

**IMPLEMENTATION PLAN
FOR
THE INSTITUTIONAL DEVELOPMENT PROJECT
IDP II**

**A NATIONAL POPULATION COUNCIL SUB-PROJECT
UNDER
USAID POPULATION/FAMILY PLANNING III
PROJECT NO. 263-0227**

(amended on October 31, 1994)

TABLE OF CONTENTS

	page
List of Tables.....	ii
List of Figures.....	ii
List of Appendices	ii
Acronyms/Abbreviations	iii
Executive Summary	1
I. Background and Rationale	5
A. Accomplishments of IDP I	13
B. Recommendations of Evaluation.....	14
II. Population /Family Planning III Project	18
A. Overall Strategy: Goal and Purpose	19
B. Role of NPC in POP/FP III Project.....	19
C. Strategic Role of IDP	21
III. Detailed Description of IDP II Sub-project Activities.....	26
A. Sub-project Goal and Purpose.....	26
B. IDP II Implementation Strategy	26
C. IDP II Project Outputs	29
1. NPC/TS Level Initiatives	29
2. NPC Governorate Level Initiatives.....	40
IV. Master Implementation Plan and Schedule chart.....	45
V. Major Project Activities.....	48
A. Training Plan	49
B. Commodity Procurement Plan	57
C. Technical Assistance Plan	60
D. Subproject Management Plan	67
VI. Financial Plan	73
VII. Monitoring and Evaluation Plan.....	82
VIII. USAID Conditions and Approvals.....	86
Appendices.....	91

LIST OF TABLES

1.	Master Implementation Plan and Schedule	46
2.	Participant Training Plan	50
3.	Invitational Travel Plan	51
4.	Training Plan	55
5.	Commodity Procurement Plan	57
6.	Detailed Commodity List	59
7.	Technical Assistance Plan	66
8.	Financial Plan - Summary	74
9.	Financial Plan - Training	75
10.	Financial Plan -Project Salaries	76
11.	Financial Plan - Project Administration	77
12.	Financial Plan - Commodities	78
13.	Financial Plan - DHS III Survey	78
14.	Host Country Contributions.....	79
15.	NPC/G Offices Staffing Status	97

LIST OF FIGURES

1.	Subproject Organizational Structure	68
----	---	----

LIST OF APPENDICES

A.	Logical Framework Matrix.....	91
B.	GOE/NPC Approval of Funds To cover Normal Supplemental premium pay (<i>AGR -IDAFI</i>) for NPC Management and Technical Staff Commencing with GOE Fiscal Year 1993/94	95
C.	NPC/G Offices Staffing Status as of January 1994	96
D.	Criteria and Application Format for DSG's	102
E.	DHS III Survey Timetable and Budget.....	106
F.	Results and Recommendations of Self-assessment.....	112

ACRONYMS AND ABBREVIATIONS

AID	Agency for International Development
A/V	Audio/Video
CAPMAS	Central Agency for Public Mobilization and Statistics
CBT	Competency-Based Training
CDSS	Country Development Strategy Statement
CIIS	Contraceptive Inventory Information System
CPR	Contraceptive Prevalence Rate
CSI	Clinical Services Improvement Project
CYP	Couple Year of Protection
DHS	Demographic and Health Survey
DSG'S	Governorate Development Support Grants
EOP	End of Project
EPTC	Egyptian Pharmaceutical Trading Company
FAR	Fixed Amount Reimbursement
FP	Family Planning
FSN	Foreign Service National
FY	Fiscal Year
GOE	Government of Egypt
HCC	Host Country Contribution
IE&C	Information, Education and Communication
IDP	Institutional Development Project
IMR	Infant Mortality Rate
IQC	Indefinite Quantity Contract
ITRFP	Institute For Training and Research, Alexandria
IUD	Intrauterine Device
JHU/PCS	Johns Hopkins University/Population Communications Services
LE	Egyptian Pound
LOP	Life of Project
MCH	Maternal and Child Health
MCRA	Married Couples of Reproductive Age
MIS	Management Information System
MMR	Maternal Mortality Rate
NPC	Ministry of Health
MOI	Ministry of Information
MWRA	Married Women of Reproductive Age
NPC	National Population Council
NPC/G	NPC Governorate Offices
NPC/TS	NPC Technical Secretariat
Ob/Gyn	Obstetrics/Gynecology
OC	Oral Contraceptive
OR	Operations Research
PIC	Population Information Center
PIL	Project Implementation Letter
PIO/C	Project Implementation Order/Contract

PIO/T	Project Implementation Order/Technical
PIS	Population Information System
POP/FP	Population/Family Planning
PSC	Personal Services Contract
RCT	Regional Center for Training
RMU	Research Management Unit
SDP	Systems Development Project
SIS	State Information Service
TA	Technical Assistance
THO	Teaching Hospital Organization
TFR	Total Fertility Rate
TOT	Training of Trainers
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

The National Population Council (NPC) is the central government institution responsible for formulating and promulgating population policy and coordinating the population and family planning efforts of all public and private sector organizations. It serves as a coordination body for governorate and national level planning, training, research, and IE&C activities.

NPC's strategic importance lies with its potential to provide coordination at both the national and governorate levels. More importantly, it is well situated to promote acceptability and to greatly increase local support, as well as play an important role in the local resource allocations. Therefore, USAID-Cairo has decided to fund several activities, under the Population/Family Planning (POP/FP) III Project, that will continue institutional strengthening activities to further develop the capability of the Technical Secretariat (NPC/TS), as well as governorate level NPC offices (NPC/G), to plan, coordinate, and report on family planning activities at the national and local level. Through the Research Management Unit (RMU), developed under the POP/FP II Project, the ability of NPC/TS to plan, solicit, and fund needed applied biomedical, policy and programmatic studies will be enhanced. These studies will provide a scientific basis for the expansion of service delivery under the project, as well as build a base for policy dialogue leading to longer term sectoral development. Finally, the NPC's role in "policy outreach" will continue to be strengthened under this subproject. The NPC will also receive assistance for funding the 1996 DHS as a principal evaluation tool for measuring achievements of the POP/FP III Project goals and objectives.

Under the Institutional Development Project II (IDP II), the NPC initiative at the central level will contribute to improved capabilities at the NPC/TS in the areas of family planning service statistics, information management and dissemination, and policy outreach. The IDP II will:

- promote decentralized program management that will shift fiscal and other planning responsibilities to the NPC/G offices for promoting population and family planning activities.
- continue integration of data systems for decision-making at NPC/TS and NPC/G level
- strengthen program monitoring and evaluation capacity
- strengthen policy outreach capacity

The IDP II Project will continue to support the Research Management Unit (RMU) of the NPC/TS. The RMU has the important task of coordination and dissemination of family planning related research in Egypt. Assistance to the RMU will enhance the planning and management capacity of that unit and generate improved information in the various aspects of Egypt's family planning program for program managers and policy makers. The project will:

- assist the RMU in refining and institutionalizing an organizational structure and mechanisms to identify research priorities and protocols to guide research contracting; provide technical assistance in the areas of applied biomedical research, programmatic research, and management of research
- fund applied biomedical and programmatic research projects identified by the RMU and approved by the research committees
- fund comparative analyses of the 1990 PAPCHILD and the 1988 and 1992 DHS to evaluate the performance of the National Family Planning Program; fund secondary analysis studies of the 1992 DHS to examine key variables related to service expansion and quality;
- fund the DHS III Survey to evaluate the impact of the POP/FP III interventions
- increase utilization of research results by program managers and policy makers; support policy outreach workshops and conferences; support activities that disseminate results of the completed as well as ongoing research studies through seminars, research briefs, and a periodic newsletter

- assist the RMU to establish a functional, well-organized information resource center for family planning and population research

The NPC governorate initiative will contribute to improved planning, management and evaluation systems. As part of the decentralization process, the NPC/G mandate is to broaden the base of political commitment to family planning at all levels in governorates and to monitor and coordinate family planning activities in the governorates through close collaboration with the family planning service providers and through review and analysis of family planning service statistics. The IDP II will:

- continue human resource development of the staff in 26 NPC governorate offices through training in management, planning, computer use, and analysis of family planning data
- improve communication and collaboration among the NPC/G office governorate staff, family planning service providers, and community and political leaders
- strengthen governorate staff capabilities in management, planning, and evaluation
- increase the involvement of women in population policy development and program implementation through the continued support of the Governor's Council of Women (GCOW) activities
- engage in policy outreach activities to ensure greater resources for population and family planning activities at the governorate level

The IDP II will build the capacity of the NPC/TS and NPC/G offices to carry out outreach to policy makers at the national and governorate levels. In addition to influencing policy makers about the importance of population and family planning programs to the economic development of Egypt, the NPC will address, in collaboration with other authoritative organizations, policy issues that affect the family planning program in Egypt, such as medical restrictions, private sector constraints, contraceptive pricing, mechanisms to provide continuing education to providers, and ministry level obstacles to cost recovery.

The IDP II Project will be implemented by the NPC/TS. The project will be supervised by the Director of the NPC/TS. The Director of the Monitoring and Evaluation Sector will serve as the Director of the IDP II Project. The IDP II Project Director will work closely with the other NPC/TS units (Service Statistics, Planning, Population Information Center, RMU, etc.). The NPC/TS will ensure that the collaborating units have appropriate staffing including senior managers for oversight and supervision. Presently, such senior positions as director of RMU, coordinators for biomedical and programmatic research, Director of PIC, and Population Specialist remain vacant. Lack of senior GOE officials can result in poor performance as evident in the evaluation of IDP I. Therefore, NPC/TS will speed up the recruitment/assignment process whereby senior GOE employees are assigned to these critical positions to ensure successful implementation of various project interventions.

The project inputs will include a full time management and planning advisor, a full time research advisor, short term local and foreign TA. Funds will also be provided to: design, implement and evaluate training; purchase commodities to improve office productivity at NPC/TS and NPC/G offices; initiate and promote innovative governorate-based activities that improve and expand family planning services; and conduct operations research studies.

This assistance will be supplemented by technical assistance from such buy-ins as the DHS, RAPID IV and OPTIONS projects. The NPC/TS and NPC/G office staff will have opportunities for short-term participant training in such areas as strategic planning, population planning, management, policy development, and research process.

The life of the Project will be 3 years that will run concurrently with the GOE fiscal years, July through June, as follows: PY 1-1994/5; PY 2-1995/6; PY 3-1996/7.

The total cost of the IDP II will be LE 17,056,000 with the NPC providing LE 5,367,000 of local costs in funds and in-kind contributions and USAID providing LE 11,689,000.

I. BACKGROUND AND RATIONALE

The strongest rationale for continued investment in population and family planning activities in Egypt is the fact that population growth, despite encouraging signs that the pace of growth of the Egyptian Population is slowing, remains as one of the central constraints to the country's economic growth and a critical determinant of future development success in Egypt. Without major attention to solving the population growth problem, economic development achievements could be seriously compromised as increases in GNP may not lead to comparable increases in per capita GNP (standard of living), and per capita GNP could even decline. Continued improvements in the standard of living are essential if stability in Egypt is to be maintained, a pre-requisite for continued development. Population growth (currently about 2.18 percent) directly reduces development gains as well as undermines the entire national development strategy. President Mubarak has identified the population problem as the number one development problem in Egypt, and the Government of Egypt has recently designated Ministry of State for Population and Family Welfare to coordinate the population activities.

Egypt's initial national population policy was formulated in 1965 with the creation of the Supreme Council for Family Planning headed by the Prime Minister and its Secretariat, the Family Planning Board. The Family Planning Board was charged with coordinating the activities of government and private voluntary institutions involved in the delivery of population services.

By the early 1970's, the institutional capacity to begin implementing a national family planning policy appeared to exist. The Ministry of Health (MOH) had three projects with family planning responsibilities, the Ministry of Social Affairs (MOSA) was providing family planning services through the Egyptian Family Planning Association (EFPA); and the Ministry of Information (MOI) began raising national awareness about population issues through the State Information Service (SIS).

In 1973 the names of both the Supreme Council and its Secretariat were changed to reinforce what had become a broad GOE population and development policy which stressed an integrated community development approach to solving Egypt's population problems. The basic philosophy assumed that economic development would solve population problems. The new coordinating bodies were called the Supreme Council for Population and Family Planning, and the Population and Family Planning Board (PFPB). Program development and implementation responsibility were transferred to line Ministries of the Government, and the PFPB kept its planning, research, follow-up, and evaluation functions.

In 1985, President Mubarak replaced the Supreme Council for Family Planning and Population, and the Population and Family Planning Board, with a new **National Population Council (NPC)** by issuing a decree that emphasized the importance of solving Egypt's population growth problem as an integral part of the nation's overall development strategy. The NPC was initially headed by the President himself, as Council Chairman, and was composed of: the Prime Minister; Ministers of Health, Social Affairs, Planning and International Cooperation, Information, Education and Local Government; plus four other representatives to be selected by the Chairman; and a Council Secretary General. In 1988 the President delegated responsibility for chairing the NPC to the Prime Minister. The NPC mandate includes:

1. Formulate population policies which realize the highest possible rates of economic and social development;
2. Approve annual programs for population projects and programs;
3. Evaluate the annual achievements of the above and other projects, and issue directives for the elimination of any obstacles in their course;
4. Decide on the annual budgets of the above and other projects;
5. Determine and coordinate the roles of public and private organizations; and
6. Conduct negotiations with foreign donor organizations on population and family planning, and supervise implementation of assistance.

The Prime Minister was assigned responsibility to represent the NPC in its relations with other entities and the Secretary General was assigned responsibility to manage the technical secretariat, which was assigned the following responsibilities:

1. Prepare draft national population plans;
2. Disseminate decisions of the NPC and follow up on their implementation;
3. Communicate with foreign and international organizations to exchange information and experience in the fields of population; and
4. Follow-up on population plans, programs and activities approved by the National Population Council and submit regular reports thereon.

Since the establishment of NPC in 1985, it has formulated and issued a national policy on population and family planning and has produced, in collaboration with implementing agencies, a more comprehensive five year plan with quantifiable targets against which to measure progress. This work has been undertaken by the Technical Secretariat (NPC/TS) at the central level, and through a network of NPC/Governorate (NPC/G) offices in 26 governorates.

The NPC's terms of reference include formulating national population policies; approving programs for population activities; developing five-year, inter-sectoral national population plans; collecting and disseminating information about the country's demographic situation and family planning services; coordinating service delivery agencies' activities; evaluating and facilitating implementing agencies' projects and programs; conducting negotiations with foreign donors; supervising agencies' implementation of donor-supported activities; supporting small-scale innovative service delivery demonstration projects; and guiding and coordinating the country's demographic research agenda. This work is to take place both within the Technical Secretariat (NPC/TS) at the central level, and through a network of NPC/Governorate (NPC/G) offices in 26 governorates.

The NPC/G offices are responsible for developing annual workplans, and coordinating and monitoring the service delivery, IE&C and other activities of public and private agencies that both directly and indirectly contribute to the population program, such as the Ministries

of Health, Social Affairs, Youth and Sport, and others. They carry out this work through a Regional Population Council at the governorate level, chaired by the Governor; the director of NPC/G office is the Executive Secretary of the Regional Population Council. In addition, the NPC/G staff--typically about 8 to 10 specialists--provide assistance to and monitor implementing agencies' outreach and service delivery activities, to ensure that the activities are coordinated and correspond to the annual workplans.

As a result of these NPC activities, the GOE now has a policy framework that clearly recognizes Egypt's tri-fold population problem:

	The Problem	The Goal
1.	High level of population growth	Lower rate of population growth
2.	Unbalanced geographical distribution of population	Improve geographical distribution of the population
3.	Inadequate population characteristics e.g., literacy, productivity etc.	Improve population characteristics

To address the three key population problem areas, the NPC has promulgated the following development principles and strategies:

1. The reduction of fertility rates through
 - the availability of family planning services with special emphasis on areas deprived of the service;
 - the improvement of quality of family planning services;
 - the availability of appropriate mix of contraceptives by keeping up with modern technological developments, introducing the most suitable to the national program and encouraging local production of contraception
2. Mother and child care
3. Protection of the family

4. Raising women's status
5. Youth and development
6. Education and literacy
7. Population and communication
8. Rural community development
9. Population distribution
10. Environmental protection
11. Studies and research
12. Integrated management of population programs

Although each of the above strategies is being implemented through separate national programs, each must work together with the rest to implement the overall population policy. The first strategy to reduce fertility rates is specific to the delivery of family planning services.

It has been argued by some that the above principles do not equate with the gravity of present population problems. However, the principles do provide the basis for vigorously proceeding with an array of development initiatives aimed at alleviating the population problems.

The Need for Institutional Strengthening of NPC

The National Family Planning Program in Egypt is comprised of a number of groups which have particular niches in service delivery provision. These include service providers from the public sector, NGO/PVO sector, and commercial sector; training groups; and policy, planning, and research entities. All these agencies have their special roles to play in supporting each other, and forward progress on thorny problems like who should serve which consumer groups in a segmented market, who can provide what contraceptive method. It is critical that the links work between groups and that they do not duplicate each other. Effective communication among them, common understanding of the needs for

programs in Egypt drawn from empirical data, and collective decision making will work to target program efforts for the greatest needs and impact. This process profits from an effective leadership organization that can pull concerted action from diverse organizations accustomed to working in isolation. To undertake this challenging task of planning, coordination, development, the NPC needs to have a cadre of productive, highly-trained, dedicated professionals. The institution's work requires skills in planning and coordination, policy formulation, management and administration, information systems development, research direction, and other key specialized fields. Since 1987, under the Institutional Development Project (IDP I), USAID has provided assistance to the NPC in its efforts to strengthen its capacity to take a leading role in population planning and policy formulation at both the central and governorate level.

