Labour Information System
(Egypt) Phase I

Project No. 86-0182 ISN: 12872

Impact Assessment Report

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# Table of Contents:

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>List of Acronyms</td>
<td>ii</td>
</tr>
<tr>
<td>I. Background</td>
<td>1</td>
</tr>
<tr>
<td>II. Objectives</td>
<td>2</td>
</tr>
<tr>
<td>III. Inputs/Activities</td>
<td>3</td>
</tr>
<tr>
<td>IV. Outputs</td>
<td>7</td>
</tr>
<tr>
<td>V. Outputs-unintended</td>
<td>13</td>
</tr>
<tr>
<td>VI Reach</td>
<td>14</td>
</tr>
<tr>
<td>Annexes</td>
<td>17</td>
</tr>
</tbody>
</table>
List of Acronyms:

CAPMAS : Central Agency for Public Mobilization and Statistics.
CIDSC  : Cabinet Information and Decision Support Center.
ILO     : International Labour Office.
LIS     : Labour Information System.
I. Background:

The origin of this project may be traced back to an ILO/UNDP employment strategy mission to Egypt in 1980. The mission’s report stressed the urgent need for development. By revealing strong maladjustment in various labour markets in the face of socio-economic changes, the report called for more policy formation and planning. Deeper understanding of the working of various labour markets (rural public private and foreign) became more urgent in the light of the domestic and regional developments which followed 1980.

In particular, a growing need was felt for:

* Identifying the sources, determinants, composition and impact of outward and return migration;

* understanding the linkages between the educational system and the supply of labour.

* Mapping changes in the earning structure and differentials therein.

* analyzing determinants of productivity.

Consequently, an urgent need was felt for the establishment of a labour information system to guide policy formulation and decision making regarding employment and related policy areas such as wages and incomes, subsidies, education and training. The Labour Information System project was to address some of these concerns by providing an operational tool for aiding the employment-policy choices.
II. Objectives:

Against this background, the overall objective of the Labour Information System project was to build an information system for the collection, storage and analysis of information and data on the labour markets in Egypt, and to conduct associated research.

According to the project proposal document, the specific objectives were:

(a) To conduct a number of studies to bridge existing information gaps regarding various labour markets, taking into consideration recent developments, conditions and problems in different labour markets.

(b) To organize existing and newly collected data into an efficient information system that will give easy access to the data necessary for policy-oriented research and for decision making, and which allows identification of basic interactions underlying the functioning of labour markets.

(c) To undertake some preliminary modeling work aiming at identifying employment models most appropriate for the needs of Egyptian policy makers, and eventually leading to the construction of a prototype experimental computerized model on labour. Information obtained by the evaluator through interviews (see Annex 4) indicated that the project was originally a modeling exercise only, but it was soon later decided to focus on the data-collection and specific studies to fill the information gap before modeling. But eventually the model-building part of the project had to be dropped. This may be an indication that an overly
ambitious and perhaps unrealistic research proposal was approved, only to discover after work had begun that it cannot be implemented.

III. Inputs/Activities:

(1) Inputs of different types and of various sources were mobilized for the projects. There were inputs in money terms and inputs in kind. There were inputs from IDRC from CAPMAS, and some expected from the ILO. IDRC contributed a grant of 340 000 CAD. According to the Project Completion Report-PCR (dated 08/31/1993), CAPMAS was granted $ 340 000 CAD for the initial duration of 36 months. An additional amount of $ 1400 CAD was later granted along with a six-month extension in 1990. The project officially started September 1, 1987, and the completion date was extended to March 31, 1991. Actual disbursement was $ 296889.10 only, as per PCR.

(2) On its part, CAPMAS as the delivery agent contributed the equivalent of 306000 CAD in kind. Its contribution covered the costs of all five special surveys and add-on modules to on-going surveys, for which a total of 240 000 CAD was budgeted. In addition, CAPMAS contributed in kind the equivalent of 66 000 CAD for publications and support services.

(3) In the early stages of the project, the ILO was expected to be involved in helping get the modeling work started. ILO contribution was to be in kind, not in money, by providing the requisite expertise in the area of modeling labour markets and in labour surveys and database design to CAPMAS. As the specific objectives of the project were changed not too long after its start, the target of constructing the prototype experimental computerized model on labour was dropped. The contribution and
involvement of ILO as a collaborating agent in this project therefore never materialized.

