



World Food Programme



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Vulnerability Analysis and Review of Food Subsidy in Egypt

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Preface

This work represents one of the most comprehensive and important studies ever carried out on the issues of vulnerability and food subsidies in Egypt. The main objective of the study was to analyze the relationship between two factors: household vulnerability to food insecurity and the existing food subsidy system. This comparison enables the Government of Egypt to identify the strengths and weaknesses in the existing food subsidy programme in order to make the system more efficient and effective. On the basis of this analysis, recommendations are proposed for improved targeting and alternative approaches for subsidy funding.

The study used a sample of 13,200 households spread across 11 Governorates. This sample represents 65 percent of the entire population in Egypt and covers all of the major geographical regions including Upper, Middle and Lower Egypt, as well as the Metropolitan and Frontier Governorates. The study also allows for vulnerability comparisons between rural and urban areas.

In addition to subsidized food, the study provides information on the other subsidized sectors such as energy, transportation, housing, education, health and social expenditure. The study looks at how these other subsidies are distributed across vulnerability categories to see if targeting can be improved.

I would like to express my sincerest appreciation to the World Food Programme of the United Nations for their financial and technical support of this study. I especially wish to thank Mr. Bishow Parajuli, the WFP Representative and Country Director in Egypt, for his continuous support throughout all stages of this work, as well as his staff and consultants that helped carry out the study.

I believe that the results of this study will go a long way to help the Government of Egypt improve the subsidy system to ensure that the allocation of targeted resources reach the most needy in the country.

Dr. Hassan Khedr

Minister of Supply and Internal Trade

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Bishow Parajuli
WFP Representative and Country Director, Egypt

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Executive Summary

Egypt's food subsidy programs have been an important source of food security for a large portion of the population. Implemented since World War II as a means of providing basic food to all Egyptians, the food subsidy system is credited with assuring the availability of affordable staples to the population and helping to reduce infant mortality and malnutrition. Although many Egyptian households derive benefits from this program, there are a number of problems associated with its implementation. First, the program is not targeted to the neediest households in Egypt. Many poor young families and those that rely on vulnerable employment such as casual laborers do not have access to ration cards. Thus it does not act as an effective safety net for many of these poor households. Second, the mix of commodities is not tailored to the geographical and socio-economic differences that exist in Egypt. In addition, the mix does not take nutrition and health considerations into account. Third, the subsidy is not scaled to income class. Fourth, the supervision of the programme is not adequate to prevent leakage and diversion of commodities.

The high cost of food subsidies to protect the poor from price hikes is not sustainable in the long run and the government is urgently seeking other ways to reduce the subsidy costs without jeopardizing the welfare of the poor. Improved vulnerability and food insecurity information systems and targeting mechanisms are critical needs for developing a more effective social protection system in Egypt.

In order to begin to address these issues, the WFP and the Government of Egypt have together implemented this study on household-level vulnerability to food insecurity and the effectiveness of the Egyptian food subsidy program. This study will provide critical information to the Government for improving its safety net program and to WFP for targeting vulnerable households.

This report represents the results of two rounds of nationally-representative surveys in a total of eleven Governorates throughout Egypt. Results of these studies are being used to:

- inform policy on concrete elements of the subsidy program (commodity mix, impact, targeting, etc.);
- identify the spatial distribution of livelihood status and vulnerability throughout Egypt;
- characterize vulnerable households and groups across selected Governorates; and
- establish the inclusion/exclusion effect of the vulnerable in the food subsidy program.

Summary of Findings

Food and nutritional insecurity issues in Egypt are largely related to issues of food access and utilization; that is, having enough income to buy adequate and nutritious food and access to potable water and a healthy and sanitary environment. The ‘shock’ that characterizes most contemporary food security concerns in Egypt is economic, with household income being diminished by inflation, devaluation of the Egyptian Pound, high unemployment, low wages and low producer prices. The evidence of food access problems is clear in the poverty literature and has driven much of the rationale behind the food subsidy program. The underlying problems associated with food utilization are harder to understand, but appear to be related to food access as well as lack of adequate infrastructure for potable water, sewage and waste disposal. Malnutrition rates of children under five in certain localities (and within certain livelihood groups) suggest, however, that a number of factors are contributing to nutritional security problems, and the factors may well be location and/or livelihood group specific.

The households most vulnerable to food insecurity in Egypt have high illiteracy rates, experience higher unemployment and have fewer members with skilled jobs, are more likely to be casual laborers, and are forced to take out consumption loans. They feel that their food access is threatened by food shortages, job loss, inflation, the costs associated with religious events such as Ramadan, costs for school fees and illness of the productive members of the household. It is this population that the food subsidy programme is intended to support.

Malnutrition in Egypt is linked to poverty. Currently, 26 percent of the children under 5 in this survey experience malnutrition. Stunting (height for age), a good proxy measure of long term deprivation, is highest in Upper Egypt (Assyout-32%), and lowest in Port Said (8%) and Alexandria (10%), areas where poverty is less severe. Thirty-two percent of the children in the most vulnerable households are stunted, compared to 19 percent of children in households found in less vulnerable households. Stunted children are also more likely to be found in larger households, in male rather than female headed households, in rural as opposed to urban areas, in households with illiterate adults, and in households with unemployed adults or those where adult members do not have access to skilled or permanent employment.

When we compare the malnutrition rates of Egypt with other countries with similar HDI status, Egypt is much worse off. For example, the percentage of stunted children is much higher than all other countries except Guatemala. In addition, Egyptian children are more likely to be stunted than their counterparts throughout northern and southern Africa on average.

Proper food utilization is also affected by access to potable water, the sanitary environment and proper access to health care. In the communities surveyed in the qualitative component of this study, all expressed problems associated with access to clean water, waste disposal, and non-existent or poorly maintained sewage systems. It is likely that these problems are contributing significantly to the malnutrition rates found in

these communities, especially among the most vulnerable segments of the population who are less likely to have water pipes in their homes.

Ration Card Access

Seventy five percent of the population has access to a ration card. Ownership in urban areas is significantly lower (67%) than in more rural areas of Upper and Lower Egypt (81%). This difference can partially be explained by the fact that younger people that do not have access to a card are moving to urban areas. People with a card are more likely to have a full ration card (8 out of 10) as opposed to a partial ration card. Partial ration cards are more likely to be found in urban areas.

The distribution of ration cards illustrates that targeting is a problem. The difference in the percent of households that have ration cards does not vary significantly between the vulnerability categories. Seventy-five percent of the most vulnerable households have a card and over 70 percent of the least vulnerable households also have ration cards. At the same time, more of the least vulnerable households have full ration cards (82%) than the highest vulnerable households (78%). Thirty percent of those who have access to a card have completed secondary education or higher. Seventy percent of those with permanent employment also had access to a ration card. Only 50 percent of those engaged in casual employment had a card. Forty percent of the cards included deceased persons. Over half of the cards reside with non-registered persons, either handed down within families or secured by other means. New households have not been able to register for cards, distorting the demographics of card ownership.

Regarding the items on the food subsidy list, many households complained about the quality of black lentils, beans and ghee. Many had suggested that such items should be removed from the list and replaced with larger allocations of rice and sugar.

Unfortunately, the removal of such items would lower the nutritional value of the food subsidies. Future policy options regarding the food subsidy programme should consider quality as a factor in determining the inclusion/exclusion of specific commodities.

Balady Bread Access

Balady bread is also heavily subsidized by the government. Two out of every three households purchase it. Metropolitan areas purchase more bread than rural areas. All income groups equally purchase balady bread, demonstrating that bread purchases are highly inelastic with respect to income. However, more money is spent on bread purchases by the poor because of their larger family sizes. Subsidized wheat flour is also an important commodity for the poor. Forty percent of the poorest households regularly purchase subsidized wheat flour. Urban families prefer to purchase baked bread.

Policy Recommendations

Based on the findings of this study and key lessons learned from international experience in food subsidy programmes, considerable improvements can be made in the existing programme. The study proposes several options for the GOE to consider with regards to the implementation of the food subsidy programme. Some policy changes should be made in the short-term, followed by changes that will be needed to improve targeting in the longer term.

Short Term Options

There are two main options for the short term that will last for six months; a) keeping the in-kind subsidy as is but improving the quality of the commodities or changing the food basket, and b) changing the system to a cash subsidy.

Option 1- Keeping the in-kind subsidy system and improving the quality of the commodities or changing the food basket.

There are four sub-options under option 1. Each is based on improving the quality of the commodities, or removing some of the commodities not preferred by the people (macaroni, ghee, lentils and beans). Additional quantities of rice and sugar can be added to the ration card.

Sub Option 1.1: Improving the quality of the commodities that are less preferred, without changing the food basket.

In all of the villages surveyed, most households indicated that they were not happy with the quality of the macaroni, lentils, beans and ghee. If the quality of these commodities is improved, then it is expected people will better accept them. The advantage of this sub option is that it keeps the nutritional content of the commodities mix, which is more appropriate for meeting the nutritional needs of poor people.

Sub Option 1.2: Removing some of the commodities that are less preferred, without adding new food items to the ration card.

This option is also designed to respond to current dissatisfaction with the quality of the macaroni, black lentils, beans and ghee. If these commodities were removed from the ration card by January 2006, the GOE could save nearly 564 Million LE until the end of current budget year (2005-2006). This option will also allow the Ministry to distribute the food balance of these four commodities during the period of four months.

Sub Option 1.3: Removing some of the commodities that are less preferred, and adding 2 kg of rice and 1 Kg of sugar to the ration card.

This option includes removing the food commodities as mentioned in Option 1.2, while adding 2 kg of rice and 1 kg of sugar to the ration cards, starting from January 2006. This will cost additional 150 million LE (60 million for sugar and 90 million for rice) versus the saving of 564 million LE from canceling the mentioned commodities. Therefore, this

option will provide a net saving of 414 million LE during the current budget year (2005-2006).

Sub Option 1.4: Removing some of the commodities that are less preferred, with adding 4 kg of rice and 2 kg of sugar to the ration card.

This option includes removing the food commodities as mentioned in Option 1.2, while adding 4 kg of rice and 2 kg of sugar to the ration cards, starting from January 2006. This will cost an additional 300 million LE (120 million for sugar and 180 million for rice) versus the saving of 564 million LE from canceling the mentioned commodities. Therefore, this option will provide a net saving of 264 million LE during the current budget year (2005-2006).

Despite the cost savings and the political acceptability of these options, if some of the items suggested are removed, then the nutritional value of the subsidy will go down.

Option 2: Change to a Cash Subsidy.

This option includes changing to a cash subsidy, which could be based on determining the value of subsidy of the ration card:

Option 2.1: Change to the cash subsidy-Allowing purchases among a selected set of food commodities.

The card owner will get a coupon, equivalent to the monthly subsidy value of the ration card, which he/she can use to buy food commodities, among a selected set of food commodities (sugar, tea, rice, meat, dairy products, and oil). He/she can select according to his/her preference, and from any shops designated to be involved in the system. The advantage of this option is that it keeps the nutritional value of the subsidy programme, as the owner has to choose among selected food commodities planned to provide for nutritional needs.

Option 2.2: Change to a cash subsidy- free to purchase any commodities.

This option is similar to the previous one (Option 2.1), the difference being that the owner will be free to buy any commodity he/she wants. This option provides the full choice to the consumer to buy items according to his/her preferences, but it may also lead to increases in food commodity prices. The current system that fixes the subsidized food commodity prices prevents the increase of prices for the food commodities in the free market.

In order to avoid the decrease in the value of the cash subsidy caused by the increase of prices, taking into consideration that most of the respondents of the survey did not prefer the cash voucher system, the value of this system can be updated annually depending on the Consumer Price Index (CPI), or the price index of a selected food basket that includes the main food commodities needed by the households (rice, sugar, oil, tea, dairy products). The second index is better as it considers the food commodities which were included in the ration cards that the cash system intends to replace.

Medium Term to Long Term Options to Improve the Food Subsidy Programme – Targeting Strategies

As the GOE objective is to make sure that the poor benefit from the Food Subsidy Programme, a number of steps can be taken to improve the targeting. Lessons from international experience tell us that food subsidy programs that use administrative targeting or means testing are performing much better in terms of the delivery of benefits to the poor. Our findings indicate that such means testing would likely be the best option for targeting the neediest. However, the expected gains from applying more specific targeting mechanisms are accompanied by increased costs.

This study provides good household level information that can be used to support targeting. This information includes: income and expenditure characteristics, income sources and variability, labor market and demographic characteristics, and indicators of living standards such as nutritional status and access to services. From this study, it is determined that the proposed cut-off point for eligibility based on income in the food subsidy programme should be 2 dollars per person per day.

A number of targeting criteria are proposed for means testing. These criteria could be combined or used separately. These criteria are described below.

- **Estimating Household Income-** Using the 2 dollars a day per person figure, household income is equivalent to 625 LE per month (7500 LE per year). Getting income estimates for targeting will be fairly straightforward for government employees, the police, the army and insured employees. It will not be as easy for people who rely on part-time casual labor or unofficial incomes. However, these are often the most vulnerable populations based on this analysis. In addition, since many people are relying on a second job in addition to their main employment, some household income estimates may be under-reported.

Means of Verification- Documents that will be used to verify income include registered official certificates from public/government work places (including variable income and bonuses) and/or certificates of work from private sector employees which are approved by the Agency of Social Insurance. Local leaders will have to be consulted regarding those who depend on casual labor.

- **Electricity Consumption-**Electricity consumption is 25 LE or less. It is estimated that electricity consumption represents about 5 percent of monthly income. One of the shortcomings of this criterion is the existence of many common cellars.

Means of Verification: Three continuous electric receipts for the last 3 months of the year. It's easy to present the electricity consumption invoices.

- **All Families that Receive a Social Guarantee Pension-**This can be obtained from programmes associated with Mubarak, Sadat, Nasser Bank, Social Affairs etc.

Means of Verification: A social assistance certificate (pension or social aid) or a certified tax report.

- **Malnutrition Exhibited in Family-** Targeting criteria could include households where at least one child between the age of 6 and 60 months is stunted. It is estimated that 2 million families would qualify using this criteria.

Means of Verification: Hospital or clinic records.

- **Literacy of Head of Household-** Measured as no schooling received. Households headed by illiterate individuals tend to be the most vulnerable.

Means of Verification: Number of years of school attended.

It would be extremely valuable and important to hold a series of consultations among various strata of population, academics, civil society and Government representatives both from the centers and Governorates to decide on the proposed criteria and implementation modality which will encourage national consensus and make the implementation of proposed policy much more sound and participatory.

With regard to the pace of the reform, it is envisioned that the reform may take several steps. The process should be iterative so that targeting mechanisms can be pilot tested in a few governorates to see if they are practical. It is envisioned that a pilot programme to introduce the targeting criteria for means testing could be initiated in the next few months before ending the more universal subsidy. Pilot activities could include changes in registration to improve targeting; modifying the commodity food mix to introduce more nutritious foods, and/or testing a cash voucher system. In the interim, as proposed, less preferred commodities could be reduced from the rations and partial subsidy cards could be phased out over a 4 month period. Complete changes should not be instituted too quickly because households need time to adjust their food budgets.

