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ASSESSMENT OF DEVELOPMENT RESULTS **EGYPT**

EVALUATION OF UNDP CONTRIBUTION



HUMAN DEVELOPMENT effectiveness COORDINATION
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FO
sustainability MANAGING FOR RESULTS responsiveness
DEVELOPMENT responsiveness NATIONAL OWNER
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ASSESSMENT OF DEVELOPMENT RESULTS: EGYPT

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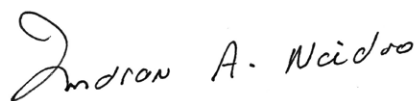
FOREWORD

The Assessment of Development Results (ADR) at the country level is a core area of the UNDP Evaluation Office's work. Through these evaluations, the Evaluation Office seeks to independently and systematically assess progress around key UNDP interventions in the countries that receive UNDP support. This ADR builds upon a previous ADR conducted in Egypt in 2004, and focuses on achievement of results during the period 2004–2011. The ADR considers all UNDP programme areas: poverty reduction and MDG achievement, democratic governance, environment and energy, and crisis prevention and recovery. It also considers the cross-cutting issues of South-South partnership and women's empowerment. The ADR provides findings and conclusions about UNDP's work in Egypt and recommends ways to enhance the alignment of UNDP strategies and programmes within the Egyptian context.

The Evaluation Office postponed finalizing this ADR for more than a year following the social and political upheavals that began in Egypt in January 2011, and which continue to this day. The postponement paralleled a UNDP management decision to delay the launch of a new country programme and action plan for Egypt pending resolution of the conflict. Readers should note that the bulk of evidence for the evaluation was gathered in 2010 and during a 2011 fact-finding mission to update the analysis in light of UNDP's changing strategies and programming. While much has changed in Egypt during the past two years, the development challenges that UNDP is helping Egypt to address persist and in some cases, have become more acute. Consequently, we are confident that this ADR remains relevant to UNDP's current and future work in Egypt.

The conclusions and recommendations from this evaluation are designed to help UNDP reflect on its effectiveness and strengthen its strategic position in Egypt. The ADR found that UNDP has made a real and significant contribution to Egypt's key development priorities, including MDG achievement. UNDP has provided strategic upstream advice as well as effective downstream programme management support across a broad and durable portfolio of development programmes, and has helped the Government of Egypt improve public service delivery at national and local levels. The ADR notes that UNDP support for decentralization and enhanced local government management and service delivery capabilities are important areas for expanded efforts, and suggests greater attention to scaling up successful demonstration projects. UNDP has made a discernible difference in support of environmental protection by helping to push important issues such as climate change adaptation and energy efficiency onto the national agenda. UNDP has also actively promoted women's empowerment and gender issues, but progress on women's empowerment in Egypt has recently stalled and is in danger of regressing.

The Evaluation Office sincerely hopes that this evaluation will support UNDP's ongoing and future efforts to enhance its existing programmes and to solidify its close partnership with the new Government of Egypt and other national partners, including from civil society, during this next era in Egypt's distinguished history.



Indran A. Naidoo
Director, Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
CCCPA	Cairo Centre for Training on Conflict Resolution and Peacekeeping in Africa
CCF	Country Cooperation Framework
CFLs	Compact fluorescent lamps
CPAP	Country Programme Action Plan
EEAA	Egyptian Environmental Affairs Agency
EHDR	Egypt Human Development Report
FGM	Female genital mutilation
GDP	Gross Domestic Product
GEF	Global Environment Facility
IDSC	Information and Decision Support Centre of the Egyptian Cabinet
ILO	International Labour Organization
MCIT	Ministry of Communication and Information Technology (Egypt)
MDG	Millennium Development Goal
ODA	Official Development Assistance
PPP	Purchasing power parity
SFD	Social Fund for Development (Egypt)
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization

EXECUTIVE SUMMARY

The Assessment of Development Results (ADR) in Egypt is an independent country-level evaluation conducted by the Evaluation Office of the United Nations Development Programme (UNDP). It assesses UNDP's overall performance and contribution to development in Egypt and draws lessons for future UNDP support to Egypt.

This is the second ADR conducted in Egypt and one of eight conducted in the region. The ADR covers the period 2004 to the present, focusing on the most recent planning cycle, 2007–2011. The ADR emphasizes interventions planned in Egypt through the UNDP country programme and corresponding Country Programme Action Plan (CPAP). These planning documents are considered within the wider context of the United Nations Development Assistance Framework (UNDAF) for Egypt, as well as the Government of Egypt's Sixth Five-Year Plan.

The evaluation was already underway when social unrest in Egypt peaked from 25 January to 11 February 2011, bringing down the previous government. The Evaluation Office opted to delay completion of the evaluation pending a new government, consistent with the UNDP management decision to delay completion of a new country programme. While the political transition in Egypt has not yet ended, it is nevertheless time to complete this exercise.

The ADR considers each UNDP practice area: democratic governance, poverty reduction, environment and energy, and crisis prevention and recovery, plus cross-cutting priorities such as women's empowerment and South-South partnerships. The intended audience includes the UNDP Executive Board, UNDP management and UNDP partners at local, national and international levels.

COUNTRY CONTEXT

Egypt has made substantial economic, social and development gains over the past two decades, achieving many of its Millennium Development Goals (MDGs) and moving into the ranks of middle-income countries. Yet significant development challenges remain, including the inequitable distribution of wealth, high population growth, gender inequality, inadequate opportunity for youth, low levels of political participation, public sector inefficiency and corruption. At the same time, Egypt is grappling with development challenges that emanate from outside its borders, including the global economic recession and climate change. While the political and social upheavals of 2011–2012 raise hope for political reform and greater social justice, the long transition period has intensified existing social and economic problems. With respect to MDG fulfilment, there has been progress towards all goals, but some are off track and others will be difficult to achieve. Egypt has met its income, child mortality and drinking water targets, but is missing targets related to women in the workplace and HIV/AIDS treatment.

Macroeconomic indicators paint a picture of economic improvement in Egypt over the past decade; however, the positive GDP numbers mask the reality that the changing Egyptian economy has not lifted all boats equally. An estimated 25.5 percent of the population lives below the international poverty line of \$2 a day. There are regional economic disparities along the urban/rural divide, and problems are especially acute in Upper Egypt, which is home to 36 percent of the population. Egypt's demographics place relentless pressure on its economy to continue rapidly expanding. In 2010, the population was estimated at 84.5 million people—more than double the population just 30 years previously. The high annual population growth rate of 1.73

percent has created a 'bubble' in the population, with close to 32 million citizens under the age of 18. Meanwhile, chronic unemployment continues to challenge the Egyptian economy. Egypt's official unemployment rate was 12.4 percent in the 2010/2011 fiscal year (24 percent for women). Almost 60 percent of the unemployed in Egypt are new entrants to the labour force. To satisfy the demand of new job seekers entering the market, 650,000 new jobs are needed each year, requiring annual GDP growth between 6 and 8 percent.

UNDP IN EGYPT

The UNDP country programme 2007-2011 is consistent with UNDP corporate strategic goals and takes into account the findings and recommendations from the previous ADR, the Egypt human development reports and progress reports on MDG achievement. UNDP's programme budget for Egypt for the 2007-2011 cycle was five times higher than it was 20 years ago, and has shifted dramatically from UNDP core financing to non-core resources. Eighty-two percent of UNDP's total annual budget in 2011 came as cost-sharing from the Government of Egypt (USD 286.8 million).

In July 2011, in the wake of the popular uprising that began on 25 January 2011, UNDP adopted an interim plan entitled 'Supporting Egypt's Transition to Democracy, 2011-2012'. The UNDP transition strategy notes the positive opportunities presented by the political transition: a new democracy brought new political parties to the fore and created more room for civil society. Public awareness has grown exponentially—especially among Egyptian youth—and citizens have escalated their demands for improved protection of their rights and an end to corruption. The transition has also brought challenges for Egypt and UNDP, including an uncertain security situation, an economy in recession and a diminished role for women in the political process. The transition strategy builds on the existing country programme and notes that UNDP will continue to provide support in the

areas of its previous engagement: poverty reduction, strengthening democratic governance and human rights, and sustainable management of the natural environment.

UNDP's work in the area of poverty reduction encompasses three outcomes. The first focuses on improved national capacity to design, apply and monitor pro-poor policies. The second focuses on national strategies that are formulated, tested and implemented to facilitate increased access to and foster the use of information and communication technology (ICT) to achieve development goals. The third outcome addresses the empowerment of women to contribute to political, economic and social change and development. Together these outcomes encompass 14 outputs and dozens of projects.

UNDP has supported the Government of Egypt's efforts to directly reduce poverty, in particular through the Social Fund for Development (SFD), which started in 1991 as a UNDP project to provide a social safety net for vulnerable groups most affected by the Government's economic reforms and structural adjustments. Since then, the SFD has evolved into a large, quasi-governmental fund focused on micro-, small- and medium-size enterprise development and job creation. During this programming cycle, UNDP worked with the Egypt Ministry of Economic Development to closely monitor Egypt's progress towards achieving the MDGs. UNDP's work on MDG monitoring has been highly relevant, generating five updates that are widely recognized for their thorough analysis of Egypt's progress towards meeting the MDGs.

A highlight of UNDP's work in Egypt has been its support for strategies to fight poverty through information and communication. The 'ICT Programme to Foster Egypt's Sustainable Human Development' (ICT4D) comprises five interrelated projects focusing on illiteracy eradication, community knowledge/e-library, community portals, smart schools and a mobile internet unit. The programme seeks to stimulate awareness of the benefits of ICT and to make ICT

more accessible and affordable for all citizens. The 'ICT4D' programme is respected by UNDP partners and many of its interventions can be considered best practice. UNDP's close partnership with the Ministry for Communications and Information Technology (MCIT) is considered a success by many observers and the partnership has engaged other government entities, including the Ministry of Health and the Postal Authority, as well as the private sector. Through the ICT4D programme, UNDP has helped the Government expand access to education through e-learning, reaching over 1 million citizens.

Gender equality is a significant human development challenge for Egypt. UNDP has been active in supporting increased women's participation in the political and judicial systems and has worked with UNICEF and UN Women to support the National Council for Childhood and Motherhood in its efforts to reduce the prevalence of traditional circumcision practices for girls, known as female genital mutilation (FGM). These efforts included the development of 120 'FGM-free Villages' across Upper and Lower Egypt.

UNDP is recognized in Egypt by a broad array of stakeholders for its publication of the Egypt human development reports (EHDRs), which are frequently cited as influencing national policy. The 2005 EHDR in particular, with its focus on 'a new social contract', was considered a breakthrough document for opening public discourse on the need to address regional economic disparities and pockets of poverty, especially in Upper Egypt.

UNDP has not been called on to play a significant role in disaster or conflict prevention and recovery in Egypt, even during the recent uprisings. UNDP has essentially focused on three discrete conflict prevention and recovery interventions: landmine clearing in the North West region, support to the Cairo Centre for Training on Conflict Resolution and Peacekeeping in Africa', and assistance in the fight to contain and neutralise the avian and H1N1 influenza pandemics in 2006 and 2009.

UNDP's decentralization assistance to the Government of Egypt is made up of four elements: policy formulation, institutional support, capacity development and coordination activities. UNDP's contribution to decentralization has been generally well conceived and carried out, and has enabled the Government of Egypt to better articulate a decentralization strategy. UNDP support in the governance area included a capacity-building initiative to expand awareness and respect for human rights among the judiciary, police and prison wardens. Because there were no follow-up assessments, it is unclear whether this human rights training programme had any impact on the views and actions of participating police, prison wardens, legal officials and media.

UNDP has developed a large and varied environmental project portfolio in Egypt and has successfully mobilized substantial resources, especially with the Global Environment Facility and bilateral donors. With UNDP support, the Government developed and implemented a National Strategy for Improving Energy Efficiency. Management at the Egyptian Environmental Affairs Agency indicate that UNDP policy and technical support has been of great benefit as Egypt strives to meet international environmental convention and protocol obligations.

The evaluation led to eight conclusions:

Conclusion 1: UNDP has contributed to Egypt's key development priorities as set out in government planning frameworks and reiterated in the situation analyses of the Cairo Agenda for Action. Country engagement with the UNDP programme is strong. The prevailing government view is that partnership with UNDP enhances opportunities for Egypt to secure international funding and to obtain high-quality technical support informed by international best practices.

Conclusion 2: UNDP has demonstrated that it can provide both strategic upstream advice and effective downstream programme management

support to the Government of Egypt across a broad portfolio of development programmes.

Conclusion 3: UNDP efforts to promote a culture of human rights in Egypt are highly relevant to the Government and citizenry, but have had little discernible impact.

Conclusion 4: UNDP has actively promoted women's empowerment and gender issues across its portfolio of programmes, and through its own hiring and human resources. Nevertheless, progress on women's empowerment in Egypt has recently stalled and is in danger of regressing.

Conclusion 5: UNDP has contributed to the Government's ongoing decentralization efforts, especially through its support for drafting a National Decentralization Strategy and efforts to enhance national government capabilities to implement this strategy. UNDP has shown that it can provide effective technical assistance to local governments on capacity building, planning support and progress monitoring for improved service delivery. UNDP has been less successful in helping the Government to scale up and replicate piloted decentralization approaches.

Conclusion 6: UNDP has had a measure of success in prompting the Government of Egypt to better address critical environmental issues facing the country.

Conclusion 7: UNDP has served the Government of Egypt as an incubator and strategic advisor for new institutions and initiatives. This additive approach has resulted in real service delivery improvements, but carries some risk over

the long term because it bypasses the need for comprehensive civil service reform.

Conclusion 8: The revised set of priorities envisioned in the 2011–2012 transition strategy are well-reasoned and build appropriately from the existing UNDP support framework, taking into consideration current national circumstances.

The evaluation puts forward four recommendations for UNDP to consider in the next Egypt country programme:

Recommendation 1: UNDP should expand its support to local governments and urban communities, emphasizing integrated planning and community participation, and focusing on economically disadvantaged communities.

Recommendation 2: UNDP should engage with the Government of Egypt in a renewed effort towards civil service reform, especially in support of government efforts to tackle corruption and promote transparency and integrity.

Recommendation 3: UNDP, together with its UN and national partners, should continue to promote the empowerment and participation of women in Egypt, and should focus special attention on opportunities for technical training.

Recommendation 4: UNDP should enhance its support in the area of environmental protection by helping the Government of Egypt to replicate and upscale successful pilot projects. In particular, UNDP should focus increased attention on energy efficiency and land degradation issues.

Chapter 1

INTRODUCTION

1.1 OBJECTIVES AND SCOPE

The Assessment of Development Results (ADR) in Egypt is an independent country-level evaluation conducted by the Evaluation Office of the United Nations Development Programme (UNDP). It assesses UNDP's overall performance and contribution to development in Egypt and draws lessons for future UNDP support to Egypt.

The objectives of the ADR were to:

- provide substantive support to the UNDP Administrator's accountability function in reporting to the UNDP Executive Board;
- support greater UNDP accountability to national stakeholders and partners in Egypt;
- serve as a means of quality assurance for UNDP interventions at the country level, assessing UNDP contributions to national efforts to address development challenges encompassing the social, economic and political spheres; and
- contribute to learning at corporate, regional and country levels.

This is the second ADR conducted in Egypt and one of eight conducted in the region.¹ The previous ADR in Egypt covered 1997–2004. The present ADR covers 2004 to the present, focusing on the most recent planning cycle, 2007–2011.² The ADR emphasizes interventions planned in Egypt through the UNDP country programme and

corresponding Country Programme Action Plan (CPAP). These planning documents are considered within the wider context of the United Nations Development Assistance Framework (UNDAF) for Egypt, as well as the Government of Egypt's Sixth Five-Year Plan. The ADR also considers historical evidence on the evolution of the UNDP country programme in Egypt and details several programmes and projects whose genesis dates back decades.

The ADR provides findings, conclusions and recommendations encompassing each UNDP practice area: democratic governance, poverty reduction, environment and energy, and crisis prevention and recovery, plus cross-cutting priorities such as gender mainstreaming and South-South partnerships. The intended audience includes the UNDP Executive Board, UNDP management and UNDP partners at local, national and international levels.

The evaluation was already underway when social unrest in Egypt peaked from 25 January to 11 February 2011, bringing down the Mubarak government. The Evaluation Office opted to delay completion of the evaluation pending a new government, consistent with the UNDP management decision to delay completion of a new country programme. The political transition in Egypt continues; however, with the election of a new president, it is now appropriate to complete the ADR, updated to reflect UNDP activities in 2011.

1 In recent years, the Evaluation Office conducted ADRs in Djibouti, Jordan, Libya, Somalia, Sudan, Syria, Tunisia, the United Arab Emirates and Yemen.

2 The programming cycle for Egypt was extended through 2012, with a transition plan in effect since January 2012. The ADR notes UNDP country office activities during the first quarter of 2012; however, key findings and assessments are based on observations during fact-finding missions carried out in 2010 and from additional materials and a brief follow-up mission in November 2011.

1.2 METHODOLOGY AND APPROACH

The Egypt ADR was conducted by UNDP's independent Evaluation Office. A team comprising a Team Leader from the Evaluation Office and three senior Egyptian consultants with expertise in specific areas of UNDP programming conducted the evaluation. The evaluation team carried out its preliminary work in the spring of 2010 and the bulk of its fact-finding work from June through October 2010.

Initially, the evaluation team planned to complete the ADR in early 2011 so it could inform the country office's preparation of the next country programme document. However, owing to the uncertainties following the 25 January 2011 uprising in Egypt and subsequent government changes, completion of both the country programme document and the ADR were delayed, pending a new government. Efforts to complete the ADR were augmented by an additional fact-finding mission in mid-November 2011. During this mission, the evaluation team met with country office personnel, the ADR Reference Group and several officials from government ministries. This report reflects UNDP's repositioned support in the evolving social and political context in Egypt.

The ADR examines UNDP contributions to national development results in terms of identified national needs and through UN and UNDP strategic planning frameworks: the UNDAF, UNDP Country Programme Document and UNDP CPAP. The ADR uses generally accepted evaluation criteria³ and associated questions to examine the UNDP contribution (see Box 1).

In the early phase of the evaluation, the evaluation team refined generic criteria into a set of specific questions covering each UNDP practice area, as well as country office management. These questions are included in Annex 4.

In developing the ADR findings, the evaluation team used a multiple method approach for data

Box 1. Evaluation criteria

Relevance: How relevant is UNDP to national development challenges and priorities as identified by the Government in line with best practices of development?

Effectiveness: How effective has UNDP been in achieving its objectives, specifically the outcomes contained in its programming documents?

Efficiency: Has UNDP made good use of its financial and human resources? Could it have achieved more with the same resources or made the same contribution with fewer resources?

Sustainability: Have the results to which UNDP contributes been sustainable?

collection. Data were harvested from document reviews, group and individual interviews, and project/field visits. The evaluation team checked its findings against supporting evidence and validated its data by consulting multiple information sources.

The evaluation team reviewed many documents, including strategic planning frameworks, evaluation reports, project documents, annual reports, financial data and other relevant information. Annex 3 contains a complete list of reviewed documents.

At the beginning of the evaluation, the evaluation team conducted a stakeholder mapping exercise to identify UNDP partners in Egypt and persons to be interviewed. The team interviewed a broad cross-section of government officials, project participants, UNDP staff, partner agency managers and programme beneficiaries. A list of people consulted is set out in Annex 2. In addition, members of the evaluation team conducted several field visits and community-level focus group discussions.

The evaluation followed a participatory approach. The Evaluation Office formed an ADR Reference Group composed of seven national stakeholders

3 As established in United Nations Evaluation Group Norms and Standards and OECD-DAC Norms and Standards.

representing government ministries, civil society and bilateral donors.⁴ The group met in Cairo on 11 October 2010 and 14 November 2011, and provided valuable comments on the status and initial findings of the evaluation.

Before beginning the evaluation, the Evaluation Office considered whether the country programme could be reliably and credibly evaluated. An evaluability assessment identified available information and ascertained whether challenges collecting additional data might arise. The Egypt country office has implemented a broad evaluation plan and the UNDP Evaluation Office had previously conducted an ADR in Egypt. The body of information generated by these reviews provided a solid foundation for the evaluation.

The ADR was conducted in compliance with United Nations Evaluation Group Norms and Standards⁵ and ethical Code of Conduct,⁶ as well as UNDP's Evaluation Policy. Although the ADR considers administrative procedures, it does not constitute an audit of the country office

and is not meant to provide a detailed analysis of human resource and procurement practices.

1.3 STRUCTURE OF THE REPORT

The structure of the ADR conforms to UNDP guidance. In addition to this introduction (chapter 1), it includes four chapters:

- **Chapter 2** identifies the development challenges facing Egypt and the national strategies adopted by the Government in response to these challenges. This chapter also describes the role of international development partners in assisting the Government of Egypt to meet its development objectives.
- **Chapter 3** presents the UNDP support framework for Egypt and considers UNDP's strategic position in the country.
- **Chapter 4** assesses UNDP's contribution to development results in Egypt.
- **Chapter 5** provides conclusions and recommendations based on the ADR findings.

4 The ADR Reference Group included Jose Lorenzo Garcia Baltasar, Cooperation Attaché, Embassy of Spain; Talaat Abdel-Malek, Economic Adviser to the Minister of International Co-operation; Heba Handoussa, Lead Author, *Egypt Human Development Report* and 'Cairo Agenda for Aid Effectiveness: Situation Analysis 2011'; Dr. Magued Osman, Director, Information Support Centre for the Egyptian Government; Dr. Maya Morsi, Project Coordinator, UN WOMEN; and Ambassador Bassem Khalil, Director, Department of International Cooperation, Ministry of Foreign Affairs.

5 Available at www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

6 Available at www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=102

Chapter 2

COUNTRY CONTEXT AND DEVELOPMENT CHALLENGES

This chapter describes the context for UNDP support in Egypt. It identifies the economic, social and environmental challenges facing the country and considers how national conditions have led to the current UNDP programme.

2.1 CHANGING NATIONAL CONTEXT

Egypt has made substantial economic, social and development gains over the past two decades, achieving many of its Millennium Development Goals (MDGs) and moving into the ranks of middle-income countries. Yet significant development challenges remain, including the inequitable distribution of wealth, high population growth, gender inequality, inadequate opportunity for youth, low levels of political participation, public sector inefficiency and corruption. At the same time, Egypt is grappling with the more recent challenges of climate change and global economic recession.⁷ While the political and social upheavals of 2011–2012 raise hope for political reform and greater social justice, the long transition period has intensified existing social and economic problems.