(4) In addition to the above inputs in money and in kind, IDRC processed a consultancy contract for Dr. Nader Fergany, the technical director of the project. That was in April 1991, after the actual completion of the project. According to the PCR, the consultancy was intended to finance the preparation and publication of a report on the methodology and main findings of the October 1988 Round of the LFSS in both Arabic and English. The report was titled: "Design, Implementation, and Appraisal of the October 1988 Round of the LFSS."

(5) The main activities of the LIS project are two: the labour force and employment information system, and special studies:

(a) The Labour Force Information System involves two activities: building the tools and institutionalizing the process. First, building system tools covers several activities:

- trilingual (Arabic/English/French) thesaurus for labour force and employment terminology, in collaboration with the Arab Employment Agency in Tangier (CAPMAS had to abandon its effort in this area, and to adopt the output of the Arab Employment Agency);

- an organized bibliographic store of documents, studies and research material on labour force and employment in Egypt;

- a set of statistical databases on labour force and employment in Egypt. The main variables in the statistical databases are: employment by sector/segment/age/sex/skill/work status-location; labour productivity by a similar breakdown; wages or labour income by a similar breakdown, labour supply and unemployment by age / sex / skill / location; under-
employment measures; household incomes and their distribution. A number of additional variables were to be incorporated. Data to be obtained from on-going surveys and add on modules to these surveys. But five special surveys were conducted especially for this project: for job vacancies, multiple jobs, productivity, informal sector, and construction.

The central tool of the labour force information system is obviously the statistical databases. They also accounted for the largest share of the project budget (54% of the total).

Second, institutionalizing a dynamic process of information use and analysis in policy formulation and decision making based on these tools.

The labour force information system is the core of the LIS project. The concept introduced in the PPD is a very interesting and promising one. According to that concept, the structure of the labour force information system as suggested in the LIS project may be schematically illustrated as follows: (Fergany, Preliminary Report G/1, Dec. 1990, P. 8):

Structure of Employment Information System
The Special Studies represent the other main activity under the LIS project. Nine special studies were undertaken in the course of the project:

- Open unemployment,
- Emigration for work,
- Labour mobility and disequilibrium in the labour market,
- Earning structures and cost of living,
- Productivity levels & determinants in manufacturing,
- Structure and performance of informal sector,
- Recent developments in employment in construction,
- Women, and
- Children.

One of the interesting organizational innovations in this project was the extensive use of the concept of networking. The resources required for carrying out the project were mobilized in cluster formations (see Annex 1).

Steering Committee

Project Manager Group

Databases and Information System Group

Research Group 1
Inputs into the project include PC-computer, 80 hours of host computer time, photocopying and printing of questionnaires and publications.

IV. Outputs:

The outputs of the project were identified in the Project Proposal Document (PPD) as follows:

* Labour force/employment information system, which included a trilingual (Arabic, English and French) thesaurus of labour and employment and database.

* Prototype experimental computerized model on labour;

* Mechanisms to ensure the flow of information to and from the users, Part of the mechanisms was to set up a Steering Committee (with weekly meetings).

These were the initial / intended outputs. The eventual / actual outputs differed significantly. It included neither the theaurus, nor the prototype experimental computerized needed on labour. As already mentioned the prototype experimental computerized model on labour had to be dropped, but only after some time and effort went into that venture. As work progress, it was felt that establishing a solid and more reliable database should be assigned higher priority, and should come first. The magnitude and variety of changes impacting on labour
market/employment situation since the mid-seventies called for a major effort for stock-taking and understanding, before venturing into building any models. This may actually point out one of the lessons to be learnt: careful attention in defining research priority is essential in order to avoid wasting valuable resources and to ensure that projects develop systematically and to fruitfully deliver the outputs stipulated in the project proposal document (PPD).

With regard to the thesaurus of labour and employment, it was decided to collaborate with the Arab Employment Agency in Tangier which had already made progress in preparing such a thesaurus. CAPMAS through the LIS project, was content to rely on the Arab Employment Agency for the task of preparing a thesaurus of labour and employment, and adopted that thesaurus.

In fact, the main intended outputs of the project which did materialize eventually are the labour/employment database and the 9 specific studies.

IV.A. The Database:

With the adoption of the labour and employment thesaurus produced by the Arab Employment Agency, CAPMAS centered its labour information system around a number of statistical databases. In particular, there were two databases on the level of individuals and four on the level of economic units.

