EVALUATION OF THE INSTITUTIONAL DEVELOPMENT PROJECT OF THE NATIONAL POPULATION COUNCIL, EGYPT

Report submitted to USAID/Cairo

by

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<th>ACRONYMS</th>
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<tr>
<td>CSI</td>
<td>Clinical Services Improvement</td>
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<td>FHI</td>
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<td>FP</td>
<td>Family Planning</td>
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<td>GOE</td>
<td>Government of Egypt</td>
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<td>IA</td>
<td>Implementing Agencies</td>
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<td>IDP</td>
<td>Institutional Development Project</td>
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<td>IE&amp;C</td>
<td>Information, Education and Communication</td>
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<td>IIIC</td>
<td>International Islamic Center for Population Studies Research</td>
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<td>IUD</td>
<td>Intrauterine Device</td>
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<td>JICA</td>
<td>Japanese International Cooperation Agency</td>
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<tr>
<td>LE</td>
<td>Egyptian Pounds (currency)</td>
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<tr>
<td>LO^p</td>
<td>Life of Project</td>
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<td>MCH</td>
<td>Maternal and Child Health</td>
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<td>MIS</td>
<td>Management Information System</td>
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<td>Ministry of Health</td>
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<td>Ministry of Social Affairs</td>
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<td>NPC</td>
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<td>NPC/G</td>
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<td>OR</td>
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<td>PDS</td>
<td>Population Data System</td>
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<td>PIC</td>
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<td>Project Year</td>
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<td>Regional Center for Training</td>
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<td>RFP</td>
<td>Request for Proposals</td>
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<td>United Nations Fund for Population Activities</td>
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<td>United States Agency for International Development</td>
</tr>
</tbody>
</table>
CONTENTS

EXECUTIVE SUMMARY .................................................. v

MAJOR CONCLUSIONS AND RECOMMENDATIONS ........................ ix

ACKNOWLEDGEMENTS .................................................... xv

I. INTRODUCTION ...................................................... 1
   A. Evaluation Purpose and Methods .................................. 1
   B. Organization of the Report ...................................... 2

II. OVERVIEW OF THE INSTITUTIONAL DEVELOPMENT PROJECT .... 2
   A. National Population Council Background ...................... 2
   B. Evolution of the Institutional Development Project ........ 3
   C. Specific Project Purpose and Expected Outputs .............. 7
   D. Organizational Structure and Relationship to NPC ...... 8
   E. Project Inputs ................................................. 9
      1. Human Resources ............................................ 9
      2. Financial Resources ....................................... 11
      3. Salary Supplements ....................................... 12

III. OVERALL EVALUATION OF PROJECT OUTPUTS .................... 13

IV. EVALUATION OF COMPONENT I--INSTITUTIONAL DEVELOPMENT ...... 14
   A. NPC/Governorate Offices ..................................... 14
      1. IDP Outputs at NPC/G Offices ............................. 14
      2. Assessment of the Effects of IDP on NPC/G Managerial,
         Coordinating and Planning Functions ...................... 16
      3. Remaining Shortcomings ................................... 17
      4. Overall Appraisal of IDP Accomplishments in the NPC/G
         Offices .................................................. 21
   B. IDP Activities at the NPC/Technical Secretariat .......... 22
      1. IDP Outputs at NPC/TS .................................... 22
      2. Assessment of the Managerial, Coordinating and Planning
         Functions of the NPC/TS and Effects of IDP on these
         Functions ................................................ 24
      3. Remaining Shortfalls ...................................... 26
      4. Overall Assessment of IDP Accomplishments Related to the
         NPC/TS. ................................................ 26
V. EVALUATION OF COMPONENT II--POPULATION INFORMATION SYSTEM
   A. Population Information Center ........................................ 28
   B. Population Data System ............................................... 30

VI. EVALUATION OF COMPONENT III--RESEARCH MANAGEMENT UNIT
   A. Biomedical Research .................................................. 34
   B. Programmatic Research .............................................. 34
   C. Research Findings Dissemination .................................... 35
   D. Overall Assessment of the Activities and Achievements of the RMU 35

APPENDICES ................................................................. A-1
   A. SCOPE OF WORK AND DETAILED WORKPLAN ........................... A-2
   B. DOCUMENTS REVIEWED ............................................... A-12
   C. INDIVIDUALS CONTACTED ............................................. A-14
   D. EVALUATION QUESTIONNAIRE ........................................ A-18
   E. SUMMARY OF SITE VISIT ACTIVITIES ................................ A-19
   F. IDP AND NPC ORGANIZATIONAL CHARTS .............................. A-21
   G. SUMMARY OF QUESTIONNAIRE RESULTS .............................. A-23
**LIST OF TABLES**
(Tables at end of main report)

<table>
<thead>
<tr>
<th>Table</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Table 1(A)</td>
<td>Funding Levels of the Institutional Development Project, 1987-92</td>
</tr>
<tr>
<td>Table 1(B)</td>
<td>Summary of Local IDP Costs, January 1988-May 1993</td>
</tr>
<tr>
<td>Table 2</td>
<td>Selected Key Actions/Activities Specified in IDP Subproject Paper Version 3 and 4 and PIL No. 18 Amendment No. 7, by Planner and Actual Date of Implementation</td>
</tr>
<tr>
<td>Table 3(A)</td>
<td>IDP Training Outputs, January-December 1990</td>
</tr>
<tr>
<td>Table 3(B)</td>
<td>IDP Training Outputs, January-December 1991</td>
</tr>
<tr>
<td>Table 3(C)</td>
<td>IDP Training Outputs, January-May 1992</td>
</tr>
<tr>
<td>Table 4</td>
<td>IDP Chronology of Key Personnel</td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

Evaluation Purpose and Methods: This report presents the findings of an evaluation of the USAID/Cairo-funded Institutional Development Project (IDP) with the National Population Council (NPC) (a subproject under USAID Population/Family Planning II Project No. 263-0144). The evaluation reviews progress since IDP authorization in September 1987. In addition, it provides recommendations to guide design and implementation of follow-on project activities under the bilateral USAID Population/Family Planning III Project, scheduled to begin in June 1993.

The evaluation assesses IDP's ability to support the NPC’s role in coordinating the national population and family planning program at both governorate and technical secretariat levels. It was carried out by two expatriate technical specialists, Drs. Ruth Levine and Maria Wawer, May 21-June 8, 1992. Evaluation methods included collection and analysis of information on IDP inputs, outputs and impact, as well as on the implementation process and the institutional context. Data were collected through: review of documents, interviews, administration of an anonymous questionnaire to 19 NPC/Governorate (NPC/G) office directors, and site visits to four governorates.

Project Purpose: IDP's purpose is "to strengthen the capacity of the NPC to: formulate and promote national policies on population and family planning; develop comprehensive governorate multi-year and annual plans for population and family planning implementing agencies; and plan and manage research, information, training and other support services necessary to develop and sustain the above functions" (Subproject Paper, Version 4, August 1990: 14).

Project Evolution: Between the authorization of IDP in late 1987 and May 1992, the project design was revised three times and has suffered from implementation problems related to inherent limitations at the NPC/TS. Redesigns occurred in March 1988, June 1989 and August 1990. They reflect USAID/Cairo's attempts to respond to existing difficulties in implementation, to the needs for greater coordination with other donors (especially UNFPA), and to emerging institutional priorities.

Implementation, very slow during the project's first two years, intensified greatly starting in 1990. At that time, with the arrival of a resident management advisor and team of short-term expatriate advisors, and with the appointment of an active Project Director (hired as a consultant), significant gains were made, particularly in training and support activities at the NPC/G level.

Project Inputs: Basic categories of project inputs include: training, commodities, minor renovations (especially at NPC/G offices), local and foreign TA, governorate development support grants, financial support to the Population Information Center, support for biomedical and operations research studies, and project administration.
Human Resources: Implementation of the project has benefitted from the work of qualified and committed IDP staff and consultants, and of NPC/G office directors and staff. At the same time, progress has been limited by several personnel problems. These include: discontinuities in the post of local Project Director (an NPC/TS position that currently is vacant); relatively slow negotiations regarding long-term TA; and lack of participation in project activities by full-time, qualified and responsive NPC/TS counterparts among permanent GOE staff.

Financial Resources: Total local cost funding committed for the life of the project is expected to reach LE 6,599,270, excluding expatriate technical assistance inputs (PIL No. 18, Amendment No. 7, February 17, 1992). More than 10% of local costs for the IDP will be devoted to each of the following inputs or activities: training, commodities, project administration, governorate support grants, and the Population Information Center. Nearly one-quarter of the local cost project resources will have been invested in commodities. Some 17% of funds have been allocated to project administration, including salary supplements, and nearly all of that on an increasing path during the final three years of the project. An additional $200,000 were expended on vehicles.

The pace of project implementation is evident in distribution of expenditures over time. By the end of Project Year (PY) 2, 6.5% of total LOP funds (per most recent modification) had been spent. Approximately another 11% was spent during PY 3. As project implementation picked up momentum after the adoption of the Version 4 of the project, funds were disbursed much more rapidly: During 1991, PY 4, nearly 30% of funds were expended. Currently, IDP has ambitious plans to disburse more than 50% of project funds between January 1992-May 1993.

Project Outputs: IDP has met and/or surpassed projected outputs in the training, commodity procurement, renovation of NPC/G offices and some NPC/TS facilities, and strengthening of NPC/G office management. IDP is well on the way to meet the targets for the number of Governorate Development Support Grants awarded. It is expected that by the end of the project period, NPC/G activities will be completed.

At the NPC/TS, at least some permanent staff members in key departments and units (Planning, Monitoring and Follow-up, Training, Evaluation, etc.) have participated in appropriate training. In addition, a short-term expatriate consultant, working intermittently with Egyptian counterparts among the permanent NPC permanent staff, has prepared most of the NPC procedures manual.

At the time of this evaluation, substantial progress has been made at the NPC/TS toward completing USAID investments in the Population Information Center (PIC) display room, library/resource room and media center. In addition, in the Population Data System (PDS) component of the project, IDP has produced the Atlas of Family Planning Centers in Arab Republic of Egypt/Governorates and has completed the first phase of the Population Data Base. The major PDS activity in which progress has faltered is one of the most
important--developing ready access to computerized service statistics. This shortcoming is
due to overly optimistic assessments of what earlier UNFPA-funded projects had
accomplished in upgrading the level of computerization. Assuming that steady TA is
provided, and that no additional significant technical obstacles are encountered, both the
information center and the data system should be operational by May 1993.

Significantly less progress has been made by the Research Management Unit (RMU), which is charged with developing procedures for solicitation, review and support of research proposals, and with coordinating both biomedical and programmatic research among Egyptian research organizations. Only fully in operation since late 1991, the RMU has held a series of organizing meetings and workshops, developed procedures, and currently is working with several local researchers to revise proposals for funding. At the time of this evaluation, likelihood of completion of the RMU component’s full set of outputs is judged to be limited. Difficulties in implementation and institutionalization of the RMU’s work primarily stem from lack of integration with the existing infrastructure, including the Research Department of the NPC/TS.

Project Impact: The evaluation team found that IDP efforts have increased the capacity of the NPC/G offices to plan, coordinate and monitor family planning activities. Training efforts have led to a significant increase in both technical skills and leadership abilities at the NPC/G offices. Provision of equipment and upgrading of facilities has increased office capabilities. The achievements of the IDP at the governorate level are attributable to: committed IDP staff and TA; excellent training organization, approach and follow-up; and interest and responsiveness by NPC/G office personnel.

IDP has been less successful in strengthening technical and leadership capabilities at the NPC/TS. Only limited improvements have been seen, despite substantial investments in developing facilities, and information and research resources, in training, and in providing supplemental salary support. The slow pace of success at the NPC/TS can be attributed to: shortage of full-time, qualified and responsive GOE counterparts in the various NPC/TS departments; difficulties with coordination of IDP and UNFPA activities; inadequate appreciation of the scope and potential of the IDP’s work at the NPC/TS; high rates of turnover of key personnel (particularly the Project Director); over-centralization of authority; and unhealthy competition between NPC staff who are affiliated with IDP and other NPC/TS staff.

With respect to the PIC and PDS, there is great potential for the system to enhance NPC/G and NPC/TS access to information required for planning, monitoring and evaluation. However, attention will be required to develop a strategy for maximizing PIC and PDS use, and for maintaining data files.

The impact of the RMU is very limited, despite the concerted efforts of dedicated and technically consultants to the unit. While procedures have been established, and research support activities are underway, the isolation of the unit from other activities at
NPC/TS severely constrains its ability to accomplish its target outputs, to proactively stimulate research interest in key directions, or to foster any institutionalized improvements in research management.
MAJOR CONCLUSIONS AND RECOMMENDATIONS

Principal Findings and Conclusions

The Institutional Development Project (IDP) of Egypt’s National Population Council (NPC) has been successful in strengthening the capacity of NPC/Governorate offices to plan, coordinate and monitor population activities. Management and training efforts have led to a significant increase in both technical skills and leadership abilities at the governorate offices. This accomplishment is 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 the IDP at the governorate level are attributable to: committed IDP staff and technical assistance; excellent training organization, approach and follow-up; and sincere interest and responsiveness on the part of the NPC/G office directors and staff.

The IDP has been less 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.

Principal Recommendations

Recommendation 1: In light of its successes, the evaluation team strongly recommends that there be a follow-on project once the current IDP ends. As described below, the team recommends several changes in the focus of the project, reflecting both the positive and the negative experiences under the current IDP. Given the change in focus, the team recommends that any follow-on project adopt a different title. A tentative title, used in the recommendations that follow, is NPC Governorate Support Project.

- Recommendation 1(a): In the governorates, the NPC Governorate Support Project should ensure the consolidation of gains to date and also should expand its mandate into new areas of capacity building (see Recommendation 4, below).
• **Recommendation 1(b):** At the NPC/TS level, the NPC Governorate Support Project should continue to provide TA 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.

• **Recommendation 1(c):** Expenditure of any additional monetary or personnel resources at the NPC/TS should not be attempted unless persistent management and personnel problems at the central level are permanently rectified.

**Secondary Recommendations**

**Recommendation 2:** The NPC Governorate Support Project should include the services of a senior resident manager advisor for 3-4 years into the follow-on project, with the explicit intent of phasing out over that period, and shifting responsibilities to a local counterpart within the permanent staff of the NPC/TS.

**Recommendation 3:** Reflecting the need to become increasingly integrated into the NPC structure, USAID should consider placing the NPC Governorate Support Project within the NPC Department of Monitoring and Follow-up. This department currently is charged with supporting the work of the NPC/G offices, and the governorate-focused NPC Governorate Support Project would logically reside within in. This recommendation should be followed up with a careful assessment of the interest and capabilities of this department for taking on such a role during the design of the IDP follow-on activities.

**NPC/Governorate Level**

**Recommendation 4:** Current and future IDP-related activities should be directed towards the protection of past investments in human resource development, through:

• **Recommendation 4(a):** 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. In addition, computer user support should be provided and, over time, institutionalized.

