or kind of change in the specified indicators and timeframe).

#### ***RESPONSIBILITY AND EXPERTISE***

The responsibility for this task are will lie with USAID/Egypt's Strategic Objective Team (SOT). The SOT will involve appropriate partners and any necessary local and international consultants to ensure that the following areas of expertise are brought to the exercise:

- female education and gender issues;
- education/literacy outcomes
- educational planning (participation/enrollments);
- educational planning (costs);
- community participation;
- distance education.

#### ***PRODUCTS***

A Results Framework that sets the course of USAID/Egypt's Strategic Objective for Female Education and Literacy and supporting documents.

#### ***TIMEFRAME***

Six weeks

## **Attachment A: Individuals and Institutions Contacted**

(Through individual meetings:)

### **MOE**

Dr. Abdelhamid Al-Nisr, First Undersecretary  
(General Education)  
Dr. Hassan Abdel Shafi, First Undersecretary  
(Educational Services; Education Planning)  
Dr. Samiha Sidhom, Consultant

### **OTHER GOE**

GALAE Major General Salih Abdel 'Ati, Director

NCERD Dr. Abdel-Fattah Galal

### **EGYPTIAN NGOs**

NCCM Dr. Amina al-Guindi, Executive Secretary  
Dr. Kamellia Shoukry, Adult Literacy Project Director

CEOSS Nevine A. Labib, International Relations  
Wafa William, Educational Programs Director

AUE Dr. Farid Antone

### **USAID**

Joy Riggs-Perla, HRDC Associate Director  
Tom McKee, HRDC/ETP Office Director  
Shane MacCarthy, HRDC/ETP Education Officer  
Adel Gohar, HRDC/ETP Program Officer  
Mohammed Marzouk, HRDC/ETP Program Officer  
Sally Patton, Program Officer, USAID/Nepal  
Aziza Helmy, BDS/WID Program Officer  
Jennifer Notkin, BDS/PS Development Officer

## **OTHER DONOR AGENCIES**

**UNICEF (through Donor Meeting Friday 19 May 1995)**

Baquer Namazey, Resident Representative  
Vanessa Tobin, Deputy Representative  
Malak Zaalouk, Project Officer in Education  
Ash Hartwell, Consultant  
Mona Habib, Consultant

**CIDA (through Donor Meeting Friday 19 May 1995)**

John Sinclair, Counselor for Development  
Iman Omran, Senior Development Officer  
Kathryn Dunlop, Senior Development Officer,  
North Africa and Middle East Region  
William Griggs, Consultant

## **INTERNATIONAL NGOs**

**STC** Mary Fontaine, Egypt Field Office Director  
Mark Eldon-Edington, Middle East Area Director

**CARE** Mark A. Fritzler, Assistant Country Director

**CEDPA** Julie Hanson Swanson, Country Program Director

## **Attachment B: Documents Consulted**

### **DOCUMENTS REFLECTING GOE POSITION AND ACTIONS ON EDUCATION FOR GIRLS AND WOMEN**

"Decree No. 54 for the Year 1988," announcing the establishment of the National Council for Childhood and Motherhood" (GOE, 1988).

H.E. Mrs. Suzanne Mubarak, "Declaration of the First Conference of Egyptian Women: Egyptian Women and 21st Century Challenges" (Cairo, 6-8 June, 1994).

"Draft Law of the Child and steps taken toward its adoption" (Ministry of Justice, 19 October, 1994).

"Growth in girls' enrollment in the public primary stage, 1981-82 to 1992-93" (Ministry of Education and RTI, February 1994).

Nader Fergany, "Survey of access to primary education and acquisition of basic literacy skills in three governorates of Egypt" (Al Mishkat, August 1994).

Nader Fergany, "Education of girls and young women" (Al Mishkat, May 1995).

Nader Fergany, "Illiteracy among adolescent girls and young women" (Al Mishkat, May 1995).