On the level of individuals, two databases were constructed during the project - one from the survey of construction workers, and the other from the October 1988 LFSS. In addition, four databases at the level of
the establishment/economic unit were created; one for each of the specific studies on the construction sector, productivity in manufacturing, informal economic activity, and earnings patterns.

A number of statistical databases for employment issues or employment in certain sectors, in addition to the database for the construction sector, were developed on PC in order to serve the needs of specialized users. An attempt was made to link them in an integrated system. But the database on the mainframe computer was meant to be the main employment database.

Perhaps the most important component of the information system under the LIS project was the October 1988 round of the Labour Force Sample Survey (LFSS). CAPMAS used to conduct the LFSS annually prior to 1987. Starting that year, the survey was taken on a quarterly basis. The October 1988 round of the LFSS was significantly modified to provide the needed databases as part of the LIS. Add-on modules were introduced and modifications were made such that the October 1988 round of the LFSS was the main vehicle for collecting data for all but one of the studies undertaken within the project. The LFSS was designed to estimate inter-census data on the total population, working-age population and labour force, and their distribution by region, socio-demographic characteristics, economic sector and industry.

This survey was considered by the delivery agent (CAPMAS) to be the key vehicle for monitoring unemployment levels. Therefore, the October 1988 round of the LFSS was redesigned to broaden and deepen the measurement of employment attributes at a high level of quality. For this purpose, a section on labour migrants was added to a slightly reduced version of the standard household (HH) schedule. On top of the HH
The following set of 9 add-on individual modules (administered only to person concerned) were introduced:

1A. basic characteristics,
1B. employment characteristics,
1. labour mobility,
3. agricultural labour occasionally employed in construction,
4. employment of women,
5. employment of children,

b. characteristic of the economic unit of employment,
7. earnings,
8. return migrant.

Before data collection, the survey instruments were pre-tested in August 1988 in both rural and urban locations, and the results of the pretest were then used to refine the field instruments in September. In October, the survey was conducted using a multi-stage stratified random sample of 10,000 dwelling units drawn from 150 primary sampling units (PSUs). The sample was designed on the basis of the samples of two earlier rounds of CAPMAS LFSS master sample. Extreme care and attention was taken in training field enumerators. (For details on the design and implementation of the October 1988 round of the LFSS, see Fergany, Preliminary Report G12, December 1990). As a result, the October 1988 round had many advantages; notably the improved sample spread over the country, special attention to capture participation of women and children in economic activity more accurately, and careful definitions and measurements of employment and unemployment. But this came at a not
insignificant cost; its results may not be strictly comparable to those of other rounds.

According to the technical director of the project, it is probably in the area of institutionalizing the use of the information system that the project had achieved the least (Fergany, Preliminary Report G/1, Dec. 1990, P. 14). He seems to base this judgment on a number of factors. First, the fact that the Steering Committee of the project met only twice over the entire project life, thus missing a valuable opportunity to guide the research activity for policy formulation and analysis on a more systematic basis. Second, project team did not give enough attention to the institutionalization of the information system in the process of policy analysis. So only one component of the information system viz, databases emerged important as that may be. But the task of building a true information system, as illustrated on P. 5 above remains to be accomplished.

But it is perhaps more disconcerting to discover that even the databases that resulted from the project were at best not accessible to researchers, even to some researchers who were involved in the project. In interviews with Dr. Awad M. Hallouda, the Project Leader and former president of CAPMAS, Dr. Nader Fergany, the Technical Director, and Dr. Abdel-Latif El-Heneidy (a former CAPMAS high official who was heavily involved in the Project), they mentioned that some former team members (Dr. Ragui Assaad and Dr. Soad Kamel) were denied access to the databases on the construction sector and the informal sector. It seems that the change in leadership at CAPMAS has negatively affected the LIS project. Our effort to trace the databases that resulted from the project were frustrated; the new leadership of CAPMAS was not really
forthcoming in making available to the evaluator the material he requested to complete his assessment, despite repeated attempts. (see Annex 3 for official correspondence).