USAID Assistance to NPC

Since 1987, USAID has provided assistance to the NPC in its efforts to strengthen its capacity to take a leading role in population planning and policy formulation at both the central and governorate level. The assistance has included:

1. A transition support grant in the amount of \$520,750 initially for the period August 1985 to July 1986, later extended to July 1987, to assist the NPC in starting transition from its former organizational entities (Supreme Council and Population Family Planning Board) to the new NPC. The grant was also used to finance the NPC task forces which produced the first five year Population Plan for the country. This assistance included salary and salary supplement funding of NPC/TS employees. Funding was also provided for local travel, office supplies, office equipment and furniture.
2. Population awareness, which consisted primarily of technical assistance provided through an AID centrally funded Resources for Awareness of Population Impacts on Development (RAPID) project. The initial RAPID approach proved to be an

effective method for beginning and sustaining inter-sectoral discussions on how to accommodate population growth factors in Egypt's development planning process. It has been very successful in developing greater understanding of, and commitment to, population and family planning policies and programs among senior Egyptian leaders, including present and past Presidents, key Ministers and particularly Governors. Because of this success, a decision was made jointly by NPC and USAID to develop the RAPID approach (now referred to as Egypt 21) beyond its policy dialogue capability into a more helpful planning tool.

3. Selected training support has consisted primarily of short-term courses and attendance at conferences and workshops. Technical assistance was also provided through the AID centrally-funded PAC II Project for the Middle East Region to support training, including the planning, conduct and evaluation of training activities sponsored by NPC for its own implementing agency personnel.
4. USAID, under the IDP I Project, provided technical and other assistance to NPC in the areas of management, service statistics, population information, research, etc. This assistance included a long-term technical advisor who assisted the Secretary General in developing strategies and plans, preparing position papers and reports, and carrying out special analyses. The advisor also assisted with: establishing a research management unit; preparing Egypt's first comprehensive long-range population development plan; and in identifying management improvement needs at central and governorate levels. Short-term FHI consultants have assisted with research planning and development. The USAID technical assistance was provided through a combination of resources from AID/Washington and USAID under FHI's centrally funded AID Cooperative Agreement which also supports bio-medical research in Egypt, including NORPLANT® subdermal implant trials.
5. Support for national population-based surveys to establish contraceptive prevalence rates, fertility rates, etc. Technical assistance for the surveys in 1980, 1984, 1988, and 1992 was provided through the AID/Washington funded Contraceptive

Prevalence Survey and Demographic Health Projects. These surveys have provided the single most important measure of actual program performance and impact on Egyptian fertility available to Egyptian and USAID population officials.

USAID supported activities have been synchronized with the efforts of the United Nations Population Fund (UNFPA) to maximize the impact of donor resources on the Egyptian Population Program. The projects supported by UNFPA include:

1. A project to strengthen the management of NPC through salary support for key NPC staff, training, foreign study trips, and purchase of contraceptive commodities
2. A project to develop the national family planning service statistics system at NPC/TS and NPC/G levels (which was continued under the IDP I, Component Three)
3. A project to develop greater population content in GOE sector and program development plans, including the strengthening of a Population Planning Unit within the Ministry of Planning
4. A project to strengthen and support policy oriented research, including support for 12 bio-medical and operations research studies over the next five years
5. A project, in collaboration with UNESCO, to upgrade the national information, education and communications (IE&C) program for population and family planning

Coordination of UNFPA and USAID support

UNFPA and USAID support for institutional strengthening of NPC requires continuing close coordination between the NPC, UNFPA and USAID officials. The different contributions of UNFPA and USAID make support from both of these donor agencies

absolutely essential if NPC is to be fully developed into its envisioned future role. In the past there has been some overlap of UNFPA and USAID supported development activities. This IDP II design attempts to structure IDP activities to ensure close coordination while maximizing the impact of USAID support.

A. ACCOMPLISHMENTS OF IDP I

The primary objective of the IDP I was to strengthen management and technical capacity of NPC. The assistance covered management systems analysis and design, population information system design implementation, training, upgrading of offices, and development of research (and research management) capabilities. Funds were provided for technical assistance, training, office equipment and related commodities, and office refurbishing. The IDP I also provided funds for salary supplements for NPC personnel involved in project-related work. The project relied heavily on the Egyptian consultants for technical assistance in the areas of management and training.

The 1992 evaluation of the IDP I concluded that the project has been successful in strengthening the capacity of the NPC/Governorate offices to plan, coordinate and monitor population activities.¹ The evaluators further stated that the management and training efforts had led to a significant increase in both technical skills and leadership abilities at the governorate offices. The accomplishment was particularly impressive in light of the frequent modifications of project design and the numerous and persistent personnel and structural constraints to project implementation. The achievements of IDP I at the governorate level were attributed to: committed IDP I staff and technical specialists; excellent training organization, approach and follow-up; and sincere interest and responsiveness on that part of the NPC/G office directors and staff. The NPC/G offices have adopted their improved coordinating, target setting and planning roles. However,

¹ Wawer, M. & R. Levine: Evaluation of the Institutional Development Project of the National Population Council, Egypt. The Futures Group. July 1992.

further improvements at an increased level of effort in coordination and planning remains desirable.

The evaluators also observed that IDP I had been less than successful in strengthening technical and leadership capabilities at the NPC/Technical Secretariat. Only limited improvements have been seen over the life of the project, despite substantial investment in developing facilities, information and research resources, training of NPC/TS personnel, and in providing supplemental salary support to individuals both directly and marginally involved in IDP efforts. The slow pace of success at the NPC/TS can be attributed to long standing problems, which include the shortage of full-time, qualified and responsive GOE counterparts in the various NPC/TS departments; difficulties with coordination of IDP and UNFPA activities; very weak coordination and information flow within the NPC/TS; inadequate appreciation of the scope and potential of the IDP's work at the Technical Secretariat; high rates of turnover of key personnel; over-centralization of authority; and unhealthy competition between staff who are affiliated with the IDP and other NPC/TS personnel.

An internal self-evaluation was conducted by IDP I in the fall of 1993 through 2 workshops attended by IDP I Project staff and consultants, the NPC/TS department heads and specialists, and the NPC/G office directors and specialists. The results of this evaluation were consistent with those of the external evaluation conducted in 1992. The results and recommendations of these workshops are included in Appendix E.

B. RECOMMENDATIONS OF EVALUATION

In spite of the significant achievements in the last several years, the NPC/TS and NPC/G offices need to be reorganized and restaffed to better reflect the emerging role of NPC in policy leadership, coordination, quality control and research, in support of population and family planning programs throughout Egypt. Reorganization and restaffing efforts are needed to overcome the following structural deficiencies that were inherited from

predecessor organizations, the Supreme Council and the National Population and Family Planning Board:

1. Over-dependence by NPC on part-time and/or temporary personnel, particularly academic personnel, including staff from university and other outside organizations and secondments from implementing agencies;
2. Over-dependence on ad hoc task groups, and local and foreign consultants, to perform NPC technical functions which require continuity and follow-through capability that only full-time permanent staff can adequately perform;
3. Over-centralization of authorities, responsibilities, functions and staffing, e.g. over-staffing at central level, under-staffing at governorate level; and
4. Inability to efficiently and effectively utilize allocated resources to achieve NPC goals and objectives. This results from the above deficiencies and general deficiencies in work activity planning and management which seriously inhibit institutional performance.

Institutional weaknesses in policy research, analysis and formulation, in multi-year and annual planning, in program and administrative-management, including planning, coordination and oversight of research, planning, program monitoring and evaluation functions, have been identified for high priority attention.

The 1992 IDP I evaluation further concludes that any follow-on project should continue to provide technical assistance and consolidation for the service statistics development; the Population Information Center; and the continuation, expansion and support of the Governorate Development Support Grants, including upgrading of financial management capabilities in conformance with USAID requirements. The follow-on project needs to concentrate on continued training activities to ensure that skills are maintained and

increased, particularly in the areas of financial management and administration, and development of local and regional training skills. Another area that needs to be supported by any follow-on project is the use of computer applications for data management and analysis.

The 1992 evaluation has suggested that there is an apparent need for NPC/G offices to undertake new initiatives, and the IDP is ideally placed to help them adapt to these roles.

New initiatives should include the following:

- Broadening the types of fiscal resources available for family planning in the governorates. New proposals aimed at a variety of international donors are urgently needed
- Proactive planning of strategies for service consolidation, improved service quality, and for cost recovery. Up to now, there has been a tendency for “new” approaches to service delivery to emphasize the creation of additional service delivery sites or outreach workers. Governorates need to become involved in operations/programmatic research and programs which incorporate quality and cost elements, and the NPC/G offices are ideally placed to identify needs and coordinate their resolution. They will, however, require substantial TA to adapt to the new role.
- Active and joint efforts by the NPC/G offices, working with the support of the governors, to impress upon the central government the need for ongoing support for family planning and population activities. In effect, the NPC/G offices have not yet seen the utility of consensus building and lobbying to ensure the family planning efforts undertaken to date are not weakened in coming years.

Therefore, under any new initiative at NPC/TS, it is paramount that at the central level effective strategies are developed to enable the NPC/G office staff to conduct proactive

planning and to identify funding sources (including other donors) for the development of activities and programs, particularly in the following priority areas: consolidation of services; maximization of quality of services and continuation; and testing of mechanisms for expanding the financial resource base, such as cost recovery among various implementing agencies. Similarly, the NPC/G leadership capacity needs to be strengthened so that they can independently build a constituency and lobby for greater population funding at the local level.

II. POPULATION AND FAMILY PLANNING III PROJECT

The strongest rationale for continued investment in family planning activities in Egypt is the negative economic and social consequences of increasing population pressure. Despite encouraging signs that the pace of growth of the Egyptian population is slowing, the level is still high, and, if the rate does not decrease further, Egypt's current population of 57 million will grow to 108 million over the next 30 years. Population growth remains one of the central constraints to the country's economic growth with the negative effects of high fertility evident in many aspects of Egyptian life: population distribution, food supply, education, employment, and health.

Although since the 1960s the Government of Egypt (GOE) has formally identified rapid population growth as a key constraint to development, it was not until the 1980s that consistent leadership at all political levels began to address the population problem and a comprehensive public sector program for delivering family planning services emerged. However, while there is acute awareness of the impact of rapid population growth at the highest levels within the GOE, a critical gap exists between high level policy statements and allocations of government budgetary and operational support. While current reforms are addressing some of the central policy constraints hampering economic growth, it is unlikely that the GOE will be in a position to support its national family program at the necessary level during the coming five years. Substantial donor contributions are warranted and needed during this time, as they have been in the past.

Although family planning activities in Egypt have attained substantial success in recent years, challenges remain: service volume must be increased, first merely to maintain contraceptive prevalence at current levels, let alone to reach those women who are not currently using contraception but who want to; service quality and user knowledge must be improved to increase contraceptive effectiveness; and improved information must be available to policy makers in order to take advantage of the comparative advantages of the Egyptian sector mix and to reduce the large differentials that still exist in contraceptive use and fertility rates between urban and rural areas and between Upper and Lower Egypt.

Since 1978, USAID has been the principal donor assisting the Government of Egypt in population and family planning. UNFPA is the most important provider of grant assistance after AID, with the Dutch, Germans, and European Community also providing limited assistance.

A. OVERALL STRATEGY: GOAL AND PURPOSE

The Population and Family Planning III Project's goal is to assist the Government of Egypt to achieve its fertility reduction goals. The GOE has set a long-range goal of reducing the population growth rate to 1.8 percent and the total fertility rate (TFR) to 2.7 by the year 2007 and intermediate goal of reducing the population growth rate to 2.0 percent and TFR to 3.5 by 1997.

The project's purpose is to increase the level and effectiveness of contraceptive use among married couples. This would be indicated through an increase in contraceptive prevalence from 47 percent in 1992 to 53 percent in 1997 and a decrease in the extended-use failure rate, measured at 10 percent in 1992, to 7 percent in 1997. Achieving this purpose requires that couples have access to information and services that will enable them to select an appropriate, effective method, use that method correctly, and continue use.

The Population/Family Planning III Project is composed of eight subprojects, implemented by three² GOE implementing agencies and the private sector. These subprojects will continue the most successful activities and discontinue those that do not directly or effectively contribute to achieving the sector goal of reduced fertility.

B. ROLE OF NPC IN POPULATION/FAMILY PLANNING III PROJECT

The NPC is the central government institution responsible for formulating and promulgating population policy and coordinating the population and family planning

² POP/FP III PIL No. 1, Amendment 3 dated April 5, 1994, moved CSI to NPC from MOSA.

efforts of all public and private sector organizations. It serves as a coordination body for governorate and national level planning, training, research, and IE&C activities. The POP/FP III Project, as amended, includes three subprojects with the NPC.

The Institutional Development Project II will continue institutional strengthening activities to further develop the capability of the central Technical Secretariat (NPC/TS), as well as governorate level NPC offices (NPC/G), to plan, coordinate, and report on family planning activities at the national and the local level. The NPC/G offices will have an opportunity, on a competitive basis, to access Development Support Grants (DSG) to fund innovative activities and programs resulting in: a greater use of family planning services by eligible couples; an increased level of quality; a proactive leadership role which includes building a constituency and lobbying for a greater population funding at the governorate level. Through the Research Management Unit (RMU), developed under the POP/FP II Project, the ability of the NPC/TS to plan, solicit, and fund needed applied biomedical, policy and programmatic studies will be enhanced, as well as its ability to disseminate the results of that research to program managers and policy makers. Finally, the NPC's role in policy outreach will continue to be strengthened under this subproject with regard to such issues as medical restrictions, private sector constraints, contraceptive price control, pre-service and continuing medical education, and ministry level obstacles to cost recovery. The NPC/TS will engage public and private sector agencies in a policy dialogue to overcome various legal and regulatory constraints inhibiting the expansion of family planning services and contributing to chronic low demand for such services and over reliance on public services even by those who can afford to pay commercial prices.

The Regional Center for Training (RCT) Subproject of Ain Shams University with the NPC will continue to support the RCT in providing high quality clinical family planning training to physicians, nurses, and a reduced number of trainers. RCT activities will focus on training and support, especially for public sector physicians; information development and dissemination; and technical assistance to medical and pharmacy schools to develop and/or refine family planning curricula.

The Clinical Services Improvement Subproject of the Egyptian Family Planning Association will continue to receive support under the POP/FP III Project. CSI has successfully created a niche for its services targeting women who can afford to pay a little for family planning. According to the 1992 DHS survey, approximately 5% of users rely on the 100-plus CSI clinic network, which provide high quality services. However, its cost per CYP compared to MOH and other PVOs is considerably higher. The project will provide assistance for operational costs, on a declining basis, using performance-based disbursement for agreed upon outputs. It will also provide assistance in: assessment of self-financing strategies; assessment of new market niches for CSI and the costs of reaching them; development of the socio-economic and family planning profile of CSI clinics; determination of the "quality threshold" at which family planning and cost efficiency impact are maximized; and assessment of lessons learned from CSI experience.

C. STRATEGIC ROLE OF IDP II IN CONTRIBUTING TO GOAL AND PURPOSE

Better information

To further expand family planning service coverage cost-effectively, it is pertinent that proper targeting is undertaken in Egypt. However, targeting requires that decisions be based on empirical data. This involves developing thorough understanding of the characteristics of consumer demand and of supply. A lot of information can be generated from the DHS and other population-based surveys to understand unmet need, demand for methods, demand for sources of services, consumer expenditures on health and family planning, preference for private sector sources, etc.. Also, service statistics data can be useful in understanding how the existing demand is being met and what additional resources are required to meet the demand. Within the Egyptian family planning program context, a lot still remains to be done to improve the service statistics system as well as the use of all program-related information for program management purposes.

The IDP II Project will assist the NPC/TS and NPC/G offices in improving the quality of information that is needed for program planning and evaluation. The information will include data from all implementing agencies on services provided and resources available (service delivery points, staff, etc.). This information will be essential for: evaluating the performance of implementing agencies; setting new targets; establishing contraceptives and logistic needs; and identifying training and manpower requirements. IDP II will also generate information by conducting evaluative, programmatic, and clinical research in different regions of the country. The 1992 DHS data will be used to develop client characteristics for various implementing agencies. A new DHS survey will be implemented in 1996³ that will provide essential information about the impact of various strategies on contraceptive use and fertility.

Policy formulation

In earlier stages of the Egyptian Family Planning Program, policy efforts revolved around more basic issues: identification of the population problem and development of a climate of acceptability of family planning. Now the policy development issues facing the program are more complex. The critical issues are how to achieve the greatest impact by targeting program efforts to the particular needs of consumers about whom more is known regarding fertility patterns, knowledge of family planning and readiness to use services; how to assure the financing requirements of the rapidly growing program, be they the GOE share, or that of the donor or individual consumer; and how to make optimal use of the service partners available to serve Egyptian families - public sector, PVO/NGO or private commercial sector. Another important area for policy development concerns with the continuing medical education (CME) of health care providers to assure high quality of services. However, at present there are no sustainable mechanisms available for this except the periodic USAID-funded training programs on selected topics.

Addressing these issues and adopting plans to resolve them requires a strategic vision and a functioning system of policy collaboration. A continuous flow of pertinent data and

³ . May need to be shifted to 1995 due to CAPMAS 1996 population census

sophisticated analysis is required, presented in formats and fora readily accessible to policy makers and program managers. The working policy process touches a wide range of actors--from the highest political levels where the commitment of essential resources must be made to support GOE programs, to program policy makers and managers who have to link together to forge the strategic direction and carry it out.