EXPANDING MARKET-BASED ECONOMY

Starting in the mid-1990s, the Government of Egypt overhauled its economy, instituting economic reforms and stabilization programmes and implementing a massive external debt relief effort. Collectively, these efforts helped resuscitate

the economy. Egypt's reinvigorated, market-oriented economy surged into the new millennium, with annual Gross Domestic Product (GDP) growth above 5 percent, reaching 7 percent from 2006–2008. At the end of 2010, GDP stood at USD 500 billion (purchasing power parity, or PPP).⁸

A range of social development indices show progress: infant mortality declined from 68 deaths per 1,000 births in 1990 to 19 deaths per 1,000 births in 2010. Adult literacy rates rose to 66.4 percent in 2010.⁹ Egyptians are living longer, with life expectancy at birth increasing from 52 years in 1960 to 73.2 years in 2010. Various quality of life indicators suggest widespread improvement: all citizens now have access to 'improved' drinking water resources. By 2008, 97 percent of the urban population and 94 percent of the rural population were using improved sanitation facilities.

Between 2000 and 2010, Egyptian exports tripled in value, foreign investment reached record levels and public debt dropped by a third. Even during the worldwide economic downturn in 2009, Egypt's strong domestic demand kept its economy growing by 4.6 percent. In 2011, real GDP per capita stood at USD 5,151 (PPP).¹⁰ Egypt's access to the Nile; deep groundwater aquifers; substantial oil and gas reserves; and abundant seams of iron ore, phosphates, manganese, marble, granite and gold make it relatively rich in natural resources.¹¹

7 These challenges were articulated in the 'Cairo Agenda for Action on Aid Effectiveness: A Mutual Strategy for Development Cooperation, Situation Analysis 2010', developed by the Government of Egypt and the UN country team with civil society input. Similar challenges were identified in the Government of Egypt's publication, *Achieving the Millennium Development Goals: A Midpoint Assessment*, Ministry of Economic Development, 2008.

8 *Egypt Human Development Report*, 2011.

9 Ibid.

10 International Monetary Fund, World Economic Outlook Database, September 2011.

11 Ministry of Finance press release, BOP performance FY 2011/2012.

The tumult of 2011 and 2012 and continuing uncertainty about Egypt's future have had economic consequences, and the new Government faces mounting economic pressures. Although remittances from abroad increased from USD 12.5 billion in 2010 to USD 14.3 billion in 2011, and Suez Canal earnings increased from USD 4.8 billion to USD 5.2 billion during this period, tourism revenues fell by 30.5 percent, to USD 8.7 billion in 2011. Tourism typically generates up to 5 million jobs in Egypt and 11 percent of its GDP. All in all, the Egyptian Ministry of Finance indicates that real GDP shrank by 0.6 percent in the fiscal year 2010–2011.

AGRICULTURE

Although its population doubled in the last 30 years,¹² and more arable land is moving from agricultural to residential and commercial uses, Egypt continues to expand agricultural production. It imports proportionately less food now than it did in 1990. The USD 6 billion in food imports in 2010 were partially offset by USD 2 billion in exports. Increasingly successful desert reclamation projects, more sophisticated agribusiness expansion, and greatly increased yields have enabled Egypt to increase its domestic agricultural production 50 percent since the mid-1990s.

TELECOMMUNICATIONS

Egypt has moved rapidly into the information age. Mobile telecommunication services were first introduced to Egypt in 1998, when two operators obtained licenses. At the end of 2001, mobile operators served 3.4 million users. By 2005, this figure had more than trebled to 11.2 million users. In 2007, a third operator was licensed; 70 percent of the Egyptian population now has mobile phone subscriptions.

Meanwhile, internet access in Egypt is increasing exponentially, also with considerable private sector engagement. The Egyptian Universities Network of the Supreme Council of Egyptian

Universities brought the internet to Egypt in 1993. Starting in 2000, internet use expanded with the launch of Information Technology Clubs supported by the Ministry of Communication and Information Technology in collaboration with the private sector. As of 2010, there were more than 2,100 Information Technology Clubs around Egypt, serving over 1 million users and generating 8,000 jobs countrywide. Internet use reached 18.86 percent of the population in 2009.

The information and communications technology (ICT) sector is now a major contributor to the Egyptian economy. In the second quarter of 2010, the sector's revenues were LE 11.46 billion. It contributed 4.6 percent to real GDP in 2010, with exports of around USD 1.1 billion. The sector employs close to 200,000 persons.

MILLENNIUM DEVELOPMENT GOALS

Following Egypt's endorsement of the Millennium Development Declaration in 2000, successive government five-year plans focused on overcoming the impediments to achieving the MDGs. The Fifth Five-Year Plan (2002–2007) centred on improving the quality of life, raising the standard of living, increasing employment opportunities, reducing poverty and providing social security for poor families. The Sixth Five-Year Plan (2007–2012) focused on sustainable growth and infrastructure development and set an 8 percent annual growth rate goal, with expectations to provide job opportunities for 3.8 million workers. Plans included intensifying investments in infrastructure projects: 25 percent of infrastructure investments were earmarked for investments in both water and sanitation, and 15 percent apiece was earmarked for investment in transportation, education and health. The plan also allocated 42 percent of local public investments to fostering development in Upper Egypt.

Egypt has progressed towards meeting the MDGs. Periodic UNDP-supported assessments by the Egyptian Ministry of Economic

12 Egypt State Information Service, <http://www.sis.gov.eg/VR/population/english/population1.html>

Development indicate that Egypt remains on track to achieve most of its MDG targets, despite the recent global economic downturn and national political transformation. MDG reviews, including the most recent in 2010, note progress towards achieving all goals, but indicate that

some are off track and others will be difficult to achieve. Egypt has met its income, child mortality and drinking water targets, but targets related to women in the workplace and HIV/AIDS treatment are off track. Table 1 sets out the progress made towards each MDG as of 2010.

Table 1. MDG tracking for Egypt, 2010					
Goal / Target	Track status				
	Achieved	On track	Possible to achieve	Off track	Insufficient information
Goal 1: Eradicate extreme poverty and hunger					
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than 1.25 dollar a day					
Target 2: Achieve full and productive employment and decent work for all, including women and young people					
Target 3: Halve, between 1990 and 2015, the proportion of people who suffer hunger					
Goal 2: Achieve universal primary education					
Target 4: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling					
Goal 3: Promote gender equality and empower women					
Target 5: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015					
Goal 4: Reduce child mortality					
Target 6: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate					
Goal 5: Improve maternal health					
Target 7: Reduce by three quarters, between 1990 and 2015, the maternal mortality rate					
Target 8: Achieve, by 2015, universal access to reproductive health					
Goal 6: Combat HIV/AIDS, malaria and other diseases					
Target 9: Have halted by 2015 and begun to reverse the spread of HIV/AIDS					
Target 10: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it					
Target 11: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases					

Table 1. MDG tracking for Egypt, 2010 (continued)					
Goal / Target	Track status				
	Achieved	On track	Possible to achieve	Off track	Insufficient information
Goal 7: Ensure environmental sustainability					
Target 12: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources					
Target 13: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss					
Target 14: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation					
A: Drinking water					
B: Basic sanitation					
Target 15: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers					
Goal 8: Develop a global partnership for development					
Target 16: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system					
Target 17: Address the special needs of the least developed countries					
Target 18: Address the special needs of landlocked developing countries and small island developing states					
Target 19: Deal comprehensively with the debt problems of developing countries					
Target 20: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries					
Target 21: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications					

Source: Egypt Ministry of Economic Development and UNDP, *Egypt's Progress Towards Achieving the Millennium Development Goals, 2010*, pg.151.

INCOME DISPARITIES

Macroeconomic indicators paint a picture of economic improvement. However, these indicators should be viewed in the context of Egypt's first major political upheaval since independence. The positive GDP numbers mask the reality that the changing Egyptian economy has not lifted

all boats equally. Egypt's human development index rating stands at 0.644, placing it 113th out of 187 countries with comparable data. This rating has changed only marginally in the past decade and exposes large disparities in wealth. An estimated 25.5 percent of the population lives below the international poverty line of

\$2 a day.¹³ As detailed in the 2010 MDG review, there are regional economic disparities along the urban/rural divide. Problems are especially acute in Upper Egypt, which is home to 36 percent of the population and two thirds of Egyptians living below the poverty line.¹⁴

POPULATION GROWTH AND UNEMPLOYMENT

Egypt's demographics place relentless pressure on its economy to continue rapidly expanding. In 2010, the population was estimated at 84.5 million people—more than double the population just 30 years previously.¹⁵ Virtually all Egyptians live in the 5 percent of the country that is not desert, packed densely into the Nile valley and delta. Metropolitan Cairo, including the Cairo, Giza and Qalyubia Governorates, is home to 20 million people. The high annual population growth rate of 1.73 percent¹⁶ has created a 'bubble' in the population, with close to 32 million citizens under the age of 18.

Chronic unemployment continues to challenge the Egyptian economy. Egypt's official unemployment rate was 9.2 percent in the 2000/2001 fiscal year (20.2 percent for women), increasing to 12.4 percent in the 2010/2011 fiscal year (24 percent for women). Almost 60 percent of the unemployed in Egypt are new entrants to the labour force. To satisfy the demand of new job seekers entering the market, 650,000 new jobs are needed each year, requiring annual GDP growth between 6 percent and 8 percent. Given the limited capacity of the formal private sector to provide jobs, the informal sector—estimated at one third to one half of official GDP—plays an important role in generating employment opportunities.

ENVIRONMENTAL STRESS

Egypt's rapid development over the past 30 years has brought environmental challenges. High population densities in the Nile corridor, especially in the Cairo and Alexandria metropolitan areas, place a heavy burden on Egypt's infrastructure, services and natural resources. Large-scale urbanization impinges on Egypt's limited fertile land, while human encroachment and inadequate public awareness about conservation have eroded the delta's rich biological diversity. Furthermore, Egypt is struggling with various forms of desertification and the degradation of irrigated and rain-fed farmland.

DISASTER RISK

From 1987 to 2008, 20 natural disaster events were recorded in Egypt, with a collective loss of life under 1,500 persons and economic damage around USD 1.3 billion. Over 80 percent of these occurrences, and likely future risks, relate to earthquakes and floods. An added, longer term concern is the spectre of sea level rise due to global warming and its potential impact on the Nile Delta.

CORRUPTION AND HUMAN RIGHTS

Egypt's constitution provides the basic framework for the protection of human rights. It guarantees freedom of speech, the press, religion, peaceful assembly, a fair trial, association and includes provisions against torture. The constitution also forbids censorship except during a state of emergency, and establishes mechanisms through which its rights are protected.

Several key ministries in Egypt have human rights divisions, including the Ministry of Justice

13 Egypt Central Agency for Public Mobilization and Statistics, 2012.

14 Egypt Ministry of Economic Development and UNDP, *Egypt's Progress Towards Achieving the Millennium Development Goals*, 2010.

15 The Central Agency for Public Mobilization and Statistics 'population clock' indicates the population of Egypt was 82,311,180 as of July 2012. See <http://www.msrintranet.capmas.gov.eg/pls/fdl/>

16 World Bank data, 2010.

and the Ministry of Foreign Affairs. Egypt is a signatory to most major international human rights conventions and agreements, including the Universal Declaration of Human Rights, the Convention against Corruption and the Convention on the Elimination of all Forms of Discrimination against Women.¹⁷

Despite these protections, the observance and protection of human rights in Egypt remains a cause for concern. At the 2010 meeting of the UN Human Rights Council, the previous Egyptian Government made several promises that remain unfulfilled. These include promises to:

- proceed with an ongoing review of national laws to ensure that they conform to international human rights obligations;
- lift the state of emergency in place since 1981;
- expedite reform of the criminal code to include a definition of torture in accordance with the Convention Against Torture; and
- repeal laws that allow journalists to be imprisoned for their writing.

These unmet promises remain on the table for the new Egyptian Government to address.

Government corruption is also a problem in Egypt. The 2010 Global Integrity report¹⁸ gave Egypt a weak overall integrity rating and noted a trend of increased corruption from 2006 to 2010. The report cites Egypt as lacking regulations to enable public access to information, with several laws specifically denying citizens access rights. Media bias has been a problem, and the Government exercises considerable censorship over the internet and other information channels. Furthermore, there are few effective conflict of interest safeguards in place that cover senior officials and the budget process lacks transparency.

CIVIL SOCIETY

UNDP has made a good faith effort to engage with civil society partners within the parameters allowed by the Government. The Government of Egypt has permitted UNDP to partner with civil society, but not to independently 'initiate or mediate' work with non-governmental organizations (NGOs).

Despite these constraints, UNDP has engaged actively with civil society through an array of poverty programmes and environmental projects, particularly in its capacity as the manager of the Small Grants Programme of the Global Environment Facility (GEF).

Egyptian law allows NGOs to form and operate. Law 84/2002 defines the requirements and conditions for community development associations. They must register with the Ministry of Social Solidarity and then mitigate any objections before registration is granted. They are not permitted to engage in military activities; threaten national unity; violate public order or morality; or advocate discrimination against citizens on account of sex, origin, colour, language, religion or creed; and they cannot practice any political or trade activity. Community development associations are not allowed to receive foreign funding.

While Law 84/2002 is considered a significant improvement on previous laws governing NGOs, certain provisions, and their arbitrary enforcement, are criticized as violating Egypt's international legal obligation to uphold freedom of association. During the 2011/2012 election, NGOs and foreign funding became an internationally recognized concern. In December 2011, 17 NGOs participating in the elections process were accused of not complying with Law 84/2002, and in particular, enabling foreign interference in Egyptian affairs.

17 Office of the United Nations High Commissioner for Human Rights, Human Rights Council, Working Group on the Universal Periodic Review, Seventh Session, Geneva, 8 – 19 February, 2010, 5/1.

18 Available at <http://www.globalintegrity.org/report>

2.2 INTERNATIONAL ASSISTANCE TO EGYPT

To place UNDP's role and activities in Egypt in context, it is useful to consider the wider parameters of foreign assistance to Egypt. The flow of official development assistance (ODA) in 1990 was USD 5.4 billion, but by 1999, it had fallen to USD 1.6 billion. The decline continued into the new millennium; in 2007, net ODA to Egypt was USD 1,107 million and by 2009 it had fallen again to USD 925 million. The decline has been in absolute terms as well as percentage of GDP, and in relation to budget revenues and exports of goods and services. From 1990 to 1999, ODA per capita dropped from USD 103.4 to USD 24.9. As a ratio of GDP, foreign aid made up 6.8 per cent of GDP in the mid-1990s. Today, ODA to Egypt represents less than 1 per cent of GDP, and is low on the list of sectors that drive the economy. Egypt's most important development partners are European Union institutions, France, Germany, Japan and the United States. Egypt also receives ODA from neighbouring Arab states and regional organizations, including the Arab Fund for Economic and Social Development.

Egypt's many bilateral and multilateral donors have made a concerted effort over the past two decades to more closely coordinate their support programmes. To that end, an informal Donors Assistance Group was established to help donor countries, bilateral and multilateral agencies enhance their coordination and dialogue with the Government of Egypt on policy issues. Renamed the Development Partners Group, the group comprises 24 bilateral partners and eight multilateral agencies, including the United Nations and

the World Bank.¹⁹ The current and previous UN Resident Coordinators have played major management roles in the Development Partners Group and UNDP provides secretariat support.

CAIRO AGENDA FOR ACTION ON AID EFFECTIVENESS

In 2009, the Development Partners Group launched an effort to develop the 'Cairo Agenda for Action on Aid Effectiveness: A Mutual Strategy for Development Cooperation'. The agenda was designed to advance aid coordination in line with the vision and goals set out in the Paris Declaration on Aid Effectiveness (2005) and subsequent Accra Agenda for Action (2008).

The Cairo Agenda for Action notes Egypt's changing development context as it transitions to middle-income country status and receives less support from longstanding donors. The Agenda was designed to maximize the effectiveness of development support to Egypt by clarifying national development priorities and strategies, and ensuring better coordination within government and among its partners, with greater attention to monitoring and reporting.²⁰

In 2010, a task force established by the Development Partners Group released its 'Situation Analysis: Key Development Challenges Facing Egypt'.²¹ Devised in close cooperation with the Government of Egypt, the analysis sets out the main challenges that Egypt is expected to face over the next 5 to 10 years. The analysis marks the first time in Egypt that the UN's priorities and the priorities of the wider development community were combined in a common assessment.

19 The Development Partners Group includes 27 countries and bilateral organizations (Argentina, Australia, Belgium, Brazil, Canada, Denmark, the European Union, Finland, France, the French Development Agency, Germany, GIZ, India, Indonesia, Ireland, Italy, Japan (Japan International Cooperation Agency), KfW, Korea (Korea International Cooperation Agency), Mexico, Netherlands, Norway, Russia, Spain, Sweden, Switzerland, Turkey, the United Kingdom, the US Agency for International Development); and 12 multilateral organizations (the African Development Bank, the European Union, the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development, the International Labour Organization, UNDP, the United Nations Population Fund, UNICEF, the United Nations Industrial Development Organization, the United Nations Office on Drugs and Crime, the World Food Programme and the World Bank).

20 'Cairo Agenda for Action on Aid Effectiveness: A Mutual Strategy for Development Cooperation', 2009.

21 'Situation Analysis: Key Development Challenges Facing Egypt', 2010, Situation Analysis Task Force.

Three additional deliverables are planned under the Cairo Agenda for Action: the elaboration of country development priorities; results-based management arrangements in aid-receiving ministries; and a plan of action on aid effectiveness. While donor coordination efforts

are not unique to Egypt, the degree of cooperation achieved—and the significant national government and civil society (academic) ownership of the process—make the Cairo Agenda for Action a best practice model of donor-beneficiary coordination.

Chapter 3

UNDP RESPONSE

This chapter examines how UNDP has positioned itself strategically and how the policies and programmes within its support framework relate to contributions by the UN country team and other international development partners.

The UN opened its first office in Cairo in 1953 under what was then known as the 'UN Expanded Programme of Technical Assistance'. In 1958, the UN expanded its work in Egypt with the launch of the UN Special Fund, which in 1966 became UNDP.

UNDP's country operations are led by a Resident Representative, and, since 2007, a Country Director.²² Since 1997, the Resident Representative has also served as the UN Resident Coordinator, charged with coordinating the activities of the nearly two dozen UN agencies working in Egypt.

THE UN COUNTRY TEAM

UNDP has played a central and constructive role in efforts to build greater cohesion and cooperation across UN agencies. The number of jointly implemented programmes and projects continues to expand, including joint programmes with UNICEF; the United Nations Educational, Scientific and Cultural Organization (UNESCO); the United Nations Population Fund (UNFPA); the International Labour Organization (ILO); UN Women; the World Bank; and others. In addition, UNDP's technical and administrative support has been instrumental in helping the Resident Representative/Resident Coordinator

achieve and maintain an effective coordinating role within the large donor community.

The current UNDAF for Egypt (2007–2011) was designed to help the Government achieve the goals of its Sixth Five-Year Plan (2007–2011). The UN Common Country Assessment of 2006 established the context for the UNDAF and was developed in consultation with the Government of Egypt, UN system partners, research institutions and NGOs. The UNDAF defines three general outcomes: reinforcing state capacities, strengthening human capabilities and improving governance.²³

A mid-term review of the UNDAF was conducted in July 2009.²⁴ It focused on the UNDAF's relevance to government priorities, its main achievements, and the effectiveness of its monitoring and evaluation (M&E) system and coordination mechanisms. The review team found the UNDAF to be in line with internationally agreed development goals, including the MDGs, and in line with government policies. The reviewers noted that the UNDAF did not have strong government ownership and entailed minimal involvement from civil society organizations.

The reviewers paid particular attention to the design and focus of the UNDAF. They noted that the UN country team interpreted the UNDAF guidance as a framework reflecting most of the activities carried out by UN agencies in Egypt. The reviewers found problems of coherence and discordance between planned lower level country programme outcomes and

22 James Rawley was the Resident Representative during the evaluation period and Mounir Tabet was the Country Director.

23 UNDAF 2007–2011.

24 Private, Christian and Quesnel Jean Serge, Government of Egypt – UN Development Assistance Framework, 2007–2011, Mid-term Review; 8 July 2009, commissioned by the UN Country Team – Egypt.

higher level UNDAF outcomes. The reviewers acknowledged the challenge of harmonizing interventions across the 24 UN agencies working in Egypt and recommended a multi-partner analytical process. The 2010 Situation Analysis was conducted in response to this suggestion.

UN JOINT PROGRAMMING

Consistent with UN reform efforts, the UN country team in Egypt is expected to improve its coordination and to develop joint programmes where synergies can enhance the quality and consistency of UN support. Since 2007, the UN country team has been increasing its joint programming.

The UN country team highlighted 13 joint programmes in the review conducted for this ADR. UNDP participates in nine:

1. Strategic urban development plan for the Greater Cairo Region (UNDP, UN Habitat) 2007–2011, USD 5,250,000
2. UN Joint Programme of Support on HIV/AIDS (UNHCR, UNICEF, UNDP, UNFPA, UNODC, ILO, UNESCO, WHO, UN AIDS, UNWOMEN, IOM, UNIC) 2010–2011, USD 3,786,266
3. Climate change risk management in Egypt (UNDP, FAO, UNEP, UNIDO, UNESCO, IFAD) 2008–2011, USD 4,000,000
4. The Dahshur World Heritage Site mobilization for cultural heritage for community development (UNDP, ILO, UNIDO, UNESCO, World Tourism Organization) 2009–2012, USD 3,095,086
5. Enhancing the knowledge and policy analysis skills of female MPs to strengthen their oversight and legislative functions (UN Women and UNDP) 2006–2009, USD 120,000
6. The abandonment of female genital mutilation/cutting and combating other forms of violence against children (UNDP, UNFPA,

UNWOMEN, UNICEF) 2009–2012, USD 6,842,158

7. Pro-poor horticulture and value chains in Upper Egypt (UNDP, UNIDO, UNWOMEN, ILO) 2010–2012, USD 7,500,000
8. Integrated programme to promote the right of persons with disabilities in Egypt (UNDP, ILO, WHO, UNICEF) 2009–2013, USD 1,150,000
9. Study on human trafficking in Egypt (UNDP, ILO, UNFPA, UNODC, UNWOMEN, IOM) 2009–2010, USD 100,000

3.1 UNDP COUNTRY PROGRAMME 2007–2011

UNDP organizes its support through multi-year frameworks, previously termed ‘country cooperation frameworks’ (CCFs). Earlier CCFs covered the periods 1997–2001 and 2002–2006. The UNDP planning cycle has been revised to produce a Country Programme Document and Country Programme Action Plan for the period 2007–2011.

Through these planning frameworks, UNDP Egypt has focused its support on three of UNDP’s core focal areas: reducing human poverty, fostering democratic governance, and managing energy and the environment for sustainable development.²⁵ UNDP’s multi-year frameworks directly coincide with the Egyptian Government’s planning cycle; the Government’s Sixth Five-Year Plan covered 2007–2012.

