MDG ACHIEVEMENT FUND

FINAL EVALUATION

Egypt

Thematic window
Environment and Climate Change

Climate Change Risk Management in Egypt

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LIST OF ABBREVIATIONS AND ACRONYMS

AA	Administrative Agent
APU	Awareness and Promotional Unit
ARC	Agriculture Research Center
AWP	Annual Work Plan
CCA	Common Country Assessment
CCRM	Climate Change Risks Management
CDM	Clean Development Mechanism
CLAC	Central Laboratory for Agricultural Climate
COM	Cabinet of Ministers
COP	Conference of Parties
CP	Country Programme
DAG	Donor Assistance Group
DNA	Designated National Authority
EE	Energy Efficiency
EEAA	Egyptian Environmental Affairs Agency
EEU	Energy Efficiency Unit
EPAP	Egyptian Pollution Abatement Project
EU	European Union
FAO	Food and Agriculture Organization
FP	Focal Point
FSP	Full Size Project
GEF	Global Environment Facility
GHG	Greenhouse Gas
GIZ	German International Cooperation Agency
GOE	Government of Egypt
ICZM	Integrated Coastal Zone Management
IDSC	Information and Decision Support Centre
IEE	Industrial Energy Efficiency
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
IMF	International Monetary Fund
INC	Initial National Communication
JP	Joint Programme
MALR	Ministry of Agriculture and Land Reclamation
MDG	Millennium Development Goal
MDG-F	Millennium Development Goal Achievement Fund
MDTF	Multi Donor Trust Fund
MEA	Ministry of State for Environmental Affairs
M&E	Monitoring and Evaluation
MTE	Medium Term Evaluation
MWRI	Ministry of Water Resources and Irrigation
NCSA	National Capacity Self-Assessment
NEAP	National Environmental Action Plan
NFC	Nile Forecast Center
NFS	Nile Forecast System
NGO	Non Governmental Organization
NSC	National Steering Committee
PIN	Project Idea Notes
PM	Programme Manager
PMC	Programme Management Committee
PMF	Performance Monitoring Framework

PMU	Programme Management Unit
PoA	Programme of Activity
RBM	Results Based Management
RC	Resident Coordinator (UN)
RCM	Regional Circulation Model
SA	Situation Analysis
SCCF	Special Climate Change Fund
SEC	Supreme Energy Council
SLR	Sea Level Rise
SNC	Second National Communication
SME	Small and Medium Enterprise
SWERI	Soil, Water and Environment Research Institute
TNC	Third National Communication
TOR	Terms Of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organization
USD	United States Dollar
WB	World Bank

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NOTICE TO READERS

This report has been written within the context of an extensive political transition in Egypt. The JP started in 2008 for 3 years. Then, following the MTE in June-September 2010, a one-year no-cost extension was approved extending the JP to October 2011. Finally, after the revolution of January 2011, a new extension request was granted to extend the JP for 6 months to April 15, 2013. Since January 2011, the government system is in a transition mode including a reorientation of some national priorities and the reorganization of some government institutions. The evaluative statements included in this report are valid within the context of November 2012. Further changes may affect the validity of some of these statements.

DISCLAIMER

This report is the work of an independent Evaluation Team and does not necessarily represent the views, or policy, or intentions of the United Nations Agencies and of the Government of Egypt.

EXECUTIVE SUMMARY

The MDG Achievement Fund (MDG-F) is an initiative funded by the Government of Spain and implemented by UN agencies to support countries in their progress towards the Millennium Development Goals (MDGs) and other development goals by funding innovative programmes that have an impact on the population and potential for duplication. The Fund operates through UN teams in each country and uses a joint programme mode of intervention that is divided into eight thematic windows corresponding to the eight MDGs. It has currently a total of 130 joint programmes approved in 50 countries.

The Environment and Climate Change thematic window aims to contribute to a reduction in poverty and vulnerability in eligible countries by supporting interventions that improve environmental management and service provision at the national and local levels, as well as increasing access to new funding mechanisms and expanding the ability to adapt to climate change. This window includes 17 joint programmes in 17 countries that mostly seek to contribute to three types of result: (a) mainstream the environment, natural resource management and actions against climate change in all public policy; (b) improve national capacities to plan and implement concrete actions in favor of the environment; and (c) assess and improve national capacities to adapt to climate change.

The "*Climate Change Risk Management in Egypt"* Joint Programme (JP) started its implementation in October 2008 for 3 years. It was extended another 1.5 years on the basis of the recommendations from the mid-term evaluation and the January 2011 revolution and will be terminated in April 2013. It is part of three joint programmes (windows) funded by MDG-F for Egypt[1]. It has a total budget of USD4.0M and it is implemented by six UN Agencies: UNDP (lead), UNIDO, UNESCO, FAO, IFAD, and UNEP. The key government partners are the Supreme Energy Council (SEC) in the Cabinet of Ministers (COM), the Egyptian Environmental Affairs Agency (EEAA) in the Ministry of State for Environment Affairs (MEA), the Ministry of Water Resources and Irrigation (MWRI), and the Ministry of Agriculture and Land Reclamation (MALR).

The JP aimed at helping Egypt to align its climate risk management and human development efforts in pursuing the achievement of MDGs. It sought to reduce poverty and mitigate risk by developing mitigation and adaptation strategies with a special attention given to the vulnerable poorest populations of Egypt. The JP built awareness and capacity of key decision makers and development actors to support the systematic integration of climate change as a new variable in key policy, regulatory, institutional and operational frameworks and implement pilot projects. The implementation strategy of the JP was three-fold and included the following expected outputs:

- ***Outcome 1:*** mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities;
    - National Policy Reform for a more sustainable energy economy achieved
    - Expanded CDM Market
- ***Outcome 2:*** Enhancing the country's capacity to adapt to climate change.
    - Adaptation of the water resources sector
    - Adaptation of the Agriculture Sector
- ***Outcome 3:*** Advocacy and Awareness Raised

This final evaluation was initiated by the UNCT-Egypt. Its main objective is on measuring development results and potential impacts generated by the Joint Programme (JP) and compare these results against the expected outcomes set at the outset of the JP. The evaluation also generated substantive evidence in identifying lessons learned that could be useful to other development interventions at national and international level.

1 The other two JPs are: The *Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development* (Culture and Development window); and the *Pro-poor Horticulture Value Chains in Upper Egypt* (Private Sector Development window).

The findings presented in this report are based on a desk review of project documents and on interviews with key programme informants and programme staffs including a one and a half week mission to Egypt. The methodology included the development of an evaluation matrix to guide the entire data gathering and analysis process. The findings were triangulated with the use of multiple sources of information when possible and the evaluation report is structured around the GEF five evaluation criteria: *Relevance*, *Effectiveness*, *Efficiency*, *Results/Impacts* and *Sustainability*.

The main findings are:

Relevance

Conclusion 1: Conclusion 1: The CCRM Joint Programme has been very relevant in supporting the climate change agenda of Egypt at the policy level and in the water and agriculture areas.

Conclusion 2: The CCRM JP is a good demonstration of the "One" UN approach promoted by the MDG-F initiative.

Effectiveness

Conclusion 3: The implementation of the JP was effective and responded to national climate change priorities and needs in the energy, water, and agriculture sectors, including the reform of the national policy for a more sustainable energy economy; the expansion of the Clean Development Mechanism (CDM) market, the piloting of climate change adaptation strategies and practices in the water and agriculture sectors; and the analysis of potential impacts of climate change on the Egyptian economy.

Conclusion 4: There was not enough emphasis on developing an enabling environment for climate change mitigation and adaptation.

Efficiency

Conclusion 5: The CCRM JP has been well managed.

Conclusion 6: There is still $400k remaining to be committed as of the end of November 2013; representing over 10% of the total budget of the JP.

Conclusion 7: There is a strong national ownership of the JP that contributed to the effective implementation of the programme.

Conclusion 8: The monitoring system did not fulfill its objective. It provided information, however one "cannot see the forest for the trees".

Impact

Conclusion 9: The JP achievements will have a long-term positive impact on the climate change agenda in Egypt, in the sectors of energy, water and agriculture; including contribution to the implementation of MDG #7.

Long-term sustainability

Conclusion 10: The sustainability and/or scaling up of JP achievements should be ensured over the long-term.

Conclusion 11: The sustainability of research findings in the agriculture sector depends on the capacity of the MALR to complete these findings and disseminate them to the beneficiaries: the Farmers of Egypt.

The main lessons learned are:

- A climate change programme focusing on policy development, institutional strengthening and capacity development of staff should also include a public awareness/environmental education component on climate change to reach out to the public at large; providing a mechanism to take the information produced by a group of experts and disseminate it to the public for broader acceptance.
- Despite different management procedures among the six UN Agencies involved in the JP, this experience demonstrated that harmonizing different UN Agency systems could be done at the country level. Compiled

monitoring reports were produced regularly by the JP Manager and provided financial updates to the NSC, PMC and the MDG-F Secretariat.

- Flexibility is one critical success factor for this type of programme. Following the approval of the JP strategy, the planning of activities should be kept flexible to adapt to national priorities and needs. It is only with a flexible approach that a programme of this nature can be fully responsive to national priorities and needs.
- The early involvement of Stakeholders – including decision makers – leads to a good national ownership of a donor funded programme or project, which contributes to a more effective implementation and a better potential for long-term impact and sustainability.

The main recommendations are:

For the Joint Programme

Recommendation #1: It is recommended for the last period of the JP to focus on the long-term sustainability of JP achievements; maximizing institutionalization, replication and scaling up of results.

Recommendation #2: It is recommended to showcase the JP results in national and regional events such as conferences, seminars and workshops whenever possible

Recommendation #3: It is recommended to communicate the knowledge produced by the JP through information products such as newsletter, website, articles, etc.

Recommendation #4: It is recommended to produce a "booklet/brochure" on results from the agriculture component and disseminate this information product extensively to farmers through the agriculture extension services.

Recommendation #5: It is recommended to reassess the financial commitments of the JP at the end of December 2012 and reallocate non-committed funds to other communication/information dissemination activities.

For future programmes/projects in the Climate Change Area

Recommendation #6: It is recommended to update the assessment of the enabling environment for addressing climate change risks.

For the MDG-F Initiative

Recommendation #7: It is recommended to develop programmes of this nature with a longer timeframe of 4-5 years minimum in order to provide sufficient time to develop sustainable capacity.

Recommendation #8: It is recommended to strengthen the guidelines for the formulation of these joint programmes.

Recommendation #9: It is recommended to review the management and administration modalities of UN agencies and explore how to better harmonize these modalities across UN Agencies.

1. INTRODUCTION

1. In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million, with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. An additional pledge of €90 million was made by Spain on 24 September 2008 towards the launch of a thematic window on Childhood and Nutrition. The MDG Achievement Fund (MDG-F) supports countries in their progress towards the Millennium Development Goals and other development goals by funding innovative programmes that have an impact on the population and potential for duplication.

2. The MDG-F operates through UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has approved 130 Joint Programmes (JPs) in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

3. The Environment and Climate Change thematic window aims to contribute to a reduction in poverty and vulnerability in eligible countries by supporting interventions that improve environmental management and service provision at the national and local levels, as well as increasing access to new funding mechanisms and expanding the ability to adapt to climate change. This window includes 17 joint programmes worldwide that encompass a wide range of subjects and expected results that can be classified into three types of result: (i) mainstream the environment, natural resource management and actions against climate change in all public policy; (ii) improve national capacities to plan and implement concrete actions in favor of the environment; and (iii) assess and improve national capacities to adapt to climate change.

4. This report presents the findings of the independent final evaluation of the Joint Programme (JP) "*Climate Change Risk Management in Egypt (CCRM)*" that is funded by the MDG-F. The final evaluation was conducted by an Evaluation Team composed of a Senior Evaluator - Mr. Jean-Joseph Bellamy (JJ@Bellamy.net) - and a National Evaluator – Dr. Tarek Genena (genena@ecoconserv.com) - on behalf of the UNCT-Egypt during the period November-December 2012 (*see Terms of Reference in Annex 1*). It comprised four phases: inception, mission, analysis and writing the draft/final report.

5. This final evaluation report includes seven chapters. Chapter 2 presents the context of the joint programme; Chapter 3 briefly describes the objective, scope, methodology, evaluation users and limitations of the evaluation; Chapter 4 presents the findings of the evaluation. Conclusions, lessons learned, and recommendations are presented in Chapters 5, 6 and 7 respectively and relevant annexes are found at the back end of the report.

2. CCRM JOINT PROGRAMME OVERVIEW

6. Egypt's contribution to the world CO2 emission is currently at about 3.3 tCO2 eq. per capita that is less than the world's average but much more than Africa's average. Oil is the main source of energy supply, where its share amounts to 61 per cent, followed by natural gas and electricity estimated at 19 and 18 per cent respectively; while generated electricity from hydropower do not exceed 15.5 per cent, and thermal power plants that use fossil fuels produce the remaining electric power. Electricity generation is the biggest GHG emitter and according to the International Energy Agency, Egypt's annual primary energy demand grows by 2.6 per cent per year and, by 2030, electricity generation will grow from 92 TWh to 188 TWh. If there is no specific GHG mitigation policy, the national GHG emissions are likely to grow increasing Egypt's share of the global GHG emissions and negatively affecting air quality in cities, and increasing the burden on the Egyptian economy due to the increase in the fuel subsidy bill.

7. Egypt can move towards a less GHG-intensive path, mainly by becoming a more energy efficient

economy and by making greater use of its large renewable energy potential. Nevertheless, the onerous energy price subsidy is constraining investment in the energy sector while the potential for GHG reduction is far from being exploited. In the last few years, the Government has adopted several measures to increase both rational use of energy, and renewable energy contribution in energy supply. The government has activated the Supreme Energy Council (SEC) headed by the Prime Minister that aims at revising national energy policies including energy efficiency measures, incentives for renewable energy, private sector investment in energy services and revise energy prices for large industrial facilities and other end-users. The Government has also established an electricity regulatory body to assist in reviewing electricity prices. Egypt started to set up a CDM structure in 2000; it established the Clean Development Mechanism (CDM) Designated National Authority (DNA) in 2005 by decree of the MEA (No. 42 of 14/3/05). The CDM proves to be highly relevant to support such sector-wide efforts and promote increased ''decarbonisation'' of Egypt's economy; it is a leading country in the region in terms of the number of registered CDM projects and a developed pipeline of prospective projects.

8. In addition to mitigation measures, adaptation to current and future climate change is also indispensable. Egypt is highly vulnerable and any current and future changes in climatic conditions constitute a major environmental risk that may jeopardize Egypt's development gains and poverty reduction. It would dramatically hamper Egypt's progress towards achieving all eight MDGs; particularly, Goal 7, Target 8 on the integration of sustainable development principles into national policies. Egypt's most vulnerable sectors to climate change are: 1) coastal zones, 2) water resources, and 3) agriculture. Climate change would inflict serious damages to human settlements in large parts of the productive agricultural land and industrial areas in the North Coast. Estimates show that a 0.5 m Sea Level Rise would result in jeopardizing the food security balance, and relocating more than two million people to the already over populated Nile Delta and Valley. It would also inflict severe damages on the large investments in summer resorts along the North West Coast.

9. Agriculture is a key sector of the Egyptian economy and the central component of the rural economy. The overall agricultural system is one of the highest intensive and complicated agricultural systems in the world. Moreover, Egypt has a unique irrigated agriculture system, where about 95 per cent of the agricultural area is fully irrigated, and about 90 per cent of the rainfed areas are supplemented by irrigation. The combined effect of temperature increasing, sea level rise, water shortage and other environmental negative conditions could cause an agricultural system failure in many regions of Egypt. Climate Change could also cause significant variation in annual Nile flood, which provides Egypt with more than 97 per cent of its renewable water resources. Any change can have serious implications in terms of increased flood risks or droughts that could lead to cultivated land shrinking associated with decrease in food production and increase in number of jobs lost and water conflicts.

10. In order to mitigate these climate change risks, it is recognized that it is essential to protect natural resources from the increasing pressures resulting from rapid population growth to ensure reaching the MDGs such as poverty reduction, social protection and economic growth. It is recognized that Egypt needs to develop its capacities of both human resources and institutions to elaborate and implement sustainable energy development strategies, and adopt effective modalities for managing climate risks in key vulnerable sectors. Based on lessons learned, several barriers were identified; they include (i) Egyptians are underutilizing alternative sources of energy; (ii) weak enabling environment and incentive system that are essential to promote financing of renewable energy and energy efficiency projects, and adaptation measures; (iii) many donor financed studies exist for energy efficiency, CDM, measures for adaptation and mitigation, however, in reality very few recommendations materialized; and (iv) prior and on-going assistance have built national capacities and raised general awareness, however, more effort is needed to develop capacities for implementation and execution.

11. As a response, the "*Climate Change Risk Management in Egypt*" Joint Program aims at helping Egypt to align its climate risk management and human development efforts in pursuing the achievement of MDGs. It seeks to reduce poverty and mitigate risk by developing mitigation and adaptation strategies with a special attention given to the vulnerable poorest populations of Egypt. The JP will build awareness and capacity of key

decision makers and development actors to support the systematic integration of climate change as a new variable in key policy, regulatory, institutional and operational frameworks and implement pilot projects.

12. The CCRM JP official starting date was October 15, 2008 with the transfer of the first financing tranche. It was a three-year programme that was extended another year on the basis of the recommendations from the mid-term evaluation to close in October 2012. It is part of three joint programmes (window) funded by MDG-F for Egypt[2]. It has a total budget of USD4.0M and it is implemented by six UN Agencies: UNDP (lead), UNIDO, UNESCO, FAO, IFAD, and UNEP. The key government partners are the Supreme Energy Council (SEC) in the Cabinet of Ministers (COM), the Egyptian Environmental Affairs Agency (EEAA) in the Ministry of State for Environment Affairs (MSEA), the Ministry of Water Resources and Irrigation (MWRI), and the Ministry of Agriculture and Land Reclamation (MALR).

13. The implementation strategy of the JP is two-fold and, originally, included the following expected outcomes and outputs:

- ***Outcome 1:*** Mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities;
    - *Output 1.1:* National Policy Reform for a more sustainable energy economy achieved
    - *Output 1.2:* Expanded CDM Market
- ***Outcome 2:*** Enhancing the country's capacity to adapt to climate change.
    - *Output 2.1:* Adaptation strategies and practices integrated into climate sensitive development policies, plans, and programmes
    - *Output 2.2:* Pilot measures implemented and scaled up in support of adaptation mainstreaming and policymaking
        - Adaptation of water resources sector
        - Adaptation of Agriculture Sector

3. DESCRIPTION OF THE EVALUATION

3.1. Objective of the Evaluation

14. This final evaluation focuses on measuring development results and potential impacts generated by the Joint Programme (JP) and compare these results against the expected outcomes set at the outset of the JP. Its specific objectives are to:

1. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase and/or the inception phase.
2. Measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
4. Measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level (MDGs, Paris Declaration and Accra Principles and UN reform).
5. Identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

2 The other two JPs are: The *Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development* (Culture and Development window) ; and the *Pro-poor Horticulture Value Chains in Upper Egypt* (Private Sector Development window).

3.2. Scope of the Evaluation

15. The unit of analysis or object of study for this evaluation is the joint programme "*Climate Change Risk Management in Egypt*", understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during the implementation (*see TORs in Annex 1*). The final evaluation is summative in nature and seeks to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

16. The findings, conclusions and recommendations generated by this evaluation will be part of the body of knowledge constituted by the M&E function of the MDG-F at the joint programme level. This level is the first level of information of the MDG-F information structure that comprises four levels: (a) joint programme level, (b) partner country level, (c) thematic window level and finally (d) overall MDG-F level. The knowledge generated by this evaluation will be part of the thematic window meta-evaluation that the MDG-F Secretariat will conduct to synthesize the overall impact of the MDG fund at national and international level.

17. The evaluation process generated information to address the evaluation questions identified at the outset of this final evaluation. The evaluation questions provided in the TORs were compiled and expanded in an evaluation matrix (*see Annex 2*). This matrix includes a comprehensive list of evaluation questions and provided overall directions for the evaluation.

18. A particular emphasis was put on the current programme results against the expected outcomes of the programme. More specifically, the evaluation assessed the three levels of the programme:

Design level

19. The assessment reviewed the relevance of the programme design and strategy. The extent to which the objectives of the joint programme were consistent with the needs and interest of the partners and end-users, the national priorities and needs of the country, the Millennium Development Goals, the United Nations Development Assistance Framework (UNDAF) and the policies of partners and donors.

20. The evaluation reviewed the participation of stakeholders in the design of the joint programme. It looked at the ownership of the programme design by considering the national social actors' effective exercise of leadership in the development interventions and to what extent the JP objectives reflected the national and regional plans and programmes, the identified needs (environmental and human) and the operational context of national policies.

21. Finally, the evaluation reviewed the recommendations from the mid-term evaluation related to the programme design and assessed how these recommendations were implemented.

Process level

22. The Evaluation Team evaluated the efficiency of the overall joint programme's management model. They assessed the extent to which resources/inputs have been turned into results, the coordination among participating agencies and civil society, and how the programme has been monitored. It included the review of the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by agency; any large discrepancies (if any) between agencies were analyzed.

23. They also assessed the ownership of the process, including to what extent the leadership exercised by the country's national/local partners in development interventions has been effective and also to assess the

ownership of the programme and its achievements by the targeted population and participants and if counterpart resources were mobilized.

Results level

24. The evaluation assessed the effectiveness of the programme in meeting its expected outcomes and outputs as stipulated in the project document by analyzing the planned activities and outputs and the achievements of the joint programme. The review also looked into the contribution of the JP to the implementation of the MDGs at both the local and national levels. It also looked at synergies and coherence among JP's outcomes to produce development results. Success stories or best practices were identified.

25. The assessment also included the review of JP's results/achievements and their contribution to the goals of the Environment and Climate Change thematic window of the MDG-F mechanism, the goals of delivering as one UN at country level and the implementation of the Paris Declaration principles; particularly the national ownership by considering the JP's policy, budgets, design and implementation.

26. The sustainability of programme achievements was also assessed to explore the probability that programme achievements will continue in the long run and if the JP is replicable and/scaled up at national and local levels. The Evaluation Team also assessed the conditions in place at the local and national levels to ensure the long-term impacts of the JP, including the alignment of JP's results with national development strategies and the UNDAF.

27. Finally, the Evaluation Team reviewed the extent and the ways the mid-term evaluation recommendations of the JP contributed to the achievements of development results.

3.3. Evaluation Users

28. This final evaluation was initiated by the UN Resident Coordinator Office in Egypt. The audience for this evaluation is the Programme Management Team, the Programme Management Committee (PMC), the National Steering Committee (NSC) and the Secretariat of the MDG-F. The evaluation findings provide these managers with complete and convincing evidence in determining the progress made by the programme and in particular how actual results meet the expected outcomes anticipated during the design of the JP.

3.4. Evaluation Approach and Methodology

29. The evaluation methodology used for this final evaluation included the triangulation of findings through the concept of "*multiple lines of evidence*" using several evaluation tools and gathering information from different types of stakeholders and different levels of management.

3.4.1. Overall Approach

This final evaluation was conducted in accordance with the monitoring and evaluation (M&E) strategy designed for the MDG-F[3]. The function to monitor and evaluate the MDG-F was provided in the agreement between the government of Spain and UNDP and states that "*monitoring and evaluation of project activities shall be undertaken in accordance with established rules and procedures of UN Agencies, and determined by the Steering Committee, subject to the respective regulations, rules, policies and procedures of the UN Agencies*". The evaluation was also conducted according to the provisions stated in the Joint Programme document; including the reporting structure of the JP and the programme monitoring framework with its list of indicators, their baseline values and targets at the end of the JP.

3 MDG-F, *Monitoring and Evaluation System – Learning to Improve – Making Evidence Work for Development*

30. The Evaluation Team developed and used tools in accordance with the M&E strategy to ensure an effective programme evaluation. The evaluation provides evidence-based information that is credible, reliable and useful and it was easily understood by programme partners. The evaluation was conducted and the findings were structured around the five internationally accepted evaluation criteria set out by the Development Assistance Committee of the Organisation for Economic Co-operation and Development:

- *Relevance* relates to the overall assessment of whether the JP kept with its design and in addressing identified key priorities.
- *Effectiveness* is the measure of the extent to which formally agreed expected programme results (outcomes) have been achieved, or can be expected to be achieved.
- *Efficiency* is the measure of the productivity of the JP intervention process, i.e. to what degree the outcomes achieved derive from efficient use of financial, human and material resources. In principle, it means comparing outcomes and outputs against inputs.
- *Impacts* are the long-term results of the JP and include both positive and negative consequences, whether these are foreseen and expected, or not.
- *Sustainability* is an indication of whether the outcomes (end of programme results) and the positive impacts (long term results) are likely to continue after the JP ends.

31. In addition to the guiding principles described in the M&E strategy, the Evaluation Team also applied the following methodological principles to conduct the evaluation: (i) *Participatory Consultancy*; (ii) *Applied Knowledge*: the Evaluation Team's working knowledge of evaluation theories and approaches were applied to this mandate; (iii) *Results-Based Management*; (iv) *Validity of information*: multiple measures and sources were sought out to ensure that results are accurate and valid; (v) *Integrity*: Any issue with respect to conflict of interest, lack of professional conduct or misrepresentation were immediately referred to the client; and (vi) *Respect and anonymity*: All participants had the right to provide information in confidence.

32. Finally, the Evaluation Team carried out the final evaluation according to the ethical guidelines and code of conduct established by the United Nations Evaluation Group (UNEG)[4]. The Evaluation Team conducted evaluation activities, which were independent, impartial and rigorous. Any change in the approach was in-line with international criteria and professional norms and standards; including the norms and standards adopted by UNEG. The FE clearly contributed to learning and accountability and the Evaluation Team has personal and professional integrity and is guided by propriety in the conduct of its business.