Under the NPC Governorate Support Project, consolidation of the effects of the IDP on NPC/G management and planning capabilities should be followed by an expansion in its role to include:

• **Recommendation 4(b):** Assisting the governorates in meeting current fiscal and resource constraints. Specifically, the NPC Governorate Support Project
should have as a priority assisting the governorates in proactive planning and in the identification of funding sources (including other donors) for the development of activities and programs, according to the following priorities: consolidation of services; maximization of quality of services and continuation; and testing of mechanisms for expanding the financial resource base, such as cost recovery.

- **Recommendation 4(c):** Expanding and partially redesigning the Governorate Development Support Grant program to provide appropriate incentives for increasing service quality and for broadening the governorate resource base. This might include a matching grant system, in collaboration with other donors, such as UNFPA; earmarking grants for certain types of proposals, such as those that would specifically promote upgrading of service quality in the governorate. As an incentive for the NPC/G offices and to defray expenses, the NPC Governorate Support Project should provide a sub-line item for administration of the grant at the governorate level.

- **Recommendation 4(d):** Assisting the NPC/G offices to develop an expanded leadership role which encompasses building a constituency and lobbying for greater population funding at the governorate level. This work would include, for example, holding awareness-raising seminars for governors and undersecretaries of ministries, who control resources that could be applied to family planning.

- **Recommendation 4(e):** Carrying out an assessment of operating costs at the NPC/G offices. Ultimately, such an assessment could be used as NPC/G directors attempt to obtain adequate financial resources to fulfill their expanded planning, follow-up, evaluation and fundraising responsibilities.

**NPC/Technical Secretariat**

**Recommendation 5:** All activities of the NPC Governorate Support Project should be directed toward two aims: supporting work by the NPC/G offices; and if and only if qualified GOE counterparts are available, supporting development of additional policy capabilities at the NPC/TS, through:

- **Recommendation 5(a):** Providing training and technical assistance in the area of policy formulation, if and only if full-time qualified senior GOE counterparts are available.

- **Recommendation 5(b):** Developing NPC/TS training capacity to support NPC/G activities, if and only if full-time qualified senior GOE counterparts are available.
Recommendation 5(c): Developing NPC/TS program evaluation capacity to support NPC/G activities, if and only if full-time qualified senior GOE counterparts are available.

Recommendation 5(d): Permitting continuation of the Governorate Development Support Grant program through the NPC/TS. To do so, the NPC Governorate Support Project should provide TA to develop and implement a streamlined financial administration system which ensures timely flow of funds to projects and fulfills USAID requirements.

Population Information System

Recommendation 6: All Population Information Center activities under the NPC Governorate Support Project should be directed at two aims: making maximum use of facilities and other resources that do (or will) exist; and limiting additional investment, through:

Recommendation 6(a): Assisting in development of a plan for use of the Population Information Center, with a focus on defining the center's potential users, and creating strategies for attracting them to the center. Potentially, this could be done in collaboration with UNFPA, in preparation for the World Population Conference in 1994.

Recommendation 7: With respect to the Population Data System, all remaining IDP and future NPC Governorate Support Project activities should be directed at two aims: developing the system to the point where it is truly functional; and making maximum use of human resources and facilities that do (or will) exist, through:

Recommendation 7(a): Completing planned work on creation of databases and integration of service statistics at the NPC/TS.

Recommendation 7(b): In a measured and phased approach, bringing NPC/G offices up to a level of adequate computer competence. Working with no more than three governorates at a time, develop computer and data processing capacity through intensive training and provision of ongoing user support.

Research Management Development

Recommendation 8: Given the Research Management Unit's experiences to date, serious consideration should be given to restructuring and/or imposing preconditions for continued funding of this component of the NPC Governorate Support Project. As currently placed in—but not integrated into—the NPC/TS, the Research Management Unit probably will be
unable to meet the goals of coordination of population research in Egypt and encouraging research into emerging priority areas needed to direct program and policies.

**Recommendation 8(a):** If and only if a permanent and technically strong director of the NPC/TS is named, and technically able NPC permanent staff in program and policy areas are accessible as counterparts, USAID should consider continuing support for the RMU, with close guidance from USAID and/or expatriate technical assistance. To maximize the utility of this important potential resource, unit members need to work closely and on an ongoing basis with permanent NPC staff. The only way this can occur is if interested and technically qualified GOE counterparts are in place.

- **Recommendation 8(a1):** If the RMU is continued, the NPC Governorate Support Project should provide the services of a resident research management advisor for 3-4 years after the end of the current IDP, with the explicit intent of phasing out over that period, and shifting responsibilities to a local GOE counterpart from among the permanent staff of the NPC/TS. Such an advisor should be qualified not in research itself, but specifically in providing guidance to developing a research program (creating an agenda, in concert with the Egyptian research community; issuing Requests for Proposals (RFPs); developing and implementing review procedures; assisting with the preparation of research proposals; disseminating research findings; etc.).

- **Recommendation 8(a2):** If the RMU is retained, RMU efforts to strengthen and develop research management capabilities within the NPC should continue to focus on creation of procedures, emphasis on active review/advisory committee efforts, and generation of RFPs.

- **Recommendation 8(a3):** If the RMU continues, it should strongly consider developing RFPs expressly for research on topics that directly support service quality and sustainability objectives; and/or research carried out by "new" investigators.

- **Recommendation 8(b):** If personnel and managerial constraints at the NPC/TS remain unresolved, USAID/Cairo should consider restructuring of the RMU. Efforts should be made to retain the function of developing a long-term Egyptian research vision and agenda at the NPC, the appropriate home for such work. The ongoing work of stimulating and providing technical support for such research should be shifted to an institution better able to carry out these tasks.

- **Recommendation 8(b1):** If the RMU is restructured, USAID should consider providing support to the NPC for a Research Policy Unit or
Committee. This body would assess the long-term national research needs, based on the NPC's awareness of current policy and programmatic concerns. It would provide guidance to the Egyptian research community through workshops, seminars and other fora.

• **Recommendation 8(b2):** If the RMU is restructured, USAID should seek another home for the ongoing work of stimulating and providing technical support for research. Among the possibilities that could be investigated are: the Population Council, where additional personnel could be supported to carry out coordination/technical assistance functions; and the technical assistance contractor for the Population/Family Planning III Project, where a resident research management advisor could provide assistance for applied biomedical and programmatic studies required to aid in project implementation.
ACKNOWLEDGEMENTS

The evaluation team would like to express appreciation to several individuals who have been particularly helpful in providing information and insights, and in facilitating our work. In particular, the team thanks Prof. Maher Mahran, Secretary General of the National Population Council; Dr. Carol Carpenter-Yaman, Director of the USAID/Cairo Office of Population; Mrs. Amani Selim, USAID/Cairo Office of Population Project Officer; Dr. Waleed Alkhateeb, Institutional Development Project Resident Management Advisor; and Mrs. Omaima M. Abdel Akher, Associate, E. Petrich and Associates, Inc. We also appreciate the time and effort of all the individuals at the NPC/Technical Secretariat, NPC/Governorate and implementing agency offices who took time to meet with us, often on short notice, and to answer all of our questions.
I. INTRODUCTION

A. Evaluation Purpose and Methods

This report presents findings of an evaluation of the USAID/Cairo-funded Institutional Development Project (IDP) with Egypt's National Population Council (NPC). In addition to reviewing project progress to date, this evaluation provides recommendations to guide development and implementation of follow-on project activities under the planned bilateral Population/Family Planning III Project.

The evaluation was designed to assess IDP's ability to support the NPC's role in coordinating the national population and family planning program at both governorate and Technical Secretariat levels. Specifically, the purposes of the evaluation are to:

- assess IDP's effect on NPC/Governorate office performance;
- determine the effectiveness of IDP's training curricula and their effect on management, planning and evaluation functions;
- assess operating policies, procedures and formats of the Population Data System;
- evaluate IDP's contributions to accomplishments of the Research Management Unit;
- examine IDP's support of the NPC contribution to the management of the operations research activities/studies conducted; and
- assess the NPC's institutional capacity to manage interagency agreements.

The evaluation was carried out by two expatriate specialists, Drs. Ruth Levine and Maria Wawer, May 21-June 8, 1992. [See Appendix A for consultants' scope of work and workplan.] The team collected and analyzed information on IDP inputs and outputs, as well as on the implementation process and the institutional context. Data were collected through:

- review of documents (subproject papers, quarterly reports, financial statements, consultants' trip reports, workshop reports, procedures manuals, etc.) [See Appendix B for a list of documents reviewed.];
• interviews with key informants at USAID, NPC/TS, IDP, NPC/G offices, other donors and cooperating agencies [See Appendix C for a list of individuals contacted.];

• administration and analysis of an anonymous questionnaire to 19 NPC/G office directors [See Appendix D for a copy of the questionnaire.]; and

• site visits and observation of the operations of four governorate NPC offices (Beni Suef, El Minya, El Fayoum and Sharkia) [See Appendix E for a description of information collected in governorates.].

B. **Organization of the Report**

The body of the report is organized as follows: First, we present a brief overview of IDP structure, evolution, purpose and intended relationship to the NPC. Next, we discuss IDP’s accomplishments, shortcomings, strengths and weaknesses in each of the three major components of the current version of the IDP (institutional development, information systems and research management). As requested in the Scope of Work, major conclusions and recommendations are presented in a pre-report attachment.

II. **OVERVIEW OF THE INSTITUTIONAL DEVELOPMENT PROJECT**

A. **National Population Council Background**

Egypt’s National Population Council is charged with the mission of coordinating and providing strong development support at the national and governorate levels to the population and family planning programs within both public and private sectors. 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 (Subproject Paper Version 4: 6).
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 23 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 the NPC/G office is the Executive Secretary of the council. In addition, the NPC/G staff -- typically about 8-10 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.

The NPC's ambitious and expanding institutional mandate implies the need for a cadre of productive, highly-trained, dedicated professionals. The institution's work requires skills in policy formulation, management and administration, information systems development, research direction, and other key specialized fields. USAID's Institutional Development Project was designed to support formation and institutionalization of these capabilities at the NPC.

B. Evolution of the Institutional Development Project

Between the authorization of IDP in late 1987 and May 1992, the project design was revised three times and has suffered from chronic implementation problems. Redesigns occurred in March 1988, June 1989 and August 1990. They reflect USAID/Cairo's attempts to respond to existing implementation constraints, to the needs for greater coordination with other donors (especially UNFPA), and to emerging institutional priorities. A review of the project's evolution sheds light on the reasons underlying project successes and difficulties.

Transition Support Prior to the IDP (August 1985-July 1987): USAID has had a continuous financial commitment to the NPC. In 1985, President Mubarak issued Decree #19, replacing the Supreme Council for Family Planning and Population, and the Population and Family Planning Board with the new NPC. This action emphasized the
importance of solving Egypt's population growth problems as an integral part of the nation's development strategy (Subproject Paper Version 4: 5). In the same year, USAID/Cairo provided a grant of $520,750 to the NPC to assist in the organization's transition. The grant was provided initially for the period August 1985-July 1986 and later extended to July 1987. The grant also was used to finance NPC task forces, which produced the national plan. This assistance included salary and salary supplement funding of NPC/TS employees, and office supplies, equipment and furniture.

Original Project Design (September 1987-March 1988): The transition support grant was extended and expanded through the IDP, designed from mid-1986 to mid-1987 and authorized in September 1987. According to the project designers, "at the time the initial IDP Project Paper was written, the NPC Secretary General and USAID population officers envisaged a USAID-supported project that would be secondary and subordinate to a number of UNFPA projects then underway to assist with the institutional development of NPC" (EPA, 1991: 10). At the outset, the project was intended to provide support for institutional strengthening at the NPC/TS, with little direct work with NPC/G offices. Among the problems that needed correcting were a dearth of permanent full-time personnel in NPC offices, and excessive reliance on part-time staff and consultants. The lack of full-time staff had led to an over-dependence on ad hoc task groups to carry out many functions that would have been performed more efficiently by the NPC itself.

IDP was to include assistance for training, upgrading of offices, and development of research (and research management) capabilities. Funds were provided for TA, training, office equipment and related commodities, and office refurbishing. Salary supplements for NPC personnel involved in IDP were provided through the project, as well. Most of the TA in management and training was to be provided by Egyptian consultants. A total of $1,840,470 was scheduled to be disbursed over the life of the project.

The project was slow to start, despite the presence of a local Project Director at the NPC. A senior resident management advisor, selected by USAID's contractor and approved by the NPC Secretary General (SG) was suddenly requested to leave in early 1988, before he had established full residence. During the first nine months of project implementation, no funds were disbursed and all but the most token activities were delayed.
At the same time, there were apparent redundancies with the planned activities of UNFPA projects, particularly in the area of research. In short, soon after the start of the project, it became clear that redesign was in order.

Second Version (March 1988-June 1989): The first redesign of IDP, approved in March 1988, reiterated the need for a long-term expatriate resident management advisor, and brought two basic changes: (1) a shift toward work with the NPC/G offices; and (2) a shift of support away from the area of research, which was seen to be included under UNFPA-supported projects.

Despite these changes, implementation continued to be troubled by personnel and structural problems. First, recruitment of long-term TA who would be acceptable to the NPC was found to be more difficult than anticipated. Second, the original Project Director was relieved of his duties in July 1989, resulting in disruption of planning and implementation. And third, coordination between UNFPA and USAID proved to be troublesome, with unclear lines of responsibility and continued areas of overlap in support to the NPC/TS. Once again, project redesign was required.

Third Version (June 1989-August 1990): The third version of the IDP preserved the original intent of the project—to strengthen managerial and technical capacity of the NPC—but very clearly attempted to reduce redundancy with UNFPA efforts. As stated in the subproject paper, "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 mixing and overlapping of UNFPA- and USAID-supported development activities. This project description, the third revision of the IDP, attempts to structure IDP activities to minimize these past problems while maximizing the impact of USAID support" (Subproject Paper Version 3: 19).

The negotiated agreement between donors, and with the NPC, resulted in a relatively clear division of responsibilities: UNFPA would support activities designed to strengthen the NPC/TS, primarily by providing management training for senior management NPC/TS staff and by providing TA for the central statistics and management information systems (MIS). At the same time, USAID was to "supplement UNFPA centrally-focused institutional strengthening assistance by giving major institutional and
systems development assistance to NPC/G offices" (Subproject Paper Version 3: 21). IDP also would finance special "mini-projects" through Governorate Support Grants to develop improved approaches to service delivery and outreach. These grants, administered by NPC/G offices and provided to local organizations, were to be most LE 100,000 in size and generally were to support activities for 1-2 years.

A second local Project Director was installed in office by November 1989, and a long-term resident management advisor joined the project in January 1990. At the same time, a team of expatriate technical experts in training, management and evaluation began to provide short-term and on-going technical assistance to the NPC through the IDP. With the stimulus of long- and short-term TA, active work began at the governorate levels: offices began to be refurbished and equipped, and multiple training courses were initiated.

