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UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Egypt

Support of a comprehensive population programme

Proposed UNFPA assistance:	\$13,300,000, of which \$8,300,000 is to be committed by UNFPA and the remainder by UNFPA or from multi-bilateral resources
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1986, subject to Governing Council approval
Executing agencies:	Government of Egypt United Nations International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO) United Nations Fund for Population Activities (UNFPA)
Government co-ordinating agency:	National Population Council (NPC)

EGYPT

Demographic Facts

Population by sex		Population density (/sq. km.)	47
Total (in 1000)	46,800	Average annual change	
Male (in 1000)	23,804	Population increase (in 1000)	1,110
Female (in 1000)	22,996	Births (in 1000)	1,692
Sex ratio (/ 100 females)	103.5	Deaths (in 1000)	552
Population in year 2000 (in 1000)	65,200	Net migration (in 1000)	-29
Population by age group		Rate of annual change	
Age 0-14 (in 1000)	18,431	Population change total (%).....	2.52
Age 15-64 (in 1000)	26,307	Urban (%)	3.3
Age 65+ (in 1000)	2,062	Rural (%)	1.9
Age 0-14 (percentage)	39.4	Crude birth rate (/1000)	38.4
Age 15-64 (percentage)	56.2	Crude death rate (/1000)	12.5
Age 65+ (percentage)	4.4	Natural increase (/1000)	25.9
Age indicators		Net migration (/1000)	-0.7
Median age	20.2	Fertility and mortality	
Dependency: age 0-14	70.1	Total fertility rate	5.23
Dependency: age 65+	7.8	Completed family size	N/A
Dependency: total	77.9	Gross reproduction rate	2.55
Youth: 15-24 (in 1000)	9,294	Net reproduction rate	2.02
Women: 15-49 (in 1000)	10,849	General fertility rate (/1000)	166
Urban-rural population		Child-woman ratio	706
Urban population (in 1000)	21,759	Infant mortality rate (/1000)	113
Rural population (in 1000)	25,041	Life expectancy: male	56.4
Per cent urban (%)	46.5	Life expectancy: female	58.2
Per cent rural (%)	53.5	Life expectancy: total	57.3
Agricultural population density		GNP per capita	
(/ hectare of arable land).....	7.7	(U.S. dollars, 1983)	700

Sources: Area and population density on arable land: derived from Food and Agriculture Organization, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1985; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17 (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World Population Prospects, Estimates and Projections as Assessed in 1982 (United Nations publication, Sales No. E.83.XIII.5) - "population by sex" through "population density (/sq. km.)" as of 1985, and "average annual change" through "life expectancy: total" as of 1980-1985.

I. SUMMARY

1. On the basis of the findings of the needs assessment mission that visited Egypt in May 1985 and on the recommendations of the project formulation exercise undertaken in December 1985, UNFPA proposes to support a comprehensive population programme in the amount of \$13,300,000 over a five-year period starting January 1986 to assist the Government of Egypt, a priority country for UNFPA assistance, in achieving its population and development objectives. Should funds not become available to UNFPA for the funding of the entire programme, UNFPA proposes to support the proposed programme in the amount of \$8,300,000 and seek multi-bilateral support for the additional \$5 million required for the programme.
2. The needs assessment mission of 1985 emphasized the importance of continuing external assistance to Egypt's population programme to aid the Government in meeting the demographic targets set for the 1986-1990 period. The mission placed particular emphasis on management of the population programme, including management issues in regard to the integration of maternal and child health and family planning (MCH/FP) within the Ministry of Health; expansion of family planning service facilities; family planning information, education and communication (IEC); and data collection, analysis and dissemination.
3. The proposed programme would be the fourth UNFPA programme of assistance for Egypt. Under the proposed fourth programme (1986-1990), UNFPA assistance would, in accordance with Governing Council guidelines outlined in decision 81/7 I, paragraph 3 and the findings and recommendations of the 1985 needs assessment update mission, concentrate in the area of MCH/FP, which is the priority area of the national population programme in Egypt.
4. The proposed programme would include projects related to integrating MCH/FP services within the Ministry of Health; contraceptive logistics, supply and distribution; family planning outreach facilities; training in family planning; the collection of family planning services statistics; and local production of contraceptives. It would also include projects in formal and non-formal population education, including population education for special target groups and IEC activities aimed at the general public. In addition, it would include projects in the areas of demographic analysis, population policies, population and development, women and development, biomedical and socio-economic operational research and management of the population programme.
5. UNFPA assistance would support a limited number of international experts, the purchase of expendable and non-expendable equipment and training, both in-country and abroad. Local salary costs would be met partially by UNFPA, with the Government gradually taking over a larger share of these costs each year.
6. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, the population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority

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groups (para. 14 (d)), respect for human life is basic to all human societies (para. 14 (e)), and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

Demographic and social indicators

7. Egypt, like other developing countries, faces the problems of rapid population growth and a high ratio of child to adult population (demographic and other data are provided on p. 2). These problems, combined with comparatively low per capita income, create severe difficulties in providing for the education, nutrition and preventive and environmental health measures needed to sustain the expanding population. Egypt's problems are complicated by an extremely unbalanced distribution of the population over the country's territory. (About 96 per cent of the population live on 3 per cent of the country's land -- the Nile valley and the delta area.)