3.4.2. Roles and Responsibilities

33. The Evaluation Team reported to the Resident Coordinator Office as the Commissioner of this final evaluation. The roles of the different parties in this evaluation are as follows:

- **Resident Coordinator Office** acted as *Commissioner* of the evaluation. It ensured that the evaluation process was conducted as stipulated; promoted and led the evaluation design; coordinated and monitored the progress and development in the evaluation study and the quality of the process.
- **Programme Coordinator** acted as the *Evaluation Manager* by providing executive and coordination support to the Evaluation Reference Group
- **Programme Management Committee (PMC)** functioned as the *Evaluation Reference Group*. It included representatives of the major stakeholders in the joint programme. The role of the evaluation reference group extended to all phases of the evaluation, including:
  - Review the draft evaluation report and ensure final draft meets the required quality standards;
  - Facilitate the participation of those involved in the evaluation design;
  - Identify information needs, defining objectives and delimiting the scope of the evaluation;

4 More details on the ethic in evaluation can be found in the UNEG Ethical Guidelines at http://www.unevaluation.org/ethicalguidelines

- Provide input and participating in finalizing the evaluation Terms of Reference;
- Facilitate the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods;
- Oversee progress and conduct of the evaluation, the quality of the process and the products;
- Disseminate results of the evaluation.

- **MDG-F Secretariat** acts as a *Quality Assurance Member* of the evaluation providing advice on the quality of the evaluation process and products.

3.4.3. Evaluation Instruments

34. To conduct this final evaluation, the Evaluation Team used the following evaluation instruments:

Evaluation Matrix: As part of the inception phase, the Evaluation Team Leader developed an evaluation matrix (*see Annex 2*) based on the evaluation scope presented in the TOR, the JP document and the review of other key programme documents. This matrix is structured along the five evaluation criteria and includes a comprehensive list of evaluation questions. It provided overall directions for the evaluation, was used as a basis for interviewing people and reviewing programme documents and provided a basis for structuring the evaluation report. This matrix was assembled with an overview of the programme, the evaluation scope and the proposed methodology to complete the inception report.

Documentation Review: The Evaluation Team reviewed all relevant documents from home-base and also during the mission in Egypt (*see Annex 3*). In addition to being a main source of information, all documentation was used as preparation for the mission of the Evaluation Team Leader. A list of documents was provided to the Evaluation Team prior to the mission to Egypt. Additionally, the Evaluation Team searched other relevant documents on the web and contacts during the field mission.

Discussion Guide: A discussion guide was developed to solicit information from stakeholders (*see Annex 4*). This guide assembles key questions from the evaluation matrix. Its main use was to guide the Evaluation Team through balanced and unbiased interviews as well as a tool to briefly review the collected information. It was also used for interviews to be conducted by phone or email when needed.

Mission Agenda: An agenda for the 10-day mission to Egypt was developed during the inception phase. The process included the selection of stakeholders to meet/interview and the review that they represent all stakeholders of the programme. Then, in collaboration with the MDG-F Team in Egypt, meetings were planned prior to the mission. The objective was to have a well-organized and planned mission to ensure a broad scan of stakeholders' views during the time allocated to the mission (*see Annex 5*).

Meetings/Interviews: stakeholders were interviewed (*see Annex 6*). The semi-structured interviews were conducted using the discussion guide and adapted to each meeting. All meetings were conducted in person with some follow up using emails when needed. Confidentiality was guaranteed to participants and findings were incorporated in the final report.

Field Visit: One field site visit was conducted during the mission of the Evaluation Team Leader in Egypt. It ensured that the Evaluation Team had direct primary sources of information from the field and programme end-users.

4. EVALUATION FINDINGS

35. This section presents the findings of this final evaluation, which are based on a desk review of project documents and on interviews with key programme informants and programme staffs. As described in Section 3.4.1 they are structured around the internationally recognized five major evaluation criteria: *Relevance*,

Effectiveness, *Efficiency*, *Impact* and *Sustainability*.

4.1. Relevance of the Joint Programme

36. This section discusses the relevance of the JP; including the relevance of its original design.

4.1.1. Towards Climate Change Objectives of Egypt

37. The JP has been highly relevant in supporting Egypt to develop its climate change mitigation and adaptation strategies. As described in Chapter 2, Egypt's contribution to the world CO2 emission is currently at about 3.3 tCO2 eq. per capita that is less than the world's average but much more than Africa's average. Electricity generation is the biggest GHG emitter and according to the International Energy Agency, Egypt's annual primary energy demand grows by 2.6 per cent per year and, by extension, if there is no specific GHG mitigation policy, the national GHG emissions are likely to grow increasing Egypt's share of the global GHG emissions and negatively affecting air quality in cities, and increasing the burden on the Egyptian economy due to the increase in the fuel subsidy bill.

38. Within this context, the Government of Egypt (GOE) has been developing a set of actions to address GHG emissions. At the time of the design of this JP in 2007, the Prime Minister renewed the "*National Committee for Climate Change*" through the Minister's Decree No. 272. The Minister of State for Environmental Affairs has been the head of this new committee. The members of this committee represent a wide range of governmental, experts and non-governmental stakeholders. Furthermore, in 2009, the Ministry of State for Environmental Affairs scaled up the "*Climate Change Unit*" – which had been established in 1996 - to strengthen the climate change institutional framework at the national level; it became a Central Department at the Egyptian Environmental Affairs Agency (EEAA).

39. Climate change risks were a major concern in the Situation Analysis (SA) conducted in 2010 by the government to identify its national priorities. The SA states that "*pillar III* (Environment and sustainable Natural Resources) *is especially concerned with the potential threats of climate change, water scarcity, and energy scarcity, and the need for adaptation*". The analysis describes that the challenge of climate change is that Egypt is forecast to be a major victim of global warming. The Mediterranean coastline may recede by several meters and, therefore, the major part of the fertile Delta may be submerged by the sea with an estimation of about 10-12% of the northern low land of the Delta to be submerged. The analysis called for the need to develop a National Strategy for Adaptation to Climate Change and a National Strategy for Low-Carbon Economy. In December 2011, the government launched the "*Egypt's National Strategy for Adaptation to Climate Change And Disaster Risk Reduction*;" which was prepared by IDSC with the support of UNDP.

40. During these years, Egypt produced its Second National Communication (SNC) as part of its obligations to the UNFCCC; it was published in May 2010. This is an extensive review of the climate change situation in Egypt and of the progress made since the Initial National Communication (INC). The document contains 6 chapters: 1. National Circumstances; 2. National Greenhouse Gas Inventory; 3. Programs Containing Measures to Mitigate Climate Change; 4. Vulnerability and Adaptation to Climate Change; 5. Achievement of the Objectives of the Convention; and 6. Financial, Technical and Capacity Building Needs.

41. Chapter 3 reviewed the various ongoing programs implemented in Egypt at the time to mitigate the emissions in key sectors such as energy, industry, transport, agriculture and waste. This review included also the main barriers preventing better conservation and efficiency measures and also options for the government to review and decide on further climate change mitigation actions.

42. Regarding Chapter 4 on vulnerability and adaptation to climate change, the review covered the main

sectors such as water resources, agriculture, coastal zones, tourism, housing and roads and health. It indicates that despite producing less than 1% of the world total emissions of GHG, Egypt is one of the most vulnerable countries in the world with economic sectors that are all vulnerable with serious socioeconomic implications and a country where most stakeholders have a low resilience to climate change. Vulnerability and adaptation were reviewed for each of these sectors, including the top three key sectors with critical issues:

- **Water**: Assessments demonstrate that the Nile water flows are extremely sensitive to climate change such as rainfall variations and evapotranspiration but also vulnerable to population growth and urbanization, to sea level rise and possibly to water related conflicts upstream. However, despite some existing capacity in Egypt to forecast climate change, estimates have been extremely uncertain.
- **Agriculture**: The risks associated with agriculture and climate change is a result of the strong complicated relationships between agriculture and climate systems, plus the high reliance of agriculture systems in Egypt on natural resources. The impact of climate change is most likely to hit rural communities severely due to their fragile socioeconomic conditions. Vulnerability in this sector includes crop production and cropping systems, on-farm irrigation systems, livestock and fisheries.
- **Coastal Zones**: Egyptian coasts extend for about 3,500 km along the Mediterranean and the Red Sea. In addition, Egypt hosts a large number of inland lakes. These coastal zones host a major part of the industrial activities including petroleum, chemicals and tourism distributed among a large number of highly populated economic centers. Trading and transportation centers are also distributed among a large number of harbors, which are considered highly attractive to employment from all over the country. The coastal zones are also considered an important source for fisheries and income generation. The coastal zones of Egypt are perceived as vulnerable to the impacts of climate change, not only because of the direct impact of sea level rise, but also because of the potential impacts of climate changes on their water resources, agricultural resources, tourism and human settlements.

43. Following the Chapter on vulnerability and adaptation, the assessment focused on achievements during the recent years and finally identified the needs for climate change mitigation and adaptation and a list of potential projects to address these needs. It was noted by the Evaluation Team that the JP has been addressing some of these needs identified in the SNC such as "*Monitoring and observation of climate change*"; "*Socioeconomic studies on climate change impacts on stakeholders and employment losses*"; "*Assessment of climate change impact on the productivity of major crops*"; and "*Assessment of climate change impacts on water resources vulnerability assessment*".

44. It was also noted that the timing for the UN call for proposals to be funded by the MDG-F was during the early phase of development of the SNC. Proposals were to be within the MDG-F 8 thematic windows including the environment and climate change window. It was an excellent opportunity for all parties. The JP was designed within this context, benefiting from the body of knowledge accumulated during the SNC process. It became one of the actions to further support the government in developing its strategies for climate change mitigation and adaptation focusing on the management of climate change risks.

4.1.2. Towards Implementation of MDGs in Egypt

45. Egypt has been an active partner with its regular participation to global consultations, which led to the endorsement of the Millennium Development Goals (MDGs) in September 2000. Egypt has been fully committed to the implementation of MDGs at all levels. The specified priorities and programs of the successive National five-year Development Plans and other official documents are clear signals of Egypt's keen interest in the complete successful achievement of these goals within the specified time frame.

46. Tracking Egypt's progress in achieving the MDGs is systematically carried out through the preparation of national reports that were published in 2002, 2004, 2005, 2008 and the latest in 2010. These reports are published by the Ministry of Economic Development and provide guidance concerning the process of identifying

priorities as well as future actions to ensure the achievement of the MDGs within the target date.

47. The 2010 report marked an important benchmark since it was published only five years prior to the target date to reach all MDGs. It provides information on Egypt's progress toward achieving each of the Millennium Development Goals. It states that Egypt had already achieved significant progress in reaching most of the MDGs (by 2010); except some targets under MDG #1 (*poverty and hunger*), #3 (*gender equality*) and #6 (*combat HIV/AIDS*). Regarding MDG #7 (*Environmental Sustainability*), Egypt has produced the National Environmental Action Plan (NEAP) focusing on sustainable development and reactivated the National Committee for Sustainable Development.

48. The JP has been relevant for the implementation of the MDG #7; particularly to achieve the target 7.A and 7.B. Target 7.A is about "*integrating the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources"*. To achieve this target it includes the need for a "*decisive response to climate change (*that*) is urgently needed*". Target 7.B is about "*reducing biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss"*. It includes the reduction of "*CO2 emissions, total, per capita and per $1 GDP"*. The fifth MDG report (2010), reports that although the CO2 emissions level increased (from 116.6 Mt CO2 equivalent to reach 226.6Mt CO2 equivalent in 2007, i.e. about a 93% increase), the GHG still represents a very small percentage of the global yearly emissions (about 0.96%). Furthermore, the report states that strategies are being implemented to control CO2 emissions but also that impact of climate change is expected to be noticeable in various sectors; particularly for the most vulnerable sectors such as water resources, agriculture, livestock and food resources, coastal zones, tourism and health. The JP has been contributing to the development and implementation of these strategies; including the Clean Development Mechanism (CDM) that is listed in the report as part of the efforts to mitigate climate change impacts.

4.1.3. Towards the One UN Agenda in Egypt

49. The UN development system in Egypt is represented by over 30 UN agencies, funds and programmes, including the World Bank, IFC and IMF. While each UN agency pursues its specific mandate in various fields from agriculture, vulnerable groups, health, education, poverty reduction and the environment, they are also committed to collaborating within the framework of the UN Resident Coordinator system in support of national development priorities and the Millennium Development Goals. It was also noted that the UN Resident Coordinator Office plays an important role in the Donor Assistance Group (DAG).

50. In 2005, the UN Country Team (UNCT) published the second Common Country Assessment (CCA) report providing an updated and comprehensive analysis of the national development situation from the perspective of the UN system in the country. It covered four main areas: (a) quality of growth and poverty reduction; (b) human rights, democracy and good governance; (c) our common environment; and (d) social protection of vulnerable groups in Egypt.

51. Within the area of the environment, the assessment identified the main problems faced by Egypt. It included water scarcity, pollution and human health (water quality, air quality, solid waste, industrial pollution and hazardous waste), land use and human settlements including land degradation, biodiversity and protected areas management, and disaster prevention and crisis management. Based on this analysis, the CCA summarized the government's responses to these specific issues.

52. The CCA report formed the basis upon which the UN Development Assistance Framework (UNDAF) was formulated and published in 2006 for the period 2007-2011. This framework "*identified a nationally owned twin-track strategy for future United Nations system assistance to Egypt that supports: (a) projects and programmes that will help Egyptian citizens to improve their quality of life and individual welfare through better social services, including health, nutrition and education; and (b) the state and its institutions to perform their duties adequately in the pursuit of realizing the MDGs and the protection of established human rights norms and principles as laid out in the Universal Declaration of Human Rights*". It was developed with extensive

consultation in the country and took into account the national priorities of the government. The strategy has been implemented through five priority areas of intervention:

- **Outcome 1:** by 2011, state's performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities, are improved;
- **Outcome 2:** by 2011, unemployment and underemployment are reduced and worst forms of child labor are eliminated;
- **Outcome 3:** by 2011, regional human development disparities are reduced, including reducing the gender gap, and environmental sustainability improved;
- **Outcome 4:** by 2011, women's participation in the workforce, political sphere and in public life is increased and all their human rights are increasingly fulfilled;
- **Outcome 5:** by 2011, democratic institutions and practices are firmly established and a culture of human rights through active citizenship is prevalent

53. Under outcome #3, the focus on the environment is on (i) the promotion of the sustainable use of natural resources for income-generating activities to improve food security, health and livelihoods; (ii) the empowerment of local governments and communities to better manage their natural resources (water, air, land, biodiversity, ecosystems, etc.); (iii) the increase of access to energy services and cleaner fuels in rural areas; and (iv) on the promotion of trans-boundary dialogue and regional cooperation for the management of shared resources.

54. The review of the CCA report and the UNDAF 2007-2011 indicates that they do not include much analysis on the risks related to climate change and its potential impacts in Egypt in sectors such as water and agriculture. It was published in 2005 and 2006 and it does not identify any actions for addressing the risk of climate change. With this in mind, the JP – which started in 2008 - has been a pioneer programme for UN agencies to support the government in identifying climate change risks and in developing climate change strategies to mitigate and adapt to these risks but also to develop their own intervention strategies in Egypt with regard to climate change mitigation and adaptation.

4.1.4. Alignment with MDG-F Goals and Principles

55. The Government of Spain decided to establish the MDG Achievement Fund (MDG-F) as a mechanism to expand the institutional partnership within UN Agencies. This decision was done within the context of the Spanish Master Plan for International Cooperation (2005-2008) that was outlining Spain's policy, advocacy and financial priorities in support of the achievement of the Millennium Development Goals. The aims of the MDG-F has been to accelerate progress towards the attainment of the MDGs in select countries by:

- Supporting policies and programmes that promise significant and measurable impact on select MDGs;
- Financing the testing and/or scaling-up of successful models;
- Catalyzing innovations in development practice; and
- Adopting mechanisms that improve the quality of aid as foreseen in the Paris Declaration on Aid Effectiveness

56. The activities of the Fund and the way in which country-level interventions are designed are guided by several principles:

- Support programmes anchored in national priorities, in line with the Paris Declaration;
- Ensure the sustainability of its investments;
- Apply the highest standards in quality of programme formulation, monitoring and evaluation within a management framework oriented towards results and accountability;
- Consolidate inter-agency planning and management systems at the country level;
- Minimize transaction costs associated with administering the Fund.

57. The MDG-F supports innovative actions - within the framework of the MDGs and the Paris Declaration on Aid Effectiveness - with the potential for wide replication and high-impact in select countries[5] and sectors. As a result, the approach and decisions of the MDG-F are informed by the imperatives of ensuring national and local ownership of supported activities, aligned with national policies and procedures, coordinated with other donors, be results-oriented and with mutual accountability.

58. The MDG-F has been implemented through the UN development system and finance, supporting collaborative UN activities that leverage the value-added of the UN in the sector and country concerned; particularly where the UN's collective strength is harnessed in order to address multi-dimensional development challenges. The MDG-F supports joint programmes in eight thematic areas including: children, food security and nutrition; gender equality and women's empowerment; environment and climate change; youth, employment and migration; democratic economic governance; development and the private sector; conflict prevention and peace building; and culture and development.

59. The CCRM JP for Egypt is well aligned with the MDG-F goals and principles; it addresses national priorities identified by national partners and UN agencies; it seeks to coordinate the work of UN agencies with national partners; and it supports the implementation of innovative activities with the potential for replication and scaling-up.

60. The JP is also well aligned with the objective of the MDG-F environment and climate change window, which is "*to support initiatives to reduce poverty and vulnerability in eligible countries by supporting interventions that improve environmental management and service delivery at the national and local level, increase access to new financing mechanisms and enhance capacity to adapt to climate change*". This support is to be provided through four priority areas:

- Mainstreaming environmental issues in national and sub-national policy, planning and investment frameworks;
- Improving local management of environmental resources and service delivery;
- Expanding access to environmental finance;
- Enhancing capacity to adapt to climate change.

61. The JP is particularly well aligned with the two last priority areas presented above: (1) expanding access to environmental finance through the support for the establishment of a CDM infrastructure and (2) enhancing capacity to adapt to climate change through the integration of climate risk reduction into national development and investment decisions through policy reform and their implementation. Overall, the JP seeks to reduce poverty and mitigate risk by developing mitigation and adaptation strategies with a special attention given to the vulnerable poorest populations of Egypt. The JP increased awareness and capacity of key decision makers and development actors to support the systematic integration of climate change as a new variable in key policy, regulatory, institutional and operational frameworks and implemented pilot projects.

4.1.5. Synergies with Related Initiatives in Egypt

62. The JP is part of a growing group of initiatives funded by a core group of donors to help the GOE to develop adaptation and mitigation strategies addressing risks related to climate change. It includes mainly the UN development system, the GIZ and the World Bank.

63. As it was discussed in Section 4.1.3, the UN development system has not yet fully mainstreamed climate change in its strategies and development framework such as UNDAF. The UNDAF 2007-2011 barely mentioned climate change in its analysis and no strategic directions are identified. Nevertheless, since the period 2005-

5 The MDG-F is implemented in 50 countries from five regions around the world.

2010, progress has been made on this front and the UN agencies involved in the JP have started to develop their own portfolio of activities in Egypt addressing risks related climate change. It includes:

- ***UNDP***: The current Country Programme (CP) for Egypt (2007-2011) includes the need to raise public awareness on climate change and a focus on energy efficiency as a priority area with the promotion of renewable energy technologies, efficient lighting systems and energy conservation techniques as well as the support for Clean Development Mechanism (CDM) activities. UNDP is coordinating a portfolio of projects funded by the GEF that are directly related to the JP; it includes:
  - *Adaptation to Climate Change in the Nile Delta through Integrated Coastal Zone Management*: The objective is to "integrate the management of SLR risks into the development of Egypt's Low Elevation Coastal Zone in the Nile Delta". It will be achieved through 3 expected outcomes: (i) Capacity to improve resilience of coastal settlements and development infrastructure is strengthened; (ii) Innovative and environmentally friendly adaptation measures enforced in the framework of Nile Delta ICZM; (iii) M&A framework and knowledge management system in place. The project is implemented by UNDP and the Ministry of Water and Irrigation, the Coastal Research Institute and the Egyptian Shore Protection Authority. It started in 2010 as a spinoff of the CCRMP and should be completed in 2015. It is a Full Size Project (FSP) and is funded by a SCCF grant of $4M and co-financing of $12.8M.
  - *Improving the energy efficiency of lighting and other building appliances*: Its objective is to improve the energy efficiency (EE) of end-use equipment, namely building appliances and lighting systems manufactured, marketed and used in Egypt. It will be achieved through 3 expected outcomes: (i) Accelerated growth of the EE lighting market in Egypt, in line with the Global UNEP-UNDP EE Lighting initiative; (ii) A comprehensive Standards and Labels scheme for building appliances developed and effectively implemented; and (iii) Sustained project results. It is implemented by UNDP and the Ministry of Electricity and Energy. It started in 2010 and will be completed in 2015. It is a FSP with a GEF grant of $4.45M and a co-financing of $15.06M.
  - *Enabling Activities for the Preparation of Egypt Third National Communication to the UNFCCC*: Its objective is to increase the capacity to produce national communications that meet all guidelines established by the UNFCCC-COP and that can serve as a source of information for national policies and measures in climate change and in key economic and social sectors. It started in 2011 and should be completed in 2014. It is funded by a GEF grant of $480k and a co-financing of $100k from the GOE. The implementation partner is the EEAA as the lead agency on climate change in Egypt. Note that this project will be the main vehicle for scaling up the achievements of the JP through the review of the climate change strategies in place in Egypt in 2012-2013 and identify the next set of strategies for the coming years (*see also Section 4.5*).

- ***UNIDO***: Its strategic long-term vision is to bring about fundamental changes in both product design and technology, which provide for resource sustainability. As part of its programmes, UNIDO focuses on industrial energy efficiency and climate change. Under this component, UNIDO seeks to improve industrial energy efficiency by contributing to the transformation of markets for energy-efficient products and services. To this end, it promotes the use of energy management standards, accelerated investments by industries in energy system optimization measures, and the increased deployment of new energy-efficient industrial technologies through technical, financial and policy advisory services. In addition to be a JP implementing partner, UNIDO is also implementing a related project funded by the GEF:
  - *Industrial Energy Efficiency (IEE)*: Its objective is to facilitate energy efficiency (EE) improvements in the industrial sector (with focus on SMEs) through supporting the development of a national energy management standard and energy efficiency services for Egyptian industry as well the creation of demonstration effects. It will be achieved through

five expected outcomes: (i) Supportive policy instruments (EnMS, benchmarks) for delivering EE in industry and contribute to international competitiveness; (ii) Widespread awareness on EE and energy management; (iii) A cadre is available of specialized certified energy management and system optimization experts; (iv) Increased access to financial assistance for implementing EE projects; and (v) State of the art energy management practices and EE measures are demonstrated. The implementing partner is the EEAA. It started in 2011 and should be completed in 2016. It is funded by a GEF grant of $3.95M and a co-financing of $24.1M.

- ***UNESCO***: The climate change strategy of UNESCO revolved around water issues, helping the GOE to forecast climate change and its impacts on water resources. Within the JP, the major contribution of the JP is already a reduction of uncertainties when it comes to forecasting these impacts (*see more in Section 4.2*). The main focus of UNESCO in Egypt is to develop a regional center focusing on water issues for the Arabic region, using the Nile Forecast Centre (NFC) as the technical expertise to fulfill its function of regional center.

- ***IFAD***: The strategy of IFAD in Egypt is contained in the "*Results Based – Country Strategic Opportunities Programme*" covering the period 2012-2015. The goal of this strategy is to contribute to the reduction of rural poverty and enhance national food security in Egypt. The programme is implemented following three strategic objectives; (i) strengthen the capacity and organizations of the rural poor men and women to enable them to enhance their economic opportunities; (ii) enhance the sustainable use of the natural resources by the poor, especially land and water; and (iii) Increase the access of the rural poor to appropriate technology, rural financial services and markets. Under the strategic objective #2, special effort will be made to adopt a climate smart strategy, and to provide smallholders innovative technologies that will help them use water and land resources more efficiently and sustainably. IFAD is involved in the agriculture component of the JP. This is a relatively small part of the entire IFAD portfolio of projects in Egypt that represents a total of about $150M (mostly loans). It was also noted that IFAD, despite its strong involvement in agriculture, is not involved in funding research.

- ***FAO***: In addition to the involvement in the JP, the FAO has also been implementing the TCP-330 project (Technical Cooperation Programme) in parallel funded by their own funds:
  - *Monitoring of Climate Change Risk Impacts of Sea Level Rise on Groundwater and Agriculture in the Nile Delta*: The project started in October 2010 and should be completed by the end of 2012; it was also considered as a spinoff of the CCRMP JP. The overall objective (impact level) is to develop a decision support system for predicting and mitigating the impacts of climate change on agricultural production and the environment along the coastal areas of the Nile Delta. This DSS is meant to constitute the basis of a modern integrated national network for monitoring climate change impacts on agriculture, which is one of the main components of the "*National Sustainable Agricultural Development Strategy towards 2030*". As part of this project, FAO supported the installation of 75 monitoring points along the coastal zones of the Nile Delta.

- ***GIZ*:** The German International Cooperation Agency is involved in a related initiative to this JP through a project with the Ministry of Electricity that started in 2008 and that is funded by the Federal Ministry of Economic Cooperation and Development of Germany. The project supported the Joint Committee for Renewable Energy and Energy Efficiency. Phase 1 was implemented during the period 2008-2010 with a budget of 3M Euros; phase 2 is underway for the period 2011-2014 with approximately the same budget of 3M Euros. The project has 4 pillars: (i) Renewable energy; (ii) Energy efficiency; (iii) Clean Development Mechanism (CDM); and (iv) Policy reform. Under the second pillar, the project supported the promotion of solar heaters in the tourism sector, which led to the development of the national strategy for solar water heating. The project also

supported the establishment of energy efficiency unit (EEUs) in several ministries. Under the third pillar (CDM), the project supported several capacity development activities for the staff at the CDM-APU, including consulting assignments to enlarge the number of CDM projects.