IDP II will assist the National Family Planning Program by creating policies that are conducive to the growth of quality family planning services nationwide as well as awareness of the population concerns. The policy formulation will involve an active dialogue with different agencies on: contraceptive pricing; pre-service training standards and continuing education strategies; resource commitment for population education and family planning programs. IDP II will assist NPC in taking the lead in initiating this policy dialogue that is required to seek consensus of different agencies.

The information generated from service statistics and research will be used by NPC/TS and NPC/G offices in supporting their policy initiatives at various levels. Appropriate information will be crucial in developing broad consensus among various implementing agencies and other sectors (education, urban planning, finance, etc.).

Greater decentralization

The ultimate challenge of the IDP II Project is to create more productive and supportive relationships between the NPC/TS and NPC/G offices, with each playing its appropriate role in population policy development, service planning delivery and coordination, and program evaluation. The decentralization process will require a carefully phased balance between top-down devolution and bottom-up capacity development. The NPC/G offices are much closer to local needs and resources than is the NPC/TS and, thus, are better positioned to resolve local problems within the framework of national guidelines.

The fundamental rationale for decentralization is to enable NPC/TS and NPC/G offices to achieve their intended roles in population program planning and delivery. The

NPC/TS, has to guide national policy formulation, develop uniform procedures and standards where appropriate, plan major new population initiatives, and manage relationships with donors. The NPC/G offices have to adapt national policies and programs, to implement and secure wide program participation and to solve local problems. Both roles are essential to the improvement of Egyptian population situation, and neither is of great value without the other. The IDP II Project's role is to help both NPC/TS and NPC/G offices perform *their* responsibilities more effectively.

The IDP II will assist the NPC/TS in developing strategies that promote decentralized management. Strategies will be developed that give greater control of resources to NPC/G offices. Decentralization initiatives in population planning, family planning program implementation, coordination, and program monitoring and evaluation, that were started under IDP I, will continue to be supported under IDP II. The discussion below highlights some key issues related to decentralization and provides a framework for IDP II to promote the decentralization process under the POP/FP III Project.

The central level should support and sustain commitment for decentralization

Visible top-level support is important to legitimize any changes that would be introduced by the decentralization process. Currently, the NPC/TS maintains a commitment to decentralization. However, the process of decentralization needs to be further defined and operationalized in order to promote the NPC/TS's efforts to strengthen planning and management at governorate level, and to demonstrate their interest and willingness to adopt changes in the population program that would ensure better use of limited resources and result in better family planning services.

Population planning and policy making at the national level should reflect priority needs of the local level

The NPC/TS has made progress by developing a national population plan. However, there is a need to improve planning processes at such intermediate levels as regions and governorates so that local managers can better determine priority family planning and population needs, identify strategies for meeting those needs, and feed back results to the NPC/TS for inclusion in national population plans and policies.

Some degree of autonomy, authority, and responsibility should be transferred to governorate level

Some degree of autonomy in planning and decision making is required for effective decentralization at the local level. Moreover, the transfer of responsibility and authority is meaningless unless adequate capacity, as in knowledge and skill, is also decentralized.

Under the IDP I, several appropriate steps in this direction have already been taken. Although some tasks have been partially decentralized, there is a need to better define the division of authority between the center and the periphery, one which allows the NPC/TS to guide and focus overall development but which gives the NPC/G offices room to maneuver in responding to local needs.

III. DETAILED DESCRIPTION OF IDP II SUBPROJECT ACTIVITIES

A. SUBPROJECT GOAL AND PURPOSE

IDP II Goal

The overall goal of the IDP II Subproject is to contribute to reducing the population growth rate by assisting the GOE in achieving lower fertility, specially the reduction in TFR from 3.9 in 1992 to 3.5 in 1997.

IDP II Purpose

The purpose of IDP II is to increase the level and effective use of contraception by: 1) strengthening the capacity of NPC to plan, coordinate and report on family planning activities at the national and the local levels; 2) developing activities aimed at broadening the base of community support for family planning; 3) planning, soliciting, and funding needed applied biomedical, policy, and programmatic studies; 4) disseminating the results of such research to program managers and policy makers; and 5) formulating and promoting national policies on population and family planning with emphasis on such issues as medical restrictions, private sector constraints, and ministry level obstacles to cost recovery.

B. IDP II IMPLEMENTATION STRATEGY

The present NPC development strategy, supported by USAID, UNFPA, and other donor agencies, involves a process of functional redesign and implementation supported by a variety of technical assistance inputs, training, commodities, minor renovation and special activities, e.g., research studies and development support grants. As the institutional development process continues, some adjustments in inputs, activities and outputs are expected as a result of emerging experience, evolving priorities and opportunities,

including the discovery and remediation of unanticipated problem conditions as they occur.

Given the need for USAID and other donor agencies support to be closely coordinated for maximum impact, the NPC will involve all donor agency officials in the review and feedback process on assistance to be provided by each organization to insure continuing agreement of all parties. Based on this process, it has been mutually agreed that the IDP II subproject will provide major assistance to NPC in selected areas and minor assistance in other areas. In conformance with this shared role in development assistance, IDP II support consists of the following major initiatives at the NPC/TS and NPC/G level:

- service statistics
- information management
- decentralized management
- policy development and outreach
- research management

The IDP II will continue to build upon the systems that were initiated under the USAID-funded IDP I Project. Technical assistance in biomedical, operations, and other research will also be made available through IDP II to the implementing agencies (SDP/MOH, SIS/MOI, THO, RCT, CSI, and private sector), to assist them in designing and conducting research projects. This assistance, aimed specifically at family planning service delivery activities, will support IDP II efforts to institutionally develop the central NPC/TS Research Management Unit in order that it more effectively perform its research planning, coordinating and oversight responsibilities. Funds for applied research (programmatic and biomedical) will be made available to implementing agencies and universities through IDP II.

However, the success of IDP II depends greatly upon the ability of NPC to overcome past problems in staffing NPC/TS and NPC/G offices with permanent full-time personnel. Reliance upon part-time temporary staff will have to be changed. Borrowing from the already too limited pool of Egyptian population/family planning specialists of other agencies is not a long-term viable solution to the institutional strengthening of the NPC nor is it helpful to other population/family planning agencies in Egypt who must sometimes

give up their best staff. Dependence upon ad hoc task groups to perform many important NPC functions should be limited to only those functions appropriate for task groups to perform. Permanent full-time NPC staff can then provide the continuity and follow-through capability that task groups cannot provide. Inadequate salary and allowance levels are resulting in the employment of under-qualified personnel and high turnover among the limited number of higher quality personnel attracted to NPC service. This is a problem that is only solvable by the GOE. NPC will put emphasis to solve this major problem area.

The IDP II strategy will consist of making improvements in planning and coordination capacities at central and governorate level, improve the quality of service statistics and other programmatic information, utilization of information for program planning and evaluation, and finally an active role in policy outreach.

The size and complexity of the NPC institutional development effort requires that it be systems-oriented and appropriately phased in to insure adequate lead-time requirements and linkages among the inter-dependent components. This will help to insure a cost-effective, rather than counter-productive, approach to NPC development.

Of particular concern to the IDP II is the institutional development of NPC/G offices which can have greater potential impact on Egypt's population problems than central GOE bureaucracies as NPC/G's operate in a more "reality-based" environment and can directly influence programmatic decision-making at the local community level.

Successful implementation of the IDP II depends, as a first step, on the design of detailed and realistic implementation plans and budgets, which will be done on an annual basis with quarterly reviews and up-dating. Implementation plan formats will include specific activities and output targets quantified whenever possible, to provide precise benchmarks against which implementation progress can be clearly measured and reported upon each quarter.

The IDP II Director will have primary responsibility for implementation planning and budgeting; however, these activities will be delegated in so far as possible, to mid-level managers and NPC/G offices to facilitate their involvement and "ownership" in plans to be implemented. The IDP Resident Management and Planning Advisor and Research Management Adviser will assist in facilitating the development of high quality plans and budgets, including the development of planning and budgeting skills.

While the utilization of academic institutions to develop, conduct and evaluate scientific, technical and managerial training courses has its appropriate place in overall development efforts, the IDP II will give emphasis to the design and conduct of in-house job-specific competency-based training (CBT) courses. Based on job-specific and person-specific training needs assessments, project staff, working closely with Egyptian and foreign training specialists, will design specific curricula and related training materials, conduct training of trainers for courses that they themselves will not teach, and/or will directly train NPC/TS, NPC/G and implementing agency staff in the areas identified above and described in the Project Training Plan below. Training courses will be decentralized to regional and governorate levels whenever possible, to be conducted as close to regular job work sites as possible. The IDP II staff, with Egyptian and foreign technical specialists, will evaluate courses and follow on performance of trainees for the purpose of improving the training curricula, the performance of trainers, to discover follow-on remedial training needs of staff, and to assist staff in achieving acceptable levels of performance. The IDP II in-house approach to training is designed to produce more cost-effective results in raising the performance levels of existing NPC/TS and NPC/G staff.

C. IDP II PROJECT OUTPUTS

1. STRENGTHENING SELECTED COMPONENTS OF THE TECHNICAL SECRETARIAT

A critical priority for the NPC/TS is to play a leadership role in population policy formulation and planning, implementing agency coordination and evaluation at national

and regional levels, and population and operations research. However, this requires a major change in organizational structure, staffing, operating policies and procedures, and a decentralized management approach characterized by delegating greater fiscal, planning, and evaluation responsibilities within NPC/TS units as well as to the NPC/G offices. New improved working relationships with other GOE agencies at national and local levels, and with the private sector, need to be developed.

To enhance the capacity of NPC/TS departments to perform better planning and coordination, the IDP II will stress on upgrading and strengthening the following major areas:

1. Service statistics reporting system and utilization of information for program planning
2. Population program monitoring and evaluation at national and governorate levels
3. Population Information Management
4. Research management
5. Population policy analysis and formulation

The major focus of the IDP II Project will be to initiate a decentralized management environment, whereby NPC/G staff will be responsible for taking a lead role in planning and coordination at the governorate level. The NPC/TS capacity will be strengthened to support the expanded role of NPC/Gs in a decentralized environment. The NPC/TS will also need to take a much more active role in formulating policies and their subsequent implementation.

a. Promotion of Decentralized Management

In the past, NPC/G offices have complained about the lack of control over the activities of the implementing agencies in their region. Planning and coordination are based on persuasion and good will. The influence of the NPC/G offices on implementing agencies is

variable, and is strongly influenced by the support provided by the governor. In some governorates, implementation agencies basically develop their own governorate targets (based on the targets developed centrally for the implementing agency as a whole) and pay little or no attention to NPC/G targets. In other governorates, NPC/G, with the backing of the Regional Population Council, which is headed by the governor, has substantial persuasive power. In at least one governorate, problems in convincing a local implementation agency director to attempt to meet the (higher) NPC/G target led to his removal by the governor. A more uniform mandate for the NPC/G offices in domains such as target setting is desirable, coupled by NPC doing good credible target setting.

A substantial problem faced by the NPC/G offices is their complete lack of fiscal autonomy. The local offices receive only a meager allowance for running the day-to-day operations. Planning, budgeting, fiscal management are severely hampered by the centralized control of funds. The lack of local funds for NPC/G sponsored activities also decreases its leverage with local implementing agencies.

An important outcome of IDP II will be a decentralized management system whereby the NPC/G offices will be responsible for planning, budgeting, and resource allocation. This process will help in increasing their clout at the local level and improve their capacity to better coordinate activities of implementing agencies. However, the decentralization will be phased over a period of time.

The NPC/TS will need to carry out an assessment of operating costs at the NPC/G offices. The results of this assessment will help the NPC/G offices in obtaining adequate financial resources from the Government of Egypt to fulfill their expanded planning, follow-up, evaluation, and fundraising responsibilities.

b. Service Statistics

The NPC/TS has developed a system for collecting service statistics using TA-8 forms from various family planning service delivery and distribution agencies. In each

governorate, the data are expected to be inputted in the TBDES (the Bilingual Data Entry System) and a copy of the file sent to the NPC/TS. The Service Statistics Department of the NPC/TS is responsible for developing monthly reports.

Under the IDP II Project, a revised TA-8 form, for collecting service statistics, will be implemented nationwide. The service statistics units of all implementing agencies will receive training in the use of TA-8 forms. The NPC/G offices will receive training in the use of service statistics data for program evaluation and planning. The quality of service statistics data will be improved through supervision. IDP II will conduct periodic "audits" (at least twice a year) to validate the service statistics reports from governorates. At least 4 to 6 governorates will be audited to assess the quality and integrity of the service statistics data twice a year.

c. Information Management

In the original IDP I plan not much attention was paid to the development of information collection, processing and dissemination. Strengthening of institutional capacity in these areas was within the domain of UNFPA project. However, the original design of IDP I was changed to include resources for creating a Population Information Center (PIC), and to develop an extensive Population Data System (PDS).

PIC includes both an elaborate display area and a library/resource room. PIC staff have already been trained to provide briefings, and to assist center users in finding reference materials. In addition, IDP I has provided partial funding for the NPC Media Center, a unit that produces video tapes, slides, documents, and other materials.

Presently, PIC has no strategy or plan for attracting visitors to its displays, for taking mobile displays to schools and other facilities, or for linking the NPC's population information resources to other population-related organizations in Egypt.

The Population Data System (PDS) consists of a computerized data system that brings together up-to-date information on population growth, characteristics and distribution, as well as service statistics, to facilitate NPC's planning, monitoring and program evaluation. The data base currently includes the following files on a user-friendly, menu-driven system: basic population data, population projection and vital statistics, nuptialty, fertility, education, labor force, family planning, household characteristics and conditions, and economic and health conditions. Efforts are underway to extend the data files to include governorate-level information, and to ensure that permanent NPC/TS staff are able to manage and up-date the data base. The IDP II Project will develop strategies whereby the information from both PIC and PDS is made readily available to the NPC/G offices and other agencies. Also, a periodic newsletter will be developed to disseminate key population-related data.

IDP II will improve the capacity at both central and NPC/G offices to collect, process, and analyze service data. The NPC/TS and NPC/G offices will also maintain population data bases providing information on various demographic indicators. The NPC/TS staff and NPC/G staff will be assisted in developing information repositories that maintain data from various client surveys that will be undertaken under the POP/FP III Project. For example, under the Private Sector Initiatives (PSI) subproject of POP/FP III, various surveys will be undertaken to assess consumer satisfaction with services and to measure the impact of promotional campaigns on behavioral change. The NPC offices will be responsible for the dissemination of information through meetings or newsletters.

d. Policy analysis and policy/regulation reform

Despite a recognition of the need to adopt aggressive family planning program strategies, certain laws and regulations prevail which inhibit the expansion of service delivery. A number of factors continue to inhibit the expansion of family planning services and contribute to chronic low demand for services. In the private sector, certain policies place private commercial providers in direct competition with free or subsidized services. The IDP II Project will assist the NPC/TS and NPC/G to develop strategies for overcoming

various legal and regulatory constraints during the life of the project. IDP II will provide resources to NPC/TS to take a lead in initiating a policy dialogue that is required to seek consensus of different agencies.

The IDP Project will receive technical assistance from OPTIONS Project for the development of strategies for overcoming various legal and regulatory constraints during the life of the project.

e. Research Management

The Research Management Unit (RMU) of NPC will carry the lead responsibility in developing and managing a program of applied research that is responsive to the issues of concern to the other implementing agencies (SDP/MOH, SIS/MOI, THO, RCT, CSI, and the private sector). The RMU will have a unique responsibility for policy research design, implementation, and analysis. The RMU will be responsible for: coordinating family planning research activities; developing a research agenda; stimulating and managing a program of contracted research; assisting the other implementing agencies in the design, implementation, and analysis of specific studies; carrying out policy analyses; coordinating the dissemination of research results; preparing materials for dissemination; organization dissemination workshops, seminars, publishing research results in Egyptian and international journals; and arranging policy briefings. IDP II will undertake the following major tasks:

- **Research Strengthening:** RMU will be responsible for identifying, developing, and funding research studies in the priority areas. Guidelines that were developed under the IDP I Project for proposal development, research monitoring, and evaluation will be updated and disseminated among the research community. The RMU will also provide training to researchers from the POP/FP III implementing agencies as well as other NGOs and research institutions in research methods and proposal writing.

- **Monitoring and Evaluation:** RMU will develop policies and guidelines for monitoring and evaluation. The RMU staff will receive training in the monitoring of study quality. The RMU will also fund 4 to 6 “audits” twice a year to validate the service statistics reports from the selected governorates. This particular activity will be carried out with the service statistics department staff of the NPC/TS.
- **Information and Dissemination:** The RMU will strengthen its capacity in planning and implementing information dissemination activities that promote the use of research for service quality improvement and expansion as well as the development of population policy. Special courses will be held to assist researchers and investigators in writing up scientific papers for publication in national and international peer-review journals, as well as to present findings at national and international conferences.
- **Operations Procedures:** The RMU will complete the operations manual and its implementation.
- **Development of Information Resources:** The RMU will be responsible for developing a research information database. The PIC will be responsible for cataloguing and disseminating Egypt-specific family planning research.

Throughout the project, each of the implementing agencies will need to undertake operations and bio-medical research to support implementation and quality improvement activities, as appropriate. RMU will provide support for these studies in several ways: 1) by subcontracting studies to outside institutions and 2) by providing technical assistance to other implementing agencies or universities to carry out their own studies. RMU will also provide assistance to each implementing agency to develop an OR agenda. For the Ministry of Health, for example, these could include topics such as assessment of client profiles, client satisfaction, patient flow, inventory bottlenecks, staff turnover, male attitudes towards family planning, impact of quality improvement program on contraceptive prevalence, etc. The assistance to SIS-IE&C subproject may be in the areas

of assessing characteristics and behavior of particular market segments or the impact of specific messages in those markets.