Over 15 years of support, UNDP’s planning frameworks developed incrementally and focused on similar priorities. The first CCF began in 1997 and focused on government efforts to achieve sustainable growth with equity. It emphasized poverty eradication and sustainable livelihoods, environmental protection and sustainable natural resource use, and the promotion of sound governance.

²⁵ The fourth practice area, crisis prevention and recovery, was added during the last planning cycle.

The subsequent CCF, initiated in 2002, likewise focused on policy support for job creation and capacity development, environmental management and governance for human development. In addressing these concerns, UNDP indicated that it would provide more policy analysis and advocacy support than previously. It also indicated that it would demonstrate policy development through pilot projects, partnership, and resource mobilization. There was significant continuity in programming across the first and second CCFs. The 2002 CCF highlighted the need to address the social impacts of economic reform, and indicated UNDP would work closely with Egypt's Social Fund for Development on the social safety net for Egyptians.

The UNDP country programme 2007-2011 was designed to conform to the 2007-2011 UNDAF

and was developed in consultation with other UN country team members, national counterparts, development partners and other stakeholders. The country programme is consistent with UNDP corporate strategic goals and takes into account findings and recommendations from the previous ADR, the Egypt human development reports and progress reports on MDG achievement.

Table 2 sets out the nine Country Programme Action Plan (CPAP) outcomes, framed around the three UNDAF priority areas of state capacities, human capabilities and essential links agreed upon with the Government in 2007. In conforming to the Egypt UNDAF, the 2007-2011 CPAP outcome format departs from the standard format for UNDP Country Programme Documents, which are usually formulated around UNDP practice areas.

Table 2. UNDP 2007–2011 Country Programme Action Plan outcomes

A	Reinforcing state capacities
1	Improved national capacity to design, apply and monitor pro-poor policies while addressing geographical disparities
2	National strategies formulated, tested and implemented to facilitate increased access and foster use of ICTs to achieve development goals
3	Conflict prevention and peace-building approaches informed/factored in national development frameworks, and integrated programmes designed and implemented at national and local levels
B	Strengthening human capabilities
4	Decentralization policies formulated/reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery
5	Women empowered to contribute to political, economic and social change/development
6	Sustainable management of environment and natural resources incorporated into poverty reduction strategies/key national development frameworks and sector strategies
7	Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides
C	Reinforcing links of democratic governance
8	Human rights/security promoted and protected
9	Democratic institutions and practices are strengthened and a culture of human rights through active citizenship is promoted

3.2 UNDP TRANSITION STRATEGY 2011-2012

In 2010 and early 2011, UNDP and other members of the UN country team were in the midst of developing the next UNDAF with the national Government and establishing new country programming documents and action plans. With the popular uprising that began in Egypt on 25 January 2011, the UN country team opted to delay new strategic plans until a new government partner was in place. UNDP adopted an interim plan in July 2011, entitled 'Supporting Egypt's Transition to Democracy, 2011-2012'. Several other UN agencies followed a similar interim planning process.

The UNDP transition strategy notes the positive opportunities presented by the political transition: a new democracy brought new political parties to the fore and created more room for civil society. Public awareness has grown exponentially—especially among Egyptian youth—and citizens have escalated their demands for improved protection of their rights and an end to corruption. The transition has also brought challenges for Egypt and UNDP, including an uncertain security situation, an economy in recession and a diminished role for women in the political process.

The transition strategy builds on the existing country programme document and CPAP, and notes that UNDP will continue to provide support in the areas of its previous engagement: poverty reduction, strengthening democratic governance and human rights, and sustainable management of the natural environment.

With respect to poverty reduction, UNDP will continue its efforts to foster employment, promote social protection schemes and monitor poverty. Efforts to develop inclusive markets through micro-, small- and medium-size enterprises are highlighted, as are efforts to assist the Ministry of Social Solidarity to develop alternative subsidy policies and programmes, and to pilot cash transfer models.

In the area of sustainable management of the natural environment, the transition strategy emphasizes ongoing assistance in the areas of climate change and wildlife conservation. It pays special attention to UNDP support for climate change mitigation and adaptation activities, in coordination with five other UN agencies and the Government of Egypt.

The transition strategy also sets out four new priorities that will help define UNDP's work through the end of 2012:

1. Supporting expanded and effective political participation
 - strengthening national dialogue for democratic transition
 - enhancing knowledge of other country experiences in times of democratic transition
 - supporting transparent and fair elections
 - implementing flagship programme in support of youth
 - encouraging constitutional reforms
 - enhancing political participation of women
 - enhancing participation through civic education
2. Supporting greater transparency and accountability
 - strengthening legislative and oversight structures
 - promoting transparency and anti-corruption
 - promoting results-based management in the public service
 - improving cooperation on police reform
3. Promoting a culture of human rights and enhancing access to justice
 - building capacity for human rights
 - increasing access to justice and rule of law

4. Supporting local development, poverty reduction and social justice
 - strengthening local governance, decentralization and service delivery
 - reducing poverty through micro and small enterprises and targeted social protection

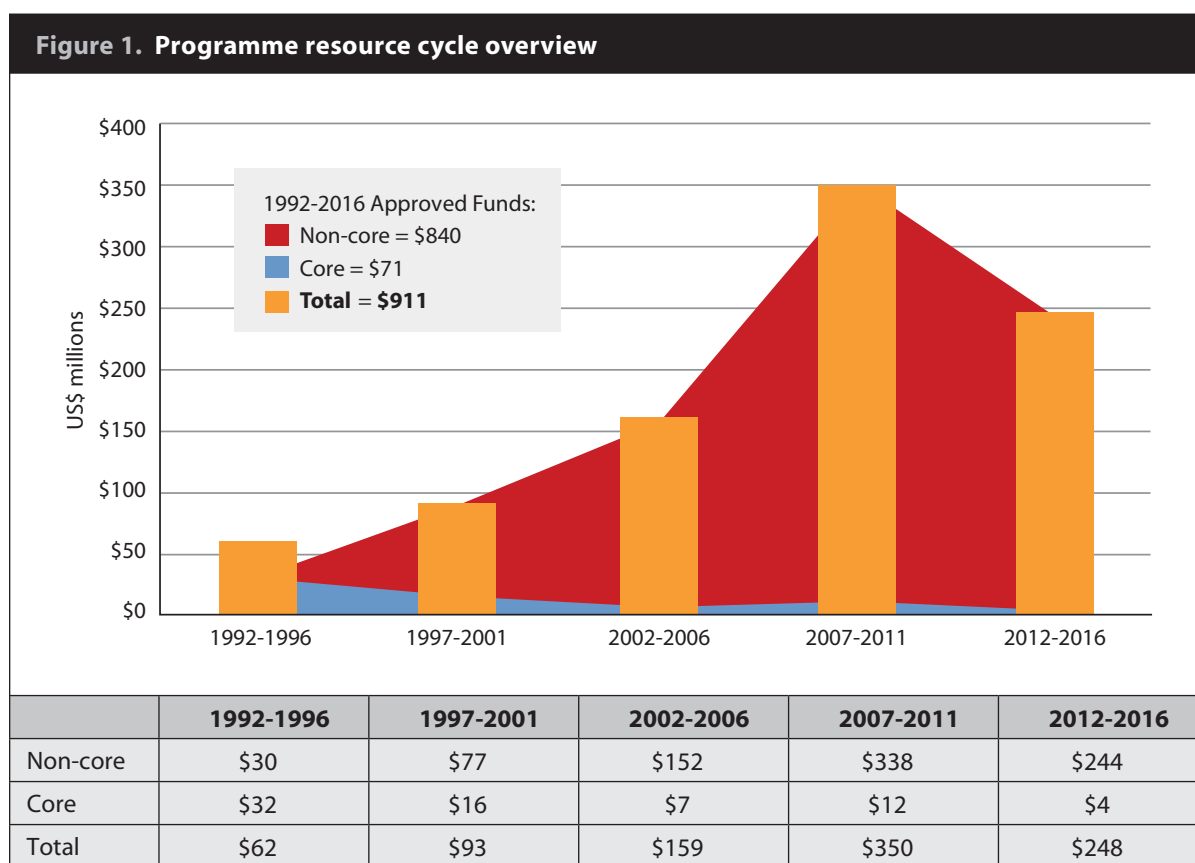
3.3 UNDP EGYPT PROGRAMME IMPLEMENTATION AND BUDGET

As illustrated in Figure 1, UNDP's programme budget for Egypt during the five-year cycle just completed was five times larger than the 1992–1996 period. The source of funding has also changed significantly. Twenty years ago, core UNDP funds totalled USD 32 million (roughly USD 6 million per year) and accounted for just over 50 percent of the total country office budget. In the period just concluded, core funding fell by two thirds, to USD 13 million over the

five-year period. During the same period, non-core resources increased from USD 30 million to USD 338 million. Non-core resources constituted 96 percent of the UNDP budget in Egypt during the last cycle. As reflected in Figure 2, 82 percent of total resource, and 85 percent of non-core resources, were provided as cost-sharing from the Government of Egypt (USD 286.8 million).

The first four cycles shown in Figure 1 represent actual expenditures. The fifth is a projection for the period 2012–2016 based on programmes and projects slated for closure, and others now in the pipeline or anticipated. While these future cycle figures are speculative, they highlight country office expectations that the current high level of funding is not likely to continue.

Figure 2 breaks out actual expenditures by fund during the last programming cycle, 2007–2011. The Government of Egypt cost share came to



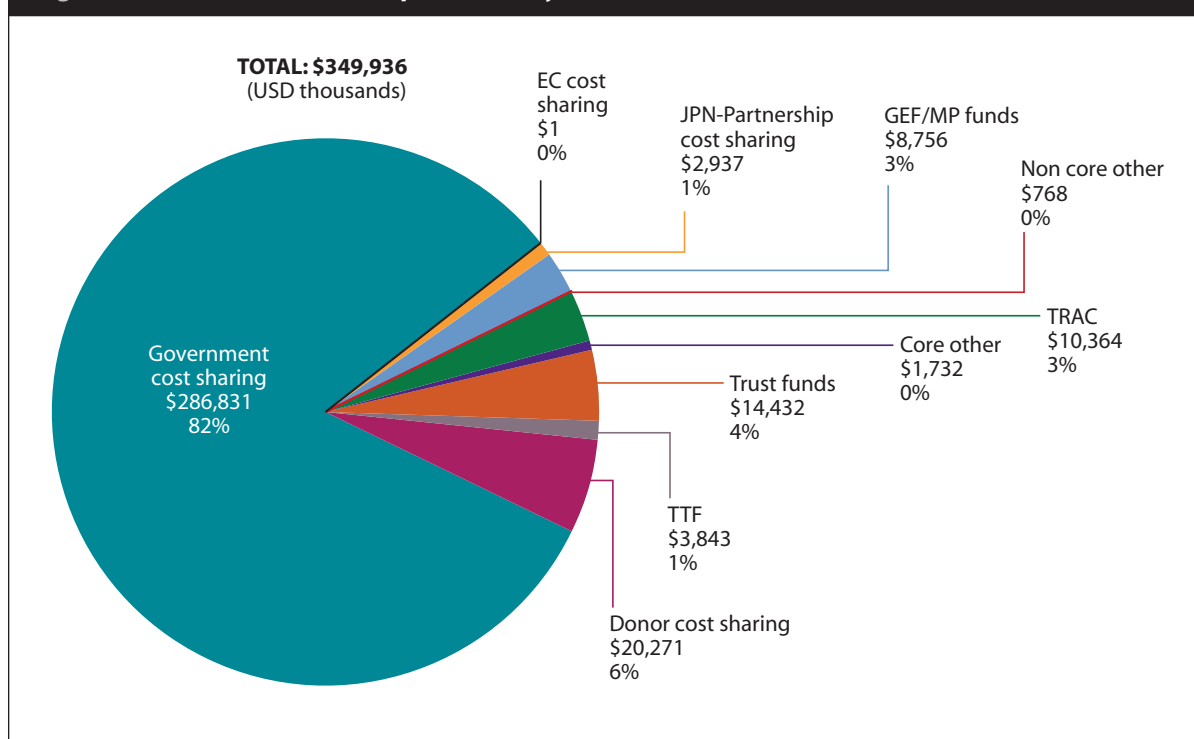
Source: Figure produced by UN country office, Egypt.

82 percent of total expenditures during this period, with donor cost sharing at 6 percent (USD 20.3 million), and UNDP core funding at just under 4 percent (TRAC plus 'Core Other').²⁶ Project financing from the GEF almost equalled UNDP TRAC financing (USD 8.8 million, or 3 percent of total) and the remaining expenditures came from various trust funds.

As of 2011, Egypt ranked 13th among UNDP country offices in terms of total expenditures (USD 71.85 million). Figure 3 displays expenditures by focal area for the period 2007–2011. It shows a general consistency in programming, with increasing funds in the area of poverty reduction and MDG achievement.

The reduction in the 'other' category in Figure 3 reflects reduced funding for the Operational Unit for Development Assistance. UNDP and the Egypt Ministry for Foreign Affairs established the unit in 1992 and in 2002 it became operational under the Minister of International Cooperation. The Operational Unit for Development Assistance provides operational assistance to national development entities managing UN development support programmes through national execution modalities. Virtually all of the funds to support the Operational Unit for Development Assistance have come as cost share from the Government of Egypt. The unit is now fully functional and provides project management services to the various ministries.

Figure 2. 2007–2011 actual expenditure by fund²⁷

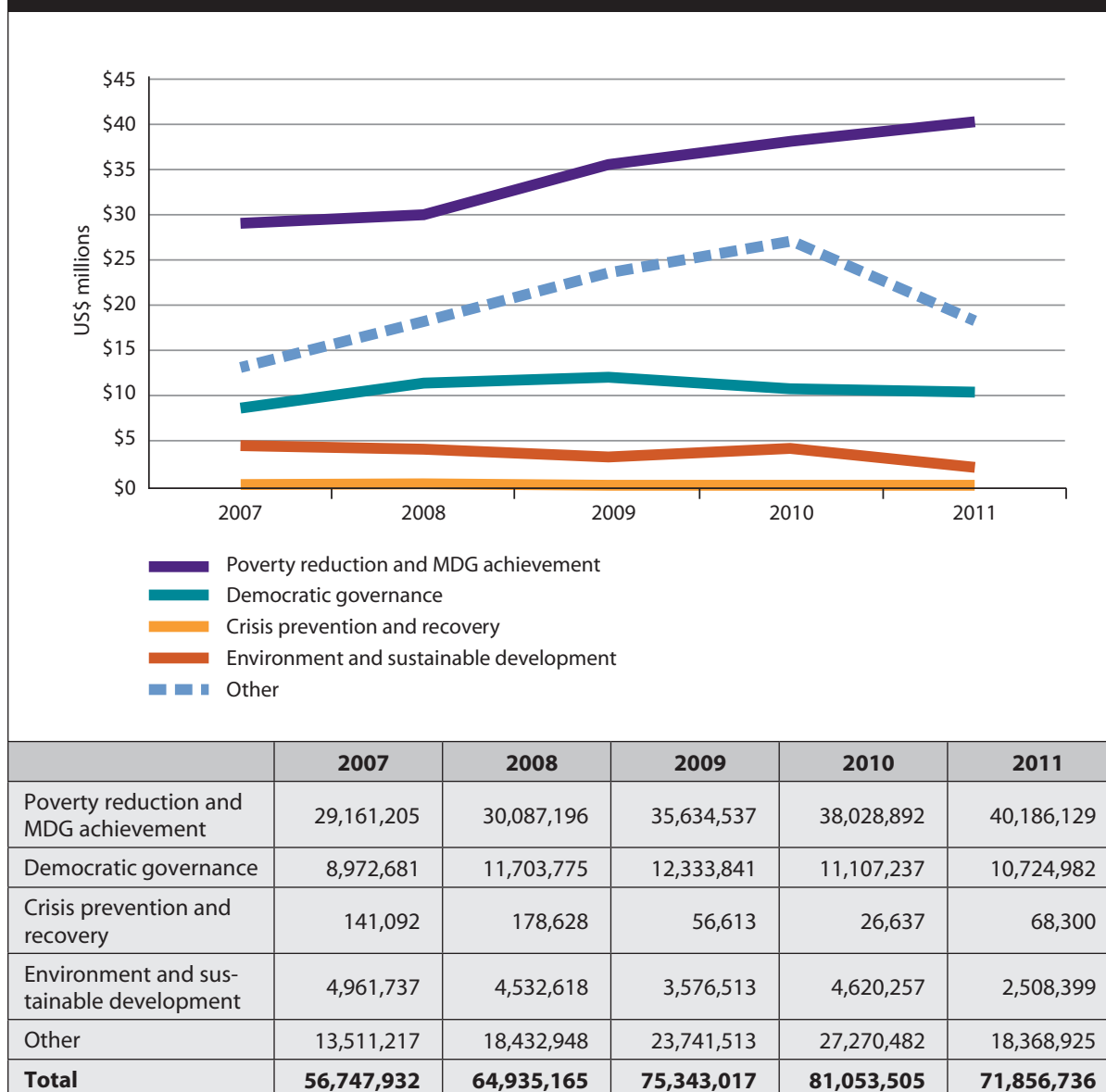


Source: Figure produced by UN country office, Egypt.

²⁶ TRAC (Target for Resource Assignment from the Core) refers to the level of funding that UNDP expects to make available from regular (core) resources during a specified period to finance UNDP programming at the country level.

²⁷ Table abbreviations are as follows: GOV: Government of Egypt; JPN: Government of Japan; GEF: Global Environment Facility; MP: Montreal Protocol (for the phase-out of ozone-depleting substances); EC: European Commission; TRAC: UNDP core funding; TTF: Thematic Trust Funds.

Figure 3. UNDP Egypt 2007-2011 expenditures by focal area



3.4 PROGRAMME MANAGEMENT AND EXECUTION MODALITIES

The Egypt country office has 67 employees and 90 percent of the posts are held by Egyptians. There are six international staff. The UNDP programme operates almost exclusively in the national execution/implementation modality, which means that the day-to-day management of programmes and projects is handled by specific ministries, programme offices and centres, based on agreed contractual terms.

Egypt was a first mover in the transition to national execution (later renamed 'national implementation'). As early as 15 years ago, some projects in Egypt were nationally executed, in keeping with an overarching strategy to phase UNDP support towards policy reform. The shift to a national execution/national implementation modality was designed to develop national capacities, and included support for national think tanks to help define and manage long-term strategy development, and for task forces, to define

substantive development policies. The national implementation modality also includes support for technical secretariats to manage policies and resources in specific areas, and for operational units, to implement activities.

As required of each UNDP country office, the Egypt office conducts an array of M&E programming. It developed an evaluation plan in preparation for the 2007–2011 programming cycle, which includes evaluations in each practice area, at the programme and project level. The evaluation programme is well-planned and

reasonably budgeted, with between USD 20,000 and USD 60,000 budgeted per evaluation. The plan is weighted towards projects in the environment/sustainable development practice area, but this is understandable given the large portfolio of GEF-financed projects that require terminal evaluations. The country office has conducted two outcome evaluations: one on UNDP work in the environment and energy arena (2010), and one on women's empowerment (2012). The decentralized evaluations are generally high quality, and were used as an evidence base for this ADR.

Chapter 4

CONTRIBUTION TO DEVELOPMENT RESULTS

This chapter sets out the evaluation's findings, organized by practice area: poverty reduction, crisis prevention and recovery, democratic governance, and environment and energy. Within each practice area, the analysis is segregated in keeping with the nine outcomes established in the UNDP country programme document / CPAP 2007-2011.

This coupling of practice areas and CPAP outcomes merges the structure of UNDP's results framework (by outcome) with the structure of its technical support, staffing and budgeting (by practice area). As a result, the numbering of outcomes in this analysis is not sequential. Table 3 provides a handy reference, linking practice areas and outcome.

Gender issues are discussed within Outcome 5, as part of the poverty reduction practice area, although gender mainstreaming and women's empowerment are recognized as cross-cutting issues pertinent to all practice areas. South-South cooperation is likewise cross-cutting, and is highlighted in specific programmes and projects where it features significantly. The UNDP country office also recognizes ICT as a cross-cutting issue. In this evaluation, UNDP's work in the ICT sector is considered primarily within the poverty reduction practice area (see Outcome 2). Support for the achievement of the MDGs is also covered under the poverty reduction practice area; however the 2007-2011 CPAP notes that MDG support cuts across the UNDP support programme.

Table 3. Practice area and Country Programme Action Plan outcome links

UNDP practice area	Country Programme Action Plan 2007-2011 outcomes
Poverty reduction	1. Improved national capacity to design, apply and monitor pro-poor policies while addressing geographical disparities. 2. National strategies formulated, tested and implemented to facilitate increased access and foster use of ICT to achieve development goals. 5. Women empowered to contribute to political, economic and social change/development.
Crisis prevention and recovery	3. Conflict prevention and peace-building approaches informed/factored in national development frameworks, and integrated programmes designed and implemented at national and local levels.
Democratic governance	4. Decentralization policies formulated/reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery. 8. Human rights/security promoted and protected. 9. Democratic institutions and practices are strengthened and a culture of human rights through active citizenship is promoted.
Environment and energy	6. Sustainable management of environment and natural resources incorporated into poverty reduction strategies/key national development frameworks and sector strategies. 7. Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides.

4.1 POVERTY REDUCTION

Outcome 1: Improved national capacity to design, apply and monitor pro-poor policies while addressing geographical disparities.

As noted in the UNDP CPAP 2007–2011, seven outputs drive UNDP interventions for this outcome:

1. National and civil society organizations' capacity to monitor poverty and status of vulnerable groups and MDGs (including gender perspective) developed and institutionalized.
2. Government capacity to coordinate donor support, including ministries and national council strengthened.
3. Integrated and sustainable micro-, small- and medium-size enterprises financial and non-financial services developed for poor and marginalized.
4. Regulatory environment including mechanisms facilitating development of pro-poor policies and services improved.
5. Poverty reduction plans and programming implemented, and targeting and distribution of social solidarity services delivery improved.
6. Regulatory environment enabling private sector development and contribution to MDGs enhanced.
7. Community participation in local and national efforts to achieve the MDGs promoted.

The evolution of UNDP's support framework for poverty alleviation in Egypt has been consistent between programming cycles. UNDP interventions focus on poverty alleviation, job creation, inclusive growth and social equity, and involve policy advice, programme design and monitoring, and project management. In particular, UNDP has frequently enabled national policy discussion and debate on poverty alleviation issues.

UNDP's primary country partners for poverty programming were the Ministry of Social Solidarity, Social Fund for Development (SFD), Information

and Decision Support Centre (IDSC), and the former Ministry of Economic Development.

During this programming cycle, the Egypt country office has worked successfully with the Egypt Ministry of Economic Development to closely monitor Egypt's progress towards achieving the MDGs. UNDP's work on MDG monitoring has been highly relevant and effective; it has generated five updates that are widely recognized as well-analysed and definitive in terms of where Egypt stands in meeting its goals. The Ministry of Economic Development had clear interest and ownership of the effort, and media and public interest were high.