During the period, implementation continued to be troubled. USAID internal documentation noted that the Project Director lacked authority to carry out activities, did not directly control or supervise the activities of personnel affiliated with the project, could not readily obtain needed information from other NPC offices, and had not been given the authority to authorize project expenditures. By May 1990, the second Project Director had been relieved of his duties, and was immediately replaced by a third.

At this time, momentum for the implementation of project activities in the NPC/G offices increased rapidly. The third project director, in concert with the resident management advisor and a supportive and practical USAID monitor, began to obtain a visible presence and tangible results. However, progress at the governorate level was impeded by much slower improvements in the managerial and technical capabilities at the central level. Implementation of the IDP brought to light that, despite the efforts under UNFPA-supported projects, substantial weaknesses remained at the NPC/TS, primarily in the areas of planning, target setting, information systems and research management. These functions were seen as critical to the Council's ability to fulfill its intended leadership role in Egypt. As several UNFPA projects with the NPC/TS came to an end, USAID saw a need and opportunity to expand its contributions to the NPC and new priorities prompted still one more revision of the IDP.
**Fourth Version (August 1990-present):** In August 1990, the fourth version of IDP was adopted. This version can best be characterized as a partial return to the project's earlier (broader) scope. In addition to institutional development at both the NPC/TS and NPC/G levels (Component I), the redesigned project includes population information system development (Component II), and (as originally designed) research management development (Component III). Components II and III represent a return to support of specific functions within the NPC/TS. Within population information system development was included creation and support of the Population Information Center (PIC), a central resource center; and the Population Data System (PDS), a standardized and comprehensive system that gathers, processes, stores, retrieves and distributes essential data required by NPC/TS and NPC/G offices to perform planning, monitoring and evaluation functions. The research management development was to include a phased set of activities and technical assistance inputs that would assist the NPC/TS in improving its capacity to plan, coordinate and oversee population-related research.

Implementation of the fourth version has proceeded apace, with large inputs of both long- and short-term TA within each of the components; and the purchase and installation of computers and other office equipment at NPC/TS and NPC/G levels. On the output side, the highest productivity has continued to be in Component I (institutional development), with great intensity of training activities. In addition, progress has been made in development of the information system.

Once again, however, the project has been unable to fully surmount personnel and structural difficulties. The third IDP Project Director resigned in July 1991, and was replaced with a fourth director. At the time of this evaluation, the fourth director has recently resigned, after nine months in the position. In addition, between late-1990 and mid-1991, project implementation was hampered by the consequences of the Gulf War, and the resulting reduction or postponement of short-term TA.

C. **Specific Project Purpose and Expected Outputs**

In the current version of IDP, the project's purpose is "to strengthen the capacity of the NPC to: formulate and promote national policies on population and family planning; develop comprehensive governorate multi-year and annual plans for population
and family planning implementing agencies; and plan and manage research, information, training and other support services necessary to develop and sustain the above functions" (Subproject Paper Version 4: 14).

By the completion of the project in May 1993, IDP is expected to have the following outputs:

- organized, staffed and functioning NPC/TS and NPC/G offices, according to documented performance standards;
- strengthened capacity of NPC to perform policy research, analysis and formulation functions;
- strengthened capacity of the NPC to plan, coordinate and manage research;
- functioning Population Information System to satisfy the data and other information needs of NPC/TS and NPC/G offices;
- strengthened capacity of the NPC to produce quality multi-year and annual population/family planning plans;
- strengthened capacity of the NPC to perform quality program monitoring, coordination and evaluation activities at the NPC/TS level; and
- strengthened capacity of the NPC to design and conduct biomedical, operations and other research (Subproject Paper Version 4, Appendix A: 2-3).

D. Organizational Structure and Relationship to NPC

In principle, IDP is to be staffed by a Project Director (this post currently is vacant) and specialists assigned from the NPC/TS in Population Information Systems, Planning Systems, Monitoring and Evaluation Systems, Research and Training. In addition, several project staff members are to provide support in the areas of renovations engineering, commodity management and financial management. A long-term resident management advisor is to assist in the design and implementation of all project activities. (Organizational charts of IDP and the NPC are provided in Appendix F.)

IDP is intended to function as a specialized support unit, fully integrated into the larger structure of the NPC. The integration is expected to occur in four ways: First, the
Project Director is to be part of the upper management of the NPC, with access both to the Secretary General and to other high-level professionals. Second, NPC Department Directors are expected to participate in project planning and coordinating meetings. Third, members of the IDP technical staff are drawn from the ranks of NPC/TS professionals. In any given area--planning or training, for example--it is anticipated that specialists from the IDP will work directly with the NPC professional(s) to provide support and to share technical expertise. And fourth, full- and part-time personnel from the NPC/TS are expected to participate in training activities, both as trainers and as trainees, as appropriate.

E. **Project Inputs**

Basic categories of project inputs include: training, commodities, minor renovations (especially at NPC/G offices), local TA, Support Grants, financial support to the Population Information Center, support for biomedical and operations research studies, and project administration. Within most of these categories, funds are provided for both labor (salary supplements and consultant fees) and materials/equipment. In addition, about $2 million in foreign TA has been provided through USAID/Cairo buy-ins to centrally-funded projects. While excluded from the budget of the IDP, such TA inputs must be considered as essential inputs to the project. This section provides an overall analysis of personnel and financial inputs over the life of the project.

1. **Human Resources**

Implementation of the project has benefitted from the work of qualified and committed IDP-affiliated staff and consultants, and of NPC/G office directors and staff. At the same time, it has suffered from several personnel problems. These include: discontinuities in the post of Project Director; relatively slow negotiations regarding long-term TA; and lack of participation in project activities by full-time, qualified and responsive NPC/TS counterparts.

**Project Staff**: IDP staff are to consist of an Egyptian Project Director and full-time Egyptian experts, assigned from departments of the NPC/TS. The primary IDP participant from the NPC/TS, the Project Director, is to act as the direct connection between the project and NPC leadership. Since January 1988, the IDP has had four Project Directors. None has held the post for longer than about 19 months (the tenure of the first director);
Currently, the position is vacant. Regardless of the talents or dedication of the Project Director—which have been considerable, particularly in the case of the two most recent directors, such a lack of continuity has had a profoundly negatively effect on the ability of the project to maintain a steady pace of implementation, and to provide project-related staff with a sense of security and institutional commitment.

Personnel assigned from the NPC have, for the most part, been junior members of the various departments (exceptions include the staff member assigned from the Monitoring and Follow-up Department). Under the guidance of the expatriate advisor, they have achieved impressive competence and confidence, particularly in planning and implementing training courses and workshops, central project functions. Overall, IDP staff form a cohesive team of professionals, with well-defined job responsibilities and a commitment to their work. While many project-affiliated staff members are young, their eagerness and enthusiasm for the work is evident.

**Technical Assistance**: An important determinant of the project’s successes has been the presence, management skills and determination of the resident management advisor. He has been able to attend both to development of project-affiliated staff, and to hands-on implementation of training and other activities. Perhaps most importantly, he has marshalled and focused TA and other resources to the benefit of project objectives. Particularly during 1990, the resident management advisor was able to develop enhanced coordination between USAID and NPC.

Short-term expatriate TA has been provided primarily in the areas of management, organizational development, training, information systems and evaluation. To the project’s advantage, continuity of short-term TA has been seen as necessary; most of the consultants return frequently, with few changes in personnel over the past 1 1/2-2 years. Nearly all of the TA has been of high quality, with sufficient emphasis on the "process" of assistance—interactions with counterparts and development of a participatory decisionmaking process. Success of activities involving expatriate TA has varied, largely reflecting differences in the availability and capabilities of specific counterparts at the NPC.

**Institutional Counterparts**: With any institutional development project, success depends in large part on the receptivity of the institutional personnel, rather than on
project inputs themselves. A project can be a catalyst for improvement and expansion by providing discrete inputs--specific technical expertise, seed money for new activities, needed equipment. However, it cannot change the fundamental nature of the institution or the institution’s personnel.

As described in more detail in later sections, the IDP has found capable, responsive counterparts or participants at both the NPC/G and NPC/TS offices. It also has faced difficulties in identifying, and in working closely and productively with many key counterparts, particularly at the NPC/TS.

2. Financial Resources

As shown in Table 1(A), the project originally was scheduled to incur LE 1.8 million in local costs, and was increased in size with every revision. At the time of the last modification, a total of LE 6,599,270 in local costs had been committed to the IDP (PIL No. 18, Amendment No. 7, February 17, 1992).

Analysis of IDP financial inputs is complicated by the multiple revisions of project design (and budgets), and by major devaluations in the Egyptian currency, relative to the U.S. dollar. However, some inferences can be drawn from examination of the funds devoted to the project over time, and among the different components.

As shown in Table 1(B), according to the current plan more than 10% of local costs for the IDP will be devoted to each of the following inputs or activities: training, commodities (computers, office supplies, and training materials), project administration, governorate support grants, and the Population Information Center. Notably, nearly one-quarter of the project resources will have been invested in commodities. Some 17% of funds have been allocated to project administration, including salary supplements (discussed below), and nearly all of that on an increasing path during the final three years of the project. Excluded from this total is some US$200,000 expended for vehicles.

The pace of project implementation is evident in distribution of expenditures over time, though again the figures are a bit difficult to interpret since the "bottom line" changed slightly.

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1 In this instance, and in all subsequent analyses, the base for the percent is the most recent budget estimate for LOP. The figures would be much different if analyses were carried out for each of the project versions.

11
with each project revision. By the end of PY 2, 6.5% of funds had been spent. Approximately another 11% was spent during PY 3. As project implementation picked up momentum after the adoption of the fourth version of the project, funds were disbursed much more rapidly: During 1991, PY 4, nearly 30% of funds were expended. IDP now has ambitious plans to disburse more than 50% of project funds during the 17-month period from January 1992-May 1993.

3. **Salary Supplements**

Throughout the life of IDP, salary supplements have been provided to NPC/TS and NPC/G personnel. The rationale for such payments has been that the project requires work efforts above and beyond the standard responsibilities associated with individuals' jobs. Therefore, additional compensation is required as a material incentive to ensure project implementation.

In concept, the salary supplements provided were to be provided only to those contributing additional effort to IDP activities, and were to be comparable to the extent of additional effort. In practice, the salary supplements have been provided to a large number of individuals who contribute little to IDP implementation; over time, it appears that the number of such "marginally involved" individuals who collect supplements has increased. At the NPC/TS, more than 50 individuals have been provided with supplements. At the NPC/G, only the directors of the offices receive IDP-related supplements. According to a March 1991 accounting (Sadek letter to Selim, March 26, 1991), amounts ranged from about LE 150 per month for part-time junior staff members to about LE 1,000 per month for senior managers.

In the opinion of the evaluation team, IDP salary supplements have been a decidedly mixed blessing. On the positive side, they have appropriately rewarded the extra work effort of several technical staff members who expend great energy on IDP activities. It is probable that without them, much of the project's work would not have been accomplished. On the negative, they have fostered an unfortunate attitude among at least some NPC/TS personnel, who believe that they should receive supplements for even the smallest amount of IDP-related work.
The NPC has been informed that, under Agency policy, no waiver for salary supplements will be provided under the next bilateral project. At the same time, UNFPA projects, which also provided supplements to NPC/TS personnel, have come to a close. Therefore, the NPC faces the opportunity to change the structure of salary-related incentives.

It is recommended that under the follow-on project, salary supplements be continued in a modified form. A system of monetary incentives should be developed that rewards work completed (i.e., products), instead of simple participation in the project. Ideally, such performance-based incentives would be provided through the Government of Egypt (GOE) contribution.

A longer-term solution to the problem of providing salary-related incentives would be for the NPC to obtain a new status within the public sector, on par with an academic or research institution. In this case, the NPC would be able to offer salaries that are competitive with comparable employers, and would be much better able to attract high quality, permanent technical staff. The need for project-specific salary supplements would be reduced greatly, and the NPC would benefit greatly.

III. OVERALL EVALUATION OF PROJECT OUTPUTS

As indicated in the historical overview above, the IDP project paper was substantially redrawn in June 1989 (Subproject Paper, Version 3), to increase the emphasis on support for the NPC/G offices, and to proportionally reduce activities to be conducted at the NPC/TS level. In August 1990, the subproject paper underwent a fourth modification in conformance with a shared role in development assistance with the UNFPA and to remedy unanticipated problems. Among the latter conditions was the growing awareness on the part of senior IDP TA personnel that the managerial and planning skills of the NPC/G offices were beginning to exceed those of the NPC/TS, and that better data collection in the NPC/G offices would have little effect without the capacity to incorporate results into a national monitoring and planning system. Finally, the lack of a central capability to facilitate, coordinate and monitor programmatic research was hindering the testing of improved research strategies. Following the revision of 1990, the three major components
of the IDP included: institutional development of NPC/TS and NPC/G offices; population information system development; and research management development. A final set of modifications to the IDP were agreed upon in PIL No. 18, Amendment No. 6, in February 1992. Additional conferences, training, workshops and commodities assistance were included in the scope of work at that time, as was assistance to the national Population Information Center (PIC).

The present evaluation of IDP activities is oriented towards achievement of the indicators and goals of the 3rd and 4th versions of the IDP paper; assessment of the capability to achieve the additional points in Amendment 6; and assessment of the appropriateness to planned and accomplished activities with respect to overall IDP goals.

Tables 2 and 3(A)-(C) illustrate principal IDP outputs as of May 1992, compared to those specified in Project Papers, Versions 3 and 4, and PIL Amendment 6. As indicated, the IDP has already met projected outputs in the areas of training, commodity procurement, and the strengthening of NPC/G offices with respect to management and planning capabilities. The IDP is well on the way to meet the indicators related to Governorate Support Grants, and is completing NPC/G office renovation. Activities to fulfill goals related to the PDS are underway and should be accomplished by end of project; institutionalization of the RMU is also underway but is unlikely to be completed by May 1993. Goals related to the strengthening of NPC/TS management and planning are variable in the rate that they are being met.

IV. EVALUATION OF COMPONENT I--INSTITUTIONAL DEVELOPMENT

A. NPC/Governorate Offices

1. IDP Outputs at NPC/G Offices

Although the IDP mandate, as stated in Subproject Paper Version 4, indicated activities to be conducted with 20 governorates, the IDP has surpassed this goal by working with 23 governorates and providing more limited training and technical assistance to the Cairo NPC offices. As shown in Table 2, IDP activities at the Governorate level are proceeding well.
• **Training:** The IDP has met all governorate training activities specified in Project Paper Versions 3 and 4. In all, 31 training courses/workshops on 12 topics have been conducted to date (an ambitious total of almost 200 training days since mid 1990). Progress on conferences added in February 1992 (Amendment 6) are being met on target.

• **NPC/G Office Management:** Governorate office workplans and job descriptions were developed as planned in workshop settings in 1991/92; additional technical assistance was provided to the NPC/G offices through visits to each governorate. As of May 1992, of the 19 NPC/G office directors who responded to the evaluation team’s anonymous questionnaire, 11 had complete office workplans, and 7 indicated this task was partially complete.