The RMU staff will bear a special responsibility for developing policy implications of significant research findings. Some of the research funded by RMU may include such issues as legal/regulatory barriers to specific contraceptive methods, or the costs and cost-effectiveness of private commercial sector strategies. The major outputs of the IDP II will include:

Proposal development and review procedures: The RMU will develop criteria for grants awards, develop proposal review and selection guidelines, convene proposal review committees, make funding decisions and monitor technical and financial performance of both subcontracts and grants. The RMU will provide TA to grantees in proposal development, if needed. The RMU will conduct several workshops a year to provide training in proposal writing and research management.

Financial management procedures: At least one course a year will be conducted in grants and financial management by RMU for research institutions. The RMU staff will also develop or revise financial management and monitoring procedures that focus on monitoring grantees' compliance with GOE and AID requirements and on identifying areas where grantees need assistance to bring them into compliance.

Fund Research: The RMU will fund clinical and programmatic research every year. The research studies will reflect national or regional priorities. A national committee will meet at least twice a year to set or review research priorities.

Technical monitoring and dissemination of results: The RMU staff and consultants will provide technical monitoring and back-stopping to grantees during implementation, as needed. RMU will provide assistance to research institutions in shaping grantee research reports to highlight their policy relevance. The RMU staff and consultants will conduct several workshops a year for developing skills of researchers in effective dissemination.

DHS Survey: RMU will fund the DHS III survey that will begin in January 1995. The Research Specialist and the RMU staff will work closely with the agency responsible for conducting the survey.

Promotional Materials: Develop, print, and disseminate materials promoting RMU and the national research priorities.

Service statistics "audits": Conduct "audits" in 4 to 6 governorates semiannually to validate service statistics reports.

f. Policy Outreach

Sharing information is key to formulation and implementation of policies to enhance access to voluntary family planning services. The IDP II project will put special emphasis on information dissemination activities that will be executed throughout the life of the project to maintain a broad-based awareness of population development processes. Information dissemination will take, but is not limited to, two principal formats: the development and distribution of informational materials and person-to-person exchange of information through central and regional policy workshops, meetings, and working sessions, etc. NPC will work closely with the SIS-IE&C subproject as well as the private sector to develop materials and dissemination strategies.

The IDP II will develop a consensus of opinion among a broad representation, a key to achieving policy objectives. In addition to government officials, NPC will work with the private sector and special interest groups to identify progressive individuals and decision makers who hold enough power to influence policy development.

The IDP II will ensure that periodic national and regional policy workshops are organized and convened to discuss national policies and regulations related to population growth and

family planning service delivery. The workshops will promote policy dialogue and consensus-building among policy leadership groups through the exchange of information on current issues, findings, and conclusions. The workshop participants will include key decision makers and program managers from both the private and public sector. A policy workshop could include: policy dialogue and consensus-building among policy leadership groups; presentations of the cost-benefit, cost-effectiveness and expenditure analyses; and, review of alternative budget allocation strategies. A dissemination seminar on legal and regulatory reform could include the following topics: review of the ways in which laws and regulations restrict or constrain access to services; discussion of ways in which government can improve the environment for private sector provision of services; and, development of recommendations for reform.

g. Policy initiatives for Private Sector Development

Expanding Choice of Methods: To maximize the usefulness of the commercial sector to the overall national family planning program, a broad range of modern contraceptive methods should be available in retail pharmacies and from private practice physicians. Currently, injectable and mini-pill contraceptives are unavailable in the commercial sector.

Copper T380A IUDs, the IUD for which all MOH and RCT physician training has been designed and implemented, is not available in the commercial sector beyond soon-to-be exhausted USAID-provided supplies. Low dose oral contraceptives have been inconsistently available in the commercial marketplace because of stock outages from local production. These constraints to broad range method availability have been largely due to GOE pricing policies and/or pharmaceutical product registration requirements. IDP II will initiate an active policy dialogue among various agencies (including private sector) that affect pricing and availability of contraceptives through commercial outlets.

Rational Segmentation of Market: NPC/TS will take lead in undertaking a rational segmentation of family planning market. The three sectors within the Egyptian National Family Planning Program that deliver family planning products and services include: the public sector, the private voluntary or non-profit sector, and the commercial or for-profit

sector. Each has its special strengths to contribute to achieving the goals of the overall national family planning program. Each also has areas of weakness.

To ensure the most effective use of future government, donor, and consumer resources for family planning, it makes sense to the efforts of each sector in the areas of its strengths and among the groups of consumers who are its most appropriate targets financially. The IDP II will promote the development of a segmentation strategy among the public, PVO, and commercial sectors for family planning service delivery in Egypt.

Coordination and Linkages: NPC/TS will also explore, when appropriate, possible linkages with the new USAID-funded cost recovery in health care project. Technical assistance will be provided to include family planning services in newly organized HMOs or other fee-for-service institutions. Similarly, mid- to large private employers will be engaged in a discussion so that they can cover the family planning costs of their employees under the existing health insurance programs.

1.1 Major Outputs from NPC/TS Initiatives

The major outputs of this component will include:

1. Reorganized NPC/TS structure that promotes decentralized management
2. Strengthened capacity to develop population policies
3. Strengthened capacity to perform quality program monitoring, coordination and evaluation
4. Strengthened capacity to fund, monitor, and evaluate research studies
5. Strengthened capacity to engage in a proactive policy formulation

1.2 Major Inputs for NPC/TS Initiatives

The major inputs to support this component of the IDP II Project will include:

1. Egyptian and foreign technical assistance (see Technical Assistance Plan below)
2. Institutional costs of designing, conducting and evaluating competency-based training courses. (see Training Plan below)
3. Financial assistance for office furniture and equipment. (see Commodity Procurement Plan below)
4. Financial assistance to support activities which serve to help coordinate IDP II work planning and implementation.
5. Financial assistance for travel and related expenses of central Project staff and consultants, and related meeting fees, to support the field oriented and labor intensive work of developing 26 NPC/G offices to an acceptable level of performance.
6. Financial assistance to fund Development Support Grants (DSG's) at the governorate level.

2. STRENGTHENING THE GOVERNORATE OFFICES: DECENTRALIZATION OF POLICY, PLANNING, AND MANAGEMENT

a. Planning and Coordination

Under IDP II, the NPC/G offices will have greater authority in the governorate-level planning and resource allocation. The NPC/G offices will take lead in the coordination of the local family planning program implementing agencies. Periodic meetings will be held with the representatives of public and private sector agencies to establish local and regional population priorities and to identify effective programmatic strategies.

The NPC/G offices, in selected governorates, will be responsible for facilitating the POP/FP III private sector initiative by generating political support for continuing education,

marketing and promotional activities. The NPC/G offices along with the Regional Population Councils in other governorates will be responsible for developing their own initiatives for promoting private sector. These offices will also actively support interim training/continuing education strategies that enhance the quality of services from private providers.

b. Service Statistics: improved quality and greater utilization

The data collection will be strengthened at the governorate level. Each governorate office will establish guidelines for the collection of service data from implementing agencies as well as contraceptive distributors. The NPC/G offices will prepare monthly reports by implementing agencies highlighting contraceptive distribution and provision of services. The service statistics reports will be discussed in periodic meetings with the implementing agencies to track performance against the agency-specific targets. The NPC/G offices will provide service data by implementing agency to NPC/TS.

c. Governorate Development Support Grants

The Governorate Development Support Grants (DSGs) have been highly successful in developing innovative strategies at the local level. However, in the past funds were insufficient to fund all grants, and only governorates with low prevalence were selected. Although such a policy has the advantage of increasing interest in family planning in the neediest regions, it may prove discouraging to governorates which are performing well. Under the IDP II, funds will be provided on a competitive basis to all governorates (see Appendix D for details).

d. Policy Outreach

The NPC/G offices will play a crucial role in conducting policy outreach. The offices will mobilize intersectoral commitment for the population planning at the local levels. Also, the NPC/G offices will play a crucial role in policy deployment. As policies of national

magnitude are developed by the NPC/TS, NPC/G offices will coordinate with local implementing agencies as well as other agencies to ensure proper implementation.

The NPC/G offices will also initiate the development of policies of local importance. For example, the NPC/G offices will engage the local medical or pharmacy training institutions in a dialogue to ensure that family planning education is imparted to students.

2.1 Major Outputs from NPC/G Initiatives

The IDP II initiative at the governorate level will produce the following outputs:

1. NPC/G offices will be organized, staffed and functioning according to documented performance standards.
2. Strengthened capacity to produce quality population plans at the governorate level, including coordination and oversight of IA Population related planning.
3. Strengthened capacity to perform quality program monitoring, coordination and evaluation.
4. Strengthened capacity to perform population sector personnel planning, and to plan, coordinate and evaluate population training programs and activities.
5. Designing, monitoring and evaluating population development projects, including collaborative project planning, coordination and oversight with donor agencies.
6. Collecting, processing, and validating service statistics reports. Service statistics system will utilize TA-8 form.

2.2 Major Inputs for NPC/G Initiatives

The following inputs will be required to support the NPC/G initiatives:

1. A redesigned organizational structure and staffing plan for NPC/G offices.
2. Upgraded and/or new position descriptions for all personnel assigned to NPC/G offices.

3. Official GOE recognition of NPC/G offices, their organization structure, personnel and budgets, as permanent rather than temporary entities.
4. Improved quality and quantity of NPC/G office space to provide more appropriate working environment for personnel who are expected to exercise leadership roles among the various agencies involved in population programs.
5. Installation of office systems and procedures, including orientation and training of clerical staff.
6. Improved office working conditions, including more appropriate office furniture and equipment. This will include microcomputer hardware and software to support the Population Information System and Service Statistics.
7. More complete staffing of NPC/G offices, with staff trained in administrative-management knowledge, skills and attitudes according to their individual job requirements in order for them to function at a reasonable standard of performance. This will require competency-based training courses and special on-the-job training arrangements described below.
8. A rationalized and documented system for monitoring and evaluating the implementation of population plans and the capacity to produce timely, accurate and complete reports on the status of plan implementations and impacts.
9. Completed governorate development support grants that demonstrate improved, more cost-effective, approaches to population and family planning program development, that fill important gaps in the delivery of family planning services, and/or increase useable knowledge about how to improve service delivery.
10. The design, conduct and evaluation of job-specific competency-based training courses in the following technical, management and administrative areas:
 - Population Dynamics
 - Contraceptive Technology
 - Population Planning
 - Program Monitoring and Evaluation
 - Program Supervision and Management, including MIS
 - Leadership & Team-Building
 - Financial Management

- Office Management
- Microcomputer Operation
- English Language
- Training of Trainers (TOT)

IV. MASTER IMPLEMENTATION PLAN AND SCHEDULE CHART

TABLE 1: MASTER IMPLEMENTATION PLAN & SCHEDULE

ACTIVITY/SUB-ACTIVITY	RESPONSIBLE	CY 1994				CY 1995				CY 1996				CY 1997	
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
1. Prepare & Approve Implementation Plans & Budgets															
Plans & Budgets															
1.1 Overall 13 year implementation plan		■													
1.2 Annual detailed plan		■	■			■	■			■	■				
2. Review & approve implementation plans and budgets															
2.1 NPC			■		■				■				■		
2.2 USAID			■										■		
3. Training Activities															
3.1 Population Dynamics				■				■				■			
3.2 Contraceptive Technology update					■						■				
3.3 Population Planning							■								
3.4 Program M&E						■				■					
3.5 Program supervision and Management + MIS							■					■			
3.6 Leadership & Team Building				■	■										
3.7 Financial Management					■			■							
3.8 Office Management					■					■					
3.9 Micro computer Operation				■	■			■			■		■		
3.10 English Language															■
3.11 Training of Trainers															
3.12 Training in Research Methods, Grants Management, & Dissemination															

CY=Calendar Year

TABLE 1: MASTER IMPLEMENTATION PLAN & SCHEDULE

ACTIVITY/SUB-ACTIVITY	RESPONSIBLE	CY 1994				CY 1995				CY 1996				CY 1997	
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
4. Institutional Development Activities															
4.1 Population Information System Mgt.															
4.2 FP Service Statistics															
4.3 Financial Mgt.															
4.4 Project Management															
4.5 Research Management/Evaluation															
5. Reporting Activities															
5.1 Monthly Financial															
5.2 Quarterly Progress Reports															
5.3 Annual Progress Report															
6. Evaluation Activities															
6.1 Annual Self Evaluation															
6.2 Mid-Term External Evaluation															
6.3 End of Project Evaluation															
6.4 Annual Audit/Reviews															
7. Dissemination/Policy Dialogue															
7.1 National Research Review Committee															
7.2 Research Review Committees															
7.3 Policy Development Workshops															
7.4 Annual Conferences															
7.5 Distinguished Lectures															

V. MAJOR PROJECT ACTIVITIES

A. TRAINING PLAN

B. COMMODITY PROCUREMENT PLAN

C. TECHNICAL ASSISTANCE PLAN

D. SUBPROJECT PLAN

A. TRAINING PLAN

1. Participant Training

The I/G&S sponsored participant training plan for NPC is included in Table 2. Four NPC officials and staff will participate in short-term participant training in (1) Policy Development, (2) Strategic Planning, (3) Management and Computer Applications, and (5) Research Process.

Monitoring and Follow-up: A participant training information system at the I/G&S Contractor's Office will include for each participant: name, position title, gender, worksite location, training activity attended, training site, training dates, and training activity/content description. Additional requirements from the USAID/Cairo Office of Education and Training will be observed, including all reporting requirements.

The IDP II management and planning specialist and/or the research specialist will conduct an on-the-job visit to all participants within three months of return from the training activity, to ascertain their practical use of the information, skills and/or attitudes derived from the experiences. The specialists will respectively review the content of training activity in light of the participant's job responsibilities.

A simple and effective evaluation/follow up tools and procedures for post training follow up of participants will be designed as part of POP/FP III Project Management Handbook section on participant short-term training to be used by the IDP II specialists. A second follow up visit using the same procedures will take place within 9 months of the participant's return. This information will become part of the participant's training record maintained at the I/G&S Office.

TABLE 2
PARTICIPANT TRAINING PLAN
NPC

Topic/Position	Year 1 July 94- June 95	Year 2 July 95- July 96	Year 3 July 96- June 97	Total
Senior NPC Official/Policy Development (Policy research/analysis; Policy formulation, planning and implementation, IDP)	1	0	0	1
Senior NPC Planning Specialist/Strategic Planning (Analysis and needs Assessment, Planning methods and techniques, resource consideration, IDP)	0	1	0	1
NPC Management & Operations Specialist/Management including Computer use (Systems Approach to management development strategies/methods; computer applications to operations and management, IDP)	0	0	1	1
NPC Research Management Specialist/Research Process (Priority- Settings Resource mobilization, Research design, Data Management, Study monitoring; Results Dissemination, RMU)	1	0	0	1
Total	2	1	1	4

2. Invitational Travel

The POP/FP III Coordinating Committee will use criteria determined during the pre-implementation stage to prioritize and allocate invitational travel among implementing agencies and sub-projects. Outlined in Table 3 are suggestions for I/G&S sponsored invitational travel plan for 4 NPC officials to disseminate NPC's experience and lessons learned outside of Egypt.

**TABLE 3
INVITATIONAL TRAVEL PLAN
NPC**

Topic/Position	Year 1 July 94- June 95	Year 2 July 95- July 96	Year 3 July 96- June 97	Total
Presentation at APHA Cost-Benefit Analysis of various modes of FP Service Delivery/Senior NPC Evaluation Specialist	0	1	0	1
Presentation at APHA Lessons learned from USAID/Egypt funded population and family planning program	0	1	0	1
Presentation at APHA Egypt's Computerized National FP Statistical Reporting System/NPC Statistics Specialists	0	1	0	1
Presentation at NCIH/PAA Development of Women Leaders as sources of FP information/ NPC GCOW coordinator	1	0	0	1
Total	1	3	0	4

3. In-Country Training

Table 4 provides a detailed in-country training plan. Previously successful participatory competency-based training (CBT) methods will be utilized for in-country training courses. This method specifically focuses on the precise knowledge, skills and attitudes required to perform a job, function or task successfully, and builds upon existing levels of competency to achieve desired competency levels with efficiency and cost-effectiveness. The process of designing, implementing and evaluating CBT includes:

- A. **Assessment of Job Functions and Tasks.** The knowledge, skills and attitudes needed to perform jobs at an acceptable level of competency are defined. This information is utilized in designing well-targeted, needs-directed training curricula and in recording baselines for training evaluation purposes.
- B. **Design of competency-based training curricula.** This is based on training needs assessments to cover essential knowledge, skills and attitudes needed to perform defined jobs competency. Competency-based curricula includes general and specific learning objectives, a detailed description of the precise knowledge, skills and attitudes needed to satisfy the learning objectives, and active learning skills development exercises. A learning process is prescribed to achieve each objective and includes the step by step methods to be employed by the trainer and the trainee in achieving the learning objectives.

A competency-based curricula package also includes instructions for the trainer and the trainee on how learning exercises are to be performed; training materials and aids to assist the trainer and trainee to administer and/or perform the learning exercises; and a set of evaluation instruments and procedures to be used by the trainer and the trainee in evaluating the achievement of competence, including the overall effectiveness of the training and the demonstrated impact of training on job performance.