The effort of the GOE to communicate the reform policies will have a critical impact on how the reforms are received politically. Every effort must be made by the Government at the highest level to ensure that the public understands the rationale for changing the subsidy programme. The GOE can point out how the fiscal savings generated from the reform can be used to support tax relief as well as improvements in schools, including increasing numbers of school feeding days, better infrastructure for water and sanitation, and improvements in health care. Essentially this involves making the point that reduced subsidy costs can lead to increases in spending on public services. The GOE needs to make a convincing argument that it is using the savings to invest in programmes that protect and invest in the most vulnerable populations. The GOE can use advanced publicity campaigns to gain wider acceptance of the reform measures from the general public prior to full scale implementation.

Acronyms

ANOVA	Analysis of variance
CAPMAS	Egyptian Central Agency For Public Mobilization and Statistics
CDC	Cairo Demographic Center
FCS	Food Consumption Score
GDP	Gross domestic product
GOE	Government of Egypt
L.E.	Egyptian pound (Geneih)
MOSIT	Ministry of Supply and Internal Trade
WFP	World Food Programme

I. Background and Objectives

To address food insecurity and nutritional problems in the country, the Egyptian Government continues to support a social safety net programme that subsidizes a number of food items essential to household consumption at a total cost of L.E.12.1 Billion (7.9 Billion for Baladi Bread and 4.2 Billion for the ration card system). Currently, over 39.5 million Egyptians benefit from, and to some extent depend on an extensive food subsidy programme to fulfill their basic food needs. The programme provides basic supplies such as bread, sugar, oil, rice, lentils and tea. It is credited with assuring the availability of affordable staples to the population, helping to reduce infant mortality and malnutrition, and reducing poverty among its population. However, problems with targeting indicate that the food subsidy programme can be more effective and efficient in its implementation.

The historical roots of the food subsidy system in Egypt partially explain the current problems that the programme faces with targeting. The original ration card system was created through Ministerial Decree No. 503 during the Second World War in 1945. Its purpose was to insure that the whole population received a supply of necessary goods due to the relative scarcity of commodities in the markets as a result of the war and its effect on production. Thus it was originally designed to ensure the distribution of commodities to the whole population and ration cards were issued accordingly, to ensure supply of food rations, which has been continued since that time. During the 1960s, the ration card system started to have a stronger social welfare role for low income people, providing subsidies for certain commodities such as oil and sugar. However, shifting from a general subsidy to a targeted subsidy has not been fully realized.

Despite the benevolent intentions of the Government of Egypt (GOE), the subsidy program is straining available resources and is not being effectively used. In early 2003, the devaluation of the Egyptian pound led to a drop in the value of the Egyptian currency by about 30 percent. In a matter of days prices of goods and services, including basic food staples, began to climb. The impact on Egyptian households was clear as household incomes and purchasing power declined in the face of rapidly rising prices. The price hikes led the Ministry of Supplies and Internal Trade (MOSIT) to take up a number of measures to “control” the situation, including a crackdown on trade fraud and an attempt to curb unjustified price increases, particularly on basic food commodities. Among the most ambitious plans undertaken by the GOE during this time was an attempt to mitigate the deterioration in standards of living by expanding the food subsidy program.

The GOE allocated about US\$1.6 billion to subsidize eight commodities, of which four are deemed very significant: baladi bread, flour, cooking oil, and sugar. It is estimated that the total number eligible for subsidies is about 46 million Egyptians (calculated as about 9.7 million ration cardholders, which represent households of an average of 5 persons/household). Starting May 1, 2004 the new expanded food subsidy program came into effect. The GOE faces major challenges as the food subsidy program has and continues to have serious problems ranging from leakage, undercoverage, and diversion of subsidized goods to open markets and quality of goods. A number of surveys and studies have clearly outlined problems of efficiency and effectiveness of the program.

In order to begin to address these issues, the WFP and the Government of Egypt are together implementing this study on household-level vulnerability to food security and the effectiveness of the Egyptian food subsidy program. Together these two elements of the study will provide critical information to the Government for improving its safety net program and to WFP for targeting vulnerable households.

This report represents the results of two rounds of nationally-representative surveys in a total of eleven Governorates throughout Egypt. Results of these studies are being used to:

- ◆ inform policy on concrete elements of the subsidy program (commodity mix, impact, targeting, etc.);
- ◆ identify the spatial distribution of livelihood status and vulnerability throughout Egypt;
- ◆ characterize vulnerable households and groups across selected Governorates; and
- ◆ establish the inclusion/exclusion effect of the vulnerable in the food subsidy program.

Eventually the results will be used to empower local government to assess and provide targeted assistance to locally vulnerable households and groups.

II. Methodology

The conceptual grounding in the methodology for Phase II of the food subsidy and vulnerability study was predicated on a need to retain the capability of combining Phase I data and results with new Governorates canvassed in Phase II, while at the same time incorporating lessons learned in Phase I that could improve data capture and subsequent analyses.

Phase I used a multi-stage sampling design to capture data on a wide range of economic, social, health, nutritional, and demographic issues. A total of 3,515 households were sampled, including 2,357 urban households and 1,158 rural households. Households were selected using random sampling techniques. A companion qualitative survey was carried out simultaneously in approximately six communities per Governorate. The communities were selected purposefully to explore key characteristics in an in-depth manner that informed the quantitative survey.

Phase II sampling again used a mixed method approach and was conducted in eight Governorates. The aim of the Phase II survey was to assess the effectiveness of food subsidy program through an analysis and mapping of vulnerability to food insecurity. In addition, the Phase II survey explored household access to and use of a number of other subsidy programmes supported by the Government. Phase II was a nationally representative survey that included urban and rural households. In addition to information related to subsidies, data was collected on a variety of livelihood topics,

including income and expenditures, food consumption, employment, diet diversity and nutrition, education, credit and savings, housing, remittances and transfers, migration, and health, including the nutritional status of children under five.

The Phase II survey was administered to 9,022 households using a two-stage, stratified selection process. The eight Governorates were located throughout Egypt and included Alexandria, Port Said, Dakahlia, Giza, Fayoum, Mania, Souhag, and Marsa Matroh. In addition, households sampled in Cairo during Phase I were revisited to obtain information on access to and use of additional subsidies.

The 1996 Egypt population census frame and an updated listing of households, supplied by CAPMAS, were used to develop the sample frame for the study. The sampling frame consists of 768 primary sampling units, of which 384 are urban and 384 are rural. The Cairo Demographic Center conducted the sampling activity. Households were selected from the master sampling frame in two stages. In the first stage, primary rural and urban sampling units were randomly selected in each Governorate with probability proportional to size from the CAPMAS master sample. In the second stage of the process, sixteen households were randomly selected from each primary sampling unit. Since standard errors resulting from two-stage samples tend to be significantly higher than those resulting from pure random samples the sample size was made sufficiently large to capture variation in the population and ensure that results were representative. The design also facilitated the comparison of rural and urban households as well as metropolitan versus Upper and Lower Egypt.

III. Sampling

Phase II included sampling in eight Governorates of Egypt, each classified from secondary data prior to selection by their relative vulnerability.¹ A multi-stage selection process was used to select rural and urban households from Districts within each Governorate. Districts were selected with probability proportional to size, and primary sampling units were randomly selected within each District. For each primary sampling unit selected a census was conducted to update population information. Then from these figures a random selection of households was made.

A. Weighting

Where appropriate, survey data have been weighted to reflect variations in probabilities of selection as well as differential non-response and other factors which cause the sample and population distributions to differ. Although elements of individual Governorates are designed to produce self-weighting samples of households, variations on this self-weighting design appear when aggregating data across Governorates. The major source of variation in sampling probabilities arises from the spatial distribution of households in Egypt whereby certain sub-populations may be over- or under-sampled.

¹ Here vulnerability is defined using four indicators: % of underweight, female literacy, food expenditure and crop availability.

IV. Demographics and General Characteristics of the Survey Population

The Phase II sample is drawn from a broad spectrum of the Egyptian population, and as such reflects many of the common characteristics of Egyptian households. It also highlights different characteristics of households based on rural and urban differences and regional differences. Throughout the report information will be reported by Governorate, the urban/rural setting, and by regional divisions designated as Metropolitan, Upper Egypt and Lower Egypt. Metropolitan areas include Cairo, Port Said and Alexandria. Upper Egypt includes rural Giza, Assyut, Souhag , Minia and Fayoum Governorates while Lower Egypt includes Dakahlia, and Gharbia. Marsa Matroh is not included in these groupings.

A. Vulnerability Categories

In addition to looking at the differences between Governorates, regions, and zones, the analysis also examines differences between vulnerability categories. To do so, a food security vulnerability index was created using four variables from the household questionnaire. These variables were:

- Adult illiteracy;
- Per capita food consumption expressed in L.E. purchases or equivalents during the past seven days;
- Per capita income; and
- Per capita asset ownership;

For food consumption, per capita income, and per capita asset ownership variables, data were divided into quintiles. Households falling in the lowest quintile of a given variable were assigned a value of one, those falling into the second lowest quintile a value of 2, those falling into the third quintile a value of 3, those falling into the fourth quintile a value of 4, and those falling into the highest quintile a value of 5. For adult literacy, households were given a value of 1, 3 or 5 if the head of household was illiterate, had at least a primary education, or had above a primary education.

Values of the four variables were then summed for each household. All variables were given equal weight. The resulting sums were then divided into quintiles. Households whose sums were in the lowest quintile represented the most vulnerable households according to the index. Those in the highest quintile were labeled as the least vulnerable.

Table 1 provides the percentages of households in each category of vulnerability for the eleven governorates involved in Phase I and Phase II of the study. Data clearly show that Cairo and Port Said governorates are the least vulnerable with the lowest percentage of households categorized as high or very high vulnerability, and the greatest percentage of households demonstrating the characteristics of low or very low vulnerability. In Port Said, 38.7 percent of households are categorized as being of very low vulnerability.

Alternatively, households in the governorates of Fayoum, Assyout, Souhag, and Marsa Matroh demonstrated relatively high percentages of vulnerability. Vulnerability is greatest in Fayoum and Assyout governorates. In both, over 34 percent of households can be characterized as being very vulnerable to food insecurity. Of the 12,537 households sampled in Phase I and II of the study, nearly one quarter (24.5 percent) fall under the category of very high vulnerability to food insecurity.

Table 1: Governorates by vulnerability category.

		Vulnerability Category				
		<i>Very high</i>	<i>High</i>	<i>Medium</i>	<i>Low</i>	<i>Very low</i>
Cairo	%	17.5	15.4	17.7	27.2	22.1
Alexandria	%	21.9	16.8	17.1	25.2	19.1
Port Said	%	7.8	9.3	14.7	29.5	38.7
Dakahlia	%	22.7	17.9	20.1	27.3	12.0
Gharbia	%	22.5	17.1	21.5	26.1	12.8
Giza	%	24.6	19.6	18.4	24.9	12.5
Fayoum	%	34.7	19.3	18.6	17.5	9.8
Mania	%	27.3	19.4	18.5	23.1	11.6
Assyout	%	34.1	17.9	17.7	21.8	8.4
Souhag	%	29.0	17.4	17.9	22.1	13.5
Marsa Matroh	%	26.0	16.2	22.9	24.6	10.3
Total	%	24.5	16.9	18.7	24.4	15.4

Table 2: General demographic characteristics, by geographic categories.

	Average HH Size	Marital Status of the Head of the Household (%)				% of Female Headed HHs	Sex (%)	
		<i>Single</i>	<i>Married</i>	<i>Divorced</i>	<i>Widowed</i>		<i>Male</i>	<i>Female</i>
Total Sample	5.9	2.3	82.4	0.9	14.2	14.6	50.7	49.3
Governorate								
Cairo	4.4	4.8	74.1	2.0	18.9	20.4	49.2	50.8
Alexandria	4.7	2.9	79.1	1.6	16.4	17.3	49.2	50.8
Port Said	4.2	2.8	77.6	1.9	17.8	17.2	49.9	50.1
Dakahlia	5.6	1.1	86.3	1.1	11.5	12.0	51.5	48.5
Gharbia	5.8	1.8	83.6	0.7	13.9	14.5	51.2	48.8
Giza	5.3	1.9	82.6	0.9	14.6	15.1	50.7	49.3
Fayoum	7.1	2.0	85.0	0.2	12.8	12.4	52.1	47.9
Mania	7.2	2.2	82.6	0.3	14.9	13.5	50.1	49.9
Assyout	7.8	1.8	87.1	0.4	10.7	9.3	51.0	49.0
Souhag	7.2	2.4	83.2	0.7	13.6	13.5	50.8	50.4
Marsa Matroh	7.8	1.9	91.8	1.3	5.0	6.0	50.4	49.6
Region								
Metropolitan	4.6	3.8	76.8	1.7	17.6	18.8	49.5	50.5
Upper Egypt	7.2	2.1	84.0	0.5	13.3	12.6	50.8	49.2
Lower Egypt	5.7	1.6	84.5	0.8	13.1	13.7	51.3	48.7
Zone								
Urban	5.0	2.9	80.0	1.5	15.5	16.1	50.1	49.9
Rural	6.7	1.8	84.6	0.5	13.1	13.3	51.1	48.9

Table 2 above provides a summary of basic household demographics. The average household size varies significantly among the eleven Governorates now sampled. The more rural or remote areas such as Fayoum, Marsa Matroh and Assyut have the larger households, while metropolitan areas such as Alexandria, Port Said and Cairo have significantly smaller households. Upper Egypt had the largest household size, while the Metropolitan regions had the smallest, findings that are consistent with other studies conducted in Egypt. Household size is an important issue in social safety nets. Larger households, for example, tend to be poorer. This and other factors will be discussed later on in this report in relation to household-level vulnerability.

Characteristics such as marital status and the percent of female-headed households also vary by geographic area and their impact on the social welfare of the household is different than that of household size. For the overall survey population, 15 percent of households were headed by a female. However, the range across the Governorates was significant, with Marsa Matroh having the lowest incidence of female-headed households at 6 percent and Cairo the largest at over 20 percent. Metropolitan areas as a whole have over 18 percent of households headed by a female. In these areas there are significantly higher numbers of widowed households, female-headed households, and single or divorced households. Rural areas have a lower percentage of households headed by females. The percent of female-headed households is only slightly higher in Lower Egypt compared to Upper Egypt. Sex ratios vary only slightly among the eleven Governorates.

General household characteristics by vulnerability are provided in Table 3. Note that household size is significantly larger in more vulnerable households, which have on average three more members than households in the lowest vulnerability category. The household heads of the highest vulnerability families are more likely to be married and less likely to be female than for the other categories. On average the household heads are also two years younger than the households in the very low vulnerability category.

Table 3: General demographic characteristics, by vulnerability category.