8. The pressure of population on land and living space in the habitable areas of Egypt and in the Nile valley and its delta continues unabated, so much so that even with all the efforts at reclamation of the desert, the battle seems, at best, at a standstill. Average population density in 1985 was estimated at 47 inhabitants per square kilometre.

9. During the last three decades, Egypt's population more than doubled to 46.8 million in 1985 and is expected to grow to around 65 million by the end of the century.

Government policy

10. According to the United Nations Population Division, the Egyptian Government has based its population policy on the "development approach to population problems" which is defined in terms of its four major interrelated aspects: growth, distribution, characteristics and structures. Specifically, education, increased participation of women in the labour force, agricultural modernization, rural industrialization, improved social security, general improvement in the socio-economic status of families and reduction of infant mortality were all seen as essential support to the effective implementation of the population policy. The Government's intervention is mainly through efforts to reduce fertility as well as infant and child mortality. Recently, Government officials have urged intensification of the country's family planning programme with the aim of covering 60 per cent of women in reproductive age by the year 2000 and indicated that programmes are being planned to increase primary education, raise age at marriage and provide employment for women. In the field of health, establishing more MCH centres, especially in rural areas, providing potable water in deprived villages and controlling parasites and infectious diseases are among measures under implementation. It is assumed that the crude death rate and crude birth rate may decline from the current level 12.5 and 38.4 per thousand, respectively, to 7 and 20 per thousand, respectively, by the year 2000. The spatial distribution of the

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population is inappropriate. Efforts are being made to ease population congestion in urban and metropolitan centres through the establishment of new urban centres and through other measures, including expansion of industries in order to improve the standard of living in rural areas. The level of international migration is insignificant and satisfactory.

11. Confronted by the serious and ever-increasing overcrowding of cities, especially the capital city of Cairo, and by urban encroachment on agriculturally productive lands, President Mohamed Hosni Mubarak has determined that the nation must greatly expand its activities in the population area. In March 1984, the President convened and presided over the Egyptian National Conference on Population, which made far-reaching recommendations concerning policy and organs for policy formulation and review, information, health and family planning, education, public meetings, agriculture, industry, research and training, statistics and data, incentives and obstacles, housing and economics.

12. Further, in a statement outlining Egypt's views on population on the occasion of the 1984 International Conference on Population, the Prime Minister of Egypt, Kamal Hassan Ali, stated: "The Government pursues a consistent policy aiming at achieving birth control simultaneously with improving living conditions of the population through a comprehensive socio-economic development strategy, as a break out of this vicious circle is imperative to Egypt's demographic situation. Guided by the development approach to the population problem, the national population and family planning policy aims at the attainment of the following interrelated objectives: (a) an optimum population growth rate to be achieved through lower birth rates, reduction of infant mortality and the greater attention to emigration; (b) a better population distribution to be attained through reducing rural to urban migration in response to integrated development of the rural areas, and the development of Egyptian deserts and establishment of new settlements and new cities; and (c) improved population characteristics particularly in the areas of health, education and the status of women."

13. In January 1985, a presidential decree established the National Population Council, to be presided over by the President of the Republic or whomever he designates and to include as members the Prime Minister, the Ministers of Social Affairs, Health, Planning, Information and Education; four public figures with experience in the field of population and the Council's Rapporteur/Secretary-General. This Council is responsible for formulating and monitoring the implementation of population policies in the country, supervising the population and family planning activities and for ensuring the co-operation, in the field of population, among the concerned ministries. The technical secretariat of the Council is responsible for preparing the national plan for population and following up on the implementation of the decisions of the Council, as well as contacting international and foreign organizations for technical assistance.

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III. REVIEW OF UNFPA AND OTHER ASSISTANCE

A. UNFPA assistance

14. Under the first UNFPA-assisted programme (1971-1975), a total of \$6.4 million was allocated, primarily in support of the expansion of health centres equipped and staffed to deliver family planning services including contraceptive supplies, biomedical research and IEC activities as well as in support of planning, management and evaluation of population projects.

15. The second UNFPA-assisted programme, approved by the Governing Council at its twenty-third session in 1977 for the five-year period 1976-1980, was in the amount of \$10 million. Assistance was primarily in support of the 1976 population and housing census and the population and development project -- an experimental project initiated in 1977 and based on the official policy of the Government to incorporate general socio-economic factors into measures designed to reduce the birth rate. Assistance also supported the strengthening of family planning services through the Population and Family Planning Board, which provided for strengthening the Board's managerial, planning and evaluation capabilities as well as for population education and communication in support of family planning and the provision of raw materials for the local production of oral contraceptives, and biomedical and socio-economic operational research. Total expenditures for the period 1976-1980 amounted to \$6 million.