- C. **Training of Participants.** This includes NPC/TS, NPC/G office directors, research specialists and administration staff, and IA staff. IDP II will undertake

activities for further development of NPC training capacity to support NPC/G development activities; provision of training in policy research, analysis, and formulation; and continue training activities to maintain and upgrade skills in, population program planning, monitoring and evaluation, population dynamics, contraceptive technology update, financial management, leadership and team building, research methodology, office management, information systems and computer applications, and training of trainers.

- D. Management of Training:** Training activities represent a large proportion of the overall IDP II workload. NPC/G Office Directors will be designated as the managers of IDP's training activities and will attend a Management of Training course, together with designated Project Office Training staff. The course will include techniques for conducting training needs assessments and training evaluation; and organizing and coordinating training activity logistics. Skills in managing all aspects of training activity logistics will be practiced during the course and after training. It is expected that NPC training managers will provide more efficient coordination of IDP training activities. Under IDP II, logistical support for training activities is expected to be more efficient and the overall NPC training system will be strengthened, including record keeping and reporting on the number, kind and location of personnel trained.
- E. Training of Trainers:** Highly skilled, effective trainers are key to the success of any training activity. Excellent trainers are produced from a highly capable training of trainers institution and it is expected that the Institute for Training and Research in FP, Alexandria, (ITRFP) will fulfill this critical support role for the NPC training system i.e. feeding the NPC training system with highly competent skills-directed trainers. NPC/G office directors and training specialists will attend training of trainers (TOT) workshops at ITRFP. NPC will have a letter of agreement with the ITRFP to provide training courses.

Various cadres of highly skilled trainers will result from these TOT activities. NPC trainers will be proficient in adult training methods and their application to the skills and ideational requirements of the varying course objectives and

outcomes. It is expected that ITRFP-TOT courses will be specifically tailored to prepare NPC trainers to successfully conduct courses which produce trained personal to competency fulfill their job tasks.

- F. **Training Evaluation.** Documentation of trainee gains in knowledge, skills and attitudes by comparing post-training tests and on-the-job performance measures to baseline data, and administering remedial and refresher training, or redesigning the training, when competency expectations are not met.

TABLE 4
TRAINING PLAN

TRAINEE	COURSE TOPIC	NO. TO BE TRAINED	NO. PER COURSE	NO. OF COURSES	COURSE DURATION	COURSE LOCATION	COST PER COURSE	TOTAL COST
1. NPC/G office Directors	Management of Training	25	25	Year 1-1	1 week	ITRFP Alex.	6,000	6,000
2. NPC/G Office Directors & Training Specialist	Training of Trainers	50	25	Year 1-2	2 weeks	ITRFP Alex.	12,000	24,000
3. NPC/G Office Directors & Staff	Contraceptive Technology Update	100	25	Year 1-2 Year 2-2	4 days	Regions	4,500	18,000
4. NPC/G Office Directors & Staff + Governorate Statistics Specialists + NPC/TS	Population Dynamics	50	25	Year 1-2	1 week	ITRFP Alex.	6,000	12,000
5. NPC/G Office Directors and Staff, Governorate Planning Specialists + NPC/TS	Population Planning	75	25	Year 1-1 Year 2-2	1 week	ITRFP Alex.	6,000	18,000
6. NPC/G & NPC/TS/Governorate Personnel	Leadership & Team Building	75	25	Year 1-1 Year 2-2	1 week	Regions	8,000	24,000

**TABLE 4
(Continued)
TRAINING PLAN**

TRAINEE	COURSE TOPIC	NO. TO BE TRAINED	NO. PER COURSE	NO. OF COURSES	COURSE DURATION	COURSE LOCATION	COST PER COURSE	TOTAL COST
7. NPC/G office Admin. Staff	Office Management	40	20	Year 1-1 Year 2-1	10 days	Regions	8,000	16,000
8. NPC/TS & NPC/G	Pop. Info. System Use & Appl.	60	20	Year 1-1 Year 2-1 Year 3-1	3 days	NPC	2,400	7,200
9. NPC/TS Statistics Sp. & NPC/G Statistics Sp.	Computer Applications	90	10	Year 1-3 Year 2-3 Year 3-3	1 week	CDC Cairo	2,400	21,600
10. Governorate Local Population Council Members	Local Pop. Planning Workshops	3000	40	Year 1-25 Year 2-25 Year 3-25	3 days	Governorates	2,000	150,000
11. Pop. and FP Research Community	Research Methodology (OR, biomedical, presentation skills)	180	20	Year 1-3 Year 2-3 Year 3-3	10 days	Regions	13,333.33	120,000
12. Potential Grantees Research & DSG's	Grant Management	50	25	Year 1-1 Year 2-1	3 days	Cairo	3,000	6,000
13. Pop. and FP Policy Makers/IA's	Policy Development Workshops	180	30	Year 1-2 Year 2-2 Year 3-2	3 days	Cairo	3,600	21,600
14. IDP II Staff, NPC/TS Financial Staff	Financial Management and Procedures	25	25	1	1 week	Cairo	6,000	6,000
TOTAL								450,400

B. COMMODITY PROCUREMENT PLAN

The IDP II will provide LE 400,000 for commodities to be procured locally. Commodities to be procured are described in Tables 5 & 6 below; which include:

TABLE 5
COMMODITY PROCUREMENT PLAN

COMMODITY	ESTIMATED COST	
	US\$	LE
1. IDP II Central Office	68,000	110,000
2. Governorate Offices	15,000	290,000
TOTAL	83,000	400,000

The procurement of all commodities financed under the IDP II will be in full compliance with all relevant GOE and USAID laws and regulations. Further, the IDP II will utilize GOE regulations which for, local procurement, which include competitive tendering for purchases that exceed LE 2,000 in cost.

The IDP I has provided NPC/G offices and NPC/TS with PS 2/30 computers and IBM printers to assist NPC in office automation. However, ever since, the IDP has been requested by both NPC and USAID-Cairo to (1) Upgrade the Population Information Center (PIC) capabilities, (2) Produce Population Databases (PDB), and (3) Computerize the FP service statistics data entry, collection and analysis. This later task, not only required fast data retrieval capabilities, but also created major databases for the 4,600 plus FP service outlets in the 26 governorates in Egypt.

For IDP II to upgrade, compliment and sustain previous gains in information systems, the following list of equipment would be a minimum requirements with the hope that UNFPA management project at NPC would compliment the MIS/PIS.

The I/G&S contractor will procure the following commodities from the U.S. in the first year of the project:

COMPUTERS

Ten personal computers model 486 DX2 with 8 MB RAM, 300 - 450 MB Hard disk, 66 MHz speed, SVGA, 3.5" and CD-ROM internal Drivers, low emission 14-15" colored HD monitors and preferably pentium-ready mother boards for future upgrading, will be needed as follows:

- 2 Department of Statistics
- 4 IDP II Project staff and consultants
- 2 Research Management Unit (RMU)
- 2 Population Information Center (PIC)

One Power Macintosh 8100, 32 MB RAM, 1 GB hard disk, CD ROM, 21 inch monitor for Population Resource Center

PRINTERS

- 2 Printers (high speed dot matrix), 1 laser printer for Dept. of Statistics
- 1 Printer and 1 laser printer for PIC
- 1 Printer and 1 laser printer for RMU
- 2 Printers and 2 laser printers for IDP II Project Office
- 1 Scanner for PIC

PHOTOCOPIERS

IDP has provided NPC/G offices and some department at NPC/TS with office type photocopiers. There still is a need for IDP II to provide 6 photocopiers as follows:

- 1 Department of Statistics
- 1 Research Management Unit (RMU)
- 1 PIC/Resource Center/Library
- 1 Department of Monitoring and Evaluation
- 1 Department of Planning/Training
- 1 Department of Governorate Operations

TABLE 6
NPC/IDP II DETAILED COMMODITY LIST
(LOCAL PROCUREMENT)

Commodity Description	Qty.		Unit Cost	TOTAL COST
	NPC/TS	NPC/G	LE	LE
Lockable Filling Cabinets	8	52	200	12,000
Lockable Storage Cabinets	8	52	200	12,000
Phone Lines	1	26	3,500	94,500
Telephone Instruments/Intercom.	9	26	300	10,500
Book Cases	8	52	350	21,000
Paper Cutters	4	0	500	2,000
Electric Punching Machines	4	0	1,000	4,000
Electric Binding Machines	4	26	1,500	45,000
Stationary				
IDP II Project Office		74,667	0.15	11,200
Governorates		32,000	0.15	120,000
TBDES New Service Statistics National forms		856,000	0.05	42,800
Air Conditioners	5	0	5,000	25,000
TOTAL				400,000

C. TECHNICAL ASSISTANCE PLAN

The following long-term and short-term technical assistance is required to successfully implement the IDP II Project.

Long-Term Resident Technical Specialist:

- a. Management and Planning Specialist (Foreign)
- b. Research Specialist (Foreign)

The Management and Planning Specialist will assist the NPC's to improve planning, management and evaluation systems in order for it to plan, coordinate and report on family planning activities at the national and local levels. Emphasis will be placed on the NPC governorate initiative. As appropriate and indicated, the specialist will coordinate and collaborate with the UNFPA-supported project which will focus on development of the Technical Secretariat. The Management and Planning Specialist will have the following duties and responsibilities:

- a. Assist the NPC to develop the overall three year implementation plan, annual implementation plans and supporting budgets.
- b. Ascertain short-term technical assistance requirements, prepare scopes of work and identify suitable consultants.
- c. With the Secretary General of the NPC, assess current strengths and weaknesses of management within the Technical Secretariat and, in collaboration with the UNFPA-supported project at the Technical Secretariat, identify those areas where USAID support should continue at the Technical Secretariat (e.g., in improving service statistics systems), prepare a development plan for the unified, targeted support of the Technical Secretariat over the life of the project.

- d. Working closely with the Secretary General and the Project Director, support the UNFPA project in assisting the NPC to fulfill its mandate and to develop its departments and functions.
- e. Advise and assist in the development of information coordination from service sources, research sources, from policies and regulations and from international sources. Assist in the analysis of this information for family planning strategies in Egypt.
- f. Review the coordination function of the NPC and its Secretariat and assist in the development of approaches to sector coordination which are comprehensive, acceptable and operational.
- g. Assist and advise the Secretary General on the role and function of the governorate level NPC offices in relation to the general mandate and specific purposes of the NPC.
- h. Meet with NPC leadership regularly for review of institutional progress and "course corrections".
- i. Assist the NPC in coordinating technical assistance, conferences, etc. in the policy sphere at both the national and governorate levels.

The Research Specialist, in close collaboration with the NPC Management Specialist, will assist the RMU to enhance its planning and management capacity. The specialist will also assist the RMU to generate improved information on various aspects of Egypt's family planning program for family planning managers and policy makers. Specifically the specialist will:

- a. Review NPC responsibilities and commitments in research with the Secretary General and the Director of the Research Unit. Based on this review develop priorities and schedules for such research.
- b. Assist the RMU to develop its section of overall IDP II implementation plan, annual implementation plans and supporting budgets for its subproject.
- c. Advise and assist the NPC Technical Secretariat in preparing administrative protocols to guide the preparation of research Requests for Proposals (RFPs) and subsequent review of proposals.
- d. With the RMU Director, strengthen the NPC information center by organizing and maintaining a catalogue of all population and family planning documents available in Egypt.
- e. With the RMU Director, develop technical criteria to be applied in considering research proposals, and the format governing the application, review and monitoring process. Assist in the review of proposals.
- f. Advise in staff development for an effective, competent research and evaluation group.
- g. Assist staff to develop their analytical skills in extracting data of value to the NPC and to present information in a useful format. Advise on training for secondary analysis of existing data banks of interest to the NPC. Determine training needs of the RMU and coordinate participant training in areas such as research process.
- h. Provide advice and guidance to other implementing organizations on various impact and evaluative studies they are undertaking and assist selected staff of these organizations with design and implementation of operations research studies.

- i. Coordinate short-term technical assistance in applied biomedical research, operations and programmatic research, and management.
- j. Assist in preparing conferences.
- k. Assist the RMU staff in developing annual project workplans and budgets.
- l. Ascertain short-term technical assistance requirements for the RMU, prepare scopes of work and identify suitable consultants.

Short-Term Technical Assistance

Whenever possible, qualified Egyptian nationals will be employed as short-term consultants. Foreign technical assistance will be utilized only when appropriately qualified Egyptians are unavailable. It is understood that USAID and NPC will review and approve all technical assistance personnel prior to their utilization.

The IDP II will require approximately 264 work months of Egyptian technical assistance and 14 work months of foreign technical assistance as described in Table 7. The short-term technical assistance includes the following categories:

- **Policy Analysis**

Policy analysis specialists will assist NPC in population policy formulation, policy planning, policy research, and policy implementation at the national, governorate and local levels.

- **Training and Curriculum Development**

Training and curriculum development specialists will assist NPC in developing TOT for management of training with emphasis on development of local and regional training capacity.

- **MIS/PIS**

Management information systems/population information system specialists assist NPC in developing a master plan for meeting the data needs for strategic decision-making and planning and further develop national information collection and data-processing systems including the institutionalization, the production, and analysis of annual and special FP financial/cost studies reports.

- **Population Planning**

Population planning specialists will assist NPC in developing and coordinating comprehensive strategic and long-range population plans that supports the expansion and targeting of FP services, improve the quality of services, building community support for FP, and expanding the financial base at the national and governorate levels.

- **Program Evaluation Specialist**

Program evaluation specialist will assist NPC in developing program evaluation capacity at NPC/TS to support NPC/G and implementing agencies activities.

- **Operations Research**

Operations research specialists will assist NPC in identifying and prioritizing research in population and FP that would result in a program of research directed at answering critical questions. They will also follow-up on the implementation of the research projects.

- **Population Information Resources Development**

Population information resource specialists will assist NPC in developing a master plan to maximize the use of the Population Information Center including the development of a data base to catalog Egypt specific FP research and to provide access to research findings and their application worldwide.

TABLE 7
TECHNICAL ASSISTANCE PLAN
(Level of Efforts in Work Months)

	Project Start-up 10/93-6/94	PY 1 (1994/95)	PY 2 (1995/96)	PY 3 (1996/97)
A. EGYPTIAN SPECIALISTS				
Policy Analysis	0	7.2	7.2	7.2
MIS/PIS	0	24	24	24
Training and Curriculum Development	0	7.2	7.2	7.2
Population Planning	0	7.2	7.2	7.2
Program Evaluation	0	9.6	9.6	9.6
Operations Research ⁴	0	32.4	32.4	32.4
Resources Development	0	0.4	0.4	0.4
TOTAL	0	88	88	88
B. FOREIGN SPECIALISTS				
Policy Analysis	0	1	1	0
MIS/PIS	1	1	1	0
Training and Curriculum Development	1	1	0	0
Population Planning	0	1	0	1
Program Evaluation	0	2	0	0
Operations Research	0	1	1	0
Population Information	0	1	0	0
Resources Development	0	0	0	0
TOTAL	2	8	3	1

⁴ Includes both programmatic and biomedical research

D. SUBPROJECT MANAGEMENT PLAN

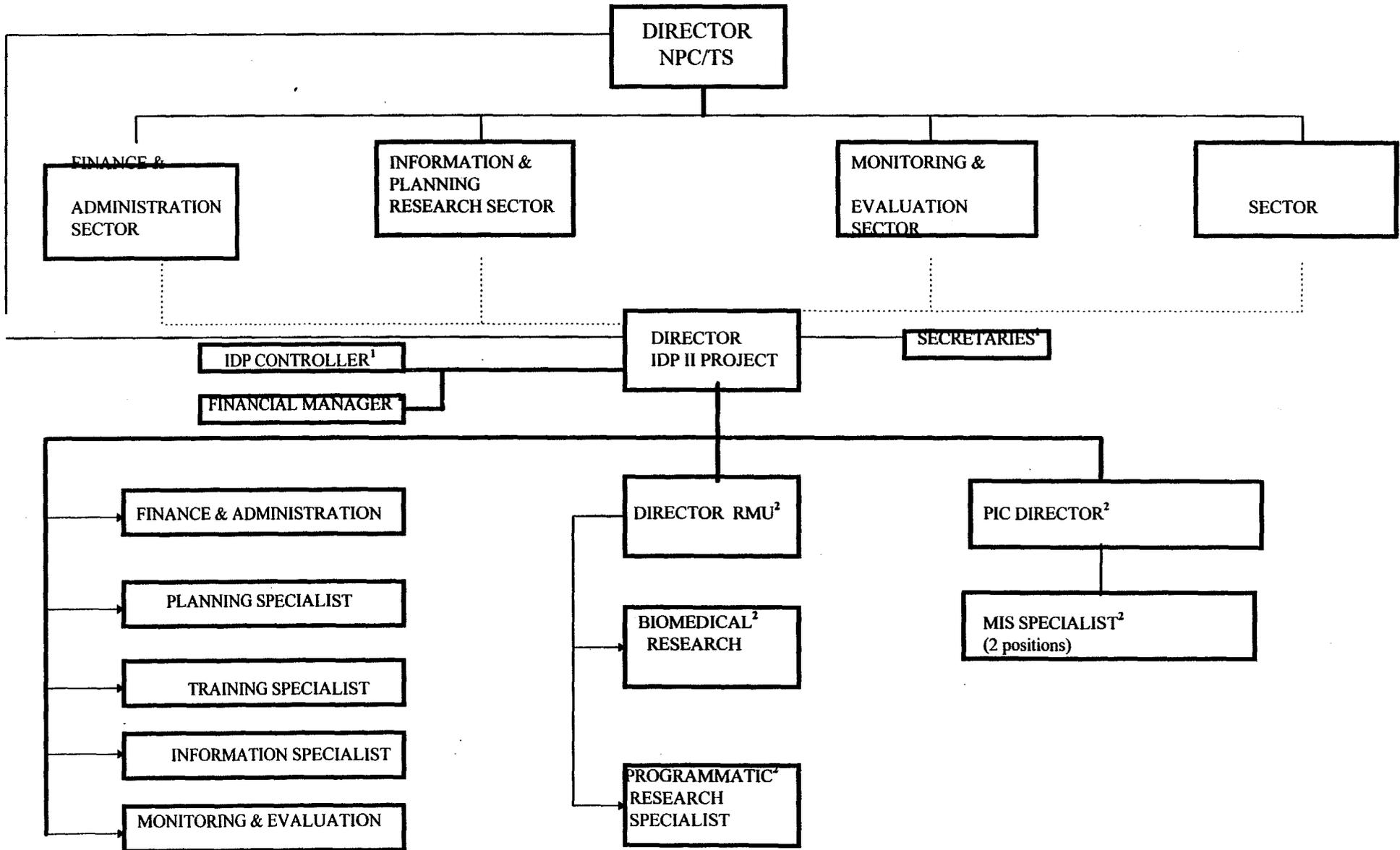
The NPC Secretary General will appoint a senior level NPC officer as Project Director to exercise continuing project management responsibility, to supervise the central IDP II project office and to generally oversee the day-to-day management of the Project. The Project Director will have full responsibility and authority to supervise IDP II implementation, including follow-up monitoring and assessment, and will prepare, and or review and approve, IDP II implementation progress reports. The NPC/TS will assign/appoint directors and senior level technical specialists for RMU, PIC, and other components that will be interfacing with the IDP II Project. The IDP II Project will remunerate IDP II project funded secretaries, IDP Controller, Financial Manager, and local technical consultants.