**IV.B. The Special Studies:**

The project proposal document identified 9 specific studies. It was later decided to conduct another study to analyze employment in the government and public sector, which was then dropped because no qualified researcher was available in time for the study. In addition some of the studies originally envisaged at the beginning of the project (such as studies on agriculture, choice of technology and employment in joint ventures) has to be dropped because of difficulties encountered in carrying them out. The final set of special studies was thus:

1. employment and unemployment,

2. labour mobility,

3. earnings,

4. return migration,

5. construction,

6. informal economic activity,

7. productivity in manufacturing,

8. women, and

9. children.
The evaluator had a chance to see only the preliminary reports of some of these studies which were distributed in the conference of January 1991. Repeated attempts to secure these studies from CAPMAS were stifled, thanks to the attitude of the new leadership.

According to information from Dr. Fergany and Dr. Hallouda, the final reports of all the studies have been prepared. We have really taken pains to obtain a full set of what is available. Initial contacts with CAPMAS indicate that getting copies of all the studies may be too difficult. Our investigation revealed that such valuable documents are not part of the collection of some of the main libraries in Cairo. (Dr. Abdel-Latif Heneidy personally has copies of #3.4.8.9). Written request addressed to CAPMAS, phone calls, meetings with CAPMAS staff turned out to be unrewarding. We did not get required material in order to complete our assessment. The intervention of IDRC/MERO regional director did not help (see Annex 3 for extensive correspondence).

V. Outputs-unintended:

1. The project proved inadvertently useful on such an important occasion as the Iraqi invasion of Kuwait in August 1990. That event was to trigger large-scale and sudden return migration of Egyptian labour from Iraq and the Gulf countries. To cope with massive population movement during a short period, a reliable information base was needed. Here is where the LIS project proved invaluable. According to Dr. Hallouda (interview, Wed. 15/5/87), data collected under the LIS project served as the basis of estimate of the number of return migrants in the neighborhood of 180,000, which came quite close to the actual number. This proved of invaluable help for the strategic planning and mobilization operation set in
motion to cope with transport, shelter, etc. of Egyptian returnees from the Gulf and Iraq.

2. The project created, at least for a while, more and better awareness of the labour/employment situation in Egypt. Results of work under the project were disseminated in the Jan. 1991 conference in Cairo. In addition, Dr. Hallouda presented a policy-oriented paper based on work under the project in Argentina. Dr. Fergany published an abridged version of the study on the general features of employment in the domestic economy. (Fergany 1991 and 1992-3). Dr. Hallouda and Dr. Heneidy co-authored a paper based partly on work under the project. (see Annex 2).

3. The ILO is now interested to follow up the data-collection effort undertaken within the project.

VI. Reach:

1. The first beneficiary of this project is the delivery agency itself-CAPMAS. It has had a chance through the project to upgrade its capacity as a data-producing agency. CAPMAS was also able to interact with outside professionals and other agencies (ILO and the Arab Employment Agency). The physical infrastructure at CAPMAS has also been augmented by the equipment procured under the project.

2. Egyptian decision makers also are among the beneficiaries, since the databases established under the project provided them with extremely valuable, and timely, information upon which to base their decisions and to cope with sudden crises.

3. Staff at CAPMAS and elsewhere also had the opportunity to benefit in many ways. Some 20-25 CAPMAS staff have undergone
technical training and gained experience through being involved in the project. Some of them even found market for their newly-acquired skills at much higher compensation outside CAPMAS, both in Egypt and abroad. This is a good example of externalities; for those people, the project sponsored by IDRC and implemented by CAPMAS enhanced their professional career opportunities and availed them of the opportunity to earn higher incomes. Unfortunately, we were unable to quantify this aspect of the benefits of the project because of the lack of information; many of those people have already left CAPMAS and they could not be traced.

4. Researchers are also among the users/beneficiaries of the fruits of this project. A large number of researchers drawn from the Institute of National Planning, Cairo University, Al-Azhar University, the Ministry of Planning, the Ministry of Education, and the Ministry of Labour and Migration, took part in the Project in various capacities, and hence were able to advance their careers and also augment their incomes. But research workers at large are also potential beneficiaries and users of the databases and special studies, which definitely filled an important information gap in such a critical area as socio-economic data/information.

5. Decision makers used the results of the Project and benefitted from the resources it helped create. They were thus better able to cope with some emergencies - such as the circumstances resulting from the Iraqi invasion of Kuwait, which triggered massive movement of Egyptians back from Iraq and the Gulf over a very short period. The Project provided timely data and information that helped in estimating the probable size and
determining characteristics of the mass returnees in the last quarter of 1990.