In September 2008, UNDP and the Ministry of Economic Development launched a mid-term MDG review. The report documented public policies and actions to achieve national development goals and highlighted challenges needing attention. The report expressed concern about the status of MDG 3 (women's economic empowerment and political participation) and MDG 7 (the state of the environment) in Egypt. In 2010, the fourth assessment of MDG progress was published, providing a useful snapshot of continuing challenges as the 2015 deadline approaches.

EGYPT HUMAN DEVELOPMENT REPORTS

UNDP is recognized in Egypt by a broad array of stakeholders for its publication of the Egypt human development reports (EHDRs). The EHDRs are frequently cited as influencing national policy. The 2005 EHDR in particular, with its focus on 'a new social contract', was considered a breakthrough document for opening public discourse on the need to address regional economic disparities and pockets of poverty, especially in Upper Egypt.

The 2005 EHDR focused on the state welfare system and noted that as configured, it was too costly and unsustainable to deliver basic public services over time. The Egyptian welfare system had created dependencies, masked unemployment and allowed room for corruption. The

EHDR indicated that welfare system reform was both a challenge and an opportunity. Welfare system reforms could create a new social contract to provide an integrated, rights-based welfare regime focused on providing high-quality public goods and targeting poor citizens, while providing choices and alternatives for other citizens. Achieving this social contract required a new mind-set, where government is viewed not as a welfare 'provider' but as a welfare 'enabler'.

The 2010 EHDR focused on Egyptian youth and noted the daunting challenge Egypt faces in generating jobs and opportunities for the 20 million Egyptians between the ages of 18 and 29 (25 percent of the population). The 2010 EHDR came out just months before Egyptian youth took to the streets to bring down the government. These events validated the EHDR's concern that many Egyptian youth were pessimistic about their future and felt excluded from political and economic systems that they considered rigged to benefit the elites. The EHDR noted that at least 90 percent of the unemployed in Egypt were under the age of 30.²⁸

In 2007, UNDP helped the IDSC in the Prime Minister's office establish a Social Contract Centre. The establishment of the Centre responded to a request by the Prime Minister to enhance government capacity to provide policy advice, monitor implementation of the MDGs-based poverty action plan, help build national consensus around the meaning and implications of the social contract, help rebuild trust between the Government and citizens, and support efforts to empower civil society.

The Social Contract Centre does not implement community actions on the ground; rather, it works closely with other IDSC units to provide policy advice and policy options, and to monitor the MDGs-based poverty action plan. The

Centre also coordinates with various stakeholders to define, develop and articulate a vision for a new social contract that can improve state-citizen relationships. Expected outcomes after five years (in 2012) include:

- a redefined relationship between the State and the citizen;
- an expanded democratic space to advance decentralization and the enabling environment for citizen participation and dialogue;
- a more concrete plan to monitor progress towards achievement of the MDGs; and
- enhanced intra-governmental and intra-sectoral coordination.²⁹

Establishing the Social Contract Centre involved developing a Mapping of Social Realities geographic information system (GIS) portal. This portal enables the Government to better determine needs and assess gaps, leading to a relevant social response.

SOCIAL FUND FOR DEVELOPMENT

UNDP is working to enhance the Government of Egypt's capabilities to directly reduce poverty. The centrepiece of this effort is the Social Fund for Development (SFD), which started as a UNDP project in 1991 aimed at providing a social safety net for vulnerable groups most affected by the economic reform and structural adjustment programme of the time.

Since its founding, the SFD has evolved into a large, quasi-governmental fund focused on generating employment through creating new businesses, especially micro-, small- and medium-size enterprises. The SFD has received donor funding estimated at USD 1.5 billion since its creation. For its second phase of operation, starting in 1997, SFD operated with a USD 750 million

²⁸ *Egypt Human Development Report*, pg. 6.

²⁹ UNDP Egypt press release, 'Towards redefining the relationship between the State and the Citizen: UNDP and the Government sign an agreement to establish a Social Contract Centre in IDSC', 14 December 2006.

budget, financed with grants and loans from more than 15 multilateral and bilateral donors.

The SFD provides credits to enterprises through intermediaries (banks and NGOs) and a network of regional offices that also provide credit management, marketing and non-financial services. The SFD has created a niche in direct lending to start-ups in high-risk sectors.

The SFD has managed credit extended through six main programmes:

1. The Small Enterprise Development Organization (previously the Enterprise Development Programme)
2. The Human and Community Development Programme
3. The Public Works Programme
4. The Human Resources Development Programme
5. The Institutional Development Programme
6. The Microfinance Programme

UNDP assistance to the SFD has focused on its development and modernization efforts. UNDP funds augment SFD revenues and are used to pay salaries to the staff who implement donor-funded programmes covering capacity building and innovative pilots, such as the integrated financial centres in each governorate. These 'one-stop-shops' provide business start-up support, including needed documents and information on fees, taxes and legal requirements. UNDP project support has enabled the SFD to better attract capable staff, as UNDP applies its salary scales and procurement procedures. The on-going programme (Phase IV) has a nearly USD 144 million budget, funded almost entirely from SFD revenues (UNDP contributes USD 250,000 from its core budget). A targeted UNDP output for Phase IV

was the establishment of one-stop-shops in seven governorates. This goal has been exceeded and there are now one-stop-shops in 17 governorates.

The UNDP Country Office in Egypt commissioned an independent evaluation of the SFD in late 2011.³⁰ The evaluation recommended that UNDP continue its partnership with the SFD and expand its institutional support for a SFD strategic positioning exercise conducted in anticipation of the SFD becoming an independent institution. The evaluation noted that the effort to make SFD self-sustaining had resulted in 'mission drift', moving the SFD from its broader development mandate to essentially operating as a financial institution lending to micro-, small- and medium-size enterprises.³¹ This drift towards bank-like operations affected the types of new enterprises selected for support, with an emphasis on less-risky loans to entrepreneurs with existing financial means rather than to persons without access to traditional financing. The evaluation set out a series of recommendations, including establishing a reform team to help the SFD initiate a major shift in direction and positioning, so it could "reassert its position as the apex institution for expansion and development of the micro-, small- and medium-size enterprise sector for employment generation, poverty reduction and an improvement in living standards."³²

Job creation is critical for Egypt and the SFD has shown that it can help generate jobs. Reports indicate SFD-supported job creation in the tens of thousands, through micro credit, development services and entrepreneurship. The evidence of this large-scale job creation is limited, but if accurate, it indicates a significant benefit. However, it is sobering to note that the Egyptian economy must generate an additional 650,000 jobs each year to keep pace with new entrants into the labour market.

30 Pillay, R., El Oraby, N. and Abu Elmagd, M., 'The Social Fund for Development: An independent, forward-looking review', Cairo, 2011.

31 Ibid, pg. 84.

32 Ibid, pg. 93.

The level of job creation needed to sustain growth requires a vibrant private sector. UNDP has advanced private sector partnership by promoting the Global Compact principles³³ and by helping the Government establish the Corporate Social Responsibility Centre under the Ministry of Investment and the Growing Sustainable Businesses programme with the Industrial Modernization Centre. The results of these two engagements have not contributed significantly to poverty reduction in Egypt, but they offer important avenues for engaging with the private sector on job creation.

SOCIAL SERVICES FOR THE POOR

UNDP responded to the Government of Egypt's desire to rationalize in-kind and cash subsidies and social services to its poorest citizens by supporting the Ministry of Social Solidarity to scale up its innovative conditional cash transfer programme. The programme, which was piloted with 400 families in an underprivileged Cairo neighbourhood (Ain El Sira), disburses regular cash payments to women head of households who ensure that their children attend school and receive regular health check-ups. UNDP also advised on a pilot programme using smart cards to deliver food subsidies. Advisory services have included comparative reviews of other countries' experiences, a capacity-building effort to streamline social services and upgrade social service units, and draft plans for expanding the conditional cash transfer programme to other communities.

UNDP has worked closely with the Ministry of Social Solidarity and the Ministry of Finance on reform of the social insurance system through the 'Support to Pension Fund and Fiscal Policy Reform' and 'Fiscal Policy Decision Support Unit' projects. These efforts resulted in the issuance of more than 780,000 smart cards for social insurance payments, plus a wide array of service points and cash-dispensing machines.

UNDP has successfully linked its policy work with direct interventions. In response to the economic disparities revealed by the EHDR and MDG reviews, the Egyptian Government launched its '1,000 poorest villages' programme and commissioned UNDP to develop an M&E and reporting system to track, measure and report on progress. An initial 151 villages were targeted to receive integrated development packages covering social service and infrastructure improvements. It is too early to judge the effectiveness and sustainability of the programme, although concerns were voiced during the evaluation that tangible improvements in targeted villages were slow in coming. Additionally, some residents suggested that the programme was aimed primarily at garnering favourable press for the politicians involved.

The 2011 transition strategy emphasises assistance to the Government in planning large-scale labour-intensive public works programmes with civil society participation. UNDP was successful in securing USD 5.5 million for innovative public works programmes to be implemented in five governorates, and is providing the transitional government with examples of successful public work programmes in other middle-income countries.

UNDP works collaboratively with other UN agencies and programmes to support economic development in Egypt. For example, the 'Dahshur World Heritage Site for Community Development Joint Programme' brought UNDP into partnership with the World Trade Organization, ILO, UNESCO and UNIDO to expand employment opportunities at the site, build capacity for cultural management and protection, promote public awareness and provide forums for cross cultural exchanges. Achievements include the development of a tourism master plan, improvements to 85 small- and medium-size enterprises, 67 new jobs and handicraft production training for 300 women.

33 The UN Global Compact asks companies to adopt a set of core values in the areas of human rights, labour standards, the environment and anti-corruption.

UNDP's support in the areas of economic development and MDG fulfilment has provided opportunities to forge closer ties with academic institutions in Egypt. The 'MDG Awareness Initiative with Cairo University', launched in 2010, is designed to generate research, education and awareness about the MDGs. An open competition was held to award grants for research papers directly relating to one or more of the eight MDGs.

Outcome 2: National strategies formulated, tested and implemented to facilitate increased access and foster use of ICT to achieve development goals.

As noted in the UNDP CPAP 2007–2011, three outputs drive UNDP interventions for this outcome:

1. Governmental units and NGOs increasingly using ICT for Development
2. Access to electronic services and e-government enhanced
3. Access to information increased, enhancing a culture of transparency

UNDP's efforts towards achieving these outputs centre on its umbrella programme, 'Information and Communication Technology for Development'. The programme includes a series of interventions to increase government transparency and accountability, enhance communication and improved access to information. UNDP's partnership with Egypt on ICT has many facets, as UNDP Egypt has mainstreamed ICT into most of its development support programme.

For two decades, UNDP has worked in close partnership with the Government of Egypt in its efforts to move full speed into the 'information age'. The Egypt Ministry of Communication and Information Technology (MCIT) was established in 1999 as a cabinet office charged with creating an information society, developing and expanding an Egyptian IT sector, and leading

and monitoring Egypt's new information technology and telecommunication industry.

During this early period, UNDP assisted MCIT to develop the first National Strategy on ICT. Soon after, UNDP supported MCIT to create the 'Smart Village'—a business park housing MCIT headquarters and several other public ICT organizations, in addition to multinational and national private sector ICT businesses. The initial UNDP support programme to MCIT served as an incubator for a number of programmes that later became independent projects, including the National Telecom Regulatory Authority, E-government (under the Ministry of Administrative Development) and the Post Authority.

In 2002, the Egypt Information and Communication Technology Trust Fund was launched. The UNDP-administered fund provides a mechanism for public-private partnerships to support the use of ICTs as a development driver. It has enabled an expansion of the e-governance effort into areas such as community development, agriculture, and micro-, small- and medium-size enterprise incubation.

The 'ICT4SME' project was established to assist small- and medium-size enterprises with training on the use of ICT systems and technologies to improve operations, open new markets and increase business. Priority was placed on identifying and supporting enterprises with high growth potential. The micro-, small- and medium-size enterprise efforts targeted five geographical areas, focusing narrowly on three sectors—agribusiness, handicrafts and furniture—in order to maximize impact. UNDP also supported MCIT efforts to expand ITC export opportunities for Egyptian companies. The ICT4SME programme successfully worked with existing community networks to identify small- and medium-size enterprises and participants.

UNDP is working with the MCIT to establish a 'Technology Innovation and Entrepreneurship Strategy' (2001–2014) that focuses on boosting entrepreneurial activity among Egyptian youth.

The ‘Supporting Information Technology Institute’ initiative was designed to expand the Egyptian public and private labour markets for IT professionals and entrepreneurs. The Institute provides training programmes and UNDP contributed to course design and standards setting.

The ‘Empowering and Connecting the Community through ICT’ project aimed to support the Government of Egypt’s efforts to cooperate with various stakeholders in building the nation’s information society. The project addresses three strands of ICT development. First, it facilitates the development process by addressing various organizational, legislative and regulatory framework issues. Second, it fosters information flow by engaging with civil society and NGOs and promoting Egypt’s integration into the global information society. Third, it facilitated the participation of the Government of Egypt in international and regional ICT forums and events. Partly as a result, Egypt is increasingly considered a centre of excellence for ICT in Africa.

The ‘ICT Programme to Foster Egypt’s Sustainable Human Development’ was formulated to fight poverty through information and communication. It comprises five interrelated projects focusing on illiteracy eradication, community knowledge/e-library, community portals, smart schools and a mobile internet unit. The programme seeks to stimulate awareness of the benefits of ICT and to make ICT more accessible and affordable for all citizens.

The ‘ICT4D’ programme is respected by UNDP partners and many of its interventions are considered highly successful. The close partnership with MCIT is considered a success by many observers and the partnership has engaged other government entities, including the Ministry of Health and the Postal Authority, as well as the private sector. Through the ICT4D programme,

UNDP has helped the Government expand access to education through e-learning, reaching over 1 million citizens. A considerable challenge for Egypt in this sector—and by extension for UNDP—is the wide ‘information divide’ between the ‘switched on’, computer-literate population and the large segment of the population that lacks IT access and skills.

Outcome 5: Women empowered to contribute to political, economic and social change/development.

As noted in the UNDP CPAP 2007–2011, there are four outputs driving the UNDP interventions for this outcome:

1. Pilot upgrading of a technical and vocational facility enhancing knowledge and skills of women that are responsive to market needs
2. Girls and women’s access to education, information and literacy services improved
3. Strengthened performance of women in the political sphere as candidates, voters and members of parliament (MPs)
4. Female genital mutilation/cutting is reduced

Egypt has a mixed track record on gender equity. Many advocates consider gender equality to be one of Egypt’s top human development challenges.

Egypt’s Constitution requires the state to guarantee equality of opportunity to all Egyptians, and considers women equal to men in political, social, cultural and economic spheres, with equal public rights and duties. Egypt is a party to the Convention on the Elimination of All Forms of Discrimination Against Women. Despite these legal guarantees, Egypt ranked 77th out of 80 countries assessed on the gender empowerment measure in 2005.³⁴ The measure was subsequently augmented and renamed the Gender Inequality Index. In 2010, Egypt ranked 108th of 138 countries on the index.³⁵

34 UNDP, *Human Development Report*, 2005, Table 26, pg. 305.

35 UNDP, *Human Development Report*, 2010, Table 4, pg. 158.

According to Egyptian labour statistics, women are increasingly active in the workforce. More than 22 percent of the workforce is female, compared with 18 percent in 1984. More than 25 percent of public sector employees in urban areas are reported to be women.³⁶ During the past decade there has been an increase in the number of women occupying high managerial posts and other decision-making positions previously available only to men, including university presidents, judges, cabinet ministers, deputy ministers and chairs of city councils. In 2003, the first Egyptian woman was elected as judge to the Supreme Constitutional Court, a precedent that paved the way for a significant expansion in the number of women holding judgeships. According to the Egypt National Council for Women, there are now 42 women judges.³⁷ There has also been a noticeable increase in women's participation in the political process as voters. As of 2008, Egyptian women constituted 40 percent of the electorate, as opposed to 18 percent in 1986.³⁸

NATIONAL COUNCIL FOR WOMEN

In 2000, Presidential Decree Number 90 established the National Council for Women. That same year, the family law was amended to grant women the right to a divorce even if they could not prove that their husband had committed harmful acts towards them. Another national law (Number 154 of 2004) gave the children of Egyptian women and foreign fathers, for the first time, the same rights as other Egyptian citizens, equal to the rights of children of Egyptian men who married foreign women.

UNDP has collaborated closely with the National Council for Women since its creation. Joint efforts include developing a National Strategy for the Advancement of Women and a push to mainstream gender into the National Development Plan. In 2005, together with the National Council for Women and UNIFEM, UNDP

organized the first regional workshop on affirmative action for women's political participation, which generated a national discussion on quotas for women in elected office. The discussion led to the creation of the Centre for the Political Empowerment of Women, later renamed the Centre for Civic Education of Women. In subsequent phases of the partnership, the Forum for Women Parliamentarians was established to enhance the knowledge and policy analysis skills of female MPs and strengthen their oversight and legislative functions. UNDP established a training programme that assisted 28 women parliamentarians on the budget and financial aspects of their legislative work.

The Government of Egypt twice amended its electoral laws to establish quotas for women's participation in the People's Assembly. The first was in 1997, reserving 30 seats for women, which lasted until 2006, when the electoral laws were revised. The second occurrence, in 2007, involved an amendment to the Egyptian Constitution setting a minimum representation for women, and leading to a 64 seat set-aside. UNDP was a strong and vocal advocate for these two amendments.

Prior to the 2011 parliamentary elections, the set-aside was discontinued by the Military Council. Press reports suggest the cancellation of the set-aside was because of widespread public sentiment that the quota system allowed the previous President to 'pack' the Parliament with allies from the ruling National Democratic Party. For the 2011 parliamentary elections, all political parties were required to field female candidates, and 376 women vied for the 508 positions. In the end, only eight women made it into Parliament—less than 2 percent of the elected body. Most of the female candidates were at the bottom of their party lists and many were from independent parties that fared poorly. The poor

36 Egypt Country Governance Profile, 2007, African Development Bank

37 Egypt National Council for Women, News and Media, 15 November 2012, <http://www.ncwegypt.com>

38 *Egypt Human Development Report*, 2010

showing of women candidates on the party lists, despite the large number of candidates, is a significant setback for the effort to expand women's participation in public affairs in Egypt.

FGM-FREE VILLAGES

UNDP, together with UNICEF and UN Women, supported the National Council for Childhood and Motherhood. The 'FGM-free Villages' programme targeted 120 villages across Upper and Lower Egypt, supporting grassroots efforts to launch community-based action to reduce the prevalence of traditional circumcision practices for girls, known as female genital mutilation (FGM). The programme invited local communities to participate, along with a broad network of partners from within the UN system (UNICEF, UNIFEM) and outside (the National Council for Childhood and Motherhood, religious leaders, the press, and others).

The effort demonstrated real impact in reducing the prevalence of FGM and led to a successful legislative push to criminalize the practice through a new Child Law, passed in 2008. Although FGM continues in many areas across Egypt, the FGM-free Villages project showed that with effort, a clear message, the backing of civil leaders, and local community participation, traditional customs that subjugate and endanger women can be eliminated.

Egypt's illiteracy rate is high, estimated at 39 percent. With illiteracy among women at 46 percent, there is a notable gender bias. UNDP's contribution to access to education and literacy services for girls and women has been modest. UNICEF leads most of the UN work in this area through projects such as the 'Girl's Education Initiative in Egypt'. 'IT for Literacy'—UNDP's innovative programme with MCIT—has shown some positive results but would need to be scaled up significantly to make an appreciable dent in illiteracy. Egypt is struggling to achieve the two MDGs related to education and gender; future development efforts should emphasize closing the gender gap in literacy and employment.

The UNDP country office acknowledges that its own programming must respond to issues of gender equity. The country office has done a good job balancing the gender of senior programme advisors. In addition, the office routinely receives programme and project review assistance from UN Women (formerly UNIFEM) to ensure gender dimensions are taken into account. Both UNDP and UN Women characterize their cooperation as close and positive.

4.2 CRISIS PREVENTION AND RECOVERY

Outcome 3: Conflict prevention and peace-building approaches informed/factored in national development frameworks, and integrated programmes designed and implemented at national and local levels.

As noted in the UNDP CPAP 2007–2011, there are two outputs driving the UNDP interventions for this outcome:

1. Mine action programming developed and implemented as an integral component of development plans in the North West Coastal Zone
2. Government and key stakeholders' capacity enhanced in the field of disaster prevention and management, preparedness and early warning systems and adaptation to climate change

DISASTER RISK REDUCTION

Egypt has developed sectoral plans and policies relevant to disaster management and risk reduction, and is preparing a 'National Strategy on Crisis Management and Disaster Risk Reduction', including revising existing legislation and resource allocation. The Government of Egypt has conducted hazard mapping for each governorate, including data about residents of each village and surveys of vital targets, such as power stations, water plants and hospitals. A government framework for disaster risk reduction is in place, and Prime Minister Decree No.

1537/2009 created a National Committee for Crisis/Disaster Management and Disaster Risk Reduction. The decree also established a multi-sectoral arrangement for disaster risk reduction and crisis management, designed to conform to the UN International Strategy for Disaster Reduction and to the priorities outlined in the Hyogo Framework for Action.

UNDP crisis prevention and recovery initiatives in Egypt cover: mine clearing, conflict prevention and peacekeeping; disaster risk reduction; and avian-human influenza. While the portfolio is relatively small compared with other UNDP support frameworks in Egypt, its relevance increased during the upheavals of 2011 and 2012. Most of the funds provided for support in this sector have come from UNDP and donor resources: 95 percent of the total USD 4,832,935 budget,³⁹ with the Government of Egypt funding a remaining USD 261,730. All programmes and projects are nationally executed.

Current projects in the governance and environment portfolios in Egypt also have clear implications for conflict and disaster prevention and recovery. For instance, the 2005 UN country team Common Country Assessment addressed disaster risk reduction and crisis management as an environmental issue. The Common Country Assessment states that “protecting the environment is directly linked to preventing disasters, either natural or caused by human activities.”⁴⁰

UNDP has not been called on to play a significant role responding to specific crises and disasters, such as the earthquake of 1992 or the flash floods in Upper Egypt in 1994 and late 2009. These were localized events that the Government of Egypt handled with national resources. Instead, UNDP has provided ‘upstream’ support to the IDSC for government-wide efforts to improve disaster response and recovery capabilities.

DEMINING AND DEVELOPMENT

UNDP helped the Government of Egypt establish an Executive Secretariat for the ‘Development and Demining of the North West Coast’ project. The project focuses on an area of Egypt near the Libyan border that was heavily mined during World War II. The area is rich in oil and minerals and holds potential for agricultural expansion (cereals and livestock), housing, leisure opportunities and tourism.