The IDP II staff and consultants will perform initial and on-going institutional development needs assessments of NPC/TS and NPC/G offices; assist with workshops to prepare implementation workplans and budgets; provide follow-up assistance to workshop participants in workplan implementation, monitoring reporting, and evaluation as needed. They will also take remedial actions as necessary to insure that each NPC/TS unit and NPC/G office develops an acceptable level of functioning by the end of the IDP II project.

The IDP II central project office will work directly with NPC/TS Units and NPC/G offices to facilitate IDP II implementation. Work with NPC/G offices will require considerable travel and time spent in the field.

It will be the responsibility of the IDP II Director to coordinate development planning and implementation activities with UNFPA supported projects in a manner that avoids any mixing and overlapping of inputs, activities, and outputs. A central office will be established and staffed according to the following organization plan:

FIGURE 1: NPC/TS AND IDP II ORGANIZATIONAL STRUCTURE AND STAFFING



Note: 1. Project Staff 2. Vacant, NPC Staff not yet assigned

JOB DESCRIPTION

JOB TITLE: FINANCIAL MANAGER (NPC/TS Office)

GENERAL FUNCTION (PURPOSE)

Coordinates and monitors all financial aspects of the IDP II Project at the NPC/TS and NPC/G level in accordance with approved IDP plans and procedures and according to GOE regulations.

DUTIES AND RESPONSIBILITIES

- Provides financial information to IDP II Director for purposes of planning annual activities for IDP II
- Oversees the budgeting process involved in the IDP annual implementation
- Under the direction of the IDP Project Director and in consultation with the IDP II Financial Controller designs financial systems improvements
- Assists the Project Director in the preparation of the Reimbursement Request Form
- Responsible for completing the annual Host Country Contribution report to USAID
- In coordination with the IDP Financial Controller is responsible for ensuring that appropriate internal control systems are in place to safeguard assets and ensure the accuracy and reliability of accounting data
- Monitors systems for the procurement of assets to ensure that GOE rules and donor agency rules are followed
- Responsible for drafting of all IDP II office directives regarding accounting procedures and controls
- Responsible for ensuring that management policies as well as donor agency policies are followed with regard to the expenditure of funds

- Under the direction of the IDP II Project Director coordinates all financial management information request from donor agencies
- Monitors the expenditure of funds at the governorate level
- Analyzes expenditures patters to ensure that funds being dispersed for program activities are being utilized in a cost-effective, efficient manner
- Coordinates all internal and external audits of IDP II activities
- Responsible for developing systems to conduct internal audits of IDP financial activities
- Ensures that all donor agency financial reports are prepared on a timely basis and performs other financially related duties at the request of the IDP II Project Director

QUALIFICATION REQUIREMENTS

- Minimum Bachelors degree in accounting or equivalent
- three years experience as finance director
- Demonstrated written and verbal skills in English
- Experience with USAID funded projects and requirements
- Supervisory experience

JOB DESCRIPTION

JOB TITLE: IDP Controller (NPC/TS Office)

GENERAL FUNCTION (PURPOSE)

Supervises all financial aspects of the IDP II at the NPC/TS and NPC/G level in accordance with approved IDP plans and procedures and according to the GOE regulations, and coordinates activities with the IDP Financial Manager.

DUTIES AND RESPONSIBILITIES

- Reviews and approves all requests for payments for the expenditure of funds at the IDP II central office level ensuring that all necessary authorizations have been obtained and appropriate documentation is in place to support the expenditures.
Specific responsibilities include:
- Coordinates all activities with the IDP II office Financial Manager
- Responsible for ensuring that accounting records are kept accurately and according to IDP II procedures
- Supervises IDP II office accounting personnel
- Coordinates with the Ministry of Finance Accounting Manager to ensure that MOF authorizations and reviews of documents are completed on a timely basis
- Provides financial information to the IDP Financial Manager for purposes of planning annual activities and budgets
- Responsible for the dissemination and implementation of all central IDP office directives regarding accounting procedures and controls

- Responsible for the preparation of the following financial reports:
 1. monthly IDP Expenditure/Budget Report
 2. monthly Reconciliation of Cash Report
 3. monthly Expenditure Report to USAID
- Monitors and ensures receipt of the month-end reports from each Governorate
- Reviews and approves month-end bank reconciliation form
- When applicable trains NPC/G and NPC/TS financial staff

QUALIFICATION REQUIREMENTS

- Bachelors degree in accounting or equivalent
- Five years experience as an accountant in a GOE agency
- Supervisory experience (desirable)

VII. MONITORING AND EVALUATION PLAN

The IDP II aims to strengthen the capacity of NPC to: plan, coordinate and report on FP activities at the national and local level; develop activities aimed at broadening base of community support for FP, solicit and fund needed biomedical, applied, policy and programmatic studies; and disseminate the results of such research to program implementers and policy makers, and formulate and promote national policies on Population and FP. It proposes to accomplish this by: further development of NPC's leadership role in population policy and strategy formulation, policy planning, and policy implementation at the national and governorate level; encouragement of NPC/G offices to take a proactive role in planning and identification of resources to support the expansion and targeting of FP services; expand and improve the design of DSG's; and further development of NPC training capacity to maintain and upgrade the skills needed to accomplish the above mentioned aims of the project. The IDP II requires careful monitoring and evaluation to ensure effective project management and the achievement of intended outputs and impact. Project monitoring will utilize performance indicators on project implementation and serve as basis for in-depth evaluation. Summative evaluations will assess project impact. Formative evaluations will provide guidance for modifications and amendments to project structure, staffing, and financing.

MONITORING AND REPORTING

The IDP II Director project coordination committee and key project staff and consultants will provide on-going monitoring of project implementation activities against approved implementation plans and targets.

The central project office and respective NPC/TS and NPC/G offices will prepare Quarterly Project Financial and Activity Implementation Progress Reports covering all project activities. The content and format of these reports will be in accordance with guidelines

provided by USAID and will include the requirement that planned targets and schedules will be compared to actual performance and any performance deficiencies explained.

At least once annually, NPC, UNFPA and USAID will jointly conduct a thorough review of NPC development status, including IDP II implementation status, in conjunction with the preparation, review and approval of the following year's detailed IDP II implementation plan and budget.

IMPACT EVALUATIONS

The Demographic and Health Survey (DHS), currently scheduled for 1996, will substantiate project impact. This extensive survey will provide baseline and final impact information which follows the same exacting methodology as the previous DHSs of 1980, 1984, 1988 and 1992. The DHS provides the most salient and valid mechanism to measure achievement of the overall population program and especially the POP FP III goal and purposes.

INTERIM AND FINAL EVALUATION

A formative interim evaluation will be conducted between 18 and 24 months into the overall POP/FP III Project. It will be used as the basis for modifying and amending the POP/FP III and the IDP II subproject design, if needed. This interim evaluation will focus on the critical points of: relevance, efficiency, institutionalization and sustainability. These concerns include, but are not limited to:

- **Efficiency:** A major thrust of the interim evaluation is to survey and analyze market segmentation to ensure that the project resources are being used most effectively in pursuit of the subproject's goal.

- **Sustainability:** Progress toward sustainability of the NPC/TS and NPC/G offices program will be one of the interim evaluation's primary concerns. It will analyze policy implications; local support; effect of the subproject on long-term sustainability of the sub-project's various components.
- **Institutionalization:** Assessment will be made by the interim evaluation on the extent to which the IDP II is achieving its institutionalization objectives.
- **Relevance:** The evaluation will examine the continuing relevance of the subproject to POP/FP III's overall emphasis on consolidation and the avoidance of redundancy.

The final evaluation will have many of the same emphases. It will focus on documenting lessons learned over the life of the subproject and to establish priorities for any follow-up program for funding by the GOE or other donors. To do so adequately may involve a retrospective review of the POP/FP II (IDP I) subprojects.

SPECIFIC ASSESSMENTS AND EVALUATIONS

Individualized assessments and evaluations may be required for special elements of the subproject. These will be carried out as required and will be designed to address specific issues and concerns. Such studies will include among others, operations research studies described elsewhere in this paper.

AUDITS

The NPC will undergo a **financial audit** on alternating years as a means to assist in upgrading its financial management policies and practices and to allow rapid correction of any financial management shortcomings.

VIII. USAID CONDITIONS AND APPROVALS

Conditions precedent to USAID disbursement of funds to the National Population Council (NPC) are as follows:

First Disbursement: Prior to any disbursement or to the issuance by USAID of any commitment documents under this Agreement, the NPC shall, except as the Parties may otherwise agree in writing, furnish to USAID, in satisfactory form and substance, a statement of the names and titles of the persons authorized to act as the representatives of the NPC, together with a specimen signature of each person specified in such statement.

Disbursement for Local Costs Incurred by Implementing Agencies: Prior to disbursement of funds, in any GOE fiscal year, the NPC agrees to present evidence, satisfactory to USAID, that the NPC has made available from its own resources, funds to cover normal supplemental premium pay (*AGR-IDAFI*) for NPC management and technical staff (central and governorate level of the project, commencing with GOE fiscal year 1994/95).

Overall Three Year Implementation Plan: Prior to USAID disbursement of project funds for the implementation of this subproject under an implementing agreement (PIL) with the NPC, the NPC must develop an overall Three Year Implementation Plan for the entire grant period. The multi-year Implementation Plan will include a detailed equipment procurement plan. No commodities will be procured by the NPC until USAID approves the NPC's detailed commodity procurement plan, including adequate supporting specifications unless USAID agrees otherwise in writing. The Multi-year Implementation Plan will also include participant and in-country training plans in accordance with Mission Order 10-1. No project training will be carried out by the NPC until USAID approves the NPC training plan, unless USAID agrees otherwise in writing.

Subsequent Detailed Implementation Plans: Prior to each subsequent year's disbursement of IDP II funds, the NPC will develop a Detailed Annual Implementation Plan for that year's activities, for USAID's approval.

Notification: When USAID has determined that the conditions precedent specified above have been met, it will promptly notify the NPC.

Terminal Dates for Conditions Precedent: If the conditions specified above are not met within a reasonable date of this Agreement, USAID at its option, may terminate this Agreement by written notice to the NPC.

The Following Special Covenants Shall Apply: The National Population Council shall be responsible for the overall coordination of the Population/Family Planning III Project and will cooperate with the appropriate ministries, agencies and institutions involved in family planning.

Payment by the NPC of Taxes, Tariffs, Duties and Other Levies: This Agreement shall be free from any customs duties, taxes, employer social insurance assessments, and other levies imposed under laws in effect in the Arab Republic of Egypt. Specifically, (i) any contractor financed under the Grant, (ii) any personnel of any such contractor, (iii) any personal effects (including personal vehicles) of any such personnel, (iv) any equipment, materials or other property provided or used under the Grant, (v) any work or services performed under the Grant, or (vi) any transaction (including any commodity procurement) financed under the Grant, shall be exempt from identifiable taxes, tariffs, duties or other levies (including social insurance assessments) imposed under the laws in effect in the Arab Republic of Egypt.

If any taxes, tariffs, duties or other levies (including employer social insurance assessments) are imposed in violation of the above requirements, the NPC shall, unless otherwise expressly

provided in Project Implementation Letters, pay the same with funds other than those provided under the Grant.

For purposes of this Section (i), each reference to "contractor" shall be deemed to include any individual (who is not a citizen or permanent resident of the Arab Republic of Egypt) or organization (which is not organized or incorporated under the laws of the Arab Republic of Egypt) performing work or services, or supplying commodities, under any agreement financed under the Grant (including contracts, grants, cooperative agreements, subcontracts, and subagreements under grants and cooperative agreements); and (ii) each reference to "personnel" shall be deemed to include all individuals (whether contractors or employees of contractors) performing work or services, or supplying commodities, under any agreement referred to in the preceding clause who are not citizens or permanent residents of the Arab Republic of Egypt, and all family members of such individuals.

Documentation Required for Duty-Free Importation of Commodities and Personal Effects: The NPC agrees that it shall provide to the Egyptian Customs Authority letters of guarantee and any other documentation required for the duty-free importation of (i) equipment (including vehicles), materials and supplies (hereinafter collectively referred to as "commodities) financed under the Grant; (ii) commodities imported for use in connection with work or services to be performed under the Grant; and (iii) the personal effects of foreign contractor resident advisors referred to above. Such letters of guarantee shall provide for payment, by the NPC for which commodities or contractor personnel personal effects are imported, with funds other than those provided under the Grant, of all customs duties and other taxes imposed on such commodities and such personal effects, which are not exempted from customs duties or re-exported.

Quarterly Progress Reports: Quarterly financial and implementation progress reports will be prepared by the NPC and submitted to USAID on all project activities measured against targets and mile posts in the subproject Implementation Plan. These reports will form the

basis for quarterly meetings with NPC and USAID project staff to review progress, resolve problems and revise the multi-year and annual implementation plans as needed.

Prior USAID Approvals: The following subproject implementation actions shall require USAID review and approval prior to implementation:

- Expansion of central project office space
- Employment of short-term local technical assistance personnel.
- US and third-country training activities and trainees.
- Governorate level project implementation plans.
- Host country procurement actions requiring USAID approvals according to the standard USAID regulations.

Project Evaluation: The NPC agrees to establish an evaluation program as part of the subproject. Except as the NPC and USAID otherwise agree in writing, the program will include, during the implementation of the subproject and at one or more points thereafter:

- Evaluation of progress toward attainment of the objectives of the subproject;
- Identification and evaluation of problem areas or constraints which may inhibit such attainment;
- Assessment of how such information may be used to help overcome such problems; and

- Evaluation, to the degree feasible, of the overall development impact of the subproject.

Abortions and Involuntary Sterilization: The NPC agrees that no A.I.D. funds made available under this Project will be used for:

- Payment for the performance of abortions as a method of family planning, or to motivate or coerce any person to practice abortion;
- Payment for the performance of involuntary sterilization, or to offer or provide any financial incentive to any person to practice sterilization; or
- Payment for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning.

APPENDIX A
LOGICAL FRAMEWORK MATRIX

LOGICAL FRAMEWORK MATRIX

Narrative Summary	Objective Verifiable Indicators	Means of Verification	Assumptions
<p><u>Goal:</u> To assist the Government of Egypt in achieving the goal of lower fertility</p>	<p>Reduction in TFR from 3.9 in 1992 to 3.5 in 1997</p>	<p>Demographic and Health Survey</p>	<ol style="list-style-type: none"> 1. Availability of FP services high quality and accessible. 2. Availability of appropriate mix of contraceptives. 3. Age of first marriage remains consistent or rises. 4. Socio-political and economic conditions continue to favor lower fertility.
<p><u>Purpose:</u> Increase in CPR to 53 percent and decrease in extended use failure rate to 7 percent</p>	<p>Strengthening capacity of NPC by:</p> <ul style="list-style-type: none"> • better planning and coordination • better service statistics • increased community support • funding research studies • better information dissemination • increased policy outreach 	<ol style="list-style-type: none"> 1. DHS surveys 2. Project records and reports 3. Review of NPC output documents 4. Survey of implementing agencies 5. Site visits 	<ol style="list-style-type: none"> 1. Continued strong GOE policy support and mandate to strengthen population/FP programs. 2. Willingness of GOE to allow restructuring of NPC/TS NPC/G offices to reflect the nature of their operating responsibilities and authorities, and to enable long-term employment of professional quality of staff required. 3. Institutional development activities, supported by different donor agencies are coordinated by NPC/TS to achieve teamwork and to avoid overlap and conflicts.
<p><u>Outputs:</u> 1. NPC/G offices organized, staffed and functioning according to documented performance standards.</p>	<ul style="list-style-type: none"> • Organization charts and staffing plans approved by GOE, available and being followed. • NPC/G offices operating procedures documented and being followed 	<ol style="list-style-type: none"> 1. Project records and reports 2. Site visits/interviews 3. Review of administrative and technical documents 	<ol style="list-style-type: none"> 1. Willingness of NPC top management to delegate responsibilities and authorities to NPC/G offices 2. Upgraded NPC/MIS/PIS is established and functioning.