16. On the basis of the findings and recommendations of the needs assessment mission that visited Egypt in September 1980 and in discussions with the Government, a third UNFPA-assisted programme was approved by the Governing Council at its twenty-eighth session in June 1981 for the five-year period, 1981-1985, in the amount of \$15 million, subject to the review and reassessment of the entire UNFPA programme for the years 1982-1985 as requested by the Governing Council in decision 81/7 I, paragraph 2. Expenditures in 1981 amounted to \$1 million. Owing to UNFPA's financial constraints at the time, the review and reassessment of the UNFPA programme for the period 1982-1985 (document DP/1982/28), submitted to and approved by the Council in decision 82/20 I, paragraph 2 at its twenty-ninth session, foresaw a reduction of the balance of \$14 million to \$7 million. UNFPA, with the concurrence of the Government, made the necessary reductions in the various project budgets. Expenditures (1982-1984) and allocations (1985) eventually totalled \$4.8 million including \$827,885 in multi-bilateral resources from the Government of the Netherlands, leaving a balance of \$2.2 million which is subsumed under the new programme. Total amount of expenditures (1981-1985) is estimated at \$5.8 million. The main reason for this low level of expenditures is the major political changes at the top management level of the population programme. This has resulted in suspending most of the projects for 1985 in anticipation of launching a vigorous population programme for 1986 and ensuing years. The total amount of UNFPA assistance under all programmes as of 31 December 1985 was \$18.2 million.

17. Egypt has a long history of commitment to population policies and operation of a population programme. Nevertheless, owing to the lack of political commitment at various administrative levels during the 1970s and early 1980s, the prevailing

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cultural environment, religious sensitivities, the non-institutionalization of family planning within the Ministry of Health and the absence of a vigorous family planning service delivery system despite a generated demand for family planning services, major objectives of the family planning programme were not fulfilled in their entirety. Programming difficulties during this period (1981-1985) included high turn-over of qualified staff owing to the low government salary scale, frequent delays in finalizing research under subcontract arrangements because of the high demand on the services of the few qualified researchers, cumbersome administrative procedures, lack of effective supervision over the field workers and unrealistic population targets.

18. Activities under the third country programme are briefly described below.

Maternal and child health and family planning

19. Population and development project. The largest component of UNFPA assistance in Egypt, amounting to \$2.6 million during the period 1981-1985 including \$827,885 in multi-bilateral resources, has been in support of the population and development project. This project was a continuation of the project which was launched by the Population and Family Planning Board in 1977 on an experimental basis. It was based on a development approach that focused on the rural areas where the majority of the population reside, where contraceptive use has been low, birth rates were high, living conditions forced a significant proportion of the population to migrate to urban areas, and population characteristics especially in health, education and productivity were poorer than in urban areas. It is a community-based programme to reduce population growth through a comprehensive approach that encompasses numerous socio-economic activities at the village level. While the net effect of the project has been to create a demand for use of contraceptives, socio-economic development in general, has also been stimulated, particularly those activities that are believed to aid in limiting population growth and improving population characteristics (e.g., health, education, women's employment, etc.).

20. To encourage community participation in this national effort, a community assistance fund was created which offers interest-free loans to finance priority projects. Eligibility to receive an interest-free loan was established by reaching the target set for the community in the increase in the number of family planning acceptors.

21. Other benefits of this approach were: (a) the involvement of all groups within the community in self-help efforts for their own development; (b) the integration of population and development objectives at the level closest to the people concerned; (c) the utilization and strengthening of existing local Government institutions to achieve these objectives; (d) support for the process of decentralization of governmental authority to the governorate level and to the village councils; and (e) the establishment of direct contact with rural women of childbearing age through home visits by female extension workers.

22. A comprehensive organizational network consisting of nearly 14 central, 87 regional, 1,050 local co-ordinators and more than 3,000 female extension workers,

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were involved in implementing the project on voluntary basis. It covered 14 million people in 525 village councils and 2,906 villages in 12 Governorates. Extension workers promoted family planning concepts, motivated women to accept family planning and provided contraceptive services through home visits. In addition, in order to improve the quality and effectiveness of project personnel, various types of training programmes were designed and implemented.

23. To determine the extent to which family planning programmes have been successful, UNFPA supported a project on family planning service statistics in the amount of \$260,000 (i.e., information provided by the various clinics and pharmacies concerning the volume of contraceptives distributed and sold throughout the country). UNFPA also supported an evaluation project for analysing the results of contraceptive prevalence field surveys in the amount of \$326,800 which was conducted by Cornell University in 1984. The evaluation report showed that the percentage of married women in reproductive age practicing family planning was estimated at 24 per cent for 1983. While the evaluation report also indicated that this project had an impact on changing the attitudes of married couples towards family planning and smaller family norms and, consequently, in generating demand for use of contraceptives at the rural village level, it concluded that the effect on reducing the fertility was statistically insignificant. This was mainly due to the non-institutionalization of MCH/FP within the Ministry of Health. Similar findings were reported by an evaluation mission from the Government of the Netherlands (1984). This evaluation mission strongly recommended that family planning service delivery should be improved in order to lower the current high fertility rate and meet the generated demand.

24. In addition to Government funds and UNFPA assistance, including multi-bilateral, the United States Agency for International Development (USAID) financed the cost of this project in 212 out of the 525 village councils.

25. In addition to assisting the Government in the population and development project and its evaluation, UNFPA also provided assistance in the following areas:

(a) Strengthening family planning services through the provision of contraceptives in the amount of \$200,000;

(b) Biomedical, socio-economic and operational research in such areas as research on human reproduction; population distribution; the determinants of maternal, infant and child mortality and morbidity; the adaptation of contraceptive technology to suit local conditions; the demographic impact of family planning programme, etc. in the amount of \$210,210;

(c) Operational research on management and co-ordination of population activities to assist in improving the administrative, logistics and management aspects of the population programme in the amount of \$288,170;

(d) Development of a national strategy for training in population and family planning for the personnel involved in the population programme and family planning service delivery in the amount of \$189,700.