6. Caution should be expressed, however, in drawing conclusions. There is a real problem of accessibility of the databases established under the project. As already mentioned, the evaluator, on his own and with the support of IDRC, made an intensive effort to get access to the products of the project. This involved telephone calls, visits to CAPMAS and protracted correspondence. (see Annex 3). Despite the effort, he was denied access to the main outputs of the project. This may be explained by a number of factors. First, the change in leadership at CAPMAS. The former President (Dr. Hallouda) had a much stronger commitment to the LIS project, which unfortunately was not shared by his successor (General Ehab Aloui). Second, the changes in the socio-economic environment within which CAPMAS operates (deregulation, privatization, etc.) may have forced re-orientation of that organization. Finally, the establishment of a somewhat competing outfit, the Cabinet Information and Decision Support Center (CIDSC), with more resources and much more visibility, must have reduced CAPMAS’ role and stature.
Annexes:

Annex 1: Research Team Groups, Committees, etc.

Annex 2: Publications Based on Project.

Annex 3: Correspondence.

Annex 4: Meetings.
Annex 1: Research Team

1. **Steering Committee:**

   The membership of the steering committee comprises government functionaries at the policy formulation level in ministries and agencies related to employment as well as specialists in the study of employment. The committee is responsible for the assessment of policy analysis and research outputs and is to meet periodically. It consists of:

   1.1. President of CAPMAS
   1.2. Representative of Ministry of Planning
   1.3. Representative of Ministry of Labour Force and Training
   1.4. Representative of Ministry of Migration
   1.5. Representative of Ministry of Education

   The project manager and four group leaders, mentioned in items no. 2, 3, 4, 5, and 6, are members of the steering committee.

2. **Project Manager Group:**

   The project manager group is responsible for developing and follow-up of executive plans, setting project standards, conducting policy analysis at the national level, and performing interrelated and administrative activities. The group consists of:

   2.1. Project manager, Ph.D.
   2.2. Vice-Project Manager of the project, Ph.D.
2.3. Secretary, B.Sc.
2.4. Typist, Diploma.

3. **Databases and Information Systems Group:**

   This group is responsible for developing research databases and the labour-force information system. It consists of:

   3.1. Leader, Ph.D.
   3.2. Systems analyst, M.Sc.
   3.3. Programmer, M.Sc.
   3.4. Statistical Analyst, M.S.
   3.5. Documentalists, B.Sc.
   3.6. Two information specialists to develop and update the thesaurus, B.Sc.

4. **Research Group No. 1:**

   This group is responsible for conducting research topics number 1, 2, and 3. It consists of:

   4.1. Leader, Ph.D.
   4.2. Assistant on research topic number 1, M.Sc.
   4.3. Assistant on research topic number 2, M.Sc.
   4.4. Assistant on research topic number 3, M.Sc.
5. Research Group No. 2:

This group is responsible for conducting research topics number 4, 5, and 6. It consists of:

5.1. Leader, Ph.D.
5.2. Assistant on research topic number 4, M.Sc.
5.3. Assistant on research topic number 5, M.Sc.
5.4. Assistant on research topic number 6, M.Sc.

6. Research Group No. 3:

This group is responsible for conducting research topics number 7, 8, and 9. It consists of:

6.1. Leader, Ph.D.
6.2. Assistant on research topic number 7, M.Sc.
6.3. Assistant on research topic number 8, M.Sc.
6.4. Assistant on research topic number 9, M.Sc.

7. A Network of Consultants:

7.1. Local Consultant on Economics, Ph.D.
7.2. Local Consultant on Information Systems, Ph.D.
7.3. Foreign Consultant on Labor Force, Ph.D.
7.4. Foreign Consultant on Database Design, Ph.D.
Ad-hoc Data Collection Team (See RAP Budget Line Item V: Special Surveys).

8.2. Five Researchers, B.Sc.
8.3. Twenty Research Interviewers

9. Equipment and Services:

9.1. PC-Computer
9.2. Host Computer time (80 Hrs)
9.3. Printing of Publications
9.4. Photocopying
9.5. Stationery
9.6. Office rents (including services and furniture)
9.7. Travel
  9.7.1. Local
  9.7.2. International
9.8. Research library and Communications with other bibliographic databases.
9.9. Maintenance and Insurance
9.10. Miscellaneous (Hospitality, Workshop services, Visitors, ...)

