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POPULATION POLICY IN EGYPT

A Report Prepared By:
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EXECUTIVE SUMMARY

The series of visits described in this report had the purpose of furthering the development of a proposal for a population Policy Program to be undertaken by the Population and Family Planning Board on behalf of the Government of Egypt with funding from USAID, Cairo and from the UNFPA. The three visits were used to conduct a series of discussions concerning the project with the staff of the PFPB, relevant ministries and other groups in Egypt and with the donor agencies. On the basis of these discussions the appended proposal was written. It is expected that the Government of Egypt will approach the donor agencies for support along the suggested lines sometime early in 1984.

ABBREVIATIONS

AUC - American University, Cairo

CAPMAS - Central Agency for Public Mobilization and Statistics

CDC - Cairo Demographic Center

PFPB - Population and Family Planning Board

PIL - Project Implementation Letter

RTI - Research Triangle Institute

UNFPA - United Nations Fund for Population Activity

USAID - United States Agency for International Development

INTRODUCTION

This assignment was one of a continuing set of activities sponsored by international agencies to help the Government of Egypt with the establishment of an effective population policy and program. The purpose of these visits was to prepare the documents necessary for the initiation of a funded activity in the area of population policy. The primary document of this set is the proposal itself which was prepared in three versions: 1) a short version for the activities to be carried out by USAID funding, 2) a longer version of the same proposal providing more background and 3) a proposal for funding from UNEFPA. The short version of the USAID proposal is appended to this report. The other documents that required preparation were the technical documents related to the grant. These materials and the longer versions of the proposal are available from the consultant. Copies have been left with the PFPB and USAID in Cairo.

OBSERVATIONS AND FINDINGS:

Report on Three Trips to Egypt in Connection with Population Policy Project

A. Trip of July 10-15, 1983

The general purpose of the visit was to further discussion on the Population Policy Project. The precise goal was to take the documents prepared on previous visits and, in consultation with representatives of The Population and Family Planning Board, USAID, Cairo and USAID, Washington, rewrite them as documents that could be used as the basis of a grant to the Population and Family Planning Board and of a contract with The Futures Group/The University of Michigan. My effectiveness in Cairo was greatly enhanced by the presence of Dr. Juith Seltzer of the Office of Population, AID.

The meeting was somewhat inauspiciously, but unavoidably, scheduled for Eid, the religious holiday at the end of Ramadan. This meant that most Egyptian offices were closed and a number of government officials with whom we would have liked to have met were unavailable. Dr. H.A.A. Sayed took time out from his holiday to meet with us, however, and his presence plus the availability of AID, Washington and AID, Cairo staff made it possible to complete the basic documents required. These documents consisted of 1) a project implementation letter from USAID, Cairo to the Director of the implementing agency for the project, i.e., the Population and Family Planning Board, 2) a memorandum of understanding outlining the basic relationship between the PFPB and the technical assistance contractor, 3) draft budgets for the two units and 4) a project work plan that outlines the basic strategy of the project for the first year. Drafts of all these documents except the work plan existed before the visit, but all documents needed at least some revision in light of discussions taking place in both the United States and in Cairo. The budget documents especially needed discussion before they were to be approved. Key issues in the discussion were the following:

- 1) What was the amount of technical assistance needed and appropriate in an area such as population policy?
- 2) How much training and at what levels should be included in the budgets?
- 3) What financial mechanisms could be adopted to assure that capable senior level Egyptian population analysts were available for work on various aspects of the project?
- 4) What should be the priority activities for the first year of the project and how should they be scheduled?

The work visit was further expanded through the visit to Ann Arbor of Dr. Sayed (September 1 to September 4) during which a more detailed draft work plan was proposed.

The specific recommendations based on our work in July are reflected in the accompanying documents. It should be emphasized, however, that the work in the Population Policy Project is still in progress and may take a number of additional steps before an agreement is reached acceptable by all parties.

The work accomplished during this meeting is incorporated in the basic report which is associated with the October visit.

B. Trip of October 20-30, 1983

The major purpose of this visit was to help the staff of the Population and Family Planning Board (PFPB) and of the USAID mission in Cairo to further develop the proposal for a population policy program. This proposal has been under active consideration for the past eighteen months. The present consultant visited Cairo during May/June and again during July to help prepare a proposal for USAID consideration. The documents that were prepared at that time were reviewed by senior officials in the PFPB who asked that there be a further development of the details of the proposal before the materials were given to the Supreme Council for Population and Family Planning (SCAFA) for review. It might also be added that since the materials prepared in July were relatively complete from the AID perspective and since there had been a general optimism that the project would be approved quickly enough to begin in September or October, that many of us who had been involved in the project were concerned that the entire project might be in jeopardy as indicated by the persistence of delays in the initiation of the project work.

During my visit to Cairo, I had an opportunity to meet with all of the Cairo based individuals who have been involved in the discussions regarding the project over the past two years. As a result of these meetings, it was possible to identify the major concerns of the PFPB and to find ways of meeting these concerns. In addition, on the basis of these discussions, documents were produced which should provide a basis for a relatively rapid completion of the project negotiations.

The staff of the PFPB feel that it is essential to have a complete documentation of the details of the project. They feel that the subject area of the project is sensitive, that the involvement of a significant technical assistance component has to be carefully justified and that the work of the project will be greatly enhanced if the details are specified relatively completely in the proposal itself. This proposal involves a larger component of technical assistance than any that the PFPB has undertaken thus far, and given that there is intense debate at present about the nature of population growth and change and the possible role of policy, the senior staff of the board insist that the project be spelled out carefully.

One of the areas that the senior staff of the PFPB felt needed additional clarification was the nature of the collaborative activities to be carried out with the ministries. The feeling at this point in our discussions was that, since the proposal would be reviewed by the Supreme Council for Population and Family Planning (SCFP), it should spell out in as much detail as possible the activities that would be undertaken in each of the high priority ministries.

A second area in which the proposal was seen to need improvement was in the specification of the various subactivities which make up the project. The format of project specification shown in Appendix A of the appended report was introduced at this point.

At a series of meetings arranged to consider the proposal, it was agreed that:

- 1) the activity represented by the present proposal is important and should be actively pursued;
- 2) the present proposal as distributed to PFPB and USAID, Cairo staff at the end of the October visit and to USAID Washington staff after the consultant's return to the US will be used as the basis for discussion of the proposal;
- 3) the present consultant will return to Egypt in December for further consultations at which time it is hoped that agreement will be reached about the exact nature of the activity and the way that it will be carried out;
- 4) an Egyptian committee will examine the specifics of the proposal, will gather additional information as appropriate, and will make suggestions for change to be discussed in December;
- 5) the present consultant will prepare two documents for the December meeting:
 - a) a proposal including some of the ideas suggested in the discussions at the PFPB to be submitted to USAID, and
 - b) a similar document appropriately amended to conform to UNFPA requirements to be used as the basis for preparation of a proposal to UNFPA for funding those parts of the proposal of interest to them.

In addition to the discussions on the general aspects of the proposal, I had the opportunity to meet with representatives of three of the key ministries with which the Population Policy Program would be concerned during the first year. The discussions held in the Ministry of Health, the Ministry of Planning and the Ministry of Manpower are the basis for suggestions made in the proposal concerning the roles of these ministries.

During the month between the October and the December visits, I managed (with help from my office staff) to rewrite the USAID proposal along the lines discussed during the October meeting and to draft a very rough outline of a proposal for UNFPA. Copies of the proposal as completed in rough form were left in Cairo for delivery to the PFPB and after polishing in Ann Arbor, were sent by overnight express mail to Cairo. Unfortunately, the PFPB did not receive either set of materials; thus, the first exposure to the full set of written materials was after my arrival in Cairo in December. I mention this in the report because much of my time during the first few days in Cairo was diverted to explaining the failures in communication and the substantive nature of the revised proposal.

The major change which emerged from the early meetings with the staff of the PFPB in Cairo was that it was suggested that instead of attempting to detail the ministerial activities in the initial proposal we would build in an activity designed to develop the ministerial activities as a part of the project itself. Thus, a major activity for the first year would be project development. As the discussion proceeded it became apparent that the task order format used in RAPID II subcontracting would be an appropriate framework for presenting the full set of activities under the proposal. Thus, categories for general administration and ministerial project development were added. These changes were written into the proposal and meetings were held with both USAID and PFPB staff to explain the changes and to get reactions. In the course of these meetings it became clear that there was a consensus in the general nature of the proposal.