26. The population programme has greatly benefited from these projects. A series of annotated bibliographies containing research papers on the above-mentioned topics, along with their critical evaluations, was produced and disseminated. In addition, a new and improved family planning service statistics system was designed

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and tested in 1985. This system is currently being implemented and will be expanded nation-wide. Moreover, new types of contraceptives, particularly injectables, were tested, approved, priced and introduced to the market. Most important, training modules in family planning were developed and used for training the personnel responsible for providing family planning services.

Population information, education, and communication

27. Population education through the Ministry of Education. UNFPA assisted the population education activities of the Ministry of Education in the amount of \$321,800 during the period 1981-1985. Population education has been incorporated into the Government's basic education programme, which combines traditional education and functional training. It has contributed to strengthening the population education capability in the Office for Population and Environmental Education; to integrating population education into teacher-training programmes; to producing of teacher-training manuals; and to incorporating population education into the Ministry of Education's adult education programme. The project was executed by UNESCO and the Government.

28. Population education for specific target groups in the organized sector. UNFPA provided assistance in the amount of \$165,400 to assist the population/family welfare education institutes within the Workers' Education Association in carrying out their activities which included: (a) creating awareness of population problems among trade union leaders, women and youth; (b) training a core of population educators and motivators to supervise and organize courses and meetings on family welfare education for workers in the various provinces; (c) increasing the number of female family planning acceptors, especially in rural areas; (d) establishing a reference library and producing population/family welfare IEC material in Arabic, specially tailored to meet the needs of the work-force; (e) promoting the integration of population education and family welfare activities into national labour and social policies and programmes; and (f) providing policy-makers with knowledge as to the causes and effects of changes on the productive roles and activities of women, especially as they relate to issues of demographic change. This project was executed by ILO and reports indicated that it was successful in creating awareness as well as demand for family planning services as reflected in the records of clinics at plant level.

Basic data collection and analysis

29. Strengthening the capabilities of the Central Agency for Public Mobilization and Statistics for demographic data collection, analysis, publication and dissemination. UNFPA provided assistance in the amount of \$490,200 for this project, which was executed by the United Nations and which aimed at increasing the capabilities of the Agency in the area of population data collection, analysis and dissemination. Assistance was in the form of services of an international demographer, training abroad, training in the use of microcomputer and overtime payments. Twelve analytical papers were produced and disseminated on such subjects as fertility levels, causes and consequences of population growth, nuptiality and age at first marriage. A core of national demographers received successful on-the-job training on the use of microcomputer and software packages for demographic analysis.

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30. Establishing demographic units at the governorate level. UNFPA provided assistance amounting to \$173,300 for this project, which was executed by the United Nations and which aimed at the establishment of small demographic units at the headquarters of the eight planning regions of the country, with personnel trained in demography for feeding regional planning offices with analysed and up-to-date demographic data needed for incorporating population into development planning and for demographic target-setting at the village council level. UNFPA assistance was in the form of training abroad for senior demographers and the cost of local training of the intermediate demographers. A total of eight demographers received advanced training abroad in demographic techniques and 800 received intermediate training in demography in Egypt.

31. Population and housing census. UNFPA provided assistance in the amount of \$150,000 for this project, which is being executed by the United Nations and which aims at introducing new methodologies for collecting quality data and technologies for timely tabulation of the data. UNFPA assistance was in the form of an international adviser, local cost for pilot and post-enumeration surveys and training abroad. The project is progressing satisfactorily and will continue through 1988. Assistance is also made available by USAID in the form of short-term consultancies in the areas of data processing and sampling and fellowships and equipment.

Formulation and evaluation of population policies

32. Study of ways of ensuring the integration of population policies into planning units at all governmental levels. UNFPA provided assistance in the amount of \$89,653 for this project which had as its objectives the undertaking of a comprehensive study of the country's development strategy to the year 2000 and the five-year development plan (1980-1984); translating population policy measures into operational plans and frameworks at various levels (sectoral, regional and local) to achieve full co-ordination between sectoral and local population planning; strengthening and reinforcing various co-ordinating committees; establishing stronger links with planning units at sectoral, regional and governorate levels; and establishing a population analysis unit in the light of a feasibility study, determining its best location, functions, its organizational linkage with various ministries and with demographic units at governorate levels. This project, which was executed by the Government, was successful in establishing and ensuring the co-ordination of various ministries in addressing population issues in their plans.

33. Strengthening national capacity to formulate manpower policy in relation to population growth. UNFPA provided assistance in the amount of \$220,000 for this project to assist the Government in increasing the understanding and knowledge base of the interactions between population growth and movements, manpower needs and the socio-economic development processes to strengthen the capability of the Ministry of Manpower and Vocational Training to undertake policy-oriented research studies on demographic and economic inter-linkages, in assessing the imbalance of manpower supply and demand and in formulating comprehensive population and employment policies. This project was executed by ILO and successfully concluded. It produced the general blueprint for formulating a comprehensive population manpower and employment policy. UNFPA assistance was in the form of an international adviser and local costs.