Vulnerability categories	Average HH Size	Marital Status of the Head of the Household (%)				% of Female Headed HHs	Sex (%)	
		Single	Married	Divorced	Widowed		Male	Female
Very high	6.9	1.1	87.4	0.8	10.7	11.2	51.4	48.6
High	6.2	1.8	83.0	0.8	14.3	15.2	51.2	48.8
Medium	6.1	1.3	83.4	1.2	14.1	14.1	50.8	49.2
Low	5.1	2.7	79.2	0.8	17.1	17.4	50.1	49.9
Very low	4.0	5.9	77.4	1.4	15.3	15.3	51.9	48.1
Total Sample	5.8	2.3	82.4	0.9	14.2	14.6	51.0	49.0

B. Education

Based on the qualitative results, schools exist but there is dissatisfaction with the public education system at all levels. Fees are high and quality is low; teachers are inadequately trained and classes are overcrowded; books, transportation and private lessons are

expensive; buildings are poor quality or unsafe. Public education is perceived as lacking in quality, but most people cannot afford private education for their children. In some areas there are no public high schools and girls are not allowed to travel to attend secondary school. Still, education is valued and the school drop out rate is low. Girls usually leave school because the family can no longer afford the cost, while boys leave because they are needed to earn additional income or work in the harvest. Illiteracy rates among older people are very high (30% to 60% in the general survey population; 70% to 80% in Marsa Matrouh), especially adult women, but are declining due to adult literacy classes. Drop out rates increase slightly in Sohag, one of the most highly vulnerable governorates. The main exception to the trend towards increasing education is found in Marsa Matrouh governorate. There, high illiteracy and high dropout rates persist (40% to 90% for girls), due to economic conditions, the need for children to work during harvest, and a lack of awareness of the importance of education. There are few primary schools and limited number of secondary schools in the rural communities surveyed; the exception is Marsa Matrouh town.

Education attainment varies significantly by location throughout Egypt. Table 4 shows results for areas sampled in Phases I and II. Illiteracy is still very much prevalent in the more rural Governorates, as evidenced by the high levels found in Assyut, Mania, Souhag and Fayoum. Upper Egypt as a region has much lower educational attainment than Lower Egypt. Over half of household heads in Upper Egypt are illiterate, compared to 34 percent in Lower Egypt. Low levels of literacy are usually highly correlated with poverty and food insecurity, as those with little education have little chance of finding jobs with favorable wages, find it difficult to complete bureaucratic processes that require filling out forms, and can not benefit from information sources that require reading.

Table 4: Education level, by geographic categories.

	Level of Education (% of Household Heads)							
	<i>Illiterate</i>	<i>Read and write</i>	<i>Primary</i>	<i>Preparatory</i>	<i>Secondary</i>	<i>Above Secondary</i>	<i>Diploma</i>	<i>University</i>
Total Sample	37.8	18.6	5.9	4.8	17.9	3.6	10.8	.7
Governorate								
Cairo	28.1	16.5	7.3	6.6	16.6	5.9	17.1	1.9
Alexandria	26.8	20.9	8.7	7.8	16.4	3.8	14.4	1.3
Port Said	21.9	15.2	6.7	3.8	23.8	8.6	19.0	1.0
Dakahlia	38.7	21.6	5.4	3.8	16.9	3.6	9.5	0.5
Gharbia	31.8	21.5	6.5	6.0	20.8	3.1	10.0	0.4
Giza	34.8	19.5	4.7	5.4	20.6	3.2	11.4	0.5
Fayoum	52.5	19.9	5.4	1.5	14.0	2.2	4.4	0.2
Mania	50.0	15.2	4.4	2.1	18.7	2.6	6.5	0.4
Assyout	59.2	14.0	4.4	1.8	13.1	2.4	5.0	0.2
Souhag	51.4	11.9	4.1	3.2	14.4	3.4	11.1	0.6
Marsa Matroh	39.0	23.3	6.9	6.3	13.8	3.8	6.9	0.0
Region								
Metropolitan	27.4	18.1	7.0	6.4	18.4	5.1	16.2	1.5
Upper Egypt	51.8	14.8	4.6	2.9	15.3	2.8	7.6	0.3
Lower Egypt	34.0	21.5	6.2	5.3	19.5	3.3	9.9	0.4
Zone								
Urban	28.6	17.7	6.6	5.2	19.9	5.1	15.7	1.3
Rural	45.7	19.4	5.2	4.5	16.2	2.3	6.6	0.1

Upper Egypt

Three of the six communities surveyed in Sohag (Upper Egypt) as part of the qualitative survey have no secondary school. This makes it less likely that girls will receive more than a primary school education since families do not want to send them to another village. In both Assyut and Sohag, children drop out in order to earn income for their families or to help out at home. At the primary level, the drop-out rate is 5 percent, and is higher among boys who usually quit school to assist their parents. In the preparatory level, the drop-out rate increases and tends to be higher amongst girls as they reach the age of marriage. Temporary dropout may occur during the cultivation and harvesting seasons.

Middle Egypt

In Cairo in Middle Egypt, school fees have become difficult for poor families to manage. There are many hidden costs such as books, uniforms, mandatory private lessons, and fees related to cleaning and decorating the school. In neighborhoods where the schools are very crowded, parents pay fees to reserve a place at the school. This is why many feel that the beginning of the school year is a time of increased hardship. In the smaller cities and towns of Middle Egypt, most communities are not satisfied with the educational programs available to their children because of poor quality, high classroom density, and high fees charged for private lessons.

Lower Egypt

In Lower Egypt, the feedback during the qualitative survey on the quality of public education echoes that of other governorates. Illiteracy is declining due to adult literacy classes and high school attendance for children, but the dropout rate for youth is high, particularly among low-income families. Parents are dissatisfied with the high density of classes, failure of teachers to help students learn, and the increased reliance, sometimes coerced by teachers, on private lessons. Some communities lack secondary schools, curtailing advanced education possibilities for girls.

Desert Areas

In the Desert regions, schools are sparser and drop-out rates higher than other governorates. There is no preparatory or secondary school in some communities and in some cases the distance to the nearest school is 70 kilometers. Approximately half of students do not attend class on a regular basis and attendance is lower during the harvest season. Drop-out rates are high for children who are of working age. Few girls continue after primary education, especially Bedouin girls. Some attribute the high dropout rates to the mixed-sex schools and others to the poor attendance on the part of teachers.

The percent of women attending school is increasing in desert areas, including at the university level. However, access to education is still difficult for girls living in more mountainous areas. While women throughout Egypt can now participate in the election process and express their opinions more freely, this is less true of Bedouin women. Early marriage and the dowry system are still common. The average age for marriage is 16-20 for girls and 18-25 for men.

In general, based on the quantitative data, educational attainment is much higher in urban areas compared to rural areas. For example, in urban Assyut over 10 percent of household heads have completed university studies, compared to less than 3 percent in rural Assyut. In urban/metropolitan areas even attaining basic primary education is not usually sufficient for enduring food security. So although illiteracy rates are much lower in urban versus rural areas (29 and 46 percent, respectively), the percentage of the population with a primary education or lower is more equal. The metropolitan areas of Port Said, Alexandria and Cairo have the lowest levels of illiteracy and the highest levels of schooling from primary through university.

C. Savings and Loans

Based on the qualitative results, a variety of banking and loan facilities are available, but formal credit is hard for individuals to obtain due to high interest rates (20% to 40%), required guarantees and collateral, and complex procedures. Group loans from the Social Development Funds are available, though the procedures are complicated. Group loans from business committees are also easier to obtain than individual loans, and have lower interest rates (10% for business loans). Small loans (around LE 1000) can also be obtained from a public loan fund, local development associations, and development agencies, and village banks offer small loans to women and youth at low interest. The variety of new credit sources that offer alternatives to large banks has improved loan access for people. The exception is Marsa Matrouh governorate, where few financial institutions exist outside of the main town, and the Bedouin inhabitants reject the idea of credit. Where informal credit is needed for consumption loans such as food and other necessities, people resort to relatives, friends, or to moneylenders who charge interest rates of 100 percent to 120 percent.

It is becoming increasingly difficult for households in both rural and urban areas to obtain productive loans for economic activities due to the high interest rates and the need for collateral and a guarantor. For this reason many households are turning to money lenders to obtain loans. In Upper Egypt there are several formal lending institutions operating in the areas but vulnerable households do not use them as loan procedures are complex, collateral is required and interest rates are 12 percent to 25 percent. Rather, they borrow money from money lenders at high interest rates (50-120%) when faced with income shortfalls. People believe that when they take out such consumption loans it makes them more vulnerable. Many households are taking out one loan to pay off another loan, leaving them in a debt cycle that is difficult to exit. This information is confirmed by the quantitative data. In the Desert areas, there are few financial institutions available. Even in communities where loans are accessible through a variety of financial institutions, the bank had few clients because, "Bedouins don't like credit".

Overall, few households report savings. The percentages range from about 3 percent in Marsa Matroh to 13 percent in Cairo and Port Said (Table 5). For 50-60 percent of households with savings, the average amount saved is less than L.E. 3,000. Port Said has some of the highest savings, with over 50 percent of savings accounts having L.E. 10,000

or more. Overall, 40 percent of savings are held at Post Offices, while about one-third are held at banks, and 20 percent are held in the home.

In contrast to savings, loans are quite common in Egypt, with 40 percent of households currently repaying a loan (Table 5). Loans are most common in Mania where half of all households have at least one outstanding loan. In Giza, only about one-quarter of households have a loan. Social networks are extremely important in Egypt, as evidenced by the fact that about one-third of all loans are from friends and relatives. Traders also provide about one-third of all loans. In metropolitan areas, friends and relatives account for almost 40 percent of all loans. In Upper and Lower Egypt, agricultural banks supplied about 10 percent of all loans.

Table 5: Household savings and loans, by geographic categories.

	% HH with savings	% HH with loans	Purpose of Loans (% HH with loans reporting)						
			Consumption	Business	Agriculture	Education	Housing	Health	Family Event
Total Sample	6.5	39.9	25.0	6.6	7.4	3.5	20.4	6.3	20.0
Governorate									
Cairo	13.2	32.3	20.7	4.7	0.3	6.1	19.9	7.2	25.1
Alexandria	11.1	51.4	48.1	4.8	1.8	5.5	36.1	6.6	14.0
Port Said	13.3	45.0	20.0	4.9	0.0	2.6	75.2	4.0	13.9
Dakahlia	4.9	33.5	21.6	12.2	5.5	3.9	24.7	10.4	28.9
Gharbia	4.7	47.1	24.4	5.0	8.8	2.9	20.7	4.6	27.3
Giza	6.5	27.1	22.3	10.3	4.5	6.2	20.6	5.3	22.4
Fayoum	2.4	34.9	21.8	10.9	12.2	1.8	22.3	9.0	17.6
Mania	3.7	49.2	39.8	7.9	14.5	1.4	24.7	11.1	14.9
Assyout	5.9	39.1	35.2	4.5	20.3	3.3	15.5	5.0	12.2
Souhag	5.5	36.3	33.0	9.9	11.9	3.6	25.4	11.2	17.6
Marsa Matroh	3.2	38.7	47.2	9.6	4.2	1.1	31.8	6.8	11.4
Region									
Metropolitan	11.6	35.9	30.0	5.7	1.0	6.1	28.0	6.8	19.9
Upper Egypt	4.6	39.4	34.0	8.5	13.7	2.6	23.0	9.4	16.7
Lower Egypt	4.8	42.7	23.7	6.8	7.9	3.1	21.7	6.1	27.7
Zone									
Urban	9.5	36.3	30.6	7.2	1.5	5.3	24.5	7.0	21.7
Rural	3.8	42.9	27.1	7.0	12.7	2.4	23.1	7.5	22.8

The most common loan is a consumption loan. Consumption loans are non-productive loans. For poor households they can signal fiscal vulnerability, as any consumption loan must be paid back but since the loan itself does not generate any income it must be paid back with future income that could otherwise go to other needs. This can create a debt spiral for some households, as more and more of their current income goes to servicing debt, which forces them to get additional loans to cover current consumption needs. Consumption loans are most common in Marsah Matroh, an isolated, low income-earning Governorate, and in Alexandria. In these two Governorates almost half of all loans are consumptive, compared to many of the other Governorates where only about 20 percent of loans are consumptive. In Port Said, for example, 20 percent of loans are consumptive and 75 percent are for housing. This is likely linked to subsidized housing provided for war veterans in Port Said. In more rural Governorates such as Fayoum, Mania, Assyout and Souhag, a significant percentage of loans are for agricultural purposes. Other

purposes of loans, such as those for supporting or growing a business, or loans for education and health, are less common.

Table 6 shows savings and loan data by vulnerability category. Very few of the most vulnerable households have any savings (1.5 percent), compared to 20 percent of the least vulnerable households. In addition, the average savings of the more vulnerable households is lower than wealthier households. For the most vulnerable, nearly 90 percent of those who save have less than L.E. 3,000 and none have more than 20,000. For the least vulnerable households, 18 percent save over L.E. 10,000.

The most vulnerable households are also the most likely to take out loans. The primary purpose of their loans is for consumption, then housing and family events. Many of the least vulnerable households also take out loans for housing and family events, but they also take out more productive loans for agriculture and business. The average loan for the most vulnerable is L.E. 9,453, while that for the least vulnerable is L.E. 22,657.

Table 6: Household savings and loans, by vulnerability category.

Vulnerability categories	% HH with savings	% HH with loans	Purpose of Loans (% HH with loans reporting)						
			Consumption	Business	Agriculture	Education	Housing	Health	Family Event
Very high	1.5	45.3	32.3	6.5	3.6	2.6	18.5	8.5	17.7
High	2.9	40.8	26.2	6.4	6.3	4.1	21.2	7.2	17.6
Medium	4.2	40.2	25.8	6.3	8.5	4.2	19.6	5.1	21.2
Low	8.1	37.8	20.3	6.2	10.0	3.7	20.6	5.1	22.9
Very low	20.3	32.6	13.8	8.7	10.3	3.4	25.0	4.0	21.4

D. Employment

Across the 11 governorates surveyed, the qualitative results revealed that the two most frequently mentioned economic problems are the twin scourges of increased unemployment and rising prices. People cite privatization, which led to job retrenchments and the loss of employment as one cause of their troubles. The other is devaluation of the Egyptian currency, coupled with inflation. In agricultural areas, the cost of renting land is increasing, reportedly as a result of the 1997 land law that reallocated land to its original owners. This has made it more difficult for farmers to rent productive land, and many communities voiced suspicion that the law is allowing the government to sell the land to wealthy individuals and foreign investors. Government restrictions on land use and confiscation of agricultural land in some governorates have further decreased availability of land. Some governorates are experiencing singular but acute economic problems. For example, in Port Said, the respondents report that the closing of the Free Zone by government has led to economic stagnation, decreased migration and a fall in tourism amidst rising prices. In El Menia, restrictions on onion exports caused a loss of L.E. 6 to 8 million for farmers when they could not sell their produce locally due to inadequate demand. Marsa Matrouh has been adversely affected by the Governor's suspension of beach activities and a consequent decline in tourism and tourism-related income.