Once a general framework for the proposal was established, attention focused on the administrative details and on the budget. On the budget, the staff of the PFPB were concerned that the overall size of the budget for the initial year be kept low and that the ratio of technical assistance to total budget be kept low. Thus, in budgeting an effort was made to keep estimates at the low end of the range of possible expenditure levels. Nonetheless, the level of effort suggested in the attached proposal is significant both for the implementing agencies in Egypt and for the technical assistance body.

All parties agreed that it would be desirable to have the UNFPA involved in the project, but given the timing, most of the UNFPA funds for 1984 are committed. Thus, the proposal was made to keep the involvement of UNFPA to a low level and to have the UNFPA's role defined around a specific activity that could lead into other activities in subsequent time periods. The specific suggestion that came out of the discussions was that UNFPA would be requested to provide part of the funding for the May conference of ministerial groups and that in addition they could provide a consultant who would participate in the preparation and execution of the conference, but would also initiate discussions with selected sectoral ministries (Planning and Manpower were mentioned as possibilities) about a larger scale, long-term involvement that would be consistent with the larger project framework. Thus, the overall financial involvement of the UNFPA would be kept to a level that

could be handled in the light of other obligations in Egypt, but a foundation would be created for participation on a larger scale at a later date. The UNFPA involvement was discussed with the UNFPA representative, with the PFPB staff and with USAID.

Administratively, both the USAID and the UNFPA proposals need to be initiated by a request from the PFPB acting on behalf of the Government of Egypt. Thus, it is expected that the Board will send letters asking for assistance in the area of policy to both USAID and to UNFPA during January of 1984. These letters will provide the basis for USAID to send the PIL, which was prepared during the December visit, to the PFPB and for the UNFPA to initiate action on a specific budget proposal.

The substance of the proposal is spelled out in detail in the accompanying documents. The basic thrust of the proposal is to assist the Population and Family Planning Board of the Government of Egypt to increase the overall level of policy related activity. The greater support for policy in turn is expected to result in more effective definition of policy and to greater coordination among the large number of involved institutions and individuals. More effective policy and better coordination in the policy area should facilitate the delivery of services and the implementation of programs related to population.

RECOMMENDATIONS

The consultant recommends that all possible efforts be made to introduce as strong a program in the area of population policy as is consistent with Government of Egypt priorities and with funding available from international donor agencies. A strong "policy" is a key to an effective "program", and strengthening activities in the general area of policy will do much to help reduce the level of fertility in Egypt and to assist the country in the attainment of many of its other development objectives.

APPENDIX

A POPULATION POLICY PROGRAM FOR EGYPT:

A PROPOSAL

Prepared by

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A POPULATION POLICY PROGRAM FOR EGYPT: A PROPOSAL

Prepared by
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I. INTRODUCTION

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

2. The Population Policy Program (PPP) will operate at two levels. First it will be concerned with population policy issues for Egypt as a whole. This will include identifying key population policy issues which go beyond the jurisdiction of any particular sector and developing strategies to deal with these problems in order to better achieve Egypt's national population goals. Second, the

program will work with sectoral ministries and other specialized government units in dealing with those aspects of population which fall within their jurisdiction. This includes assisting sectoral ministries in defining the ways in which population growth and distribution affect sectoral policies and programs as well as the ways in which programs of the ministries influence population trends. The program will help ministries to develop a systematic set of policies that will contribute to a national population strategy and to monitor and evaluate the progress associated with each of these policies.

II. THE PROPOSED PROGRAM

3. In this section of the report, a program of analysis and research and associated dissemination activities that will substantially increase the collective capability of Egyptian organizations to plan activities related to population is outlined. The proposed program consists of a set of activities designed to identify population related issues in need of clarification, to establish through empirical research and analysis the nature of the relationship involved in the identified issues, and to disseminate the findings with appropriate interpretation to policy-makers and key individuals in the Egyptian community. This program should lead to a stronger commitment to appropriate government actions in the field of population and family planning and it should strengthen the capability of the Egyptian system beyond the three year life of the

program. To carry out these activities, support is requested for the establishment of a project secretariat in the PFPB with sufficient funding to finance the activities described in more detail later and for the involvement of a technical assistance organization to help coordinate the program and to provide technical assistance to such aspects of the project as needed.

4. During the first year of the PPP it is proposed that the program will concentrate on central activities and on the establishment of well defined programs to be carried out in the sectoral ministries. The following pages describe the tasks to be carried out in the first year. For convenience the tasks and the required budget are summarized in the pages appended to this proposal.

5. Central Activities

The specific activities associated with the project will vary according to policy needs. An initial specification of the work to be carried out as a part of the central activities program follows.

a) Management of the Policy Project: A major task will be the general coordination and management of a complex project involving a large number of discrete components and a large number of participating organizations. The management task will be the responsibility of the senior staff of the PFPB with assistance from the technical assistance agency.

b) Dissemination of Basic Population Facts: The Population Policy Program will make every effort to disseminate basic information about population to the relevant audience of policy-makers and interested individuals in the Egyptian community. First a brochure will be prepared discussing the different kinds of data that are available and how they can be obtained and used in the work of different agencies.

Efforts will be made to prepare a series of publications which present basic population information in a format that is easily understood and used. For example, papers will be prepared providing the latest information on population size and age/sex structure, on fertility levels and trends, etc. Many of these papers will be prepared in collaboration with CAPMAS. They will be reviewed by recognized experts to assure accuracy and high quality of presentation, and they will be presented in a standard format that will facilitate use and will be recognized as a product of the information dissemination component of the program. They will be distributed to key policy-makers in various ministries and other government agencies as well as to individuals who are working on population matters outside of the government. In addition to the publications, effort will be made to disseminate the material through special-purpose seminars and one-on-one communications with specific individuals who will make use of this material.

A service capability will be established within the PFPB to make basic population data available to the various users in sectoral ministries and other organizations. This data would include population estimates, age and sex structure, fertility and mortality levels and trends, migration indicators, spatial distribution and alternative population projections. Generally the objective of this service will be to provide the sectoral ministries with the information that they need for their own planning and other activities. Every effort will be made to assure that the information provided is accurate and that the different sets of data are consistent and presented in a format which makes them easy to use. Staff of the PFPB and T/A agency will be available to help users with this data where appropriate. This activity would be carefully coordinated with CAPMAS.

- c) Analysis of Major Population Policy Questions: A major objective of the Population Policy Program is to increase the sophistication of the public discussion concerning population policy in Egypt. To this end, efforts will be made to identify the most important issues relating to population policy, to undertake objective and balanced analyses of these issues, to disseminate the results of such analyses and, wherever possible, to derive the logical conclusion for government action programs. These analyses will be based on the best available empirical information. Where possible and appropriate, the written presentations of the analyses will be supplemented by the development of computer models that can be used for

planning purposes. Many examples can be provided of topics suitable for this kind of analysis. What are the likely trends in international migration in and out of Egypt and under what conditions are present trends most likely to be altered? The economic, social and political implications of such migration patterns and how would conditions in Egypt be affected by major changes in the pattern of migration? What would be the impact of raising the age of marriage on the rate of population growth and on Egyptian society more broadly? What are the relationships between inputs into family planning programs and the acceptance of contraceptive methods? What factors determine contraceptive continuation in Egypt? What are some of the major laws that affect the status of women and how do they affect the rate and pattern of population growth? In general, these analyses would be carried out by individuals or small teams that had previous experience in studying or administering programs related to the given questions. In all cases efforts will be made to secure consensus on the major conclusions and where that is not possible to identify the sources of differences of opinion clearly. Written reports would be prepared in such a way as to be accessible to a broad audience and written presentation of results would be supplemented by the use of special-purpose seminars and communication efforts addressed to specific individuals. The general analyses will be related back to the needs of specified sectors, e.g., health or education, where appropriate.

d) Demographic Factors in Government Policies and Programs: Efforts will be made under this heading to review current government policy with a specific concern for its relationship to population factors. Efforts will be made to understand and monitor how current policies and programs deal with population and to identify areas where population factors may have been neglected. Special attention will be given to planning documents. In this activity PFPB will expect to develop extensive cooperation with the Ministry of Planning.

e) Special Programs for Specific Audiences: There are a number of specific groups or communities that have a particular concern with and influence on the area of population policy and programs. Examples of such groups would include women and women's organizations, economists as a professional group, the military, and religious leaders. Efforts will be made to develop programs designed to meet the special concerns of such groups. Such programs might include some publications but more efforts would be spent on other forms of

communication such as seminars or conferences, linkages with professional organizations or individual contacts. Training may also be a part of this program.