"Educational Statistics 1988 - 1991" (Arab Republic of Egypt, Ministry of Education, June 1992).

"Educational Statistics 1991 - 1993" (Arab Republic of Egypt, Ministry of Education, June 1993).

Population Census summary report (1986 and projections to 2006).

"Improving girls' participation in basic education in Egypt" (Creative Associates International, Inc., 1994).

### **USAID DOCUMENTS RELATED TO PROPOSED FEMALE EDUCATION INITIATIVE IN EGYPT**

"First Draft so for discussion: Female education" (USAID/Egypt/HRDC/E&T, n.d.).

Aziza Helmy, "Concept paper: Pre-school educational television" (USAID/Egypt/PDS, n.d.).

"Draft invitation for applications: Access to Primary Education and Literacy for Females, Girls' Scholarships Activity" (USAID/Egypt/HRDC/E&T, ca. May 1995).

"New Activity Description: Girls' Rights to Educational Achievement and Training"

(USAID/Egypt/HRDC/E&T, ca. January 1995).

Sally Patton, USAID/Nepal, "Basic Education for Females" (Information memorandum to Joy Riggs-Perla, Tom McKee, and Shane MacCarthy, 20 November, 1994).

"Options for USAID/Cairo for increasing female participation in basic education in Egypt" (Extracted from "Improving girls' participation in basic education in Egypt," CAII for USAID, 1994).

(See also "Improving girls' participation in basic education in Egypt" (Creative Associates International, Inc., 1994).

## DOCUMENTS ABOUT OTHER DONOR SUPPORT FOR FEMALE EDUCATION IN EGYPT

"A review of Egypt's Community School Project" (UNICEF & Ministry of Education, January 1994).

"Project document: Inter-Agency Collaborative Programme for Basic Education and Female Literacy" (UNDP draft, ca. 1993).

"Summary evaluation report on project performance in its preparatory stage: September 1992 - April 1994" [Inter-Agency Collaborative Programme for Basic Education and Female Literacy] (UNDP & NCCM, ca. May 1994).

"Egypt Mission to review the education of girls' and women [December 1994]: Draft Terms of Reference" (UNESCO, 1994).

(See also "Improving girls' participation in basic education in Egypt" (Creative Associates International, Inc., 1994)).

## DOCUMENTS ABOUT NGO SUPPORT FOR FEMALE EDUCATION IN EGYPT

"About the National Council for Childhood and Motherhood" (NCCM, n.d.).

"Childhood and motherhood in Egypt: The future begins now" (NCCM, n.d.).

"Childhood and motherhood: A newsletter issued by the General Secretariat of the National Council for Childhood and Motherhood," selected issues (NCCM, 1994).

"Report of the Technical Secretariat on the activities of the Women's National Committee (WNC), January-December 1994" (NCCM, 1995).

"Annual Report for the year 1993/1994," Newsletter Special Issue No. 28 (Association of Upper Egypt, November 1994).

"The Akhmim Community Center" (Association of Upper Egypt, n.d.).

"Together...for Upper Egypt" (Association of Upper Egypt, n.d.).

"Annual Report 1993" (Coptic Evangelical Organization for Social Services, ca. 1994).

"Highlights of 1993" (Coptic Evangelical Organization for Social Services, ca. 1994).

Various program brochures of CEOSS (Coptic Evangelical Organization for Social Services, n.d.).

"Save the Children/USA and Education" (STC/USA, ca. May 1995).

"Partnership projects for girls and young women" (CEDPA, ca. 1994).

"CARE in Egypt: Program overview" (CARE, April 1994).

(see also "Improving girls' participation in basic education in Egypt" (Creative Associates International, Inc., 1994))

#### GENERAL DOCUMENTS RELATED TO FEMALE EDUCATION AND SUPPORTING INITIATIVES

Mayra Buvinic, "Investing in Women" (ICRW Policy Series No. 2, March 1995).