The effect of the war in Iraq is another common denominator among poor households surveyed. All governorates report a decline in job opportunities and remittances as people who worked in Iraq, or were seeking jobs there, were forced to return home. Worsening relations between the governments of Libya and Egypt have also curtailed employment opportunities in the former country, particularly affecting governorates in Lower Egypt.

A range of livelihoods are found in all governorates, falling into four overall categories of agriculture and fishing, government, private business, and small-scale self-employment. Agriculture is reported as the predominant livelihood in Sohag, Giza, and Marsa Matrouh, Fayium (including fishing and livestock raising), though people note that income from agriculture is decreasing due to the rising cost of land and the loss of land from urban encroachment. Other governorates report some degree of agricultural activity, and a few communities in the more urban governorates of Port Said and Alexandria with large numbers employed in fishing. Job opportunities in agriculture are reported to be declining in Assyut, Gharbia, Sohag, Daqahlia, and Marsa Matrouh. Those employed in the agricultural sector are likely to work in other sectors at different times of the year. Government employment is common in the more urban areas of El Menia and Port Said governorates, along with construction, and trade that encompasses large businessmen and small vendors. El Menia in particular reports high unemployment to be a common problem across communities. Private business occupations include factory work, driving and operating equipment, olive oil processing.

In the urban areas, income is based primarily on government employment, and a wide range of self-employment, skilled trades, petty trading and service sector jobs. Other vulnerable groups identified in urban areas such as Cairo include construction workers, petty traders, the elderly (uninsured), widows, and new university graduates. While urban areas have endured devaluation along with rural areas, the effects of privatization have been more keenly felt in urban areas, as industries have retrenched workers and job competition has increased.

All rural areas have been affected by the twin shocks of rising prices and declining employment. In general, employment in rural areas is primarily agriculturally based with some petty trading and construction, and some government employment, and a narrow range of services and crafts. Thus, the most vulnerable people tend to be farmers with little or no land, government employees, and seasonal or casual laborers. The winter months of November to January are considered lean times because agricultural labor activities are limited and there are few alternative income-generating activities.

Vulnerability has seasonal dimensions in many governorates. In agricultural based areas, production declines during the winter leading to under-employment for day laborers. Construction work and tourism jobs also decline during winter months. Summer is a difficult season for teachers. People may migrate to work at seasonal jobs, especially in tourism, and return home to fill in the income gaps with other employment if they are able to find it. There is a wide range of small-scale economic activities, including handicraft production, street vending, vegetable selling, selling poultry and dairy,

produce, cooked food and baked goods, painting, and skilled trades such as furniture making.

There is less seasonality to urban employment, but since government salaries are sufficient for only 10 to 15 days of the month, in a sense government employees are vulnerable throughout the year. All communities surveyed indicated that income constraints become most difficult during times when additional expenditures are required such as at the beginning of the school year and during religious festivities like Ramadan. Many households in both rural and urban areas participate in group lending schemes to meet these seasonal needs. People may also take additional jobs as a coping strategy, a practice which is more feasible in urban areas where employment opportunities are more plentiful.

Communities in both rural and urban areas indicated that public and private salaries for vulnerable groups are only adequate to meet 10-15 days of the household's monthly expenditure requirements to meet basic needs. Since government is a major employer in urban areas, vulnerability in urban areas, where the ability to meet food and other basic needs is solely income-based, relative deprivation may be higher than in rural areas, where poverty tends to be more widespread but people are more able to draw on non-cash resources.

Migration: There is widespread concern about the lack of employment for youth. Due to the poor economic opportunities in Assyut and Gharbia, between 20 percent and 50 percent of the youth have migrated out of the area to find employment. The majority go to Cairo, Alexandria, Giza and Hurghada and find work in construction or restaurants. A few migrate to the Gulf States and Libya, though external migration is limited by high travel costs and not everyone who goes finds work. There is some illegal migration to Europe, though it is considered expensive and dangerous. In Port Said, which used to attract migrants, outward migration is increasing as job opportunities decline.

Migration is a traditional coping strategy in rural areas that is becoming less reliable as jobs become harder to find. Most migration is internal, to the larger cities in Egypt and the coastal areas that offer jobs in tourism and construction. Rural people from Upper Egypt migrate to cities like Alexandria in search of work as security guards or construction labourers, primarily jobs that local youth do not want. External migration from rural areas to the Gulf States, Libya and Jordan has declined due to the expense of travel and the uncertainty of finding a job, and the Iraq war has eliminated many jobs for other migrants. Some migrants have left jobs to return to their rural homes, fleeing gangsters and crime in the larger cities.

Migration is not as common a strategy in urban areas, as people from rural areas have always migrated to Cairo, Alexandria, Port Said and other large cities in search of work. If urban residents migrate, they tend to go to the coastal cities to seek jobs in the tourism sector.

Seasonality in Rural Areas: Though the agricultural sector is a major employer, agricultural jobs are largely seasonal, tied to the two main harvest periods from April to June and September to November. Fishing is also seasonal. Seasonal work opportunities are more plentiful in summer (tourism, construction, harvesting of summer crops like corn and wheat, fishing, handicrafts) in all regions.

Gender: Women have entered formal employment mostly in government positions and as teachers. In the private sector, they find work as telephone operators, shop assistants, librarians, hairdressers, vegetable sellers, and other low-paying positions. Wage discrimination is universal; women in government are paid salaries equal to men, but in the private sector or traditionally “male” jobs such as agriculture, they are either barred from better-paying heavy labor or paid less than men. In urban areas, women are increasingly being hired as shop or factory workers. They are preferred by employers because they are both more dependable, and both can be offered and are willing to accept lower pay than men. Along with increased employment opportunities, some people comment that women are facing increased pressure as they now have double responsibilities, at work and at home. Women still face constraints to finding employment due to village customs and the type of jobs available. Often, women’s mobility is limited and local job opportunities are not keeping pace with women’s gains in education in all regions. For example, women in Assyut and Gharbia are often discouraged from working outside the home, despite their education. Conversely, in Cairo women will seek outside employment if the household is facing economic hardship, though in the informal settlements women face the same constraints as their rural sisters, because many of the households have migrated from more conservative areas. In general, women are better educated than before in all governorates, are more knowledgeable about health and social issues, and are expanding their participation in social events and community life.

In some areas women participate in elections and hold public office, but in most communities their participation is low in comparison to other spheres of activity. That they need men’s assistance to get an election card may be a contributing factor to their low level of political participation. In Port Said, communities report that women have only 15 percent representation in executive councils and 2 percent in local councils. One district in El Menia reports that only 25 percent of women are registered to vote. In the Bedouin areas of Marsa Matrouh governorate, female education has improved but is not common beyond the primary level; early marriage and the dowry system are practiced, and women do not seek employment. In other areas, the practice of dowry and early marriage are declining, though early marriage is still common for girls with little education.

Within households, increasing rates of divorce, separation of families as income earners migrate further in search of work, delayed marriage for men, and rising crime and social ills are attributed to the current economic pressures across the majority of governorates. Some responses noted that land, housing, and jobs are becoming scarcer as the population grows. In one governorate, El Menia, social problems seemed to be particularly acute.

Communities in Assyut also report political insecurity and villages in conflict, which has led to police measures that have further reduced informal economic activities.

Upper Egypt

In Upper Egypt, the governorates of Assyut and Sohag are largely rural and are classified as the most highly vulnerable areas in Egypt. Two major macroeconomic events have increased income vulnerability in all communities: the privatization of industries, which has caused retrenchment and increased unemployment, and the devaluation of the Egyptian Pound that has led to price increases for all commodities while wages remained relatively stagnant. The most vulnerable groups in these governorates are workers with seasonal jobs (mostly agricultural laborers), government employees with low salaries, and farmers with little (less than 1 feddan) or no land. In Assyut, petty traders, brick laborers, widows and young graduates are further identified as highly vulnerable.

The Iraq war, which forced Upper Egypt migrant workers to return home, is cited by all communities as a major political factor contributing to vulnerability. The return has increased pressures on existing services, contributed to the rise in unemployment and increased competition for jobs. It has also affected the age of marriage for males, which has now reached 30 years for males and 20 for females. Furthermore, in Assyut, communities are also made vulnerable by political insecurity. Several villages are in conflict, making the area physically insecure, and the Ministry of the Interior has imposed security measures that have reduced informal economic activities. This has led many households to purchase weapons to protect themselves. A police action against drug sellers has also escalated insecurity in some towns. Meanwhile the spread of gangsters in Alexandria and Cairo has prompted people working in the cities to return to Assyut for security. Decreasing employment opportunities and increasing prices at all levels have affected consumers, small businesses, farmers, and seasonal and casual workers in construction and other trades.

Many jobs are seasonal and insecure in these Upper Egypt communities. Seasonal work in agriculture lasts only five months (April-June, September-October), and the high cost of renting land in the wake of Law 97 has resulted in fewer job opportunities. People in Assyut are moving out of agriculture because of the constraints on access to land, fragmentation of land and the low returns on production. Opportunities to find casual work in agriculture are also becoming more limited due to increased mechanization. In addition, more agricultural land is being lost to urban construction. In Sohag, agriculture is also the main source of employment, but it is stagnating. Lack of employment for youth is also a serious problem. Some people do not have enough money to buy food, and many middle and lower-income families cannot afford to buy food of adequate quality, quantity and variety for their families.

Internal migration out of these Upper Egypt governorates in search of jobs is high; between 20 and 50 percent of the youth have left to find employment. They go to Cairo, Alexandria, Giza, Hurghada, and Marsa Matrouh. Some youth also migrate to the Gulf

States and Libya. Most of the jobs that these youth secure are in construction and working in restaurants.

In Sohag, women have entered the labor force. They mostly find opportunities in government and teaching, as opportunities in other sectors are still limited due to village customs and biases about the type of work women should do. If women work in traditionally “male” sectors such as agriculture, they are paid less. Participation in social events and community life by women is also increasing. In Assyut, women are often discouraged from working outside the home, in spite of the higher levels of education and the ability to vote. They rarely participate in public forums, and boys are given preference over girls in higher levels of education.

Middle Egypt

All Middle Egypt communities interviewed in the qualitative survey reported negative impacts due to privatization and devaluation, and loss of employment opportunities due to the war in Iraq. This was the same for both rural and urban areas. The most vulnerable groups are government employees relying on monthly wages, farmers, seasonal and casual laborers, small vendors, craftsmen, and jobless university graduates. High rates of unemployment particularly affect youth, day laborers and women.

Other vulnerable groups mentioned in Giza and in urban areas of Cairo include construction workers, petty traders, the elderly (uninsured), pensioners, widows, orphans, and the disabled. People reported that a number of factors have increased the economic vulnerability of people living in Cairo, including:

- Rising prices of raw materials has depressed the construction industry, with fewer jobs for construction workers.
- Terrorist attacks have had a negative impact on the tourist trade, creating unemployment in the service sector.
- Martial law imposed by the Government stopped construction work in some localities.
- A large number of university-trained youth that cannot find employment.
- A limited number of construction jobs in the winter.

Growing population pressure, with attendant decreases in land availability and affordability, job competition, environmental pollution, and adequacy of public services is indicated in many of the responses from Middle Egypt.

In El Menia, the cost of renting agricultural land has increased due to the reduction in land availability for agriculture and the new land laws. This, together with increasing prices of fertilizers, has decreased working opportunities, and thus income, for agricultural workers without land. Survey respondents in all six communities said that lack of income is the most critical cause of food shortage and scarcity for vulnerable

households. High unemployment is widely identified as a problem and social conflict seems to be particularly acute in El Menia. People report that feuding between two families has created insecurity in the region, there is fighting in some schools, and black market activity and corruption has caused conflict in communities.

Unemployment is taking a toll in Giza and Fayium governorates as well. They report increased rates of domestic violence and divorce, the separation of families as men migrate in search of work, and a rise in drug trafficking and crime. In Fayium, the main problem is not food shortage, but limited income and lack of purchasing power for poor families. Economic hardship is responsible for a trend towards earlier marriage in some communities, mainly among poor families and uneducated girls. Other communities report delays in marriage due to lack of employment opportunities for youth.

External migration has fallen off in Middle Egypt, as in other areas of Egypt. People migrate to the same major cities as in other parts of Egypt, indicating that employment opportunities are concentrated in a relatively few, large cities and in tourist areas.

Women in Middle Egypt are making gains in education and employment. However, they are still limited to government work and jobs in sectors in which men do not work, such as sellers in shops, selling vegetables in markets, teaching, nursing, working in libraries and textile factories, and are paid less than men. Women's participation in civil society is slowly increasing. In Cairo, women's status in seeking work is different. When households are facing economic hardships, women of the households will seek employment. However, when women do secure employment, they often are paid lower salaries than men. Women in squatter settlements in Cairo tend to be less educated and do not participate as actively in public forums. This is primarily because many of the households in the squatter settlements have migrated from more conservative rural areas.

Lower Egypt

People in Lower Egypt cite the same problems of increasing prices and declining job opportunities as other parts of the country. All communities visited in the qualitative survey identified many of the same vulnerable groups: government salaried employees who make around 300 L.E. per month (especially those working for the Ministries of Education and Health), casual or day laborers, and unemployed youth. In rural areas of Gharbia, additional vulnerable groups include seasonal agricultural laborers, small farmers owning less than 1 feddan, petty traders, and brick laborers. In Port Said, the closing of the Free Zone has had a severe impact on people who were working there. Fishermen are seen as a vulnerable group because their livelihoods are threatened by environmental pollution.

The communities in Lower Egypt are distinguished from other parts of the country by the wide variety of livelihoods that people engage in. Migration in search of work is limited, as Lower Egypt is the place to which people migrate from other governorates to find work in tourism and other industries. Where migration does occur, it is to the coastal

cities. Seasonality is a factor in fishing, tourism, and agriculture but is not mentioned as a factor in other types of livelihoods.

Food is available, but people lack sufficient income to purchase the quantity and quality they need. Employees, particularly government workers, state that their income is sufficient for only 10 to 15 days per month. While the beginning of school, Ramadan, and social occasions create financial hardship for poor households, some households lack sufficient income for food throughout the year.

Population pressures in Lower Egypt are making jobs and housing more scarce, and standards of living are seen as declining. Theft, drug addiction and begging have increased in Port Said. Communities are experiencing increased stress within families, which is causing conflict and higher rates of divorce.

The status of women in education, employment, and civil service has improved in Lower Egypt. Educated women are well represented in government, particularly in the health and education fields; however, the Ministries of Education and Health reportedly also pay low salaries that last half a month at best. Some women hold high level government positions, know their rights and are political engaged. Early marriage and dowry traditions have declined due to the influence of education and to economic difficulties. Women are still considered less productive than men, and generally barred from better-paying, physically demanding jobs. Women play an active role in social and community functions but their political participation is still limited by comparison.

Desert Areas

In the Desert areas such as Marsa Matrouh, agriculture is the main activity, but water is scarce and agricultural productivity is highly dependant on the rains. The land system is predominantly share-cropping. Those who do not farm, work in tourism, shops, government, hunting, fishing or trade. There are a few day laborers and drivers. Bedouin women have traditional restrictions on their mobility which limits their work opportunities.