34. Research study on the relationship between fertility and the role of women in development. UNFPA provided assistance in the amount of \$95,300 for this project to assist the population studies programme of Cairo University's Development Research and Technological Planning Centre in undertaking a study on the role of women in development, the effects of economic and social change on their role and the manner in which demographic factors, such as fertility, mortality and migration affect, and are affected by the economic role of women. This project was executed by ILO and successfully completed. The findings of this research study are being used by the Ministries of Planning and Social Affairs for expanding the opportunity for women employment.

B. Other external assistance

35. International Development Association (IDA) of the World Bank. IDA approved the second population project with a credit of \$25 million and \$8 million grant from the United Kingdom Overseas Development Administration (ODA). The contribution of the Government of Egypt was \$27.3 million, parallel to that of the Bank. This project is designed to help to reduce fertility and maternal and infant mortality and morbidity in 7 of the country's 25 governorates which contain 26 per cent of the population. The experience gained will be used to extend project activities to other governorates at a later stage.

36. USAID. The annual allocation of funds from USAID to the population programme in Egypt has ranged from \$12 million in 1977 to \$15 million in 1984. This assistance is to assist the Government in strengthening family planning services nation-wide, thereby increasing the number of couples actively practising family planning. The project provided support for contraceptive commodities; large-scale efforts in training; information, education and communication activities; and demographic data development. USAID is also providing support to a social marketing programme of contraceptives.

37. The Netherlands. Under a trust fund arrangement with UNFPA, the Government of the Netherlands contributed \$900,000 to the population and development project in Egypt from 1982 to 1985. A large part of this assistance was devoted to community-based social and economic projects as incentive to the community for adopting small family size norm. The Government of the Netherlands has also provided bilateral assistance to a research project on women and development in the governorates of Menia and Menoufia. The Government of the Netherlands recently agreed to provide bilateral assistance to the rural health services project in Damietta governorate for a period of three years. The total assistance to this project will be 5.5 million guilders.

38. The Federal Republic of Germany. In its technical co-operation with Egypt, the Federal Republic of Germany made available 6 million deutsche mark covering the period 1977 to 1985, primarily to upgrade 21 rural health units in three governorates -- Alexandria, Dekahlya, and Sharkia -- and to train paramedicals and medical staff. The Federal Republic of Germany provided the services of a resident consultant in the Ministry of Health who completed his assignment in April 1985. The Federal Republic of Germany has also provided during 1982-1984 about DM 10 million in commodity assistance to the family planning programme.

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39. Danish International Development Agency (DANIDA). The Danish Government provided about \$650,000 to meet the major portion of the building cost of the central office of the former Population and Family Planning Board in Cairo which is now being used as the headquarters for the National Population Council.

40. Non-governmental organization (NGO) assistance. The Egyptian Family Planning Association is responsible for co-ordinating the activities of the national NGOs involved in family planning programmes. The International Planned Parenthood Federation, the Association for Voluntary Surgical Contraception, Family Planning International Assistance, Family Health International and The Population Council are some of the leading international NGOs which are providing assistance to Egypt in the field of population.

IV. FINDINGS OF THE 1985 NEEDS ASSESSMENT MISSION

41. The needs assessment mission that visited Egypt in May 1985 was the second of its kind (the first was in September 1980). The objective of the second mission was the same as the first to identify the areas in which Egypt requires assistance to achieve self-reliance in formulating and implementing population policies and programmes to update the findings of the first mission, look at the areas in which progress had or had not been achieved and to make recommendations to the population community in regard to those areas requiring further assistance. The mission recommendations were fully accepted by the Government and were incorporated in the new project documents under the proposed programme (1986-1990).

42. The mission made four principal recommendations: (a) high priority should be accorded within the Ministry of Health from the central to field level to the national objective of increasing contraceptive prevalence through supporting services and measures; (b) the potentialities of the existing sectoral ministries and NGOs in the implementation of the MCH/FP programme should be fully explored and utilized by the National Population Council; (c) a national population plan with clear objectives and targets should be formulated by the Council which should assign the responsibility for its implementation to the sectoral ministries, agencies and interested NGOs; and (d) the Council should utilize the national expertise available in Egypt to formulate and implement the population programme.

43. The mission also made two general recommendations: (a) an assessment should be made to determine the need of professional manpower for 1990 and 1995 in population field and to strengthen the existing national facilities to train population specialists; (b) the Technical Department of the National Population Council should receive international support for training, equipment and local salary cost.

44. In addition, recommendations to the Government covered the following:

45. Population policy. The existing co-ordinating mechanism for population policy and the integration of population issues in the national development plan should be reviewed. The capability of the National Population Council to analyse and advise sectoral ministries on the national population plan and policy and to ensure co-ordination, particularly with the Ministry of Planning and the Central Agency for Public Mobilization and Statistics should be strengthened. The new

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programme cycle should be based on specific quantitative targets for fertility, and for contraceptive prevalence rates.

46. MCH/FP. The mission recommended that the existing MCH/FP facilities at all levels of the Ministry of Health should be fully utilized and strengthened to deliver family planning services. Family planning should be part of the integrated health care system; a new division of family planning in the Ministry of Health should be established, which should be headed by an Under-Secretary. Similarly at the governorate, district and local health centre levels, a senior official should be in charge of family planning services delivery.