21
Annex 2: Publications Based on Project:


Annex 3: Correspondence
Annex 4: Meetings

- May 5, 1997, with Dr. Nader Fergany, Technical Director of the Project.

- May 14, 1997, with Dr. Awad M. Hallouda, former President of CAPMAS and Dr. Abdel-Latif El-Heneidy, adviser to CAPMAS President.

- July 2, 1997, with Mr. Ibrahim El Herrawy, head of Public Mobilization Sector, CAPMAS and Dr. Abdel-Latif El-Heneidy
Dear Dr. Oulwy:

Over the past twenty-five years, The International Development Research Centre of Canada (IDRC) has supported a large number of research projects in Egypt. While the Centre has invested considerable resources in evaluating the activities it has funded, there is a need now for IDRC to expand its knowledge of the results and impact that its supported research have had on the development agenda and the research capacity of the recipient institutions in Egypt. This exercise is a part of a larger study that aims at examining whether development research contributes to the overall social and economic development in the Third World.

In light of the above, the Evaluation Unit of IDRC in cooperation with the Middle East and North Africa regional office in Cairo is conducting a survey of a selected number of IDRC Completed Projects in Egypt to learn whether IDRC’s support has made a difference, for whom, and how for the purpose of improving future efforts.

CAPMAS has been selected from among IDRC partners to participate in this survey, specifically to survey the project entitled "Labour Information System" which was carried-out by CAPMAS in 1986 with IDRC support and funding. Dr. Gouda Abdel-Khalek, who is one of the principle coordinators contracted by IDRC for this evaluation study, will be contacting you shortly to seek more information on this project. We would appreciate your cooperation in providing Dr. Abdel-Khalek with the information required to complete this survey. Your time spent with him on this issue will be highly appreciated by IDRC.

I would like to thank you for cooperating with us in this effort in the hope that it will contribute to the improvement of IDRC’s capacity to serve its national partners.

Yours sincerely,

Dr. Fawzy Kishk
Regional Director

cc. Dr. G. Abdel-Khalek
Dear Dr. Kishk,

With reference to your fax dated 10 June 1997 concerning the Labour Information System Project.

I would like to inform you that Dr. Gouda Abdel-Khalek is welcomed to visit CAPMAS on Tuesday, 1st of July 1997, at 10.00 a.m. to meet the Head of the Public Mobilisation Sector to discuss the requested information on this project.

Please confirm.

Best regards.

Yours sincerely,

El-Sayed A. Mostafa
Under Secretary of CAPMAS
President Office

Dr. Fawzy Kishk,
Regional Director,
Middle East and North Africa
Regional Office.
Dear Mr. Aloui:

Further to my letter of June 10 and your reply of June 23, Dr. Gouda Abdel-Khalek met with Mr. Ibrahim El Jlaawi and Dr. El Hameed of CAPMAS on Wednesday July 2nd, 1997. In that meeting it was agreed to ask CAPMAS to make available to Dr. Abdel-Khalek the following material:

1. The final main report of the Labour information System (LIS) project dated May 1991.

2. Copies of 9 topical studies on:
   2.1 Employment and unemployment
   2.2 Labour mobility
   2.3 Earning Structure
   2.4 Informal economic activity
   2.5 Construction
   2.6 Productivity in manufacturing
   2.7 Return migration
   2.8 Women
   2.9 Children
3. The fully detailed results of the October round of LFSS which was conducted as part of the LIS project

4. The lists of CAPMAS staff who have received training in the LIS project

5. LIS database.

I take this opportunity to thank you for cooperating with IDRC in this endeavour and looking forward to future cooperation with your organization.

Yours sincerely,

Fawzy Kishk
Regional Director

cc. Dr. Gouda Abdel-Khalek
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نحيط بسألكم علماً بأن الدراسات المطلوبة لرسالة الدكتور / جودة عبدالمالك
( ممثل مركز البحوث والتنمية الدولية بكندا ) متوفرة حالياً بالمركز القومي للمعلومات
وتكلفة كل منها 400 جنيه مصري ( فقط أربعة وأربعون جنيه سباعي لا غير ).
يرجى إرسال نموذج لسداد التكلفة واستلام الدراسات.
وتفصيلاً بقبول فائق الاحترام،
مدير المركز القومي للمعلومات

[ลาย توقيع]
Annex 3: Correspondence