More jobs are available in the summer as it is the tourist season. In addition, many younger males had migrated to Libya for work and have since returned due to the recent conflict with the Libyan government and the poor treatment Egyptians receive in Libya. Some communities in Marsa Matrouh have markets while others do not.

Communities have suffered due to the devaluation of the currency and the increases in local prices, and the unemployment rate has increased, due in part to the Governor's suspension of beach activities. The new land law is blamed for the increasing price of land, and land confiscation by government is viewed as a scheme to sell land to outside investors. It is almost impossible to find land to rent, and Bedouins do not buy or sell land. The main macroeconomic shock here has been the lack of rain in the last 5 years, which has reduced agricultural production by 25 percent. Several communities cited land mines as a source of concern. As in other areas, many residents feel that the

agricultural reform program unfairly takes land away from people and gives it to investors.

Vulnerable groups are desert inhabitants (Bedouins), employees with low salaries, widows, divorced women, and shepherders. Farmers are able to support their households for an average of 5 months a year. The Social Department of the Government offers sugar and oil, along with small financial subsidies. Many families have income sufficient for only four to eight months of the year, whether they are farmers or government employees.

Table 7a provides quantitative data on employment conditions for a number of geographic categories.

Overall, slightly more than 50 percent of households have a member in a skilled job, but this ranges from a low of 36 percent of households in Assyout to a high of 68 percent of households in Port Said. In Metropolitan areas almost 60 percent of households have at least one member with a skilled job. These percentages are significantly lower in Upper and Lower Egypt where 47 and 52 percent of households have at least one member with a skilled job. Job permanency is also important, and in Egypt almost 80 percent of households have at least one member with permanent employment. Permanent employment ranges from a low of 71 percent of households in Alexandria to 88 percent of households in Marsa Matroh. Lower Egypt has the highest percentage of households with at least one member with permanent employment and Metropolitan areas have the lowest. Surprisingly, it is slightly more common to find households in rural areas with at least one member with permanent employment than in urban areas.

Unemployment is a serious threat to food and livelihood security, and in Egypt there is also an issue of underemployment. Egypt's main challenge is matching employment growth to the nearly 800,000 new job seekers coming into the labor market each year. Recent unemployment figures for Egypt place it at about 10.9 percent (2004 estimate, The World Bank). Unofficial estimates put Egypt's unemployment rate in the 15-25 percent range, roughly twice the official figure. The statistics from the Phase II survey support these higher figures. In 16 percent of households interviewed there was at least household member seeking employment. This was highest in Port Said (where, interestingly, the highest percentage of households were found with at least one member with a permanent job) and Cairo, and lowest in Marsa Matroh, Souhag and Giza. There is broad agreement, however, that unemployment in Egypt is rising due to adverse economic conditions.

The unemployment estimates for 2002 were The World Bank cites youth unemployment as being particularly severe but not correlated with poverty². The Phase II study shows 9 percent of youth aged 15-25 were looking for work. However, in this age group 27 percent are currently employed, 20 percent housewives, and 35 percent are students. If housewives and students are factored out, about 18 percent of youth are unemployed.

² Arab Republic of Egypt: Poverty Reduction in Egypt. Volume I: Main Report. June, 2002. World Bank Report 24234-EGT.

Table 7a - employment conditions

	% HH with at least one member in a skilled job ^a	% HH with at least one member in a permanent job	% HH with at least one member looking for a job
Total Sample	52.6	78.5	16.2
Governorate			
Cairo	60.6	68.3	19.1
Alexandria	55.9	70.8	15.0
Port Said	67.7	80.2	21.3
Dakahlia	47.2	77.3	18.2
Gharbia	54.8	85.1	18.5
Giza	55.3	79.4	12.2
Fayoum	37.8	78.9	13.1
Mania	48.7	72.9	13.6
Assyout	36.2	78.5	13.8
Souhag	51.9	81.5	12.4
Marsa Matroh	57.4	88.1	11.1
Region			
Metropolitan	59.9	71.6	17.1
Upper Egypt	46.6	78.3	12.7
Lower Egypt	52.4	82.6	18.4
Zone			
Urban	60.1	75.3	17.7
Rural	46.2	81.2	15.0

^aSkilled job categories: director/senior, specialized, technical, office sales

Relatively high percentages of households in each of the vulnerability categories have at least one member with a permanent job. However, the types of permanent jobs vary between groups with the most vulnerable tending to have jobs in unskilled sectors (Table 7b). Over 60 percent of the least vulnerable households have someone employed in a skilled position though this number drops to less than 40 percent for the most vulnerable households. These households also experience higher rates of unemployment.

Table 7 b: Household employment conditions, by vulnerability category.

Vulnerability categories	% HH with at least one member in skilled job ^a	% HH with at least one member in a permanent job	% HH with at least one member looking for a job
Very high	39.8	73.9	17.9
High	47.5	79.0	15.0
Medium	55.5	81.5	16.3
Low	58.0	80.5	12.8
Very low	64.5	77.1	13.6
Total sample	52.2	78.4	15.2

^aSkilled job categories: director/senior; specialized; technical; office; sales. Unskilled categories: agriculture; artisan; factory; "normal"

Table 8 shows the reported change in household income during the previous two years. This measures whether or not households believe their total income has risen, fallen or remained the same during this time period. Only about 2 percent of households believe their income has significantly increased. This was true regardless of geographic location. However, more than 20 percent feel their income has increased somewhat, and this ranged from a high of 36 percent in Cairo to a low of about 15 percent in Dakahlia, Fayoum and Souhag. Metropolitan households were more likely to say their income had increased than either Upper or Lower Egypt households.

The majority of households (63%) report that their income has remained about the same. Inflation is estimated at about 10 percent per annum, so for households whose real income in fact does not change they will begin to feel the impact of their decreased purchasing power due to inflation. Rural households were more likely to perceive no income change than urban households. Less than 15 percent of households felt a decline in income, but 6 percent reported their income decreasing significantly, more than three times the percentage that reported significant income increases. Of the households who reported slight income decreases there was an even urban/rural split, but a slightly higher percentage of Lower Egypt households have perceived a slight decline. Significant declines were most common in Giza and Cairo, and averaged 9 percent for metropolitan areas compared to 6 and 4.5 percent for Upper and Lower Egypt, respectively.

Table 8: Change in income over past two years, by geographic categories.

	Categories of Change of Household Income (% HH reporting)				
	<i>Increased Significantly</i>	<i>Increased Somewhat</i>	<i>No Change</i>	<i>Decreased Somewhat</i>	<i>Decreased Significantly</i>
Total Sample	1.9	21.0	62.9	8.0	6.2
Governorate					
Cairo	2.3	36.3	45.7	6.5	9.1
Alexandria	1.7	22.5	57.7	10.1	7.9
Port Said	1.9	28.0	57.0	6.5	6.5
Dakahlia	2.4	14.7	63.6	12.2	7.1
Gharbia	1.6	20.6	67.7	6.9	3.2
Giza	1.3	21.9	57.2	7.4	12.2
Fayoum	2.0	14.7	69.4	8.8	5.1
Mania	1.3	18.8	66.7	7.6	5.5
Assyout	2.9	16.9	67.4	7.9	4.8
Souhag	2.3	14.4	70.9	7.3	5.1
Marsa Matroh	1.3	19.4	67.5	6.3	5.6
Region					
Metropolitan	2.0	30.3	50.8	7.6	9.3
Upper Egypt	2.0	16.4	68.0	7.7	6.0
Lower Egypt	1.8	18.7	66.4	8.6	4.5
Zone					
Urban	1.7	26.6	55.9	8.1	7.7
Rural	2.1	16.2	68.8	8.0	4.9

Different households attribute changes in their incomes over the previous two years to different reasons. In Dakahlia, for example, over 10 percent of households attribute changes in income to job loss, whereas in Port Said less than 5 percent attribute income

changes to job loss. When asked about what factors in the economy are responsible for income changes, over 99 percent of households cited price increases as a major factor. Over 80 percent also mentioned the devaluation of the Egyptian Pound, and over 60 percent cited high unemployment and changes in real wages.

Table 9: Change in real household income over past two years, by vulnerability category.

Vulnerability categories	Categories of Change of Household Income (% HH reporting)				
	<i>Increased Significantly</i>	<i>Increased Somewhat</i>	<i>No Change</i>	<i>Decreased Somewhat</i>	<i>Decreased Significantly</i>
Very high	0.4	8.7	67.9	12.6	10.4
High	0.9	17.0	67.6	8.5	5.9
Medium	1.2	22.9	63.5	6.6	5.8
Low	3.1	27.0	60.0	5.9	4.1
Very low	4.7	34.2	52.2	5.4	3.6
Total sample	1.9	21.0	62.9	8.0	6.2

Table 9 above shows the reported change in household income during the previous two years according to vulnerability category. Income in 39 percent of the least vulnerable households increased somewhat or significantly over the last two years compared to 9.1 percent for the most vulnerable and 17.9 percent for the second most vulnerable category. In contrast, 23 percent of the most vulnerable households reported a decrease in income compared to 9 percent of the least vulnerable households. While these results are positive for the least vulnerable households the trend is worrisome for the most vulnerable who find themselves in a difficult situation that continues to worsen.

For those households whose income decreased, almost half attribute the decline to loss of a job. Another 20 percent attribute it to a prolonged illness that kept a family member from working (Table 10). In about 10 percent of the households there was a death of an income earner. Prolonged illness has a more significant impact on the most vulnerable and contributed to decreasing income for 26 percent of the households. When asked what factors of the Egypt economy at large are contributing to declining income, nearly every household cited price increases. More vulnerable households were more likely to further mention high unemployment, while less vulnerable households were more likely to mention devaluation.

Table 10: Reasons for changes in income, by vulnerability category.

Vulnerability categories	Household-level Reasons for Change (% HH with decrease in income reporting)				Economy-level Reasons for Change (% HH with decrease in income reporting)			
	<i>Loss of job</i>	<i>Prolonged Illness</i>	<i>Death of income earner</i>	<i>Decrease of remittances</i>	<i>High unemployment</i>	<i>Change in wages</i>	<i>Devaluation</i>	<i>Price increase</i>
Very high	59.6	26.2	7.1	2.0	88.2	69.7	78.8	99.8
High	48.8	18.5	9.1	1.7	84.2	70.8	85.3	99.6
Medium	47.8	18.5	13.9	2.9	86.9	71.3	85.8	99.7
Low	33.6	17.3	13.5	5.3	77.4	74.2	87.7	99.4
Very low	34.5	8.5	12.8	2.0	69.2	65.7	91.6	99.9
Total sample	48.9	20.4	10.2	2.7	83.7	70.6	83.8	99.7

E. Food Consumption and Child Nutrition

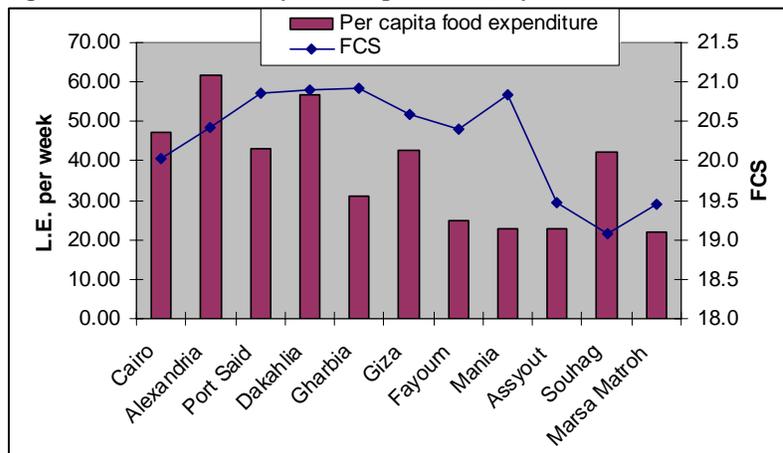
Based on the qualitative survey, all the communities reported that food is readily available but the largest obstacle to access is lack of income. Gaps in people's ability to obtain food occur at the beginning of the school year and during Ramadan and other festivals due to the pressure of other expenses; and during winter, when the provisions of farming households are depleted and a fall in tourism reduces seasonal employment. The months of January to March prior to the harvest are the most difficult months for farmers and coincide with an annual increase in the price of fodder for livestock. Another frequently cited reason for running out of food is that government and other salaries are only adequate to meet food and other household expenses for 10 to 15 days of the month.

In Upper Egypt, the most difficult times of the year for households to obtain food in Assyut are times when household expenditures increase such as at the beginning of the school year and during religious holidays. In addition, the winter months of November, December and January are also considered lean times because agricultural labor activities are limited. Finally for salaried government workers, the middle to the end of the month is considered difficult due to a shortage of cash. This is the time when households take out loans or defer payments for food expenditures. The same patterns exist in the other regions of the country.

Table 11 provides a number of statistics on food consumption and diet diversity by geographic area. The first indicator is the food consumption score, or FCS. The FCS is a proxy for the diversity of the household diet. The FCS is calculated based on the household's reported diet over the three days prior to the survey. Each food type is allocated a score based on its nutrient density. Animal proteins and milk in the diet receive the highest score of four. Cereals receive a score of two; legumes a score of three, and sugar/oils/fat/butter receive a score of 0.5. Sweets and beverages are excluded. The maximum possible FCS score is 24. The higher the FCS, the more diverse and nutritional is the diet. Households that are consuming many different food items will score 20 points and higher, and this is classified as a high consumption diet. Those with a score of 10-20 have a medium consumption diet, and those scoring below 10 have a low consumption diet.

The average FCS for the sample population was 20.4, which represents the high end of a medium consumption diet. This suggests that overall there is acceptable diversity in household diets. There are no significant differences among the eleven Governorates in the mean FCS, nor are there any distinctions by region or rural/urban areas. This suggests that the diet of Egyptian households is highly similar throughout all regions.

Figure 1. FCS and weekly food expenditure, by Governorate.



Food expenditures are also noted in Table 11 and Figure 1. There are significant differences in monthly food expenditures. Cairo, Alexandria and Dakahlia have significantly higher food expenditures, and in general Metropolitan and urban areas have higher food expenditures. This is true even with

household sizes being smaller in urban areas compared to rural areas. Upper Egypt households report significantly lower monthly food expenditures. Although food expenditures are higher in urban areas, food expenditures as a share of total income are not.

Tables 11 and 12 also provide information on stunting and wasting in children under 5. The Phase II survey collected age, sex, weight and height data on 6,300 children aged six months to 59 months. These children were part of households interviewed for the quantitative survey. All children between six and 59 months in selected households were weighed and measured. Salter scales were used and children were weighed to the nearest 100 grams. Height was measured to the nearest 0.1 cm utilizing *Shorr* measuring boards. Recumbent length was measured for children under 24 months and children 24 months and older were measured standing.