In 2006, UNDP established a framework of cooperation with the Ministry of International Cooperation for the North West Coast project, with a total budget of USD 3,147,795. The six-year project includes testing pilot mine clearance processes, mobilizing additional resources for mine clearance, mine-risk education activities, and efforts to facilitate dialogue and interaction between various civilian and non-civilian bodies. The project also included victim-assistance efforts, including data collection, data analysis, rehabilitation services and income-generating activities for mine victims and their direct relatives. The project team has worked with local officials to ensure that mine victims are included in the disability employment quota of 5 percent of locally recruited staff (32 government staff).

CONFLICT RESOLUTION TRAINING

While not specifically referenced in the CPAP, the ‘Cairo Centre for Training on Conflict Resolution and Peacekeeping in Africa’ (CCCPA) is an important UNDP effort under the crisis prevention and peace-building outcome. The CCCPA was established in 1994 to promote peace and stability in Africa. It supports peacekeeping missions on the African continent and strengthens peace-building efforts. It focuses on capacity building to enable African peacekeepers to assume more active roles in dealing with crises and conflicts on the continent. The CCCPA offers integrated training programmes targeting the military, police

39 In turn, over 90 percent of the donor-sourced funding is from the Government of Japan in support of the Cairo Centre for Training on Conflict Resolution and Peacekeeping in Africa.

40 ‘United Nations Country Team Common Country Assessment’, 2005, pg. 75.

and civilians such as diplomats, parliamentarians, NGOs and media representatives.

The CCCPA has become a regionally recognized centre of excellence for peace-building and conflict resolution in Africa. It has assumed responsibility for developing the civilian dimension of the African Northern Brigade, also known as the North African Regional Capability.⁴¹ Egypt has emphasized strengthening relationships with African countries, particularly those that share the River Nile basin. The CCCPA is an important component of Egypt's strategy to improve regional cooperation, and interest in the centre and its services continues to expand. Thanks to its success, the CCCPA has outgrown its existing facilities.

UNDP partners with the UN Department of Peacekeeping, the UN Peacebuilding Commission, the Government of Japan, the African Union and an array of policy and training institutes to support the CCCPA. From 2008 to 2011, UNDP resource-mobilization assistance helped secure USD 3.5 million in funds from the Government of Japan for the CCCPA.

The CCCPA has influenced the Government of Egypt's approach to conflict prevention and peace building, broadening it from a security-oriented approach involving only the military and police, to a civilian and political approach involving stakeholders such as the judiciary, media and civil society. Thanks in part to the CCCPA, Egypt's contribution to peacekeeping is the fifth largest worldwide, up from twelfth in 2010.⁴² Accordingly, Egypt's role in decision-making on peacekeeping activities has been enhanced.

AVIAN-HUMAN INFLUENZA

Through its crisis prevention and recovery programming, UNDP has supported the Government of Egypt to strengthen coordination and coherence

in the international response to health crises, particularly the avian influenza pandemic.

In 2006, Egypt experienced its first incidence of avian-human influenza. UNDP launched a support programme that assessed risks and options, and provided advice on government strategies and planning to cope with avian influenza and potentially other pandemics. UNDP coordinated its programme with other UN agencies (including FAO, WHO and UNICEF), and focused on helping the IDSC coordinate the tracking and response efforts of government counterparts, UN agencies and other development partners. UNDP support also included coordination, information sharing and the provision of technical inputs and policy guidance to the National Crisis Management Committee on pandemic H1N1 (swine flu) under the Prime Minister's office, and to the National Supreme Committee on Avian Influenza. UNDP also contributed to the evaluation of the implementation of Egypt's integrated national plan to control avian influenza.

With the support of UNDP and other UN agencies, Egypt has shifted from an emergency response approach to a long-term development and risk reduction approach to health crises such as influenza. UN support helped the Government of Egypt improve its readiness to respond to future public health crises, as exhibited by its rapid response to the 2009 H1N1 influenza pandemic. The Government's quick response to the pandemic helped prevent substantial illness, death and economic and social disruption. The Ministry of Health reported that new control measures, high public awareness and adoption of public health recommendations delayed the spread of the H1N1 virus in Egypt by six weeks after the virus emerged in Mexico. The Ministry of Health has noted that the low case fatality rate of 2.2 percent reflects effective case management and infection control measures.

41 Cairo Centre for Training on Conflict Resolution and Peacekeeping, see <http://www.cairopeacekeeping.org/cms.php?id=about> (accessed 25 October 2010).

42 United Nations, Ranking of Military and Police Contributions to UN Operations, September 2010.

4.3 DEMOCRATIC GOVERNANCE

Outcome 4: Decentralization policies formulated/reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery.

As noted in the UNDP CPAP 2007–2011, there are four outputs driving UNDP’s interventions for this outcome:

1. National capacity strengthened to support policy development for decentralization and regulate integrated and participatory city and village strategy plans
2. Ministry of Local Development and local authority restructured and enabled to guide decentralized reform process
3. Capacity of subnational institutions for strategic planning, service delivery, budgeting, implementation and M&E improved in line with decentralization process
4. Demonstration projects for strategic urban planning and development and integrated physical and social slum upgrading are implemented

DECENTRALIZATION

The lack of capacity among governorates and municipalities to effectively meet their management and public service responsibilities is frequently cited as a barrier to improved service delivery in Egypt. In 2003, UNDP initiated a dialogue with the Government of Egypt on the positive impact that decentralization can have on poverty reduction. The 2004 EHDR, which focused on the merits of decentralization, contributed to this dialogue and in June 2004, UNDP and the Government of Egypt signed a cooperation agreement to pilot decentralized approaches to poverty reduction in the poorest districts identified by the EHDR.

In 2007, the African Development Bank issued a report on Egypt’s governance profile. The report

drew attention to the highly centralized nature of government decision-making and noted that the lack of local-level capacity led to structural weaknesses and uneven service delivery. The report’s recommendations echoed the view of UNDP and many others in the development community that the Government should devolve some of its authority and strive to improve local government capacities. The central Government’s response was positive but cautious. Its subsequent Five-Year Plan (2007–2011) placed increased emphasis on decentralization, supporting fiscal and administrative decentralization but with limited public participation in the development planning process.

The objectives of UNDP projects and initiatives under this outcome are highly relevant, consistent with national strategies and priorities, and fully within the UNDP planning framework. Through interventions implemented under this outcome, UNDP has responded to the Government’s stated priority to decentralize decision-making authority to local government where feasible.

UNDP’s current engagement with the Government on decentralization builds on a previous UNDP project, ‘Municipal Initiatives for Strategic Recovery’, which helped broaden the use of participatory planning methods for addressing development issues in poor areas. UNDP’s decentralization support programme corresponds with the Government’s 2007–2011 planning period, and was implemented in partnership with the United Nations Capital Development Fund and the Ministry of Local Development.

There are four elements to UNDP’s decentralization assistance to the Government of Egypt: policy formulation, institutional support, capacity development and coordination activities. UNDP supported the Ministry of Local Development in drafting a National Decentralization Strategy that was finalized and presented to the Prime Minister in 2009. Follow-up activities included formulating a Local Development Strategy and establishing a Local Development Fund. UNDP

is planning to support the restructuring of the Ministry of Local Development and its functions, and the establishment of a National Local Development Information Network that will use ICTs. Ongoing capacity-building assistance for the Ministry of Local Development and local councils focuses on increasing their capabilities to implement the decentralization process. A Coordination and Decentralization Support Unit is in place, overseeing project implementation and donor funding.

Cross-linked to its work on e-governance, UNDP has assisted the Ministry of Local Development to improve service delivery through better data collection, increased capacity of technical staff and pilot programmes in two governorates (Ismailia and Monofeya). The aim is to improve local- and governorate-level participatory governance by providing decision makers, including community organizations, the information needed to plan, allocate resources and manage community development. The project developed electronic 'portholes' to provide information on local services in the two pilot governorates.

Additionally, a 'training of trainers' programme was developed through the IDSC. The training covered data collection and analysis and database management, as well as the procedures for developing new information systems, indicators and networks within local administrations. Efforts to expand this programme to the Cairo, Alexandria and Minya Governorates are underway. The Ministry of State for Administrative Development assumed responsibility for scaling up e-services provisions and ensuring that e-governance portals were created for all 29 governorates. The project was extended in 2009 to enable the Ministry of Local Development to scale up the implementation of the final outputs involving the creation of a National Information Network and a capacity-building component in support of the National Information Network.

UNDP is providing support to the Ministry of State for Administrative Development to upgrade municipal delivery, create channels for

service delivery and citizen participation, and stimulate the re-engineering and automation of core business processes in governmental organizations. UNDP helped the Ministry develop a Transparency and Integrity Committee in 2008.

UNDP is providing support to the General Organization for Physical Planning to formulate, adopt and implement decentralized participatory strategic planning. Projects were implemented in collaboration with the decentralization support unit under the Ministry of Local Development to provide urban and slum upgrading to improve the living conditions of local communities and enhance service delivery. This includes the 'Vision for Greater Cairo 2050'.

An assessment of the decentralization programme, carried out at the request of the UNDP country office in August 2011, indicated that UNDP had effectively contributed to the Government's decentralization efforts, especially through its support for drafting the National Decentralization Strategy and efforts to enhance national government capabilities to implement this strategy. The collaborative effort triggered a constructive national policy dialogue—involving national government officials, local authorities (especially governors), academia and the donor community—on how best to empower local governments. The support effort to improve expenditure management by local governments was considered less effective, with missed opportunities to learn from the piloted decentralized fiscal approach. The evaluation noted that UNDP's project management was constrained by a lack of systematic attention to resource mobilization and the dominant position of national political actors in setting project strategies and direction.

UNDP's contribution to decentralization has been generally well-conceived and carried out, and has enabled the Government of Egypt to better articulate its decentralization strategy. As a result, by 2009/2010, nearly LE 4 billion for service delivery implementation had been delegated to the governorates, predominately in the

local development, housing and education sectors.⁴³ The decentralization programme had less success in the area of direct citizen engagement. Local Popular Councils are elected, however governors continue to govern at the discretion of the President. Decisions concerning limitations on citizen engagement are, of course, out of the hands of UNDP and firmly within the purview of the Egyptian Government. UNDP's value added remains in the provision of technical assistance focused towards capacity building, planning support and progress monitoring for improved service delivery by local governments.

This ADR agrees with the findings of the August 2011 evaluation of 'Technical Support to the Ministry of Local Development in Support of Local Development' that UNDP's support of the Ministry of Local Development represents a best-practice model for inter-agency (and multi-donor) collaboration on governance support.

Outcome 8: Human rights/security promoted and protected.

As noted in the CPAP 2007–2011, three outputs drive UNDP's interventions for this outcome:

1. The capacity of human rights practitioners strengthened
2. Access to justice enhanced for the poor and vulnerable groups
3. Multisectoral national strategy for HIV/AIDS is in place and operational

NATIONAL COUNCIL FOR HUMAN RIGHTS

UNDP has supported the National Council for Human Rights in its advocacy for human rights, democracy and citizenship. This effort included a variety of partners, including the Office of the United Nations High Commissioner for Human Rights, the Government of the Netherlands, and international and national NGOs, including

the Parliamentary Research Centre at Cairo University. UNDP's support has evolved since the Council's creation in 2003, starting with direct support for institutional development and moving to support for advocacy, strengthened outreach, and generating and pilot testing innovative ideas. The collaboration has helped the Council develop its internal systems and create a National Action Plan for Human Rights. UNDP was especially helpful in facilitating a wide consultative process with NGOs and the Government during the preparations for the National Action Plan.

The UNDP programme of support does not specifically reference election process support, yet it has played a supportive role, especially through its work with the National Council for Human Rights. The parliamentary elections in 2005 ushered in a second phase of UNDP collaboration, which broadened the partnership into new areas, including election reform. UNDP helped develop a training programme for lawyers on election monitoring. It also helped the National Council for Human Rights establish training for police officers, judges and the media on the key aspects of election administration and management, such as election systems and voter education quota systems. Other training efforts included a 'train the trainers' module for the 'Building Resources in Democracy, Governance and Elections (BRIDGE)' programme.

UNDP supported the National Council for Human Rights during Egypt's Universal Periodic Review (March, 2010), helping establish a consultative process with national counterparts and civil society. Additionally, UNDP collaborated with the Council on capacity building for NGOs on election observation. Capacity-building initiatives included developing a website using GIS for election monitoring and establishing a national cadre of election observers who can be deployed at the regional or international level on request.

⁴³ Lundberg, P., 'Final report of the evaluation of Technical Support to the Ministry of Local development in Support of Local development', 2011. Commissioned by UNDP/Egypt.

UNDP also worked with the National Council for Human Rights to set up a human rights think tank to promote a human rights-based approach to development planning and to strengthen collaboration with human rights mechanisms. The establishment of Human Rights Offices by the Ministry of Interior in the Security Directorates in all governorates and the creation of a department for human rights within the Public Prosecutor's office can be attributed in part to the enhanced culture of human rights and advocacy that UNDP helped establish.

HUMAN RIGHTS TRAINING

UNDP supported a capacity-building initiative in the human rights domain in cooperation with the Ministry of Foreign Affairs. The 'BENAA project' aimed to build greater respect for human rights among the judiciary, police and prison wardens through trainings held across Egypt. As indicated in an assessment of BENAA in 2009, the programme delivered 304 training courses for 10,898 law enforcement agents and human rights practitioners. The BENAA project also held 131 awareness-raising sessions for staff members of the Central Agency for Organization and Administration, police sergeants and students from several Egyptian universities, including the police academy. Some 20,370 participants took part in the awareness-raising sessions. In total, more than 31,000 persons participated in human rights awareness training through the BENAA project.

Some senior officials praised the BENAA project for helping to enhance the human rights culture within security and legal institutions. However, human rights advocates criticized the project for being too closely tied to management at these institutions and too small in scale and impact to appreciably deter abuses. The training sessions concluded with participant surveys designed to measure the usefulness of the training. Responses were mostly positive, but no follow-up surveys were conducted to gauge the effect of the training on attitudes and behaviours. Given the high incidence of human rights violations by law

enforcement agents, and the public's low regard for the police, it would have been useful to track any resulting changes in attitude and behaviour.

Because there were no follow-up assessments, it is unclear whether the BENAA human rights training project had an impact on the views and actions of participating police, prison wardens, legal officials and media. Implementation issues also marred the training process: there were shortages of training materials and hand-outs at some events. Furthermore, some of the project's goals were unrealistic, such as training a high number of media representatives on human rights.

Notwithstanding these shortcomings, the BENAA project was an important joint effort by UNDP and the Government of Egypt to enhance human rights awareness. The project's approaches were relevant and it reached its target audience. This type of initiative is solidly within UNDP's support framework—UNDP takes on similar tasks worldwide through security sector reform initiatives in crisis-affected countries. This type of work is well-suited to collaborative UN efforts and UNDP's work on security sector reform is often carried out in conjunction with other UN agencies, including the UN Office on Drugs and Crime.

FAMILY COURTS

During the period reviewed by the ADR, UNDP assisted the Ministry of Justice to establish Legal Aid Offices in family courts and to enhance the capacity of Dispute Settlement Offices. Legal dispute resolution processes in Egypt are overtaxed by demand. Family courts adjudicate almost 900,000 cases each year; almost 85 percent of these cases are filed by women, especially the poor and illiterate. Litigants (in this case predominantly women) can directly file 20 types of cases in Egypt's family courts without the services of an attorney. Examples include alimony, child custody, divorce and visitation rights. Helping poor women to exercise their rights by providing the necessary legal direction and assistance through the State, free of charge, has been an

important step towards the legal empowerment of poor women.

So far, eight Legal Aid Offices have been established within the eight family courts in the Governorates of Cairo, Beni Souef, Suez and Alexandria. Through the Ministry of Justice/ UNDP project, the staff at the newly established Legal Aid Offices has been trained on the legal procedures and requirements in Dispute Settlement Offices and in family courts and family law. Staff have also been trained in IT approaches to establishing a database in order to analyse the different types of cases.

Two months after the start-up of the first Legal Aid Office in the family courts in Suez and Beni Souef, the Offices had provided support to almost 300 cases filed by women. Furthermore, dispute settlement had risen to more than 45 percent of cases and mediation by the Dispute Settlement Offices had resulted in the amicable settlement of about 20 percent of disputes. The Ministry of Justice has indicated that it intends to expand the family court pilot to other governorates as part of its efforts to modernize legal administration systems and processes.

The establishment of Legal Aid Offices in several governorates is a success for UNDP and the Government of Egypt. The effort was highly relevant; legal changes had increased the number of family law cases and the courts were unable to process these cases in a timely manner. Moving to a dispute resolution framework has made the case load in the pilot cities more manageable.

PERSONS WITH DISABILITIES

Efforts are underway in Egypt to extend rights and services to the disabled.⁴⁴ UNDP is assisting

through its 'Promoting the Rights of Persons with Disabilities' project, managed by the Ministry of Social Solidarity. The project aims to persuade Egyptian lawmakers to incorporate the UN Convention on the Rights of Persons with Disabilities into the national legal framework. The goals are to enable the implementation of a National Disability Action Plan endorsed by the Government of Egypt, and to launch supporting efforts to upgrade specific services to persons with disabilities. An extensive media campaign complements the policy-level work. The campaign is designed to raise public awareness and build support for better services, and to lessen the stigma of disability.

Outcome 9: Democratic institutions and practices are strengthened and a culture of human rights through active citizenship is promoted.

As noted in the UNDP CPAP 2007–2011, five outputs drive the interventions for this outcome:

1. Anti-corruption strategy designed and implemented in support of Egypt's ratification of the United Nations Convention Against Corruption
2. Institutional capacity of the national council/ commission in planning, coordinating and monitoring strengthened
3. NGO legal framework improved and institutional capacity of the NGOs strengthened through working with NGO networks
4. Empowerment of youth strengthened through capacity building, active participation and engagement, and volunteerism
5. Strengthened legislative and oversight functions of Parliament

⁴⁴ In 2006, the Government of Egypt census estimated that 1.2 percent of the population suffered from physical and mental disabilities. A 1996 study on impairment set the figure at 4.4 percent. Meanwhile, global studies of disability suggest that the number of persons suffering from disabilities may be as high as 10 percent, and scholars have suggested that census figures in many countries, including in the Arab world, may underreport the percentage of persons with disabilities due to social and cultural norms. See WHO/World Bank, *World Report on Disability*, 2011; and Government of Egypt, Central Agency for Mobilization and Statistics, 2006; Population and housing census 2006: population distribution by physical status. Cairo, 2006.

TRANSPARENCY AND CORRUPTION

Corruption is perceived as a widespread problem for public service delivery in Egypt. The country scored 2.8 out of 10 points on Transparency International's 2009 Corruption Perception Index,⁴⁵ and was ranked 111th out of 180 countries. The small-scale support of UNDP in this area did not appreciably alter the situation. This is not surprising, as the level of UNDP engagement compared to the extent of the problem allows only modest room for impact.

Nationally, efforts to reduce corruption and reform the civil service fall under the responsibility of the Ministry of State for Administrative Development. UNDP's partnership with the Ministry is designed to help the Transparency and Integrity Committee fulfil its mandate to provide policy advice on strengthening transparency and anticorruption in the civil service.

UNDP has worked with the Transparency and Integrity Committee on issues such as creating a national ombudsman system, enhancing transparency in the national budget, building the capacity of locally elected councils in anti-corruption, developing a national strategy for anti-corruption and conducting evidence-based anti-corruption assessments. UNDP collaboration with the Transparency and Integrity Committee has contributed to new laws and regulations aimed at enhancing transparency, including a draft law on ethical standards for public civil servants and a law on the freedom of access to information. An annual Anti-Corruption Day focuses public media attention and builds public pressure for ethical behaviour among civil servants.

To support the integration of anti-corruption measures into the financial and accounting arena, UNDP supported the Ministry of Investment to create a Centre for Transparency Enhancement and Anti-Corruption, designed to strengthen financial disclosure systems. The Centre has

worked with Siemens and PepsiCo to learn private sector best practices in financial disclosure. The Centre has developed a code of conduct for the public business sector on financial disclosure ethics and developed a training programme for journalists. An additional training module was prepared, entitled 'Strengthening Transparency and Boosting Competitiveness through Effective Environmental, Social and Governance Reporting', aimed at private sector firms, with training programmes run by the Egyptian Institute of Directors.

DEMOCRATIC REFORM

This outcome aimed to strengthen national efforts for democratic reform and increase public political participation. Specifically, UNDP supported national initiatives designed to strengthen the legislative and oversight functions of the Egyptian Parliament, political parties, election administration (by introducing digital elections, for example) and opinion survey mechanisms. UNDP also supported government reform efforts aimed at strengthening institutional performance through civil service reforms. As part of this effort, UNDP supported the Government in implementing the UN Convention Against Corruption. In addition, UNDP provided capacity-building assistance for key civil society coordinating institutions to make them more representative and effective in advocating for NGO rights in Egypt. UNDP also supported national councils, promoted volunteerism and sought to increase the active participation of young people.

In 2006, UNDP began collaborating with the Egyptian Parliament to strengthen its capacity in legislation and oversight of national responsibilities under the World Trade Organization and its trade agreements. The project developed policy digests on gender-sensitive budgeting, gender and trade, and poverty and trade. UNDP organized a visit for parliamentarians to the US

45 Available at http://www.transparency.org/research/cpi/cpi_2009

Congressional Research Service (Washington, D.C.), and supported efforts to digitize the parliamentary library and make it web-accessible.

UNDP partnered with a number of organizations and entities to achieve its results, including the General Federation for NGOs and Foundations, the Ministry of State for Administrative Development and its Transparency and Integrity Committee, Ministry of Investment, National Council for Childhood and Motherhood.

UNDP supported the General Federation for NGOs and Foundations, seeking to facilitate its organizational restructuring and proposing modifications to its internal bylaws to make it more democratic and transparent in its operations, and more capable of working with civil society partners. The effort included expectations to reformulate internal bylaws for better democratic participation, which were not realized. The project director reported that this was beyond their scope and authority.

Another initiative, the 'Think Twice' project, supported the National Council for Childhood and Motherhood in a series of intervention focused on themes such child labour, child disability, school dropouts, communication within the family and girls' political participation. UNDP assisted with media campaigns, community outreach and capacity building.

The Think Twice project has been singled out as particularly problematic and limited in its results. From the outset, its ambitious and complex objectives required adjustments. Budget limitations and staff turnover at crucial times in the lifespan of the project negatively affected its implementation and hindered achievement. The sustainability of the Think Twice interventions is questionable, although some of the knowledge transfer efforts hold promise of residual benefits. For example, the capacity of the National Council for Childhood and Motherhood to run communication campaigns was strengthened.