Elizabeth M. King & M. Anne Hill, eds., *Women's education in developing countries: Barriers, benefits, and policies* (The World Bank: 1993).

May Rihani, "Strategies for girls' education in MENA" (CAII for UNICEF/MENA office, September 1992 version).

"Center for Development and Population Activities (CEDPA): Annual Report 1993" (CEDPA, 1994).

"After Cairo: A handbook on advocacy for women leaders" (CEDPA, ca. 1994).

#### DOCUMENTS ABOUT REENGINEERING AND THE RESULTS FRAMEWORK METHODOLOGY

"Preliminary Report of the Business Area Analysis Team for Operations Reengineering: Making a Difference for Development" (USAID: January 1995).

"Agency Directive: Setting and monitoring program strategies" (USAID/BPPC, May 1994).

"Proposed strategy revision and reinvention brief" (USAID/Egypt, April 1995).

"Definition of PRISM concepts and measurement tools," selections from *Near East Bureau Handbook for Program Planning and Reporting* (USAID/NE, April 1993, pp. 5-8; 19-22).

"Managing for the achievement of Strategic Objectives" (USAID, April 1995).

## **Attachment C: Events Prepared / Carried Out**

### **Event I:**

#### **AGENDA INFORMAL DONOR MEETING ON FEMALE EDUCATION INITIATIVES IN EGYPT**

**Friday, 19 May 1995  
1 - 5 p.m., Meridian-Garden City Hotel**

#### **Participants:**

- UNICEF:** Baquer Namazey, Resident Representative  
Vanessa Tobin, Deputy Representative  
Malak Zaalouk, Project Officer in Education  
Ash Hartwell, Consultant  
Mona Habib, Consultant
- CIDA:** John Sinclair, Counselor (Development)  
Iman Omran, Senior Development Officer  
M. Kathryn Dunlop, Senior Development Officer,  
North Africa and Middle East Region  
William Griggs, Consultant
- USAID:** Joy Riggs-Perla, HRDC Associate Director  
Tom McKee, HRDC/ETP Office Director  
Shane MacCarthy, HRDC/ETP Education Officer  
Adel Gohar, HRDC/ETP Program Officer  
Mohammed Marzouk, HRDC/ETP Program Officer  
Sally Patton, Program Officer, USAID/Nepal  
Aziza Helmy, PDS/WID Program Officer  
Jennifer Notkin, PDS/PS Development Officer
- ABEL:** Stephen Anzalone, EDC  
Nader Fergany, Al-Mishkat  
Abdallah Guindi, Consultant  
Nivine Hamdan, Consultant  
Jennie Spratt, RTI

**I. Introductions (5 minutes)**

**II. Discussion and agreement on the nature and magnitude of the societal problem(s) to be addressed (15 minutes)**

- numbers of girls and women without literacy
- numbers of girls and women without access to sufficient educational opportunities
- regional distribution of these populations  
(official statistics and findings of Fergany research, etc.)

**III. Donors' experiences to date in addressing female education in Egypt, with emphasis on alternative schools initiatives (15 minutes)**

Each donor represented to make a brief presentation, covering:

- the donor agency's policy agenda for female education
- past and current approaches to addressing the issue
- effectiveness of approaches and lessons learned
- current plans for new work in the area

**IV. Ministry of Education and local NGO actions to address female education (25 minutes)**

- past and current approaches and their outcomes
- institutional constraints to progress and the management issues they raise
- the GOE policy environment as revealed by these experiences and constraints

**V. Discussion: Where to from here, in order to:**

- substantially reduce the societal problem in the medium term?
- remove, reduce, or circumvent existing institutional constraints?
- optimize the policy environment?
- assist in the clarification of appropriate roles for MOE, other GOE entities, NGOs, and donor agencies?
- ensure complementarity of actions across donor agencies, given comparative advantages and specific modes of operation of each agency?