The three anthropometric indicators calculated from the data include weight-for-height³, height-for-age, and weight-for-age expressed in Z-scores.⁴ Weight-for-height measures acute under-nutrition in children, often referred to as thinness or wasting. This indicator is generally associated with a failure to gain weight or a significant loss of weight and is the most reliable indicator for acute malnutrition in children. It is the weight of a child compared with the height of reference children of the same height and sex. Height-for-age measures chronic under-nutrition, often referred to as shortness or stunting. It is frequently associated with poor overall economic conditions, poor health/environment, and/or poor diet. This is the height of a child compared with reference children of the same age and sex. Weight-for-age is a composite of the two indicators of wasting and stunting. It expresses the weight of a child in relation to his age, and compares him/her to reference children of the same age and sex. A child with a low weight-for-age is termed as underweight. It does not however differentiate a thin child of normal height and a

³ Weight for height is independent of age and thus can be used when exact ages are difficult to determine.

⁴ Z-scores, or standard deviation units from the median, are derived utilizing an international reference population recommended by the World Health Organization in EpiInfo.

short child of normal weight. This indicator is not able to detect wasting nor stunting/growth retardation and is used primarily for growth monitoring.

All three indicators are expressed using Z-scores, with the following cutoff points used for differentiating among normal, moderate and severe levels of under nutrition.

Normal	=	≥ -2 z-scores
Moderate malnutrition	=	< -2 z-scores and ≥ -3 z-scores
Severe malnutrition	=	< -3 z-scores and/or Edema

Assyout (measured in Phase I) had the highest stunting rate at 32.4 percent. Only 8 percent of children under 5 were found to be stunted in Port Said and 10 percent in Alexandria. Upper Egypt had much higher stunting percentages (33%) than the Metropolitan (23%) and Lower Egypt regions (19%). Rural areas had higher rates of stunting compared to urban areas.

Table 12 shows that there is also variation among the vulnerability categories. While FCS does not differ among regions, it does vary among the vulnerability categories. Even so, the magnitude of difference is small, and all categories are in the upper end of a medium consumption diet. As to be expected, food expenditures vary significantly between the categories and families in the very low vulnerability category spend nearly seven times as much per capita than families in the very high vulnerability category. Stunting is significantly higher in the most vulnerable families, nearly twice what it is for the least vulnerable. Wasting on the other hand does not have a linear relationship with the vulnerability categories and the least vulnerable category has a higher percentage of wasting than some of the less vulnerable categories.

Table 11: Food consumption, food expenditures, and nutritional status of children by geographic categories.

	FCS	Food Expenditures (L.E./week)	Per Capita Food Expenditures (L.E./week)	% children 6-59 months stunted	% children 6-59 months wasted
Total Sample	20.4	167.51	39.61	26.1	5.9
Governorate					
Cairo	19.9	177.34	47.30	29.8	13.4
Alexandria	20.4	201.69	61.54	10.3	1.6
Port Said	20.8	156.16	42.98	7.8	2.2
Dakahlia	20.9	191.20	56.56	18.0	2.3
Gharbia	21.0	154.60	31.21	19.9	6.4
Giza	20.6	185.98	42.64	25.8	2.8
Fayoum	20.4	142.58	25.05	30.5	6.3
Mania	20.5	136.11	22.66	29.8	3.9
Assyout	19.4	149.23	22.60	32.4	6.3
Souhag	19.1	169.49	42.41	29.6	9.3
Marsa Matroh	19.5	139.47	22.10	25.9	2.3
Region					
Metropolitan	20.2	188.09	51.37	23.3	6.4
Upper Egypt	19.8	153.02	30.82	33.0	4.8
Lower Egypt	21.0	166.36	39.36	18.9	6.9
Zone					
Urban	20.3	178.00	49.49	22.8	6.9
Rural	20.5	158.60	31.22	27.7	5.5

Table 12: Food consumption pattern, food expenditures, and nutritional status of children, by vulnerability category

Vulnerability categories	FCS	Food Expenditures (L.E./week)	Per Capita Food Expenditures (L.E./week)	% children 6-59 months stunted	% children 6-59 months wasted
Very high	18.9	99.57	15.04	32.1	6.7
High	20.3	130.53	22.70	23.5	6.5
Medium	20.8	146.52	26.59	25.5	5.8
Low	21.1	222.11	52.19	23.1	4.4
Very low	21.4	265.66	101.43	18.7	6.1
Total sample	20.4	167.51	39.61	26.1	5.9

Coping Strategies

Based on the qualitative findings, the most frequent means of coping with food shortages is to borrow food or obtain credit to buy food, as well as reducing the quality and quantity of food eaten by the household. Coping strategies range from these universal strategies to having multiple jobs, limiting the purchase of non-food items, taking children out of school, eating more home-produced food such as poultry or supplementing diets through fishing, favoring the men, children, elderly or ill in the family, having women or children in the family work, making use of public or donated meals, migrating, selling livestock or

land, and stealing or begging. Communities in four governorates reported taking children out of school as a coping mechanism, in Daqhalia, Fayium, El Menia, and Sohag. In the desert areas, people draw on the food stores that are kept for times of crisis.

In Upper Egypt, to cope with economic hardships, poorer households in Assyut and Sohag will seek other employment, have their children engage in work (usually boys), take their children out of school (usually girls), make purchases with deferred payments, adjust the quantity and quality of the food they eat, participate in revolving credit groups, and/or seek assistance from self-help groups. Similar patterns are found in the other regions of Egypt. In the Desert areas, other coping strategies include fishing, selling sheep and cattle, begging and storing wheat and barely after harvest for time of food shortage.

There are a range of community safety nets that exist to help people in need, provided by civil society and religious organizations that donate food, medicine and cash, in all governorates. The exception is Fayium, where only some community associations provide limited support, and Assyut. Of the 18 communities surveyed in the Phase I qualitative assessment, only 2 communities in Assyut did not have well-developed community support groups. Many provide assistance when expenditures are high, such as at the start of school and during feast periods. However, it is not clear how consistently throughout the year this assistance is available to destitute households. Well-off individuals in nearly all communities donate food and cash during Ramadan and other religious festivals. External safety nets are few and what does exist is considered inadequate. The government provides a social insurance scheme for government workers and formal employees but there is none for day laborers, factory workers and other private sector workers. Government-supported pensions are not sufficient to live on. The government social insurance scheme is criticized in all governorates as too expensive and difficult to join for non-formal employees, and for providing an insufficient amount of aid to its members. People universally said that the social and health insurance systems are not adequate, are too expensive to join, do not provide adequate coverage, and do not meet the needs of the poor. People want lower monthly payments and higher compensation from insurance and pensions.

Communities in both rural and urban areas have considerable social capital to draw on to help them to cope with food and income insecurity, though they appear to be greater in number in urban areas. Community-based organizations, mosques, churches, and familial support enable a number of the vulnerable households to cope with economic hardships. However, urban residents complain of increasing drug use and rising crime rates much more frequently than rural villagers.

Communities in rural areas have considerable social capital to draw on to help them to cope with food and income insecurity. Rural areas tend to have fewer organizations to provide assistance than urban areas, but nearly all report that assistance is given during religious festivals and at the beginning of the school year.

Of the 18 communities surveyed in Phase I of the qualitative assessment, only 2 did not have well-developed community support groups. Both of these were in Assyut in Upper Egypt. In Sohag, community safety nets are stronger; there are community development associations and well-off families that provide some financial assistance to the poor and orphans in periods of shortage and during religious festivals. One community in Sohag (Beth Khalaf in Gerga district) reports a problem with criminality and violence among families.

In Middle Egypt, such as Fayium Governorate, local organizations and community associations are not very active. They provided limited support to the most vulnerable people, along with some in-kind and financial donations from rich people. Overall, community safety nets are very limited. Likewise, in El Menia, local organizations and the better off are mostly active in supporting poor and vulnerable people (such as orphans and widows) during special occasions such as Ramadan. In Giza, more community organizations provide some semi-formal safety net for the poor. These include local development committees, self-help groups, mosques, churches, and local government institutions. Public sector workers are covered with social insurance, but others are not. Fees are high and few people can join.

In Lower Egypt, there is a wider variety of community associations, mosques and churches, individuals, and social affairs funds that offer food, medication, and money to the poor. The only formal safety nets mentioned by respondents is social insurance and a social affairs fund for orphans. Many people think the social insurance fund is important, but consider it expensive, insufficient and limited to certain categories of workers. They think it should be accessible to the poor, have lower monthly payments and yield higher returns.

In Desert areas, as elsewhere in Egypt, religious groups offer food and money to poor households during Ramadan. Very few people participate in the social insurance system due to high rates of unemployment. Current laws prohibit many needy households from participating in the social insurance benefits when the income earner has died. Several communities felt that the program was insufficient because it did not consider family income; the presence of orphans, widows, or elderly household members; and other environmental circumstances in its criteria. Suggestions for improving the social insurance program include: increasing the pension compensation, increasing coverage, improving the monitoring and evaluation of the program, and improving awareness as to the importance of the program. In addition, some view the medical insurance companies as “liars and thieves”.

As stated earlier, households often invoke a number of behavioral strategies to compensate for food shortages. This is illustrated by the quantitative results. Table 13 reveals the percent of households that report resorting to a number of different coping strategies, by vulnerability category. It is common for households in all categories to switch to less-preferred foods when their food security is compromised. More vulnerable households have, however, used other strategies with much higher frequency. The most common behavioral changes by vulnerable households are: eating less-preferred foods;

limiting portion sizes; purchasing food on credit; reducing the number of meals, and selling assets such as jewelry.

Table 13: Reported use of coping strategies by households, by vulnerability category.

Vulnerability categories	Categories of Coping Strategies (% HH reporting)									
	<i>Less preferred food</i>	<i>Borrow from relatives</i>	<i>Purchase food on credit</i>	<i>Consume planting seed</i>	<i>Send HH member away</i>	<i>Limit portion sizes</i>	<i>Restrict consumption of adults</i>	<i>Reduce number of meals</i>	<i>Sell Jewelry</i>	<i>Seek help from charity</i>
Very high	92.9	45.7	59.5	23.9	14.1	67.9	58.5	58.7	52.3	14.4
High	87.9	38.6	47.6	26.4	9.8	56.6	48.2	48.7	46.9	8.7
Medium	83.6	34.1	39.9	31.2	8.7	55.7	43.1	43.6	45.3	6.1
Low	77.3	26.5	34.3	30.4	5.9	47.7	36.0	38.1	42.5	4.5
Very low	66.0	20.1	19.4	25.1	5.3	39.7	25.1	31.2	32.3	3.0
Total sample	82.7	33.9	41.8	27.8	9.1	54.6	44.1	45.1	44.8	7.7

V. Results on Food Subsidies

One of the primary objectives of the study is to understand the nature of different household types accessing food subsidies. These subsidies account for a major part of the Government of Egypt’s safety net programme, both in terms of costs and coverage.

A. Qualitative Results

All communities surveyed in the qualitative assessment stated that the subsidy program is crucial to meet daily food needs, especially for poor households, those with large families, and seasonal workers. Communities also felt that the food subsidy program could be improved significantly, in terms of registration as well as the quality and quantity of the commodities delivered. Registration has not changed since the late 1980s. Children born since the late 1980s and newly married couples do not receive a food subsidy, thus blocking many eligible families from full assistance or any ration at all. Deceased persons and emigrants are supposed to be removed from the system, though returning emigrants are unable to re-register. Targeting is inaccurate and non-poor families receive the food subsidy.

Based on the qualitative results, quantities are insufficient to meet the food requirements of a family, especially as not all family members are included on ration cards, and not every eligible household has a card. Recipients in all communities requested additional commodities, including more protein, wheat, fruit, and soap. The quality of beans and lentils is considered poor by all, the ghee is “terrible”, and people would welcome other commodities and better quality lard to cook with. These items could be decreased in favor of commodities including sugar, oil, rice and tea, and new items such as meat, flour, yellow lentils and soap. All communities said the quality of rice, sugar, oil, and tea is high but the quantity is insufficient. Subsidized commodities are still too expensive for the poorest families, who cannot afford the entire ration.

The availability of commodities is becoming more problematic. Many communities cited increasing demand due to population growth as the problem, with only a few ration outlets to serve a large number. The most extreme example is in Port Said, where two supply offices service nearly 20,000 full ration cards and over 10,000 partial cards. Bakeries often run out of balady bread before all the demand is met. This may indicate that the program is enrolling new entrants, though not on a systematic basis, or reflect the diversion of desirable commodities like wheat flour to the black market.

All communities surveyed stated that adequate controls do not exist for monitoring the supply, pricing and distribution of the commodities in the subsidy program. Corruption is reportedly common in the program; merchants and inspectors sell the goods on the black market and increase the prices to recipients. Other factors that need to be improved are poor transport and storage, which lead to infestation and considerable loss and damage of commodities.

Recommendations by beneficiaries for improving the program include: increase the quantities of some items, improve the quality of others and include other types of foods (as noted above); update and improve the registration process, and increase the number of distribution outlets. In general, communities request more oversight to ensure that subsidies reach intended recipients with fair and accurate pricing.

When asked what would happen if the food subsidy program were to be cancelled, beneficiaries responded that it would result in increased hunger and poverty for poor families. Prices would increase, public protests and demonstration would occur, and theft, violence and begging would increase.

There were few differences between urban and rural areas in responses about the quantity and quality of commodities, levels of participation, registration and targeting problems, corruption issues, or the importance of the program. Corruption issues are more pronounced in urban areas, in that more communities cite several different forms of corruption in the subsidy program as problems.

Alexandria governorate, predominantly composed of less vulnerable urban areas, recorded some of the most dire predictions should the program be cancelled. Respondents said “people cannot live without the program” and to cancel it “would be like killing people.” This perhaps reflects the dependency of poor urban families on cash income and their inability to produce food at home, which makes them more vulnerable to fluctuations in income and employment than their rural cousins.

Program participation in rural communities tends to be extremely high, up to 95 percent in highly vulnerable areas like Sohag governorate. Many rural communities reported that the subsidized price is still too expensive for poor people, many of whom cannot afford the entire ration or cannot buy the commodities they need in sufficient quantities. Distribution outlets are few, and there is scarce availability of commodities in some of the outlets. Some rural communities do not have bakeries available to provide bread and receive flour instead.

Qualitative Results from Upper Egypt

Sohag and Assyut governorates are the most highly vulnerable areas in Egypt. In Sohag, 70 percent to 90 percent of villagers in the areas surveyed have ration cards. In Assyut, the majority of families are enrolled in the program, and all social classes participate. People in both governorates echo the criticism that many poor families do not receive subsidized rations for all of their members. This is suggested by the situation in Abu Tig city in Abu Tig district, where 32,642 residents hold 8,487 full ration cards, a ratio of 3.8 people per card. There are also 10,357 people holding 2,434 partial ration cards, a ratio of 4.2 people per card. Both ratios are below the average household size.

The subsidy is important to people because it provides vital commodities at cheaper prices when compared to regular market prices. This sometimes helps to reduce the price of commodities in the regular market, and it is feared that if the food subsidy is removed, food prices in general will rise, making affordability even more difficult for the poor.