- f) Coordination: Many observers, both within Egypt and from the international community, have identified coordination among the various agencies working in the field of family planning and population as a major problem. The need for upgrading this function has been specified as an important recommendation in a number of reports. There are two aspects of coordination that will be addressed by the Population Policy Program. First, there is a need for greater awareness of the basic facts of population growth in Egypt and of the steps that are being taken to deal with population growth by government agencies. Previous paragraphs of this statement have suggested some ways in which the Population Policy Program can help in generating awareness both in the general public and among the various agencies working in the field. Second, coordination is required to improve the use of resources by eliminating or reducing the extent to which programs overlap and to identify gaps in the existing programs. To achieve this objective an inventory of projects relating to population and family planning will be developed. That inventory will be examined for areas where projects overlap and for areas where no program exists. Where identical or similar programs are found to exist in different agencies, representatives of the agencies involved will be encouraged to meet to coordinate their efforts, and where gaps are identified in the national programs, agencies and donor groups will be encouraged to become involved in meeting the need. This process of coordination will focus on those activities that involve more than one ministry or agency or on clearly identified gaps in the national program. Issues relating to the conduct of programs that are clearly identified as the mandate of particular ministries or agencies will have to be addressed through other mechanisms outside the Population Policy Program. An annual or semi-annual meeting of the representatives of different agencies working in the field of population and family planning will be a part of the program for coordination. Each of these meetings may be structured around a particular theme.
- g) Development of Projects in the Ministries: The projects designed for the ministries are intended to strengthen their capacity for planning and conducting programs related to population. Since each ministry will have specific needs, it is appropriate that a significant part of the activities of the first year

will be devoted to the effort to work out, with each of the key ministries, a program designed around its own special requirements.

Most of the activities conducted by the Central program of the Population Policy Program will be conducted on a relatively small scale. At any given time, there may be five or six small-scale projects operating within this area. Most of these projects will either be undertaken directly by the project core staff or contracted on an individual basis with recognized experts.

6. Sectoral Activities

A major objective of the Population Policy Program is to improve the effectiveness of particular ministries and agencies in carrying out their part in the larger population and family planning programs of the government. This will be done by working with ministries to improve their institutional capacity for undertaking analysis of population issues that are part of their work and developing plans for action programs. The exact approach to be used will be adapted to the needs and capacities of individual ministries, but most such programs are likely to involve three elements: 1) technical assistance in the conduct of policy analysis, 2) training, and 3) the identification and development of specific methodologies that can be used in the ministry's planning operations.

It will be necessary to establish priorities for work with the sectoral ministries. While it may be logical to give first priority to those ministries that are represented

on the Supreme Council, it may be desirable eventually to undertake some work with other ministries as well, e.g., with the Ministry of Construction and New Settlement.

Since population is closely related to a wide range of phenomena, a case could be made for almost any sector or ministry becoming involved in a project. Given the level of resources of the program, only a limited number of sectors will be involved in the program during any period. Thus, choices will have to be made about which sectors and which research groups should be involved during different phases of the work. Those topics which have the most central and direct policy relevance should be given priority. This will ensure that recommendations made at the completion of the analyses could be followed by implementation of specific actions. Participation of high level policy-makers from given ministries in these discussions should also help to ensure that policy-relevant topics are considered. A critical factor in the choice of sectors will be the willingness of the minister, the first permanent secretary, or another very high level policy-maker in a given ministry to be responsible for the implementation of a policy analysis project.

7. Work with the sectoral ministries will be adapted to the needs of each ministry, but we hope that a pattern of work can be established that will be common across ministries. As each priority sector is identified, a meeting (perhaps a one-day seminar) will be organized in

Cairo to review selected issues with the relevant ministry officials and other professionals. The purpose of these meetings will be to review the purpose of the project and the experience of a sector in the population field, to discuss specific topics of the proposed policy analyses, and to identify other ministry staff who would participate in the project. The meeting will provide an opportunity to obtain a consensus on the policy analysis project prior to the preparation of a subcontract. Participants will include the high level policy-maker from the ministry who will be responsible for implementing the project, technicians from the ministry, the outside researcher(s), Program staff as well as University of Michigan staff.

8. Following each meeting and as appropriate, a subgrant or subcontract for the preparation of policy analyses will be prepared and negotiated with the relevant sectoral ministry or other institution. These analyses will make use of existing data where possible. The subcontract will require that the policy-maker from the ministry responsible for the project and Program staff review the progress and content of the analyses on at least a quarterly basis. Dissemination activities will include the following:

Preparation of a policy analysis report on each topic. There may also be a summary document which includes the various analyses.

Preparation of a 1-2 page summary prepared by or in consultation with the ministerial policy-maker highlighting the key policy recommendations.

Participation in a sector specific seminar to present the results of the policy analyses, to design specific

strategies to implement the recommendations, and to plan the actual implementation of the strategies which will contribute to achieving Egypt's national population goals.

Distribution of the policy analyses and the 1-2 page summary to key policy-makers throughout the government, to the mass media, the research community, etc.

Individual and small group meetings between project staff and the policy-makers who constitute the target audience for the project.

9. The draft analysis reports will be circulated for review prior to publication or dissemination. Sector specific seminars will be organized, and publications based on the policy analyses will be disseminated once the analyses are completed.

10. Once the policy analyses have been completed for a substantial number of sectoral projects, a national population policy conference will be organized to present the results of the separate efforts. Participants will include not only individuals from the ministries involved in the policy projects, but those from other ministries as well. Assuming that the policy projects have accomplished their objectives, it is possible that the conference would lead to requests by other ministries for participation in similar projects.

11. The Program staff will provide assistance to the sectoral ministries in implementing the population-related policy recommendations emanating from the policy analyses. Implementation will involve the following stages:

Translation of the general policy recommendations into specific programmatic recommendations.

Integration of the recommendations for programmatic action into sectoral plans.

Budgeting for the new activities to be undertaken by each of the sectoral ministries.

12. It is anticipated that the sectoral ministry staffs which have been involved in the policy analysis work will also be involved in the implementation efforts. Implementation of the policy recommendations will involve specifying several alternative courses of action with varying levels of expenditure. The consequences or expected impact of each alternative will be explained. The Program staff will provide various types of assistance to the sectoral ministries which will include preparation of additional analyses, projections, tabulations, general models or planning exercises; limited collection of data; or the conduct of workshops or seminars on specific topics as a form of in-service training.

13. Implementation of the recommendations will be monitored and evaluated as a continuing activity under the program. Reports will be prepared summarizing the results of the implementation work by sector and identifying problems and additional areas of needed assistance. It is anticipated that the population policy analysis and planning activities will be integrated into the on-going work of each sectoral ministry at the end of the three-year period.

14. The specific activities tentatively chosen for the four priority ministries are outlined below. As in the case of

the central activities, a set of summary but tentative proposals is presented in an appendix to this proposal.

- a) The Ministry of Health is charged with responsibility for health activities in Egypt, including both preventive and curative services and including the operation of most of the nation's health centers and hospitals. The only area of health that does not fall under the ministry's jurisdiction is medical education which is the responsibility of the Ministry of Education. The work of the Ministry of Health (MOH) is closely linked with population change. In the first place, population size and characteristics greatly influence the workload of the Ministry; thus, the Ministry must take into account changes in the population size, age, geographic distribution, and other characteristics in order to allocate resources and to plan their activities. Second, the Ministry's activities have a strong influence on population characteristics. The primary mandate of the Ministry is to reduce morbidity and mortality, and the MOH also has the primary responsibility for the delivery of family planning services. Third, the MOH has always played a leadership role in initiating and coordinating all of the activities that make up the national population policy.

The PPP seeks to assist the MOH to enhance its role in the framework of the national population policy. This overall task will be accomplished as in the case of the other ministries by working with the staff of the Ministry to 1) assess the MOH responsibilities in the area of population, 2) document the resources that the Ministry has available for working to carry out its responsibilities, 3) identify alternative approaches to carrying out its various responsibilities, and 4) help the Ministry in selecting the best approach to a given problem from among the many alternatives. Thus, the role of the PPP will be to help in problem identification and solution. While the specifics of the relationship can only be worked out once the formal program is initiated, we can anticipate that the PPP may begin by concentrating on very basic issues of goal setting, outcome measurement, and organization and then slowly move to more complex issues of analysis such as cost-benefit analysis or modelling.