**Event II:**

**AGENDA**

**INTERNAL USAID MEETING ON THE FEMALE EDUCATION SO  
25 May 1995**

1. Introduction (5 minutes)
  - A. ABEL team members
    - Stephen Anzalone, EDC
    - Nader Fergany, Al-Mishkat Center
    - Abdallah Guindi, Consultant
    - Nivine Hamdan, Consultant
    - Lynn Ilon, CAII / SUNY-Buffalo
    - Jennie Spratt, RTI
  - B. Team objectives during 14 May - 1 June mission
2. Brief presentation of the SO approach (10 minutes)
  - A. Key terms and principles
  - B. Relationship among key components
3. The SO planning and implementation process (30 minutes)
  - A. Steps in the SO planning process
  - B. Steps in the SO implementation process
  - C. Where we are now
4. Statement of the problem to be addressed by this SO (20 minutes)
  - A. Number & distribution of individuals without education or literacy
  - B. Quality of education for those who do participate
  - C. Relevance / utility of education received
5. Forming and activating partnerships (15 minutes)
  - A. Relevant potential partners
  - B. Active task forces and working groups
  - C. Steps for USAID in creating, activating, and sustaining partnerships
6. Articulating the Female Education Strategic Objective: Preliminary inklings and discussion (40 minutes)

## **Event III:**

### **Working Session with the Ministry of Education**

A small working session was convened on May 28, 1995 to introduce the Ministry of Education to the new strategic objective, to hear their priorities, and to begin to map out a plan of action for the next steps in the process. In attendance were:

#### **Ministry of Education:**

Dr. Abdel Fattah Galal (NCERD)  
Dr. Abdelhamid Al-Nisr, First Undersecretary  
Dr. Hassan Abdel Shafi, First Undersecretary  
Dr. Samiha Sidhom, Consultant

#### **USAID**

Shane MacCarthy, HRDC/ETP  
Mohammed Marzouk, HRDC/ETP

#### **ABEL**

Dr. Stephen Anzalone, EDC Consultant  
Dr. Lynn Ilon, CAII, SUNY Buffalo, Consultant  
Nivine Hamdan, Consultant

The MOE joined in USAID's new participation efforts. It views educational inputs as a component of an overall educational reform strategy. Thus, accountability for these inputs and changes lies jointly with the Egyptian Government (MOE) and USAID. The communication process is necessary to reflect the mutual interests and priorities of the two organizations.

The MOE articulated four primary areas of priority. They were:

#### **1. Distance Education**

The Ministry of Education views distance education as a means of upgrading its teacher education initiatives. While some inservice training activities currently exist, they feel that some distance education activities could be used to upgrade inservice training of teachers. This would be especially useful in working with teachers in remote areas.

The MOE also felt that distance education activities might be used to reach girls who were out of school and needed additional educational services. Presumably this would include services such as literacy as well as health, family, and community survival skills. It was emphasized that a primary objective would be to mainstream the benefits to the larger population.

## **2. Literacy**

Literacy was mentioned as a priority area for educational activities. The MOE viewed services as critical for two age groups of females: ages 8-15 (roughly school aged) and ages 15-35 (young adult).

## **3. One Room Schools**

The MOE will continue to build one-room schools designed to educate girls in remote areas. Its target is 3000 primary schools and 500 secondary schools with this design. They mentioned that much help was needed in equipping these schools and in teacher training for these types of schools.

## **4. Model Schools**

The MOE would like to complete a set of "model schools"- perhaps as many as 200 throughout the governates; 50 have been built to date. They see these schools as establishing a new standard of education for Egyptian schools and would include integration of new technology, new teaching methods, new curriculum, and new roles for both teachers and administrators. These schools would be governed in partnership with the universities, NGOs and the private sector.

The MOE has established this as a priority area and sees its important role in upgrading girls skills in the area of technology and as contributing to the overall objective of increasing female education.

The following activities were discussed as next steps:

1. A possible one-day meeting with principle partners to be co-sponsored by USAID and the MOE. Timing will depend upon availability of key MOE and USAID personnel. It was agreed that the design team need not be in town for such a forum, but they would need to be thoroughly informed of the outcomes.