Several communities report that the registration process is sometimes discreetly allowed for a short period of time. However, there is no prior notification to give families an opportunity to register and the criteria used for these sporadic, unpublicized registrations is not clear. Survey respondents report that there is no well-defined system for the registration to identify families that deserve this subsidy, and that registration is a random process.

Poor families still find the subsidized price of commodities hard to afford. The majority of families do not have the financial means to purchase either the entire allotment of a single commodity, or all the items allocated on the ration cards. Many respondents said that shopkeepers force them to buy the entire allotment. Other merchants demand that ration card holders purchase the full package of commodities, whether they want it or not. This forces families to abstain from purchasing their entitlements, despite the fact that they may be in need of some, and not all, of the items. This suggests that recipients either do not know the guidelines for purchasing subsidized commodities, or that merchants are abusing their position to force beneficiaries to purchase more than they need or can easily afford.

Qualitative Results from Middle Egypt

In the five-level vulnerability ranking used for Egypt (highest to lowest), El Menia and Fayium are considered high vulnerability areas, while Cairo and Giza are of medium vulnerability. Fayium is a more rural area, while El Menia and Giza are a mix of urban and rural communities, and Cairo is highly urban.

Despite differences in levels of vulnerability and urban-rural characteristics, almost all of the villages in Middle Egypt indicated that ghee, black lentils and beans included in the ration package are of poor quality, and often lower in quality than the same non-subsidized commodities sold in the market. In Giza, people say that they are forced to take some of the inferior goods from merchants in order to remain on the registration list.

Quantities of the more desirable commodities, wheat, sugar, rice, oil, and tea are considered insufficient. Requests for meat, soap, and larger amounts of the popular commodities are also common across governorates.

Participation rates are high in all governorates, and commodities are available in all communities. There is some difficulty in getting bread in particular, due to the increase in demand caused by a growing population, and presumably because wheat is often reportedly diverted to the black market. More than half of the villages in Giza said they had problems gaining access to balady bread. The quantities are not sufficient, the quality is poor, and the breadlines are too long to accommodate everyone who needs bread. Much of the flour is being sold on the black market for triple the price. There needs to be more administrative control over the distribution and pricing of the commodities. Some suggested that a specific price list should be displayed at the supply store so that people are aware of the actual prices.

Qualitative Results from Lower Egypt

The governorates of Daqahlia, Alexandria, and Gharbia are low in vulnerability, and Port Said is one of the least vulnerable areas in Egypt. Participation in the food subsidy program is widespread, despite relatively low levels of vulnerability. In Alexandria, all communities say the program is important and saves families 30-40 EGP per month. The only exception is Sidi Gaber in East district, where the standard of living is high and only 15 percent of the population participates.

In Daqahlia, all communities report that ghee, beans and lentils are poor in quality and consumed by less than 30 percent of cardholders. In some cases, these goods are fed to animals, although one community indicated that the quality is too poor to use as animal feed. Rice, pasta and tea are generally better in quality. Oil varies from poor and unusable to acceptable for consumption. In Port Said, all communities recommend canceling or replacing inedible commodities such as beans and lentils, and increasing quantities and qualities of main commodities such as sugar, oil and rice.

In Port Said, participants say that quantities are not sufficient and families of four to five people only have two people registered to receive the subsidy. The survey shows the average allotment in Port Said communities ranges from 2.29 to 3.43 family members per ration card. All localities describe food quantities as insufficient; the allotment of one kilogram of rice and one-half kilogram of oil, and one kilogram of sugar are normally used within one week.

In Lower Egypt, all communities report that corruption is a problem. There is no monitoring of distribution points and supply inspectors take bribes. Suppliers are able to manipulate prices and weights in addition to purchasing poor quality commodities, while employees of distribution centers take home any surpluses. High ranking employees in banks and petrol companies are reportedly offered full subsidies. One village in Alexandria reports that some food is diverted to the police and military. Communities

suggest increased monitoring at supply points and greater control over distribution mechanisms to improve accountability.

Qualitative Results from Desert Areas

Each community viewed the food subsidy program as important because it provides food at reduced prices. The program is crucial for poor people and when rain is scarce.

Participation appears to have an urban bias in this area. In Marsa Matrouh town, 75 percent of residents participate and most have a full ration, with another 25 percent benefiting indirectly through registered family members. In other communities, fewer families participate. People in Sidy Abdel Raman district commented that inefficient management of the program leads to scarce availability of subsidies in the area.

They felt that in the absence of the program the prices of staple items, such as bread, would increase and households would be exploited by merchants. The rate of hunger, theft and crime would also dramatically increase in the absence of the food subsidy program.

Each community felt that the registration process was overly difficult citing that it was nearly impossible to register new children or newly married couples.

Generally, communities viewed the quantity included in the food subsidy to be insufficient, especially for larger households that may include up to 20 individuals. The quality of the flour, beans, lentils, shortening, macaroni and tea provided is often questionable. Communities thought that the Government should improve the efficiency of program management and make registration more accessible for needy households. The program should also increase the quantities of flour, sugar, rice and oil distributed, and include new items such as soap, baby milk, cheese, clothes and meat.

B. Quantitative Results

Ration Card Ownership

During the last registration period for food subsidy ration cards, every household in Egypt was eligible to obtain either a full or partial ration card. The criteria for full ration card eligibility were such that the majority of households could obtain a full subsidy.

Although new registration for ration cards has been put on hold since 1987, ownership is still high in the general population.

Possession of a ration card is the first indication of a

household's participation in the food subsidy program. As Table 14 shows, ration card ownership is widespread.

Table 14: Ration card ownership, in percent of households, for the survey population.

Owning Ration Card	Frequency	Percent
Yes	9,384	74.8
No	3,159	25.2
Total	12,542	100

The next table (Table 15) shows the percentage of households owning ration cards by Governorates surveyed in Phases I and II. For most Governorates surveyed there is no significant difference in the percent of households that access the food subsidy programme through ration card ownership. Overall, however, there are some significant differences among Governorates ($p < .010$) with ownership in Marsa Matroh being just above half of all households and ownership in many of the other Governorates sampled reaching 80 percent and above.

Table 15: Ration card ownership, in percent of households, among the Governorates surveyed in Phase II.

Governorate	Frequency	Percent	% Full
Mania	988	84.3	86.8
Gharbia	949	80.1	87.1
Port Said	887	79.5	81.0
Fayoum	913	78.8	86.7
Dakahlia	864	78.7	75.4
Assyout	928	76.6	88.7
Souhag	892	75.9	83.2
Cairo	1120	65.6	71.4
Giza	632	60.2	72.4
Alexandria	618	56.4	80.3
Marsa Matroh	594	51.8	84.2
Total	9385	74.8	81.7

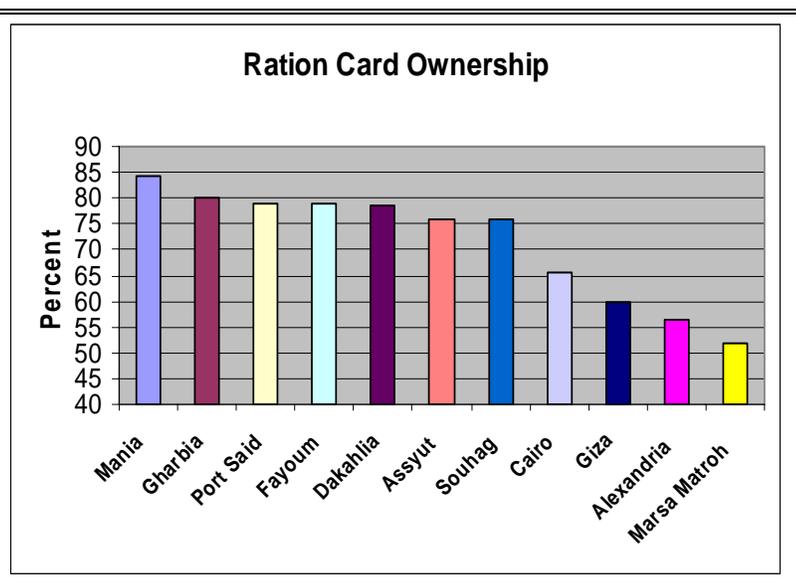


Table 15 shows ownership data by Governorate. As can be seen, ownership in metropolitan areas such as Cairo, Alexandria and Port Said is significantly lower than in the more rural areas of Upper and Lower Egypt. Metropolitan ownership averages 62 percent compared to 78 percent in Upper Egypt and 81 percent in Lower Egypt (Table 16). If broken down by urban and rural sampling units, the data shows that 81 percent of rural households owned a ration card compared to 67 percent of urban households.

In its 1997 report on food subsidies, IFPRI noted an urban bias based on the allocation of food subsidies by geographical area and relative poverty of these areas. Based solely on card ownership, the bias in the current study is toward the rural areas. A combination of factors may explain the ownership difference between rural and urban areas. First, the Government can change its food subsidy allocation based on annual needs assessments. Second, the demographics of rural and urban areas should change the distribution of ration card ownership over time. Urban areas have higher percentages of young households, and ownership is significantly lower in younger households (see Phase I results) due largely to registration practices. Thus, over time one would expect ration card ownership to decrease in urban areas (and perhaps stay about the same in rural areas due to inheritance of cards) unless there are new registration periods. These differences are relevant since urban populations are more likely to actively protest any change in the ration card system.

Table 16: Ration card ownership, by geographic category.

	% HH owning Ration Cards	Type of card (% of HH with Ration Cards)	
		<i>Full</i>	<i>Partial</i>
Total Sample	74.8	81.7	18.3
Region			
Metropolitan	62.4	73.6	26.4
Upper Egypt	78.2	84.6	15.4
Lower Egypt	80.7	83.4	16.6
Zone			
Urban	67.0	77.5	22.5
Rural	81.5	84.6	15.4

Each household that owned a ration card was asked whether or not it was a full ration card or a partial ration card. For every ten ration cards owned, eight are full ration cards and two are partial ration cards (Table 16). Households that own partial ration cards are more likely to be urban, engaged in business, own more than 5 Feddans of land, or do not qualify otherwise for a full subsidy. While every household is entitled to at least a partial subsidy, the type of subsidy is heavily skewed towards the full subsidy.

Table 17 looks at ration card ownership by vulnerability category. While there are statistically significant differences between the groups, the magnitude of difference is

low. Compared with the least vulnerable, only 5 percent more of the most vulnerable households have ration cards and 3 percent fewer have full ration cards.

Table 17: Ration card ownership, by vulnerability category.

Vulnerability categories	% HH owning Ration Cards	Type of card (% of HH with Ration Cards)	
		Full	Partial
Very high	75.4	78.1	21.9
High	75.6	81.1	18.9
Medium	78.4	82.4	17.6
Low	73.2	81.7	18.3
Very low	70.5	81.6	18.4
Total sample	74.8	80.8	19.2

Again, this largely confirms findings from the Phase I survey where 82 percent of all ration cards were for a full subsidy. In urban areas, 23 percent of rations cards are partial, whereas in rural areas 15 percent of ration cards are partial. Rural areas, however, have on average much larger households, and even the full ration card is not designed to provide for households with over four members. Although it may be logical to link full and partial subsidies to household size, there is no significant difference in average household based on full or partial ration card ownership (6.4 versus 6.3 members for full and partial cards, respectively).

There are some policy options for changing the mix of full/partial subsidies. For example, the partial subsidy card could be eliminated immediately or the equivalent of the subsidy value could be paid in cash for a transition period of one year on a monthly basis. This would eliminate the administrative burden of managing such cards for a population of card holders that may not be in dire need of food subsidies. It would also eliminate the targeting dilemma whereby all households hold entitlement to subsidized food. Other policy options that will be explored more fully involve changing the standards which allow full or partial ownership, and tying them closer to income or a proxy for income so that poorer households, or households that are food insecure, have full subsidies.

One of the central themes of the survey was to assess which households own and use food ration cards, and how the services provided by the program are perceived. Respondents were asked about their card ownership, monthly use patterns, commodity preferences, and suggestions for improving the system. Results are provided below.

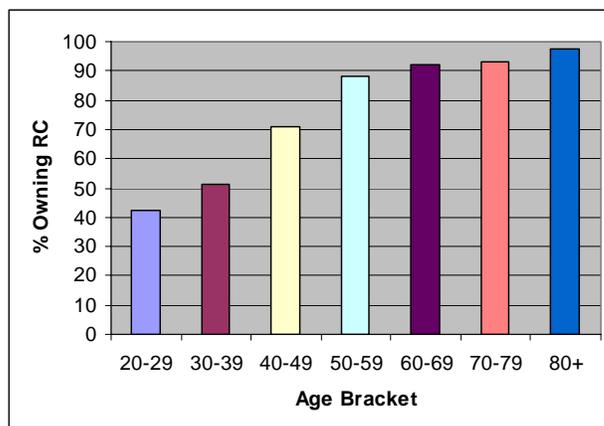
In terms of ration card ownership, 42 percent of household heads that own a ration card are illiterate, as opposed to 25 percent of those who do not own a ration card. However, almost 30 percent of ration card owners have completed secondary education or higher. For non-holders, half of household heads have completed secondary education or higher. The high rate of ration card ownership by educated households suggests that targeting needs to be refined in the ration card program.

Ration card ownership was also looked at by status of employment, where it was found that 70 percent of those who classified their employment as permanent held ration cards,

60 percent of those with temporary employment held ration cards, and only 50 percent of the casually employed held ration cards. Thus those with more precarious employment status are benefiting less from ration card privileges.

The fact that new households have not been able to register is now distorting the demographics of card ownership. Figure 2 confirms this by showing that ownership in younger-headed households (those in the 20-29 and 30-29 year brackets) is significantly lower than ownership by head of households in older age brackets. This also likely explains why fewer casual and temporary employees own ration cards – they are more likely to be younger households trying to find employment, just starting out in careers, or able-bodied and doing manual labor such as construction, which tends to be more seasonal and temporary.

Figure 2: Ration card ownership by age bracket.



Other aspects of ration card ownership are also of interest. The survey found that about 40 percent of ration cards included deceased persons in the households or other persons not part of the household. Over half of all ration cards reside with non-registered persons, meaning that they are handed down within families or secured by other means. This allows a portion of younger households to own a ration card. The majority of these (88 percent) are not registered

because they were born after the last date of registration. Finally, over 90 percent of households that currently do not own a ration card would like to own one in the future.

Characteristics of Households Owning Ration Cards

How are households that own ration cards different from those without ration cards. Table 18 provides results from a logistic regression analysis to assess the factors which affect the probability that households will have a ration card. The dependent variable of the equation is a binary variable, “0” if the household does not have a ration card and “1” if the household has a card. This multivariate model measures the combined effects of all these explanatory factors to simultaneously “explain” whether or not a household will have a ration card. The coefficients of the model are interpreted as changes in the probability that a household will have a ration card for a change in the explanatory variable. The final column in the table shows the percentage change in probability that a household will have a ration card for a given change in the particular explanatory variable. These percentage changes are estimated with respect to the overall sample average, that 70.3 percent of all households have ration cards. For example, the estimated coefficient on Cairo (a dummy variable) indicates that a household in Cairo will have a 22 percent higher probability of having a ration card than a household outside of Cairo, holding all the other explanatory variables constant. Similarly, an increase of household

income by 1 dollar per day per person will reduce the probability that the household will own a ration card by only 0.9 percent.