- ***WB-EPAP*:** The World Bank is also implementing a related project titled the "*Egyptian Pollution Abatement Project (EPAP II)*". The objective of the project is to demonstrate the applicability of market-based financial and technical approaches to achieve significant pollution abatement in selected hot spots areas in and around the Alexandria and Greater Cairo areas. EPAP II has generated significant interest as evidenced by the total sub-loan applications of US$220 million, which far exceeds the total available funds of US$160 million. The CDM APU fully cooperates with the EPAP II staff to support the CDM process for those industries that qualify.

- Other Projects include the *Private Sector Programme II* funded by ***KFW***, the project "*Investigate the Rashid Wall that protects the city under Climate Change*" funded by the ***EU*** and the ***UNEP*** funded project "*Adapting to Climate Change Induced Water Stress in the Nile River Basin*".

4.1.6. Internal Programme Concept/Design

64. Despite a short period to design/formulate the JP, the project document indicates a good coherence among the various elements of the programme – its rationale, its internal logic (components, partners, structure, delivery mechanisms, scope and budget) and its expected results. The strategy of the JP is based on a good rationale explaining adequately the situation and the issues related to climate change risks in Egypt as well as lessons learned so far from other initiatives. The review of the project document indicates that this JP is part of an overall approach to support the GOE to develop its capacity in addressing climate change risks. It is not an isolated programme but a part of larger programmes led by the government to "*align its climate risk management and human development efforts in pursuing the achievement of MDGs in the face of climate change and the predicted serious threats to the country*".

65. As discussed in the previous sections, this JP has been highly relevant and timely for Egypt; which contributed to a good national ownership. Despite a short timeframe to design the programme, it was sufficient to involve key stakeholders in the design. By responding to national priorities, the JP contributed greatly to move the national agenda on how to manage the risks related to climate change.

66. It was also noted that during the inception phase, the JP strategy was reviewed. Several changes were documented in the inception report; however, there were mostly minor changes related to the set of planned activities, which were adapted to the situation at the time of the inception phase. These changes were documented in a revised plan of activities. No other changes were observed during the inception phase, which is an indicator of a good design, responding to national priorities and nationally owned.

67. The logic model of the JP consists of a strategy that includes two outcomes and four outputs as presented in the table below (*see Annex 7 for an overview of expected outputs and related planned activities*).

Table 1: Joint Programme Logic Model

Outcomes	Outputs
Outcome 1: Mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities	**Output 1.1:** National Policy Reform for a more sustainable energy economy achieved
	Output 1.2: Expanded CDM Market
Outcome 2: Enhancing the country's capacity to adapt to climate change	**Output 2.1:** Adaptation strategies and practices integrated into climate sensitive development policies, plans, and programmes

Outcomes	Outputs
	Output 2.2: Pilot measures implemented and scaled up in support of adaptation mainstreaming and policymaking o Adaptation of water resources sector o Adaptation of Agriculture Sector

Source: MDG-F – CCRM JP Egypt, Inception Report

68. The review of this logic model reveals clearly four different components put together into one programme. This is confirmed by the inception report, which presents the objective of the JP into 4 components: (i) a policy component seeking to update/reform Egypt's energy policy for a more sustainable energy economy; (ii) a CDM component to expand the CDM market and mainstream GHG mitigation and CDM into national policies; (iii) a component on adaptation in the water sector supporting the development of a Regional Circulation Model (RCM) to raise the national capacity of Egypt in forecasting the water flows impacted by climate change; and (iv) a component on adaptation in the agricultural sector to advocate for climate-sensitive policies and plans, develop climate stress-tolerant crops, and disseminate knowledge on stress-tolerant crop varieties. These four components were illustrated in a diagram in the inception report that is replicated below

Figure 1: Components of the Joint Programme

69. Following the inception phase, the JP document and the inception report were used as a "blue print" for the implementation. Work plans were also "broken" down into the 4 components identified during the inception phase and, following the mid-term evaluation, outputs 2.1 and 2.2 where reformulated/renamed to better reflect the two related components under outcome 2: water and agriculture. The logic model under this outcome 2 ended up as being:

- **Output 2.1:** Adaptation of the Water Resources Sector
- **Output 2.2:** Adaptation of the Agriculture Sector

70. Additionally, a third expected outcome (3) was set as "Advocacy and Awareness Raised" to monitor the implementation of the advocacy and communication strategy of the JP. All this changes did not alter the overall strategy of the project. It was mostly a reorganization/renaming of what was expected in the climate change adaptation area and a better monitoring of advocacy and communication activities. This logic model will be used throughout the rest of this report.

4.2. Effectiveness of the Joint Programme

71. This Section presents the findings on the effectiveness of the programme that is a measure of the extent to which formally agreed expected programme results (outcomes) have been achieved, or will be achieved in the future. It includes an overview of key results achieved to date by the programme, followed by the review of risks management and mitigation measures related to the implementation of the programme.

4.2.1. Achievements of Programme's Expected Outcomes

72. The JP is almost completed and, by the end of the programme, expected results will be achieved. The review of these achievements indicates that overall the JP will have delivered what it was designed for. The JP built awareness and capacity of key decision makers and development actors to mainstream climate change in key policy, regulatory, institutional and operational frameworks. It contributed to the development of mitigation and adaptation strategies with a special attention to the energy sector for mitigation and water and agriculture sectors for adaptation. As it was already discussed in Section 4.1, most activities were direct responses to national needs and priorities. A summary of the main achievements is provided below:

Reform the National Policy for a more Sustainable Energy Economy:

73. A high level Council on energy was originally established in 1979 during the energy crisis. It was restructured through a Decree in 2006 and called SEC to bring key Ministers together and increase inter-ministerial coordination on energy matters.

74. Under this output, the JP contributed to the establishment of the Energy Efficiency Unit (EEU) at Cabinet level. This unit was established through a Prime Ministerial Decree (Mar 2009) to be set inside the General Secretariat of the Egyptian Cabinet of Ministers. The EEU was recently moved to the Information and Decision Support Centre (IDSC) – a government "think-tank" that is still under the Cabinet of Ministers (Decree Nov. 2012). The EEU continues to be the 'go-to' entity for the Cabinet on Energy Efficiency (EE) related issues under the current government.

75. The main achievements under this output include also a SEC decision (Aug 2010) to implement a pilot project to increase lighting efficiency in government buildings in coordination with the Ministry of Finance; an assessment of institutional options to establish EE units at the demand sector levels with technical support from the German Cooperation (GIZ); the support to the EEU to finalize its role in the 3-year EU budget support program where the EEU would receive technical support to meet key aspects of its mandates; and, a study to identify Energy Indicators.

76. In Aug 2011, the SEC with the support of the JP and the World Bank, decided to develop a national EE roadmap. In addition, 2 new EE units have been established at the Tourism Development Authority and the Housing & Building Research Center to focus on the new tourism establishments outside of the Governorates and on the new and existing government buildings. The new units have been collecting energy data using the set of indicators identified with the support of the JP. It is assumed that the tourism sector and the future green buildings in the housing sector may reduce energy consumption by a conservative 10-20% after 2013.

77. The EEU has initiated market dialogues in 3 targeted sectors to promote Solar Water Heaters as a National programme to evaluate various incentive schemes.

78. Finally, it is also worth noting that upon the request of the Prime Minister the JP made a presentation on EE ideas/options to a meeting of the Governors Council in May 2012. As a result, the Prime Minister formed a Ministerial Committee for EE to make recommendations to increase demand side efficiency. The Committee, which included the Ministers of Electricity, Petroleum, Industry, Transport, Tourism, Local Development and the Head of the EEU, met in June 2012 and invited many stakeholders including other ministers and governors to discuss the importance of achieving immediate reduction in electricity consumption to avoid summer power outages.

Expand the Clean Development Mechanism (CDM) Market:

79. Under this output, the JP contributed to the establishment of the CDM Awareness and Promotional Unit (APU) mid 2009. Since then it supported training activities to develop the capacity of staff and stakeholders on CDM; including 10 training sessions for staff members and 12 sectoral workshops with a total of about 420 participants trained. The JP also supported the development of CDM projects in collaboration with GIZ and the

World Bank, both organizations also involved in supporting Egypt to develop its carbon trading market. During this period, the CDM-APU prepared 55 Project Idea Notes (PINs) and 28 have buyers. As a result of submitting projects, 8 new CDM projects were registered for a total CDM portfolio in Egypt of 12 registered projects and a total estimated Carbon Dioxide Equivalent Reduction of 8-10 million ton of CO2 per year. An additional 16 projects are under validation and once validation is completed, they will be sent to the UNFCCC for registration.

80. Finally, the CDM-APU has been working on 5 projects with the potential of becoming Programme of Activities (CDM-PoAs). As per the definition of PoAs, they are replicable projects with low and physically spread Greenhouse Gas reductions and that are often linked to higher sustainability benefits, but are too small to pay back the transaction cost involved in the CDM process. The support from the CDM-APU includes the preparation, validation and registration of these projects as PoAs, which includes: fuel switching for SMEs (Bakeries, Brick Kilns…etc.); modernization of charcoal productions kilns; solar water heaters; energy efficiency in water pumping stations; and, small scale renewable energies in remote areas. Meetings have been held with the various stakeholders such as banks, factory owners, governorate staff, and with the Ministry of Industry and the Federation of Egyptian Industries to coordinate and facilitate the implementation of these projects.

81. Regarding the modernization of charcoal productions kilns, the CDM-APU facilitated the import from Ukraine of an environmentally friendly charcoal kiln with the support of the Environmental Protection Fund with revenues from the sales of carbon credits. This has been a pilot project for the PoA to replace the old and polluting production method. It is now in operation, the environmental compliance of the kiln is being verified and the emission factors are being measured to assist the whole programme to get registered under the umbrella of the CDM at the UNFCCC.

Adaptation of the Water Resources Sector:

82. In the Water Sector, the JP supported the modeling of various climate change scenarios, building on existing work that had been done to model water flows at the MWRI. It provided needed resources to develop the forecasting capacity at the Ministry, including a software upgrade and training for the staff. The RCM model (Precis) from the UK Met Office – which has its origin in a Global Circulation Model - was chosen as the tool to develop the forecasting capacity of the Nile Forecasting Centre at MWRI. As per the objective of this activity, the JP supported the development of a regional climate model for the Nile Basin and the assessment of the possible impacts of climate change on the River Nile flow; in particular the inflows to the High Aswan Dam which is important for both the water resources and agricultural sectors in Egypt. This support included:

- Provision to MWRI with state of the art climate change information over the region of interest and the development of capacity within the area of regional climate modeling, through literature review, establishment of a climatic database and training;
- Development of a Regional Climate Model (RCM) for the Nile Basin;
- Assessment of large scale uncertainties associated with climate change projections over the Nile Basin
- Development of climate change scenarios for the Nile Basin with a particular emphasis on the hydrological impacts.

83. The main output of this modeling was a decrease of the uncertainties when making long-term forecast analyzing impact of climate change on water flows. The modeling outputs are now used to develop the climate change adaptation strategy of MWRI, planned to be completed in early 2013. Results were also used to upgrade the Nile Forecast System Model, a hydrological model, which forecasts water resources of the Nile River.

84. Additional studies and analyses were conducted under this component including a review of the Nile Forecast System (NFS). The main objective of this study was to improve the NFS performance and accuracy,

using the recommendations of the evaluation work undertaken by the NFC with the support of the JP. The main recommendations were to revise the NFS calibration and improve the estimates of rainfall and evaporation as the two main NFS hydrologic drivers.

85. Other studies included the assessment of existing water resources policies and plans to assess the resilience of current water policies to climate change. The objective was to determine the gaps and needs for mainstreaming climate change adaptation into these policies.

86. Finally, all these outputs have been used to develop a water adaptation strategy that is currently in progress and that will provide guidance climate change impacts on water to the MWRI.

Adaptation of the Agriculture Sector:

87. In the Agriculture Sector, the JP supported the Ministry of Agriculture and Land Reclamation (MALR) and its affiliated research centers to develop methodological approaches and planning tools, with particular emphasis on zoning and mapping tools, as well as conduct research activities (mainly concentrating on deficit irrigation) and simulation exercises on the impacts of climate change on key crops.

88. The methodological and planning tools developed under the programme mainly comprise:

- General analysis of the possible effects of climate change in different components of agricultural systems and the associated confidence levels;
- Application of such an analytical framework to the specific conditions of Egyptian agriculture in terms of risks, opportunities and uncertainties for different agricultural zones of the country;
- Key steps in carrying out risk assessments and different approaches that might be adopted for estimating uncertainty;
- General approach for estimating the full economic costs of climate change; and
- Schematic overview of the different steps that are required for developing climate change adaptation plans based on an integrated and multidisciplinary approach.

89. According to a review of the FAO component of the JP, together, these tools represent an excellent analytical framework that should be used to assess impacts of climate change in the agricultural sector. However, it was also noted that risk assessments as well as estimation of uncertainty seem to be two key issues that so far have not been adequately addressed and would deserve more attention in future assessment work.

90. Regarding mapping and zoning, the Central Laboratory for Agricultural Climate (CLAC) and the Soil, Water and Environment Research Institute (SWERI) developed several products. The maps produced include among others:

- Spatial distribution of average annual and seasonal trends of ETo over Egypt for the current and future situations;
- Distribution of cultivated areas by old and new land as well as total cultivated area by Governorates;
- Soil salinity map;
- Spatial distribution of the total irrigated areas by the different types of water sources (i.e. Nile River, groundwater, drainage water, rainfall) as well as their geographical distribution by types of irrigation systems (surface, sprinkler, micro-irrigation);
- Contribution to the description of agro-ecosystems of Egyptian agriculture: land cover map, soil classification map as well as the combined map of agro-ecological zones (total of 7 zones) including evapotranspiration values for the Nile Delta and Nile Valley areas as the main agricultural production zones.

91. Regarding research activities, they were mostly concentrated on deficit irrigation. The focus was on deficit irrigation trials on crops and at different locations. The major treatment difference was the amount of irrigation water that was applied, set to 60%, 80% to 100% of the theoretical water requirements for each specific crop

tested. According to the same review, available results are to be considered as preliminary and more research would be needed to confirm the results and identify related recommendations.

92. All these findings were used to develop a set of recommendations to the government on how to adapt the agriculture sector to climate change and what are the risks. Initial findings were also used for the development of the "*Agricultural Sustainable Development Strategy Towards 2030*".

Advocacy and Awareness Raised:

93. A communication strategy for the CCRM JP was developed in June 2010. Its objective was to increase awareness and support for the Climate Change Risk Management Program and the MDG Fund both at policy and general public level. Its aim was that a greater social mobilization and awareness will leverage the CCRMP for increasing MDG results and will improve accountability and transparency of the JP. A set of outputs and activities where identified and a communication budget of $46k was allocated to this strategy. The target audiences were divided into three categories:

- Level one: Implementing partners, stakeholders, and governmental organizations;
- Level two: Local NGOs, private sector, investors, donors, and consultants;
- Level three: General public.

94. Within the context of this strategy, activities conducted include the preparation and viewing of a documentary film titled "*The Future of Climate Change in Egypt*" to increase public awareness on climate change; a Facebook group for Climate Change Leadership in Egypt to provide a discussion and an information exchange platform for people working and interested in climate change matters; climate change awareness activities conducted on World Environment Day at Cairo University; presentations to journalists interested in the environment and climate change through the Cairo Climate Talks; and presentations made to local communities through the NGO CARE. Finally, a communication and media consultant will assist the JP management team to produce some JP stories of interest to the public, a policy booklet advocating for new policies related to climate change risks, and several workshops as media events before the closure of the programme.

95. As part of the Advocacy plan, an important socio-economic study on the cost of adaptation to climate change is in its final stage of preparation before being published. This study, conducted in collaboration with the Egyptian government, used estimates of change in water supplies, coastal inundation, and crop yields previously published by Egyptian researchers to estimate the potential impacts of climate change on Egypt's agriculture economy in 2030 and 2060. In addition, the value of property that could be damaged due to sea level rise (SLR), the increase in the number of deaths and valuation of such losses from climate change induced decreases in air quality and increases in heat stress, and losses to tourism from increased heat and loss of coral reefs were estimated. An early draft stated that given the risks that climate change poses for Egypt, it is very important that adaptation risks that are already apparent and risks that will most likely become greater under climate change be promptly addressed. The key sectors for adaptation include water resources, agriculture, tourism, health, and coastal resources. It also recommends that Egypt should develop a national adaptation plan.

96. Achievements of the JP as of November 2012 are summarized in the table presented below; there are presented along the five components of the JP.

Table 2: List of Egypt Joint Programme Main Achievements

Outputs	Key Planned Activities	Main Achievements
Outcome 1: Mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities.		
Output 1.1: National Policy Reform for a more sustainable energy economy achieved	• SEC Technical Secretariat strengthened; • Energy policy papers to support energy policy reform prepared; • Long term draft energy strategies to support energy policy reform formulated.	• Prime Ministerial decree (Mar '09) to establish the EEU inside the General Secretariat of the Egyptian Cabinet of Ministers. The EEU continued to be the 'go-to' entity for the cabinet on EE-related issues under the current government; • A SEC decision (Aug '10) to implement a pilot project to increase lighting efficiency in government buildings in coordination with the Ministry of Finance. • Completed an assessment of the institutional options to establish EE units at the demand sector levels with technical support from the German Cooperation. • Completed the "Energy Indicators" study • The JP made a presentation on EE ideas to the 'Governors Council' (May 2012) upon the request of the Prime Minister. As a result, the Prime Minister formed a Ministerial Committee for EE to make recommendations to increase demand side efficiency. The Committee, which included the Ministers of Electricity, Petroleum, Industry, Transport, Tourism, Local Development and the Head of the EEU, met on June 12 and invited many stakeholders including other ministers and governors and discussed the importance of achieving immediate reduction in electricity consumption to avoid summer power outages. • Developed a draft of an EE roadmap for Egypt for future presentation at the SEC meeting. This was developed with support from the World Bank. • PM formed a ministerial committee for EE in May 2012 • EEU has finalized its role in the upcoming 3-year EEU budget support program where the EEU would receive technical support to meet key aspects of its mandates • PM decree (Nov. 2012) establishing the EEU under the Cabinet's IDSC for sustainability
Output 1.2: Expanded CDM Market	• CDM Unit Established and Trained; • Technical Assistance for Implementation of CDM projects provided; • CDM Program of Activities developed and implemented; • Technical Assistance for Implementation of CDM projects provided;	• The CDM APU has been established since mid 2009 • 10 training sessions have been conducted for the staff members of the CDM APU unit covering different topics; • 12 sectoral workshops conducted; • 420 participants trained from facilities • 55 PINs prepared • 28 Projects obtained Financing; • 8 new CDM projects registered. (12 total registered in Egypt portfolio) • CDM-APU staff currently studying 5 projects with potential as PoAs • Total Potential Carbon Dioxide Equivalent Reduction estimated at 8-10 million ton Co2e/y
Outcome 2: Enhancing the country's capacity to adapt to climate change.		
Output 2.1: Climate change	• Adaptation needs and gaps for climate resilient Integrated Coastal Zone	• Capacity has been developed by the programme to forecast future scenarios in the water sector

Outputs	Key Planned Activities	Main Achievements
adaptation strategies and practices piloted in the water sector	Management assessed and identified; • Adaptation needs and gaps for Integrated Water Resources assessed and identified; • Climate risk management measures integrated into UN development programmes and operations; • A communication strategy on climate change • RCM for the River Nile completed; • RCM outputs used in formulating national adaptation water management scenarios using IWRM processes and approach; • Links established with the NBI;	• Regional Circulation Model is predicting conditions of Nile water based on historic trends; • Nile Forecast Center at MWRI has developed water management scenario based on the developed RCM and available models; • Starting the process to develop the strategy to better adapt to climate change in the water sector • Outreach and advocacy strategy updated and developed to enhance public knowledge and ability to adapt
Output 2.2: Climate change adaptation strategies and practices piloted in the agriculture sector	• Field crops stress- tolerant varieties developed; • Knowledge on crop-stress varieties disseminated; • Optimal cropping pattern formulated under climate change conditions; • Optimal use of on-farm water resources.	• Capacity has been developed by the programme to forecast future scenarios in the agriculture sector • Field Study conducted to determine most water efficient crop varieties. Also testing which agricultural regions are most productive • Evaluation Studies conducted to determine which crops are most tolerant of higher temperatures, and during different growing periods • Work underway to develop a climate change adaptation policy for the agriculture Sector.
Outcome 3: Advocacy and Awareness Raised	• Increase awareness and support for the JP both at policy and general public level. • Accelerate the progress of the two components of the JP, through media attention, expanded citizen engagement and support, and by networking with existing organizations and capacities in Egypt.	• A communication strategy to increase awareness and support for the JP both at policy and general public level. • A documentary film titled "The Future of Climate Change in Egypt" to increase public awareness on climate change; • A Facebook group for Climate Change Leadership in Egypt to provide a discussion and an information exchange platform for people working and interested in climate change matters; • Climate change awareness activities conducted on World Environment Day at Cairo University; • Presentations to journalists interested in the environment and climate change through the Cairo Climate Talks; • Presentations made to local communities through the NGO CARE; • Production of stories for the public at large, a policy booklet to advocate for new policies related to climate change risks, and media events for several workshops before the closure of the programme (ongoing); • A socio-economic study – soon to be published - that identifies priorities for development related to climate change.

Source: June 2012 Monitoring Report updated with findings from the November 2012 mission.

4.2.2. Contribution to Capacity Development

97. As discussed in Section 4.2.1, the JP achieved most of its targets and these achievements have a strong national ownership. From a capacity development point of view, the programme focused mostly on developing the capacity of stakeholders through training and developing the capacity of institutions mandated to review the risks related to climate change in the energy, water and agriculture sectors. For instance, the JP supported the development of a regional climate model for the Nile Basin and the assessment of the possible impacts of climate change on the River Nile flow. It provided additional resources to the Ministry and its affiliated National Forecasting Centre to acquire the necessary equipment and software, it provided training resources to develop the skills and knowledge of the staff involved in the development of this model and the results are now used to develop the climate change adaptation strategy for the ministry.

98. However, less emphasis was put on the importance of developing an enabling environment for climate change mitigation and adaptation. The review conducted for this evaluation was not conclusive on questions such as "Is the legislation framework adequate enough for addressing risks related to climate change impacts?", "Was the current institutional framework conducive enough to address risks related to climate change impacts?", "How was risks related to climate change impacts addressed in national development policies?", "Are there barriers preventing a conducive enabling environment for managing risks related to climate change impacts?". Furthermore, the JP supported a lot of activities and achieved most of its targets; however, some of these achievements still need to be properly institutionalized to be sustainable and/or replicated over the long run. A good example is the work supported by the JP to conduct some research on deficit irrigation on different crops and at different locations. Initial results are useful but more is needed to confirm the results and identify related recommendations. It is important that the relevant research center provides the necessary resources to complete this research, which should also be disseminated to farmers as the ultimate beneficiaries. Without this, the initial effort may be lost over time.

99. Nevertheless, despite the fact that a more holistic approach would be more effective and also the disruption due to the revolution, the long-term sustainability of the JP's achievements is not really an issue. Most activities supported by the JP are responses to national priorities and are part of larger strategies and programmes; the JP's achievements will then be used within the context of these larger initiatives (*see Section 4.5*).

100. Globally it is well recognized that capacity refers to the overall ability of a system to perform and sustain itself[6]. Capacity development encompasses the acquisition of skills and knowledge for individuals, the improvements of institutional structures, mechanisms and procedures and finally the strengthening of an enabling environment (system) with adequate policies and laws. Capacity is the sum of a series of conditions, intangible assets and relationships that are part of an organization or system and that are distributed at various levels:

- Individuals have personal abilities and attributes or competencies that contribute to the performance of the system;
- Organizations and broader systems have a broad range of collective attributes, skills, abilities and expertise called capabilities which can be both 'technical' (e.g. policy analysis, resource assessment, financial resource management) and 'social-relational' (e.g. mobilizing and engaging actors to collaborate towards a shared purpose across organizational boundaries, creating collective meaning and identity, managing the tensions between collaboration and competition).

4.2.3. Risks and Assumptions / Risk Mitigation Management

101. Eight major risks were identified during the formulation of the JP. Mitigation was identified for each of

6 See the study on "*Capacity, Change and Performance*" conducted by the European Center for Development Policy Management; which explored the notion of capacity and capacity development (http://www.ecdpm.org/).

these risks. There are presented in table 3 below.