• **NPC/TS Office Procedures:** Formal Operations Procedures Manuals to guide NPC/TS organization, administration and planning are in the process of being developed. The manuals, if implemented, should improve NPC/TS interactions with the NPC/G offices; in addition, a section of the manuals dealing with NPC/G office operations is almost complete, and was discussed with NPC/G office directors in May 1991.

• **Planning and Target Setting:** The IDP provided detailed information to each NPC/G office regarding its role and activities in population planning, and necessary skills were institutionalized through workshops and TA visits to each governorate. Fourteen of the 19 responding NPC/G office directors indicated that their office had prepared a complete population plan for 1991/92 for their governorate, largely as a result of IDP activities, and four had partial plans.

• **Furnishing and Renovations:** Furnishing and the provision of computers, photocopy machines, air conditioners, printers, Arabic typewriters and computer peripherals are proceeding well. Fourteen NPC/G offices have received their IBM 286 computers, and the remaining machines have been purchased. Renovation of NPC/G offices was delayed somewhat by NPC/TS difficulties in securing and keeping the services of the required engineer. The IDP has circumvented this problem by working with local engineers in each governorate. Fourteen offices have been renovated, and
another 4 will be completed in 1992. A decision was made that remaining offices did not require renovation.

Governorate Development Support Grants: A total of LE 1.2 million was set aside in the IDP budget for small governorate development support grants, to encourage the development of improved service delivery. The number of grants was not specified, and was to be dependant on the availability of funds (the funding maximum per grant was set at LE 100,000). Proposal development training was provided, and 22 proposals subsequently were prepared by the NPC/G offices. All were reviewed, 9 have been awarded and another 4 are pending.

2. Assessment of the Effects of IDP on NPC/G Managerial, Coordinating and Planning Functions

To date, training represents the most complete and successful IDP activity. The accomplishments in this domain are partly due to the fact that a discrete IDP training team has been established (albeit composed in large part of NPC staff assigned from NPC departments) and that most of the training was oriented towards the NPC/G offices which expressed a clear desire and need for additional skills, and could put those skills to immediate use.

Review of training manuals and interviews with training staff affiliated with IDP, and with participants indicates that the quality of the training has been high and greatly appreciated by the end users. Teaching techniques appropriately emphasized the acquisition of practical competencies. Training has included "qualitative" content such as management style and teambuilding (essential in the NPC/G context, where office directors indicated that prior to the training they lacked sufficient skills to motivate and organize office staff, or to coordinate other agencies); and technical content such as basic demography needed for planning and evaluation ("population dynamics"); statistics; and procedures for developing office workplans and family planning and population plans (including GANTT charts and budgeting procedures). Pre and post tests administered to participants in the population dynamics workshop indicated a marked improvement in relevant skills and comprehension.
Based on multiple inputs (including the results of the questionnaire answered by NPC/G office directors in May 1992 (See Appendix G), responses to a group exercise on "management and planning problems and solutions" conducted during the 1992 population plan workshop, review of documents and field visits), it is evident that NPC/G management, coordinating and planning capabilities have improved greatly as a result of IDP inputs. NPC/G office directors indicated that the previous disparity between the official office roles and actual skills has been markedly reduced. NPC/G offices are functioning more actively in inter-sectoral and implementing agency coordination, target setting and planning. All sent appropriate personnel for training. Review of a sample of the plans by the evaluation consultants indicated that a substantial proportion of the governorates had clearly analyzed aspects of population growth and family planning service delivery based on governorate data and had enunciated family planning targets by sector and implementing agency. Even those governorates where the plans developed were relatively weak appeared aware of the steps necessary in planning. NPC/G office directors indicated that their office physical infrastructure had been markedly improved as a result of IDP.

During field visits to the governorates, NPC/G office directors indicated that IDP training and TA had helped clarify their roles, provided insights on how to coordinate disparate sectors and implementing agencies, and very importantly, had provided them with the prestige and confidence to request - and get - cooperation from the sectors and agencies.

Another element of the IDP and NPC/G collaboration which has proven very valuable is the creation of the Governorate Support Grants program. A number of NPC/G directors indicated that prior to the IDP, they would not have been able to write a viable grant proposal and would have been far more limited in their ability to oversee such a project. Given current funding uncertainties related to donor and GOE contributions for population programs, strengthened grantsmanship on the part of local NPC offices may prove to be a most valuable function of the IDP.

3. Remaining Shortcomings
Persisting shortcomings in NPC/G office functioning can be divided into those directly related to IDP activities and those related to the structure of the NPC/G offices within the National Population Council.

**Shortcomings which need to be addressed by the IDP:**

- **Utilization of computers:** As indicated above, 14 NPC/G offices have received their computer and peripherals, and the remaining offices will be equipped shortly. All NPC/G staff have received basic orientation in the use of DOS and LOTUS123 provided by IDP consultants and project-affiliated staff. At this time, however, Arabic language software for word processing, data entry and analysis (EpiInfo) has not yet been made available to the offices, and the computers are currently not in use. A number of the NPC/G offices have also not received their air conditioning units and the computers are exposed to very high heat and abundant dust. These problems have been recognized and are being addressed.

IDP hopes that the appropriate Arabic software will be available within 6 months. (An international data management company based in Egypt has been contracted to produce user friendly and appropriate software.) Substantial training and retraining for NPC/G office staff will be required before the machines are operational. The most effective start-up mechanism may involve intensive small group practical training at the NPC/TS, followed by practical TA provided in the governorates. The distribution of existing machines should be delayed until the physical environment for them and for computers already out in the field is assured.

- **Ongoing training needs:** Although most evident in the area of computerization, additional training for existing and new personnel, and in-service retraining, will continue to be a substantial and long term need. NPC/G directors specifically requested additional training in financial management. At this time, the cadres of NPC/G technical staff are relatively thin on the ground, and the departure of a single person may mean the loss of an entire body of knowledge (this is particularly pertinent in the computer, statistical and population dynamics areas). As personnel are trained and acquire highly desirable skills, one can expect attrition as they are hired away by the better paying public or private institutions: ways of ensuring back-
up personnel and long term institutionalization of training, at the governorate, regional or central levels, must be developed and implemented rapidly.

- **Ongoing technical assistance in planning and evaluation**: As indicated earlier, a number of governorates continue to experience difficulties in the development of workplans and plans. Centralized training is unlikely to yield great dividends, and enriched on-site TA is called for.

- **Governorate Support Grants**: These have proven to be highly desirable. It is unfortunate that IDP funding is insufficient to enable all adequate grants to be funded. Of the last 4 to be awarded, a decision was made to preferentially select governorates with low contraceptive prevalence. 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. The IDP has indicated it may adopt a strategy akin to "approved but not funded" (providing the proposal with a seal of approval) and subsequently assisting the NPC/G to seek other donor funding. Were this strategy to be implemented, it may prove most useful both in encouraging innovation and in assisting governorates to tap other sources of funds.

**Shortcomings related to the organizational structure of the NPC/G offices within the Egyptian population infrastructure**

The functioning of NPC/G offices is strongly influenced by their position in relation to the NPC/TS, Governorate administration, and the implementing agencies, including the Ministries of Health and Social Affairs.

- **NPC/TS**: With respect to the NPC/TS, the majority of NPC/G office directors indicated that lines of communication were "clear" but identified ongoing problems. In the 1991 Workshop to review Population Plans, the NPC/Gs remarked on the lack of a concrete organizational structure for NPC/G offices in the scheme of NPC/TS and on a persistent lack of coordination between NPC/TS and NPC/G offices. The latter point included the ad hoc scheduling of NPC/TS visits, and weak coordination between NPC/TS departments leading to duplication of demands placed on the NPC/G offices. With respect to target setting and planning, the
NPC/G offices experience difficulties in applying NPC/TS targets since it is unclear how the latter are developed (the numbers often bear little relation to governorate realities). NPC/TS targets are not disaggregated by urban and rural place of residence, or by implementing agency. Finally, the NPC/TS sets targets by calendar year and the NPC/G offices need to plan program by GOE fiscal year. It would appear that NPC/G offices tend to use their own targets to guide their work and acquire little practical guidance from the NPC/TS target setting exercise.

When questioned directly regarding the main utility of the NPC/TS in their work, NPC/G office directors generally indicated that the NPC/TS was "very helpful" in solving problems such as the provision of additional gasoline coupons (and similar reactive tasks). However, long term planning or infrastructure development were not seen as an NPC/TS forte. Several directors implied that it was only following the creation of the IDP that their roles and the value of their offices became clear.

Governorate leadership and implementing agencies: The NPC/G offices have no control over the activities of the implementing agencies in their region. Coordination and planning are based on persuasion and good will. The influence of the NPC/G offices on implementing agencies is very variable, and is strongly influenced by the support provided by the governor. In some governorates, IAs 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 (or NPC/TS) targets. In other governorates, NPC/G, with the backing of the Regional Population Council, which includes the governor, has substantial persuasive power. In at least one governorate, problems in convincing a local IA director to attempt to meet the (higher) NPC/G target led to his removal by the governor. A more uniform mandate for NPC/G offices in domains such as target setting is desirable, coupled to clear indication of support from the office of the governor.

Lack of fiscal autonomy: A substantial problem faced by the NPC/G offices relates to their complete lack of fiscal autonomy. On an annual basis, each NPC/G office receives, from the NPC/TS, LE 150 (US $45) for office supplies, LE 100 for office maintenance, LE 250 for vehicle maintenance, and LE 75 for miscellaneous
expenses. The monthly fuel coupon, worth LE 100, is enough to cover one week of field monitoring and evaluation. Any additional expenditures must be requested separately, with no guarantee of success. If a vehicle requires over LE 250 of repairs, permission for repairs and a cheque to cover the cost must be requested from the central GOE maintenance facility in Cairo. Many NPC/G offices visited were out of paper, photocopy toner and other basic office supplies. 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 analysis of operating expenses that would be incurred by NPC/G offices operating at full capacity could be undertaken to obtain an estimate of the amounts required.

4. Overall Appraisal of IDP Accomplishments in the NPC/G Offices

Overall, IDP activities in the Governorates have been successful, very well received, and appropriate to meet the stated project goals. All of the 9 NPC/G office directors who responded to the anonymous questionnaire indicated that the IDP should continue. The value of the training provided was especially noted, as were the effects of the latter on planning activities in the governorate offices. Overall, there was great satisfaction with the quality and quantity of IDP material and technical support for the offices. The evaluation team concurred that IDP efforts in the governorates had been very effective to date.

The evaluation team noted the need for ongoing training, retraining, and on-site TA in all aspects of planning, management, and computerization. With respect to the latter point, the efforts of the IDP to computerize data entry, statistical analysis and report production at the NPC/TS (described below), represents an important link in ensuring the utility of computerization in the governorates. Overall strategies need to be developed to institutionalize ongoing training for new and existing personnel, on a small scale at the NPC/G offices (skill transfer between colleagues and to more junior staff) and possibly at the regional level. Training of trainers who can work at a decentralized level remains an important need.

The NPC/G offices appear to have adopted their improved coordinating, target setting and planning roles. Improvement of communications and clarification of
expectations between the NPC/G offices and the NPC/TS remain to be accomplished: whether a technical assistance project such as the IDP can truly change entrenched ways of proceeding at the NPC/TS is open to question.

At this time, 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 required.
- 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.

B. IDP Activities at the NPC/Technical Secretariat

1. IDP Outputs at NPC/TS

The IDP was given a very--perhaps overly--ambitious mandate in its project paper: "Most NPC/TS and NPC/G offices are not performing their expected roles at a minimal level of sophistication. The IDP will assist in achieving a reasonable standard of capability in: population information management, population research management, population policy analysis and formulation; population planning at national and governorate levels; population program monitoring and evaluation at national and governorate (Subproject
Listed outputs included: NPC/TS and NPC/G offices will be organized, staffed and functioning according to documented performance standards; will have strengthened capacity to perform policy analysis, produce quality multi-year and annual population plans and budgets, perform quality program monitoring, coordination and evaluation; and to perform population sector personnel planning. . . . (Subproject Paper Version 4: 19).

As indicated above, the IDP has successfully met the majority of these goals at the NPC/G level, thus indicating its capability in these domains. The effects at the NPC/TS level in general been far less tangible (see Section V on the PDS which is proceeding well, and Section VI for the RMU which faces greater difficulties.) The reduced effectiveness of the IDP at the NPC/TS is due in part to the fact that the central level role of the IDP was not restated until Subproject Paper Version 4, and thus the period for activities with the TS has been relatively short. A more important reason for the lower level of overt success relates to an apparent weakness of political will and interest by senior NPC/TS management and department heads. Despite these problems, the IDP has managed some substantial achievements within NPC/TS.

- **Institutionalization of management and planning skills:** As indicated in Table 4, the IDP has incorporated permanent staff assigned from NPC/TS departments into its training and TA activities, thus greatly strengthening relevant skills in this group of NPC/TS staffers. Although the vast majority of assigned personnel were originally quite junior, the technical skills they have acquired working with the IDP could potentially place them in the forefront of many NPC/TS activities.

- **Training:** As indicated in Tables 3(A)-(C), NPC/TS personnel have attended 19 of the training workshops conducted by the IDP, and represent approximately 25% of all persons trained. If the skills of all individuals trained by the IDP (either through courses or assignment to the project) were fully used by the NPC/TS, the overall level of functioning of the central office would be greatly strengthened. A national conference on training to be conducted with the NPC/TS planned for 1992.

- **Organization of NPC/TS office according to documented performance standards, organizational structures and staffing plans:** Since 1991, the IDP has provided the
services of a very knowledgeable consultant who is developing procedures manuals for NPC/TS and NPC/G offices. As indicated above and in Table 2, the portions related directly to the governorate offices are almost complete, and all relevant NPC/TS chapters are in progress.

- **Population information activities:** These are discussed in detail in Section V, below, and if fully implemented, can have a major positive effect on NPC/TS/G planning and monitoring capabilities.

- **Commodities procurement and physical infrastructure development:** The IDP has or is in the process of providing 7 IBM 286 computers for NPC/TS use, particularly for training purposes. Four photocopy machines for different departments have also been provided.

- **Assistance to the NPC/TS in strengthening its monitoring, evaluation and planning roles:** As of early 1992, the IDP is providing the NPC/TS with the services of an experienced evaluation consultant, and a workshop to develop the structure and content of a national evaluation conference is planned for June.

2. **Assessment of the Managerial, Coordinating and Planning Functions of the NPC/TS and Effects of IDP on these Functions**

The managerial, coordinating and planning functions of the NPC/TS remain weak, and the IDP has had very limited effect upon the quality and quantity of NPC/TS outputs. In part, this is due to the late entry of IDP into this realm. Until Subproject Paper Version 4, it was assumed that UNFPA would strengthen institutional capacity at the Technical Secretariat.