EGYPT POST AUTHORITY

An additional—and distinctive—activity within this outcome focuses on administrative reform to the Egypt Post Authority. The Post Authority is one of Egypt's oldest ongoing institutions, dating to 1865. It provides mail carrier services across the country and is Egypt's largest banking establishment measured by number of branches. Recognizing that it needed to revitalize its value proposition in the internet age, and facing increasing international and domestic competition in areas such as express mail, the Egypt Post Authority engaged UNDP support to modernize and improve customer services. The 'e-post' effort involved a strategic planning process coupled with training and technological transformation.

Overall, the objectives under this outcome are relevant and consistent with UNDP strategic priorities and consistent with stated national commitments to battle corruption and achieve better democracy. The focus of UNDP's interventions was on target: enhancing anti-corruption efforts, supporting NGOs for better democracy, promoting citizen participation and helping to improve electoral systems.

4.4 ENVIRONMENT AND ENERGY

Outcome 6: Sustainable management of environment and natural resources incorporated into poverty reduction strategies/key national development frameworks and sector strategies.

As noted in the UNDP CPAP 2007–2011, there are six outputs driving UNDP interventions for this outcome:

1. National capacity to comply with environmental laws improved
2. NGOs and local communities' engagement in small-scale environmental projects supported
3. Capacity to comply with international environmental agreements is built and awareness increased

4. Access to cleaner energy services and low-emissions technology including renewable energy, energy efficiency and/or advance fossil fuel technologies promoted
5. Enhanced capacity of central and local government to integrate sustainable development and environmental and natural resources management into national development frameworks and sector strategies
6. Cultural heritage protected and tourism enhanced

Outcome 6 focuses appropriately on a broad set of environmental protection priorities articulated in the National Environmental Action Plan for Egypt 2002–2017 and the Five-Year National Development Plan. The outcome is directly relevant to the objectives set out in UNDP's strategic plan and the 2007–2011 UNDAF for Egypt. Broadly speaking, there are two areas of UNDP support under this outcome: climate change and energy; and water, sanitation and waste management.

UNDP has developed a large and varied project portfolio and has successfully mobilized resources, especially with the GEF and bilateral donors. In particular, UNDP has established a close partnership with the Government at the strategic and procedural levels. Management at the Egyptian Environmental Affairs Agency (EEAA) indicate that UNDP policy and technical support has been of great benefit as Egypt strives to meet international environmental convention and protocol obligations.

NATIONAL ENVIRONMENTAL ACTION PLANS

The Government of Egypt has prepared two National Environmental Action Plans, first in 1992 and then a decade later. The initial plan set the stage for mobilizing investments to address major environmental problems, encouraging legal norms—including the Environment Protection Law (4/1994)—and spurring a major infrastructure programme focused on water and sanitation services. An important milestone was

the creation of the Egyptian Ministry of State for the Environment in 1997.

A second National Environmental Action Plan was adopted in 2002, designed to set the parameters for environmental progress until 2017. This second plan provided a detailed discussion of issues and pressures facing the Egyptian environment. These include challenges relating to water use and quality; air pollution; pressures on agriculture from urban encroachment, soil degradation and contamination; desertification problems; pollution of marine environments; solid waste management deficiencies; national environmental hazards; and threats to cultural heritage and antiquities.

CLIMATE CHANGE AND ENERGY EFFICIENCY

UNDP has helped the Government of Egypt secure financing for a wide array of projects focusing on climate change, energy efficiency, sustainable transport and renewable energy. Planned results under this outcome include reductions in carbon dioxide (CO₂) emissions per capita and consumption of ozone-depleting chlorofluorocarbons, and increases in GDP per unit of energy use.

Over the past programming cycle, UNDP worked with the Government of Egypt to place climate change on the national agenda and begin planning for future potential impacts of climate change. UNDP, together with four other UN agencies, helped the Egyptian Government establish a 'Joint Programme on the Management of Climate Change Mitigation and Adaptation Risks', providing a platform for coordinated action. With UNDP support, a policy-making Inter-Ministerial Committee and a Technical Secretariat was established at the EEAA. A climate change policy dialogue was initiated, and Egyptian capabilities in the areas of climate change assessment and mitigation have been enhanced. In 2009, the draft Second National Communication Report to the UN Framework Convention on Climate Change was completed with UNDP support. The report serves as a strong national advocacy tool on the importance of climate change to Egypt's future.

UNDP has made an important contribution to Egypt's climate change mitigation efforts through measures to promote greater energy efficiency.⁴⁶ As a result of project interventions during the 'Energy Efficiency Improvement and Greenhouse Gas Reductions' project, a cumulative reduction of 16.8 million tons CO₂ is estimated. The project achieved some market transformation through the creation of nine energy service companies that provide energy efficiency and financial advice. It also expanded markets for efficient lighting and appliances, and spurred new energy efficiency standards and labels for three electrical appliances and energy efficiency codes for new residential buildings. UNDP also provided assistance to the Cabinet of Ministers in creating a technical secretariat for the Supreme Energy Council, focused on energy efficiency and renewable energy.

There has been measurable progress towards CO₂ emissions reductions. However, the stated indicator of reducing CO₂ emissions per capita has not been achieved and the per capita share of CO₂ emissions continues to increase, from 1.9 (ton/year) in 1990 to 2.93 (ton/year) in 2008. These increases stem from an overall increase in energy usage and Egypt's continued heavy reliance on fossil fuels—issues that UNDP cannot be expected to significantly influence. The Government and the energy utility have shown interest in alternative energy sources such as solar and wind power and biofuels. Thanks to UNDP, the World Bank and other international partners, a few projects are moving to scale to exploit these opportunities, but progress has been slow. Egypt will face significant energy problems in the near future unless it takes steps to build energy capacity and diversify.

With UNDP support, the Government has developed and implemented a National Strategy for Improving Energy Efficiency, and has been promoting and demonstrating energy efficiency measures, including the use of energy audits, energy efficient building codes, energy efficient

standards for production of home appliances, the use of compact fluorescent lamps (CFLs) and energy efficient lighting systems. When the Ministry of Electricity and Energy launched a promotional programme to sell energy-saving CFLs, it used national experts trained by the UNDP project to formulate the technical specifications, and used testing laboratories that the UNDP project helped establish. Thanks to the project's efforts—particularly its work with civil society—electricity distribution companies and local manufacturers have succeeded in introducing CFLs to Egyptian consumers and markets.

Many of UNDP's energy-related projects in Egypt struggle with sustainability and follow through due to a fairly weak commitment by the Government. Energy efficiency is not within the mandate of the Ministry of Electricity or any other ministry in Egypt. This oversight creates a hurdle to promoting energy efficiency and renewable energy, and highlights the urgent need for energy sector reform.

WATER RESOURCES AND WASTE MANAGEMENT

UNDP, especially through its role as an implementing agency for the GEF, has helped Egypt play a role in national and regional efforts to identify, protect and share water resources. Through the 'Developing Renewable Groundwater Resources in Arid Lands, A Pilot Case – The Eastern Desert of Egypt' project, a replicable integrated technique for evaluating the extent of renewable ground water resources in arid lands was developed. Cairo University executed the project in collaboration with the Ministry of Water Resources and Irrigation.

Through the GEF-financed 'Lake Manzala Engineered Wetlands' demonstration project, UNDP joined forces with the EEAA and the Ministry of Water and Irrigation to test a low-cost system for treating polluted agricultural

46 GEF Evaluation Office, 'GEF Evaluation Office: Country Portfolio Evaluation: Egypt (1991–2008)', 2009.

return flows prior to discharge into the Nile. What started as a water treatment research effort when the project began in 2000, expanded into an aquaculture project by 2004, with some of the treated effluent being used for an on-site 20 hectare fish farm. The use of constructed wetlands for wastewater treatment was replicated in the project area while it was being implemented, and a World Bank-implemented GEF project on Lake Maryout is considering establishing a similar constructed wetland system.

Local participation is a major feature of the 'Siwa Environmental Amelioration' project. This effort to better protect and conserve the environment in the Siwa oasis took a multifaceted approach, including introducing sustainable agricultural modules (plants and livestock), supporting local NGO capacity building and improving solid waste management.

The 'Systemic Approach to Solid Waste Management in Rural Governorates' project helped expand institutional capacity in rural governorates to manage solid waste. The project involved a pilot in El Minya Governorate and included technical support to establish GIS decision support systems and the rehabilitation of a composting plant.

The Government of Egypt is engaged in several cross-border water resource assessments and protection programmes with UNDP support. The UNDP is implementing a GEF-funded project entitled 'Nile Transboundary Environmental Action Project, Phase II' in support of the Nile Basin Commission. The project is designed to play a catalytic role in addressing transboundary water concerns by assisting the Nile riparian countries to use the full range of technical assistance and institutional reforms that is needed for the protection and equitable allocation of Nile waters. The 'Nubian Aquifer' project, also

GEF funded, was designed to help identify the extent of drawdown of groundwater in this aquifer by Egypt, Libya and Tunisia. The 'MedWet coast' project was created in 1999 to support the conservation and wise use of Mediterranean wetlands within the framework of the Ramsar Convention on Wetlands.

Progress in a few projects has been limited by implementation problems including factors such as inappropriate choice of project management, instability in project implementation units and inadequate institutional anchoring of projects. Gaps in project planning and design have caused delays,⁴⁷ as have instances where the national executing agency lacked jurisdiction to make needed decisions.⁴⁸ In particular, the preparation process for projects has been slow. The GEF portfolio evaluation for Egypt (1991–2008) noted that the total time from pipeline entry to project start-up took on average 6.4 years, or 77 months—one of the longest lead-up times among the GEF recipient countries. Much of this delay can be attributed to the approval of a couple of large-scale GEF–World Bank projects, namely the 'Solar Thermal Power Station Project' and the 'Lake Maryout Project', each of which has taken about 10 years to move through the approval process. GEF–UNDP projects have been timelier, on average taking approximately three years to become operational.

While not unique to Egypt, or to environmental programming, a common concern with many projects has been what happens after project closure, in terms of sustainability, up-scaling and replication. An independent review of the Egyptian–Italian Environmental Cooperation Programme, for example, noted problems of sustainability of programme results after completion. This issue is a common concern for pilot projects, whose purpose after all is to experiment with new techniques and then apply them elsewhere.

47 GEF Evaluation Office, 'GEF Evaluation Office: Country Portfolio Evaluation: Egypt (1991–2008)', 2009.

48 For example, the Lake Manzala project was delayed for more than a year as project responsibility shifted from the EEAA to the Ministry of Water and Irrigation.

There is some evidence of the Egyptian Government replicating successful UNDP-managed projects. The Lake Manzala constructed wetlands project, for example, led to the construction of an additional system nearby and consideration for a third. The solid waste management project has been replicated in nine Markazes in Menya. Each of the new solid waste management units is independent from the Ministry of Environment and reports directly to the Governor. Another example is the 'Decision Support System for Water Resources Planning' project. This three-year project (2005–2008) enabled the Government of Egypt to establish digital mapping and to use GIS tools for water resources management. The successful effort in Egypt has been replicated in Jordan using the same Egyptian expert team.

Outcome 7: Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides.

The 2007–2011 CPAP envisioned two outputs for this outcome:

1. Nature conservation sector supported to manage and develop wild resources
2. NGOs and local communities' engagement in small-scale environmental projects supported

UNDP support in the area of biodiversity and Protected Areas management has been of strategic importance to Egypt. The portfolio was built from multiple sources and partners, in particular the GEF. Additional funding support has come from the Government of Italy through bilateral cost sharing under the Italian Debt for Development Fund, for the Egyptian-Italian Cooperation Programme.⁴⁹ The effort was designed to support the conservation activities of the EEAA and the Supreme Council of Antiquities.

UNDP has played an important role in protecting biodiversity in Egypt. Its work in this area is especially significant because biodiversity has not been prominent in the portfolios of most of the donor community in Egypt. UNDP-supported biodiversity projects have helped to change the policy framework for conservation in Egypt through development of a National Biodiversity Strategy and Action Plan, a Wetland Strategy, an Integrated Coastal Zone Management Plan for the Red Sea, a National Capacity Self-Assessment, national reports to the Convention for Biological Diversity and management plans for Protected Area sites.⁵⁰

UNDP-supported biodiversity projects have helped develop institutional capacity within EEAA and within local (governorate) authorities. UNDP activities also contributed to raising awareness about biological diversity among decision makers, including local officials, the media and the public. It is noteworthy that in 2005, 10 percent of Egypt's territory was protected to maintain biological diversity; it now stands at over 15 percent, including 27 Protected Areas. In 2000, the National Conservation Service had a staff of 109 persons; it has grown to more than 900 persons. Almost half of the staff have college degrees and most management professionals and rangers have benefitted from international training.

The UNDP country office has worked to link environmental programming with other development priorities, such as job creation and women's empowerment. The 'Medicinal Plants Conservation Project St. Katherine Protectorate' in South Sinai is an example of using market forces to protect natural resources. As a result of comments in the project mid-term evaluation in 2006, a significant realignment of the project's outputs and the strategy for achieving its

49 The Egyptian-Italian Cooperation Programme is funded through a €9.1million contribution from the Government of Italy and includes LE 19.9 million from the Government of Egypt through its Italian 'Debt for Development Swap' facility, in place since 2001 and administered through UNDP.

50 GEF Evaluation Office, 'GEF Evaluation Office: Country Portfolio Evaluation: Egypt (1991–2008)', 2009.

objective occurred, changing from a focus on developing site-specific in situ conservation of natural resources to an emphasis on use of these natural resources to sustain the livelihoods of local residents.

The Medicinal Plants project protected fragile and threatened resources, sustained and expanded economic opportunities for the local community, and reinforced and supported the role of women as active participants. A Medicinal and Aromatic Plants Association was created to market local produce and a Green Gold Association, which represents 48 Bedouin female collectors and manages community-based natural resources, now functions as is a micro-loan programme. Altogether, the project has led to the creation of more than 350 direct and indirect jobs, generating an adequate income for over 1,200 persons. The project won the prestigious 2012 Equator Prize for local community sustainable development solutions, selected from a pool of over 800 nominations from 113 countries.

Several other projects under this outcome focused attention on the poverty-environment nexus. In Wadi El-Rayan and Wadi Hitan, UNDP projects developed visitor centres. UNDP assistance to the Supreme Council for Antiquities to excavate Madiet Madi introduced a cultural dimension to the Protected Areas of Rayan and Hitan. These assets have encouraged tourism and have enabled local residents to establish businesses catering to tourists.

While some criticism has been voiced about the extent of civil society involvement in UNDP programming and projects in other practice areas, a notable stand out in citizen participation has been the work of the GEF Small Grants Programme in Egypt. Between 1991 and 2008, USD 4.32 million in GEF financing was utilized under the Small Grants Programme, covering approximately 20 projects (averaging USD 19,000 per project). The Small Grants Programme has contributed extensively to the capacity-building efforts of NGOs in the field of biodiversity.

Chapter 5

CONCLUSIONS AND RECOMMENDATIONS

The broad, programme-level conclusions and recommendations provided in this chapter are based on the body of findings presented in chapters 3 and 4, and are expected to contribute to the planning of UNDP support to Egypt during the next programme cycle. The conclusions are designed to convey an overall sense of UNDP strengths and weaknesses and the challenges it faces in contributing to development results. The recommendations are focused on key areas where UNDP can enhance and consolidate its contribution, bearing in mind its mandate and comparative strengths.

5.1 CONCLUSIONS

Conclusion 1: UNDP has contributed to Egypt's key development priorities as set out in government planning frameworks and reiterated in the situation analyses of the Cairo Agenda for Action. Country engagement with the UNDP programme is strong. The prevailing government view is that partnership with UNDP enhances opportunities for Egypt to secure international funding and to obtain high-quality technical support informed by international best practices.

The 2007–2011 CPAP notes that the overarching objective in this programming cycle is the realization of the MDG-based vision espoused in the 2005 EHDR, and the implementation of corporate UNDP MDG support packages. The Egypt country office has worked successfully with the Egyptian Ministry of Economic Development to closely monitor Egypt's progress towards achieving the MDGs. UNDP's work on MDG monitoring has been highly relevant and effective, with five updates generated, which have been widely recognized as well-analysed and definitive in terms of where Egypt stands with goal fulfilment.

UNDP has helped the Government of Egypt launch and expand successful programmes that have scaled up over time and secured significant international funding. The Social Fund for Development (SFD) is noteworthy. Starting as a UNDP project in 1991, the SFD has since evolved into a large, quasi-governmental fund focused on employment generation through new business creation, especially from micro-, small- and medium-size enterprises. The SFD has received substantial donor funding, estimated at USD 1.5 billion since its creation. In its second phase of operation, starting in 1997, SFD worked with a USD 750 million budget, financed with grants and loans from more than 15 multilateral and bilateral donors.

Conclusion 2: UNDP has demonstrated that it can provide both strategic upstream advice and effective downstream programme management support to the Government of Egypt across a broad portfolio of development programmes.

UNDP has carved out a prominent support role in Egypt across its practice areas and has forged strong links with senior managers across most of the main national ministries. Many of these individuals managed UNDP projects earlier in their careers.

Conclusion 3: UNDP efforts to promote a culture of human rights in Egypt are highly relevant to the Government and citizenry, but have had little discernible impact.

UNDP established partnerships with government and government-sponsored human rights organizations to enhance their operational, administrative and technical capacities to better address human rights issues. These UNDP

efforts were carried out in a generally satisfactory manner; nevertheless, they were insignificant in countering the simmering public dismay and frustration over a perceived lack of appreciation for human rights by the police and others within government. This dissatisfaction over human rights is widely considered one of the critical factors leading to the unrest and subsequent government changes in 2011.

Conclusion 4: UNDP has actively promoted women's empowerment and gender issues across its portfolio of programmes, and through its own hiring and human resources. Progress on women's empowerment in Egypt has recently stalled and is in danger of regressing.

The Egyptian Constitution guarantees the same rights to men and women. However, UNDP's gender index shows that in practice, Egypt lags behind most other nations. Closing the gender gap in education, literacy, employment and political participation has been high on UNDP's agenda, and should remain so.

The UNDP country office has been cognizant of the need to ensure its own programming pays attention to issues of gender equity. The country office has done a good job balancing the gender of senior programme advisors. In addition, the office routinely receives programme and project review assistance from UN Women to ensure gender dimensions have been taken into account.

Conclusion 5: UNDP has contributed to the Government's ongoing decentralization efforts, especially through its support for drafting a National Decentralization Strategy and efforts to enhance national government capabilities to implement this strategy. UNDP has shown that it can provide effective technical assistance to local governments on capacity building, planning support and progress monitoring for improved service delivery. UNDP has been less successful in helping the Government to scale up and replicate piloted decentralization approaches.

UNDP's contribution to decentralization has been generally well conceived and carried out, and has enabled the Government of Egypt to better articulate its decentralization strategy. The decentralization programme had less success in the area of direct citizen engagement. Local Popular Councils are elected, but governors continue to govern at the discretion of the President. These limitations on citizen engagement are out of UNDP's hands and firmly within the purview of the Egyptian Government.

Conclusion 6: UNDP has had a measure of success in prompting the Government of Egypt to better address critical environmental issues facing the country.

UNDP activities, financed largely through the GEF, have helped raise decision makers' awareness of global and regional environmental issues. This has resulted in national policy changes that acknowledge the climate change, energy efficiency and pollution control challenges facing the country. UNDP support on environmental protection during this period has been by and large responsive to national needs and flexible to changes in national and local conditions. UNDP has helped secure funding and technical advice that has helped expand the capacity of environmental institutions, in particular the Egyptian Environmental Affairs Agency.

Conclusion 7: UNDP has served the Government of Egypt as an incubator and strategic advisor for new institutions and initiatives. This additive approach has resulted in real service delivery improvements, but carries some risk over the long term because it bypasses the need for comprehensive reform of the Egypt civil service.

UNDP has worked closely with the Information and Decision Support Centre (IDSC) since its founding and helped IDSC develop the Social Contract Centre in 2007. The Social Fund for Development started as a UNDP project and has evolved into a quasi-governmental organization focused on job creation, garnering more than

a billion dollars from donors. The Economic Research Forum started as a UNDP project 15 years ago. It continues as a leading research institute in the region; its work influences policymaking not only in Egypt, but in other Arab countries, Iran and Turkey. UNDP supported the establishment of a Fiscal Unit in Egypt's Ministry of Finance that now develops the budget framework, analyses fiscal risk and helped simplify the national tax system. UNDP continues its work with the Ministry of State for Administrative Development to strengthen its capacity for results-based management.

Conclusion 8: The revised set of priorities envisioned in the 2011–2012 transition strategy are well-reasoned and build appropriately from the existing UNDP support framework, taking into consideration current national circumstances.

The UNDP transition strategy emphasizes new opportunities as a result of the political transition: the establishment of a new democracy brought new political parties to the fore and created room for a greater role for civil society. Public awareness has grown exponentially—especially among Egyptian youth—and demands to stop corruption and protect citizens' rights have escalated. The transition has also brought additional challenges for Egypt and for UNDP, including an uncertain security situation, an economy in recession, and a diminished role for women in the political process.

UNDP has sought to ease the transition process by serving as a convener for discussion on possible solutions and future strategies, taking into account Egyptian experience as well as the transition experiences of other developing and middle-income countries. The International Forum on Democratic Transitions, held in Cairo in June 2011, brought together more than 600 decision makers, politicians and members of the public to hear from officials and experts from countries that have undergone democratic transitions, including Argentina, Brazil, Chile, Mexico, Indonesia and South Africa.

5.2 RECOMMENDATIONS

The following recommendations have been developed taking into account that UNDP will be launching its next Country Programme Action Plan with a new Egyptian Government.

Recommendation 1: UNDP should expand its support to local governments and urban communities, emphasizing integrated planning and community participation, and focusing on economically disadvantaged communities.

The current economic recession—a result of the political transition—disproportionately impacts poor urban communities, especially in Upper Egypt. Over time, UNDP has supported a full suite of tools that can be used to help respond to immediate needs while preparing longer term integrated development strategies.

Through various projects, UNDP has helped develop participatory budgeting, and has helped build local capacities for community asset management and environmental management. It has worked with the General Organization for Physical Planning to formulate, adopt and implement urban and slum upgrading programmes. It has worked with the SFD to fund micro-, small- and medium-size enterprises. UNDP has also supported ICT upgrading efforts, and is now assisting on sustainable transportation planning. Complementing these various initiatives, UNDP and its partners have the capacity to identify 'second tier' cities where a concerted, integrated infrastructure and job creation programme could make a dramatic difference.

Interventions focused on meeting the needs of the poor in urban communities require increasing partnerships with civil society, especially community-based organizations. Given the complexity and administrative challenges this approach presents, UNDP will need to explore innovative mechanisms for reaching the poor in their communities through efficient, cost-effective means. UNDP has been working with the Ministry of Local Development and local authorities to

stimulate local economic development. Various local economic development initiatives have involved civil society actors and the private sector in cooperative efforts with government entities. UNDP should seek to expand the existing platform, emphasizing to the new Government the positive role that the private sector and civil society can play in enhancing service delivery and creating jobs in impoverished communities.