- b) The Ministry of Planning has responsibility for coordinating the overall investment policy for the Government of Egypt. Thus, it has a very general role in coordinating all of the activities of the Government

of Egypt in the area of development. This means that it has as part of its basic mandate to be concerned with the long-run implications of current policies and also that it must work closely with a wide range of ministries in carrying out its task. The goal of the PPP in working with the Ministry of Planning (MOP) will be to help the Ministry in those aspects of its work that are related to population. The exact decisions on priorities for work within the MOP will of course have to wait for detailed discussions between the staff of the Ministry and their counterparts within the project, but it can be assumed that the PPP activities in the MOP will focus on institution building.

Since both the nature of population growth and its impact on the society and the mandate of the MOP are broadly defined, the potential scope of work for the PPP with the MOP are very broad. Thus special efforts will be required to develop a meaningful work program. The work with the Ministry of Planning is further complicated by the fact that there has been little organizational focus on the linkages between population and development within the Ministry. At present, few of the staff members have formal training in any aspect of population or any long-term involvement with population policies and programs. Thus in the MOP it may be appropriate to consider more emphasis on training and on technical assistance than in the case of other ministries. In addition to training and technical assistance, efforts will be made to identify the major policy questions of concern to the Ministry which involve demographic considerations to a significant degree, to work out the nature of the best approach to those questions and to identify empirical issues that need clarification. On the basis of this work, specific policy analyses can be commissioned. It is anticipated that these analyses will involve a wide range of questions and may necessitate collaboration with the staff of other ministries and institutions.

- c) The Ministry of Manpower (MOM) has a wide range of responsibilities in the general area of manpower and training. It and the national council with which it works have the responsibility of helping to guide national manpower policy, developing training programs for workers, projecting and suggesting programs to alter trends in both the supply and demand for labor, and developing programs to assure the well-being of workers in the formal sector. This range of responsibilities clearly relates closely to the national population policy broadly defined. The MOM has, until the early 1980s, had little systematic involvement in national population policies or

programs. Its research programs also have had little population orientation. Since 1981 that pattern has been changed by the existence of a joint UNFPA/ILO work program oriented to the systematic development of information on the influence of demographic factors on the supply of labor. That program was terminated in June, 1983 but leaves behind it a strengthened institutional capacity to undertake work on population/labor force interrelationships.

It is expected that the PPP activities in the MOM could be adjusted to build on the work that has been undertaken previously in the MOM. In this ministry, as in others, an initial effort would be made to survey responsibilities and the previous work of the Ministry in the population area. On the basis of that survey it is expected that work could proceed in a number of directions. One direction would be to assist the Ministry with its research program, both continuing the work on the supply of labor and expanding the research to deal more systematically with the demand for labor, including the international dimension and the policy aspects of manpower and population. A second element in the PPP program in the MOM should be to diffuse the results of this research program and of other relevant research to all parts of the Ministry and to other groups in policy positions that can make use of the information. A third element in the PPP would be to work with the staff of the MOM to help develop specific policy and programmatic initiatives related to population and manpower.

- d) The Ministry of Education (MOE) has a central long-term role in the national population policy. It is charged both with the responsibility of introducing population into the general curriculum of students at all levels and with the responsibility of making key inputs into the educational process which trains professionals working in population-related programs. The MOE has a fairly long history of involvement with population-related activities, especially in the area of population education.

As the work of the PPP is currently projected, active involvement with the MOE will be initiated only towards the end of the first year. At that time, efforts will be made to sit with MOE staff to review their role in the national population policy, to examine current and past population-related activities, and to discuss ways in which the PPP can work with the Ministry to strengthen the ministerial program.

e) The Ministry of Social Affairs (MOSA) has a major role in the implementation of population policies. It is responsible for supervising much of the family planning activity that goes on outside of the Ministry of Health, and many of its other activities are closely related to family planning. For example, the Ministry has a major responsibility for programs related to women's welfare. As in the case of the Ministry of Education, efforts to develop programs in the MOSA will be undertaken during the first year of the PPP.

15. We believe that the highest priority for the first year of the program is to get a substantive start on work in the Ministries of Health and Planning, and to continue work that has already been initiated in the Ministry of Manpower. It

is also anticipated that the first steps can be taken towards establishing a program in the Ministry of Education.

16. The first priority within the USAID-funded component of the Population Policy Program is to establish a program of activity in collaboration with the Ministry of Health. The procedures that will be used in contacting the Ministry of Health and in developing a specific work program have already been spelled out in the "Workplan for the Population Policy Program of the Population and Family Planning Board" (Cairo, June 1983). The discussion that took place during the Alexandria workshop in May 1983 may provide a point of departure for work with the Ministry of Health; in particular, further development of health planning models with a strong population component may be a part of the work.

17. The second priority for work within the first year will be given the Ministry of Education or the Ministry of Manpower. Contacts will be undertaken with Ministry

representatives and a decision will be made according to their reactions to various proposals.

18. There will be no shortage of useful projects and activities for the PPP to engage in. It will be the collaborating parties' task to decide which of these will be most valuable at each stage of life of the program.

III. PROGRAM ORGANIZATION

19. Before discussing the organization of the PPP, it is appropriate to restate some of the circumstances under which the program will be operating. Note that specific contractual relationships between sponsoring agency and the PFPB are elaborated upon in the Project Implementation Letter.

- a) Many different organizations and individuals will need to be involved in the work.
- b) The program will be answerable to both the Government of Egypt and to the sponsoring agency or agencies.
- c) Since a broad range of implementing agencies will be involved, to be effective, the program will have to have a mechanism to permit the different interest groups to express their views about the activities of the program.
- d) There will need to be some executive body to carry out the immediate administrative functions of running the program.
- e) If USAID is the sponsoring agency, an intermediary organization, the University of Michigan, will be appointed to represent USAID interests and to minimize the administrative and monitoring chores that fall on the staff of USAID, Cairo.

20. Given the assumptions stated in the last paragraph, the program could be expected to have the following organizational characteristics.

- a) The administration of the program would be located in the PFPB. The program would have a director and a small secretariat. It would be their function to administer the day-to-day activities of the program and to prepare materials for decision by a review committee which would be the policy setting body for the program.
- b) A significant part of the financial resources for the project would be provided by outside sponsors. USAID will provide funding for a large part of the core activities and for some sectoral activities and UNFPA will provide assistance for specified sectoral activities. (Note that this recommendation is still in the proposal stage and can be revised in the final stages of proposal preparation.) Each of the sponsors will be formally involved in the project through their regular financial and other reporting procedures. The technical assistance organization will also work to assure communication and coordination between the Project Secretariat and the sponsoring agencies.
- c) The Population Planning Review Committee (PPRC) would be a group of planning and population and family planning professionals with responsibility for helping to establish guidelines for the functioning of the program and advising on the major policy decisions concerning its operation. The director, who would be an ex officio member of the PPRC, and the secretariat would be responsible for the day-to-day functioning of the program and would also relate to any intermediary organization designated by the sponsoring agency or agencies.
- d) The intermediary or technical assistance organization would be responsible to the sponsoring agencies in assuring that the program was functioning as planned within guidelines established in negotiations with the sponsoring agency. The intermediary organization would assist the program by providing technical assistance from its own resources or from other organizations outside Egypt. The intermediary organization may also, in selected cases, pay for the services of Egyptian professionals who will act as consultants to Egyptian implementing agencies.

The technical assistance for this project is provided through the RAPID II project organized by USAID, Washington. The contractor for that project, The Futures Group, has agreed to provide the services of their sub-contractor, the University of Michigan, for the PPP.

- e) The implementing agencies which would carry out the actual analysis activities would represent a wide range

of organizations--government ministries, universities, private research organizations, etc.

21. In establishing the Population Policy Program, the Population and Family Planning Board (PFPB) will appoint key personnel including a director capable of devoting a large proportion of his time to the project and other professional staff. Support staff will be appointed as needed. The Board will provide a plan for how this program will be integrated into its overall organizational structure and program activities.

22. After the appointment of the PPP director, a meeting will be held with USAID and possibly with University of Michigan staff to review administrative matters, the overall workplan and to establish reporting procedures for both substantive and financial reports. The workplan will be updated as required and fully discussed on a quarterly basis.

23. Much of the initial work of the program will be project identification. Efforts will be made to consult with Egyptian and international experts in this process. To this end, it is anticipated that a number of discussions and small meetings will be held with policy makers and experts. In addition, an advisory committee, the PPRC, will be appointed to establish guidelines for the functioning of the program and for making major policy decisions concerning its direction and operation. The program director will have full authority for implementing program activities. Members of the advisory committee will include planning, population

and family planning professionals from various government and non-government institutions.