The IDP has made efforts both to integrate its activities within those of the departments and to include NPC/TS department heads in all IDP programs, with limited success (the statistical unit and the PDS represent two exceptions; the Governorate Development Grants program carried out in conjunction with the Monitoring and Follow-up Department of the NPC/TS, also appears to be a reasonably collaborative undertaking between the IDP and the department.) In general, the skills of NPC staff assigned to the IDP are not being utilized by their home departments. In the absence of technically
qualified and interested NPC/TS counterparts, the IDP has had to cover many roles which should be filled with NPC permanent staff with part-time consultants instead.

Training carried out by the NPC/TS (apart from that occurring within the IDP) is still very reliant on external consultants from Sadat Academy and other academic agencies. There appears to have been little effort to tailor management and other training to actual NPC needs at the central or local level.

NPC/TS departments are often unaware of other activities being carried out within the NPC itself, and do not coordinate planning exercises or target setting. For example, the Planning Department receives and reviews NPC/G plans and targets, but does not discuss their implications with the Statistical Department which mechanistically sets NPC/G and national population targets. The Planning Department appears to react in an ad hoc manner when NPC/G targets are not met, but does not attempt concerted efforts to solve existing problems. Efforts to involve the Evaluation Department in the planning of the national conference on Evaluation have not as yet been successful. With respect to national policy and population planning, the NPC/TS role in the recent preparation of the 1992/97 National Five Year Plan was entirely reactive. The NPC convened an ad hoc committee of experts to prepare the policies and plans, but did not itself provide any substantial guidance or information for this effort.

The Financial Department of the NPC/TS has limited experience with monitoring expenditures by implementing agencies that have interagency agreements with the Council. According to the director of the department, financial review is done for only one implementing agency, the Ain Shams Regional Center for Training (RCT), and this has occurred for only one recent financial statement. The department director is unsure about her on-going responsibility for carrying out such reviews, either for the RCT or for other agreements. Under another interagency agreement, with the International Islamic Center (IIC), financial authority has been signed over by the SG to subproject management, and the NPC/TS Financial Management Department does not review financial statements.

In concept, procedures for financial control are in place, and could be applied to interagency agreements. Financial oversight procedures have been developed and documented, largely through the efforts of one of the consultants providing short-term TA
to the NPC through IDP, Noel Marsh (see, for example, the procedures manual chapter on finance, January 15, 1992). These include procedures for financial control over projects funded through foreign agreements. As currently described, all requests for purchase or reimbursement involving foreign funds, regardless of amount, must be cleared and signed by the SG before starting the payment process. Several types of documents must be hand-carried to the Secretary General's office and then to the Foreign Agreements Department.

Before increasing the responsibility of the NPC/TS for monitoring expenditures of implementing agencies, three issues must be addressed. First, significant delegation of financial authority from the SG to the Foreign Agreements and/or Finance Department is required. At present, the SG already is overburdened by trivial requests for approval of payment. Any additional responsibilities would be excessively burdensome and inefficient in the extreme. Second, an agreement must be reached with NPC/TS management about its provision of the services of accounting and financial management personnel as part of the host-country contribution. That is, Finance Department personnel cannot be provided with salary supplements or other incentives to monitor specific foreign-funded projects. Third, additional technical assistance would be required to ensure that the Finance Department is able to comply with all USAID financial management regulations.

3. Remaining Shortfalls

Many of the "shortfalls" of the IDP at the central level are due more to an overly optimistic appraisal of what a management TA project could accomplish within the NPC/TS than to any lack of ability or energy on the part of IDP-affiliated staff or consultants. Although procedures manuals are being developed, goals such as the implementation of "new position descriptions for all personnel", a "rationalized system for population planning at governorate and national levels" can only be achieved with the support of the entity being assisted. Thus, major changes along these lines have occurred in the governorates, but not at the central level.

4. Overall Assessment of IDP Accomplishments Related to the NPC/TS.

As indicated in virtually every IDP project document, and restated in Subproject Paper Version 4, the success of the IDP depends greatly upon the ability of NPC to overcome past problems: These include the lack of a full-time deputy for the SG, a dearth
of technically qualified full-time NPC/TS staff, and little inter-departmental coordination or communication within the technical secretariat. Whereas some stability in the top management of the NPC/G offices has been achieved, all of these problems persist at the NPC/TS. Until these problems are addressed, the effects of any TA at the central level can be limited at best, as it is difficult to identify who or what can be strengthened or institutionalized.

With the departure of General Saleh (acting director of the NPC and acting director of the IDP) there is no senior day to day manager (technical or administrative) at the NPC; this is a serious problem as the SG of the NPC cannot fulfill day to day managerial and coordinating functions due to other heavy responsibilities. (During the entire life span of the IDP, there has not been a permanent director of the NPC.) As indicated in Section II and Table 4, there has been a rapid turnover in IDP project directors, in part because of the difficulties inherent in trying to do the job in the absence of delegated personnel, planning, and fiscal authority. Department heads (planning, evaluation) who could take advantage of the IDP to broaden the skills of their units have not availed themselves of the opportunity to the extent possible, despite the fact that salary supplements were made available to them. Reasons for this are somewhat unclear, as the IDP has demonstrated its ability to work cooperatively without impinging on the autonomy of collaborating groups (such as the NPC Department of Statistics and the NPC/G offices.) Problems faced by the IDP within the NPC/TS are structural in nature and the IDP cannot be more successful than it has been without the full commitment of the most senior levels of NPC/TS management.

Population activities in Egypt are facing a serious challenge to adapt to new policy and fiscal realities, and the leadership of the NPC/TS could be crucial in this regard. It is unclear, however, whether the NPC/TS wishes to redirect its activities and functioning along proactive lines which would improve the policy dialogue, produce high quality national plans and budgets, and offer practical support for the NPC/G offices.

To the extent that the IDP has been able to act, its management and planning activities within the NPC/TS have generally been appropriate. Although IDP-affiliated staff
could have made even greater overtures to NPC/TS departments, it is unlikely that the efforts would have yielded additional dividends.

V. EVALUATION OF COMPONENT II—POPULATION INFORMATION SYSTEM

Originally, little or no attention was given to development of information collection, processing and dissemination in the IDP. Strengthening of institutional capacity in these areas was within the domain of UNFPA project. However, in the fourth (and current) IDP version, resources are to be devoted to creating a Population Information Center (PIC), and to developing an extensive Population Data System (PDS).

A. Population Information Center

The PIC includes both an elaborate display area, in which informal briefings and formal orientation/training sessions will be presented, and a library/resource room, which will contain documents and other reference materials in the field of population and family planning. PIC staff will be trained to provide briefings, and to assist center users in finding reference materials. In addition, IDP has provided partial funding for the NPC Media Center, a unit that produces video tapes, slides, documents and other materials. [Note that the Media Center was not explicitly included in any version of the project design; its funding was drawn from the "contingency" line item in IDP budgets.]

At the time of this evaluation, substantial progress has been made toward a functioning PIC. The Information Center has a director and staff cadre. The display and library areas are approaching completion: audio-video equipment has been purchased and is in place; display and reference areas have been at least partially renovated; some of the reference materials have been collected; a system is in place for obtaining additional lists of needed documents through POPLINE and other sources; and training efforts for PIC staff are planned. It is expected that the PIC will be functioning within the next six to eight months. In addition, the Media Center is able to produce audio-visual materials and carry out in-house preparation of publication-ready documents. According to the director of the Information Center, the Media Center will be self-financing within the next year, producing and selling contracted IE&C materials to implementing agencies and to donors.
The progress in the PIC sub-component of the IDP is apparent, and it is likely that
the project will accomplish the stated outputs by the end of the project. However, three
concerns have come to light during this evaluation. First, implementation of the PIC
appears to have occurred with relatively little systematic—or at least little documented-
planning. Neither the project design documents or quarterly activity reports reflect a
sequence of steps in PIC development. Apparently, much of the work occurred in a
somewhat ad hoc manner, and consisted primarily of procurement of materials and
renovation of PIC space.

Second, there appears to be no clear sense among key PIC personnel about how the
NPC can maximize its ability to disseminate information. Specifically, there is no evidence
of a strategy or plan for attracting visitors to the PIC, 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 (such as certain departments at Cairo University,
CAPMAS, etc.). As one small but typical example, NPC has acquired CD-ROM
equipment, while its only CD-ROM database is POPLINE. It is difficult to imagine that
this sole database will be utilized enough to warrant the considerable initial capital outlay.
It might have made more sense to "team up" with a local research organization to purchase
and share the use of the equipment. Clearly, substantial investments have been (and will be)
made in the PIC, and it has great potential to disseminate family planning information,
at least within the Cairo academic and leadership communities. However, further work will
be required to develop a strategy to maximize its value to the NPC.

Third, the cost-effectiveness, utility and prospects for self-sufficiency of the Media
Center's in-house production of audio-video materials and publication-ready documents is
highly questionable. The facilities, now heavily subsidized by USAID, JICA and other
donors, appear to be under-utilized. While a financial analysis of the Media Center is
outside of the scope of this evaluation, a cursory review indicates that the NPC/TS probably
cannot produce video tapes and other products more efficiently than private production
units. No complete market study has been carried out, and the level of effective demand
among implementing agencies has not been assessed. Based on experiences with other
public sector entities that attempt to move from subsidized operation to a more private
sector approach, the evaluation team believes there is little likelihood that the Media Center will achieve self-sufficiency.

B. Population Data System

The Population Data System (PDS) was designed "to provide for a standardized and comprehensive system that effectively and efficiently gathers, processes, stores, retrieves and distributes essential data." In the ambitious plans laid out slightly more than 1 1/2 years ago, project designers envisioned a computerized data system that would bring 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. It was seen as a needed technical resource for the NPC/TS, and would be made available to outside researchers, as appropriate.

At the time of this evaluation, impressive progress has been made. The two major accomplishments to date, both developed in remarkably little time, have been the Atlas of Family Planning Centers in Arab Republic of Egypt/Governorates and the first phase of the Population Data Base. The Atlas, originally a UNFPA-sponsored project and not included in IDP, maps the location of each Egyptian family planning service delivery point that receives public (GOE or donor) funding (i.e., nearly all service providers with the exception of private pharmacies and practitioners). The document was produced by IDP in six months on short notice, completed in December 1991. It is proving to be a useful product: NPC/G offices and the Regional Population Councils use it to identify villages without services in the immediate vicinity, and to compare their governorates with others. In addition, it is impressive in appearance and has served a useful public relations function with Egyptian leaders.

The first phase of a large, computerized Population Data Base and users' manuals have just been completed, after a relatively speedy one-year development period. The data base currently includes the following files on a user-friendly, menu-driven system: basic population data, population projection and vital statistics, nuptiality, fertility, education, labor force, family planning, household characteristics and conditions, and economic and health conditions. Laudably, survey and census data was efficiently obtained from other population-related organizations in Egypt, and the database can be updated as new
information becomes available. Efforts will be pursued over the next year to extend the data files to include governorate-level information, and to ensure that permanent NPC/TS staff are able to manage and update the data base.

The major PDS activity in which progress has faltered is one of the most important—developing ready access to computerized service statistics. The project design (version 4) stated that "the UNFPA-supported family planning service statistics system is functioning reasonably well in most governorates and will serve as a basic sub-system" for the PDS. However, a U.S. short-term consultant recently found that, in fact, all service-related data are tabulated manually from standard TA-8 forms both at the governorate and technical secretariat levels. Computers are used only rarely for calculations, and never for structured data entry and management.

Unanticipated additional inputs will be required to bring the service statistics system up to a minimal level of computerization, since the earlier UNFPA project did not accomplish as much as had been hoped. Efforts are now underway to upgrade the service statistics system at the NPC/TS, which is expected to result in improved timeliness of monthly, quarterly and annual report production by the Statistics Unit. This will involve introduction of a relational database designed by a local computer software firm specifically for entry and tabulation of the TA-8 forms used by all implementing agency. Ultimately, NPC/G offices will be expected to enter TA-8 data and transmit information to the central office on magnetic media. IDP anticipates that significant upgrading of the service statistics data entry and management will have occurred within the next six months.

Ultimately, IDP-affiliated staff and consultants envision a rather elaborate computerized data system, with linkages among the PDS and service statistics files, digitized governorate maps based on the Atlas, and graphing capabilities. They expect that computers at the NPC/TS will be linked with a local-area network and the NPC/G offices will be able to communicate through a wide-area network.

Three significant problems related to the PDS are apparent: First, both the Family Planning Atlas and Population Data Base (phase 1) were completed by IDP consultants with little participation by NPC/TS personnel. While useful products, it appears that the process of producing them did not significantly contribute to strengthening institutional
capabilities. By all accounts, this lack of participation by NPC/TS (non-IDP-affiliated) staff is a result of the lack of capable and interested counterparts, as well as the need to hasten production.

Second, according to project documents, "the focus of PIS is on NPC/G abilities and functions as responsible for monitoring and evaluation of family planning and population activities at the governate level" (IDP, "Annual Report, January-December 1990: 9). However, nearly all of the effort has been devoted to strengthening the surprisingly limited capabilities of the NPC/TS. IDP’s ability to achieve its aim of providing the NPC/G offices with access to important information has been at least partially diverted by the need to bolster capabilities at the central level.

Third, as described earlier in the section on institutional strengthening at the NPC/G offices, serious questions exist about the ability of the NPC/G offices to attain sufficient computer proficiency to satisfy the immediate needs of NPC/TS for more rapid reporting of service statistics. While universal computerization may appear to solve multiple problems, it has the potential to cause significant new difficulties. Without sound human communication and an understanding of data management that can be gained through manual tabulation at least as well as through use of computers, it is unlikely that a computer network will work satisfactorily.

VI. EVALUATION OF COMPONENT III--RESEARCH MANAGEMENT UNIT

Support for research management at the NPC was added into the IDP in the fourth project revision in August 1990. It was noted that the need to develop NPC/TS capability to plan, coordinate and oversee population related research had become critical, given the uneven quality, questionable relevance and poor dissemination of many research activities underway throughout the country (Subproject Paper Version 4: 32) Output specified for Component III included: Strengthened capacity to plan, coordinate and oversee biomedical, demographic, operations, systems and evaluation research; dissemination of research results; and establishment of a Research Management Committee (RMC) which would set national research priorities and review research activities.
As can be seen in Table 4, the Research Management Unit was not staffed until late 1991. The Unit has as its director a part-time, senior Egyptian physician; and is composed of two full-time Family Health International (FHI) consultants (an expatriate for biomedical and an Egyptian national for programmatic research); two part-time consultants to the NPC (biomedical and programmatic research) and one full-time mid-level NPC/TS staff member (the research information/dissemination officer). The RMU also consists of two junior research assistants, moved into the unit from the NPC. The funding and reporting structure for the unit is somewhat complex, as funding for activities and office operations is provided through the IDP subcontract to the NPC, whereas unit personnel are supported by the NPC and FHI, and TA is to be provided by the latter.

The RMU is housed in adequate offices in the NPC/TS building. It has access to IDP and NPC computers and photocopying (although a delay in acquiring paper and supplies from the NPC has interfered with the ability to conduct office activities.)