The agenda would center around informing each other of ongoing activities and priorities and then in opening the forum to the following questions:

- What are the educational priorities for reaching the disenfranchised females?
- What kinds of activities can be undertaken over a ten year period?
- What possible roles can USAID play in furthering the objective of increasing female education and literacy?

2. The current ABEL team would write a brief description of the composition and duties of a design team to arrive in country sometime in early fall. This will be incorporated in their final report.
3. USAID will provide the MOE with a copy of the ABEL team report to be included as part of the MOE permanent files. This copy will be given to Dr. Sidhom before her departure June 5, 1995.

## ATTACHMENT D: ACTION DEPENDENCY MATRIX

#	TASK	Dependent on...	Actor(s)
<b>PLANNING (P)</b>			
P1	Form strategic planning partnerships	---	USAID & planning partners
P2	Identify alternative approaches and assess their relative efficacy, etc.	Q3	USAID & planning partners
P3	Select approach(es) and identify preliminary activities, tactics, and tools	P2, Q4	USAID & planning partners
P4	Identify necessary SSOs	P3	USAID
P5	Identify implementation partners	P4	USAID & planning partners
P6	Define results targets & indicators	P3	USAID & planning partners
P7	Define preliminary combinations of results into "packages" for management	P5	USAID
P8	Estimate resource needs	P4	USAID
P9	Define schedule	P4	USAID & planning partners
<b>PROBLEM ANALYSIS (Q)</b>			
Q1	Identify customer and survey customer needs	P1	USAID & planning partners
Q2	Articulate SO, including its relationship to Agency goals and sub-goals	Q1	USAID & planning partners
Q3	Identify, articulate Rs with causal relationship to SO	Q2	USAID & planning partners
Q4	Articulate key assumptions & environmental parameters	Q2	USAID & planning partners

#	TASK	Dependent on...	Actor(s)
<b>IMPLEMENTATION MANAGEMENT (M)</b>			
M1	Form implementation partnerships: Identify SO implementation team and members' roles; define principles of collaboration, authorities, etc.	P5	USAID & planning partners
M2	Refine combination of Rs into manageable RPs	M1, P7	SO team
M3	Identify RP teams and managers, their accountabilities, and authorities	M2	SO team
M4	Refine approaches, tactics, tools, resource, requirements	M3	RP teams
M5	Design performance monitoring system, using identified results targets and indicators	P6	SO & RP teams
M6	Schedule and track resource delivery and utilization	M4, P4	RP teams
M7	Identify implementation problem (s)	M1	SO & RP teams
M8	Resolve implementation problem (s)	M7	SO & RP teams
M9	Record and evaluate results and identify actual impacts	M1	SO & RP teams
M10	Identify and record lessons learned	M1	SO & RP teams
<b>BUREAUCRATICS (B)</b>			
B1	Request (& obtain) resources commitment	P8	USAID
B2	Request (& obtain) plan approval	P9	USAID
B3	Negotiate SO Agreement with GOE	B1, B2	USAID
B4	Procurement	B3	USAID
B5	Reporting	---	USAID

## ATTACHMENT E: PARTNER IDENTIFICATION MATRIX

### A. EGYPTIAN ORGANIZATIONS ENGAGED IN EDUCATIONAL DELIVERY OR SUPPORT SERVICES

PRINCIPAL ORGANIZATION	Domain(s) of action	Geographic area(s) of action	Population served
<b>MINISTRY OF EDUCATION</b>			
General Education Department	Formal education	country-wide	Children and youth 6 - 17
General Education Department	one-room schools for girls, with formal and vocational ed.	selected rural communities	Girls 8 - 12
General Education Department with UNICEF	formal education through community schools	selected underserved communities	Children 6 - 12
Education Planning and Information Department	educational information	national, governorate	Children and youth 6 - 17
NCCIMD	program & materials development	national	Children and youth 6 - 17
NCERD	educational research	national	Children and youth 6 - 17
NCEEE	learning evaluation and assessment	national	Children and youth 6 - 17
GAEB	formal school construction	country-wide	Children and youth 6 - 17
GALAE	adult literacy classes linked with vocational training	country-wide	Adults 15+