24. As one of the initial activities of the program, an assessment will be made of the anticipated needs for population data and materials. This assessment will necessarily involve reviewing available data sources, data producers, and users, and access to population data and other related information. The program staff will establish a liaison with relevant institutions both in Egypt (such as CAPMAS, university population centers, and the Cairo Demographic Center) and elsewhere (such as the Population Information Program of Johns Hopkins University, the Demographic Data for Development Project with Westinghouse, and the Population Reference Bureau). The University of Michigan staff will help to identify resources outside of Egypt which might be useful to the program. Program staff will formalize arrangements to obtain access to needed data and resource materials and will acquire these materials. The population data and materials will be housed at the PFPB, but will be accessible to staff from various government ministries and others as well.

25. The program outlined in this proposal is directed at a very specific audience. The special feature of the proposed program of research and analysis is its focus on questions of relevance for planning and policy. For this reason it is essential that efforts be made to involve key decision makers from the relevant departments of government at all

stages. The PPRC should either include representation from the central ministries of planning and from the sectoral ministries or solicit advice from these ministries about project providers. Where possible, representatives from these groups should be directly involved in the projects. Alternatively, or in addition, they may be on the steering committees for individual projects. Moreover, the project director and other involved individuals should make regular efforts to communicate with this audience. This effort should be documented in the periodic reports filed by the director and by the intermediary agency.

26. To assure that the findings from the program are widely discussed and understood among policy-makers and other key decision makers in both the private and government sectors, a specific dissemination function will be established as part of the program.

- a) A brochure will be developed describing the Program's objectives and its capabilities which will include providing training and serving as a population information and resource center initially to government ministries and eventually to other institutions as well.
- b) A regular newsletter and/or policy analysis brief will be prepared for distribution to policy-makers and technicians in the sectoral ministries and elsewhere. The publications will be a regular means of communicating the results of the policy analysis work and other program activities including seminars and training workshops.
- c) Program staff will have numerous informal meetings with individuals and groups in order to discuss project findings. Seminars will also be organized on a regular basis for those individuals involved directly and indirectly in the sectoral analysis activities. The seminars would be another means of disseminating

information about the analysis results as well as discussing general topics of relevance to the program.

- d) Throughout the implementation of both central and sectoral policy activities and projects, opportunities will be sought to involve mass media in publicizing the Program's work and giving particular emphasis to the involvement of the sectoral ministries. Such efforts will be coordinated with the Communication and Information Office staff of PFPB to establish a liaison with journalists and radio and television commentators. Background materials will be prepared for journalists and commentators on the results of the analyses. Mass media personnel will be invited to participate, as appropriate, in seminars organized under the Program.

27. It should be stressed that the projects undertaken as a part of the program will take a number of different forms. While some may take the form of empirical research, more typical projects are likely to emphasize analysis appropriate for planning. That is, they will deal with the budgetary implications of different interventions, with questions of implementation, and with attempts to assess the demographic impact of various interventions through analysis rather than through the collection of new data. The projects will differ in the size of budget and the way in which they are organized. For the larger projects, approval from the sponsors will be required. It may also be appropriate to organize a project review committee with representation of the potential users of the research or analysis. In the case of smaller projects such a mechanism would be cumbersome.

28. The present proposal does not call for the establishment of new structures in government ministries. While it might be argued that a permanent staff should be

appointed in the various ministries to carry out the functions proposed here, such changes are not a part of the present proposal. In some ministries efforts to strengthen the staff capability and the organizational commitment to population issues would certainly have positive effects, but in this proposal such changes will be expected to arise out of the ministry involvement in particular projects. Some other agency or program may want to suggest more direct efforts to increase ministry capabilities for population analysis. (For example, UNFPA has an on-going interest in this area.) In any event, projects where possible should make use of the staff of the target ministries.

29. The roles of CAPMAS and the Ministry of Planning need special mention. Each of them plays an important role in the overall process of policy analysis within the country. CAPMAS is central to the collection of data and to some aspects of its analysis. The list of issues of concern in Appendix B of this proposal indicates many areas where CAPMAS should take the lead in providing information that would be used in analyses undertaken or sponsored by the PPP. Thus an essential element in assuring success of the PPP will be encouraging a fruitful collaboration between the PPP and CAPMAS.

30. The Ministry of Planning is different but equally important because of its central role in establishing the economic and social policy for the country as a whole. At present they do not have any systematic way of dealing with

population and skills in population are not abundantly represented on their staff. Whether it be through the establishment of an organization or a unit within the Ministry of Planning or through some contracting or training, etc., it is very important that the Ministry of Planning be brought more into the picture.

31. Among the sectoral ministries there are many that have responsibilities that are related either in a reactive or a directive sense to population. It will be necessary to approach the issue in stages, however. Four ministries that might be given priority for the first period would be Health, Manpower, Social Affairs and Education. Some aspects of potential work in these ministries have been discussed in the previous section and are summarized in Appendix A.

32. The relationship between the PPP and national research and planning units (in particular administrative units within the PFPB) will need to be worked out over time. Clearly the activities proposed here overlap with the current responsibilities of the Planning Unit in the PFPB and to some extent with those of other units as well. Similarly the ministerial PPPs will have functions that partially overlap with the present planning units in their ministries. Thus some organizational adjustments may be necessary at each level to avoid excessive duplication. This reorganization may also help to mitigate the problem of staffing which is discussed below.

33. The PPP is a program of activities oriented to policy goals. It is not a specific research project with fixed objectives. It is to be expected that the project as a whole and its various elements would be reviewed regularly and modified according to ongoing experience. The regular budgetary reviews required under USAID procedures will help with this process, but they will need to be supplemented by a regular review process which includes an examination of substantive aspects of the program.

34. As even the preliminary list of potential topics for analysis suggests, there are so many possible things to be done that the PPP will soon be overwhelmed if it does not work out a procedure for choosing tasks and assuring that they are completed. Moreover, without an effective operating procedure it is likely that the PPP will become preoccupied with day-to-day tasks at the cost of its more important objectives. The following are some very preliminary ideas on how the PPP might operate.

35. A general comment on style may be a good point of departure for this discussion. The PPP deals with ideas, and it will be expected to be innovative in the approaches that it suggests. Effective policy analysis is most likely to flourish under circumstances where there is relatively free communication among population and planning professionals involved in the program. This is one of the reasons for establishing the PPRC to help the director and the secretariat staff to establish priorities. Emphasis on

hierarchy and compartmentalization are not particularly consistent with the establishment of a dynamic program of research and analysis. Special efforts may be required to keep the atmosphere as favorable as possible to open communication.

36. There will need to be a procedure for identifying projects for analysis. At the most preliminary level projects can be identified by talking with administrative and political leaders, by the use of listing procedures, or by some systematic and formal process undertaken by the organization involved. As a general rule, policy questions which reflect the needs of decision-makers should be the basis for projects. Many of the best ideas may arise out of discussions among the members of the PPRC or the secretariat staff. The staff of the intermediary organization will also be involved in the process of project identification. After a potential topic has been identified, a staff member of the program secretariat or of the implementing agency should be given the responsibility of preparing a formal proposal. Depending on the size and complexity of the project, various review procedures can be used for project approval.

37. Final reports should of course be shared with all of the relevant audiences, political leaders, professional groups, and perhaps in some cases the news media. The style of delivery will have to be adjusted to the particular audience. Long reports may be good for scholars of demography, but they are not likely to be as effective with

political leaders, at least not as the primary communication device.

38. There is clearly a shortage of qualified population specialists in Egypt, and the development of the PFP is likely to increase the demand considerably. Several devices may be used to minimize the problem. To begin with, efforts should be made to avoid duplication with activities already being performed in various organizations. Where appropriate, existing units (especially in the PFPB) may be made part of the PPP.

39. In carrying out the policy analysis projects, the Program staff with collaboration from the The University of Michigan staff and other consultants will provide training through in-country workshops and U.S. based short-term and a limited amount of long-term training. The focus of the training activities will depend on the needs of the program staff, sectoral ministry staffs, and individuals from the research community. For this reason, a preference will be accorded to individuals working in organizations directly associated with the program. However, it is recognized that there is a severe shortage of individuals trained in the requisite skills, and where appropriate the program will support training for promising individuals even if they are not involved in the program-related activities prior to training. Training support will not be limited to demography but will include the full range of subjects (e.g., economics, public administration) that may be

relevant to the program. It is anticipated that each year during the project up to fifteen Egyptians would receive some in-country training during the course of the project, up to four would receive U.S. based short-term training and other individuals would be sent to the U.S. for long-term training or post-doctoral training. Most training will be handled outside of the specific budget for this project through the general training program of USAID.