LOGICAL FRAMEWORK MATRIX

Narrative Summary	Objective Verifiable Indicators	Means of Verification	Assumptions
<p>2. Strengthened capacity to produce quality population plan at the national and governorate level.</p> <p>3. Strengthened capacity to perform quality program monitoring, coordination and evaluation</p> <p>4. Strengthened capacity to perform population sector personnel planning, and to plan, coordinate and evaluate population training programs and activities.</p> <p>5. Strengthened capacity to design, monitor and evaluate population development projects, including collaborative project planning, coordination and oversight with donor agencies.</p> <p>6. Strengthened capacity to perform policy research, analysis and formulation functions.</p> <p>7. Strengthened capacity to plan coordinate and manage research.</p>	<ul style="list-style-type: none"> • Comprehensive Annual NPC/G plans prepared on timely basis, complete, and accurate. • Current 5 year plan updated on timely basis • New 5 year plan prepared on timely basis. • Quality and timelines of quarterly and annual monitoring and evaluation reports • NPC staff trained in TOT and management and evaluation of training programs • NPC staff trained in project design, supervision and evaluation • NPC staff involved in on-going policy research analysis, dialogue and formulation • Policy research and analysis reports with recommendations for policy improvements. • Annual workshops held to discuss and update research priorities with reports published and distributed. • Training courses to upgrade skills in management, planning and evaluation of research • Procedures manual for planning, coordinating and evaluating research • Quality and timeliness of annual reports on research plans and priorities • Research study reports distributed available and being used 	<p>4. Monthly, quarterly and annual IDP II progress and financial reports</p> <p>5. NPC/MIS/PIS reports</p> <p>6. Evaluation studies</p>	<p>3. NPC assigns an adequate number of qualified staff to project office.</p> <p>4. Adequate level and quality of TA is provided to, and accepted by NPC.</p>

LOGICAL FRAMEWORK MATRIX

Narrative Summary	Objectively Verifiable Indicators			Means of Verification	Assumptions
8. NPC/MIS/PIS developed and functioning to satisfy the data and other information needs of NPC/TS and NPC/G offices	<ul style="list-style-type: none"> • Population and service statistics outputs matches data input specifications of NPC/TS and NPC/G planning, monitoring and evaluation systems • NPC staff trained in data processing, retrieval and analysis. • PIC operating according to documented procedures. 				
Inputs:	<u>Work Months</u>	<u>US\$ (000's)</u>	<u>LE(000's)</u>	<ul style="list-style-type: none"> • Project records and reports 	1. Actual NPC resource contributions as planned 2. NPC complies with USAID and GOE regulations on resource use. 3. NPC financial accounting reports are accurate and timely.
1. Technical Assistance	140				
Foreign	260				
Egyptian			855.0		
2. Training			450.4		
3. Commodities		83.0	400.0		
4. Project Administration			1,748.6		
5. DSG's			2,419.0		
6. Research			2,013.5		
7. IE&C			826.0		
8. Policy outreach workshops			300.0		
9. Service Statistics Audits			636.0		
10. DHS			2,040.5		
11. Host Country Contribution (HCC)			5,367.0		
TOTAL	404	83.0	17,056.0		

APPENDIX B

**GOE/NPC APPROVAL OF FUND TO COVER
NORMAL SUPPLEMENTAL PREMIUM PAY
"AGR-IDAFI" FOR NPC MANAGEMENT WITH
GOE FISCAL YEAR 1994/95**

APPENDIX C

NPC/G OFFICES STAFFING STATUS AS OF JANUARY 1994¹

1. A new NPC/G Office was Established in South Sinai , May 1994, to make total NPC/G Offices 26

TABLE 15
NPC/G OFFICES STAFFING STATUS - JANUARY 1994

A. OFFICE DIRECTORS

GOVERNORATE	PLANNED	ACTUAL				
		Perm.	Seconded	Contract	Temp.	Total
Cairo	1	1	0	0	0	1
Alexandria	1	0	1	0	0	1
Port-Said	1	1	0	0	0	1
Suez	1	0	1	0	0	1
Ismailia	1	1	0	0	0	1
Kalyoubia	1	0	1	0	0	1
Gharbia	1	0	1	0	0	1
Beheira	1	1	0	0	0	1
Dakahlia	1	1	0	0	0	1
Sharkia	1	1	1	0	0	1
Monoufia	1	0	1	0	0	1
Kafr-El-Shaikh	1	0	0	0	0	1
Demiata	1	1	0	0	0	1
Giza	1	0	0	1	0	1
Fayoum	1	0	1	0	0	1
Bani-Suef	1	1	0	0	0	1
Menia	1	0	1	0	0	1
Assuit	1	0	1	0	0	1
Sohag	1	0	1	0	0	1
Qena	1	0	1	0	0	1
Aswan	1	0	1	0	0	1
Matrouh	1	0	1	0	0	1
Red Sea	1	1	0	0	0	1
New Valley	1	1	0	0	0	1
Sinai	1	0	1	0	0	1
TOTAL	25	10	14	1	0	25

TABLE 15
(Continued)
NPC/G OFFICES STAFFING STATUS

B. TECHNICAL SPECIALISTS

GOVERNORATE	PLANNED	ACTUAL				
		Perm	Seconded	Contr.	Temp.	Total
Cairo	4	5	0	0	1	6
Alexandria	4	3	0	0	1	4
Port-Said	4	3	1	0	0	4
Suez	4	0	1	0	0	1
Ismailia	4	1	0	0	0	1
Kalyoubia	4	3	0	0	2	5
Gharbia	4	4	0	0	2	6
Behaira	4	2	0	0	1	3
Dakahlia	4	1	0	0	2	3
Sharkia	4	6	0	0	2	8
Monoufia	4	5	0	0	0	5
Kafr-El-Shaikh	4	3	0	0	2	5
Demiata	4	0	2	0	0	2
Giza	4	3	0	0	1	4
Fayoum	4	1	2	0	0	3
Bani-Suef	4	1	0	0	4	5
Menia	4	8	0	0	7	15
Assuit	4	0	4	0	1	5
Sohag	4	4	1	0	2	7
Qena	4	4	2	0	2	8
Aswan	4	0	5	0	0	5
Matrouh	4	0	1	0	0	1
Red Sea	4	0	1	0	0	1
New Valley	4	0	0	0	0	0
Sinai	4	0	1	0	0	1
TOTAL	100	57	21	0	30	108

TABLE 15
(Continued)
NPC/G OFFICES STAFFING STATUS

C. ADMINISTRATIVE STAFFS

GOVERNORATE	PLANNED	ACTUAL				
		Perm.	Secunded	Contract	Temp	Total
Cairo	2	0	0	0	0	0
Alexandria	2	4	0	0	1	5
Port-Said	2	0	1	0	0	1
Suez	2	1	1	0	0	2
Ismailia	2	0	1	0	0	1
Kalyoubia	2	3	0	0	0	3
Gharbia	2	3	0	0	0	3
Behaira	2	2	0	0	2	4
Dakahlia	2	3	0	0	2	5
Sharkia	2	5	0	0	0	5
Monoufia	2	4	0	0	1	5
Kafr-El-Sheikh	2	0	0	0	0	0
Demiata	2	3	0	0	0	3
Giza	2	7	0	0	0	7
Fayoum	2	1	0	0	1	2
Bani-Suef	2	3	0	0	1	4
Menia	2	4	0	0	3	7
Assuit	2	1	2	0	0	3
Sohag	2	2	0	0	4	6
Qena	2	2	1	0	5	8
Aswan	2	2	2	0	0	4
Matrouh	1	0	0	0	0	0
Red Sea	1	0	0	0	0	0
New Valley	1	0	1	0	1	2
Sinai	1	0	0	0	0	0
TOTAL	46	50	9	0	21	80

TABLE 15
(Continued)
NPC/G OFFICES STAFFING STATUS

D. DRIVERS

GOVERNORATE	PLANNED	ACTUAL				
		Perm.	Seco ded	Contract	Temp.	Total
Cairo	1	1	0	0	0	1
Alexandria	1	1	0	0	0	1
Port-Said	1	0	1	0	0	1
Suez	1	0	1	0	0	1
Ismailia	1	0	0	0	1	1
Kalyoubia	1	0	0	0	1	1
Gharbia	1	0	1	0	0	1
Behaira	1	0	1	0	0	1
Dakahlia	1	0	1	0	0	1
Sharkia	1	1	0	0	0	1
Monoufia	1	1	0	0	0	1
Kafr-El-Shaikh	1	0	0	0	0	0
Demiata	1	0	0	0	0	0
Giza	1	0	0	0	0	0
Fayoum	1	0	0	1	0	1
Bani-Suef	1	0	0	0	1	1
Menia	1	0	0	1	0	1
Assuit	1	0	0	0	1	1
Sohag	1	0	0	1	0	1
Qena	1	0	1	0	0	1
Aswan	1	0	0	1	0	1
Matrouh	1	0	0	0	0	0
Red Sea	1	0	0	0	0	0
New Valley	1	0	0	0	0	0
Sinai	1	0	0	0	0	0
TOTAL	25	4	6	4	4	18

TABLE 15
(Continued)
NPC/G OFFICES STAFFING STATUS - JANUARY 1994 (cont.)

E. CLERKS & OTHERS

GOVERNORATE	PLANNED	ACTUAL				
		Perm.	Seco ded	Contract	Temp.	Total
Cairo	1	0	0	0	0	0
Alexandria	1	0	1	0	0	1
Port-Said	1	1	0	0	0	1
Suez	2	0	0	0	0	0
Ismailia	2	2	0	0	0	2
Kalyoubia	1	1	0	0	1	2
Gharbia	1	0	2	0	0	0
Behaira	1	1	1	0	0	2
Dakahlia	2	1	0	0	0	1
Sharkia	1	3	0	0	0	3
Monoufia	1	1	0	0	1	2
Kafi-El-Shaikh	1	3	0	0	0	3
Demiata	1	0	0	0	1	1
Giza	1	2	0	0	0	2
Fayoum	1	3	0	0	0	3
Bani-Suef	2	3	0	0	0	3
Menia	2	1	0	0	0	1
Assuit	1	0	0	0	0	0
Sohag	2	1	0	0	0	1
Qena	2	1	0	0	0	1
Aswan	2	1	0	0	0	1
Matrouh	1	0	0	0	0	1
Red Sea	1	0	0	0	0	0
New-Valley	1	0	0	0	0	0
Sinai	1	0	0	0	0	1
TOTAL	33	25	4	0	3	32

APPENDIX D

**CRITERIA AND APPLICATION FORMAT
FOR
GOVERNORATE DEVELOPMENT SUPPORT GRANTS
(DSG's)**

CRITERIA FOR GOVERNORATE DEVELOPMENT SUPPORT GRANTS (DSG's)

1. Purpose

The purpose of Governorate Development Support Grants is to finance new or innovative activities that result in an increase in the level and quality of family planning services and broaden the base of community support for family planning services. Such innovative activities as community-based outreach, IE&C materials development, policy outreach etc. Will be funded. However, funds will not be used to pay salary supplements or incentives to GOE employees. Additionally, funds will not be used for:

- clinical services
- vehicle procurement, or
- any other procurement which has not been included in this letter

2. Amount and Duration

Small, short term, DSG's will receive preference for funding. In no case may grants exceed LE 100,000 or extended more than 2 years.

3. Format

Activities to be financed by DSG's must appear as elements of approved comprehensive population and family planning plans for the governorate. Grant applications must include the information contained in the attached application format.

4. Application Procedure

Applications for DSG's will be prepared with the assistance of the NPC/G office staff and submitted to the Governor's Population/Family Planning Committee for approval. Approved applications will then be submitted to the IDP director and USAID project officer for final review and approval. Prior to funding a DSG activity, NPC must obtain USAID/IDP II Project Officer concurrence.

5. Accounting and Reporting

Upon approval, funds for DSG's will be transferred to respective governorates and administered in accordance with applicable NPC and USAID regulations. Detailed financial reports on grant expenditures will be submitted regularly by NPC/G offices to NPC/TS. IDP II will include summary information on DSG expenditures in monthly overall IDP II expenditure reports to USAID.

APPLICATION FORMAT

GOVERNORATE DEVELOPMENT SUPPORT GRANT (DSG)

1. Name of Governorate.
2. Date of Submission
3. Title of Activity to be supported
4. through Grant.
5. Purpose of Activity and its significance i.e. justification.
6. Implementing Agency.
7. Grant Manager.
8. Amount of LE requested.
9. Duration of Grant Activity.
10. Activity Description.
11. Expected Results/Targets.
12. Plan for Continuation After Grant
13. Expires.
14. Detailed Budget.
15. Implementation Plan/Schedule.

APPENDIX E
DHS III SURVEY TIMETABLE AND BUDGET

APPENDIX B - TIMETABLE

Egypt Demographic and Health Survey - III

Activities	Dates
<u>Questionnaire Development</u>	
Conception of the survey, development of the questionnaire and translation	January-April, 1995
Training and pretest	May-June 1995
Finalization of the questionnaire	July 1995
<u>Sample Design and Selection</u>	
Development of the sampling frame including updating of selected areas	January-April 1995
Quick count	April-June 1995
Household listing	August-September 1995
Sample selection	September-October 1995
<u>Main Fieldwork</u>	
Training of field personnel	October 1995
Fieldwork	November 1995-January 1996
<u>Data Processing</u>	
ISSA training for data entry	November 1996
Data entry and editing	November 1995-February 1996
<u>Report Preparation</u>	
Preparation of the preliminary report	March 1996
Tabulation, analysis and preparation of final report	March-September 1996
Review and revision of the final report	September-October 1996
Preparation of the summary report	October-November 1996
Preparation of the wallchart	October-November 1996
Printing of the final and summary reports and wallchart	December 1996
Preparation of trends report	January-March 1997
Printing of trends report	April 1997
<u>Other Dissemination</u>	
Preparation of report distribution plan	November-December 1996
National seminar	January 1997
Report and wallchart distribution	January-June 1997
Data users workshop	February-June 1997
<u>Audit</u>	June 1997

LOCAL COST BUDGET
Egypt Demographic and Health Survey - III

B. Detailed Budget

	Number	Unit m=month d=day	Cost per Unit	NPC		MACRO		TOTAL	
				L.E.	US\$	L.E.	US\$	L.E.	US\$
I STAFF COSTS									
1. Senior Staff									
Technical Director									
Full-time	1	18 m	6117			110106	32672	110106	32672
1/2 time	1	6 m	3059	18354	5446			18354	5446
Associate Director	1	12 m	1500	18000	5341			18000	5341
Associate Director	1	12 m	1500	18000	5341			18000	5341
Associate Director	1	12 m	1500	18000	5341			18000	5341
Assistant Director (Survey Operations)									
Full-time	1	18 m	2600	46800	13887			46800	13887
1/2 time	1	6 m	1300	7800	2315			7800	2315
Fieldwork Coordinator	1	13 m	1300	16900	5015			16900	5015
Regional Fieldwork Supervisors	3	9 m	900	24300	7211			24300	7211
Sampling Coordinator	1	6 m	900	5400	1602			5400	1602
Senior Data Processing Expert	1	18 m	1600	28800	8546			28800	8546
Data Processing Coordinator	1	15 m	950	14250	4228			14250	4228
Consultants				25000	7418			25000	7418
2. Administrative/Office Staff									
Senior Statistical Assistants	2	15 m	800	24000	7122			24000	7122
Statistical Assistants	10	13 m	500	65000	19288			65000	19288
Accountant	1	12 m	800	9600	2849			9600	2849
Secretary	1	24 m	800	19200	5697			19200	5697
Secretary	1	18 m	600	10800	3205			10800	3205
Drivers	1	24 m	500	12000	3561			12000	3561
Drivers	1	18 m	300	5400	1602			5400	1602
3. Sampling									
Purchasing Maps	450		60	27000	8012			27000	8012
Updating Maps	450		30	13500	4006			13500	4006
Frame updating									
Training	10	5 d	25	1250	371			1250	371
Supervisors	75		30	2250	668			2250	668
Staff	75		60	4500	1335			4500	1335

100

	Number	Unit m=month d=day	Cost per Unit	NPC		MACRO		TOTAL	
				L.E.	US\$	L.E.	US\$	L.E.	US\$
Quick Count									
Training	115	5 d	25	14375	4266			14375	4266
Supervisors	450		65	29250	8680			29250	8680
Staff	450		170	76500	22700			76500	22700
Quality Control Supervisors	45		65	2925	868			2925	868
Quality Control Supervisors	45		170	7650	2270			7650	2270
Household Listing									
Training	75	5 d	25	9375	2782			9375	2782
Supervisors	715		30	21450	6365			21450	6365
Staff	715		60	42900	12730			42900	12730
Quality Control Supervisors	72		30	2160	641			2160	641
Quality Control Supervisors	72		60	4320	1282			4320	1282
4. Pretest									
Training	15	10 d	25	3750	1113			3750	1113
Supervisors	250		3.25	813	241			813	241
Interviewers	250		9.75	2438	723			2438	723
5. Training									
Supervisors	15	25 d	25	9375	2782			9375	2782
Assistant Supervisors	15	25 d	25	9375	2782			9375	2782
Field Editors	20	22 d	25	11000	3264			11000	3264
Interviewers	80	20 d	25	40000	11869			40000	11869
6. Fieldwork									
Supervisors	13000		3.5	45500	13501			45500	13501
Assistant Supervisors	13000		3.25	42250	12537			42250	12537
Field Editors	13000		3.25	42250	12537			42250	12537
Interviewers	13000		9.75	126750	37611			126750	37611
7. Quality Control									
Supervisors	1300		3.5	4550	1350			4550	1350
Assistant Supervisors	1300		3.25	4225	1254			4225	1254
Field Editors	1300		3.25	4225	1254			4225	1254
Interviewers	1300		9.75	12675	3761			12675	3761