The RMU is nominally a counterpart unit to the NPC’s Research Department. Attempts by RMU staff and consultants to contact or to collaborate with the latter have proved disappointing. The NPC Research Department has as its primary role the dissemination of research information.

The RMU theoretically receives guidance from a Research Policy Committee, to be formed by the SG of the NPC. This committee, plus two subsidiary committees (the Programmatic Research Technical Committee and the Biomedical Research Technical Committee) apparently are being reorganized at this time. In the meanwhile, the RMU is developing guidelines and procedures for proposal solicitation, review and technical assistance. RMU staff and consultants are hopeful that the technical committees will meet in June to review and approve research proposals. An Ethical Review Board is being constituted, composed of senior medical and social science faculty, religious and legal consultants, prominent public figures, with chair and secretarial functions provided by RMU members.

The RMU organized the first research orientation workshop in December 1991. Representatives from 30 implementing agencies and universities attended, and research priorities were set with the guidance of RMU professional staff and consultants.
A. Biomedical Research

The Biomedical Research section of the RMU has LE 250,000 to expend for studies before the end of project. Following the orientation workshop, a biomedical proposal-writing workshop was held in 1992. This, plus individual contacts by the Egyptian biomedical consultant with representatives from universities and teaching hospitals ultimately yielded 14 proposals. Proposals were sought for small-scale clinical trials of established and emerging contraceptives (orals, NORPLANT®), new techniques (immediate post partum IUD insertion), and to study problems which may be fairly unique to Egyptian women (such as the effects of hormonal contraceptives in areas of high schistosomiasis endemicity). In general, an attempt was made to encourage simple, short term research, and to broaden the range of researchers and institutions involved in population oriented biomedical studies. The RMU has an interest in funding dissertation research by promising students. However, although this strategy would do much to stretch funding resources (the students would not require substantial salary support) and to bring fresh blood into the population research establishment, the RMU recognizes that little time is left until the end of project and that the TA requirements of overseeing student research preclude the possibility of following this route to any appreciable extent.

Of the 14 proposals received, the RMU selected three as being most promising; assisted the investigators in finalizing these proposals; and hopes to fund them in July. Research topics under immediate consideration are: post-partum IUD insertion; the effects of oral contraceptives in diabetic women; and the detection of ovulation in lactating women through the use of "natural family planning" parameters and ultrasound.

The biomedical research section has reviewed over a dozen proposals and provided the technical assistance required to bring three or four up to a standard needed for implementation. It hopes to fund at least three proposals in July.

B. Programmatic Research

As in the case of the biomedical section, the programmatic unit, which is responsible for operations and other non-biomedical research, has LE 250,000 to be used for projects by May 1993.
The Programmatic Research Technical Committee is being reconstituted, and will be composed of representatives of selected universities, implementing agencies such as the MOH, and leading researchers from the Population Council and other research institutes. Following the December 1991 orientation workshop, a subsequent priority-setting workshop, and contacts with implementing agencies, the programmatic research section reviewed 14 proposals. As in the case of the biomedical research, it was found that in general the quality of the submissions was not high. The RMU selected the most probable candidates and has gone through a process of redrafting the proposals as shorter concept papers. Programmatic Committee review is expected in early summer, with the funding of proposals shortly afterwards.

Of the proposals submitted, more than half dealt with outreach workers. At this time, leading candidates for funding include a project to evaluate the effects of community health workers in poor urban areas (a proposal submitted by the Cairo Governorate Office of the NPC), and a workshop to assess the effects of previous OR in Egypt, being proposed by a member of the RMU itself. Other potential candidates include the evaluation of outreach programs with traditional birth attendants (MOH), evaluation of mobile teams in several governorates, and the evaluation of family planning doctors/service integration. A large proportion of the proposals received addressed further service expansion (this area having been identified as one research priority at the December workshop). Only a few proposals dealt with service consolidation or quality of care, and none addressed cost recovery or other attempts to increase financial resources available for family planning.

C. Research Findings Dissemination

This remains the least articulated of RMU functions. In a general sense, the RMU plans to produce scientific articles for international and Egyptian medical and population journals. Mechanisms for potential dissemination through the Population Data System have not been developed.

D. Overall Assessment of the Activities and Achievements of the RMU

The RMU currently is composed of a group of dedicated and enthusiastic individuals, with the requisite biomedical and operations research skills. The group has worked very hard to overcome the problems associated with late start-up, and is proceeding
well in the development of procedures, ethical review, and outreach to the research community. RMU members are cognizant of the potentially critical role of the RMU in guiding population research in Egypt.

Serious problems remain, however. The RMU is currently not adequately integrated into any Egyptian institution. Although project offices are in the NPC, the RMU has had--despite repeated efforts--virtually no contact with the Research Department of the NPC. RMU members are not included in policy or planning functions of the NPC (in part, because these functions themselves are weak), and thus are not kept abreast of major issues facing the Egyptian population program (including funding and quality of care). Given the primary institutional orientation of the RMU towards FHI and the NPC, there is relatively little contact with the planning, management or governorate level work of the IDP.

The RMU does not have access to a compilation of other research activities being conducted in Egypt, and is thus hampered in its role of planning. Once the Population Data Base and PIC become fully operational, they will serve as resources regarding activities being conducted in Egypt. The RMU will nevertheless have to develop mechanisms to ensure it is made aware of studies being conducted by universities and implementing agencies throughout Egypt. Given these problems, the RMU has not had the opportunity to develop its population research coordination role.

The newly-established office of the New York-based Population Council (and AID cooperating agency) will oversee population-related OR on a regional basis in the Middle East, and conduct some projects in Egypt. Population Council representatives in Cairo indicated that they would be pleased to serve on RMU advisory committees. However, the Population Council does not at this time appear to envisage a broader role for itself with respect to the RMU.

To date, the RMU has tended to be reactive in the types of research proposals elicited and under development. Although the gamut of proposals to date has not addressed a broad range of questions facing the population/family planning program, the RMU as yet has no clear plan to develop Requests for Proposals (RFPs) or other mechanisms to encourage research in hitherto neglected areas. It should be noted, however, that the latter problem is partly a function of the fact that the project has only
one year to run under current funding, and the development of RFPs is a time consuming undertaking.

It is unlikely that the funding available to the biomedical and programmatic research sections will be spent down by end of project, given the time generally required to actually implement, conduct and analyze research data. This is particularly true for the programmatic studies.
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</tr>
<tr>
<td>Commodities</td>
<td>549.7</td>
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<td>1,169.2</td>
<td>1,502.8</td>
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<tr>
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<td>0.0</td>
<td>280.0</td>
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<tr>
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<td>289.9</td>
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<td>164.8</td>
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<td><strong>TOTAL</strong></td>
<td><strong>1,840.4</strong></td>
<td><strong>1,528.3</strong></td>
<td><strong>5,700.1</strong></td>
<td><strong>6,599.2</strong></td>
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</tbody>
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**NOTES:**

1/ IDP summary budget table in modification (1989) inadvertently excluded costs already incurred under the project for management development (LE 72,300), demonstration project (LE 61,400) and contingency (LE 287,500).

2/ LE 193.99 were inadvertently omitted.

3/ Commodities and renovation originally were in one line item, included here in the commodities line item.
<table>
<thead>
<tr>
<th>ACTIVITY/INPUT</th>
<th>TOTAL ALLOCATED (% of total for all activities)</th>
<th>YEAR 1 (1-12/88) (Actual)</th>
<th>YEAR 2 (1-12/89) (Actual)</th>
<th>YEAR 3 (1-12/90) (Actual)</th>
<th>YEAR 4 (1-12/91) (Actual)</th>
<th>YEAR 5 (1-12/92) (Est.)</th>
<th>YEAR 6 (1-5/93) (Est.)</th>
</tr>
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<tbody>
<tr>
<td>Management Development</td>
<td>72.3 (1.1)</td>
<td>38.0</td>
<td>34.3</td>
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<td>0.0</td>
<td>0.0</td>
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<tr>
<td>Training</td>
<td>770.7 (11.7)</td>
<td>31.4</td>
<td>17.2</td>
<td>90.4</td>
<td>282.7</td>
<td>277.0</td>
<td>72.0</td>
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<td>0.0</td>
<td>0.0</td>
<td>61.4</td>
<td>0.0</td>
<td>0.0</td>
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<tr>
<td>Research</td>
<td>548.6 (8.3)</td>
<td>0.8</td>
<td>22.4</td>
<td>0.0</td>
<td>25.4</td>
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<td>111.9</td>
<td>47.7</td>
<td>268.2</td>
<td>563.0</td>
<td>464.0</td>
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<td>66.8</td>
<td>166.1</td>
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<tr>
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<td>289.9 (4.4)</td>
<td>4.3</td>
<td>109.3</td>
<td>173.8</td>
<td>2.5</td>
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<td>Egyptian TA</td>
<td>316.6 (4.8)</td>
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<td>106.9</td>
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<td>407.9</td>
<td>408.0</td>
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<tr>
<td>Pop Info Center</td>
<td>700.0 (10.6)</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>700.0</td>
<td>0.0</td>
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<tr>
<td><strong>GRAND TOTAL</strong></td>
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<td><strong>186.40</strong></td>
<td><strong>247.60</strong></td>
<td><strong>750.70</strong></td>
<td><strong>1,832.40</strong></td>
<td><strong>2,905.10</strong></td>
<td><strong>677.90</strong></td>
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## TABLE 2  STATUS OF SELECTED KEY ACTIONS/ACTIVITIES SPECIFIED IN IDP PROJECT PAPER VERSIONS 3 AND 4, IN PIL AMENDMENT NO. 6

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<thead>
<tr>
<th>ACTION/ACTIVITY</th>
<th>YEAR(S) PLANNED</th>
<th>YEAR(S) EXECUTED AND/OR STATUS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>IDP TRAINING</strong></td>
<td></td>
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<tr>
<td>Population Dynamics</td>
<td>90, 91</td>
<td>Basic 90, 90, 90; Advanced 91, 91</td>
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<tr>
<td>Contraceptive Technology Update</td>
<td>91</td>
<td>90, 90</td>
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<tr>
<td>Basic Management/Team Building</td>
<td>90</td>
<td>90, 90, 90</td>
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<tr>
<td>Advanced Management</td>
<td>91, 91</td>
<td>91, 91, 91</td>
</tr>
<tr>
<td>Population Planning</td>
<td>91</td>
<td>90, 91, 91</td>
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<tr>
<td>Monitoring and Evaluation</td>
<td>90, 91</td>
<td>91, 91, 91</td>
</tr>
<tr>
<td>Financial Management</td>
<td>91</td>
<td>Planned for 1992</td>
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<tr>
<td>Population Information System Management Orientation</td>
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<td>91</td>
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<tr>
<td>Population Information System Management Training</td>
<td>91</td>
<td>In process</td>
</tr>
<tr>
<td>Information Systems</td>
<td>91, 91</td>
<td>Planned for 1992, 1993</td>
</tr>
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<td>Computer Training (NPC/TS)</td>
<td>92</td>
<td>90, 90, 92</td>
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<tr>
<td>Computer Training (NPC/G)</td>
<td>92, 92, 92</td>
<td>91, 91, 91, 91, 91, 91</td>
</tr>
<tr>
<td>Planning/Coordination Update</td>
<td>92</td>
<td>Population plan review: 92, 92, 92</td>
</tr>
<tr>
<td>Monitoring and Evaluation Retraining</td>
<td>92</td>
<td>Planned for 1992</td>
</tr>
<tr>
<td>Council of Women/ Communication</td>
<td>91, 91, 91</td>
<td>91, 91</td>
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<tr>
<td>NPC/G Office Workplan Development</td>
<td>90, 90, 90</td>
<td>90, 90</td>
</tr>
<tr>
<td>National Conference Family Planning Training</td>
<td>92</td>
<td>Planned for 1992</td>
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<tr>
<td><strong>INSTITUTIONAL DEVELOPMENT</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office renovation at NPC/G</td>
<td>20 planned for life of project</td>
<td>14 executed in 1990, 1991; 4 planned for 1992; 2 canceled</td>
</tr>
<tr>
<td>Project review meetings</td>
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<td>4 executed in 1992</td>
</tr>
<tr>
<td>Procedures manuals development and publication</td>
<td></td>
<td>Initiated in 1990; progressing</td>
</tr>
<tr>
<td>Photocopy machines at NPC/Gs and NPC/TS</td>
<td>20 planned for life of project</td>
<td>24 purchased; 20 sent to NPC/G offices; 4 for NPC/TS</td>
</tr>
<tr>
<td>Computers, NPC/Gs and IDP/NPC/TS</td>
<td>27 planned for life of project</td>
<td>27 purchased; 14 delivered to NPC/G offices; 6 waiting shipment; 7 in NPC/G</td>
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<tr>
<td>Software</td>
<td></td>
<td>Arabic Epiinfo contracted; word processing being prepared (due in 1992)</td>
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<tr>
<td>ACTION/ACTIVITY</td>
<td>YEAR(S) PLANNED</td>
<td>YEAR(S) EXECUTED AND/OR STATUS</td>
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<tr>
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<td>----------------</td>
<td>-----------------------------</td>
</tr>
<tr>
<td><strong>RESEARCH MANAGEMENT UNIT DEVELOPMENT</strong></td>
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<td>Research Management Unit establishment</td>
<td>91</td>
<td>91</td>
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<tr>
<td>Research Management Committee establishment</td>
<td>91</td>
<td>ongoing</td>
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<tr>
<td>Ethical Review Committee establishment</td>
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<td></td>
</tr>
<tr>
<td>Orientation Workshop</td>
<td></td>
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<tr>
<td>Programmatic Research Priority-Setting Workshop</td>
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<td>92</td>
</tr>
<tr>
<td>Training in Biomedical Research Proposal Writing</td>
<td>92, 92, 92, 92</td>
<td>92; two additional planned for 1992</td>
</tr>
<tr>
<td>Training in Programmatic Research Development</td>
<td></td>
<td></td>
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<tr>
<td>Training in Technical Report Writing</td>
<td>92, 92, 92, 93</td>
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</tr>
<tr>
<td>Training in Research Proposal Preparation</td>
<td>92, 92, 92, 93</td>
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<tr>
<td><strong>GOVERNORATE DEVELOPMENT SUPPORT GRANTS</strong></td>
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<tr>
<td>Grant Proposals Reviewed</td>
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<tr>
<td>Grants Awarded</td>
<td></td>
<td>9 funded; 4 to be funded; 9 on-hold due to funding constraints</td>
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<tr>
<td><strong>POPULATION DATA SYSTEM (PDS) DEVELOPMENT</strong></td>
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<tr>
<td>PDS Management Unit established</td>
<td></td>
<td>functioning</td>
</tr>
<tr>
<td>Design and implementation of data collection subsystems</td>
<td>TA provided since 1991; on-going</td>
<td></td>
</tr>
<tr>
<td>Personnel training and orientation</td>
<td>initiated in 1991</td>
<td></td>
</tr>
<tr>
<td>Operating policies developed</td>
<td>on-going</td>
<td></td>
</tr>
<tr>
<td><strong>NATIONAL POPULATION INFORMATION CENTER (PIC) DEVELOPMENT</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Layout of space</td>
<td>completed</td>
<td></td>
</tr>
<tr>
<td>Development of display area</td>
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<td></td>
</tr>
<tr>
<td>Information retrieval and storage systems developed</td>
<td>shell completed</td>
<td></td>
</tr>
<tr>
<td>Audio-visual hardware and software</td>
<td>acquired</td>
<td></td>
</tr>
<tr>
<td>Operating policies and procedures developed</td>
<td>on-going</td>
<td></td>
</tr>
<tr>
<td>Staff training and orientation</td>
<td>on-going</td>
<td></td>
</tr>
<tr>
<td>National population data base designed</td>
<td>shell completed</td>
<td></td>
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</tbody>
</table>
### TABLE 2  STATUS OF SELECTED KEY ACTIONS/ACTIVITIES SPECIFIED IN IDP PROJECT PAPER VERSIONS 3 AND 4, IN PIL AMENDMENT NO. 6

<table>
<thead>
<tr>
<th>ACTION/ACTIVITY</th>
<th>YEAR(S) PLANNED</th>
<th>YEAR(S) EXECUTED AND/OR STATUS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governorate population data base designed</td>
<td></td>
<td>shell completed</td>
</tr>
<tr>
<td>Data entry and verification</td>
<td></td>
<td>on-going</td>
</tr>
<tr>
<td>Map for Egypt digitized</td>
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<td>completed</td>
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<tr>
<td>Maps for governorates digitized</td>
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<td>on-going</td>
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<tr>
<td>PIC opening</td>
<td>90</td>
<td>planned for 1993</td>
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<tr>
<td>Resource Center materials acquired</td>
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<td>on-going</td>
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<tr>
<td>Library resource system developed</td>
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<td>on-going</td>
</tr>
<tr>
<td>Population newsletter being published</td>
<td></td>
<td>desktop publishing hardware and software purchased</td>
</tr>
<tr>
<td>Quarterly reports</td>
<td></td>
<td>produced quarterly</td>
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</table>

**NOTES:**

1/ This list was compiled from review of Subproject Paper Versions 3 and 4, and PIL No. 18, Amendment No. 7

2/ Multiple listings indicate number of sessions in that year.