Table 3: List of Identified Risks and Mitigation

Risk	Mitigation
1. Avoid any conflict with other envisaged reforms (social, industrial, fiscal, etc.)	• As mentioned earlier, transportation and manufacturing are the major users of energy, followed by residential use. A country with a significant poverty problem, such as Egypt, cut down subsidies will cause the producers to pass a rise in energy prices to the consumers, which means that the vast majority of the population will witness rise in consumer price index, and their livelihood could easily be shocked.
2. Availability and reliability of data	• Building the RCM or examining the economic and financial feasibility of an intervention, are all actions that require valid, reliable data for proper prediction, projection and forecasting. Lacking valid, continuous time series, reliable data might not support proper analysis, and thus the validity of the results might be doubted. Lack of valid and reliable data constitutes limitations on developing and calibrating the model. The JP design includes review and feasibility assessment of the RCM, and review before initiating such a major activity. For example, if the RCM is not doable, then JP management will explore alternative regional modeling methods and reallocate any excess funds to ICZM activities.
3. Need to assure government strong commitment to JP activities and to ensure sustainability after it is completed	• This programme is about building and developing capacities, and thus the willingness to transform and reform is central to the overall success of this programme. A requisite to finance efforts for capacity building and development in the form of procurement, training, study tours, etc. is to issue necessary decrees and reform executive regulations for an institutional setup that is conducive for sustainable development at large, where the principles of good governance are clear. Another assurance for government commitment is to avail in-kind contributions. These two requisites are essential for initiating the activities of the programme; otherwise the JP will not deliver its promised outcome, and contribute to the achievement of the UNDAF outcomes. This might require the search for a national champion to give the JP the necessary political influence to assure its success.
4. Start from where CD4CDM ended, not to replicate the activities executed in the past	• Reviewing the final report of CD4CDM show resemblance between activities of this JP and that of CD4CDM. It is of utmost importance, at the outset of the execution, to draw the similarities and differences between the two initiatives to avoid replication, and express efficient use of available resources. There is a need for a prescription for marketing the updated list of project for CDM.
5. Executing mitigation and adaptation measures is economic and financial burden with no returns	• Not all interested parties have the scientific background to understand the importance of adaptation measures. They do not seem to give the issues associated with climate change the necessary attention. Without increasing awareness of key decision makers and civil society, including private sector companies, on the negative impacts of climate change, the success and sustainability of this JP is at risk. Through targeted and tailored macro-economic analysis (mini-Stern reviews), the JP will attempt to show those in doubts, the benefits of an energy efficient economy, as well as the payback of an economy resilient to the impacts of climate changes to convince them to allocate funds of their budgets for adaptation measures.
6. This JP is central to the sustainable development of Egypt	• The components of this JP support the sustainable development of Egypt, and the stage is ready for a major success, since EEAA is the lead institution in sustainable development initiatives and Climate Change. Furthermore, the donor community in Egypt is interested and willing to participate in the formulation and execution of a national strategy for energy efficiency, because energy is among the national priorities. Donors, such as USAID, EU and World Bank, are interested in the capacity and institutional development of DNA, and might be encouraged to earmark funds for the development of this new public body
7. Necessary media coverage secured	• One of the means to give the activities of JP momentum is to assure media coverage through information kits to support decision makers, and build consensus on issues and future actions.
8. The coordination among UN participating Agencies is an essential element for the success of this JP	• Given that the JP includes six agencies and four ministries, the programme management coordination will be a real challenge unless the agencies and the government bodies will express great interest and support for the success of this joint initiative.

102. The review of these risks indicate that the management team identified a complete set of risks at the outset of this JP and provided good mitigation measures to each of these risks; they were well documented in the JP document. A review of these risks were conducted during the inception phase and no change were documented.

103. Over time, the JP was well managed including mitigating potential risks. However, one risk that was not on this list (which would have been difficult to predict) and that affected the implementation of the JP was the revolution. Egypt has undergone major political and social changes since the January 25 revolution in 2011. These changes have affected the progress of the implementation of the programme due to two main factors: (i) the incumbent government priorities have shifted its focus on addressing social priorities and imminent day-to-day needs; and (ii) the political situation has affected the way private sector is doing businesses and its performance.

104. This event affected the JP in different ways. For the first component, the transition stage made it difficult to recruit staff and consultants, and caused significant delays in programme activities due to competing with other political priorities within the cabinet of Ministers. For the CDM component, the political instability and the world financial crisis has influenced the partnerships created by the CDM-APU with private sector companies interested in implementing CDM Projects. The transition stage has led some private sector organizations to postpone their commitments to investment in carbon trading due to the need to address the priority social issues. For the water component, the MWRI needed more time to arrange for the dissemination workshop for the Nile Basin Countries waiting for the presidential elections and the new government to be formed. Regarding the agriculture component, it was not much affected due to the nature of activities supported by the JP being research activities without major decisions needed from decisions-makers.

105. As a result, the National Steering Committee (NSC) decided to request a 6-month no-cost extension to compensate for the loss of time. It was approved by the MDG-F Secretariat in May 2012 (*see also Section 4.3.1*).

4.3. Efficiency of the Joint Programme

106. This Section presents findings on the efficiency of the joint programme that is a measure of the productivity of the programme intervention process. It reviews to what degree achievements derived from an efficient use of financial, human and material resources. It reviews the overall management approach and the use of adaptive management, the financial management of the programme, the technical assistance, the delivery mechanisms, the participation of stakeholders and the monitoring approach to measure the programme's progress.

4.3.1. Joint Programme Management Approach

107. The joint programme has been well managed. The JP management team follows MDG-F procedures for JP implementation and uses an adaptive management approach extensively to secure project deliverables while maintaining adherence to the overall project design. The review indicates that JP achievements are well aligned with the programme document and the inception report that was approved by the NSC. The revised Results Framework included in the inception report had been used as guidance for the implementation of the JP (*see Section 4.1.6*). An efficient JP implementation team has been in place (*see Section 4.3.3*), detailed work plans have been guiding the implementation, assignments are conducted with the participation of relevant stakeholders and the programme is guided by an effective and efficient Programme Steering Committee (NSC) and Programme Management Committee (PMC). The committees meet as planned and more often as needed.

108. There are six UN Agencies implementing this JP: FAO, IFAD, UNDP, UNEP, UNESCO and UNIDO. Using the comparative advantage of each UN Agency, clear roles and responsibilities for the implementation of the JP were identified for each agency, including the technical and financial responsibilities to support the implementation of their respective set of activities. The table below indicates these responsibilities by output:

Table 4: Output Responsibilities per UN Agency and Counterparts

Components	GOE Main Counterparts	Agency
Output 1.1: National Policy Reform for a more sustainable energy economy achieved	○ Cabinet of Ministers	○ UNDP ○ UNEP
Output 1.2: Expanded CDM Market	○ EEAA (Environmental Quality Unit)	○ UNDP ○ UNEP ○ UNIDO
Output 2.1: Climate change adaptation strategies and practices piloted in the water sector	○ EEAA ○ MWRI (Planning Sector and National Water Research Center) ○ NBI	○ UNDP ○ UNEP ○ UNESCO
Output 2.2: Climate change adaptation strategies and practices piloted in the agriculture sector	○ MALR (ARC/ Central Laboratory for Agricultural Climate)	○ FAO ○ IFAD

109. Key management elements of the JP are presented below:

Management Mechanisms

110. The management and coordination arrangements for the implementation of the JP include:
- The EEAA as the Lead Government Agency, the Cabinet of Ministers (COM), the MWRI and the MALR were the main government counterparts;
- UNDP led the JP with five other UN Agencies: FAO, IFAD, UNEP, UNESCO and UNIDO;
- A ***National Steering Committee (NSC)*** was established to oversee and coordinate the operations of JPs funded under the MDG Achievement Fund in accordance with the Terms of Reference of the Fund. The NSC had overall responsibility for programme activities. It provided strategic guidance and oversight and approved programme documents including subsequent revisions and Annual Work Plans (AWPs) and budgets. The NSC was comprised of the UN Resident Coordinator, a representative of the Spanish government, a representative from the Ministry of Foreign Affairs, a representative from the Ministry of International Cooperation, and the CEO of the EEAA representing the Government Implementing Agencies. This committee was then expanded to all PMC members. This committee meets twice a year;
- A ***Programme Steering Committee (PMC)*** was created to coordinate and oversee the programme implementation. As a principal coordinating and supervisory body for implementation of programme activities, the responsibilities of the PMC included managing the programme resources to achieve the outcomes and outputs, addressing management and implementation issues, and identifying emerging lessons learnt. The PMC also ensured operational coordination, establishing adequate reporting mechanisms, integrate work plans, budgets, reports, and ensured that budget overlaps or gaps were addressed. The PMC membership consisted of participating UN Agencies and implementing Government Agencies. The PMC was co-chaired by the Chief Executive Officer of EEAA, as the Government Lead Implementing Partner and the UNDP Country Director, as the Lead UN Agency. The PMC normally met quarterly, but met more often when needed to address issues related directly to the management and implementation of the programme;
- Three ***Component Management Committees*** were set up: CDM, water and agriculture. Their role was to plan and follow up the implementation of component's activities to ensure proper and timely implementation according to Annual Work Plans and the Results Framework and discuss issues and barriers for an effective implementation of the programme. The members of each component included the relevant departments within the government institutions and the relevant UN partners for the component, in addition to the assigned component coordinator from the government side. The JP Manager initiated the meetings of these committees and attended these meetings if needed to discuss issues related to the overall implementation of the programme. The frequency of meetings was decided by each component;

- Two ***Cross Cutting Committees*** were set up: Mitigation Committee and Adaptation Committee. The role was to further enhance cooperation between the 2 components that were working in Mitigation and the two components working in adaptation to maximize partnerships. In addition, a committee was set up between the IDSC, MWRI, MALR, EEAA, and UNDP to support the development of the Socio-Economic Study
- A ***Special Advocacy Committee*** was set up to help develop the Advocacy Plan, develop a film for the programme that reflects Mitigation and Adaptation, and to identify lessons learned and key policy recommendations.
- Five ***Focal Points (FPs)*** were nominated by their respective institutions. One for each component, except 2 for the water component. In addition, ***operational FPs*** were nominated as backup to the regular FPs.
- A ***Programme Management Unit (PMU)*** was established at EEAA as the lead government agency coordinating the JP. A JP Manager was contracted by UNDP and started in December 2008. Her responsibilities included managing and coordinating programme activities in all components to ensure the integrity and progress of the programme as a whole. The JP Manager also coordinated the PMC and the NSC meetings in collaboration with the UN RC Office. A Financial and Administrative Officer was hired in March 2009 and provided assistance to the JP Manager in coordinating the joint programme;

Management Approach

111. Adaptive management has been used regularly to adapt to a constantly changing environment; particularly since the revolution of January 2011. As a result, the services delivered have been of good quality and each assignment was well managed; all consultancies were guided by clear terms of reference.

112. The day-to-day management of the programme revolves around the four (4) components with clear objectives for each component and also clear roles and responsibilities for each implementing agency. The review indicates that the management would benefit to be somewhat more results[7]-based (RBM) as opposed to focus more on activities. The revised results framework presented in the inception report provides a good set of expected results; however, the management focus is more on activities to be implemented rather than on expected results to achieve. For instance, the review of the programme objectives in section 2 of the inception report, briefly mentioned what are the expected results; however, most of the discussion focuses on what and how activities will be implemented. It is valuable information but a greater focus on what was expected would provide a stronger vision about what the programme was to accomplish as one initiative implemented by multiple partners.

113. Furthermore, this approach contributed to a certain degree of compartmentalization of the JP. Each UN Agency had clear roles and responsibilities and a clear set of activities to be implemented. Interviews conducted during the evaluation mission revealed that some Stakeholders would have liked to see more cooperation among partners and counterparts at the JP level. The cooperation was appreciated at the sub-component level between each UN Agency and its counterpart institution(s); however, despite effort at the NSC and PMC levels for cross cutting meetings with all partners, greater cooperation at the JP level was mentioned as needed by some stakeholders during the interviews.

114. The coordination among the UN Agencies have worked well and benefited from a good coordination at the JP level. The Programme Manager provided a good coordination link among these agencies and played also a major facilitator role for the functioning of the NSC and the PMC. These 2 committees met regularly to discuss the progress of the JP and also to make strategic and management decisions as needed. Information was provided in advance to committee members to facilitate the decision-making process and notes were taken to document the proceedings of these meetings in minutes.

[7] There are many definitions about what is a development result; however, a consensus exists in the development community that "*a result is a describable or measurable change in state that is derived from a cause and effect relationship*" (CIDA 2008).

115. Finally, the MDG-F visibility of the JP was good. The MDG-F logo is prominent on all programme deliverables and partners and stakeholders are well aware that these activities were financed by the MDG-F; including the fact that this trust fund is funded by the government of Spain.

Mid-Term Evaluation (MTE):
116. A MTE was conducted during the period June-September 2010 by one external evaluator. A comprehensive review of the entire JP was done including key stakeholders involved in the JP, the project life cycle, the design, process and results achieved at the time of the MTE, the progress toward reaching the expected outcomes and the advocacy and communication aspect of the JP. A rather extended set of recommendations was made throughout the report on how to improve the effectiveness and efficiency of the programme.

117. The JP management team extracted 27 recommendations from the MTE report and produced a management response detailing actions to be taken to address each recommendation, timeframe, person responsible and comments. It was a rigorous process whereby all recommendations were accepted and implemented by the management team.

Implementation Scheduling:
118. The CCRM JP was approved on August 20, 2008. The first transfer of cash was completed on October 15, 2008, which make this day the official starting date of the JP. The Programme Manager was hired on December 1, 2008 and the Financial and Administrative Officer was hired in February 2009. The original duration of the JP was 3 years with an ending date of October 15, 2011.

119. One recommendation from the MTE (mid-2010) was "*a request for extension to MDG-F global steering committee is highly advisable to realize expected results at output and outcome levels*". This recommendation was reviewed and endorsed by the NSC at a meeting on June 24, 2010. Subsequently, a request for a one-year no-cost extension of the JP was forwarded to the MDG-F Secretariat. It was approved in March 2011 granting this no-cost extension until October 2012.

120. Following the revolution (*see Section 4.2.3*) and its implications on the implementation of the JP, an additional no-cost extension for 6 months was submitted to the MDG-F Secretariat. This additional extension was approved and documented in a memo dated May 31, 2012. It sets the new end date of the JP for April 15, 2013.

4.3.2. Financial Management

121. Despite the complexity of coordinating, managing, monitoring and reporting six different financial management systems (one system for each UN Agency), the Manager of the JP was able to obtain financial commitments and disbursements on a quarterly basis. These figures were collated together to produce overall financial reports for the JP which were presented by activity, output and outcome. As per the MDTF fund management arrangement, the lead agency (UNDP) has been provided level of expenditures incurred by the JP during each reporting period and prior to April 30 of the following year. A 7% management fee applied on programme expenditures to compensate indirect costs incurred by each UN Agency. No particular issues were noted during the review for this evaluation.

A note on how the MDG-F funds are managed
122. Under the MDG-F initiative, fund management arrangements were set to mobilize financial resources in an efficient way. This arrangement was based on the "pass-through" fund management option as guided by the UNDG guidance note on joint programming. The MDG-F funds allocated to this JP were channeled through the UNDP Office of Finance and UNDP acts as the Administrative Agent (AA). The accountability rests with the Executive Coordinator of the MDTF Office with some delegation of authority to the UN-RC in Egypt. Each Agency is to assume complete programmatic and financial responsibility for the funds disbursed to it by the AA

and can decide on the execution process with its national partners and counterparts following the organization's own applicable regulations.

123. Once the PMC and the NSC approve an annual work plan and budget, an annual Fund Transfer Request is made by the UN-RC on behalf of the NSC to the MDTF office. Once the request is cleared by the MDG-F Secretariat, the requested funds are transferred by the MDTF to the respective UN Headquarter Agencies. Each agency is, then, fully responsible for the funds received to implement their activities as well as for the execution modality, and method of transfer funds to its partners and counterparts. It is to be noted that the release of funds is subject to meeting a minimum commitment[8] threshold of 70% of the previous fund release to all UN Agencies and clear progress towards results.

124. Based on the information reviewed by the Evaluation Team, the entire budget of $4,000,000 should be disbursed by the end of the programme in April 2013. The utilization of funds by Agency and by component are presented in the two following tables:

Table 5: Status of MDG-F Funds Utilization by UN Agency

Component	2009	2010	2011	2012 Budget (1)	Total
UNDP	**$172,551**	**$166,815**	**$175,499**	**$660,393**	**$1,175,259**
SEC	37,142	45,012	44,815	147,999	274,968
CDM	42,554	38,456	35,323	233,479	349,812
Water	0	13,455	16,845	70,463	100,763
Advocacy	22,261	6,499	26,558	100,429	155,748
Management	70,594	63,393	51,958	108,023	293,968
UNEP	**123,310**	**111,441**	**420,804**	**169,025**	**824,580**
SEC	0	21,828	50,932	0	72,760
CDM	21,660	89,613	111,512	129,435	352,220
Water	101,650	0	258,360	39,590	399,600
UNESCO	**57,917**	**137,034**	**154,964**	**149,586**	**499,501**
Water	57,917	137,034	154,964	149,586	499,501
IFAD	**221,472**	**156,438**	**110,420**	**11,710**	**500,040**
Agriculture	221,472	156,438	110,420	11,710	500,040
FAO	**136,109**	**154,986**	**129,236**	**$79,709**	**500,040**
Agriculture	136,109	154,986	129,236	79,709	500,040
UNIDO	**81,871**	**125,084**	**61,235**	**232,390**	**500,580**
CDM	81,871	125,084	$61,235	232,390	500,580
TOTAL	**$793,230**	**$851,798**	**$1,052,158**	**$1,302,813**	**$4,000,000**

(3) Budget from table distributed at the PMC meeting November 2012

Table 6: Status of MDG-F Funds Utilization by Component

Component	2009	2010	2011	2012 Budget (1)	Total
SEC	$37,142	$66,840	$95,747	$147,999	**$347,728**
CDM	$146,085	$253,152	$208,070	$595,305	**$1,202,612**

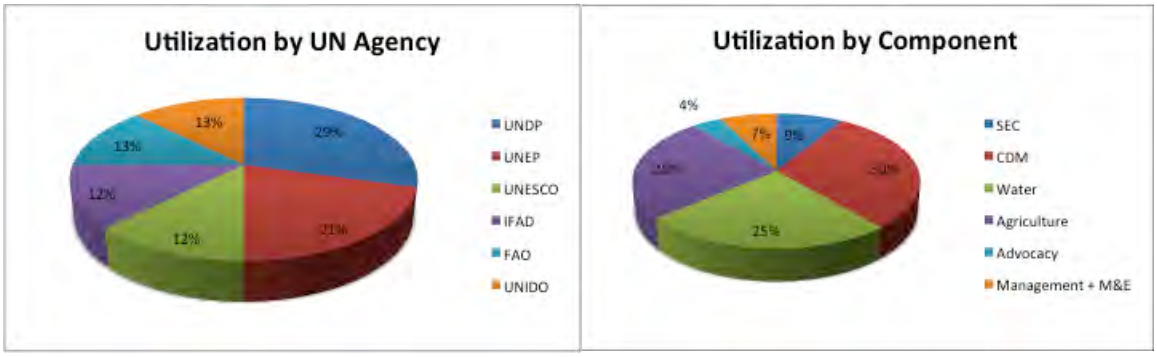
8 Commitments are defined as legally binding contracts signed, including multi-year commitments, which may be disbursed in future years.

Component	2009	2010	2011	2012 Budget (1)	Total
Water	$159,567	$150,489	$430,169	$259,639	**$999,864**
Agriculture	$357,581	$311,425	$239,656	$91,419	**$1,000,081**
Advocacy	$22,261	$6,499	$26,558	$100,429	**$155,747**
Management + M&E	$70,594	$63,393	$51,958	$108,023	**$293,969**
TOTAL	**$793,230**	**$851,798**	**$1,052,158**	**$1,302,813**	**$4,000,000**

(3) Budget from information distributed at the PMC meeting November 2012

125. These figures indicate that the disbursements of the JP are in line with the budgeted amounts at the outset of the programme; including per UN Agency and also per component. UNDP utilized 29% of the total budget, followed by UNEP with 21%. The other agencies utilized about 12-13% of the budget each. The distribution per component indicates that 30% was disbursed on activities for the CDM component (output 1.2), followed equally by the Water and Agriculture components with 25% each of the total budget and 9% for the SEC component. The distribution of these disbursements is also illustrated on the diagrams below:

Figure 2: Budget Utilization by UN Agency and by Components



126. The review of the remaining budget for 2012 – which is also the remaining cash for the JP - to be disbursed before the end of the programme reveals that, as of November 2012, over $400k still remains to be committed. The table below also shows that it represents over 10% of the total budget of $4M and over 30% of the budget for 2012 to be committed during the remaining period of only 4 months. This issue was discussed at the November 2012 PMC meeting during the mission of the Evaluation Team. At this point in time, it is critical that commitments be made before April 15, 2013 if JP stakeholders want to fully utilize the budget. All commitments - that are legally binding contracts signed - must be done prior to this date. These contracts may be paid after April 15.

Table 7: Status of Remaining Cash and Commitments

Component	2012 Budget	2012 Committed	2012 Non Committed	% Committed
SEC	$147,999	$0	$147,999	0%
CDM	595,305	470,738	124,567	79%
Water	259,639	156,006	103,633	60%
Agriculture	91,419	89,279	$2,140	98%
Advocacy	100,429	90,000	$10,429	90%
Management + M&E	108,023	95,496	$12,527	88%
TOTAL	**$1,302,813**	**$901,519**	**$401,295**	**69%**

4.3.3. Quality of Technical Assistance / Use of National Capacity

127. A highly professional team have been implementing the JP. There is a management team of 2 staff to coordinate the implementation of JP activities: a Programme Manager and a Financial and Administrative Officer. The management team is located in an office provided by the EEAA. A Joint Programme Coordinator, who ensures the proper coordination of all UN joint programmes implemented in Egypt, also supports the JP management team. In addition, each UN Agency has a focal point for the coordination of JP activities and the mobilization of resources allocated to them.

128. JP activities are implemented with the support of national and international experts when needed for specific work assignments such as assessments, studies, reviews, training, etc. As per the fund management arrangements, each UN Agency uses its own procedures to hire experts and consultants. The Evaluation Team noted the high caliber of short-term consultants and experts hired by the programme.

129. Overall the review found a highly motivated staff dedicated to the programme. They coordinated JP activities well and provided an efficient and flexible management approach to adapt day-to-day activities to changes while securing timely implementation of planned activities.

4.3.4. Country Ownership / Stakeholder Participation

130. The country ownership of the "*Climate Change Risk Management in Egypt*" joint programme is excellent. The programme is very relevant for the development of mitigation and adaptation strategies with a special attention to the energy sector for mitigation and water and agriculture sectors for adaptation. This is a programme that is a direct response to national priorities and partners are much involved in the implementation. Additionally, the NSC and the PMC have constantly monitored the implementation of the JP; annual work plans were approved by the PMC and endorsed by the NSC and both committees reviewed all progress reports.

> "*Stakeholders are not participants but owners of the JP*".
>
> Comments from an Interviewee

131. The JP has four main counterparts: the Cabinet of Ministers (COM), the Ministry of Water Resources and Irrigation (MWRI), and the Ministry of Agriculture and Land Reclamation (MALR). In addition, some activities were implemented with their affiliated research centers such as the Central Laboratory for Agricultural Climate, the Agriculture Research Center, the National Water Research Center, and the Nile Forecast Center. All these stakeholders actively participated in the implementation of the JP and developed a good ownership of the programme.

132. There are multiple factors that contributed to the development of a good country ownership: (i) the programme is a direct response to national priorities. The timing was good and it provided extra resources to implement activities to address specific priorities; (ii) the collaborative approach to manage the JP led to a strong participation of key stakeholders in the NSC and the PMC where consensus were developed over time and decisions made collaboratively; and (iii) the presence of focal points for each component – who were nominated by each key counterpart agency - facilitated the coordination and communication among stakeholders and the UN Agencies.

4.3.5. Monitoring Approach and Progress Reporting

133. The JP was monitored and progress was reported according to the MDG-F monitoring procedures. Progress made by the JP was reported semi-annually to the MDG-F Secretariat, using the given template. The last monitoring report (June 2012) contains 4 sections:

- Section I is information to identify the programme and status;

- Section II is to report progress of the JP. It is divided into four parts: (i) Narrative on progress, obstacles and contingency Measures; (ii) Inter-Agency Coordination and Delivering as One; (iii) Development Effectiveness: Paris Declaration and Accra Agenda for Action; and (iv) Communication and Advocacy;
- Section III is an additional narrative on progress contributing to the implementation of MDGs in Egypt;
- Section IV is to provide progress information against a list of general thematic indicators;
- The updated M&E Framework is at the back of the report as well as the JP Results Framework (work plan) with financial information presented by activity.

134. Progress of the JP is monitored/measured through a set of performance indicators. They form the Performance Monitoring Framework (PMF) for the programme, including their related baseline, means of verification, methods of data collection and responsibility centers. For each outcome, indicators were identified to measure the progress made over time towards the respective expected outcome. At the design stage of the programme, the PMF included a total of 9 indicators; including baseline information. During the inception phase and following the mid-term evaluation, this PMF was reviewed and updated. The revised PMF includes a set of 15 indicators that are presented in the table below:

Table 8: List of Performance Indicators to Monitor the JP

Outcomes/Outputs	Indicators from JP Document	Indicators from inception Report
Outcome 1: Mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities		
Output 1.1: National Policy Reform for a more sustainable energy economy achieved	1. SEC decrees issued that mainstream GHG mitigation measures through energy efficiency and renewable energy 2. Number of CDM projects registered 3. Energy Intensity 4. Per capita generation of CO2	1. SEC decrees issued that mainstream GHG mitigation measures through energy efficiency and renewable energy; 2. Leveraging other donors' resources into supporting the long term objectives of key areas; 3. SEC's decision to implement an efficient lighting program in public buildings;
Output 1.2: Expanded CDM Market		4. Establishment of the CDM APU; 5. No. of CDM APU training held; 6. No. of Potential Sectors identified; 7. No. of representatives trained from facilities; 8. No. of New PINs identified and prepared; 9. Project Financing Obtained; 10. No. of new CDM projects registered.
Outcome 2: Enhancing the country's capacity to adapt to climate change		
Output 2.1: Climate change adaptation strategies and practices piloted in the water sector	5. A National Climate Change Adaptation Plan for the three targets sectors endorsed and adopted 6. Successful adaptation and application of a RCM that is incorporated into the NBI Water Resources Management Programs, Projects as well as Decision Support Systems 7. Number of stress tolerant varieties field crops 8. Successful adoption of stress-tolerant crop varieties and proposed cropping patterns in selected locations 9. Crop yield per unit volume of water for selected crops	11. A National Climate Change Adaptation Plan for the three targets sectors endorsed and adopted; 12. Successful adaptation and application of a RCM that is incorporated into the NBI Water Resources Management Programs, Projects as well as Decision Support Systems; 13. Number of stress tolerant varieties field crops; 14. Successful adoption of stress-tolerant crop varieties and proposed cropping patterns in selected locations; 15. Crop yield per unit volume of water for selected crops.
Output 2.2: Climate change adaptation strategies and practices piloted in the agriculture sector		

135. The review of monitoring reports and interviews conducted for this evaluation indicate that the monitoring process did not fulfill well its intent. Information contained in the progress reports did not provide the "*big picture*" on what the overall JP aimed to achieve. It is a case of a programme whereby the monitoring system is providing information, however one "*cannot see the forest for the trees*". The focus on these indicators is too much on deliverables as opposed to also measure the achievements at a higher level. For instance, the CDM component is monitored through a set 7 indicators. Monitoring information from these indicators tells us if the CDM-APU is established, the number of training sessions held, the number of new CDM project registered, the number of …, etc. However, it does not measure the current capacity of the CDM-APU and the sustainability of this unit. Most indicators measure the achievements of milestones and "products" delivered, and only a few of them provide information measuring the enhancement of the country's capacity to adapt to climate change.