	Number	Unit m=month d=day	Cost per Unit	NPC		MACRO		TOTAL	
				L.E.	US\$	L.E.	US\$	L.E.	US\$
8. Data Processing									
Training									
Supervisors	2	10 d	14	280	83			280	83
Editors/Coders	5	10 d	14	700	208			700	208
Data Entry Clerks	10	10 d	7	700	208			700	208
Entry/Editing									
Supervisors	13000		1.5	19500	5786			19500	5786
Editors/Coders	13000		1.5	19500	5786			19500	5786
Data Entry Clerks	13000		1.5	19500	5786			19500	5786
Verification									
Supervisors	2600		1.5	3900	1157			3900	1157
Editors/Coders	2600		1.5	3900	1157			3900	1157
Data Entry Clerks	2600		1.5	3900	1157			3900	1157
Subtotal Staff Costs				1078064	319900	110106	32672	1188170	352573
II. TRANSPORT/ALLOWANCES									
1. Central office staff	9		1000	9000	2671			9000	2671
2. Updating	75		50	3750	1113			3750	1113
3. Quick count	495		50	24750	7344			24750	7344
4. Household listing	495		50	24750	7344			24750	7344
5. Pretest				500	148			500	148
6. Fieldwork training				1000	297			1000	297
7. Fieldwork									
Pretest	12	15	10	1800	534			1800	534
To/from governorates	495		100	49500	14688			49500	14688
Within PSUs	105	75 d	25	196875	58420			196875	58420
Subtotal Transport				311925	92559			311925	92559
III. PRINTING									
1. Training materials				10000	2967			10000	2967
2. Main Questionnaires				50000	14837			50000	14837
3. Preliminary report (English)	500					4718	1400	4718	1400
4. Preliminary report (Arabic)	500			5000	1484			5000	1484
5. Final report	3000					50550	15000	50550	15000
6. Trends report	1000					10784	3200	10784	3200
7. Arabic summary	3000			15000	4451			15000	4451
8. English summary	3000					23590	7000	23590	7000
9. Wallchart	10000			23590	7000			23590	7000
Subtotal Printing				103590	30739	89642	26600	193232	57339

	Number	Unit m=month d=day	Cost per Unit	NPC		MACRO		TOTAL	
				L.E.	US\$	L.E.	US\$	L.E.	US\$
III. DATA PROCESSING EQUIPMENT/SUPPLIES									
1. Microcomputer systems (Purchase)						30000	8902	30000	8902
2. Bernoulli box 150 MB						4381	1300	4381	1300
3. Microcomputer systems (Rental)	8	4 m	600			19200	5697	19200	5697
4. Software						5055	1500	5055	1500
5. Supplies				3370	1000	3370	1000	6740	2000
6. Maintenance/repair						5055	1500	5055	1500
Subtotal Data Processing				3370	1000	67061	19899	70431	20899
V. INTERNATIONAL TRAVEL									
1. Airfare	2		7903			15805	4690	15805	4690
2. Per diem	2	21	499			20958	6219	20958	6219
3. Travel expenses	2		1267			2534	752	2534	752
Subtotal International Travel						39298	11661	39298	11661
VI. OTHER COSTS									
1. Anthropometric equipment	13		2191			28483	8452	28483	8452
2. Durable materials				10000	2967			10000	2967
3. Office supplies				12000	3561			12000	3561
4. Office equipment									
-Telephone line				3000	890			3000	890
-Fax machine plus fees						9000	2671	9000	2671
-Photocopy machine						18000	5341	18000	5341
5. Courier/Express mail				3500	1039			3500	1039
6. Translation				5000	1484			5000	1484
7. Seminar				10000	2967			10000	2967
8. Shipping anthropometric equipment						5055	1500	5055	1500
9. Shipping reports						21905	6500	21905	6500
10. Shipping computers						2528	750	2528	750
11. Rent (space and equipment)						65000	19288	65000	19288
12. Audit						10000	2967	10000	2967
Subtotal Other Costs				43500	12908	159971	47469	203471	60377
Total				1540449	457107	466077	138302	2006526	595408

APPENDIX F

**RESULTS AND RECOMMENDATIONS OF THE WORKSHOPS ON
SELF-EVALUATION CONDUCTED BY IDP I BETWEEN NOVEMBER 6
AND NOVEMBER 18, 1993.**

**FINAL RECOMMENDATIONS
(FIRST AND SECOND WORKSHOP)**

The problems which encountered the NPC offices in the following areas:

First: Information:

A) Technical problems:-

1. The staf, who are responsible to fulfil and approve the population data at the level of the participating agencies, are not knowledgeable enough of how to gather and to classify the data.
2. The computers are not programmed for the EPTC data entry.
3. The computers are not programmed in order to cover all the technical and administrative office activities.
4. Different procedures to analyze and formatting the population data from one agency to the other along with using variety of forms.
5. The existing forms are numerous.

B) Management problems:-

1. An organizational frame is not in place for the offices. The employees don't have a work manual.
2. No specific specialist officer to gather and provide the information at some implementing agencies.
3. Some agencies disallow providing any information or data concerning their activity.
4. The equipment need regular maintenance.

C) Financial problems:-

1. The long term advance is insufficient to cover the office activities "Maintenance + Transportation".
2. There is no system of incentives to motivate the employees working in the information area.

D) Staffing problems:-

1. Most of the employees are temporary, therefore they can leave the work after being trained and gained the experience if they find another job opportunity.

2. Shortage in the trained technical staff at the implementing agencies.

E) Systems problems:-

1. The office is incapable of producing TA8 outputs of the previous months from the computer after creating a new month.
2. Delays in amending the existing clinics frame in the computer.
3. Need to develop population data basis at the local level.

Second: Training:-

A) Technical problems:-

1. Little experience and questionable skills of the planning officers in the implementing agencies in order to prepare Governorate Population plans.
2. Deficiency in preparing a group of trainers in the office and in the implementing agencies.
3. The TS has no available training plan which is provided annually to the governorates.
4. The offices do not have a training manual to use in preparing training program and training content.
5. The offices have deficiency in training aids.
6. Need for Population Specialist well trained on all aspects of Population work.
7. The English language level is weak.

B) Financial and Administrative problems:-

1. Need libraries in the offices including the most recent books, references and the periodicals which discuss the population problem and the ways to confront it.
2. The IDP has no participant training or study tours.
3. There is no budget to carry out programs covering the local training needs.
4. The office employment is not stable.
5. High error rate in FP statistics because the people responsible for the data are not well trained and because of the instability of the employment.
6. The TS doesn't inform the office upon selecting trainees from the governorate involved agencies.
7. Deficiency in the financial regulations concerning training.

C) Staffing problems:-

1. Need of organizational structure at NPC/G offices which assures the employee stability.
2. The attrition of the office temporary employees after being trained causes deficiency in carrying out the office tasks as needed.

115

3. No attention is given to training some specialities, especially those responsible for Financial and administrative affairs.

D) Organization problems:-

Need an organizational structure at the offices which is formal and approved by the Government. It should be also funded by the ministry of finance.

Third: Monitoring and Evaluation:-

A) Technical problems:-

1. The implementing agencies' data are not accurate and sometimes they are not regularly recorded and documented.
2. The implementing agencies at the local level issue instructions without informing the TS and the offices.
3. Numerous forms and records are used for the same topic which causes difficulties to standardize the monitoring and evaluation procedures and methods.
4. Inability to make sure of the Raadat performance as the specialists are not able to carry out the field monitoring.
5. No standardized follow up systems at the local, regional and central levels and lack of feedback to the localities with the monitoring outcomes.
6. The high attrition rate of the trained employees.
7. Monitoring forms deficiency in describing all the governorate population activities.
8. The monitoring and evaluation reports are not accurate, comprehensive and effective as needed.
9. Delay in receiving some agencies reports which cause that the final reports are not including all the activities.
10. The monitoring process concentrate on the office follow up with minor field visits which causes that these reports are not accurate and do not reflect the actual situation.
11. The reports are not being used for decision making, plan amendment or corrective measures in the involved agencies.

C) Administrative problems:-

1. The staffing needed for monitoring and evaluation are insufficient in some offices.
2. Some agencies are sensitive to accepting the field follow up.
3. The TS does very little follow up of the governorate offices.
4. The centralized management decisions affect the offices in such a way and that

causes the dependence on the central level upon solving any problems.

5. Shortage of FP statistics forms at the unit levels.
6. The governors are concerned with other major local issues and have little time for the population issue.

D) Financial problems:-

1. The approved funds specified for monitoring and follow up are insufficient to cover the field monitoring process expenses (Fuel - transportation - vehicle maintenance - new record copies).
2. The long term advance is insufficient to cover the monthly office supplies specially concerning the travel expenses payment.
3. Delay in paying the Raaidat dues.

E) Others issues:-

1. The NPC office is not represented at the Governorate Executive Committee or at the FP association.
2. The achievement report are requested by numerous agencies for the same period and for the same topics giving data estimates which causes.
3. Sometimes the office is ignored when NPC/TS corresponds with the other agencies in the governorate.

Fourth: Planning:-

A) Technical problems:-

1. Lack of experience and skills of the planning officer at the agencies implementing.
2. The governors were informed with the population strategy prepared by TS but the offices were not.
3. Some agencies fail to include the detailed activities and their implementation time, their costs and the source of funding for their population plans.
4. Delay to provide the updated population data issued from the official sources which affect the problem analysis and forming objectives for the population plan.
5. The view and the awareness of the importance of the population plan is not clear become of to the concerned agencies.
6. Difference in implementation plan timings and the indicator calculations (Users - Births - Death)/annual while planning is fiscal.
7. Determination of the plan need targets is difficult at each participating agency accurately and on timely basis.
8. Difficulty some activities for some agencies.
9. Difficulty in funding and carrying out some local agency activities as of the funds are received each quarter.

B) Administrative and Financial problems:-

1. Some agencies plans are central by prepared and the locals are informed too late and it is impossible to amend it.
2. Some agencies are not being informed with plan amendments at the central level.
3. Shortage of funds at some concerned agencies in order to carry out some basic activities included in the plan.
4. Lack of field follow up of plan activities by the office because of shortage of funds, materials and human sources needed for the monitoring and evaluation.
5. The funds for the workshops to prepare the annual population plan is not always available in the convenient time.

Fifth: Projects:-

A) Technical problems:-

1. Project activities faltering after the grant ends.
2. Lack in project activities field follow up.
3. Lack in studying the project feasibility.
4. During the planning phase, the project objectives were not reasonable.
5. Lack of understanding the poor village concept.
6. Inability to provide a work team compatible with the village conditions.

B) Administrative problems:-

1. The GCOW committee management and supervision experiences are weak.
2. Need a trained full time administrative staff.
3. Transportation was not available regularly for the GCOW committee members to follow up. Also for the clinical team work.
4. There is no available time for the committee members to follow up the project activities.

C) Financial problems:-

1. The amounts specified for the incentives are incompatible with the work needed and the actual financial conditions which cause the refusal of some employees specially the doctors to continue their work.
2. Sometimes the employee incentives in the project are not provided in time as because of procedural delay.

D) Staffing problems:-

Difficulty in finding female doctors who continue to work for the project.

Sixth: Suggestions and Recommendations:-

A) At the TS level:-

a. Concerning the information system:-

1. Carry out training programs in order to increase the employee performance in the implementing agencies for the population data specialists specially those dealing with FP and vital statistics.
2. Standardizing the forms used to gather, classify and analyze the population data in all the concerned agencies.
3. Prepare a manual clarifying the job tasks in the TS and in the offices.
4. Provide the offices with electronic typewriters (E/A).
5. Prepare second level training programs in the information field.
6. Establish Information center at NPC/TS including comprehensive data base of the population information for each office.
7. Commitment to the regular maintenance of the equipments and the systems.
8. Set an effective follow up system to transfer the experiences and sharing of information between the governorate offices.
9. Prepare population map at each village level.

B) Concerning the training:-

1. Prepare a group of trainers inside the office to use them in the training programs along with developing training manual for the trainers.
2. Provide the offices with modern audio-visual training aids. Train the employees how to use it.
3. Prepare an annual training plan by TS, then inform the offices. The office directors should participate in preparing this plan.
4. Exchange experience and visits between offices.
5. It is urgent to organize participant training programs for governorate employees in order to acquire experiences and benefit from the other's experiences.
6. Specify fund sources to achieve the governorate training programs.

7. Arrange training programs on the computer for total benefit.
8. Arrange training programs for the administrative, financial and IE&C staff.
10. Hold training courses in order to increase English language level.
11. Find out a suitable organizational structure which includes permanent and stable employment.

C) Concerning the monitoring and evaluation:-

1. Promptly set the organizational structure for the NPC offices which should concentrate on coordination and M&E as main activities for office work.
2. The TS should undertake the steps concerning the office representation on the governorate executive council and the FP association board.
3. The TS should inform the office upon communicating the concerned governorate agencies.
4. The information concerning other central agencies information should be required from the TS directly.
5. Provide transportation and financial support needed to processing the field follow up adequately.
6. Prepare incentive and fund system so that sustainability is assured.
7. Update and standardize the forms in light of the evolved activities specially the employee performance evaluation and the population projects forms. Also the forms concerning the woman leaders achievement, family care and the population characteristics activities at the local level.
8. Standardize the new forms and the implementation time at the ministry and agencies level.
9. Hold a meeting for the governors with Minister of the Population to produce more support for population activities and RPC effectiveness.
10. Clarify the M&E central department role.
11. Clarify the Regional Coordinator role and responsibility.

C) Concerning the planning:-

1. Hold joint training courses at the regional level with funding from the TS for the IA's planning officers.
2. Distribute the population strategy and component to the office and the agencies

in which they have role. Hold a workshop to clarify each agency role to achieve commitment of the tasks and responsibilities issued in the strategy.

3. Determine a definite time annually to prepare the workshop concerning the population plan preparation as to be during April and should be funded continually to achieve the goal.
4. The TS through the coordination and planning committee should inform the central agencies to urgently report their branches in the governorates of their funds on time to enable in preparing the annual plan on actual basis and not as estimated basis.
5. Submit the target to the offices at least by the month of May or leave it for the governorates to indicate.
6. Coordinate with the central agencies to set up a defined and committed target.
7. Plan preparation and evaluation to be on calendar year basis.

D) Concerning the projects:-

1. Stream line the project approval procedures.
2. Sending regularly the needed payment in due time which guarantee the work flow at the project.
3. Solve promptly the problems encountered by the governorates who have COW projects in order to avoid these problems in other governorates.
4. Provide funds to the established projects which their funds ended during a defined period until developing a project continuing plan.
5. The TS should increase the project activities field follow up.
6. Arrange a training course for the project officers in the offices.
7. Increase the clinical staff incentives in the new projects to be implemented.
8. The project implementation period should preferably be enough to achieve the goals.
9. It is important to present the practical results for the projects implemented in the governorates. This should be before implementing any other projects in order to benefit from the advantages and avoid the shortcomings.
10. The incentive should be related to the expended effort.

At the NPC/G office levels:-

A) Concerning the information:-

1. The approval of the organizational structure and develop on office procedures manual.
2. Train the officers to use the computer with other applications as to make the office to be a population information center.
3. Confront the public agencies who disallow providing their activities data and information to the office within the governorate regional population council.

B) Concerning the training:-

1. The continuing training of outreach workers.
2. Develop training work plan at the office level for the concerned agencies at the governorate level in order to cover their training needs.
3. COW members continual training.
4. Refresher training for the financial and management employees.
5. Prepare a well rounded Population Specialist.
6. The office should urgently put in consideration a specified plan to create a permanent and continuing communication between the offices to achieve exchange of experiences.
7. Prepare a training program for the staff responsible for "Family planning services statistics".

Concerning the monitoring and evaluation:-

1. Adopt the system of the Raadat supervisors to enable implementing effective field follow up of outreach workers.
2. Arrange a workshop at the governorate level for the population activities officers in the agencies to acknowledge the main reports and standardize the forms and the implementation times.
3. Provide the staff needed according the work needs specially in the Red Sea, Ismailia, Suez and New Valley governorates.
4. Formation of coordination and monitoring committees from the regional councils to collaborate in the field follow up activities.

124

5. Increase the follow up of office activities by TS.

D) Concerning the planning:-

1. Provide a sufficient number of trained specialists in the office to achieve the monitoring and planning process.
2. Determine and train the planning specialist in each concerned agency. This specialist should have population data base to use in the plan development.
3. Increase the specified funds for the offices.
4. Provide the governorate offices with the budget approved for the plan preparation workshop during month of May at the latest.

E) Concerning the projects:-

1. Find out funding sources to continue the projects.
2. Try to stabilize the female doctors at the centers through selecting the doctors resident in the same area of the service centers.
3. Support the participation of the local community while establishing the projects to ensure their effectiveness and continuity.
4. Reformatting the GCOW committees in order to achieve more effectiveness.
5. Benefit from the marketing sources available in the governorate specially the productive family festivals and enter into contract with the distributors.
6. Arrange transportation for the committee to facilitate the field follow up and submit monitoring report to the regional council.