47. The National Population Council should ensure the co-operation and involvement of the community in the national family planning programme. An outreach family planning service facility should form a part of the family planning programme and the experience of the female extension workers should be used to support the family planning programme. The traditional birth attendants, who conduct the majority of the deliveries at homes, should be trained and registered.

48. A Management Information System, including family planning services statistics, should be developed and expanded nation-wide to monitor and improve family planning programmes. A variety of contraceptive methods including Copper-T intrauterine devices (IUDs), injectables and implants should be made available to clients. A system for contraceptive supply, storage, logistics and distribution should be developed and implemented and self-reliance be achieved in the production of contraceptives used in the country.

49. IEC. In this field, the mission recommended that a national IEC programme to educate the public and influential groups on population problems should be developed to attract more public support to family planning. It also recommended that the Ministry of Education should undertake a thorough review of the achievements made to date in population education programme and design a strategy for the next five years, with a view to institutionalizing population education in the national education system which will enable educators to take part in the decision-making process on population matters. The workers' population education should be continued, expanded and institutionalized.

50. Women and development. The mission recommended that a women's unit be established within the National Population Council in order to carry out the directives of Presidential Decree No. 19 and to promote income-generating innovative programmes for women; the Ministry of Social Affairs should implement the national project on expanding employment of women, and the female graduates (about 12,000 students) at Al Azhar University should be fully utilized for promoting the Islamic precepts on fertility regulation.

51. Organization and management of the population programme. In this area, the mission recommended that the National Population Council should give priority to the development and use of a management information system and expand the family planning services statistics system nationwide. The National Population Council and the Ministry of Health should make full use of the existing private medical system and of commercial distribution system for contraceptives.

52. Demographic data collection, research and training. In this area, the following recommendations were made by the mission: (a) strengthening the demographic evaluation and analysis capability of the Central Agency for Public Mobilization and Statistics in order to make population projections and disseminate and utilize the 1986 census data; (b) supporting the vital statistics system currently conducted by the Agency on an experimental basis; (c) augmenting the capability of the Agency to provide in-service training by strengthening its National Statistical Training Centre and the Population Studies and Research Centre. It was also recommended that a Division of Population and Development be established within the Agency which could help to contribute to a national understanding of population issues; continue assistance to strengthen governorate-level capability in the collection, processing and preliminary analysis of demographic data; evaluate and analyse the structure of Egyptian migration and its demographic, economic and social implications. It was also recommended that policy-oriented research in the biomedical, socio-economic and migration fields be undertaken and that a population redistribution strategy be developed to solve Egypt's maldistribution of population; and national family planning programmes should be evaluated, both in terms of efficiency and efficacy.

53. External assistance. In view of the recent importance attached to the population issue it was also recommended that more resources, both domestic and external, should be allocated to the population programme and that the National Population Council should co-ordinate the donors' inputs in the population programme.

V. PROPOSED UNFPA PROGRAMME OF ASSISTANCE

54. The proposed five-year programme, which is based on the recommendations of the needs assessment mission (1985), covers five areas for which the sectoral ministries and agencies will be responsible for implementation, either directly or through the National Population Council. In all cases, monitoring and evaluation of progress would be the responsibility of the National Population Council secretariat.

Maternal and child health and family planning

55. Under the proposed programme, assistance in the amount of \$6.3 million for seven projects under this work-plan category is being requested, as follows:

56. Institutionalization of MCH/FP within the Ministry of Health. This project, which would be directly executed by the Government in the amount of \$1.5 million, aims at the institutionalization of MCH/FP within the Ministry of Health. An Under-Secretary would be appointed in the Ministry and would be responsible for implementing the project. Similar arrangements will be made by the Ministry at the governorate, district and local levels which would be assigned specific responsibility for providing the services as an integral part of other health services.

57. Family planning supplies, logistics, storage and distribution. UNFPA assistance in the amount of \$1.5 million is recommended for this project that would establish a dependable system for contraceptives supplies, logistics, storage and distribution. This project would be directly executed by the Government.
58. Community outreach services for family planning. UNFPA assistance in the amount of \$1.5 million is recommended for this project that would seek to increase the number of contraceptive users by making family planning services readily available in their communities. Female extension workers as well as traditional birth attendants at the village level would act as family planning delivery and communication agents to ensure community participation. This project would be directly executed by the Government.
59. Training in population and family planning. UNFPA support in the amount of \$800,000 is recommended for training in the areas of population and family planning for the cadres involved in the population programme including the training of medical and paramedical staff in family planning, communication skills and other population-related issues. This would include training female nurses in IUD insertion where female doctors are not available and training of traditional birth attendants and female extension workers in family planning methods as recommended by the needs assessment mission. This project would be directly executed by the Government.
60. Implementation and adoption of the national family planning project. UNFPA assistance in the amount of \$350,000 is recommended for this project that would seek to increase the contraceptive prevalence rate in order to achieve national fertility targets. Under this project, all possible channels for providing family planning services including the private sector and NGOs will be utilized and the efforts of the Ministries of Health and Social Affairs will be co-ordinated. This project would be directly executed by the Government.
61. Feasibility studies on local production of contraceptives. The current policy of the Government is to make available a wide variety of contraceptives, including IUDs and injectables, and to achieve self-reliance in the manufacture of contraceptives. This project would assess the feasibility of improving the quality of locally produced oral contraceptives and the local production of other contraceptives. UNFPA assistance in the amount of \$150,000 is recommended for this project which would be directly executed by the Government.
62. Strengthening and improving of family planning service statistics. UNFPA assistance in the amount of \$500,000 is recommended for this project that would aim to strengthen, improve and expand the family planning service statistics system at the national, governorate and district levels so that such statistics might serve as a management and evaluation tool for the family planning services delivery system. In addition, the project would provide fertility target-setting. This project would be directly executed by the Government.