136. This weakness of the monitoring system is also compounded by the fact that there is no indicator for measuring how well the JP is progressing toward its objective that was to "*build awareness and capacity of key decision makers and development actors to support the systematic integration of climate change as a new variable in key policy, regulatory, institutional and operational frameworks and implement pilot projects*". The current PMF does not provide much information measuring progress at this level.

137. Nevertheless, reports were produced on time and they do provide some information on how effective and efficient the JP is. The review of these monitoring reports provides information on what the JP delivered and how well the JP has been meeting its targets.

4.4. Potential Impacts of the Joint Programme

138. This section discusses the progress made so far toward the achievement of strategies and outcomes of the joint programme and the likelihood that programme achievements will have a long-term positive impact on the water, energy and consumer protection sectors in Egypt.

4.4.1. Potential to Achieve the Programme's Strategy

139. Measuring the potential for long-term impact of this JP is a difficult task. As discussed in Section 4.1.6, this is a programme divided into four components, intervening in three critical sectors, with a limited original duration of three years, which was extended to 4.5 years; and, with a strategy that was focused on delivering a numerous deliverables. At first, the programme may look somewhat "piecemeal". However, the assessment conducted for this evaluation reveals that (1) the JP is very relevant in the context of Egypt's management of climate change risks (*see Section 4.1.1*); (2) most activities will be completed by the end of the JP (*see Section 4.2.1*); and (3) national partners are much engaged in the implementation of the programme, appreciate it and "own" the JP. As a result, the list of deliverables produced within the four components of the JP should have a positive impact over the long run on the government's capacity to develop mitigation and adaptation strategies in the energy sector for mitigation and in the water and agriculture sectors for adaptation. The JP certainly contributed to raising the awareness and to the development of capacity of key decision makers and development actors to mainstream climate change in key policy, regulatory, institutional and operational frameworks.

140. As discussed in Section 4.1, the JP is addressing clear national priorities; it is part of larger national strategies and programmes that are implemented in Egypt with the support of other donors such as GIZ and the World Bank. Results of the JP have been contributing to the development and implementation of these strategies and programmes. In a few cases, the JP has been provided resources to serve as a catalyst for developing a national agenda such as the CDM market in Egypt, the initial set of research focusing on deficit irrigation, and a national model to forecast water flows under different climate change scenarios. Despite the difficulties to measure this potential impact over the long-term, it is almost certain that the JP will have a positive impact on

developing a mitigation agenda for the energy sector and an adaptation agenda for the water and agriculture sectors.

141. Under outcome #1 that is seeking to mainstream GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities, the JP contributed to the establishment of the EEU, now based at the IDSC and to several initiatives such as the identification of energy indicators and an EE roadmap for Egypt. In parallel, in the spring of 2012, the government created an inter-ministerial committee on EE. With the contribution of the JP, the government is now better equipped to tackle climate change risks, both in the mitigation and adaptation areas. It has an institutional set-up to discuss and make decision on climate change issues, including the network of offices of IDSC, which has representative offices in all ministries and governorates and in about 1,500 communities. Regarding the development of the CDM market, as discussed in section 4.2.1 the JP contributed to the establishment of the CDM-APU. It also supported a set of activities conducted by the unit, which contributed to developing its capacity as a carbon trading entity in Egypt. Based on the assessment conducted during this evaluation, the CDM unit is now operational and functioning as the main carbon trading entity in Egypt; however, the long-term impact of the JP contribution in this area depends on 2 main factors: (i) *the institutionalization of the unit*: currently, it is supported by the JP, it is based at EEAA but it is not institutionalized within the agency. However, in the medium term, the support to the unit should continue after the JP through the support from GIZ that is also involved in supporting the carbon trading market in Egypt (*see Section 4.5*); (ii) *the future of the carbon trading market*: the Kyoto protocol has been coming to an end and the international community has not been able to establish the next era for carbon trading. Nevertheless, good building blocks have been put in place and Egypt is now equipped with a carbon trading mechanism that should impact the carbon emission future in Egypt.

142. Under outcome #2 that is seeking to enhance the country's capacity to adapt to climate change, the JP contributed to two main sectors: water and agriculture. In the water sector, the government has now the capacity to forecast water flow with a model using – for the first time in Egypt - different climate change scenarios. The first set of results was a decrease of the uncertainties about water flows variability when analyzing different climate change scenarios. This is already an important finding for policy making; however, more effort is needed in this area to "translate" these results into policy terms, including developing the capacity of policy makers to better understand these results. In this sector, Egypt is now equipped with a national forecast center (NFC) that has a good capacity to pursue forecasting analysis, which will certainly impact the policy making process related to climate change adaptation in the water sector. The ministry is already using these results to develop a climate change adaptation strategy for the ministry and more impact is expected in the future related to this JP contribution.

143. In the agriculture sector (same outcome #2), as discussed in section 4.2.1, the JP supported the MALR and its affiliated research centers to develop methodological approaches and planning tools, with particular emphasis on zoning and mapping tools, as well as conduct research activities (mainly concentrating on deficit irrigation) and simulation exercises on the impacts of climate change on key crops. Through these activities, capacity has been developed to address climate change risks in the agriculture sector. Initial results have been already used in the development of the "*Agricultural Sustainable Development Strategy Towards 2030*". Long-term impact in this sector should be ensured through this policy mechanism. However, it should also be noted that following a recent review of this component (September 2012), it was found that risk assessments as well as estimation of uncertainty seem to be two key issues that so far have not been adequately addressed and would deserve more attention in future assessment work. Moreover, long-term positive impacts in this sector will also depend mostly on the capacity of the ministry to communicate, raise awareness and implement climate change adaptation activities with the ultimate beneficiaries: the farmers of Egypt. So far, these beneficiaries have not really been part of this process when in fact adapting the agriculture sector to climate change can be only done through the strong involvement of farmers. Long-term impact of the JP support will depend a lot on the capacity of the ministry and donors to involve farmers in the process.

4.4.2. Contribution to the Implementation of MDGs in Egypt

144. As discussed in Section 4.1.2, the JP contribution to the implementation of MDGs in Egypt is toward MDG #7 and more specifically geared toward the targets 7.A and 7.B:

- Target 7.A is about "*integrating the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources"*. To achieve this target it includes the need for a "*decisive response to climate change (*that*) is urgently needed*".
- Target 7.B is about "*reducing biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss"*. It includes the reduction of "*CO2 emissions, total, per capita and per $1 GDP"*.

145. The assessment indicates that yes the JP has contributed positively toward reaching the MDG #7. It contributed to the development of the capacity of government to develop policies and make decisions regarding the need for implementing climate change mitigation and adaptation activities as responses to climate change risks. Regarding the reduction of CO2 emissions, JP activities contributed to mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities, which ultimately should contribute to the reduction of CO2 emissions. Considering the achievements of the JP and their potential for long-term impact on the capacity of Egypt to address climate change risks (*see section 4.4.1*), they will continue to impact the implementation of MDGs in Egypt, including beyond 2015.

4.5. Sustainability of the Joint Programme

146. This section discusses the potential for the long-term sustainability of programme achievements. It is an indication of whether outcomes (end of programme results) and positive impacts (long-term results) are likely to continue after the programme ends.

4.5.1. Sustainability of Results Achieved

147. The assessment conducted for this evaluation reveals that sustainability of JP achievements should be ensured; particularly when considering the fact that most JP activities are part of larger initiatives such as national strategies and programmes. The uptake of most deliverables will be through the incorporation of JP achievements into strategies and programmes and also through follow up activities funded by other national and international funded programmes and projects.

148. In the meantime, the Evaluation Team noted that there was no real sustainability strategy identified in the JP document. Chapter 6 is about feasibility, risk management and sustainability of results; however, the focus is mostly on the analysis of risks and the sustainability of results is not really addressed in this chapter and in other parts of the document.

149. Nevertheless, in 2010 the JP management team developed a sustainability strategy for the JP as part of the package that was sent to the MDG-F Secretariat to request a one-year no-cost extension. This strategy contains a short narrative on how the JP achievements will be sustained under each component after the JP ends.

150. Under component 1 (output 1.1), the strategy states that building on the JP achievements, the SEC, chaired by the Prime Minister, has included energy efficiency among the top priorities on the SEC agenda; on the institutional level, a Prime Minister decree was issued to establish an inter-ministerial energy efficiency unit (EEU) in the General Secretariat of the Cabinet (now under the IDSC) and that is expected to continue beyond the JP life time; activities of this unit included the support in developing two related projects funded by GEF and implemented by UNIDO and UNDP (*see Section 4.1.5*) focusing on efficiency in industrial facilities and government buildings; finally in the medium term, several donors – including GIZ - have offered to continue supporting the EEU operations after the end of the JP while pursuing the efforts to institutionalize this unit

within the government. Additionally, as per the 2012 monitoring report, the EEU was included as an implementing entity of EE activities under the EU-funded "*Budget Support Program*" that started in 2012 with the Ministries of Electricity and Petroleum and will continue for 3 years. The review confirms the good prospect for the long-term sustainability of the JP achievements in this area.

151. Under component 2 (output 1.2), the strategy states that due to the large number of CDM PINs that were developed since the start of the JP, the EEAA will keep this unit within its structure and will continue to work closely with the World Bank-funded EPAPII project and the Egyptian-German Joint Committee on Energy Efficiency (JCEE) funded by GIZ to identify CDM opportunities to complement loans for pollution abatement that are provided by EPAPII. Furthermore, the staff of the unit – whose capacity has been developed through training activities supported by the JP - should be integrated within the EEAA structure. It was also mentioned that the JP training activities in this area (carbon trading) also targeted staff from the Ministry of Investment and from the Ministry of Industry to expand the pool of public servants with carbon trading skills and knowledge. Additionally, as per the 2012 monitoring report, the CDM unit has succeeded in getting funding from the Egyptian Environmental Protection Fund from its share of carbon credits to fund pilot CDM projects that were very promising but had financial liquidity issues. The review confirms these paths that should lead to the sustainability of the carbon trading market in Egypt and also of the unit; though it was recognized that to fully institutionalize the CDM unit it will not be easy; due among other things, to limited government incentives to keep staff.

152. Under component 3 (output 2.1), the strategy states that now the MWRI has the capacity to forecast the impacts of climate change on the Nile flow, which was a long-standing request of the ministry. This modeling tool is hosted at the NFC and the development of climate change scenarios impacts on Nile flow will certainly continue after the end of the JP. The review confirms this capacity and also the fact that a climate change adaptation strategy is currently under development and it will include findings that are the results of activities supported by the JP. The MWRI is now better prepared for the development of future policies in the water sector addressing climate change risks.

153. Regarding coastal zones, a UNDP-GEF project focusing on the adaptation of low lying lands in the Nile Delta to climate change was initiated in 2010 as a spin-off of the JP. This project has been addressing regulatory, legislative, institutional and technical issues related to the introduction of integrated coastal zone management and soft engineering solutions to respond to the expected sea level rise.

154. Under component 4 (output 2.2), the sustainability strategy states that due to the fact that JP activities were well embedded into the work programme of the Agriculture Research Center (ARC) using their staff and their experimental stations, it is now in ARC mandate to carry on with research on climate change adaptation; which should be sustained after the JP ends. The review confirms this capacity and that more research on climate change risks should take place in the future. However, the review also found that the sustainability of JP achievements may be hampered by two factors: (i) more attention on risks assessment and estimation of uncertainty is needed to complement initial research findings and render them fully exploitable for policy making; (ii) the capacity of the government and donors to involve farmers in the process as the ultimate beneficiaries of climate change adaptation strategies and programmes in the agriculture sector.

155. Finally, achievements were also integrated into the UNDP-GEF project (*see Section 4.1.5*) to prepare the third national communication (TNC) on climate change - an obligation under the UNFCCC for Parties to the Convention - which started in 2011. It is a 3-year project seeking to increase the capacity to produce national communications that meet all guidelines established by the UNFCCC-COP and that can serve as a source of information for national policies and measures in climate change in key economic and social sectors. The implementation partner is the EEAA as the lead agency on climate change in Egypt. A project management committee was formed; it includes all partners of the JP such as MALR, MWRI and the Ministry of State for Environmental Affairs, which will guarantee some continuity and scaling up the achievements of the JP. Interviews conducted during this evaluation reveals that this project should be one of the main mechanisms for

ensuring the continuation and scaling up of the JP achievements.

4.5.2. Enabling Environment: Policy, Legislation and Institutions

156. An enabling environment is a critical part of the overall capacity of Egypt to address climate change risks. In addition to the development of capacity of staff involved in the analysis of climate change risks, it is indispensable that the country disposes of an institutional framework providing appropriate structure and mechanisms that are supportive for the development of climate change mitigation and adaptation strategies and programmes. It is also important to have a set of policies and a legislation framework that are equally supportive.

157. Most activities of the JP were geared towards developing the capacity of partners involved in climate change analysis and development of strategies. The JP supported several training activities to develop the capacity of people involved in climate change matters. It also supported the establishment of an EEU unit that is located at the Cabinet level and a CDM unit located within EEAA to provide the necessary institutional set-up to carry out a climate change mitigation agenda. It supported the development of a forecasting capacity to model water flow variation using different climate change scenarios at MWRI-NFC and finally, the JP supported the development of a research capacity to explore crops resilience to climate change.

158. However, the Evaluation Team found little emphasis on an overall assessment of the capacity of Egypt to address climate change risks. The JP is addressing a set of issues in four areas but limited information exists as to why these areas and also what are the national climate change issues and barriers needed to be resolved for an adequate national climate change agenda. It seems assumed that the JP is addressing core national priorities to address core capacity constraints but the Evaluation Team was not able to find sufficient evaluation evidence to confirm this statement, except for the focus on the 3 key sectors of energy, water and agriculture.

159. One report providing information on issues and barriers was the National Capacity Self-Assessment (NCSA) for Egypt that was produced in 2007. This assessment included thematic assessments in 3 areas: climate change, biodiversity and land degradation followed by a crosscutting assessment. The process included the review of existing strategies, legislation and institutions in place, the identification of capacity constraints and capacity needs and finally the formulation of an action plan. The review of this assessment reveals that at the time, several capacity constraints hampered the effective implementation of environmental programmes such as climate change mitigation and adaptation programmes. It included the capacity to enforce existing legislation and the need for additional legislation in the environmental area; the capacity for developing integrated national policies; the capacity to monitor and evaluate progress made in focal areas such as climate change; the capacity of integrating crosscutting issues in policy formulation; and the low environmental awareness and literacy of the public. The Evaluation Team noted that there is a need for updating such assessment, which should guide the future of climate change mitigation and adaptation agendas. As an example, the Evaluation Team was not able to assert if the legislation framework is good enough for implementing a climate change agenda.

5. MAIN CONCLUSIONS

Relevance of the CCRM Joint Programme

Conclusion 1: The CCRM Joint Programme has been very relevant in supporting the climate change agenda of Egypt.

160. The JP has been highly relevant in the context of supporting Egypt in developing its climate change mitigation and adaptation strategies. Climate change risks were a major concern in the Situation Analysis conducted in 2010 by the government to identify its national priorities. The SA states that "*pillar III* (Environment and sustainable Natural Resources) *is especially concerned with the potential threats of climate change, water scarcity, and energy scarcity, and the need for adaptation*". The analysis describes that the

challenge of climate change is that Egypt is forecast to be a major victim of global warming. The analysis called for the need to develop a National Strategy for Adaptation to Climate Change and a National Strategy for Low-Carbon Economy.

161. In 2010, the government of Egypt published its Second National Communication (SNC) with contains an assessment of vulnerability and adaptation to climate change in key sectors such as water resources, agriculture, coastal zones, tourism, housing and roads and health.

162. The JP has been a response to some of these national issues and needs/priorities such as the following needs that were identified in the SNC: "*Monitoring and observation of climate change*"; "*Socioeconomic studies on climate change impacts on stakeholders and employment losses*"; "*Assessment of climate change impact on the productivity of major crops*"; and "*Assessment of climate change impacts on water resources vulnerability assessment*". It contributed to moving the climate change agenda forward in the 3 sectors described above and also in the energy sector regarding climate change mitigation.

Conclusion 2: The CCRM JP is a good demonstration of the "One" UN approach promoted by the MDG-F initiative.

163. The UN development system in Egypt is represented by over 30 UN agencies, funds and programmes, including the World Bank, IFC and IMF. While each UN agency pursues its specific mandate in various fields from agriculture, vulnerable groups, health, education, poverty reduction and the environment, they are also committed to collaborating within the framework of the UN Resident Coordinator system in support of national development priorities and the Millennium Development Goals. This collaboration is done through 2 processes: (i) at five-year intervals, UN Agencies produce Common Country Assessment (CCA) reports, which provide an updated and comprehensive analysis of the national development situation at the time of the assessment from the perspective of the UN system in the country; (ii) based on these findings, the UN Country Team (UNCT) formulates a UN Development Assistance Framework (UNDAF) that is the basis for planning each agency intervention for the 5-year period. The last one for Egypt was published in 2006 for the period 2007-2011.

164. The review of the CCA report and the UNDAF 2007-2011 indicates that they do not include much analysis on the risks related to climate change. Nevertheless, the JP – which started in 2008 - has been a pioneer programme for UN agencies to support the government in identifying climate change risks and in developing climate change strategies to mitigate and adapt to these risks. It was also a good demonstration for the UN Agencies to develop together a common programme including the alignment of their intervention strategies in Egypt with regard to climate change mitigation and adaptation. It was a good demonstration of the "*Deliver as One*" model based on four common elements: *One UN Programme*, *One Budgetary Framework*, *One Leader* and *One Office*.

Effectiveness of the CCRM Joint Programme

Conclusion 3: The implementation of the JP was effective and responded to national climate change priorities and needs in the energy, water, and agriculture sectors.

165. The review of achievements indicates that overall the JP will have delivered what it was designed for. The JP built awareness and capacity of key decision makers and development actors to mainstream climate change in key policy, regulatory, institutional and operational frameworks. Most activities were direct responses to national priorities and needs; it contributed to the development of mitigation and adaptation strategies with a special attention to the energy sector for mitigation and water and agriculture sectors for adaptation. This contribution includes:

- *Reforming the national policy for a more sustainable energy economy*: the JP contributed to the establishment of an Energy Efficiency Unit (EEU) at Cabinet level located at the Information and Decision Support Centre (IDSC). Other key achievements in this area include a SEC decision (Aug 2010) to implement a pilot project to increase lighting efficiency in government buildings; an

assessment of institutional options to establish EE units at the demand sector levels; an EE roadmap for Egypt; and, a study to identify "Energy Indicators".

- *Expanding the Clean Development Mechanism (CDM) market*: the JP contributed to the establishment of the CDM Awareness and Promotional Unit (APU) and the development of capacity of staff and stakeholders on CDM. During this period, the CDM-APU prepared 54 Project Idea Notes (PINs) and 28 have buyers; 8 new CDM projects were registered for a total CDM portfolio in Egypt of 12 registered projects and a total estimated Carbon Dioxide Equivalent Reduction of 8-10 million ton of CO2 per year; 5 projects have been prepared with the potential of becoming Programme of Activities (CDM-PoAs).
- *Piloting climate change adaptation strategies and practices in the water sector*: building on the existing capacity of MWRI, the JP supported the development of a regional climate model for the Nile Basin and the assessment of possible impacts of climate change on the River Nile flow; in particular the inflows to the High Aswan Dam which is important for both the water resources and agricultural sectors in Egypt. The main result of this modeling was a decrease of uncertainties when making long term forecast analyzing impact of climate change on water flows.
- *Piloting climate change adaptation strategies and practices in the agriculture sector*: the JP supported the Ministry of Agriculture and Land Reclamation (MALR) and its affiliated research centers to develop methodological approaches and planning tools, with particular emphasis on zoning and mapping tools, as well as conduct research activities (mainly concentrating on deficit irrigation) and simulation exercises on the impacts of climate change on key crops. All these findings were used to develop a set of recommendations to the MALR on how to adapt the agriculture sector to climate change.
- *Analyzing the potential impacts of climate change on the Egyptian economy:* An important socio-economic study on the cost of adaptation to climate change is in its final stage of preparation before being published. This study is an attempt at estimating the potential impacts of climate change on Egypt's agriculture economy in 2030 and 2060.

Conclusion 4: There was not enough emphasis on developing an enabling environment for climate change mitigation and adaptation.

166. Despite an effective JP that delivered what it was designed for, there has been not enough emphasis on developing an enabling environment for climate change mitigation and adaptation. Most activities of the JP were geared towards developing the capacity of partners involved in climate change analysis and development of strategies. However, there was little emphasis on assessing the overall capacity of Egypt to address climate change risks; particularly its related enabling environment. It is assumed that the JP is addressing core national priorities to address core capacity constraints but the Evaluation Team was not able to find sufficient evaluative evidence to confirm this assumption, except for the focus on the 3 key sectors of energy, water and agriculture. The review included the National Capacity Self-Assessment (NCSA) conducted in 2007 and it seems that there is a need for updating such assessment, which should guide the future of climate change mitigation and adaptation agendas in Egypt. As an example, the Evaluation Team was not able to assert if the legislation framework is good enough for implementing a climate change agenda.

167. Overall, the JP contributed to developing the capacity of key Stakeholders; however, the approach was not holistic enough. The focus was more on (i) the acquisition of skills and knowledge for individuals and (ii) the improvements of institutional structures, mechanisms and procedures. Less emphasis was on (iii) strengthening an enabling environment with adequate policies and laws. Reaching the desired capacity in an area is the sum of activities conducted in these three areas. In order to succeed, it is critical to use a holistic approach to address all barriers at these three levels.

Efficiency of the CCRM Joint Programme

Conclusion 5: The CCRM JP has been well managed.

168. The JP management team has been following MDG-F procedures for JP implementation and using an adaptive management approach extensively to secure project deliverables while maintaining adherence to the overall project design. JP achievements are well aligned with the programme document and the inception report; and the revised Results Framework has been used as guidance for the implementation of the JP. An efficient JP implementation team has been in place, detailed work plans have been guiding the implementation, assignments were conducted with the participation of relevant stakeholders and the programme is guided by an effective and efficient Programme Steering Committee (NSC) and Programme Management Committee (PMC).

Conclusion 6: There is still $400k remaining to be committed as of the end of November 2013; representing over 10% of the total budget of the JP.

169. Despite the complexity of coordinating, managing, monitoring and reporting six different financial management systems (one system for each UN Agency), each agency produced financial commitments and disbursements on a quarterly basis. These figures were collated together by the JP management team to produce overall financial reports for the JP which were presented by activity, output and outcome.

170. It is planned that the entire budget of $4,000,000 should be disbursed by the end of the programme in April 2013. However, there is a remaining budget of $400k that is still not committed by November 2012. It represents over 10% of the total budget of $4M and over 30% of the budget for 2012 to be committed during the remaining period of only 4 months. It is critical for the JP to speed up the commitments if the Stakeholders want to fully utilize the budget allocated to this JP.

Conclusion 7: There is a strong national ownership of the JP that contributed to the effective implementation of the programme.

171. As one interviewee commented "*Stakeholders are not participants but owners of the JP*". The country ownership of the CCRM JP is excellent. JP partners are much involved and both committees, the NSC and the PMC, have constantly monitored the implementation of the JP; annual work plans were approved by the PMC and endorsed by the NSC and both committees reviewed all progress reports.

172. Multiple factors contributed to the development of a good country ownership: (i) the programme is a direct response to national priorities. The timing was good and it provided extra resources to implement activities to address specific priorities; (ii) the collaborative approach to manage the JP led to a strong participation of key stakeholders in the NSC and the PMC where consensus were developed over time and decisions made collaboratively; and (iii) the presence of focal points for each component – who were nominated by each key counterpart agency - facilitated the coordination and communication among stakeholders and the UN Agencies.

Conclusion 8: The monitoring system did not fulfill its objective. It provided information, however one "cannot see the forest for the trees".

173. Information contained in the progress reports has not been providing the "*big picture*" on what the overall JP aimed to achieve. The focus on the indicators is too much on deliverables as opposed to also measure the achievements at a higher level. For instance, the CDM component is monitored through a set 7 indicators; however, they do not measure the current capacity of the unit and even less the sustainability of this unit. Most indicators measure the achievements of milestones and "products" delivered, and only a few of them provide information measuring the enhancement of the country's capacity to adapt to climate change.

174. This weakness is also compounded by the fact that there is no indicator for measuring how well the JP is progressing toward its objective that was to "*build awareness and capacity of key decision makers and development actors to support the systematic integration of climate change as a new variable in key policy,*

regulatory, institutional and operational frameworks and implement pilot projects".

Impact of the CCRM Joint Programme

Conclusion 9: The JP achievements will have a long-term positive impact on the climate change agenda in Egypt, in the sectors of energy, water and agriculture; including contribution to the implementation of MDG #7.

175. Despite the JP to be a relatively short programme (4.5 years), being divided into four distinct components and having a strategy focusing on delivering numerous deliverables, the JP should have a positive impact over the long run on the government's capacity to develop mitigation and adaptation strategies in the energy sector for mitigation and in the water and agriculture sectors for adaptation. The JP certainly contributed to raising the awareness and to the development of capacity of key decision makers and development actors to mainstream climate change in key policy, regulatory, institutional and operational frameworks.