3/ Information on status and/or dates completed was compiled from interviews and review of IDP's quarterly and annual activity reports.
### TABLE 3(A) INSTITUTIONAL DEVELOPMENT PROJECT TRAINING OUTPUTS, JANUARY-DECEMBER 1990

<table>
<thead>
<tr>
<th>COURSE</th>
<th>SESSIONS</th>
<th>PARTICIPANTS</th>
<th>NPC/G DIRECTORS</th>
<th>NPC/G STAFF</th>
<th>NPC/TS STAFF</th>
<th>OTHERS</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contraceptive Technology Update</td>
<td>2</td>
<td></td>
<td>6</td>
<td>7</td>
<td>36</td>
<td>0</td>
<td>49</td>
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<td>Workplan Development</td>
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<td>17</td>
<td>12</td>
<td>11</td>
<td>7</td>
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<tr>
<td>Population Planning (local)</td>
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<td></td>
<td>7</td>
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<tr>
<td>DOS (PC operation and problem-solving)</td>
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<td>0</td>
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<td>Basic Management and Teambuilding</td>
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<td>56</td>
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<td>15</td>
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<td><strong>120</strong></td>
<td><strong>123</strong></td>
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### TABLE 3(B) INSTITUTIONAL DEVELOPMENT PROJECT TRAINING OUTPUTS, JANUARY-DECEMBER 1991

<table>
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<tr>
<th>COURSE</th>
<th>SESSIONS</th>
<th>PARTICIPANTS</th>
<th>NPC/G DIRECTORS</th>
<th>NPC/G STAFF</th>
<th>NPC/TS STAFF</th>
<th>OTHERS</th>
<th>TOTAL</th>
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<td>Management and Follow-up/Evaluation</td>
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<td>58</td>
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<td>30</td>
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<td>20</td>
<td>0</td>
<td>0</td>
<td>20</td>
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<td><strong>TOTAL</strong></td>
<td><strong>18</strong></td>
<td></td>
<td><strong>136</strong></td>
<td><strong>114</strong></td>
<td><strong>51</strong></td>
<td><strong>30</strong></td>
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<td>NPC/G DIRECTORS</td>
<td>NPC/G STAFF</td>
<td>NPC/TS STAFF</td>
<td>OTHERS</td>
<td>TOTAL</td>
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<td>51</td>
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**IDP TA PERSONNEL**

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<tr>
<td>Senior RA</td>
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<tr>
<td>Sn Mgmt Consultant</td>
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</tr>
<tr>
<td>Training TA</td>
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**NPC PERSONNEL/EGYPTIAN TA**

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<td>Director, IDP</td>
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Planning

Finance

Procedures/
operations spec

Governorate
support (incl.
G. Support Grants)

CONSULTANTS
TO IDP

Pop Dyn TA

Mgmt TA
and Senior
Counterpart

Data/computer

RESEARCH MANAGEMENT
UNIT

Director

Biomedical
Office

Programmatic
Research

Dissemination

Biomedical TA

Programmatic
Res. TA

Ayman Ali Etar
(assigned from NPC)

Abdl Misr
(assigned from NPC)

Kaml Bashar
(assigned, NPC)

M. Amer
(secon.NPC Monit.Dp

**Prof AbdlGhaney/N.Nageeb**
(Consultants, Cairo Univ)

**Prof Diai***
(SadatAca)

Manal
(senior consultant IDP)

****Dr. Diai*****
(Senior consult)

****Dr. ElGuinde**
(Consultant)

****Dr. Mediha****
(Consultant)

Mr. Sayed
(assigned, NPC)

Zimmerman
(FHI)

Kefafi
(FHI)
NOTE:  ***** = part-time  
______ = full-time
APPENDICES
A. SCOPE OF WORK AND DETAILED WORKPLAN (attached)
EVALUATION SCOPE OF WORK

A. ACTIVITY TO BE EVALUATED

Project: Population/Family Planning II Project (263-0144)

Subproject to be evaluated: The Institutional Development (IDP) Subproject of the National Population Council (NPC) including its management of small grants and interagency agreements [e.g. with the International Islamic Center for Population Studies Research (IIC) and Regional Center for Training (RCT)]

PACD: May 31, 1993

TA Contractor: Family Health International (FHI) and its subcontractor E. Petrich and Associates (EPA)

Period to be Evaluated: 9/87 - present

Sub-Project Purpose: To strengthen the capacity of the NPC to formulate and promote national policies on population and family planning, to develop national and sectoral plans for population and family planning, to coordinate the work of family planning implementing agencies and to carry out necessary research, training and demonstration project activities in support of these functions.

B. PURPOSE OF THE EVALUATION

The purpose of the evaluation is to:
1. assess NPC Governorate office performance
2. assess effectiveness of training curricula for management, planning, and evaluation
3. assess operating policies, procedures and formats of the population data systems
4. assess accomplishments of the Research Management Unit
5. assess the NPC contribution to the management of the Operations Research activities/studies conducted
6. assess the institutional capacity of the NPC to manage interagency agreements.

C. BACKGROUND

The NPC is responsible for coordinating and providing strong development support at the national and governorate levels to population and family planning programs of both the public and private sectors. The NPC is headed by the Prime Minister and other top level Government of Egypt (GOE) officials. Politically the NPC is an important organization and has the potential to play an extremely useful role in the Egyptian National Family Planning Program.
The aims of the Institutional Development Project (IDP) are to:

1) Strengthen the NPC at both the central Technical Secretariat (NPC/TS) and governorate (NPC/G) levels, with particular emphasis on NPC/G offices, to provide policy leadership and development support for Egypt's national population and family planning program;

2) Develop a comprehensive population information system to support improved planning, monitoring and evaluation functions at national and governorate levels; and

3) Develop research planning and management capabilities, including funding of high priority bio-medical, demographic, operations and other research.

In the first modification to the IDP subproject, three areas of project activities were delineated. First, in order to strengthen the NPC so it can fulfill its leadership role in population policy formulation and planning, and in implementing agency coordination and evaluation at national and regional levels and in population research, a major shift in organizational structure, staffing, operating policies and procedures and a much more decentralized approach to NPC/G offices was planned. The NPC is to be assisted in improving its working relationships with other GOE agencies at national and local levels and with the private sector, and in improving level of technical and scientific sophistication. (See outputs listed in Project Logical Framework.)

Second, the modification provides funding for the development of a comprehensive and reliable data collection and processing system called the "Population Information System (PIS)", to support NPC/TS and NPC/G planning, coordination, monitoring and evaluation functions, built upon the UNFPA supported family planning (FP) service statistics system which is functioning in most governorates. The PIS consists of two sub-systems: 1) The Population Information Center (PIC) and 2) the Population Data System (PDS). The purpose of the PIC is to provide for a central information facility that contains current and reliable information on population programs in Egypt and elsewhere. The purpose of the PDS is to provide for a standardized and comprehensive system that collects, processes, stores, retrieves and disseminates essential data required by NPC/TS and NPC/G offices to perform their planning, monitoring and evaluation functions.

Third, to strengthen the NPC's role in the planning, coordination and oversight of research and in the distribution and utilization of research findings, the IDP was modified to include the establishment of a Research Management Committee to set national research priorities, institutional development of the central NPC/TS Research Management Unit; funding and grants management of operations research, biomedical research studies as well as support of special demographic, economic and cost studies.
D. STATEMENT OF WORK

The contractor, the Futures Group, under the AID/Washington OPTIONS project will field a three person evaluation team for a three week period, May 20-June 11, to evaluate achievement of project objectives and to assist in setting benchmarks for the Population/Family Planning III Project for the NPC.

TASK ONE- Assess NPC/G office performance: the assessment will be of the extent to which the office staff fulfill their job duties and responsibilities, and the Governorate offices fulfill their mandate.

TASK TWO- Assess IDP training curricula as to the content of the training courses and, their applicability to the NPC/G and NPC/TS staff capabilities and work requirements.

TASK THREE- Assess operating policies and procedures of financial, technical and managerial departments of the NPC.

TASK FOUR- Evaluate the adequacy of the Population Information System, including the accomplishments and the formats developed.

TASK FIVE- Assess the progress under FHI TA of institutionalizing operations research capabilities in Egypt and the on-going transfer of responsibility for technical assistance to the NPC for operations research activities from FHI to the Population Council.

TASK SIX- Assess progress in institutional development and the accomplishments of the Research Management Unit, including the management of research grants.

TASK SEVEN- Assess the capabilities of the NPC in Grant management for small grant projects (such as the Governorate Development Support Grants) and in managing large agreements with other agencies (such as the IIC and RCT).

E. TEAM COMPOSITION

The team will consist of the following specialists:

1. A senior population expert experienced in project evaluation, who is expert in institutional development and has experience in family planning research, both biomedical and operations research.

2. A senior economist experienced in project design and evaluation, and in financial and grants management.

3. A local research and financial management specialist.
F. METHODS AND PROCEDURES

1. The team shall base their findings, conclusions, and recommendations on data, documents, and other information provided by the TA contractors, USAID project officer, USAID Population Office, and implementing agency as well as site visits and interviews. Documents consulted should include, but not be limited to, the subproject paper and modifications, Project Implementation Letters, previous evaluations, the subproject's annual workplans and quarterly reports, implementing agency records, planning documents, balance sheets and financial statements, relevant Letters of Agreement, and other documentation as requested and as deemed relevant.

2. The evaluation team shall review subproject documentation which will serve as reference points and base line data for assessing implementation progress. The team shall also consolidate, summarize and analyze data collected by the subproject's ongoing monitoring systems.

3. The evaluation team shall interview appropriate USAID, NPC, FHI, and EPA staff. It shall also interview selected project beneficiaries and shall employ surveys and questionnaires in the study when appropriate.

4. The team shall conduct relevant subproject site visits.

5. The team shall prepare an evaluation report providing findings, conclusions and recommendations related to the questions in the Statement of Work above based on the analysis of information obtained through tasks 1 through 7 above.

G. REPORTING REQUIREMENTS

All reports shall be submitted to the USAID project officer and the evaluation officer.

1. The contractor shall hold regular meetings, frequency of which will be determined by the evaluation officer, to brief USAID staff on evaluation progress. Final debriefing(s) shall be held for USAID and implementing agency officials after acceptance of the first draft.

2. On or before the third working day, the contractor shall submit a workplan which describes roles and responsibilities of each team member and includes a detailed approach to the evaluation based on section (F), and a detailed outline and suggested table of contents for the evaluation report.

3. The contractor shall submit a draft report by the end of the second working week. The draft findings shall be reviewed
and discussed with key implementing agency and USAID staff and comments provided to the contractor within two working days. The final draft report, due before the team's departure from country, shall include changes or revisions requested by USAID and implementing agency staff. Executive summaries in English and Arabic for both the draft and the final draft reports shall be provided. Within a month after departure, the contractor shall provide 15 copies of the final report to the USAID/EGYPT Mission for distribution.

4. The format for the report should be as follows:

Executive Summary:

Not to exceed three single-spaced pages. This shall be provided in English and Arabic.

Listing of the Major Conclusions and Recommendations:

This section shall briefly summarize the most important conclusions and recommendations in the evaluation. The recommendations shall be listed in priority order with responsible parties assigned to implement each recommendation. The report shall provide only principal recommendations which are viable in view of the constraints facing each responsible party. (Other suggestions, ideas, or improvements for project implementation should be provided in a separate annex.)

Main Report:

The report shall respond directly to the key questions in the Statement of work and should not exceed 30 double spaced typed pages.

Clearance: PDS/P:RParks (Draft)

Drafted: HRDC/P:ASelim:5/14/92:A:EVLSW
DETAILED WORKPLAN

This plan presents the schedule of specific activities to be undertaken during this evaluation, along with the objectives associated with each activity.