<b>OTHER GOVERNMENT ENTITIES</b>			
Al-Azhar	Formal education	country-wide	Children and youth 6 - 17
Ministry of Social Affairs	non-formal educational programs	country-wide	all ages
Ministry of Health	health ed. campaigns	country-wide	adults
Ministry of Population	family planning and perinatal health education	country-wide	adults
Ministry of Local Administration	community development training	national and local	adults
Ministry of Information	educational television and radio programs	country-wide	all
Central Agency for Population NCCM	statistical information on planning, information and research on en, children and their rights and development; liaison for other entities engaged in this work	national national	all all children and women
NCCM	model pilot project in alternative education for children and women	4 communities in Cairo and Sharqiyya	children 8 - 14 women 15+
NCCM	pilot literacy project (research, development, implementation, evaluation)	9 governorates	women 15+
Women's National Committee	coordination of activities across entities; study and publicizing of women's roles, issues, rights in society	national, with governorate chapters	women
Universities	teacher training; program development; research	national	open
Community Development Associations	school construction; open	local	children: open

## B. EGYPTIAN NON-GOVERNMENT ORGANIZATIONS

Egyptian Society for Development & Cooperation	school construction	country-wide	children and youth 6 - 17
Economic Independence Association	vocational training	Cairo	adults
Egyptian Home Economics Society	educational services	Cairo	girls and women
Friends of the People	vocational training	Cairo	adults
Friends of Family and Childhood	family and child care educational services	Cairo	women 15+
Social Services Association	vocational training	Cairo	adults
Integrated Care Society	health and social education; community development	governates	all
Tahseen es-Saha	early childhood development model program	Cairo	children 0 - 5
Moslem Young Women	vocational training	governates	women 15+
other local women's associations	vocational training; family planning ed	country-wide	girls and women
local NGOs with CEDPA	girls clubs	selected sites	girls 5 - 20
CEOSS	needs assessments; community mobilization around education; curriculum and materials development; teacher training; mgmt training to local NGOs	selected urban and rural communities	entire communities
CEOSS	assistance with school fees; advocacy for educational participation	selected urban and rural communities	children 6 - 12
CEOSS	literacy and post-literacy programs for men and women, also vocational training, family life education	selected urban and rural communities	adults 15+

Association for Upper Egypt	formal education through private non-fee schools	selected communities in Upper Egypt	children 6 - 12
Association for Upper Egypt	parallel schools with academic and vocational subjects for out-of-school older children	selected communities in Upper Egypt	children, especially girls, 10 - 12
Association for Upper Egypt	adult literacy classes; parents' curriculum and involvement in school; community development curriculum	selected communities in Upper Egypt	children, especially girls, 10 - 12

### C. INTERNATIONAL NGOs

Save the Children	Teacher training, alternative ed programs; program and materials development, media involvement; liaison with Egyptian entities	country-wide	all
CEDPA	facilitator-training; training in gender issues and management; program and materials development; liaison with Egyptian entities; girls' clubs with local NGOs entities		Egyptian agencies
CARE	community development and WID; management training; rapid surveys	Middle and Upper Egypt	communities
Caritas	training program and materials development		

## D. INTERNATIONAL FUNDING AGENCIES

CIDA	Funding support to community schools	selected underserved sites	
GTZ	Teacher training, materials provision, school construction		
Hans Seidel Foundation			
ISESCO	Funding to NCCM		
ODA	Literacy program development		
UNDP	Funding support to NCCM pilot efforts		
UNICEF	Teacher training, program and materials development	selected underserved sites	
World Bank	School construction, planning	national	
OTHER			