176. This potential long-term impact is also based on several factors such as (1) the JP was very relevant in the context of Egypt's management of climate change risks; (2) most targets will be achieved by the end of the JP; (3) national partners are much engaged in the implementation of the programme, appreciate it and "own" the JP; and, (4) findings are being incorporated into sectoral policy mechanisms, which will impact these sectors for years to come such as the "*Agricultural Sustainable Development Strategy Towards 2030*" and the soon-to-be published "*Climate Change Adaptation Strategy*" of the MWRI.

Long-term sustainability of the CCRM Joint Programme

Conclusion 10: The sustainability and/or scaling up of JP achievements should be ensured over the long-term.

177. The sustainability of JP achievements should be ensured; particularly when considering the fact that most JP activities are part of larger initiatives such as national strategies and programmes. The uptake of most deliverables will be through the incorporation of JP achievements into policies, strategies and programmes and also through follow up activities funded by other national and international funded programmes and projects.

178. Despite that some questions remain around the institutionalization of the CDM unit and of the EEU. The issues are being discussed and other donors are also present to continue the support after the end of the JP and until these 2 units are fully institutionalized within the government structure; recognizing that it is not going to be easy but feasible.

179. Additionally, interviews conducted during this evaluation reveals that achievements of the JP were also integrated into the UNDP-GEF project to prepare the third national communication (TNC) on climate change that started in 2011. It is a 3-year project seeking to increase the capacity to produce national communications that meet all guidelines established by the UNFCCC-COP and that can serve as a source of information for national policies and measures in climate change in key economic and social sectors. This project is viewed as the main mechanism for ensuring the continuation and scaling up of the JP achievements.

Conclusion 11: The sustainability of research findings in the agriculture sector depends on the capacity of the MALR to complete these findings and disseminate them to the beneficiaries: the Farmers of Egypt.

180. As it was stated in the sustainability strategy of the JP, activities in the agriculture sector were well embedded into the work programme of the Agriculture Research Center (ARC) using their staff and their experimental stations. It is now in ARC mandate to carry on with research on climate change adaptation; which should be sustained after the JP ends. However, the sustainability of JP achievements may be hampered by two factors: (i) more attention on risks assessment and estimation of uncertainty is needed to complement initial research findings and render them fully exploitable for policy making; (ii) the capacity of the government and

donors to involve farmers in the process as the ultimate beneficiaries of climate change adaptation strategies and programmes in the agriculture sector.

6. LESSONS LEARNED

181. Based on the review of project documents, interviews and meetings with key informants, and the analysis of this information, the Evaluation Team collated several lessons learned.

- A climate change programme focusing on policy development, institutional strengthening and capacity development of staff should also include a public awareness/environmental education component on climate change to reach out to the public at large; providing a mechanism to take the information produced by a group of experts and disseminate it to the public for broader acceptance.
- Despite different management procedures among the six UN Agencies involved in the JP, this experience demonstrated that harmonizing different UN Agency systems could be done at the country level. Compiled monitoring reports were produced regularly by the JP Manager and provided financial updates to the NSC, PMC and the MDG-F Secretariat. This is a positive experience that could be the object of a case study on a workable "One UN" approach.
- Flexibility is one critical success factor for this type of programme. Following the approval of the JP strategy, the planning of activities should be kept flexible to adapt to national priorities and needs. It is only with a flexible approach that a programme of this nature can be fully responsive to national priorities and needs.
- The early involvement of Stakeholders – including decision makers – leads to a good national ownership of a donor funded programme or project, which contributes to a more effective implementation and a better potential for long-term impact and sustainability.

7. RECOMMENDATIONS

182. Based on the findings of this final evaluation, the following recommendations are suggested; including recommendations for the JP and for the overall MDG-F initiative. They are in no particular order.

Recommendations for the Joint Programme

Recommendation #1

It is recommended to focus on the long-term sustainability of JP achievements; maximizing institutionalization, replication and scaling up of results.

Issue to Address

The review indicates that the planned activities were implemented and the JP achieved its targets. It delivered the planned activities and most achievements should be sustainable over the long-term. Nevertheless, it is recommended to emphasize the sustainability aspects of these achievements. The discussion on the achievements revealed that several achievements are not fully institutionalized at this point in time. It includes the consolidation of the EEU at Cabinet and the institutionalization of the CDM APU at EEAA. It also includes the results of research that let to recommendations to the MALR for future policy development. This recommendation endorses the effort by the JP to ensure the sustainability of the JP achievements. The JP should try to "push" the recommendations mentioned above as far as possible, including providing further analysis or possibly draft policies integrating climate change adaptation. In the case of the MWRI, forecasting results are being integrated into the coming climate change adaptation strategy for the ministry. The JP should continue to support the ministry in finalizing this strategy before the programme ends.

Recommendation #2

It is recommended to showcase the JP results in national and regional events such as conferences, seminars and workshops whenever possible

Issue to Address

The JP accumulated a large body of knowledge on climate change mitigation and adaptation in Egypt. This information is valuable for all actors in Egypt involved in sectors that could be affected by climate change. In addition to the need for having this information readily available by the public, it is recommended to showcase the results of the CCRM JP in events such as conferences, seminars and workshops in addition to the planned CCRM workshop at the end of the programme. A particular attention should be made to have information/findings included in proceedings of these events and be posted on the web to give public access to this body of knowledge.

Recommendation #3

It is recommended to communicate the knowledge produced by the JP through information products such as newsletter, website, articles, etc.

Issue to Address

Complementary to the recommendation above, it is also recommended to produce information products to disseminate information on findings/results of the CCRM JP. It is part of the current/final work plan and this recommendation is to endorse the need for the dissemination of this large body of knowledge produced by the programme. It is also important to do this before the end of the programme as it is well known that once a programme or project has ended, it is often difficult to access this information.

Recommendation #4

It is recommended to produce a "booklet/brochure" on results from the agriculture component and disseminate this information product extensively to farmers through the agriculture extension services.

Issue to Address

A quarter of the JP budget was spent on activities in the agriculture sector including the development of methodological approaches and planning tools, as well as research activities (mainly concentrating on deficit irrigation) and simulation exercises on the impacts of climate change on key crops. Findings were used to produce a set of recommendations that was proposed to the MALR on how to adapt the agriculture sector to climate change. It is recommended that in addition to this policy approach, an easy to read brochure on climate change adaptation in the agriculture sector be produced and distributed to as many farmers as possible through the extension services of the MALR.

Recommendation #5

It is recommended to reassess the financial commitments of the JP at the end of December 2012 and reallocate non-committed funds to other communication/information dissemination activities.

Issue to Address

The plan is to fully utilize the entire budget of $4M by the end of the programme on April 15, 2013. However, the review revealed that about $400k remains to be committed at the end of November 2012; representing over 10% of the total budget of the JP. Furthermore, the analysis of the 2012 budget and commitments indicates that the remaining amounts to be committed are for three components of the JP: SEC, CDM and water.

Considering that the MDG-F fund management rule is that all commitments must be made prior to April 15, 2013, it is critical to reassess these commitments by the end of December 2012 and possibly reallocate remaining funds in January 2013 to activities that are ready to be implemented.

Recommendations for Future Programmes/Projects in the Climate Change Area

Recommendation #6

It is recommended to update the assessment of the enabling environment for addressing climate change risks.

Issue to Address

The JP did not focus much on the enabling environment related to the management of climate change risks. In the meantime, it is assumed that the JP has been addressing core national priorities to address key capacity constraints. However, the Evaluation Team was not able to find sufficient evaluative evidence to confirm that there is an adequate enabling environment for addressing climate change issues. An assessment (NCSA) was conducted in 2007 and highlighted some issues related to the enabling environment. There is a need for updating such assessment, which would help guiding the future agendas addressing climate change mitigation and adaptation issues.

Recommendations for the MDG-F Initiative

Recommendation #7

It is recommended to develop programmes of this nature with a longer timeframe of 4-5 years minimum in order to provide sufficient time to develop sustainable capacity.

Issue to Address

Originally the JP was approved for three years. This is a very short timeframe for any development initiative trying to develop sustainable capacities; especially for activities seeking to strengthen an enabling environment with the development of new policies and legislation. There is a growing consensus worldwide, that developing capacity takes time and that in less than 4-5 years, it is difficult to develop capacities that will be sustained over time. Moreover, it is also acknowledged that the effectiveness and efficiency of most if not all development initiatives during the first year is limited. It is only after year 2 that these initiatives become effective and efficient at delivering expected results; hence increasing – sometimes drastically – the "value for money" of these initiatives.

Recommendation #8

It is recommended to strengthen the guidelines for the formulation of these joint programmes.

Issue to Address

Based on the review of this JP and also of 4 other JPs, there is a need to revise and strengthen the guidelines used to formulate the JPs at the design stage. The recommendation focuses on three main areas:

- Each JP should have a clear goal and objective statements, including performance indicators measuring progress made toward achieving the objective. Currently, the emphasis is mostly on outcomes, outputs and planned activities. It is necessary to monitor progress at a higher level to provide monitoring information on the "chain of results", including the overall objective of the programme.
- Any JP document should contain a clear rationale of the programme, including the issues, barriers and national priorities that the programme will address. Experience shows that good formulation coupled with good stakeholder participation lead often to good implementation and sustainable achievements.
- Any JP should include the review of legislative, policy and institutional frameworks as part of assessing the existing capacities within the area of the programme and to guide for a more holistic approach to assess issues and barriers that should be addressed by such programmes. This information may already exist prior to the design of any JP or be done at the beginning of the implementation of such a programme.

Recommendation #9

It is recommended to review the management and administration modalities of UN agencies and explore

how to better harmonize these modalities across UN Agencies.

Issue to Address

It is a lesson learned from implementing these joint programmes. Each UN agency (including the World Bank) has its own set of rules and procedures to implement programmes and projects. When it comes to working together, these differences are exacerbated and it makes most of the time the implementation of these joint programmes difficult; preventing the effective implementation of the "One UN" concept. Applying effectively the "One UN" concept necessitates the harmonization of these rules and procedures.

Annexes

Annex 1: Terms of Reference (TORs)

Climate Change Risk Management Joint Programme
Terms of Reference for Final Evaluation

General Context: the MDG-F

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG-F supports joint programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples' life in 49 countries by accelerating progress towards the Millennium Development Goals and other key development goals.

The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 128 joint programmes in 49 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs, National Ownership and UN reform.

The MDG-F M&E Strategy

A result oriented monitoring and evaluation strategy is under implementation in order to track and measure the overall impact of this historic contribution to the MDGs and to multilateralism. The MDG-F M&E strategy is based on the principles and standards of UNEG and OEDC/DAC regarding evaluation quality and independence. The strategy builds on the information needs and interests of the different stakeholders while pursuing a balance between their accountability and learning purposes.

The strategy's main objectives are:

To support joint programmes to attain development results;
To determine the worth and merit of joint programmes and measure their contribution to the 3 MDG-F objectives, MDGS, Paris Declaration and Delivering as one; and
To obtain and compile evidence based knowledge and lessons learned to scale up and replicate successful development interventions.

Under the MDG-F M&E strategy and Programme Implementation Guidelines, each programme team is responsible for designing an M&E system, establishing baselines for (quantitative and qualitative) indicators and conducting a final evaluation with a summative focus.

The MDG-F Secretariat also commissioned mid-term evaluations for all joint programmes with a formative focus. Additionally, a total of nine-focus country evaluations (Ethiopia, Mauritania, Morocco, Timor-Leste, Philippines, Bosnia-Herzegovina, Brazil, Honduras and Ecuador) are planned to study more in depth the effects of joint programmes in a country context.

In the past decade, Egypt has taken important steps towards attaining the MDGs. However, the CCA points out that reaching the MDGs and ensuring economic growth, poverty reduction and social protection is not possible without protecting natural resources from the increased pressures resulting from rapid population growth. In

response, UNCT has included two UNDAF Outcomes 1 and 3 in Egypt's UNDAF 2007-2011, which address promoting sustainable development concepts including climate change issues.

As emphasized in Egypt's Initial National Communication (INC) to the UNFCCC, UNDP Global Human Development Report 2006 and the IPCC Fourth Report, Egypt proves to be highly vulnerable to climate change impacts; it would hamper Egypt's progress towards achieving all eight MDGs. Current and future changes in climatic conditions constitute a major environmental risk that may jeopardize Egypt's development gains and efforts for poverty reduction. Egypt can move towards a less GHG-intensive path, mainly by becoming a more energy efficient economy and by making greater use of its renewable energy potential. Mitigation measures are necessary in the face of climate change, as well as adaptation to current and future environmental changes. Climate change threats would inflict serious damage to human settlements, and would also affect access to water and food associated with deterioration in health conditions on the national level. Egypt's most vulnerable sectors to climate change are: 1) coastal zones, 2) water resources and 3) agriculture.

Sea Level Rise (SLR) might cause the loss of about 12-15 per cent of the existing agricultural land in the Delta including the loss of 30 per cent of the total land area, and 195 thousand jobs. The expected results include jeopardizing the food security balance, and relocating more than two million people to the already over populated Nile Delta and Valley. SLR would also inflict severe damage on the large investments in summer resorts along the North West Coast. The economic losses induced will exceed US$35,000 million, according to initial estimates

.

In April 2007, the Resident Coordinator (RC) initiated brainstorming meetings with UN Agencies, national experts and relevant government authorities to formulate a UN climate change initiative that includes mitigation and adaptation. Introducing the UNDP-Spain MDG Achievement Fund is another building block to support the already established alliance in responding to the needs of the Government of Egypt in addressing climate change challenges. The consultative approach employed in elaborating and designing this JP assures national ownership, and of course, affirms falling within the national framework. Six UN agencies, namely, UNDP, UNEP, UNIDO, IFAD, FAO and UNESCO, were engaged in formulating this JP with the central bodies of the Government of Egypt for a coordinated, complementary effort that will establish needed synergies to, first, reduce transaction costs for both the Government and the UN; second, strengthen the UN Agencies programme with the Government; and finally, ensure that the combined resources of the system are put to best use through improved work processes.

The National priority is to reduce the burden of subsides on the government of Egypt to reduce the deficit and to implement strategic policies to provide energy and water for the population of Egypt and to eliminate poverty, as articulated in the Millennium Development Goals that was signed by many countries including Egypt.

The three-year joint programme entitled Climate Change Risk Management in Egypt, started in October 2008 and received a one year extension, based on the recommendations of the midterm evaluation, to end in October 2012. This programme aims to contribute to MDG Goal # 7: Ensure environmental sustainability by mainstreaming GHG mitigation and CDM into National Policy and Expanding Access to Finance Frameworks and Enhanced capacity to adapt to climate change.

The MDGF has allocated a budget of USD 4,000,000, to the JP, aiming to assist Egypt align its climate risk management and human development efforts in pursuing the achievement of MDGs in the face of climate change and the predicted serious threats to the country by combining mitigation and adaptation under one integrated Climate Risk Management (CRM) banner with a special attention given to the vulnerable poorest

populations of Egypt through two complementary approaches: 1) Mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities; 2) Enhancing the country's capacity to adapt to climate change. The JP aims to build awareness and capacity of key decision makers and development actors to support the systematic integration of climate change as a new variable in key policy, regulatory, institutional and operational frameworks and implement pilot projects.

The programme seeks to optimize the collective actions of key Government partners including the Supreme Energy Council in the Cabinet of Ministers, the Ministry of State for Environment Affairs, the Ministry of Water Resources and Irrigation, and the Ministry of Agriculture and Land Reclamation. It also draws on the support of six UN agencies, namely: the United Nations Development Programme (UNDP), the United Nations Industrial Development Organization (UNIDO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), Food Agricultural Organization (FAO), the International Fund for Agricultural Development (IFAD), and the United Nations Environment Programme (UNEP).

The programme consists of four components, each of which with an outcome that responds to either mitigation or adaptation. In each component, one or more UN organization coordinates its cooperation with one of the national partners towards the achievement of specific goals.

The four components are:

A. Supreme Energy Council (SEC) Component:

The Cabinet of Ministers collaborates with the UNDP and UNEP to allocate consulting expertise to support the SEC's energy policy objectives in energy efficiency areas.

B. Clean Development Mechanism (CDM) Component:

The Egyptian Environmental Affairs Agency (EEAA) in the Ministry of State for Environmental Affairs liaises with UNEP, UNDP, and UNIDO to promote the utilization of the Clean Development Mechanism as a tool to make environmental projects financially feasible.

C. Forecasting & Integrated Water Resources Management Component:

The Ministry of Water Resources and Irrigation (MWRI) collaborates with UNEP and UNDP to develop a Regional Circulation Model that will forecast impact of climate change on precipitation in the Nile Basin, and collaborates with UNESCO to adapt the existing hydrological models to forecast climate change impact on Nile River flows to Egypt. The component will also address the inclusion of Climate Change scenarios in national Integrated Water Resources Management plans. In addition, an assessment will be carried out for potential sea water rise adaptation mechanisms in Coastal Zones at risk.

D. Vulnerability & Adaptation of the Agricultural Sector Component:

The Ministry of Agriculture and Land Reclamation (MALR) collaborates with IFAD and FAO to develop stress tolerant crops, to identify optional cropping patterns, to optimize the use of potentially less water resources and increased temperature, and to disseminate information in response to the climate change risks.

The programme's components have overlapping activities and there has been special meeting set up to address these overlapping issues, such as special mitigation or adaptation meetings, PMC meetings, and the socioeconomic impacts of adaptation to climate change.

1. OVERALL GOAL OF THE EVALUATION

One of the roles of the Secretariat is to monitor and evaluate the MDG-F. This role is fulfilled in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund. These documents stipulate that all joint programmes will commission and finance a final independent evaluation.

Final evaluations are **summative** in nature and seek to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

2. SCOPE OF THE EVALUATION AND SPECIFIC OBJECTIVES

The final evaluation will focus on measuring development results and potential impacts generated by the joint programme, based on the scope and criteria included in these terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period between four and six months.

The unit of analysis or object of study for this evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This final evaluation has the following specific objectives:

1. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase.
2. To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
4. To measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. **(MDGs, Paris Declaration and Accra Principles and UN reform**).
5. To identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

3. EVALUATION QUESTIONS, LEVELS OF ANALYSIS AND EVALUATION CRITERIA

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

Design level:

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.**

a) How much and in what ways did the joint programme contributed to address the (socio-economical) needs and problems identified in the design phase?

b) To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.)

c) To what extent joint programming was the best option to respond to development challenges stated in the programme document?

d) To what extent the implementing partners participating in the joint programme had an added value to solve the development challenges stated in the programme document?

e) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results?

f) To what extend did the joint programme have a useful and reliable C&A strategy?

g) If the programme was revised, Did it reflect the changes that were needed?

Process level

- Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results

a) To what extent did the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?

b) To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?

c) To what extent the governance of the fund at programme level (PMC) and at national level (NSC) contributed to efficiency and effectiveness of the joint programme? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?

d) To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?

e) What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?

f) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have this affected its efficiency?

g) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

- Ownership in the process: Effective exercise of leadership by the country's national/local partners in development interventions

a) To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?

b) To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the joint programme?

Results level

- Effectiveness: Extent to which the objectives of the development intervention have been achieved.

a) To what extend did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document?

1. To what extent and in what ways did the joint programme contribute to the Millennium Development Goals at the local and national levels?
2. To what extent and in what ways did the joint programme contribute to the goals set in the thematic window?
3. To what extent (policy, budgets, design, and implementation) and in what ways did the joint programme contribute to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?
4. To what extent and in what ways did the joint programme contribute to the goals of delivering as one at country level?

b) To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `What kinds of results were reached?

c) To what extent did the joint programme had an impact on the targeted citizens?

d) Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.

e) What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

f) To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc)

g) To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

Sustainability: Probability of the benefits of the intervention continuing in the long term.

a) To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?

   At local and national level:

   i. To what extent did national and/or local institutions support the joint programme?
   ii. Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?
   iii. Have operating capacities been created and/or reinforced in national partners?
   iv. Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?

b) To what extent will the joint programme be replicable or scaled up at national or local levels?

c) To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

4. METHODOLOGICAL APPROACH

This final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgements. Consultants are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the final evaluation. The evaluation team will make sure that the voices, opinions and information of targeted citizens/participants of the joint programme are taken into account.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

5. EVALUATION DELIVERABLES

The consultant is responsible for submitting the following deliverables to the commissioner and the manager of the evaluation:

♉ **Inception Report** (to be submitted within 15 days of the submission of all programme documentation to the evaluation team)

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the joint programme. This report will be used as an initial point of agreement and understanding between the consultant and the evaluation managers. The report will follow the outline stated in Annex 1.

☿ **Draft Final Report** (to be submitted within 15 days after the completion of the field visit, please send also to MDG-F Secretariat)

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The draft final report will be shared with the evaluation reference group to seek their comments and suggestions. This report will contain the same sections as the final report, described below.

☿ **Final Evaluation Report** (to be submitted within 10 days after reception of the draft final report with comments, please send also to MDG-F Secretariat)

The final report will be 20 to 30 pages in length. It will also contain an executive summary of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the sections establish in Annex 2.

6. KEY ROLES AND RESPONSABILITIES IN THE EVALUATION PROCESS

There will be 3 main actors involved in the implementation of MDG-F final evaluations:

1. The **Resident Coordinator Office** as **commissioner** of the final evaluation will have the following functions:

    - Lead the evaluation process throughout the 3 main phases of a final evaluation (design, implementation and dissemination)
    - Convene the evaluation reference group
    - Lead the finalization of the evaluation ToR
    - Coordinate the selection and recruitment of the evaluation team by making sure the lead agency undertakes the necessary procurement processes and contractual arrangements required to hire the evaluation team
    - Ensure the evaluation products meet quality standards (in collaboration with the MDG-F Secretariat)
    - Provide clear specific advice and support to the evaluation manager and the evaluation team throughout the whole evaluation process
    - Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
    - Take responsibility for disseminating and learning across evaluations on the various joint programme areas as well as the liaison with the National Steering Committee
    - Safeguard the independence of the exercise, including the selection of the evaluation team

2. The **programme coordinator** as **evaluation manager** will have the following functions:

    - Contribute to the finalization of the evaluation TOR
    - Provide executive and coordination support to the reference group
    - Provide the evaluators with administrative support and required data

- Liaise with and respond to the commissioners of evaluation
- Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
- Review the inception report and the draft evaluation report(s);
- Ensure that adequate funding and human resources are allocated for the evaluation

3. **The Programme Management Committee** that will function as the **evaluation reference group,** this group will comprise the representatives of the major stakeholders in the joint programme

   - Review the draft evaluation report and ensure final draft meets the required quality standards.
   - Facilitating the participation of those involved in the evaluation design
   - Identifying information needs, defining objectives and delimiting the scope of the evaluation.
   - Providing input and participating in finalizing the evaluation Terms of Reference
   - Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods
   - Oversee progress and conduct of the evaluation the quality of the process and the products
   - Disseminating the results of the evaluation

4. **The MDG-F Secretariat** that will function as a **quality assurance member** of the evaluation in cooperation with the commissioner of the evaluation

   - Review and provide advice on the quality the evaluation process as well as on the evaluation products (comments and suggestions on the adapted TOR, draft reports, final report of the evaluation) and options for improvement.

5. **The evaluation team** will conduct the evaluation study by:

   Fulfilling the contractual arrangements in line with the TOR, UNEG/OECD norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, and briefing the commissioner and stakeholders on the progress and key findings and recommendations, as needed.

   The evaluation team will be comprised of an international consultant and a national consultant. The international consultant will have the overall responsibility for preparing and submitting the evaluation deliverables mentioned above. The national consultant will provide the following support to the International Consultant:
   - Support the international consultant during the in country mission including facilitation and participation in meetings with stakeholders, etc.
   - Advise on the national context and circumstances
   - Provide any necessary documents, reports, etc. during and after the mission
   - Review the draft and final evaluation reports

7. EVALUATION PROCESS: TIMELINE

Evaluation Phase	Activities	Who	When
Design	Establish the evaluation reference group	CE*	6 months

Design	General final evaluation TOR adapted	ERG**	before the end of the programme
Implementation	Procurement and hiring the evaluation team	EM***	
Implementation	Provide the evaluation team with inputs (documents, access to reports and archives); Briefing on joint programme	EM, ERG	7 days
Implementation	Delivery of inception report to the commissioner, the evaluation manager and the evaluation reference group	ET****	15 days
Implementation	Feedback of evaluation stakeholders to the evaluation team. Agenda drafted and agreed with evaluation team	CE, EM, ERG	10 days
Implementation	In country mission	ET, EM, CE, ERG	10 days
Implementation	Delivery of the draft report	ET	15 days
Implementation	Review of the evaluation draft report, feedback to evaluation team. Fact-checking revision by MDG-FS, to be done at the same time as the ERG (5 business days)	EM, CE, ERG MDG-FS*****	15 days
Implementation	Delivery of the final report	EM, CE, ERG, MDG-FS, ^NSC	10 days
Dissemination/ Improvement	Dissemination and use plan for the evaluation report designed and under implementation	EM, CE, ERG, NSC	10

***Commissioner of the evaluation (CE) **Evaluation Reference group (ERG) ***Evaluation manager (EM) ****Evaluation team (ET) *****MDG-F Secretariat (MDGF-S) ^National Steering Committee**

8. USE AND UTILITY OF THE EVALUATION

Final evaluations are summative exercises that are oriented to gather data and information to measure to what extend development results were attained. However, the utility of the evaluation process and the products goes far beyond what was said during the field visit by programme stakeholders or what the evaluation team wrote in the evaluation report.

The momentum created by the evaluations process (meetings with government, donors, beneficiaries, civil society, etc) it's the ideal opportunity to set an agenda on the future of the programme or some of their components (sustainability). It is also excellent platforms to communicate lessons learnt and convey key messages on good practices, share products that can be replicated or scale up in the country as well as at international level.

The commissioner of the evaluation, the reference group, the evaluation manager and any other stakeholders relevant for the joint programme will jointly design and implement a complete plan of dissemination of the evaluation findings, conclusions and recommendations with the aim to advocate for sustainability, replicability, scaling up or to share good practices and lessons learnt at local, national or/and international level.

9. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The final evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

• **Anonymity and confidentiality**. The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.

• **Responsibility**. The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Joint Programme in connection with the

findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.

• **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.

• **Independence**. The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.

• **Incidents**. If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.

• **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.

• **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.

• **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

10. QUALIFICATIONS OF THE CONSULTANT/TEAM OF CONSULTANTS

Both the International and National Consultants should have the following qualifications:

- **Academic:**
  - Advanced university degree preferably in Environmental Science or International Development
- **Professional Experience:**
  - Recognized national and international experience in environmental management or international development
  - Experience with multilateral or bilateral supported projects.
  - Recent experience with result-based management evaluation methodologies
  - Experience applying participatory monitoring approaches
  - Experience applying SMART indicators and reconstructing or validating baseline scenarios
  - Recent knowledge of UNDP's results-based evaluation policies and procedures
  - Previous involvement and understanding of UNDP and MDGF procedures is an advantage and extensive international experience in the fields of project formulation, execution, and evaluation is required; experience in science to policy linkages would be welcome.
  - Preferable familiar with environment and management structures in Egypt and with laws and regulations pertaining to
  - Fluency in English and possess strong technical writing and analytical skills coupled with relevant experience in results-based monitoring and evaluation techniques.

11. LEVEL OF EFFORT

The expected number of working days for the international consultant is 29 working days to be distributed as follows:

Tasks	Number of Working Days

Preparation of Inception Report	7 days
In country mission	10 days
Preparation of Draft report	7 days
Finalization of the report	5 days
Total	**29 days**

The expected number of working days for the national consultant is 14 working days to be distributed as follows:

Tasks	**Number of Working Days**
Preparation of in country mission	1 day
Support in country mission for the international consultant	10 days
Review draft and final evaluation report	3 days
Total	**14 days**

TOR: ANNEXES

I. Outline of the inception report

0. Introduction
1. Background to the evaluation: objectives and overall approach
2. Identification of main units and dimensions for analysis and possible areas for research
3. Main substantive and financial achievements of the joint programme
4. Methodology for the compilation and analysis of the information
5. Criteria to define the mission agenda, including "field visits"

II. Outline of the draft and final evaluation reports

1. Cover Page

2. Executive Summary (include also Glossary page)

3. Introduction
   - Background, goal and methodological approach
   - Purpose of the evaluation
   - Methodologies used in the evaluation
   - Constraints and limitations on the study conducted

4. Description of the development interventions carried out

   - Detailed description of the development intervention undertaken: description and judgement on implementation of outputs delivered (or not) and outcomes attained as well as how the programme worked in comparison to the theory of change developed for the programme.

5. Levels of Analysis: Evaluation criteria and questions (all questions included in the TOR must be addressed and answered)

6. Conclusions and lessons learned (prioritized, structured and clear)

7. Recommendations

8. Annexes

III. Documents to be reviewed

MDG-F Context

- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- General thematic indicators
- M&E strategy
- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

Specific Joint Programme Documents

- Joint Programme Document: results framework and monitoring and evaluation framework
- Mission reports from the Secretariat
- Quarterly reports
- Biannual monitoring reports
- Annual reports
- Annual work plan
- Financial information (MDTF)

Other in-country documents or information

- Evaluations, assessments or internal reports conducted by the joint programme
- Relevant documents or reports on the Millennium Development Goals at the local and national levels
- Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country
- Relevant documents or reports on One UN, Delivering as One

Annex 2: Evaluation Matrix

The evaluation matrix below served as a general guide for the evaluation. It provided directions for the evaluation; particularly the collect of relevant data. It was used as a basis for interviewing people and reviewing programme documents. It also provided a basis for structuring the evaluation report as a whole.

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
Evaluation criteria: Relevance *- How does the joint programme relate to the needs of Egypt, the MDG and the policies and strategies of programme's partners and donors?*				
Is the JP relevant to MDG implementation at local and national level in Egypt?	▪ How does the programme support the objectives of the MDGs ▪ Does the programme participate in the implementation of the MDGs in Egypt?	▪ Level of coherence between programme objectives and the MDGs ▪ Degree of coherence between the programme and nationals priorities, policies and strategies in the area of climate change ▪ MDGs status in Egypt	▪ Programme documents ▪ National policies and strategies to implement the MDGs or related to environment more generally ▪ Key government officials and other partners ▪ MDG web site	▪ Documents analyses ▪ Interviews with government officials and other partners
Is the JP relevant to UN objectives in Egypt?	▪ How does the programme support the objectives of the UN organizations – including the current UNDAF - in Egypt? ▪ To what extent and in which ways are the joint programme helping make progress towards United Nations reform (One UN)? ▪ How have the principles for aid effectiveness (ownership, alignment, managing for development results and mutual accountability) been developed in the joint programmes?	▪ Existence of a clear relationship between the programme objectives and sustainable development objectives of UN organizations including those in current UNDAF ▪ Principles on aid effectiveness	▪ Programme documents ▪ Current UNDAF and other UN strategies and programmes ▪ National policies and strategies to implement the MDGs or related to climate change adaptation ▪ Key government officials and other partners ▪ Related web sites	▪ Documents analyses ▪ Interviews with government officials and other partners
Does the JP contribute to goals of the thematic window?	▪ To what extent is the programme contributing to the goals set by the thematic window, and in what ways?	▪ Degree of coherence between the JP objectives and the goals of the environmental sustainability thematic window	▪ MDG-F web site ▪ JP document ▪ Other programme documents	▪ Documents analyses ▪ Interviews with government officials and other partners
Is the JP relevant to Egypt development objectives?	▪ To what extent do the JP's goals and lines of action reflect national and regional plans and programmes, identified needs (water, human health and food security) and the operational context of national policies in Egypt? ▪ How does the programme support the objectives of the development of Egypt? ▪ How country-driven is the programme? ▪ Does the programme adequately take into account the national	▪ Degree to which the programme support national objectives related to the impact of climate change on water management, human health and food security ▪ Degree of coherence between the programme and nationals priorities, policies and strategies ▪ Appreciation from national stakeholders with respect to adequacy of programme design and implementation to national realities and existing	▪ Programme documents ▪ National policies and strategies on climate change adaptation, water management, human health, food security and PRSP ▪ Key government officials and other partners ▪ MDG-F web site	▪ Documents analyses ▪ Interviews with government officials and other partners

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
	realities, both in terms of institutional framework and programming, in its design and its implementation? ▪ To what extent were national partners involved in the design of the joint programme? ▪ Does the JP address the problem's most salient, urgent and prioritized causes?	capacities? ▪ Level of involvement of Government officials and other partners into the joint programme ▪ Coherence between needs expressed by national stakeholders and criteria contains in the MDG-F thematic window and in the JP	▪ JP document	
Is the JP addressing the needs of target beneficiaries?	▪ How does the programme support the needs of target beneficiaries? ▪ Does it address the health, environmental and socio-economic needs of the population in the areas of involvement? ▪ Has the implementation of the programme been inclusive of all relevant stakeholders? ▪ Are local beneficiaries and stakeholders adequately involved in programme design and implementation?	▪ Strength of the link between expected results from the programme and the needs of target beneficiaries ▪ Degree of involvement and inclusiveness of beneficiaries and stakeholders in programme design and implementation	▪ Beneficiaries and stakeholders ▪ Needs assessment studies ▪ Programme documents	▪ Document analysis ▪ Interviews with beneficiaries and stakeholders
Is the JP internally coherent in its design?	▪ Is there a direct and strong link between expected results of the programme and the programme design (in terms of components, choice of partners, structure, delivery mechanism, scope, budget, use of resources, etc.)? ▪ Is the length of the programme conducive to achieve programme outcomes? ▪ Is the strategy adapted to the socio-economic context to which it is applied? ▪ Is the identification of the problem and its causes in the joint programme being addressed? ▪ Have the most efficient measures for the context been adopted to solve the barriers identified during the formulation of the JP?	▪ Level of coherence between programme expected results and programme design internal logic ▪ Level of coherence between programme design and programme implementation approach	▪ Programme documents ▪ Key programme stakeholders	▪ Document analysis ▪ Key Interviews
How is the JP relevant in light of related initiatives in Egypt?	▪ Considering other related on-going initiatives in Egypt, does the programme remain relevant in terms of areas of focus and targeting of key activities? ▪ How does the JP help to fill gaps (or give additional stimulus) that are crucial but are not covered by other initiatives funded by the government of Egypt and other donors?	▪ Degree to which program was coherent and complementary to other government and donor programming in Egypt and regionally ▪ List of programs and funds in which the future development, ideas and partnerships of the programme are eligible?	▪ Government and other donors' policies and programming documents ▪ Government and other donor representatives ▪ Programme documents	▪ Documents analyses ▪ Interviews with government officials and other donors
Future directions for similar JP	▪ What lessons have been learnt and what changes could have been made to the programme in order to strengthen the alignment between the programme and the Partners' priorities and areas of focus? ▪ How could the programme better target and address priorities and development challenges of targeted beneficiaries?		▪ Data collected throughout evaluation	▪ Data analysis
***Evaluation criteria: Effectiveness** – To what extent are the expected outcomes of the joint programme being achieved?*				

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
How is the JP effective in achieving its expected outcomes?	▪ Is the programme being effective in achieving its expected outcomes? o Mainstreaming GHG Mitigation and CDM into National Policy and Expanding Access to Finance Frameworks o Enhanced capacity to adapt to climate change ▪ Do outputs produced meet the required quality? ▪ Does the pace of implementing programme outputs ensure the completeness of the JP's expected results? ▪ To what extent has the JP contributed to putting climate change threats on the country's policy agenda? ▪ Is the identification of barriers in the JP being addressed? o Egyptians are underutilizing alternative sources of energy; o Weak enabling environment and incentive system that are essential to promote financing of renewable energy and energy efficiency projects, and adaptation measures; o Many donor financed studies for energy efficiency, Clean Development Mechanism (CDM), measures for adaptation and mitigation, however, in reality very few recommendations materialized; o Prior and on-going assistance have built national capacities and raised general awareness, however, more effort is needed to develop capacities for implementation and execution.	▪ Adaptation strategies through alternatives economic development activities ▪ Change in climate change adaptation practices ▪ Change in capacity for information management: Knowledge acquisition and sharing; Effective data gathering, methods and procedures for reporting on vulnerability assessment, early warning and adaptation strategies. ▪ Change in capacity for awareness raising o Stakeholder involvement and government awareness o Change in local stakeholder behavior ▪ Change in capacity in policy making and planning o Policy reform for climate change adaptation o Legislation/regulation change to improve climate change adaptation o Development of national and local strategies and plans supporting climate change adaptation ▪ Change in capacity in implementation and enforcement o Design and implementation of risk assessments o Implementation of national and local strategies and action plans through adequate institutional frameworks and their maintenance o Monitoring, evaluation and promotion of demonstrations ▪ Change in capacity in mobilizing resources o Leverage of resources o human resources o appropriate practices o mobilization of advisory services	▪ Programme documents including monitoring and evaluation documents ▪ Key stakeholders ▪ Research findings	▪ Documents analysis ▪ Meetings with main Partners ▪ Interviews with programme beneficiaries
What was the ownership of the process?	▪ To what extent have the target population and participants taken ownership of the programme and assuming an active role in it? ▪ To what extent have national public/private resources and/or counterparts been mobilized to contribute to the programme's goals and impacts?	▪ Degree of engagement of programme partners and beneficiaries in programme activities and achievements ▪ Nature of the decision-making processes of the programme and degree of participation of partners and beneficiaries in these processes	▪ Programme documents ▪ Programme Partners ▪ Programme staff ▪ Beneficiaries	▪ Document analysis ▪ Interviews
How was risk and risk mitigation being managed?	▪ How well are risks and assumptions being managed? ▪ What was the quality of risk mitigation strategies developed? ▪ Were these sufficient? ▪ Are there clear strategies for risk mitigation related with long-	▪ Completeness of risk identification and assumptions during programme planning ▪ Quality of existing information systems in place to identify emerging risks and other issues? ▪ Quality of risk mitigations strategies developed	▪ Programme documents ▪ Programme staff and programme partners	▪ Document analysis ▪ Interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
	term sustainability of the programme?	and followed		
Future directions for similar Programmes	▪ What lessons have been learnt for the programme to achieve its outcomes? ▪ What changes could have been made (if any) to the design of the programme in order to improve the achievement of the programme's expected results? ▪ How could the programme be more effective in achieving its results?		▪ Data collected throughout evaluation	▪ Data analysis
Evaluation criteria: *Efficiency* *- How efficiently have the joint programme resources been turned into results?*				
Was the JP support channeled in an efficient way?	▪ How well does the joint programme's management model – that is, its tools, financial resources, human resources, technical resources, organizational structure, information flows and management decision-making – contribute to generating the expected outputs and outcomes? ▪ Does the pace of implementing programme outputs ensure the completeness of the joint programme's results? ▪ Is the stipulated timeline of outputs being met? ▪ Is adaptive management used or needed to ensure efficient resource use? ▪ To what extent has the programme contributed innovative measures towards solving the problems? ▪ Are the programme results framework and work plans and any changes made to them used as management tools during implementation? ▪ Are the accounting and financial systems in place adequate for programme management and producing accurate and timely financial information? ▪ Are progress reports produced accurately, timely and respond to reporting requirements including adaptive management changes? ▪ Are the monitoring indicators relevant? Are they of sufficient quality to measure the joint programme's outputs? ▪ Has the leveraging of counterpart funds happened as planned? ▪ Are financial resources utilized efficiently? Could financial resources have been used more efficiently? ▪ How is RBM used during program implementation? ▪ Are there institutionalized or informal feedback or dissemination mechanisms to ensure that findings, lessons learned and recommendations pertaining to programme design and implementation effectiveness are shared among stakeholders and partners involved in programme implementation for ongoing programme adjustment and improvement?	▪ Availability and quality of progress and financial reports ▪ Timeliness and adequacy of reporting provided ▪ Level of discrepancy between planned and utilized financial expenditures ▪ Planned vs. actual funds leveraged ▪ Cost in view of results achieved compared to costs of similar programmes from other organizations ▪ Adequacy of programme choices in view of existing context, infrastructure and cost ▪ Quality of RBM reporting (progress reporting, monitoring and evaluation) ▪ Occurrence of change in programme design/ implementation approach (i.e. restructuring) when needed to improve programme efficiency ▪ Existence, quality and use of M&E, feedback and dissemination mechanism to share findings, lessons learned and recommendation on effectiveness of programme design and implementation. ▪ Cost associated with delivery mechanism and management structure compare to alternatives ▪ Gender disaggregated data in programme documents	▪ Programme documents and evaluations ▪ Programme staff ▪ PMC representatives ▪ Beneficiaries and partners	▪ Document analysis ▪ Key interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
	▪ Does the programme mainstream gender considerations into its implementation?			
How efficient were partnership arrangements for the JP?	▪ To what extent partnerships/linkages between institutions/ organizations were encouraged and supported? ▪ Which partnerships/linkages were facilitated? Which one can be considered sustainable? ▪ To what extent are the participating agencies coordinating with each other and with the government and civil society (level of efficiency of cooperation and collaboration arrangements)? ▪ Are there efficient mechanisms for coordination that prevent counterparts and beneficiaries from becoming overloaded? ▪ Are work methodologies, financial tools etc. shared among agencies and among joint programmes?	▪ Specific activities conducted to support the development of cooperative arrangements between partners, ▪ Examples of supported partnerships ▪ Evidence that particular partnerships/linkages will be sustained ▪ Types/quality of partnership cooperation methods utilized	▪ Programme documents ▪ Programme Partners ▪ Programme staff ▪ Beneficiaries	▪ Document analysis ▪ Interviews
Did the JP efficiently utilize local capacity in implementation?	▪ Was an appropriate balance struck between utilization of international expertise as well as local capacity? ▪ Did the programme take into account local capacity in design and implementation of the programme? ▪ Was there an effective collaboration with scientific institutions with competence in climate change adaptation?	▪ Proportion of total expertise utilized taken from Egypt ▪ Number/quality of analyses done to assess local potential and absorptive capacity	▪ Programme documents ▪ Programme partners ▪ Programme staff ▪ Beneficiaries	▪ Document analysis ▪ Interviews
Future directions for similar Programmes	▪ What lessons can be learnt from the programme on efficiency? ▪ How could the programme have more efficiently addressed its key priorities (in terms of management structures and procedures, partnerships arrangements etc…)? ▪ What changes could have been made (if any) to the programme in order to improve its efficiency?		▪ Data collected throughout evaluation	▪ Data analysis
Evaluation criteria: *Impacts* - *What are the realized and potential impacts of activities carried out in the context of the joint programme?*				
How was the JP effective in achieving its long-term objective?	▪ Will the programme achieve its strategy that is to: o Reduce poverty and mitigate risk by combining mitigation and adaptation under one integrated Climate Risk Management (CRM) banner with a special attention given to the vulnerable poorest populations of Egypt ▪ To what extent is the JP helping to influence the country's public policy framework? ▪ What differential impacts and types of effect is the JP producing among population groups, such as youth, children, adolescents, elderly and rural populations?	▪ Change in capacity for: o Pooling/mobilizing resources o Related policy making and strategic planning, o Implementation of related laws and strategies through adequate institutional frameworks and their maintenance, ▪ Change to the quantity and strength of barriers such as change in o Knowledge about climate change and national incentives for climate change adaptation o Cross-institutional coordination and inter-sectoral dialogue o Knowledge of climate change adaptation practices by end users o Coordination of policy and legal instruments	▪ Programme documents ▪ Key Stakeholders ▪ Research findings; if available	▪ Documents analysis ▪ Programme staff ▪ Programme partners ▪ Interviews with programme beneficiaries and other stakeholders

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
		incorporating climate change adaptation strategies o Climate change adaptation economic incentives for stakeholders ▪ Change in use and implementation of sustainable alternatives		
How is the JP effective in contributing to the MDGs?	▪ To what extent and in what ways is the JP contributing to the Millennium Development Goals at the local and national levels? ▪ What are the impacts or likely impacts of the JP? o On the local environment; o On poverty; and, o On other socio-economic issues.	▪ Provide specific examples of impacts at those levels, as relevant ▪ List of potential funds to be used to assure long term sustainability of MDG objectives	▪ Programme documents ▪ MDGs documents ▪ Key stakeholders ▪ Research findings	▪ Data analysis ▪ Interviews with key stakeholders
Future directions for the Programme	▪ How could the programme build on its apparent successes and learn from its weaknesses in order to enhance the potential for impact of ongoing and future initiatives?		▪ Data collected throughout evaluation	▪ Data analysis
Evaluation criteria: Sustainability *– What are the probabilities that the joint programme achievements will continue in the long run?*				
Were sustainability issues adequately integrated in programme design?	▪ Were sustainability issues integrated into the design and implementation of the programme?	▪ Evidence/Quality of sustainability strategy ▪ Evidence/Quality of steps taken to address sustainability	▪ Programme documents and evaluations ▪ Programme staff ▪ Programme partners ▪ Beneficiaries	▪ Document analysis ▪ Interviews
Are JP achievements sustainable?	▪ Are the necessary preconditions being created to ensure the sustainability of impacts of the JP? o Local level: have local knowledge, experiences, resources and local networks been adopted? o Country level: have networks or network institutions been created or strengthened to carry out the roles that the JP is performing? o Is the joint programme's duration sufficient to ensure a cycle that will project the sustainability of interventions into the future? ▪ To what extent are visions and actions of partners consistent with or different from those of the JP?	▪ Degree to which JP activities and results have been taken over by governments or other stakeholders ▪ Evidence of commitments from governments or other stakeholders to sustain programme achievements in the long run ▪ Mechanisms in place to sustain programme achievements	▪ Programme documents and evaluations ▪ Government documents ▪ Media reports ▪ Programme staff ▪ Programme partners ▪ Beneficiaries	▪ Document analysis ▪ Interviews
Are JP achievements financially sustainable?	▪ Does the programme adequately address financial and economic sustainability issues? ▪ Are the recurrent costs after programme completion sustainable?	▪ Level and source of future financial support to be provided to relevant sectors and activities in Egypt after programme end? ▪ Evidence of commitments from government or other stakeholder to financially support relevant sectors of activities after programme end	▪ Programme documents and evaluations ▪ Programme staff ▪ Programme partners ▪ Beneficiaries	▪ Document analysis ▪ Interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
		▪ Level of recurrent costs after completion of programme and funding sources for those recurrent costs		
Are organizational arrangements sustainable and will activities continue?	▪ Are results of efforts made during the JP implementation period well assimilated by organizations and their internal systems and procedures? ▪ Is there evidence that programme partners will continue their activities beyond programme support? ▪ What degree is there of local ownership of initiatives and results? ▪ Are appropriate 'champions' being identified and/or supported?	▪ Degree to which programme activities and results have been taken over by local counterparts or institutions/organizations ▪ Level of financial support to be provided to relevant sectors and activities by in-country actors after programme end ▪ Number/quality of champions identified	▪ Programme documents and evaluations ▪ Programme staff ▪ Programme partners ▪ Beneficiaries	▪ Document analysis ▪ Interviews
Was an enabling environment developed?	▪ Are laws, policies and frameworks addressed through the programme, in order to address sustainability of key initiatives and reforms? ▪ Are the necessary related capacities for lawmaking and enforcement built? ▪ What is the level of political commitment to build on the results of the programme?	▪ Efforts to support the development of relevant laws and policies ▪ State of enforcement and law making capacity ▪ Evidences of commitment by the political class through speeches, enactment of laws and resource allocation to priorities	▪ Programme documents and evaluations ▪ Programme staff ▪ Programme partners ▪ Beneficiaries ▪ Political speeches	▪ Document analysis ▪ Interviews
Were institutional and individual capacity built?	▪ Is the capacity in place at national and local levels adequate to ensure sustainability of results achieved to date?	▪ Elements in place in those different management functions, at appropriate levels (national, regional and local) in terms of adequate structures, strategies, systems, skills, incentives and interrelationships with other key actors	▪ Programme documents and evaluations ▪ Programme staff ▪ Programme partners ▪ Beneficiaries ▪ Capacity assessments available, if any	▪ Interviews ▪ Documentation review
Will JP achievements be replicated?	▪ Are programme activities and results replicated elsewhere and/or scaled up? ▪ What is the programme contribution to replication or scaling up of innovative practices or mechanisms that support the climate change policy of the government of Egypt? ▪ What lessons have been learned, and what best practices can be transferred to other programmes or countries?	▪ Number/quality of replicated initiatives ▪ Number/quality of replicated innovative initiatives ▪ Volume of additional investment leveraged	▪ Other donors programming documents ▪ Beneficiaries ▪ Programme staff ▪ Programme partners	▪ Document analysis ▪ Interviews
What are the challenges for the sustainability of JP achievements?	▪ What are the main challenges that may hinder sustainability of efforts? ▪ Have any of these been addressed through programme management? ▪ What could be the possible measures to further contribute to the sustainability of efforts achieved with the programme? ▪ In what ways can governance of the joint programme be improved so as to increase the chances of achieving sustainability in the future?	▪ Challenges in view of building blocks for long-term sustainability ▪ Recent changes which may present new challenges to the programme	▪ Programme documents and evaluations ▪ Beneficiaries ▪ Programme staff ▪ Programme partners	▪ Document analysis ▪ Interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
Future directions for the Programme	▪ Which areas/arrangements under the programme show the strongest potential for lasting long-term results? ▪ What are the key challenges and obstacles to the sustainability of results of the programme initiatives that must be directly and quickly addressed?		▪ Data collected throughout evaluation	▪ Data analysis

Annex 3: List of Documents Consulted

Blanken J., September 2012, Mainstreaming of MDGF Projects (FAO Component) and provision of tools for strategic decisions for the adaptation to Climate Change in the Egyptian agricultural sector – Final Mission Report

CCRMP, June 2010, Communications Strategy

CCRMP, 2009, Monitoring Report – 2nd half 2009

CCRMP, February 2009, CDM Status Study in Egypt (Final Report)

CCRMP, 2010, Monitoring Report – 1st half 2010

CCRMP, 2010, Monitoring Report – 2nd half 2010

CCRMP, August 2010, Mid-Term Evaluation

CCRMP, November 2010, Improvement Plan

CCRMP, 2011, Monitoring Report – 1st half 2011

CCRMP, 2011, Monitoring Report – 2nd half 2011

CCRMP, April 2011, Climate change and the River Nile - Literature Review

CCRMP, April 15, 2011, Memo: Request for an additional no cost extension of joint programme for the Climate Change Risk Management Programme in Egypt

CCRMP, October 2011, Assessing Regional Climate Change Impacts on the Nile Basin - Technical Report

CCRMP, October 2011, Assessing Regional Climate Change Impacts in the Nile Basin - Summary Report

CCRMP, 2012, Monitoring Report – 1st half 2012

CCRMP, 2012, Joint Programme Results Framework (Revision #4 October 4, 2012)

CCRMP, February 2012, Consultancy Services on Improvement of the Nile Forecast System (NFS) - Progress Report

CCRMP, May 2012, Memo: (Second) No Cost Extension Request

CCRMP, Factsheets

CCRMP, Framework for the Analysis of Sea Level Rise Flooding Impacts on the Nile Delta in Egypt

CCRMP, Inception Report

CCRMP, Lessons Learnt in MDG-F Joint Programming Environment & Climate Change Window (5 documents)

CCRMP, Mini Monitoring Report

CCRMP, NSC – Minutes of Meetings: July 20, 2009, March 15, 2010, June 24, 2010, January 11, 2011, September 11, 2011, March 21, 2012, November 20, 2012

CCRMP, PMC – Minutes of Meetings: December 21, 2008, February 4, 2009, March 26, 2009, June 7, 2009, October 14, 2009, January 13, 2010, April 22, 2010, November 24, 2010, May 11, 2011, February 22, 2012, April 12, 2012, June 6, 2012, October 10, 2012