Recommendation 2: UNDP should engage with the Government of Egypt in a renewed effort towards civil service reform, especially in support of government efforts to tackle corruption and promote transparency and integrity.

UNDP's agenda initially included a civil service reform component. These efforts were diminished at the insistence of the Government of Egypt, which recognized that although some agencies were outsized and inefficient, history justified a slow approach to change. The economic reforms introduced during the mid-1990s included privatizing much of the Egyptian economy. As documented in the 2004 ADR, the privatization and modernization process entailed significant government layoffs, which were not fully absorbed into the expanding private sector and contributed to a rise in unemployment.

Since the 2004 ADR, there has been some progress in civil service reform, but the results are uneven. Some ministries and agencies have made major strides and new and nimble agencies have sprung up, yet others remain over-staffed, poorly funded and substandard in their service delivery. In addition, corruption within the Government remains widespread, leading to inefficiency and citizen dissatisfaction.

As outlined by the Minister of State for Administrative Development⁵¹ in 2009, there are three key priorities for civil service reform:

(i) changing the mindset of civil servants so they view reforms as beneficial to themselves and to the country, (ii) revising the structure of the civil service system so that it focuses on core functions and outsources support functions, and (iii) improving service delivery systems to enhance efficiency and reduce petty corruption.⁵² UNDP should work with the new Government to map out a strategy to address these three priorities over the next decade.

Recommendation 3: UNDP, together with its UN and national partners, should continue to promote the empowerment and participation of women in Egypt, and should focus special attention on opportunities for technical training.

Together with its UN partner entities, UNDP should establish an economic empowerment programme for women that can help buttress recent gains made by women in the workplace against countervailing pressures to reduce women's public role.⁵³

The 2010 Situation Analysis noted that gender-responsive budgeting is now in place at the national level. UNDP should discuss with the new Egyptian Government how not only to retain and strengthen this approach, but also to extend it to the governorates and municipalities. Attention should also be paid to ensuring that national and donor-driven efforts to improve technical training in Egypt explicitly recognize and create opportunities for women.

Recommendation 4: UNDP should enhance its support in the area of environmental protection by helping the Government of Egypt to replicate and upscale successful pilot projects. In particular, UNDP should focus increased attention on energy efficiency and land degradation issues.

51 H.E. Dr. Ahmad Darwish.

52 Karim, M., Global Arab Network, www.english.globalnetwork.com, 30 January 2010.

53 See Guenena, N., 'Women empowered to contribute to political, economic, and social change/development', Prospective Outcome Evaluation, Final Report, 2012.

UNDP's energy and environment programming in Egypt has shown the value of linking environmental benefits with other development priorities, such as poverty alleviation and disaster prevention. With UNDP support, the Government of Egypt has piloted new programmes and new techniques that enable local communities to benefit from collective efforts to protect natural resources. The St. Catherine Medicinal Plant project is an excellent example. The challenge is to replicate and upscale these successful projects, and to make sure that short-term economic needs are not used as a pretext for loosening environmental controls and ecosystem protection.

Land degradation is a critical problem for Egypt. Only 3 percent of the land is arable and heavy irrigation has depleted soil quality. Groundwater resources are overused and the limited rangelands are overexploited. Newly reclaimed desert lands, developed at high expense, are quickly being degraded by improper irrigation, fertilization and cropping regimes. Additional pressures are brought to bear by urban encroachment, and soil erosion is a constant concern in arid, windy areas.

Addressing land degradation holistically is difficult because the issue falls within the jurisdiction of multiple ministries and agencies. UNDP, especially through its role as a GEF implementing agency, could play an important role helping to bridge jurisdictional difficulties and focus government action on stemming land degradation. The issue of land degradation was noted in the 2009 GEF portfolio evaluation, suggesting there may be funding opportunities through the GEF during the current funding cycle.

As noted in the 2010 Situation Analysis, energy demand is expanding rapidly in Egypt and is expected to reach 150 percent of production by 2015. The Government's huge energy subsidy programme compounds the country's energy challenge. Government subsidies for energy exceed expenditures for health and education by a factor of four and amount to double the nation's outlays for defence and national security. UNDP has played a useful role assisting the Government to pilot energy efficiency measures and promote alternative energy sources, such as biofuels. UNDP should expand this assistance, particularly in helping the Government assess local energy needs and devise strategies to provide greater energy access for the poor.

TERMS OF REFERENCE

1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.⁵⁴ Based on the principle of national ownership, EO seeks to conduct ADRs in collaboration with the national Government whenever agreed and possible.

The purpose of an ADR is to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board
- Support greater UNDP accountability to national stakeholders and partners in the programme country
- Serve as a means of quality assurance for UNDP interventions at the country level
- Contribute to learning at corporate, regional and country levels

An ADR in Egypt will be conducted in 2010 towards the end of the current programme cycle of 2007–2011 with a view to contributing to the preparation of the new country programme starting from 2012.

2. COUNTRY BACKGROUND

Over the past decade, Egypt has maintained high and increasing rates of economic growth. Egypt is the fourth-largest economy in the Arab world, with an average GDP growth rate of 5.1 percent annually from 2003 to 2007. Since the mid-1990s Egypt has been categorized as a middle-income country with a per capita income at (USD PPP) 5,350 in 2007.⁵⁵

Egypt has a strong history of playing an important role in regional and international relations. The country's diplomatic orientation facilitates its support of Arab issues, including the Arab-Israeli conflict, Iraq, Sudan, the Arab League reform and boosting economic cooperation between Arab states. Additionally Egypt is contributing to the development of African countries by providing technical assistance, grants, and training through the Egyptian Fund for Technical Cooperation.⁵⁶

Egypt is the most populous country in the Arab world, with a population of 72.8 million at end-June 2007.⁵⁷ Around 95 percent of the country is uninhabitable desert, with nearly the entire population residing in the Nile Delta and the narrow strip of the Nile Valley running the length of the country, resulting in high population density and associated socio-economic challenges. To meet the various demands of its growing population, the government of Egypt has formulated the Sixth Five-Year Plan for Social and Economic Development (2007-2012) in a way that has incorporated a significant number of the EHDR 2005 pro-poor initiatives.

54 Available at www.undp.org/eo/documents/Evaluation-Policy.pdf

55 Economist Intelligence Unit, Country Profile Egypt, 2008.

56 Egypt Cabinet Information and Decision Support Centre, 'Egypt...On the March of Development', 2008.

57 Economist Intelligence Unit, Country Profile Egypt, 2008.

A 2008 assessment of Egypt's progress towards the MDG indicates that the country is on track to achieve most of the target indicators at the national level.⁵⁸ Egypt has a Human Development Index rating of .708, placing it 112th out of 177 countries assessed.⁵⁹ While there have been notable improvements in labour market conditions over the last decade, the incidence of poverty increased from 16.7 percent in 2000 to 19.6 percent in 2005.⁶⁰ Life expectancy has risen steadily from 67.1 in 2001 to 71.3 in 2006.⁶¹ The under-five mortality rate has gradually declined from 39.1 (per 1,000 live births) in 2001 to 26.4 (per 1,000 live births) in 2006. The Government has been committed since the 1960s to providing free education for all. However, the 2006 census highlights that there are continuing problems of low educational enrolment as well as high dropout rates, both of which are the main causes of adult illiteracy and low enrolment ratios.⁶²

While Egypt's overall Human Development Index rating has improved consistently since 1993 at the national level, a deeper analysis of development trends highlights discrepancies in poverty alleviation between governorates. Poverty mapping, undertaken in 2005 and 2008 confirmed that there remained regional concentrations of poverty in rural areas, particularly in rural Upper Egypt.

While Egypt has made significant gains in terms of economic, social and developmental achievements over the past decade, the country continues to face significant human development challenges, including ensuring high levels of economic growth translate into improved equity and poverty reduction; addressing high population growth; advancing education issues; upgrading health and sanitation services; addressing

long-standing challenges such as gender equality, political participation and transparency; and responding to a new set of challenges including pandemic influenza, climate change and the global economic recession.⁶³

Egypt is a signatory to a host of international conventions and agreements including, the Universal Declaration of Human Rights, Convention against Corruption, Convention on the Elimination of all Forms of Discrimination against Women, Kyoto Protocol on Climate Change, Convention on Biological Diversity, and a number of other international and regional agreements. This provides the basis for UN and UNDP to assist the development of Egypt in line with the normative framework provided by these conventions and agreements.

3. UN AND UNDP IN EGYPT

During the last decade, UNDP and its sister agencies in the United Nations Country Team (UNCT) in Egypt, have continued to assist the Government of Egypt to achieve its development goals. Through its work over the previous two country cooperation frameworks (CCFs) 1997-2001 and 2002-2006, UNDP Egypt focused its contributions to the development of the country in three core areas, namely, (a) reducing human poverty; (b) fostering democratic governance; and (c) managing energy and the environment for sustainable development.

In 2006, the UNCT established the current United Nations Development Assistance Framework (UNDAF) 2007-2011 for Egypt to help the government achieve the goals of its Sixth Five-Year Plan (2007-2012). The UNDAF 2007-2011 is focused in particular on reinforcing state

58 *Egypt Human Development Report*, 2008.

59 Human Development Index, 2007.

60 *Egypt Human Development Report*, 2008 (based on World Bank 2007 figures).

61 *Egypt Human Development Report*, 2008.

62 Ibid.

63 A Cairo Agenda for Action on Aid Effectiveness: A Mutual Strategy for Development Cooperation', 2009.

capacities, strengthening human capabilities and enabling links of good governance.⁶⁴ This emphasis is based on the assessment that Egypt needs to continue to progress in overcoming the three principal human development deficits identified by the ‘Arab Human Development Report 2002’: knowledge, freedom and the empowerment of women.⁶⁵ Within UNCT, the UNDP Country Programme 2007–2011 made its overarching objective the realization of the MDG-based vision espoused in the EHDR 2005 and the implementation of the corporate UNDP MDG support packages, dividing its programming in line with the UNDAF focus areas of state and human capacity development and good governance.⁶⁶

Egypt’s graduation to the status of middle-income country will have direct implications for the strategic relationship between the country and donors in successive programming cycles. In recognition of the changing development context which has accompanied Egypt’s development achievements over the past three decades, the Cairo Agenda for Action on Aid Effectiveness is attempting to coordinate development cooperation through increasing clarity on national development priorities and strategies; facilitating better coordination within the Government; and between the Government and its national and international development partners; and ensuring sufficient attention is paid to monitoring and reporting on aid effectiveness.⁶⁷

4. EVALUATION QUESTIONS

During the Inception Phase of the ADR, an Inception Report will be developed which will provide a detailed set of evaluation questions, matrixed with expected information sources (e.g. interviews, documents and site visits). At this initial stage, the following general questions and concerns are pertinent:

- Whether UNDP has played a relevant role in assisting Egypt to address its development challenges, particularly in addressing persistent problems of vulnerabilities, disparities and inequities, and based on the comparative strength that UNDP brings to the country;
- Whether UNDP rendered such assistance in an effective, efficient and sustainable manner, and to what extent UNDP’s assistance yielded development results;
- Whether UNDP has responded appropriately to the evolving country situation by transforming its role and approaches.

Given the current country context, the ADR for Egypt will pay particular attention to the following additional aspects:

- The ADR should examine what would be the most relevant role that UNDP could or should play to assist Egypt in its efforts to increase its contribution to global partnership, *inter alia*, through expanded South-South cooperation, by taking a leadership role in regional initiatives.
- Together with other UN agencies, UNDP has been promoting UN values such as inclusive development, social cohesion, gender equality and human rights. UNDP has done so through advocacy and other normative work, programmatic interventions addressing vulnerabilities and disparities, and so on. The ADR should examine what has been achieved, and what modalities (or combinations thereof) have produced results. The ADR should then suggest strategies UNDP should take in this regard given the current and likely future Egyptian context.
- The ADR should examine how effectively UNDP has leveraged its assistance through

64 UNDAF 2007–2011

65 *Arab Human Development Report*, 2002.

66 UNDP country programme document, 2007–2011.

67 ‘Cairo Agenda for Action on Aid Effectiveness: A Mutual Strategy for Development Cooperation’, 2009.

partnerships through the UN Resident Coordinator's Office, with other UN agencies within the UN development Assistance Framework (UNDAF), regional partnerships (e.g. through regional projects such as the Nile Basin Initiative) and other development partners working towards similar objectives in South-South cooperation, aid effectiveness and poverty reduction (e.g. Japan International Cooperation Agency, World Bank, Netherlands, Italy and GTZ).

- A major portion of the Egypt Country Office budget is from Egyptian government sources. The ADR will examine the effectiveness of this close partnership, consider the implications in terms of governance and capacity building, and whether this constitutes a successful model for UNDP partnering in middle income countries.

These key aspects are to be addressed within the standard methodological framework for ADRs, as provided in the *ADR Manual 2010*.⁶⁸ Based on the above examinations, the ADR for Egypt will make strategic recommendations for the future direction of the country programme and possible strategies to be taken.

5. SCOPE AND METHODOLOGY

The ADR will review the UNDP experience in Egypt under its two most recent country programmes (2002-2006 and 2007-2011), and assess its contribution to the national effort in addressing its development challenges, encompassing social, economic and political spheres. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative, intentional and unintentional—and will

cover UNDP assistance funded from both core and non-core resources.

The evaluation has two main components; the analysis of the UNDP's contribution to development results through its programme outcomes and the strategy and positioning it has taken. For each component, the ADR will present its findings and assessment according to the set criteria provided below. Further elaboration of the criteria will be found in *ADR Manual 2010*.

UNDP'S CONTRIBUTION BY THEMATIC/PROGRAMMATIC AREAS

Analyses will be made on the contribution of UNDP to development results in Egypt through its programme activities. The analyses will be presented by thematic/programme areas and according to the following criteria: relevance, effectiveness, efficiency and sustainability.⁶⁹

Within the analyses above, and wherever applicable, particular attention should be paid to UNDP's effectiveness in promoting capacity development, gender equality, South-South cooperation, partnerships for development, and coordination of UN and other development assistance.

UNDP'S POSITIONING AND STRATEGIES

The positioning and strategies of UNDP are analysed both from the perspective of the organization's mandate⁷⁰ and the development needs and priorities in the country. This would entail systematic analyses of UNDP's place and niche within the development and policy space in the country, as well as strategies used by UNDP to maximize its contribution through adopting relevant strategies and approaches. The following criteria will be applied:

68 ADR Manual 2009 is currently available and is under revision for *ADR Manual 2010*. The Evaluation Office will provide at the outset a workshop for the evaluation team to familiarize itself with ADR methodology.

69 If the assessments on efficiency and sustainability are found to be rather common across the thematic areas, the Evaluation Team may choose to present them in one place across thematic areas in order to avoid repetitions and enhance the readability of the report. Also, ADR does not require presentation and examination of all the projects and activities; a representative sample of them could be used to illustrate findings as appropriate.

70 For UNDP's Strategic Plan, see www.undp.org/execbrd/pdf/dp07-43Rev1.pdf

- Relevance and responsiveness
- Exploiting comparative strengths
- Promoting UN values from Human Development perspective

6. EVALUATION METHODS AND APPROACHES

PRINCIPLES AND GUIDELINES

The ADR Egypt will be conducted in adherence to the Norms and the Standards⁷¹ and the ethical Code of Conduct⁷² established by the United Nations Evaluation Group, as well as to the UNDP's Evaluation Policy.

DATA COLLECTION

In terms of data collection, the evaluation will use a multiple method approach that will include document reviews, workshops, group and individual interviews, project/field visits and possibly surveys. The set of methods for each evaluation criteria and questions will be defined in the inception report to be prepared by the evaluation team during a Team Inception Workshop, to be held in early April 2010.

VALIDATION

The evaluation team will use a variety of methods to ensure that the data is valid, including through triangulation. All the findings must be supported by evidence and validated through consulting multiple sources of information. The evaluation team is required to use an appropriate tool (e.g. an evaluation matrix to present findings from multiple sources) to show that all the findings are validated.

STAKEHOLDER PARTICIPATION

A strong participatory approach, involving a broad range of stakeholders, will be taken. The ADR will include a process of stakeholder

mapping to identify both UNDP's direct partners as well as stakeholders. These stakeholders will include government representatives of ministries/agencies, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and importantly, the beneficiaries of the programme. Furthermore, in order to identify key development challenges of the country, the evaluation team will conduct interviews and consultations beyond those involved directly or indirectly in the UNDP country programme.

A Reference Group will also be developed for the ADR, consisting of key contacts from government and the donor community in Egypt, who will be asked to provide advice on key evaluation issues, detailed comment on the inception and draft final ADR reports, and participation in the stakeholder workshop(s). The ADR Team will meet with the Reference Group during its team Inception Workshop in early April.

The Reference Group will consist of representatives from:

- UNDP country office management (Resident Representative and Country Director)
- Other UN Agencies
- Egyptian Ministry of Foreign Affairs
- Egyptian Ministry of International Cooperation, Centre for Project Evaluation and Macroeconomic Analysis
- Bilateral Donor Representatives

7. THE EVALUATION TEAM

The Evaluation Office is responsible for selecting the team that will carry out the Egypt ADR. The team will consist of the following members:

- A Team Leader from the UNDP Evaluation Office (TL) who will be responsible for

71 www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

72 www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=102

overall ADR implementation and report writing/finalization

- Three (3) Egyptian Team Specialists, who will report to the TL, providing expertise in specific subject areas of the evaluation, and who are responsible for drafting relevant parts of the report. Technical expertise will be especially sought in the areas of governance and capacity building, knowledge management and education; and human rights and gender.
- A Research Associate based at the UNDP EO headquarters, who will assist the evaluation team with basic socio-economic research, tracking down and abstracting key documents.

8. ROLES AND RESPONSIBILITIES, AND MANAGEMENT ARRANGEMENTS

UNDP EVALUATION OFFICE

UNDP EO will conduct the ADR and has assigned a senior evaluation adviser to serve as Team Leader (TL). The TL will provide overall management of and technical backstopping to the evaluation. The TL will set the Terms of Reference for the evaluation, oversee the team selection process, review and finalize the inception report, provide guidance on the conduct of the evaluation, participate in key missions, including wrap up sessions with the Egypt country office, organize feedback sessions and a stakeholder meeting, review the draft ADR reports and decide on their acceptability, and manage the review and follow-up processes. The TL will support the rest of the evaluation team in understanding the scope, the process, the approach and the methodology of the ADR, provide on-going advice and feedback to the team for quality assurance, and is responsible for finalizing the report.

The UNDP EO will meet all costs directly related to the conduct of the ADR, including travel and per diems for team site visits and costs associated with stakeholder workshops and report production.

UNDP COUNTRY OFFICE IN EGYPT

The Egypt country office (CO) will support the evaluation team in liaising with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report. The CO will provide the evaluation team in-kind support (e.g. arranging meetings with project staff and beneficiaries, and assistance on setting up project site visits). To ensure the independence of the views expressed in interviews and meetings, CO personnel are not expected to participate in stakeholder interviews.

9. EVALUATION PROCESS

PHASE 1: PREPARATION

The EO has carried out preliminary research to prepare for the evaluation, and has set the basic documents into a SharePoint password-protected internet site that team members will be able to access.

A preparatory mission was carried out by the International Team Leader during January 17–21, which included interviewing potential team members, and holding a series of meetings with key stakeholders.

A Team Inception Workshop is planned for late May, 2010, for the team to agree on the scope, process, approach and methodology of the ADR, draft an interview schedule, set literature review assignments, meet with the Reference Group, and CO senior management. The team will also agree on the Inception Report outline and each member's expected contribution.

PHASE 2: PRELIMINARY RESEARCH AND EVALUATION DESIGN

- **Preliminary research: Desk review and briefings.** Based on the preparatory work by EO and other information and materials obtained from the Government, UNDP CO and other sources, the evaluation team will

analyse, *inter alia*, national documents and documents related to UNDP's programmes and projects over the period being examined. The evaluation team will also request and hold briefing sessions with CO programme staff to deepen understanding of their work portfolio and activities. With the preliminary research, the evaluation team will develop an understanding of the challenges that the country has been facing, and the responses and the achievements of UNDP through its country programme and other activities.

- **Inception Report.** Based on the preliminary research above, the evaluation team will develop an evaluation plan and submit it as an Inception Report. It will include:

- Brief overview of key development challenges, national strategies and UN/UNDP response to contextualize evaluation questions
- Evaluation questions for each evaluation criteria (see 2010 ADR Manual)
- Methods to be used and sources of information to be consulted in addressing each set of evaluation questions
- Preliminary hypotheses reached from the desk study for each evaluation question, with an indication of the information source (e.g. an evaluation report) that led to the hypothesis
- Selection of projects/activities to be examined in-depth and selected project/field activity site visits
- Key stakeholder map and persons to be interviewed during the ADR data collection process.
- The preliminary research phase should be concluded by 15 June 2010.

PHASE 3: DATA COLLECTION AND ANALYSIS

- **Data collection.** The process will include:
 - During the Team Inception Workshop, the team will establish a tentative schedule

of activities in consultation with the country office management. The schedule will be adjusted as needed during the data collection phase.

- The team will collect data according to the evaluation plan defined in the Inception Report, *inter alia*; a triangulation method will be pursued: reviewing documents, holding interviews with key stakeholders and first-hand observance through site visits.
- During the data collection phase, the team will start the validation of emerging hypothesis and findings to facilitate the process and to ensure all of its findings are well supported.
- The data collection phase will culminate in a Main Mission during the period June 15 - June 29. Activities will include interviews and site visits and data analysis. A Reference Group meeting and stakeholder workshop(s) will be held at the end of the mission, providing an initial assessment of findings.
- The TL will lead the evaluation team for the Main Mission and will remain in Egypt working with the rest of the team through the workshop with the Reference Group.
- **Data analysis:** The evaluation team will analyse the data collected to reach preliminary assessments, conclusions and recommendations.
- During the later stages of the Main Mission (e.g. June 25-29) the team will jointly and singly work on data assessment. The TL will participate with the team during this on analysis and validation.
- The outcome of the data analysis will be preliminary assessments for each evaluation criterion/question, general conclusions to answer key questions and provide overarching findings from the analysis, and strategic and operational recommendations.

- **Emerging findings and conclusions workshop:** Once preliminary findings and conclusions have been formulated, the evaluation team will debrief the Reference Group, to obtain feedback so as to avoid factual inaccuracies and gross misinterpretation.
- **Headquarter briefings:** Prior to the Executive Board meeting in January 2011, the TL may be requested to conduct briefings for EO, Regional Bureau for Arab States and other interested bureaux at the UNDP headquarters in New York.