40. The use of contracting and as high a level of remuneration for staff as is consistent with Government of Egypt rules may also serve to attract some staff. Finally, some help may be sought abroad, primarily from Egyptians now working outside but in some cases perhaps of non-Egyptians. Highly qualified population professionals may be hired by the intermediary organization and posted as consultants in agencies where projects are located.

41. The question of staffing is likely to be crucial to the success of the PPP. The ability to attract persons with the capability of making first rate contributions to analysis will depend upon the ability of the organization to use a variety of innovative approaches to attracting and developing staff.

IV. APPENDIX A:

SUMMARY STATEMENT OF POPULATION POLICY PROGRAM COMPONENTS

1. CENTRAL ACTIVITIES

- | | |
|--|------|
| a) Management of policy project | p.30 |
| b) Dissemination of demographic information to policy-makers | p.31 |
| c) Analysis of major population policy questions | p.32 |
| d) Demographic factors in government policies and programs | p.33 |
| e) Special programs for specific audiences | p.34 |
| f) Coordination | p.35 |
| g) Development of policy projects in the ministries | p.36 |

2. SECTORAL ACTIVITIES

- | | |
|-------------------------------|------|
| a) Ministry of Health | p.37 |
| b) Ministry of Planning | p.38 |
| c) Ministry of Manpower | p.39 |
| d) Ministry of Education | p.40 |
| e) Ministry of Social Affairs | p.41 |

ACTIVITY:	1.a	<u>MANAGEMENT OF POLICY PROJECT</u>
DESCRIPTION OF ACTIVITY		<p>Manage and coordinate activities of the policy project</p> <p>Develop new activities as a part of project</p> <p>Coordinate relationships with other parts of PFPB, other government agencies, technical assistance groups and donor agencies on matters related to the project</p>
POLICY RELEVANT GROUPS TO WHICH ACTIVITY IS DIRECTED		Groups working within the framework of the policy project
OBJECTIVE		Policy project should efficiently and effectively contribute to policy objectives in Egypt
PROCEDURE		Standard administrative procedures
RESOURCE REQUIREMENTS		<ul style="list-style-type: none"> - Time from senior staff of PFPB - Support staff - Consultants - Travel, etc.
EGYPTIAN BUDGET		£E 75,504
TECHNICAL ASSISTANCE INPUTS		<ul style="list-style-type: none"> - Consultation on priorities and approaches - Assistance in preparation of budgets and reports for donor agency (4.0 mos/yr)
OUTPUT FOR YEAR 1		Establishment and functioning of other activities as specified

Best Available Document

ACTIVITY:	1. b	<u>DISSEMINATION OF DEMOGRAPHIC INFORMATION TO POLICY-MAKERS</u>
DESCRIPTION OF ACTIVITY		Assure that basic demographic information is available to policy-makers Develop a data system to assist policy-makers with specific needs
POLICY RELEVANT GROUPS TO WHICH ACTIVITY IS DIRECTED		- Sectoral ministries - Population professionals - Media
OBJECTIVE		Policy-makers from various ministries should have similar understanding of demographic situation in Egypt and use up-to-date data system to answer questions as appropriate
PROCEDURE		1 Choose priority data requirements for policy-makers 2 Prepare and review materials 3 Circulate results to policy-makers
RESOURCE REQUIREMENTS		- Senior analysts in PFPB & CAPMAS staff - Data manager - Consultants from Egyptian population community - Costs of editing and printing
EGYPTIAN BUDGET		£E 38,896
TECHNICAL ASSISTANCE INPUTS		Advice on priorities and methods of organizing (0.5 mos) Review of material prepared for technical presentation (1.5 mos) Assistance with dissemination (1.0 mos)
OUTPUT FOR YEAR 1		9 papers and regular newsletter completed 2 papers in progress Data bank established Plan for effective dissemination of program results developed

ACTIVITY:	1.c	<u>ANALYSIS OF MAJOR POPULATION POLICY QUESTIONS</u>
DESCRIPTION OF ACTIVITY		Provide a series of succinct policy analyses reflecting current thinking on major policy questions such as: <ul style="list-style-type: none"> - the influence of demographic trends on the need for basic services such as housing or infrastructure - determinants of fertility - role of alternative providers of family planning services - future demand for Egyptian labor in other countries
POLICY RELEVANT GROUPS TO WHICH ACTIVITY IS DIRECTED		<ul style="list-style-type: none"> - Sectoral ministries - Population professionals - Media
OBJECTIVE		Policy-makers should have a thorough understanding of specific issues linking population and economic development and there should thus be improved decision-making in those areas of policy which relate to these issues
PROCEDURE		<ol style="list-style-type: none"> 1 Choose priority questions for analysis 2 Prepare and review analyses 3 Disseminate through publications, seminars and/or personal contacts
RESOURCE REQUIREMENTS		<ul style="list-style-type: none"> Consultants from Egyptian population community Senior analysts on project core staff Costs of editing and printing
EGYPTIAN BUDGET		£E 75,152
TECHNICAL ASSISTANCE INPUTS		<ul style="list-style-type: none"> Assistance with project identification (0.5 mos) Provision of technical assistance to specific projects (3.0 mos) Consultation on format and content of publications or other forms of dissemination (1.0 mo)
OUTPUT FOR YEAR 1		<ul style="list-style-type: none"> 4 analyses completed 3 analyses in process

ACTIVITY: 1.e

SPECIAL PROGRAMS FOR SPECIFIC AUDIENCES

DESCRIPTION OF
ACTIVITY

Convince specific groups of the importance of population and family planning. Examples of project areas might include:

- Activities for women's organizations which will involve them in population policy
- Activities for economists designed to bring them closer to the population policy process
- Orientation program for parliamentarians

POLICY RELEVANT GROUPS
TO WHICH ACTIVITY IS
DIRECTED

Influential groups in the public that influence the policy process; e.g. economists, women's groups, religious leaders

OBJECTIVE

Important groups with potential influence on the policy process should involve themselves more thoroughly in that and should support a strong national population policy

PROCEDURE

- 1 Disseminate information on population activities
- 2 Identify audience
- 3 Identify relevant groups with which work
- 4 Decide upon activity
- 5 Conduct activity and assess results

RESOURCE
REQUIREMENTS

- Project staff
- Funding for conferences
- Organizational skills

EGYPTIAN BUDGET

£E 19,184

TECHNICAL
ASSISTANCE
INPUTS

Consultation by professionals experienced in working with women's groups or by senior economist(s) from United States universities (20 mos)

OUTPUT FOR YEAR 1

Get at least one activity started
Hold 2 seminars

Best Available Document

ACTIVITY:	1.f	<u>COORDINATION</u>
DESCRIPTION OF ACTIVITY		<p>Dissemination of information on population activities</p> <p>Analysis of the responsibilities of different ministries</p> <p>General consultation among ministries</p> <p>Meetings of undersecretaries' committees and liaison committees</p> <p>Annual conference</p>
POLICY RELEVANT GROUPS TO WHICH ACTIVITY IS DIRECTED		<p>Senior general administration and planning staff of the sectoral ministries and specialist staff working on population</p> <p>Equivalent groups from CAPMAS, the Ministry of Planning, and other relevant agencies</p>
OBJECTIVE		<p>The level of coordination among various ministries and other agencies involved with population policies and programs should be sufficiently great so as to maximize the possibility for success in the implementation of the national population policy. Unnecessary overlap among programs should be eliminated and gaps among the programs should be recognized and appropriate action undertaken so that one agency is recognized as being responsible for each element in the national program.</p>
PROCEDURE		<ol style="list-style-type: none"> 1 Identify key agencies working in population 2 Develop work plan in consultation with these groups 3 Carry out activities 4 Conduct year-end evaluation
RESOURCE REQUIREMENTS		<ul style="list-style-type: none"> - Project staff - Funding for editing, etc - Funding for costs of meetings or conferences
EGYPTIAN BUDGET		£E 50,864
TECHNICAL ASSISTANCE INPUTS		<p>Assistance with organizing conferences and setting agenda for coordinating committees (30 mos)</p>
OUTPUT FOR YEAR 1		<p>A documented high level of communication among ministries and other agencies working in the population field</p>