<table>
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<tr>
<th>Date</th>
<th>Activity and Objectives</th>
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| Thursday, May 21   | USAID briefing; initial meeting with IDP resident management advisor  
|                    | objectives: common understanding of scope of work; development of workplan; collection of documents at IDP offices                           |
| Friday, May 22     | review of documents; Wawer-Levine meetings  
|                    | objectives: development of workplan, evaluation questions, preliminary outline/table of content, evaluation questionnaire for NPC/G directors |
| Saturday, May 23   | meetings with NPC/IDP director, other staff and resident management advisor  
|                    | objectives: gather information from interviews and documents on number and type of IDP activities to date; obstacles encountered; technical and management capacity; financial management procedures; interface between NPC and IDP; etc. |
| Sunday, May 24     | meetings with NPC/IDP staff and consultants; observation of IDP activities; visit to NPC/TS Population Information Center; meetings with NPC/TS department heads; meetings with UNFPA  
|                    | objectives: gather information from interviews and documents on IDP number and type of activities to date; obstacles encountered; interface between NPC and IDP; financial management procedures of NPC; division of responsibilities between USAID and UNFPA with respect to central- and governorate-level institutional development; plans of UNFPA; etc. |
| Monday, May 25     | meeting with USAID; meeting with Population Council; meeting with NPC Secretary General  

objectives: present workplan and team's division of responsibilities to USAID; gather information from Population Council interviews and documents on research activities supported and division of responsibilities between Population Council and Research Management Unit; obtain input into evaluation from Secretary General; obtain information about potential areas for management strengthening at NPC/IDP

Tuesday, May 2

meeting with NPC/G representatives; demonstration of NPC/Ts Population Data System

objectives: obtain information through structured interviews and evaluation questionnaires about IDP's support of NPC/G activities, and about NPC/G current capacity and future requirements; obtain information on status, procedures and output of PDS

Wed, May 27

site visit to Beni Suef NPC/G [Wawer and Levine]

objectives: obtain information through interviews, review of documents and observation about NPC/G managerial, technical and financial activities and capacity

Thursday, May 28

site visit to El Minya NPC/G [Wawer and Levine]

objectives: obtain information through interviews, review of documents and observation about NPC/G managerial, technical and financial activities and capacity

Friday, May 29

Wawer-Levine meeting and writing

objective: prepare at least half of first draft, based on information collected to date

Saturday, May 30

site visit to Sharkia NPC/G [Levine] and visit to Research Management Unit [Wawer]

objectives: obtain information through interviews, review of documents and observation about NPC/G managerial, technical and financial activities and capacity; obtain information on progress and procedures of RMU

Sunday, May 31

site visit to El Fayoum NPC/G [Levine] and report writing [Wawer]
objectives: obtain information through interviews, review of documents and observation about NPC/G managerial, technical and financial activities and capacity; completion of first draft

Monday, June 1  Wawer-Levine writing and delivery of first draft

objective: prepare full first draft, based on information collected to date; finalize executive summary

Wednesday, June 3  debriefing with USAID

objective: obtain comments and requests for revisions

Thursday, June 4  Wawer-Levine meeting and writing; [Wawer departs]

objective: revise first draft

Sunday, June 8  debriefing with NPC

objective: present findings; submit revised draft report for review and comment

Monday, June 9  [Levine departs]
Division of Responsibilities

The evaluation team of Maria Wawer and Ruth Levine will work in collaboration to produce the evaluation report. Each will have special area of responsibilities, consistent with her expertise; in addition, they will work together on the overall analysis and development of short- and long-term recommendations.

Maria Wawer Special areas of responsibility will be:

- assessing quantity and quality of IDP's institutional development activities at the Technical Secretariat and Governorate levels [refer to Tasks 1 and 4 in Scope of Work];
- assessing quantity and quality of IDP's biomedical research support through its research management activities [refer to Task 6 in Scope of Work]; and
- assessing the quality of the IDP training activities at the NPC/G [refer to Task 2 in Scope of Work].

In addition, Wawer will participate in most or all meetings with USAID, NPC/IDP, EPA and other key informants; and collaborate with Levine in data collection and writing activities.

Ruth Levine Special areas of responsibility will be:

- assessing IDP support of financial and grants management capabilities [refer to Tasks 3 and 7 in Scope of Work]; and
- assessing quantity and quality of IDP's operations research support through its research management activities [refer to Tasks 5 and 6 in Scope of Work].

In addition, Levine will participate in most or all meetings with USAID, NPC/IDP, EPA and other key informants; and collaborate with Wawer in data collection and writing activities. Levine will take responsibility for ensuring that 15 copies of an acceptable final report is delivered to the Mission within one month of the assignment's completion.

submitted by: Maria Wawer and Ruth Levine, 25 May 1992
B. DOCUMENTS REVIEWED

Beckner, Beth, "Presentation Skills." Not dated.


Beckner, Beth, "Team Building." Not dated.


Beckner, Beth, "Objectives for Different Kinds of Learning." Not dated.


Beckner, Beth, "Advanced Management IV: Change and Organizational Development." Not dated.

Fatah, A. Abdel, "Upgrading of MCH/FP Practice and Contraceptive Usage among Rural Families of Agricultural Cooperative Societies in Sharkia Governorate: A Small-Scale Innovative Project within USAID-supported Institutional Development Project."


NPC/IDP, "Project Summary: Fayoum (1/12/91-30/4/93)."

NPC/IDP, "Project Summary: Sohag (1/12/91-30/4/93)."

NPC/IDP, "Project Summary: Beni Suef (1/12/91-30/4/93)."

NPC/IDP, "Project Summary: Qena (1/12/91-30/4/93)."


C. INDIVIDUALS CONTACTED

USAID

Duncan Miller, Associate Director, Human Resources and Development Cooperation
Carol Carpenter-Yaman, Director, Office of Population
Amani Selim, Project Officer, Office of Population
Marilynn Schmidt, Project Officer, Office of Population
Randall Parks, Evaluation Officer

NPC/TS and NPC/IDP (Staff and Consultants)

Professor Maher Mahran, Secretary General
General Saleh Fadl, IDP Project Director
Mr. Said Taha, Director of Department of Monitoring and Follow-up
Mrs. Samira Sadek, Director of Finance Department
Mr. Nasry Shakr, Director of Department of Planning and Training
Mr. Gamal El Nahass, Population Information Center Manager
Dr. Buthaina el Deeb, Director of Department of Statistics
Mr. Mohamed Amer, in-charge, Governorate Support
Dr. Samir Diai, Director, Research Management Unit
Mr. Helmy Moustafa, Training Specialist
Mr. Abdel Fattah Sayed, Planning Specialist
Mr. Kamel Bhashar, Planning Specialist
Mr. Ayman El Attar, Planning Specialist
Mr. Assam, Training

Dr. Salwa Abdel Azim, consultant to IDP (management systems)

Dr. A.M. Abdelghany, consultant to IDP (population statistics)

Miss Manal El Fiki, consultant to IDP (data systems)

Dr. Mohammed Naguib, consultant to IDP (demography)

Dr. Mediha, consultant to RMU (programmatic research)

Dr. Leila Kefafi, consultant to RMU (programmatic research)

Dr. Essam El-Gindy, consultant to RMU (biomedical research)

Dr. Valerie Zimmerman, consultant to RMU (biomedical research)

NPC/G Office Directors

Mr. Mohamed El Etriby, Kafr El Sheikh

Mr. Gamal Awad, Beni Suef

Mr. Magdi Faird, Behera

Mr. Ali Maher, El Minya

Mr. Abdel Wahab Soliman, Aswan

Mr. Ali Boza, Menoufia

Mr. Fouad Ali Fekri, Qena

Mr. Mohamed Yousif, Giza

Mr. Abdel Salam Mostafa, Fayoum

Mr. Hassan Motawe, Qaliubia

Mr. M. Sadek, Gharbia

Mr. Abdel Wahab Soliman, Aswan
Mr. M. Fouli, Suez
Mrs. Hoda El Sadek, Sharkia
Mr. Anwar El Sheiekh, Sohag
Mrs. Abla Karim El Din, Port Said
Mr. Nashaat Abdel Fattah, Damietta
Mr. Ali Boza, Menoufia
Mr. Mahmoud Metwok, Cairo
Mr. Hamdi Hijab, Red Sea
Mr. Ahmed Hegab, Dakhalia

Selected Contacts during Site Visits

**Beni Suef**

His Excellency the Governor Abdl Fatah El-Sayed Ghaloush

Mr. Gamal Awad, NPC/G Office Director

Dr. Ibtsam Kamel Sakla, Family Planning Manager (SDP)

M. Lamia Ahmed Galal, Public Relations

Mr. Mohamed Ali Mohamed, Mr. Governor office manager

Mrs. Dalal Abdemoneim Hemely, volunteer, Women’s Council

Mrs. Zenab Abdel Hamid, volunteer, Women’s Council

Dr. Ettisen Sahkla

**El Minya**

Mr. Ali Maher, NPC/G Office Director

Dr. Niawal Mobi El Deen, SDP Project Direcor

A-16
Ms. Sahera, NPC Office Representative in Women’s Council

Sharkia

Mrs. Hoda El Sadek, NPC/G Office Director

Dr. Mohammed el Saaed Mohammed, Senior Doctor, CSI

Mr. Ahmed Ramadan, CSI Administrator

El Fayoum

Mr. Abdel Salam Mostafa, NPC/G Office Director

Population Council

Dr. William Darity, Senior Associate and Deputy Director, Asia and Near East Operations Research and Technical Assistance Program

Dr. Laila Nawar, Host Advisor for Egypt, Asia and Near East Operations Research and Technical Assistance Program

UNFPA

Dr. Sjaak I. Bavelaar, Country Director

E. Petrich & Associates

Dr. Waleed Alkhateeb

Mr. Russell Dionne

Ms. Peggy Sullivan

Mrs. Omaima M. Abdel Akher
D. EVALUATION QUESTIONNAIRE (English version)

1. Which of the training courses and workshops attended by yourself or other members of your staff were most useful for your office? (Multiple responses allowed)

2. Which of the training courses or workshops proved least useful?

3. Does your office have a workplan for 1991-92?

4. Has your office developed a population plan for 1991/92?

5. As a result of IDP training and TA, did any aspects of your office management improve? If so, list the most important improvements.

5b. Are there still management activities in your office which continue to pose problems? If so, what are the most important problems? (Multiple responses possible)

6. Has the IDP had any effects on population planning activities in your office, and if so what are these effects? (Multiple answers possible).

6b. Are there aspects of planning in your governorate that are still a problem? If so, what are they? (Multiple answers possible.)

7. How would you describe the lines of communication between the NPC/TS and your office?

8. Do you want IDP to continue? If no, why? If yes, why? (Multiple answers possible.)

9. If IDP continues, can you suggest any improvements or additional functions that would help you?

10. Other comments.

11. What are the aims of the IDP?
E. SUMMARY OF SITE VISIT ACTIVITIES

Assessment of IDP Effects through NPC/G Site Visits

The following issues were investigated through interviews with NPC/G office directors and staff, and observation of activities, at each of four governorates.

- main responsibilities and activities of NPC/G office and office director;
- ability to develop workplans, during pre- and post-IDP periods;
- opinions about utility of IDP training for both management and technical specialists;
- ability to work with governor and implementing agency representatives, during pre- and post-IDP periods;
- ability to follow-up on service delivery, IE&C and other activities of implementing agencies;
- ability to prepare proposals and seek outside funding for local activities;
- ability to manage Governorate Support Grants;
- remaining management and technical problems;
- communication and interactions with IDP;
- communication and interactions with Monitoring and Follow-up Department of NPC/TS; and
- suggestions for additional IDP activities, if any.

Activities During Site Visits

**Beni Suef**
- meeting with NPC/G office director and staff
- meeting/luncheon with Governor, and representatives of family planning community and Women’s Council
- visit to Ministry of Health family planning facility associated with Women’s Council project supported by Governorate Support Grant

**El Minya**
- meeting with NPC/G office director and staff

A-19
visit to two community family planning facilities associated with Women's Council project supported by Governorate Support Grant

Sharkia
-- meeting with NPC/G office director and staff
-- visit to CSI clinic

El Fayoum
-- meeting with NPC/G office director and staff
-- visit to SDP-funded MOH clinic for family planning meeting
F. IDP AND NPC ORGANIZATIONAL CHARTS

To be employed from outside NPC/TS only until NPC/G renovations are completed.

** On part-time basis only.

*** PIS Unit Manager (1), Information Systems Specialists (3).

**** Research Management Unit Manager (1), Research specialists (2).
NATIONAL POPULATION COUNCIL ORGANIZATIONAL CHART, 1989
1. Which of the training courses and workshops attended by yourself or other members of your staff were most useful for your office? (Multiple responses allowed)

   Population planning: 15
   Management and teambuilding: 11
   Follow-up and evaluation: 9
   Population Dynamics: 5
   Computer training: 2
   Women's Council training: 1

2. Which of the training course or workshops proved least useful?

   They were ALL useful: 15

3. Does your office have a workplan for 1991-92?

   Yes, complete: 11
   Yes, partial: 7
   No: 1

4. Has your office developed a population plan for 1991/92?

   Yes, complete: 14
   Yes, partial: 4
   No: 1

5. As a result of IDP training and Th, did any aspects of your office management improve? If so, list the most important improvements.

   No: 0

   Yes (no specific aspects mentioned): 10

   Improved qualifications of office staff technically and administratively: 4
Improved office ability to work as a team: 3

Made me feel more confident as a manager and helped me meet challenges: 1

Gave us a system for organized management: 1

5b. Are there still management activities in your office which continue to pose problems? If so, what are the most important problems? (Multiple responses possible)

No problems: 3

Don't have enough fiscal flexibility and office budget is too low (can't pay for transport/supplies): 7

Need more training in management/budgeting: 4

Need more computer training:

Position of NPC/G offices, job descriptions of NPC/G staff in relation to NPC/TS are unclear: 3

Many decisions are too centralized: 1

Need training for local leaders and IAs: 1

6. Has the IDP had any effects on population planning activities in your office, and if so what are these effects? (Multiple answers possible).

No effect: 0

Increased our capabilities to plan/ showed us what plans need to contain: 9

Helped us do a plan: 3

Gave us the skills in coordinating planning with other sectors: 3

Taught us how to evaluate the achievement a plan: 3

Taught us to prepare budgets for a plan: 1

Taught us how to work as a team in doing a plan: 1
6b. Are there aspects of planning in your governorate that are still a problem? If so, what are they? (Multiple answers possible.)

No problems: 2

Other sectors and IAs have not had the opportunity to acquire the same planning skills, and could benefit from training: 9

NPC/G offices don't have budgets to plan activities: 6

NPC/G and other sector budgets are provided on fiscal year basis, but NPC/TS targets are based on the calendar year: 4

Other sectors don't know their budgets and find it hard to plan: 3

NPC/TS targets and ours aren't the same: 1

7. How would you describe the lines of communication between the NPC/TS and your office?

Lines of communication clear: 14

Lines of communication are poor and NPC/TS surprises us with plans and activities: 4

Lines of communication within NPC/TS regarding NPC/G activities seem weak: 2

IDP has improved the lines of communication: 1

8. Do you want IDP to continue? If no, why? If yes, why? (Multiple answers possible.)

No: 0

Yes: 19

Reasons given:

Continue to help building teams and human capital: 7

Need more training in accounting, fiscal management and administration: 6

Assistance with commodities: 1

Like the increased cooperation with USAID: 1
Need help in cooperation with other donors
IDP has improved our contact with other groups
IDP is a big step for civilization
We need more help to maintain the standard we have achieved

9. If IDP continues, can you suggest any improvements or additional functions that would help you?

Nil

Train new elements: i.e., new personnel and other implementing agencies
Help in developing decentralized training
Increase Governorate Support Grant program
Need more support in the area of supplies, commodities and equipment
IDP and NPC/TS have to let us know our budget in advance so we can plan
NPC/TS and IDP should coordinate their activities more
In the next project, can we stop the "Buy American" policy?
Need local funds for transport
IDP training has been too basic