PHASE 4: DRAFTING AND REVIEWS

- **First draft and quality assurance:** The evaluation team will establish a draft report based on the data analysis, and including any additional information from the stakeholder workshop(s). The draft report will be developed by the team members, under the guidance of the TL, and submitted to the Evaluation Office no later than four weeks after the Initial Findings and Conclusions Workshop (31 July 2010). The draft will be accepted by EO, after revisions if necessary, when it is in compliance with the Terms of Reference, the ADR Manual and other established guidelines, and satisfies basic quality standards.
- **Second draft and the verification and stakeholder comments:** The TL will develop a second draft, which will be forwarded by EO to the UNDP country office, the UNDP Regional Bureau for Arab States, and the Reference Group for factual verification and comments. The TL will then be responsible for working with the team to ensure that all comments are documented and fully taken into account in a revised draft. The TL will provide an audit trail that indicates changes made to the draft based on comments. The conclusion of this process will be completion and submission to country office management of a final draft ADR. The second draft will be prepared by the end of July, and the formal comment period will conclude by the second week in September. The final draft will be completed by October 1.

PHASE 5: STAKEHOLDER WORKSHOP

- A stakeholder workshop will be organized after the ADR report has been completed, and prior to submission to the UNDP Executive Board. The workshop will be in early October 2010. A wide array of stakeholders will be invited to attend. The presentation will be led by the TL.

PHASE 6: FOLLOW UP

- **Management response:** During November and early December 2010, UNDP country office will prepare a management response to the ADR under the oversight of Regional Bureau for Arab States. The Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.⁷³
- **Communication:** The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document. It will be widely distributed by UNDP EO and the UNDP country office and by Egypt Ministry of Foreign Affairs to stakeholders in the country and at UNDP headquarters, to evaluation outfits of other international organizations, and to evaluation societies and research institutions in the region. The report and the management response will be published on the UNDP website.⁷⁴

⁷³ <http://erc.undp.org/>

⁷⁴ www.undp.org/eo/

10. TIME-FRAME

The time-frame and responsibilities for the evaluation process are tentatively as follows:

Activity	Responsible	Estimated time-frame
ADR initiation and preparatory work	EO	Nov. 2009 – Jan. 2010
Preparatory mission	EO	17-22 Jan. 2010
Selection of the evaluation team	EO	March - April 2010
A workshop for ADR planning and methodology for the evaluation team	EO	End of May 2010
Preliminary research	Evaluation team	May-June 2010
Submission of the inception report	Evaluation team	12 June 2010
Data collection	Evaluation team	May - June 2010
Main mission and stakeholder interviews	Evaluation team	15 – 29 June 2010
Data analysis	Evaluation team	15 June - 15 July 2010
Validation workshop	EO, ADR Reference Group, Evaluation team	29 June 2010
Submission of the first draft	Evaluation team	31 July 2010
Internal review and quality assurance	EO	1 – 14 Aug. 2010
Submission of the second draft	Evaluation team	21 Aug. 2010
Review by CO, Regional Bureau and Reference Group	EO and Reference Group	25 Aug. 25 – 15 Sept. 2010
Revision and submission of the final draft	Evaluation team	15 Sept. - 1 Oct. 2010
Stakeholder workshop	EO, ADR Reference Group, Evaluation team, Stakeholders	Oct. 2010
Editing and formatting	EO	Oct. 2010
Issuance of the final report and Evaluation Brief	EO	Nov. 2010
Dissemination of the final report and Evaluation Brief	EO & Reference Group	Nov. - Dec. 2010
Presentation to the UNDP Executive Board	EO	Jan. 2011

11. EXPECTED OUTPUTS

The deliverables from this ADR effort will be:

1. An Inception Report
2. A draft and final report 'Assessment of Development Results – Egypt'

The final report of the ADR will follow the guidance included in the *ADR Manual 2010*, and all drafts will be provided in English. The ADR Executive Summary, including key findings, conclusions and recommendations, will also be translated into Arabic.

The expected tasks and outputs for the Team Specialist focused on governance and civil society are:

1. Participate in the Team Workshop in late May.
2. Review relevant documents within the governance programme area, and UNDP's involvement and partnerships with civil society in Egypt.
3. Contribute content to the ADR inception report, based on the initial literature review.
4. Participate in the main mission, conduct interviews especially with key civil society

stakeholders, as well as select governorate and national ministry officials.

5. Participate in the Emerging Findings and Conclusions Workshop.
6. Draft sections of the ADR report focused on assessing stakeholder participation and the UNDP support programme focused on governance. The drafting effort will include providing findings, conclusions and recommendations.
7. Revise sections of the ADR draft report as required, based on comments.
8. Participate in the final stakeholder workshop in October 2010.

PERIOD AND DURATION

The assignment will commence on 10 May 2010 and conclude by February 2011.

TRAVEL

Several field trips are planned, as an integral part of the data collection phase of the evaluation. All field missions will take place in Egypt.

QUALIFICATIONS

The Egyptian Team Specialists must satisfy the following qualifications:

- Solid understanding of evaluation methodologies relevant to ADR in Egypt, and/or a proven expertise of research in social science relevant for the evaluation.
- In-depth knowledge of development issues and challenges, as well as Egyptian government policies, with specific expertise in at least one subject area relevant to the work of UNDP.
- To avoid conflicts of interest, the members of the team should not have engaged in the design or implementation of the UNDP Egypt country programme.

Annex 2

PEOPLE CONSULTED⁷⁵

GOVERNMENT OF EGYPT

Ambassador Maged Abdel Aziz, Permanent Representative, Permanent Mission of Egypt to the United Nations

Dr. Talaat Abdelmalak, Advisor to the Minister, Ministry of International Cooperation

Madeha Ahmed, National Project Director, Participatory National, Regional and Governorate Strategic Planning for Balanced Spatial Development

General Secretary Mona Amin, National Council for Childhood and Motherhood

H.E. Dr. Ahmed Darwish, Minister, Ministry of State for Administrative Development

Clara Di Dio, Project Manager, Disabilities Programme, Ministry of International Cooperation

Dr. Nerman El Hiny, National Project Director, Fiscal Policy Decision Support Unit, Ministry of Finance

Dr. Ali El Moselhy, Minister, Ministry of Social Solidarity

Dr. Fahima El Shahed, National Project Director, General Organization for Physical Planning

H.E. Ambassador Mohamed Fathy, El Shazly North West Coast Development Plan and Mine Action

Mahmoud El-Said, Executive Director, Centre for Project Evaluation and Macroeconomic Analysis, Ministry of International Cooperation

Fathy El-Shazly, Project Manager, Ministry of International Cooperation

Effat El-Shooky, Advisor to the Minister for International Cooperation, Ministry of Communications and Information Technology

Mostafa Fouda, Former person in charge for Protectorates, Egyptian Environmental Affairs Agency, Ministry of State for Environmental Affairs

Dr. Ashraf Gamal, Executive Director, Egyptian Institute of Directors, Ministry of Investment

Nermin Helmy, Operational Project Officer, Egyptian Corporate Responsibility Centre

Ambassador Mahmoud Karem, Secretary General, National Council for Human Rights

Bassem Khalil, Deputy Assistant Foreign Minister, Ministry of Foreign Affairs

Secretary General Dr. Nehro R.M. Khalil, Chief Advisor to the Minister, Ministry of Social Solidarity

Dr. Lobna Adel Latif, Senior Adviser to the Minister, Decentralization National Coordinator, Ministry of Local Development

Osman Magues, Director, Information Decision Support Centre for the Egyptian Government Cabinet

H.E. Dr. Ali Moselhy, Minister, Ministry of Social Solidarity

⁷⁵ The people listed here are noted by the positions they held when the interviews were conducted in 2010 and 2011. Many are no longer in these positions.

Dr. Ghada Moussa, National Project Director,
Ministry for Administrative Development

Nahed Naguib, National Project Director,
General Organization for Physical
Planning, Ministry of Housing, Utilities,
and Urban Communities

Dr. Amal Nasrallah, Monitoring and Evaluation
Consultant, Ministry of Communication
and Information Technology

Maged Osman, Director, Information
Decision Support Centre for the Egyptian
Government Cabinet

Dr. Osman Osman, Minister of Economic
Development

Dr. Sayed Sabry, Advisor, Ministry of State
for Environmental Affairs, former Head
of Unit on Climate Change, Ministry of
State for Environmental Affairs, Egyptian
Environmental Affairs Agency, Ministry of
State for Environmental Affairs

Radwan Said, Project Director, Information
Decision Support Centre for the Egyptian
Government Cabinet

Aleya Sarwat, Project Manager,
Decentralization Support Unit, Ministry of
Local Development

Ambassador Soad Shalaby, Assistant Foreign
Minister, Ministry of Foreign Affairs,
Project Manager, Cairo Regional Centre
for Conflict Resolution and Peacekeeping
in Africa

Sahar Tawila, Director, Social Contract
Advisory, Social Contract Centre

Dr. El Sayed Torky, Advisor to the Minister's
Office for Corporate Social Responsibility,
Ministry of Investment, Egyptian Corporate
Responsibility Centre

Ghada Waly, Advisor to the Chairman of
Egyptian Financial Supervisory Authority
for Microfinance and Access to Finance,
Egyptian Financial Supervisory Authority

INTERNATIONAL ORGANIZATIONS

Sidi Mohamed Boubacar, Deputy Head of
Office, Lead Operations Officer for Egypt,
World Bank

Dr. Erma Manoncourt, Representative for
Egypt, UNICEF

Maya Morsi, Project Coordinator, UN Women

Luna Abu Swelah, Programme Advisor, United
Nations International Strategy for Disaster
Reduction, Regional Office for Arab States

Gillian Wilcox, Deputy Representative for
Egypt, UNICEF

DEVELOPMENT PARTNERS

Jose Lorenzo Garcia Baltasar, Counsellor,
Embassy of Spain, Egypt

Raffaella Iodice De Wolf, Minister- Counsellor,
EU Mission, Egypt

Nevine Lotfi, Senior Economist, Programme
Analysis Division, US Agency for
International Development (USAID)

Latanya Mapp Frett, Programme Office
Director, USAID

Anna Maria Meligrana, Counsellor, Embassy of
Italy, Egypt

Dr. Roland Steurer, Counsellor, Deutsche
Gesellschaft für Internationale
Zusammenarbeit (GIZ)

Hans Peter Verhoeff, First Secretary, Economic
Affairs and Development Cooperation
Department, Embassy of Netherlands

Tatsuya Yanagi, First Secretary, Japan
International Cooperation Agency

Anna Zangrossi, First Secretary, Embassy of
Italy, Egypt

CIVIL SOCIETY

Wael M. Arfa, Business Development Manager,
Business Enterprise Support Tools
(BEST) Foundation

Prof. Heba Handoussa, Independent
Consultant, Lead Author Egypt Human
Development Report and Cairo Agenda for
Aid Effectiveness: Situation Analysis 2011

Mohammed Aly Hassan, Finance Manager,
Business Enterprise Support Tools
(BEST) Foundation

Hatem Zaki, Deputy Chairman and Executive
Director, Business Enterprise Support Tools
(BEST) Foundation

UNDP EGYPT

Emad Adly, Small Grants Programme
Coordinator, Global Environment Facility
(UNDP/GEF)

Naglaa Arafa, Assistant Resident Representative

Mohammed Bayoumi, Assistant Resident
Representative

Noeman El Sayyad, Regional Communi-
cation Advisor

Sherif El Tokali, UNDP Programme Officer

Juliette Hage, Senior Programme Advisor,
Regional Bureau of Arab States

Rania Hedeya, Programme Analyst

James Rawley, Resident Coordinator

Zubair Murshid, Regional Disaster Reduction
Advisor, Arab States Regional Centre

Noha Rifaat, Monitoring and Evaluation
Officer

May Seraphim, UN Coordination
Associate, Office of the UN Resident
Coordinator, Egypt

Mounir Tabet, Country Director

Chadia Wannous, Senior Policy Advisor

Nahla Zeitoun, Programme Analyst

PROJECT MANAGERS AND STAFF

Omar Abduldayem, Director, St. Katherine
Project

Alaa Abdul Aziz, Head of Programme Unit,
Cairo Centre for Training on Conflict
Resolution and Peacekeeping

Mounir Bushra, National Project Director,
Minya Solid Waste Management Project

Mohamed El-Bassal, Project Manager, Social
Contract Centre

Dr. Amr Badr El Din, National Project
Director, Egypt Post Modernization Project

Hannan El Guindy, National Project Director,
Support to General Federation for NGOs
and Foundations

Noha Ibrahim Gaballah, Executive Manager,
Empowering and Connecting the
Community through the ICT Project

Marcello Giordani, Programme Advisor, Social
Contract Centre

Ambassador Ahmed Haggag, National Project
Director, BENAA

Prof. Farkounda Hassam, Independent
Consultant, Lead Author Egypt Human
Development Report and Cairo Agenda for
Aid Effectiveness

Ahmed Ragab, National Project Director,
Support for Enhancing Transparency and
Fighting Corruption Project

Hala Shoukry, Programme Advisor, Japan
International Cooperation Agency,
Egypt office

Dr. Ihab Tarek, National Project Director,
Support to Legal Aid and Dispute
Settlement in Family Courts

Dr. Ahsraf Abdel Wahab, Acting Minister,
Ministry of State for Administrative
Development, E-Government Initiative

Dr. Ibrahim Yassin, National Director, Energy
Efficiency Project

Annex 3

DOCUMENTS CONSULTED

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In addition to the documents listed above, the evaluation team reviewed the majority of available documents relating to projects covered in the ADR, including project documents, annual project reports, mid-term review reports, final evaluation reports and other project-related documents. The evaluation team also reviewed the websites of several organizations, including UN entities, Egyptian governmental departments and project management offices.

Annex 4

EVALUATION FRAMEWORK

Programme/ Practice area	Main questions to be addressed by the ADR
UNDP programme	<ul style="list-style-type: none"> • Are UNDP activities aligned with national strategies? Are they consistent with human development needs in that area (whether mentioned in strategies or not)? • Are UNDP approaches, resources, models and conceptual framework relevant to achieve planned outcomes? Do they follow known good practices?
Governance	<ul style="list-style-type: none"> • Did the UN system as a whole, and UNDP in particular, address the development challenges and priorities and support the national strategies and priorities? • Did the UNDP programme facilitate the implementation of the national development strategies and policies and play a complementary role to the Government? • Is there balance between upstream and downstream initiatives? Balance between capital and regional/local level interventions? Adequacy of resources? Quality of designs, conceptual models? • Is the UN system, and UNDP in particular, effectively supporting the Government in monitoring the achievement of the MDGs? • Has the UNDP programme been designed to appropriately incorporate in each outcome area contributions to the attainment of gender equality? • How has UNDP supported positive changes in terms of gender equality and were there any unintended effects? • Was UNDP responsive to the evolution over time of development challenges and the priorities in national strategies, or significant shifts due to external conditions? • How do you see UNDP's role and contribution to national development in the area of decentralization? • What has been the major 'value added' of UNDP in the area of decentralization? • In your opinion, could UNDP have been more effective in the area of decentralization? If yes, how? Could you give me examples? • Are there areas of UNDP intervention where you feel UNDP should not have intervened and why? • What were the most significant and successful UNDP interventions in the area of decentralization and why? • Is UNDP considered capable of providing leadership and contributing to substantive and high-level policy dialogue on human development issues in the country, particularly on potentially sensitive topics?
Poverty	<ul style="list-style-type: none"> • Did the UNDP programme take into account the plight and needs of vulnerable or disadvantaged to promote social equity?

(continues)

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Programme/ Practice area	Main questions to be addressed by the ADR
Environment and energy	<ul style="list-style-type: none"> • Are UNDP activities aligned with national strategy? In your opinion, how did UNDP position itself to support Egypt to meet these challenges? Are UNDP approaches, models, etc. relevant to achieve planned outcomes, results, impacts? • What are the UNDP contributions to Egypt's efforts addressing challenges in environment and energy? Did UNDP contribute to progress made towards addressing challenges in environment and energy? How? Why? • Has the strategic positioning of UNDP served the interests of Egypt in the field of environment and energy? How? Why? To what extent was UNDP assistance relevant to national priorities? • Has UNDP assistance been responsive to transformations in the Egyptian society (political, social, economic, institutional, etc.)? How and why? • In your opinion, what is the UNDP contribution to development, particularly in the area of environment and energy? • What are your recommendations to enhance the effectiveness of UNDP's contribution to the development of Egypt?
Disaster/crisis prevention and recovery	<ul style="list-style-type: none"> • Are UNDP activities aligned with national strategy? In your opinion, how did UNDP position itself to support Egypt to meet these challenges? Are UNDP approaches, models, etc. relevant to achieve planned outcomes, results, impacts? • What are the UNDP contributions to Egypt's efforts addressing challenges in crisis management and recovery? Did UNDP contribute to progress made towards addressing challenges in crisis management and recovery? How? Why? • Did UNDP have an adequate mechanism to respond to significant changes in the country situation, in particular in crisis and emergencies? • Has the strategic positioning of UNDP served the interests of Egypt in the field of crisis management and recovery? How? Why? To what extent was UNDP assistance relevant to national priorities? • Has UNDP assistance been responsive to transformations in the Egyptian society (political, social, economic, institutional, etc.)? How and why? • In your opinion, what is the UNDP contribution to development, particularly in the area of crisis management and recovery? • What are your recommendations to enhance the effectiveness of UNDP's contribution to development of Egypt?

Annex 5

PROJECTS CONTRIBUTING TO EACH OUTCOME

Outcome 1: Improved national capacity to design, apply and monitor pro-poor policies while addressing geographical disparities	
<ul style="list-style-type: none"> • National Human Development Report • Governorate Human Development Reports • Civil Society Education Network on the MDGs • Social Contract Project • Social Fund for Development III • Social Fund for Development IV • Business Enterprise Support Tools NEW Economic Research Forum • Popular markets an exit strategy • Organic markets for popular consumption • Implementation of elements of the Micro Finance strategy 	<ul style="list-style-type: none"> • Ministry of Social Solidarity capacity building • Fiscal Policy Reform • Business solutions for human development • Global Compact and Corporate Social Responsibility Centre • Growing Sustainable Business • Madrasty • Sailing the Nile for the MDGs • Support to UN coordination • Operational Unit for Development Assistance Secretariat • Operational Unit for Development Assistance Umbrella • Fiscal policy decision support • Ministry of International Cooperation Decode
Outcome 2: National strategies formulated, tested and implemented to facilitate increased access and foster use of ICT to achieve development goals	
<ul style="list-style-type: none"> • Information and Communication Technologies to foster Egypt's Sustainable Human development • Information and Communication Technology for Small and Medium Enterprises • Egyptian Education Initiative • Information and Communication Technology for Sustainable Human Development • E- Government Project • Enhancing Local Development Using Information Technology 	<ul style="list-style-type: none"> • Supporting Egypt's Networking...WSIS • National Telecom Regulatory Authority • Supporting Information Technology Institute • Empowering and Connecting Communities through ICT
Outcome 3: Conflict prevention and peace-building approaches informed/factored in national development frameworks, and integrated programmes designed and implemented at national and local levels	
<ul style="list-style-type: none"> • Northwest Mine Action Programme 	<ul style="list-style-type: none"> • Disaster Risk Reduction • Avian Flu Preparedness

(continues)

(continued)

Outcome 4: Decentralization policies formulated/reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery	
<ul style="list-style-type: none"> • UN Joint Programme on Slum Upgrading in El Minya • Urban Development Project with General Organization for Physical Planning • Participatory Development in Shoubra • Participatory Slum Upgrading in El Hallous and El Bahtini 	<ul style="list-style-type: none"> • Municipal Initiatives for Strategic Recovery and new decentralization programme • Greater Cairo Region Participatory Physical Planning DP3 • Comprehensive Development of the City of Luxor • New Valley
Outcome 5: Women empowered to contribute to political, economic and social change/development	
<ul style="list-style-type: none"> • ICT to Foster Egypt's Human Development (Literacy CD) • Girls education project • Women MPs project 	<ul style="list-style-type: none"> • Strengthening the performance of women as candidates and voters • Vocational Centre for Women • FGM-free village model
Outcome 6: Sustainable management of environment and natural resources incorporated into poverty reduction strategies/key national development frameworks and sector strategies	
<ul style="list-style-type: none"> • National Capacity Self-Assessment • Second National Communication • Adaptation to Climate Change in the Nile Delta • MDG Achievement Fund Joint Programme – Climate Change Risk Management in Egypt • Preparation of Egypt Third Communication to UNFCCC • Climate Change Risk Management in Egypt • Halon Management Bank Programme for Egypt • Energy Efficiency Improvement and Greenhouse Gas Reduction • Energy Efficiency and Labelling Programme • Improving Energy Efficiency of Lighting and Building Appliances • Integrated System for Zero or Reduced Emissions of Fuel Bus Operation in Cairo • Promoting Sustainable Public Transportation in Urban Areas • Introduction of Viable Electric and Hybrid-Electric Bus Technology in Egypt 	<ul style="list-style-type: none"> • Systemic Approach to Solid Waste Management in Rural Governorates of Egypt: A Pilot • Biomass Resources and Biomass Energy Technologies for Rural Development • Bioenergy for Sustainable Rural Development • Development of a Comprehensive Scheme in El Minya Governorate • Decision-Support System for Water Resources Planning Based on Environmental Balance • Developing Renewable Groundwater Resources in Arid Lands, A Pilot Case-The Eastern Desert of Egypt • Nubian Sandstone Aquifer System • Lake Manzala Engineered Wetlands • GEF Small Grants Programme • Institutional Support to the Supreme Council of Antiquities for Environmental Monitoring and Management of Cultural Heritage Sites
Outcome 7: Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides	
<ul style="list-style-type: none"> • Conservation and Use of Medicinal Plants in Arid and Semi-Arid Areas • Gebel Elba Protected Area • Biodiversity Monitoring and Assessment (BioMap) • Institutional Strengthening of the Nature Conservation Sector and National Biodiversity 	<ul style="list-style-type: none"> • Capacity Building and Institutional Support to the Nature Conservation Sector • Siwa Environmental Amelioration Programme • Wadi El Rayan Protected Area • Medwet Coast Project

(continues)

(continued)

Outcome 8: Human rights/security promoted and protected	
<ul style="list-style-type: none"> • BENAA • Support to the National Council for Human Rights • Support to Egyptian NGOs Network against AIDS 	<ul style="list-style-type: none"> • UN Joint Programme on HIV/AIDS • Modernization of the judicial sector with Ministry of Justice
Outcome 9: Democratic institutions and practices are strengthened and a culture of human rights through active citizenship is promoted	
<ul style="list-style-type: none"> • National Council for Childhood and Motherhood 5 year integrated plan of action (Joint Programme) • Think Twice project • Strengthening Political Parties • Supporting Ministry of Interior on Transparency and Anti-Corruption • E-Post 	<ul style="list-style-type: none"> • Strengthening the Capacity of the Egyptian Parliament in Legislation and Oversight of WTO and other Trade Agreements • Private sector coalition targeting youth development • Youth NGO Federation Supporting Ministry of Interior on Transparency and Anti- Corruption



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