CCRMP, Project Document

CCRMP, EEAA, October 2009, Summary Report - EEAA/CDM APU Capacity Building Training on: Clean Development Mechanism Opportunities In The Cement Sector

CCRMP, EEAA, November 2009, Summary Report - EEAA/CDM APU Capacity Building Training on: Clean Development Mechanism Opportunities In The Fertilizers Industry

CCRMP, EEAA, December 2009, Summary Report - EEAA/CDM APU Capacity Building Training on: Green House Gases (GHGs) estimation in Waste Sector and Baseline and Monitoring Methodologies in Waste handling and disposal Sector

CCRMP, EEAA, January 2010, Summary Report - EEAA/CDM APU Capacity Building Training on: Short Workshops For Decision Makers In Cement Sector

CCRMP, EEAA, February 2010, Summary Report - EEAA/CDM APU Capacity Building Training on: Clean Development Mechanism Opportunities In The Pulp & Paper Sector

CCRMP, EEAA, February 2010, Summary Report - EEAA/CDM APU Capacity Building Training on: Clean Development Mechanism Opportunities In The Petrol & Petrochemical Industry

CCRMP, EEAA, March 2010, Summary Report - EEAA/CDM APU Capacity Building Training on: GHG Emissions Estimation And Baseline Methodologies In Energy Sector

CCRMP, EEAA, April 2010, Summary Report - EEAA/CDM APU Capacity Building Training on: Opportunities Of CDM Projects In Textile Sector

CCRMP, EEAA, April 2010, Summary Report: EEAA/APU Short Workshop For Decision Makers In Waste Sector

CCRMP, EEAA, April 2010, Summary Report - EEAA/CDM APU Capacity Building on: Certified Energy Manager

CCRMP, EEAA, May 2010, Summary Report - EEAA/CDM APU Capacity Building Training on: Clean Development Mechanism Opportunities In The Steel Sector

CCRMP, EEAA, July 2010, Summary Report - Participation of the CDM Awareness & Promotion Unit (CDM/APU) in the Carbon Expo 2010

CCRMP, EEAA, July 2010, Summary Report - EEAA/CDM APU Capacity Building Training on: Opportunities Of CDM Projects In Food Sector

CCRMP, EEAA, March 2012, Summary Report: Follow-up workshop - Projects having the Final Letter of Approval (LoA) and not yet registered

CCRMP, UNESCO, November 2009, Consultancy Report on Assessing Existing Water Resources Policies

CCRMP, Sustainability Strategy

CDM Executive Board (UNFCCC), Clean Development Mechanism Small-Scale Programme Of Activities Design Document Form

CDM Executive Board (UNFCCC), Indicative simplified baseline and monitoring methodologies for selected small-scale CDM project activity categories

CIHEAM, December 2009, Egypt - Sustainable Agricultural Development Strategy - Towards 2030

CLAC, Climate Change Impacts on Food Security

CLAC, June 2012, Mid-Term Review Workshop on The Project FAO/TCP-330 – Current Methodology, Research Design, Conceptual Framework and Update on the Workplan

CORI, SEI, Alexandria University, UNDP, January 2010, Climate Change Risks to Coastal Development and Adaptation Options in the Nile Delta

EEAA, June 1999, The Arab Republic of Egypt: Initial National Communication on Climate Change

EEAA, CCRMP, August 2009, Summary Report - EEAA/APU Capacity Building Training On: GHGs Emissions Inventory Clean Development Mechanism And Projects

EEAA, CCRMP, November 2009, Summary Report - EEAA/APU Capacity Building Training On: Clean Development Mechanism Opportunities In The Fertilizers Industry

EEAA, CCRMP, November 2009, Summary Report - EEAA/APU Capacity Building Training On: Opportunities Of CDM Projects In Aviation Sector

EEAA, CCRMP, April 2010, Final Interim Report (1) - Rapid Survey of the key sectors in Egypt to facilitate identification of the potential for CDM project activities (GREEN BUILDING SECTOR)

EEAA, CCRMP, September 2010, Final Report: The Identification of CDM Projects in the Industrial Sector of Egypt – Energy Efficiency Based Projects

EEAA, CCRMP, September 2010, Rapid Survey to Identify Key Sectors in Egypt to Facilitate Identification of the Potential for CDM Project Activities - Final Report - Municipal Waste Sector

EEAA, CCRMP, November 2010, Expanded CDM Market Project - Rapid Survey of the Oil, Gas and Petrochemical Sector in Egypt

EEAA, CCRMP, December 2010, Final Report: A Study on Potential of CDM Projects in Municipal Water & Wastewater Utilities Sector

EEAA, UNDP, GEF, May 2010, Egypt – Second National Communication

First Climate, August 2011, CDM Feasibility Study for Potential PoA in Egypt: Assessment of CDM Feasibility for Programme of Activities "Shifting from Traditional Open Pit Charcoaling to Mechanized Kilns in Egypt"

GEF, July 2009, Request for CEO Endorsement of UNDP Project: Adaptation to Climate Change in the Nile Delta through Integrated Coastal Zone Management

GEF, September 2010, Request for CEO Endorsement of UNDP Project: Improving the energy efficiency of lighting and other building appliances

GEF, December 2010, Request for CEO Endorsement of UNIDO Project: Industrial Energy Efficiency (IEE)

Government of Jordan, SEC Decree 1453-09

IDSC, UNDP, December 2011, Egypt's National Strategy for Adaptation to Climate Change And Disaster Risk Reduction

IFAD, March 2012, Results Based-Country Strategic Opportunities Programme

IOP Conf. Series: Earth and Environmental Science 6 (2009) 292017, Assessing the impacts of climate change on the water resources in the Nile Basin using a regional climate model ensemble

MALR, Agricultural Sustainable Development Strategy 2030

Ministry of Economic Development, UNDP, 2010, Egypt's Progress Towards Achieving the MDGs – 2010

MWRI, NWRC, CCRMP, September 2011, Consultancy Services on Improvement of the Nile Forecast System - Inception Report

NFC, November 2012, Climate Change Risk Management Programme (CCRMP) IWRM Component Activities and Achievements

Science Centre North Rhine-Westphalia, Wuppertal Institute for Climate, Environment and Energy, Clean Development Mechanism – Egypt: Country Profile

Stratus Consulting, Potential Impacts of Climate Change on the Egyptian Economy

UN Egypt, UNDAP – 2007-2011 – Egypt

UN Egypt, 2005, UN Common Country Assessment 2005 - Embracing the Spirit of the Millennium Declaration

UN, 2006, UNDP Country Programme for Egypt (2007-2011)

UNDP, Project Document: Enabling Activities for the Preparation of Egypt Third National Communication to the UNFCCC

UNDP, Government of Jordan, Country Programme Action Plan Between the Government of Egypt and the UNDP – 2007-2011

UNDP-Spain MDG Achievement Fund, Terms of Reference for Thematic Window on Environment and Climate Change

UNDP-Spain MDG Achievement Fund, Framework Document

UNEP, October 2011, Development of a System of Energy Intensity Indicators for the Egyptian Economy – Inception Report

UNEP, October 2011, Development of a System of Energy Intensity Indicators for the Egyptian Economy - Final Report

UNESCO, November 2009, Consultancy Report on Assessing Existing Water Resources Policies

UNESCO, October 2012, Toward a Climate Change Adaptation Strategy for the Water Sector in Egypt

UNFCCC, CDM: Form for Submissions on Small Scale Methodologies and Procedures

_____, Shifting from Traditional Open Pit Charcoaling to Mechanized Kilns

_____, Request for Proposal: Comprehensive Sustainability Strategy Services for CDM Awareness and Promotion Unit (CDM/APU)

_____, June 2011, Socioeconomic Valuation Study of Vulnerable Land to Sea Level Rise at the Nile Delta

Situation Analysis Taskforce, 2010, Situation Analysis: Key Development Challenges Facing Egypt

_____, Agreement between the Government of the Arab Republic of Egypt and the UNDP

Annex 4: Discussion Guide

Note: This is only a discussion guide for the Evaluation Team; it is a simplified version of the evaluation matrix. All questions will not be asked to each meeting; it is a reminder for the Evaluation Team on the type of information required to complete the evaluation exercise and a guide to prepare the semi-structured interviews.

I. RELEVANCE – *How does the JP relate to the needs of Egypt, the MDGs and the policies and strategies of the programmes' partners and donors?*

I.1. Was the JP relevant to MDG implementation at local and national level in Egypt?
I.2. Was the JP relevant to UN objectives in Egypt?
I.3. Did the JP contribute to the goals of the thematic window?
I.4. Was the JP relevant to Egypt development objectives?
I.5. Was the JP addressing the needs of target beneficiaries?
I.6. Was the JP internally coherent in its design?
I.7. How was the JP relevant in light of related initiatives in Egypt?

Lessons Learned

I.8. What lessons have been learnt and what changes could have been made to the JP in order to strengthen the alignment between the JP and the Partners' priorities and areas of focus?
I.9. How could the JP have better targeted and addressed priorities and development challenges of targeted beneficiaries?

II. EFFECTIVENESS – *To what extent are the expected outcomes of the JP being achieved?*

II.1. How was the JP effective in achieving its expected outcomes?
- Mainstreaming GHG Mitigation and CDM into National Policy and Expanding Access to Finance Frameworks
- Enhanced capacity to adapt to climate change

II.2. What was the ownership of the process?
II.3. How was risk and risk mitigation being managed?

Lessons Learned

II.4. What lessons have been learnt for the JP to achieve its outcomes?
II.5. What changes could have been made (if any) to the design of the JP in order to improve the achievement of the JP's expected results?
II.6. How could the JP have been more effective in achieving its results?

III. EFFICIENCY - *How efficiently have the JP resources been turned into results?*

III.1. To what extent did the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?
III.2. Was adaptive management used or needed to ensure efficient resource use?
III.3. Did the JP result framework and work plans and any changes made to them used as management tools during implementation?
III.4. Were accounting and financial systems in place adequate for programme management and producing accurate and timely financial information?
III.5. Were progress reports produced accurately, timely and respond to reporting requirements including adaptive management changes?
III.6. Were counterpart funds raised?
III.7. Were financial resources utilized efficiently? Could financial resources have been used more efficiently?
III.8. How was RBM used during program implementation?
III.9. Were there institutionalized or informal feedback or dissemination mechanism to ensure that findings, lessons learned and recommendations pertaining to programme design and implementation effectiveness

were shared among programme stakeholders and partners involved in programme implementation for ongoing programme adjustment and improvement?

III.10. Did the JP mainstream gender considerations into its implementation? And what types of differentiated effects are resulting from the joint programme in accordance with gender?

III.11. How efficient were partnership arrangements for the JP?

III.12. Did the JP efficiently utilize local capacity for its implementation?

Lessons Learned

III.13. What lessons can be learnt from the JP on efficiency?

III.14. How could the JP have more efficiently addressed its key priorities (in terms of management structures and procedures, partnerships arrangements etc…)?

III.15. What changes could have been made (if any) to the JP in order to improve its efficiency?

IV. IMPACTS - *What are the realized and potential impacts of activities carried out in the context of the JP?*

IV.1. Did the JP achieve its strategy that was to reduce poverty and mitigate risk by combining mitigation and adaptation under one integrated Climate Risk Management (CRM) banner with a special attention given to the vulnerable poorest populations of Egypt?

IV.2. To what extent is the JP helping to influence the country's public policy framework?

IV.3. What differential impacts and types of effect was the JP producing among population groups, such as youth, children, adolescents, the elderly and rural populations?

IV.4. How was the Programme effective in contributing to the MDGs?

Lessons Learned

IV.5. How could the programme have built on its apparent successes and learn from its weaknesses in order to enhance the potential for impact of ongoing and future initiatives?

V. SUSTAINABILITY - *What are the probabilities that the JP achievements will continue in the long run?*

V.1. Were sustainability issues adequately integrated in programme design?

V.2. Are JP achievements sustainable?

V.3. Are JP achievements financially sustainable?

V.4. Are organizational arrangements sustainable and will activities continue?

V.5. Are laws, policies and frameworks being addressed through the programme, in order to address sustainability of key initiatives and reforms?

V.6. Is the capacity in place at the national and local levels adequate to ensure sustainability of results achieved to date?

V.7. Are programme activities and results being replicated elsewhere and/or scaled up?

V.8. What are the challenges for the sustainability of JP achievements?

Lessons Learned

V.9. Which areas/arrangements under the programme show the strongest potential for lasting long-term results?

V.10. What are the key challenges and obstacles to the sustainability of results of programme initiatives and what can be done?

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Annex 5: Evaluation Mission Agenda

	Day	Date	Time	Objective	Partners	Attendees	Location
Week 1	1	Sunday, Nov 11	9-9:30	Partners to Welcome the Mission and to Discuss the Evaluation Process of the Programme	UNDP, UNRC	Mr. Mounir Tabet, Dr. Mohamed Bayoumi Ms. Heba Wafa	UNDP, CEDARE Building, 2 El Hegaz street, Heliopolis, 7th floor
			9:30-12	Partners to give an Overview, Historical Background, Discuss the Evaluation Process, the schedule Discuss the impact of the programme	UNDP JP Manager, UNRC	Dr. Mohamed Bayoumi, Eng. Mona ElAgizy. Ms. Heba Wafa	
			12-12:30	Lunch			
			12:30-2	Partner to present and discuss: the Organization, Achievements, impacts of the programme, Organization, Reporting, Components, Advocacy, Partnerships	JP Manager, UNRC	Eng. Mona ElAgizy. Ms. Heba Wafa	
			2-3	Partners to discuss the impact of MALR with IFAD	IFAD	Dr. Mohamed Shaker	
			530 pm	Partners to discuss the SEC component	SEC Energy Advisor, Operational focal Point	Emad Hassan	Skype or Phone call
	2	Monday Nov 12	9-11	Partners to present the achievements of the programme	PMC members	PMC meeting	EEAA, Cairo House
			12-2	Partners to present the Organization, Methodology, Parternships, Impact of the CDM APU,	CDM Component Focal Point / Operational focal Point	Eng. A. Medhat, Acct. H. Eissa, Abdel Rasul, A. Bahaa, Mohamed Nagieb,	EEAA, Maadi, 3rd flr
			2-230	Partnership with EPAP II and the way forward	EPAP II & Consultant	Eng. Yasser Askar, Dr. Samir Mowafi	

	Day	Date	Time	Objective	Partners	Attendees	Location
			2:30-5 pm	Partner to discuss how the CDM APU has assisted in the registration of their projects	CDM Project Beneficiaries and Partners	Including some of the following: CEMEX Cement, Sindian for Paper, Qena for Paper, Kima for Fertilizer, Suez for Steel, Social Development Fund, Behera NGO for Environmental Development	
	3	Tuesday, Nov 13	8-9 am	Discuss the partnership of the CDM APU, SEC, and MWRI	GIz	Andreas Zoellner Reem Hanna	12 El Salah Ayoub Street, Zamalek, 10th floor
			10-11	Partners to present the achievements of the SEC	IDSC (SEC component) Focal Point	Ms. Amira Khalifa, Dr. M. Bayoumi	Maglass el Wozaraa, 1 Magles El Shaab, Kasr El Einy, 3rd Flr.
			12-1	Discuss the Agriculture Component, partnership with MWRI and the project's spinoff: The monitoring of the Sea Water Intrusion in the Nile Delta	MALR Focal Point	Dr. Mosaad Kotb	Dokki
			1:30-2	Partners to present the achievements of the NWRC, partnership with MALR (including ASME), and the way forward and project spinoff: Coastal Zone Mgmt. Project, and CDM project with MWRI	MWRI NWRC Focal Point	Dr. Moteleb	MWRI/NWRC El Markaz el Qawmyl el Behooth Corniche el Nil El Mazallat, across from Aghakhan Towers at Ter3et el Ismaileya
			2-4	Partners to present the achievements of the NWRC, partnership with MALR, and the way forward and project spinoff: Coastal Zone Mgmt. Project	MWRI / NWRC Operational Focal Point	Dr. Akram Ganzouri,	
	4	Wednesday,	8:30 -9:50	Partners to present the achievements of the Planning Sector, Nile Forecast Center, partnership with MALR and the way forward	MWRI Planning (Operational Focal Point)	Eng. Doaa Amin, Eng. Doaa Lashin, Dr. Rouchdi	MWRI Planning

	Day	Date	Time	Objective	Partners	Attendees	Location
			10-10:30	Partners to present the achievements of the Planning Sector, partnership with MALR and the way forward	MWRI Planning	Dr. TKotb	MWRI Planning
			12-1	Discuss the Agriculture Component, partnership with MWRI and the project's spinoff: The monitoring of the Sea Water Intrusion in the Nile Delta	MALR / SWERI (organization in which FAO had a letter of agreement)	Dr. Hani Ramadan, Dr. Mohamed Ismael, Dr. Hamdi Khalifa	9 Cairo University Street, Giza, 2nd floor at Office Director of SWERI
			1-2	Discuss the Agriculture Component	MALR / FCRI (organization in which FAO had a letter of agreement)	Dr. AbdelAziz Abdel Nabi, Director, Dr. Mohamed ElBoraay + 2 others	9 Cairo University Street, Giza
			2-4	Discuss the Agriculture Component, partnership with MWRI and the project's spinoff: The monitoring of the Sea Water Intrusion in the Nile Delta	MALR Component Operational Focal Point	Dr. Mohamed AbdRabbo	Dokki
	5	Thursday, Nov 15	Islamic New Year Holiday (Government on Holiday, while UN Agencies are operating)				
			9-10	Discuss the CDMAPU and the Energy Efficiency project tha this coordinating the SEC component (EEU)	UNIDO	Giovanna Ceglie	2, Latin America St., Garden City, Cairo
			11-12	Discuss the Water component and the training on the RCM	UNESCO	Dr. Zaki	8 Abdel Rahman Fahmy Street, Garden City, Cairo
			1-2:30	Discuss the UNDP contribution to the programme	UNDP	Dr. Mohamed Bayoumi Heba Wafa, if available	UNDP, CEDARE Building, 2 El Hegaz street, Heliopolis, 7th floor
			3-4	Discuss program spinoff of Coastal Zone Mgmt. Project Manager (GEF /UNDP) & discuss the Socio-Economic Study	GEF/UNDP Project Manager	Dr. Mohamed Borhan	Teleconference on phone line

	Day	Date	Time	Objective	Partners	Attendees	Location
	6	Friday, Nov 16	Open				
	7	Saturday, Nov 17	9-12pm 3 hour trip with visit	Field Visit to Kalubaya for the Charcoal Kilns	CDM APU	Eng. Ahmed Medhat	Travel to Kalubaya with Ahmed Medhat (no driver need by Casper Rental)
Week 2	8	Sunday, Nov 18					
			9-11	Discuss the OVERALL JP	jp	Mona ElAgizy	CCRMP 33 Road 151 Maadi 4th floor
			11-12	Partner to discuss the Third National Communication	Third National Communication	Dr. Sayed Sabry	EEAA, Maadi
			1-2	Discuss the institutional memory for the Water component, its relevance, experience with the various partners, and National Capacity Built,	MWRI (former Planning / Operational Focal Point) currently Nile Water Sector	Dr. M. ElShamy	Nasr City
			3-4 pm	Discuss the Agriculture Component, partnership with MWRI and the project's spinoff: The monitoring of the Sea Water Intrusion in the Nile Delta	FAO	Dr. Mohamed El-Ansary	11, Al Eslah El Zeraie St., Dokki - Cairo
	9	Mon, Nov 19	Open for additional meetings as needed				
			1-2	Discuss the SEC / EEU and the newly developed Tourism, Housing and Industry Energy Monitoring Programme	Select members of the Energy Efficiency Unit (EEU)	Dr. Ibrahim Yassin	Nasr City
			Open for additional meetings as needed				

	Day	Date	Time	Objective	Partners	Attendees	Location
	10	Tues, Nov 20	10-12	Final Evaluator to present and discuss the PRELIMINARY results of the Evaluation to the NSC	NSC	All	EEAA Maadi, 6th Floor meeting room
			1 - 2	Discuss the Water Component and how its objective are within the Water Priorities and Stratus	Water Expert, Minister Advisor	Dr. Bayoumi Attiya	MWRI
			3 pm Cairo time	Partners to present the achievements of the SEC, CDM, MWRI Components in which UNEP partnered in	UNEP HQ /URC Operational Focal Point	Miriam Hinostroza	By Skype
			Open for additional meetings as needed				

Annex 6: List of People Met

Title	Responsible Person	Institution	Position
Dr.	Abdel Aziz	MALR / FCRI	Director
Mr.	Abdel Rasul, A. Bahaa	EEAA	
Dr.	AbdelAziz Zaki	UNESCO	National Professional Officer, Science Program
Eng.	Ahmed Medhat	EEAA/CDM APU	Operational Manager
Dr.	Akram Mohamed El-Ganzouri	MWRI	Director NWRC Operational Focal Point
Dr.	Alaa El-Din Abdin	NWRC	Director
Ms.	Amira Khalifa	IDSC	Director General, International Cooperation Department
Dr.	Andreas Zoellner	GIZ	Programme Coordinator
Dr.	Bayoumi Attiya	MWRI	Minister's Advisor
Eng.	Doaa Amin	MWRI Planning	Operational Focal Point
Eng.	Doaa Lashin	MWRI Planning	
Dr.	M. El-Shamy	currently Nile Water Sector	former MWRI Planning / Operational Focal Point
Dr.	Elsayed Sabry Mansour	EEAA	National Project Manager, TNC
Dr.	Emad Hassan	SEC	SEC Energy Advisor, CCRM Operational focal Point
Dr.	Galal Mahgoub	MALR / FCRI	Researcher
Ms.	Giovanna Ceglie	UNIDO	Representative and Director, Regional Office
Dr.	Hamdi Khalifa	MALR / SWERI	
Dr.	Hani Ramadan	MALR / SWERI	
Dr.	Hatem Elkadi	IDSC	Chairman
Dr.	Heba Wafa	UNRC	RC Coordinator

Title	Responsible Person	Institution	Position
Acct.	Hesham Elsayed Eissa	EEAA	General Manager
Dr.	Ibrahim Yassin	UNDP-GEF EE Project	Project Manager
Ms.	Miriam Hinostroza	UNEP-Riso Centre	URC Operational Focal Point
Dr.	Mohamed Abdel Motaleb	MWRI	President NWRC Focal Point
Dr.	Mohamed Abdrabou	MALR	Researcher CLAC Component Operational Focal Point
Dr.	Mohamed Bayoumi	UNDP	
Dr.	Mohamed El-Ansary	FAO	Assistant FAO Representative
Dr.	Mohamed El-Boraay	MALR / FCRI	
Dr. Eng.	Mohamed Ismail	MALR / SWERI	Head of Remote Sensing and GIS Unit
Mr.	Mohamed Nagieb Mahmoud	EEAA	Financial Accountant
Dr.	Mohamed Shaker Hebara	IFAD	Country Programme Officer
Eng.	Mona ElAgizy	UNDP	CCRM Programme Manager
Dr.	Mosaad Kotb	CLAC	Director MALR Focal Point
Mr.	Mounir Tabet	UNDP	Country Director
Dr.	Nader Hussein	GreenTech	General Manager
Eng.	Nael Atta	Suez - Steel	Environmental Affair Department Manager
Mr.	Pedro Filipe Paralta Carqueija	UNEP-Riso Centre	
Ms.	Reem Hanna	GIZ	Energy Efficiency and Carbon Mechanism Advisor
Dr.	Rouchdi	MWRI Planning	
Dr.	Samir Mowafi	RCEP	General Manager
Mr.	Sherif Foda Mohamed	MWRI Planning	IT Manager, NFC

Title	Responsible Person	Institution	Position
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Mr.	Tiep NGuyen	UNIDO	Project Manager
Eng.	Walid Hakiki	MWRI Planning Sector	Deputy Director
Eng.	Yasser Askar	EPAP II	Consultant
	???	Behera NGO for Enviromental Development	
	???	Social Development Fund	
	???	Taxi Project	Project Executive Manager
	???	CEMEX Cement	
	???	Qena – Paper	
	2 people ???	Kima - Fertilizer	

Annex 7: Joint Programme Expected Results and Planned Activities

Output Description	Financial resources	Implementation Partners	Activities
Outcome 1: Mainstreaming GHG mitigation into national policy and investment frameworks, including increased CDM financing opportunities.			
Output 1.1: National Policy Reform for a more sustainable energy economy achieved	$349,919	• Cabinet of Ministers • UNDP • UNEP	• SEC Technical Secretariat strengthened; • Energy policy papers to support energy policy reform prepared; • Long term draft energy strategies to support energy policy reform formulated.
Output 1.2: Expanded CDM Market	$1,200,420	• EEAA (Environmental Quality Unit) • UNDP • UNEP • UNIDO	• CDM Unit Established and Trained; • Technical Assistance for Implementation of CDM projects provided; • CDM Program of Activities developed and implemented; • Technical Assistance for Implementation of CDM projects provided;
Outcome 2: Enhancing the country's capacity to adapt to climate change.			
Output 2.1: Climate change adaptation strategies and practices piloted in the water sector	$1,089,613	• EEAA • MWRI (Planning Sector and National Water Research Center) • NBI • UNDP • UNEP • UNESCO	• Adaptation needs and gaps for climate resilient Integrated Coastal Zone Management assessed and identified; • Adaptation needs and gaps for Integrated Water Resources assessed and identified; • Climate risk management measures integrated into UN development programmes and operations; • A communication strategy on climate change prepared and implemented.
Output 2.2: Climate change adaptation strategies and practices piloted in the agriculture sector	$959,580	• MALR (ARC/ Central Laboratory for Agricultural Climate) • FAO • IFAD	• RCM for the River Nile completed; • RCM outputs used in formulating national adaptation water management scenarios using IWRM processes and approach; • Links established with the NBI; • Field crops stress- tolerant varieties developed; • Knowledge on crop-stress varieties disseminated; • Optimal cropping pattern formulated under climate change conditions; • Optimal use of on-farm water resources.
Management and M&E	$400,468	• UNDP	