ACTIVITY:	1.9	<u>DEVELOPMENT OF POLICY PROJECTS IN THE MINISTRIES</u>
DESCRIPTION OF ACTIVITY		Work with representatives of key ministries to assure that projects are developed to systematically address the ministries' policy and planning needs in the area of population
POLICY RELEVANT GROUPS TO WHICH ACTIVITY IS DIRECTED		Planning and administrative groups in the ministries responsible for planning population activities
OBJECTIVE		Planners and policy-makers should have the capability of undertaking effective planning in the area of population
PROCEDURE		<ol style="list-style-type: none"> 1 Ministries will be selected for participation on the basis of their interests and their level of activity related to population 2 Discussions will be held with the ministry staff concerning priorities for policy work 3 A project will be developed and approved to provide resources for conduct of agreed activities
RESOURCE REQUIREMENTS		<ul style="list-style-type: none"> - Time from senior staff of PFRB - Support staff - Consultants, etc
EGYPTIAN BUDGET		£E 68.244
TECHNICAL ASSISTANCE INPUTS		Assistance to PFRB and to ministries in the development of projects
OUTPUT FOR YEAR 1		Establishment of agreements with at least four ministries

ACTIVITY:	2.a	<u>MINISTRY OF HEALTH</u>
DESCRIPTION OF ACTIVITY		<p>Assessment of the current organization of population activities in the Ministry</p> <p>Assessment of special problems of population work in the Ministry</p> <p>Specific plans for MOH to assess its work and to devise alternatives where appropriate</p> <p>Undertake special modelling or analysis: e.g., development of a health planning model with appropriate population variables or cost-effectiveness analysis of program alternatives</p>
POLICY RELEVANT GROUPS TO WHICH ACTIVITY IS DIRECTED		<ul style="list-style-type: none"> - Senior Ministry of Health officials - Staff of MOH charged with responsibility for carrying out family planning programs
OBJECTIVE		The Ministry of Health should recognize the important influences of demographic variables in its general health programs and should implement strong programs in the area of family planning and reproductive health
PROCEDURE		<ol style="list-style-type: none"> 1 Meet with senior staff of MOH to discuss role of project 2 Arrange seminar for MOH and other relevant groups to discuss population policy relevant issues 3 Decide upon a specific set of activities 4 Carry out activity 5 Conduct year-end evaluation
RESOURCE REQUIREMENTS		<ul style="list-style-type: none"> - Core project staff (5.0 mos) - MOH staff (6.0 mos) - Consultants (2.0 mos)
TECHNICAL ASSISTANCE INPUTS		<p>Consultation by experts familiar with other countries' experience (1.5 mos)</p> <p>Consultation concerning approaches to program assessment (2.5 mos)</p> <p>Consultation on special projects (2.0 mos)</p>
OUTPUT FOR YEAR 1		<p>Establish a program of activities for Ministry;</p> <p>Finish at least one significant project for Ministry</p> <p>Get other activities started</p>

ACTIVITY: 2.b

MINISTRY OF PLANNING

DESCRIPTION OF
ACTIVITY

Assessment of current work on population and related problems in Ministry
Integration of demographic concerns into planning process
Studies of population impact on key planning objectives
Studies of alternative mechanisms for influencing demographic variables: e.g., fertility or international migration
Special studies: modelling, cost benefit analysis, etc.

POLICY RELEVANT GROUPS
TO WHICH ACTIVITY IS
DIRECTED

- Senior Ministry of Planning officials
- Staff of MOP charged with responsibility for carrying out family planning programs

OBJECTIVE

The Ministry of Planning should incorporate explicit recognition of the many connections among demographic variables, economic and social activities, and plan objectives into its formal plan documents; the Ministry should also provide leadership in the development of national programs designed to influence population variables

PROCEDURE

- 1 Meet with senior staff of MOP to discuss role of project
- 2 Arrange seminar for MOP and other relevant groups to discuss population policy relevant issues
- 3 Decide upon a specific set of activities
- 4 Carry out activity
- 5 Conduct year-end evaluation

RESOURCE
REQUIREMENTS

- Core project staff (3.0 mos)
- Senior MOP staff (6.0 mos)
- Consultants (3.0 mos)

TECHNICAL
ASSISTANCE
INPUTS

Consultation from senior economists familiar with economic, demographic interrelationships and planning (8.0 mos)

OUTPUT FOR YEAR 1

Establish a program of activities for Ministry;
Finish at least one significant project for Ministry
Get other activities started

ACTIVITY: 2.c

MINISTRY OF MANPOWER

DESCRIPTION OF
ACTIVITY

Assess current work on population and related problems in Ministry
Assess ways in which activities of MOM under UNFPA/ILO project can be continued
Work on family planning in organized sector

POLICY RELEVANT GROUPS
TO WHICH ACTIVITY IS
DIRECTED

- Senior Ministry of Manpower officials
- Staff of MOM charged with responsibility for carrying out family planning programs

OBJECTIVE

The Ministry of Manpower should design and strengthen programs related to the demand and supply of labor on the basis of a thorough analysis of demographic trends in Egypt and should undertake efforts to strengthen family planning and migration related programs in the formal sector

PROCEDURE

- 1 Meet with senior staff of MOM to discuss role of project
- 2 Arrange seminar for MOM and other relevant groups to discuss population policy relevant issues
- 3 Decide upon a specific set of activities
- 4 Carry out activity
- 5 Conduct year-end evaluation

RESOURCE
REQUIREMENTS

- Core project staff (1.0 mo)
- Senior MOM staff (6.0 mos)
- Consultants

TECHNICAL
ASSISTANCE
INPUTS

Consultation from senior economists familiar with labor labor force/population issues (2.0 mos)
Consultation concerning alternative family planning intervention in organized sector (1.0 mo)
*UNFPA Assistance

OUTPUT FOR YEAR 1

Establish a program of activities for Ministry
Finish at least one significant project for Ministry
Get other activities started

ACTIVITY: 2.d

MINISTRY OF EDUCATION

DESCRIPTION OF
ACTIVITY

Assess current work on population and related problems in Ministry
Assess the impacts of population growth in educational sector
Assess the contributions of MOE to population policy objectives

POLICY RELEVANT GROUPS
TO WHICH ACTIVITY IS
DIRECTED

- Senior Ministry of Education officials
- Staff of MOE charged with responsibility for carrying out family planning programs

OBJECTIVE

Population education and other programs oriented to reducing fertility in Egypt should be included in curricula at all appropriate levels and the Ministry should also take demographic factors into consideration when planning for future educational needs and activities

PROCEDURE

- 1 Meet with senior staff of MOE to discuss population policy relevant issues
- 2 Arrange seminar for MOE and other relevant groups to discuss population policy relevant issues
- 3 Decide upon a specific set of activities
- 4 Carry out activity
- 5 Conduct year-end evaluation

RESOURCE
REQUIREMENTS

- Core project staff (10 mo)
- Senior MOE staff (30 mos)
- Consultants

TECHNICAL
ASSISTANCE
INPUTS

Consultation or assessment of alternative interventions and modelling (15 mos)

OUTPUT FOR YEAR 1

Establish a program of activities for Ministry
Finish at least one significant project for Ministry
Get other activities started

ACTIVITY: 2.e MINISTRY OF SOCIAL AFFAIRS

DESCRIPTION OF ACTIVITY Assess current work on population and related problems in Ministry
Assess the impacts of population growth in educational sector
Assess the contributions of MOSA to population policy objectives

POLICY RELEVANT GROUPS TO WHICH ACTIVITY IS DIRECTED - Senior Ministry of Education officials
- Staff of MOSA charged with responsibility for carrying out family planning programs

OBJECTIVE The family planning and other programs with an impact on fertility which are organized by the Ministry of Social Affairs should be as effective as possible and the MOSA should take population factors into account in planning its programs

PROCEDURE 1 Meet with senior staff of MOSA to discuss population relevant issues
2 Arrange seminar for MOSA and other relevant groups to discuss population policy relevant issues
3 Decide upon a specific set of activities
4 Carry out activity
5 Conduct year-end evaluation

RESOURCE REQUIREMENTS - Core project staff (1.0 mo)
- Senior MOSA staff (3.0 mos)
- Consultants

TECHNICAL ASSISTANCE INPUTS Consultation or assessment of alternative interventions and modelling (1.5 mos)

OUTPUT FOR YEAR 1 Establish a program of activities for Ministry
Finish at least one significant project for Ministry
Get other activities started

V. APPENDIX B: BUDGET

The overall budget is presented in two parts, the first for the proposed grant to the PFPB and the second for the contract with the proposed technical assistance agency (The University of Michigan working with The Futures Group under the RAPID II contract). Although each part of the budget is presented separately, the expenditures itemized reflect the proposed complementarity between the two organizations as described in more detail in the body of the proposal. For example, several items on the Technical Assistance budget are designed to provide direct support to the project activities of the PFPB.