Population information, education and communication

63. Under this work-plan category, UNFPA assistance in the amount of \$1.62 million is recommended in support of the following three projects:

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64. Incorporation of population education into the Ministry of Education's formal and non-formal educational programmes. UNFPA assistance in the amount of \$300,000 is recommended for this project that would seek to strengthen and expand the formal and non-formal population education programme of the Ministry of Education. An evaluation of the previous achievements in this area would be carried out and, on the basis of the findings of this evaluation, a new strategy to ensure the expansion of these activities would be developed and implemented. Among the activities that would be carried out are training 15,000 preparatory school teachers in 15 governorates; developing a cadre of population education specialists in the Ministry of Education to provide leadership in the expansion of population education; and providing in-service training on population education to 6,000 teachers under non-formal education literacy programme. This project would be executed by UNESCO.

65. Integration of population/family welfare education into the curriculum of the Workers' Education Association. UNFPA assistance in the amount of \$420,000 is recommended for this project that would seek to integrate population education into training programmes in the organized sector and to create awareness of population problems at the national level among trade union leaders and, through them, motivation programmes for industrial workers and their wives to adopt a small family norm and promote better quality of life. This project would be executed by ILO.

66. Creation, co-ordination and implementation by the National Population Council of family planning IEC programme activities. UNFPA assistance in the amount of \$900,000 is recommended for this project that would assist in developing and co-ordinating a national family planning information programme. In addition to being targetted to the general public, the programme would be aimed at intellectuals and religious groups. This project would be directly executed by the Government.

Basic data collection and analysis

67. Under this work-plan category, UNFPA assistance in the amount of \$2,077,500 is recommended in support of the following three projects:

68. Continuation of the population and housing census. UNFPA assistance in the amount of \$832,500 is recommended for the continuation of this project which started in 1984 and is being executed by the United Nations and which aims at introducing new methodologies in census operations that would ensure the timely tabulation of quality data. UNFPA assistance is in the form of an international adviser, training abroad and local costs.

69. Development of a system for collection, evaluation and analysis of data on external migration. UNFPA assistance in the amount of \$270,000 is recommended for this project that would seek to develop a system for the collection, evaluation, analysis and dissemination of socio-economic and demographic information about Egyptians living abroad. This project would be executed by the United Nations and implemented by the Central Agency for Public Mobilization and Statistics.

70. Strengthening the technical capacity of the Central Agency for Public Mobilization and Statistics for evaluating and analysing demographic data. UNFPA assistance in the amount of \$975,000 is recommended for this project that would help in strengthening the demographic evaluation, analysis and dissemination of the 1986 housing and population census; strengthening the system for the timely publication of birth and death data; and strengthening the system at the regional planning unit and governorate levels to tabulate and analyse demographic data through the training of middle-level demographic staff. This project would be executed by the United Nations

Formulation/evaluation of policies and programmes and implementation of policies

71. Under this work-plan category, UNFPA assistance in the amount of \$2.27 million is recommended for the following five projects:

72. Review of population content in development plans for development planning purposes. UNFPA assistance in the amount of \$170,000 is recommended for this project. The formulation of a national population policy and plan would be undertaken by the National Population Council in collaboration and co-ordination with the concerned ministries and agencies. A planning and monitoring unit would be strengthened within the Council secretariat to carry out the above task. Its main function would be to review population policy issues, provide technical assistance to the ministries and agencies in drawing up their plans and review population and family planning programmes in line with population policies. This unit would also monitor the progress made by the sectoral ministries and agencies in the implementation of their programmes and design evaluation indicators to assess the demographic impact of such programmes and other development interventions on population growth and population distribution at the governorate level. This project would be directly executed by the Government.

73. Establishment of Population Policy Analysis Division in the Central Agency for Public Mobilization and Statistics. UNFPA assistance in the amount of \$300,000 is recommended for this project that would seek to establish a population policy analysis division in the Agency which would be responsible for monitoring the population situation; identifying the interrelationships between population growth and selected socio-economic factors; preparing population projections for sectoral ministries and for the National Population Council; and preparing policy-oriented studies on different aspects of population planning and development. This project would be executed by the United Nations and the Government.

74. Biomedical and family planning programme research activities. UNFPA assistance in the amount of \$680,000 is recommended for this project that would seek to co-ordinate various programme and policy-related research activities on family planning, improving family planning service delivery and undertaking biomedical research which would contribute to the better health and safety of contraceptive users. The project would be directly executed by the Government.