A. The Budget of the PFPB

The proposed budget has three major areas of expenditure: the costs of the core staff, the costs of particular projects, and the costs of training. All of these budget items would have administrative conditions attached to them; in particular, as recognized in the Project Implementation Letter, each substantial sub-project would have to be approved by the internal procedures at the PFPB and by the funding agency.

1. The Project Secretariat: The project is to be administered by an administrative staff located at the PFPB. It is proposed that this staff would consist of a director and three other senior professionals each of whom would devote the bulk of his or her professional time to the

project. The professional leadership of the project would include persons with backgrounds in demography, political science, economics and systems analysis (or organizational behavior). There would also be a senior administrative coordinator for the project. They would be assisted by an Advisory Committee, and by consultants as needed for particular activities. The secretariat would have a small clerical staff to assist with administrative functions. The expenses for these activities are listed on the first four lines of the attached budget.

The costs of printing are listed on line 5.

Domestic and international travel is presented on lines 6 and 7.

Line 8 shows the provision for training. Note that as mentioned in the text, most training will be handled through the general training programs of the USAID.

Special projects are budgeted on line 9.

The other category provides for honoraria for advisory committees and funding for seminars (line 10).

The miscellaneous category (line 11) is for costs not specifically identified in other lines of the budget. It is calculated as 10% of the other items in the budget.

The total for the program is £E 360,426 or \$434,248.00.

A summary budget is also attached.

B. The Budget of the Technical Assistance Agency

The budget is designed 1) to provide technical assistance for those individuals in the PFPB and in the

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ministries who are charged with administering the PPP and 2) to provide administrative assistance to the PFPB and to USAID in running the grant.

Technical assistance is provided through the RAPID II project for which the prime contractor is The Futures Group (TFG). TFG has arranged with the University of Michigan, a sub-contractor under RAPID II, to provide the actual technical assistance provided in this proposal.

The upper panel of the technical assistance budget provides for 1) the costs of offering U.S. based technical assistance and consultation for the project, 2) travel and administrative support for such activity, and 3) some Egyptian consultation.

The lower panel provides for the costs to TFG of administering the contract and shows the total costs to be involved. The total as shown is \$308,493.00.

PPP Budget by Input Category and Task -- 1984

(in Egyptian pounds, £E)

Inputs	1.a ADMINIS- TRATION	1.b DISSEM- INATION	1.c POLICY ANALYSIS	1.d DEMOGRA- PHIC FACTORS IN GOV'T POLICY	1.e SPECIAL PROGRAMS	1.f COORDI- NATION	1.g MINISTRY PROGRAMS	TOTAL
Senior Staff ^a	16,800	4,000	2,400	1,200	1,600	4,000	6,000	36,000
Consultants ^b	2,400	2,400	1,200	1,200	2,400	2,400	3,000	15,000
Support Staff ^c	1,440	2,160	720	720	1,440	1,440	1,440	9,360
Equipment/ Supplies ^d	15,000	1,000	2,000	1,000	1,000	1,000	1,000	22,000
Printing	0	14,800	5,000	0	0	0	0	19,800
Travel: Dom.	2,000	1,000	1,000	1,500	2,000	1,000	600	9,100
Int.	15,000	0	0	0	0	0	0	15,000
Training	10,000	0	0	0	0	0	10,000	20,000
Special Projects ^d	0	10,000	56,000	24,000	0	0	40,000	130,000
Other	6,000	0	0	0	9,000	36,400	0	51,400
Miscellaneous	6,864	3,536	6,832	2,962	1,744	4,624	6,204	32,766
TOTAL ^f	75,504	38,896	75,152	32,582	19,184	50,864	68,244	360,426

^a 1.a @ £E 1,000/m, others @ 400/m ^b @ £E 600/m ^c @ £E 120/m
^d See Appendix A for output expectations
^e Includes honoraria for advisory committees and funding for seminars
^f £E 360,426/.83=\$434,248. approximately

(U.S. DOLLARS)

Budget Category	Amount	Totals
<u>I. The University of Michigan (UM)</u>		
Personnel: Senior Professional (1.1 yr @ \$36,000).....	39,600	
Support Staff.....	35,000	
Fringe Benefits (@22% of salaries).....	16,416	
Subtotal	91,012	
Consultants: Non-Egyptian: Domestic Travel.....	500	
International Travel (3).....	11,500	
Consulting fees (75 days).....	14,250	
Egyptian:.....	56,000	
Subtotal	82,250	
Other Direct Costs: Supplies/Equipment.....	15,000	
Domestic travel.....	1,400	
International Travel (6).....	30,000	
Subtotal	46,400	
Total Direct Costs for UM.....	219,662	
Overhead.....	65,581	
TOTAL to UM	285,243	285,243
<u>II. The Futures Group (TFG) and Total</u>		
General and Administrative (25% of first 25,000).....	6,250	
Personnel.....	3,000	
Total Direct Costs of TFG	9,250	
Overhead to TFG.....	3,000	
Total to TFG	12,250	12,250
Total Direct Costs (UM + TFG).....	228,912	
Total Overhead (UM + TFG).....	68,581	
fee (7.5% of Total Direct Costs except Consultants).....	11,000	
GRAND TOTAL	\$308,493	\$308,493

50% of Total - (International Travel and Egyptian Consultants) + \$500 per international trip

Summary PFPB Budget for PPP (1984-85)

Input Category	Cost in £E
Senior staff and consultants	51,000
Support staff	9,360
Equipment/Supplies/Printing	41,800
Travel	24,100
Training	20,000
Special Projects	130,000
Other	51,400
Miscellaneous	32,766
TOTAL	£E 360,426
TOTAL in \$US	\$434,248

VI. APPENDIX C:
IMPLEMENTATION PLAN FOR
PPP -- YEAR 1

<u>ACTIVITY</u>	<u>By Quarter</u>			
	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th</u>
<u>Establish Population Policy Program</u>				
Appoint Key Personnel and Other Staff	X			
Appoint an Advisory Committee	X			
Establish Liaison with USAID, Univ. of Michigan	X			
Set up Reporting Procedures	X			
Assess Subject Areas of Priority for Policy Analyses	X	X		
Assess Needs for Population Data and Resource Materials	X	X	X	
Acquire Needed Data and Materials	X	X	X	
Develop Special Analyses including Egypt Application of Policy Modules from RAPID II			X	X
<u>Core Dissemination Activities</u>				
Develop Program Brochure		X		
Prepare Newsletter and/or Other Policy Analysis Briefs		X	X	X
Organize Seminars to Present General Findings		X	X	X
Prepare Materials on PPP for Media		X	X	X
Develop General Dissemination Strategy for PPP		X	X	X
Hold Coordination Seminar		X		X

<u>ACTIVITY</u>	<u>By Quarter</u>			
	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th</u>
<u>Policy Analysis Projects</u>				
Identify Priority Issues for Policy Analyses	X	X	X	
Assess Interest in and Capability to Conduct Policy Analysis in Various Sectoral Ministries		X	X	X
Select Sectoral Ministries for Policy Projects		X	X	X
Assess Interest in, Capability, and Availability of Researchers to Participate in Policy Projects		X	X	X
Select Researchers to Participate in Policy Projects and Other Analyses		X	X	X
Organize One-Day Planning Seminars to Review Policy Analysis Projects in Each Ministry			X	X
Prepare and Negotiate Subcontract with Appropriate Ministries or Institutions in Each Sector			X	X
Prepare Policy Analysis Reports			X	X
Prepare 1-2 page Summary of Policy Recommendation				X
Organize Seminars to Present Findings, etc.				X
Distribute Policy Analysis Reports and Summaries				X
<u>Training</u>				
Short-Term In-Country				
- Identify Priority Areas	X	X	X	X

<u>ACTIVITY</u>	<u>By Quarter</u>			
	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th</u>
- Select Candidates		X	X	X
- Conduct Training			X	X
Overseas Training				
- Identify Priority Areas		X	X	X
- Select Candidates		X	X	X
- Conduct Training			X	X