75. Strengthening of family planning management capabilities of the National Population Council. UNFPA assistance in the amount of \$920,000 is recommended for

this project that would seek to strengthen the management capabilities of the recently established Council by adding a financial, planning and monitoring unit and a co-ordination unit for external assistance and by developing and implementing the management information system. This project would be executed by UNFPA and the Council.

76. Evaluation research project of the national family planning programme. UNFPA assistance in the amount of \$200,000 is recommended for this project that would seek to develop and implement an evaluation research programme within the National Population Council for assessing the impact of the national FP programme on fertility. This project would be directly executed by the Government.

Special programmes for women

77. Under this work-plan category, UNFPA assistance in the amount of \$1 million is recommended for the following two projects:

78. Strengthening the technical capacity of the Department of Women's Affairs. UNFPA assistance in the amount of \$300,000 is recommended for this project that would assist in strengthening the women and development unit of the National Population Council to formulate policies for enhancing the status of women and expanding their employment. This unit would also assist the sectoral ministries and agencies including the National Commission for Women in developing and implementing programmes geared towards enhancing the status of women and their participation in national development and would co-ordinate the work of the sectoral ministries and agencies in this area. This project would be directly executed by the Government.

79. Training of rural women in population and development. UNFPA assistance in the amount of \$700,000 is recommended for this project that would seek to develop and implement income-generating activities for rural women to raise their income levels and consequently improve their status and have a bearing on reducing their fertility. This project would be executed by UNFPA and the Ministry of Social Affairs.

80. The proposed UNFPA assistance for this programme (1986-1990) for all the above-mentioned projects would be in the form of international advisers and consultants, local costs, subcontracts, fellowships and training, equipment and miscellaneous costs.

Evaluation and monitoring of the programme

81. The programme will be monitored at the field level by the UNFPA Deputy Representative and Senior Adviser on Population located in Cairo, under the overall supervision and policy guidance of the UNFPA Representative (who is also the UNDP Resident Representative). The UNFPA Deputy Representative, assisted in this case by one international junior programme officer, one national programme officer and three administrative staff, will be responsible for such matters as co-ordinating, monitoring, including rephrasing and revision of project budgets, and assessing the overall progress of UNFPA activities in the country with respect to both

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agency-executed and Government-executed components, intervening when difficulties arise and reporting on these to UNFPA headquarters; assisting, where appropriate, the executing agencies and the Government with their reporting responsibilities connected with the programme; and preparing a semi-annual report containing a general review of population activities in the country and a status report on the UNFPA-funded programme. In addition, the UNFPA Deputy Representative will be responsible for co-ordination with other United Nations agencies such as WHO and the United Nations Children's Fund. The programme will be subject to monitoring and evaluation in accordance with the revised UNFPA guidelines for monitoring and evaluation, which will be issued in mid-1986. These guidelines emphasize the need for progress reports, internal evaluation reports, tripartite reviews, occasionally independent evaluations, and a final report for the individual projects of the programme. The programme as such will be monitored through annual country reviews and may also be subject of an independent programme evaluation.

VI. FINANCIAL SUMMARY

82. As indicated in paragraph 1, should resources not become available to UNFPA for the funding of the entire programme, UNFPA funding in the amount of \$8.3 million would cover the following projects: institutionalization of MCH/FP within the Ministry of Health at all levels; family planning supplies, logistics, storage and distribution; implementation and adoption of the national family planning programme; strengthening and improving of family planning service statistics; incorporation of population education into the Ministry of Education's formal and non-formal educational programmes; integration of population/family welfare education into the curriculum of the Workers' Education Association; continuation of the population and housing census; strengthening the technical capacity of the Central Agency for Public Mobilization and Statistics for evaluating and analysing demographic data; review of population content in development plans for development planning purposes; establishment of Population Policy Analysis Division in the Central Agency for Public Mobilization and Statistics; strengthening of family planning management capabilities of the National Population Council; evaluation research project of the national family planning programme; and strengthening the technical capacity of the Department of Women's Affairs of the National Population Council. UNFPA would seek multi-bilateral funding in the amount of \$5,000,000 to support the remaining projects included in the programme, i.e., community outreach services for family planning; training in population and family planning; feasibility studies on local production of contraceptives; creation, co-ordination and implementation by the National Population Council of family planning IEC programme activities; development of a system for collection, evaluation and analysis of data on external migration; biomedical and family planning programme research activities and training of rural women in population and development.

	13.3 million level	8.3 million level
	\$	\$
Maternal/child health and family planning	6 300 000	3 850 000
Information education communication	1 620 000	720 000
Basic data collection and analysis	2 077 500	1 807 500
Population policy formulation	2 270 000	1 590 000
Special programmes for women	1 000 000	300 000
Reserve	32 500	32 500
Total	<u>13 300 000</u>	<u>8 300 000</u>

83. The status of programme and project development, as of June 1986, is expected to be as follows:

	\$
Approved for allocation	8 300 000
Pending	5 000 000
Total	<u>13 300 000</u>

VI. RECOMMENDATIONS

84. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Egypt in the total amount of \$13.3 million for the five-year period 1986-1990;

(b) Authorize the Executive Director, should resources not become available to UNFPA for funding the entire programme, to seek multi-bilateral resources to fund the remaining projects under the proposed programme; and

(c) Further authorize the Executive Director to allocate the funds and make the appropriate arrangements with the Government of Egypt and with the executing agencies.

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