Table 18: Results from logistic regression: Dependent variable = ownership of ration card

	Coefficient (B)	Significance	Exp(B)	Change in probability of having ration card (%)
Cairo	0.935	.000	2.546	22.0
Alexandria	0.478	.020	1.614	12.7
Port Said	1.380	.000	3.975	28.6
Dakahlia	1.439	.000	4.217	29.3
Gharbia	1.648	.000	5.198	31.6
Giza	0.695	.001	2.004	17.5
Fayoum	1.492	.000	4.447	29.9
Mania	1.575	.000	4.832	30.8
Assyout	1.377	.000	3.961	28.5
Souhag	1.308	.000	3.698	27.7
Rural	0.581	.000	1.788	15.1
Income (USD per person per day)	-0.029	.001	0.971	-0.9
Age of Household Head	0.079	.000	1.082	2.3
Sex of Household Head	0.137	.077	1.146	3.9
Education of Household Head	-0.037	.060	0.964	-1.1
<i>% adults in HH with primary/preparatory education</i>	<i>-0.019</i>	<i>.752</i>	<i>0.981</i>	<i>-0.6</i>
<i>% adults in HH with secondary education</i>	<i>-0.084</i>	<i>.403</i>	<i>0.920</i>	<i>-2.5</i>
% adults in HH with above secondary education	-1.100	.000	0.333	-37.3
Household member unemployed (yes/no)	0.692	.000	1.998	17.4
HH member with skilled employment (yes/no)	0.414	.000	1.513	11.2
Constant	4.090	.000	0.017	

The accompanying classification table (Table 19) provides an indication of how well this model fits or “explains” the variation in the dependent variable. Overall, the model correctly identifies almost 80 percent of the sampled households as holders or non-holders of ration cards. The model is better at identifying card holders than non-holders.

The model results show important geographic differences in access to ration cards. The excluded governorate is Marsa Matroh, so households in all the other governorates are more likely to have cards. Households in rural areas are 15 percent more likely to have cards than households in urban areas, all else held equal.

Household income is significantly and negatively related to the probability of card ownership, but the magnitude of the relationship is not very great. An increase of per capita income by one dollar per day reduces the probability of card ownership by less than one percent. Older households and female-headed households are somewhat more likely to own cards. Only education above secondary level significantly affects (negatively) the probability of card ownership. Households with at least one member unemployed are significantly more likely to own a card, and surprisingly, households with at least one member in a skilled job are also more likely to own ration cards.

Observed		Predicted		Percent Correct
		Owning Ration Card		
		<i>No</i>	<i>Yes</i>	
Owning Ration Card	No	1,148	2,010	36.3
	Yes	643	8,737	93.1
Overall				78.8

Food Item Preferences

In general, ration cards are frequently used by all households, demonstrating their importance across all income classes. For poorer households they represent a safety net that improves food security, and may contribute to overall livelihood security by allowing households to spend money they save by using ration cards on other basic needs such as health and education. Wealthier households may use them for other reasons.

Almost every household uses the ration card to purchase sugar and oil, and over 90 percent purchase their entire allotment each month. Tea, rice and macaroni are also purchased by a large majority of households (at least 87% in all cases). Between 75 and 90 percent of households purchase ghee and beans, depending on their location. In general, urban households had lower percentages of households purchasing commodities while rural households had the highest (Table 20). The only exception to this was rice, sugar and oil, which were purchased by about the same by both rural and urban households. The least purchased commodities by urban households were ghee and beans, and for rural households it was lentils, beans and ghee.

From the data one can conclude that sugar, oil and rice are the three most preferred commodities. This is also confirmed by qualitative data that complimented the household survey. It also shows that preference for some items, such as ghee, lentils and beans, is comparably low. Again, these results are similar to those from Phase I where similar questions on utilization and quality were posed.

Information obtained from household interviews and focus groups suggests that there are some concerns about the quality of these items, and that the quality is not consistent, so that at times one received good-quality beans, for example, and at other times they receive poorer quality beans. Despite this variation, the majority of households continue to use their full commodity ration, and the inclusion of beans and lentils is an important nutritional contribution to household diet.

These results suggest that future policy options regarding the food subsidy program should consider quality as a factor in determining inclusion/exclusion of specific commodities. Highly nutritious items such as beans and lentils are important to the diet, and if issues of quality can be resolved then the use of these items in the household diet will likely increase.

The wealth status of households accessing food subsidies has some impact on purchases of the various food items. Wealthier households use the food subsidy programme more

to purchase rice, sugar and oil. Over 90 percent of the top income-earning households purchased these three commodities in the previous month while only half of the same households purchased lentils and beans, and only 40 percent purchased ghee. Lower income households also favor rice, sugar and oil, but clearly depend more on the subsidy programme for other food items such as beans, lentils and ghee. This suggests that the food subsidy programme is providing more of a safety net and an important source of nutritious foods for poor households.

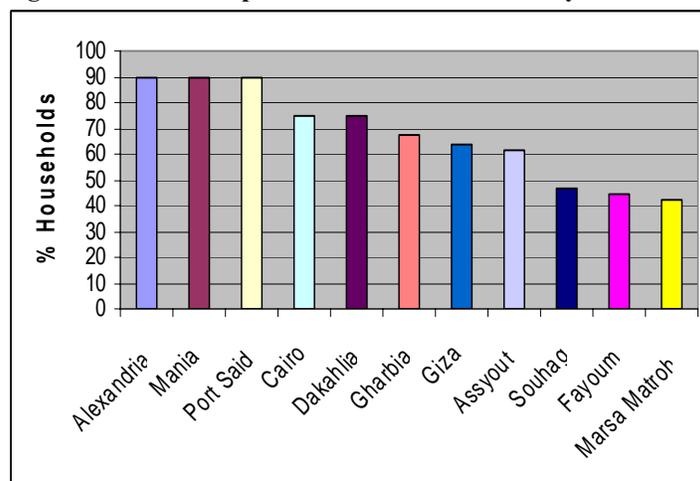
Table 20: Purchase frequency of rationed food commodities by Governorate (% of households).

Geographical Zone	Rice	Macaroni	Beans	Covered Lentils	Tea	Ghee	Sugar	Oil
Metro	94.5	87.1	49.5	62.7	86.7	43.0	99.3	99.2
Upper Egypt	92.0	91.0	74.6	65.8	88.3	67.3	99.2	99.1
Lower Egypt	96.5	96.0	78.4	70.5	92.6	83.1	98.1	98.1
Urban	94.5	90.7	58.7	61.7	87.6	55.1	99.9	99.8
Rural	93.0	93.5	79.3	71.1	91.3	79.3	100.0	100.0

Balady Bread Consumption

Subsidized Balady bread is purchased commonly by all four income classes, and there is no statistical difference in the percentage of households that regularly purchase Balady bread based on their income. Overall, about two out of every three households purchase Balady bread (Figure 3).

Figure 3: Household purchase behavior for Balady Bread



There are some significant differences according to Governorate, however. In Port Said, Mania and Alexandria purchasing behavior is significantly higher than elsewhere, and in Fayoum, Souhag and Marsa Matroh it is significantly lower. The percentage of households purchasing Balady bread in Alexandria, mania and Port Said is over twice that in Souhag, Fayoum and Marsa Matroh.

Purchasing behavior is highest in metro areas (78%), and lowest in Upper Egypt (61%). Lower Egypt it is in between these extremes (69%). Urban households purchase Balady

bread at a higher frequency (78%) than do rural households (60%), but it is an important food commodity for both urban and rural households. Rural households may have more difficulty in accessing Balady bread purchasing points, and this may partly explain the difference in rural/urban preferences. This is supported by the fact that more rural households choose to purchase bread one time per week instead of daily. The majority of balady bread users buy it because it is cheap. Over 82 percent of urban dwellers purchased balady bread because it was inexpensive and 74 percent of rural dwellers did likewise.

For those households that do not purchase Balady bread, the reasons vary considerably by region (Table 21). In Metropolitan regions, such as Cairo and Alexandria, a large percentage on non-users complain of the quality of the bread, while almost as many cite 'not enough shops' as a major reason for not purchasing Balady bread. Less than 10 percent bake other breads at home, and even fewer prefer other breads. In Upper Egypt, almost 80 percent of non-users do not purchase Balady bread because they bake bread at home. Less than 10 percent complain about a paucity of shops, and less than 5 percent cite quality as a factor. In Lower Egypt the reasons for not purchasing Balady bread are more diverse. Baking bread at home is common, but was cited by about 30 percent of non-users as a factor in their decision not to purchase. About one-quarter of non-users feel that shops that sell Balady bread are too far away, while another 22 percent prefer other breads and 15 percent feel the quality is too poor. Price is not a significant factor in determining whether a household chooses not to purchase balady bread.

The average household consumption rate in the survey was 18.8 pieces per day. On average, each person consumes about 3.5 pieces per day. The average per capita daily consumption of Balady bread does not vary significantly among the three zones of the survey, and on average each person consumes about 3.5 pieces (this is not yet corrected for age of household member). However, there are significant differences among Governorates, with per capita daily consumption lowest in Souhag and Marsa Matrouh and highest in Giza and Fayoum.

Table 21: Reasons for not purchasing Balady bread.

Upper/lower/metro areas		Frequency	Percent
.	Total	160	
Metro	Poor quality	309	43.1
	Distance too far	36	5.0
	Prefer other breads	46	6.4
	There is no price incentive	0	.0
	Not enough shops	261	36.6
	Bake bread at home	58	8.1
	Other	6	.8
	Total	715	100.0
Upper Egypt	Poor quality	61	4.1
	Distance too far	57	3.8
	Prefer other breads	61	4.1
	There is no price incentive	4	.3
	Not enough shops	124	8.4
	Bake bread at home	1175	79.0
	Other	5	.4
	Total	1488	100.0
Lower Egypt	Poor quality	246	15.1
	Distance too far	95	5.8
	Prefer other breads	354	21.7
	There is no price incentive	15	.9
	Not enough shops	413	25.4
	Bake bread at home	501	30.8
	Other	3	.2
	Total	1626	100.0

If households that do not purchase Balady bread are included, the per capita consumption falls to about 2.5 pieces per person per day (Figure 4). On an annual basis, the cost per household is between about 200 LE and 480 LE, depending on the size of the household, frequency of purchase and location (Figure 5).

Figure 4: Daily Balady Bread consumption by region

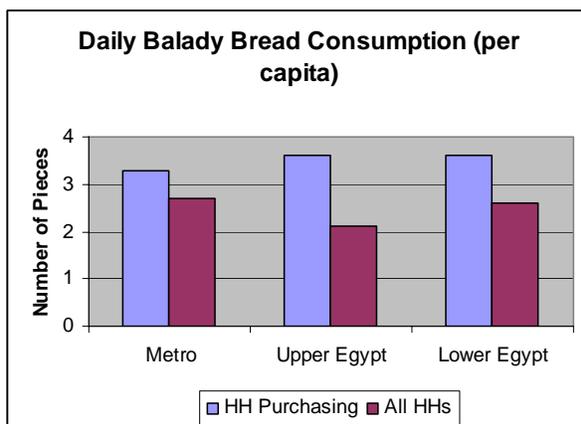
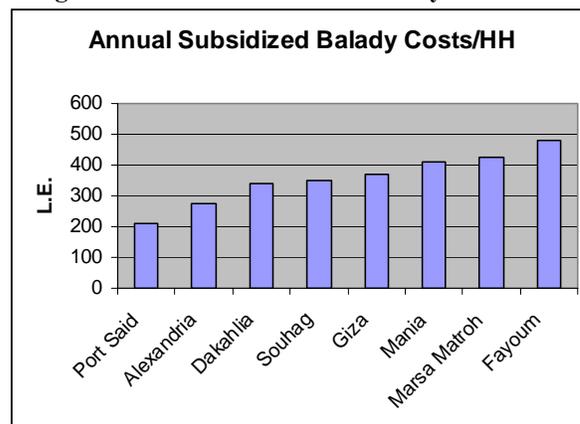


Figure 5: Annual subsidized Balady Bread costs



There is no statistically significant difference in Balady bread consumption related to the vulnerability category or income of a household. This means that Balady bread purchasing is highly inelastic with respect to income. Also, the average per capita yearly consumption does not vary by household income, meaning the poor and wealthy are eating about the same amount of Balady bread per person.

Table 22: ANOVA results for average per capita Balady Bread consumption.

per capita daily consumption of balady

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	25.110	4	6.277	1.272	.279
Within Groups	22707.292	4601	4.935		
Total	22732.402	4605			

What does vary significantly, however, is household size. Poorer household, on average, are significantly larger, so that annual expenditures on Balady bread by poor households are significantly more.

The majority of households (about 90% overall) are purchasing Balady bread from bakeries, although more of the poorer households purchase from vendors. About 85 percent of poor households that purchase Balady bread do so because it is cheaper, compared to 68 percent of wealthier households. A larger percentage of wealthier households purchase it because they like the quality. About 20 percent of poor households say that the distance needed to travel to purchase Balady bread is a problem, compared to about 12 percent of wealthy households. For rural households the distance is a bigger problem.

On average, each week a random sample of 100 people will spend approximately 230 L.E. on bread, and of this total expenditures on Balady bread will be 82.4 L.E., or 36 percent of the total costs of bread expenditures.

Households were asked whether or not they would agree to adding subsidized wheat flour in lieu of Balady bread. Agreement varies considerably by location and regional division. In Fayoum, for example, almost all households (90%) are in agreement, compared to only 12 percent in Port Said, 35 percent in Cairo, and 47 percent in Mania. In general, more urban households would rather keep the system as is, and only 40 percent would be in favor of adding subsidized wheat flour in lieu of Balady bread, compared to 78 percent of rural households in agreement.

Access to Subsidized Wheat Flour

Tables 23 and 24 provide results for questions pertaining to subsidized wheat flour. Households were asked if they regularly purchase subsidized wheat flour, and this behavior is seen to vary widely by Governorate. Cairo has the lowest frequency of subsidized wheat flour purchasing, with only 7 percent of households. In Gharbia and Port Said purchasing subsidized wheat flour is also not common. The Governorates with the largest percentage of households regularly purchasing subsidized wheat flour include Fayoum, where 90 percent of households make regular purchases, Souhag (81%), Marsa Matroh (75%) and Dahahlia (64%).

Table 23: Percentage of households purchasing subsidized wheat flour by sampling area.

Governorate	N	Does your HH buy subsidized wheat flour? (%)	
		No	Yes
Cairo	1,686	92.8	7.2
Alexandria	769	66.3	33.7
Port Said	106	88.7	11.3
Dakahlia	1,711	36.1	63.9
Gharbia	3,613	90.7	9.3
Giza	1,069	42.7	57.3
Fayoum	407	9.3	90.7
Mania	1,068	51.7	48.3
Assyout	543	75.3	24.7
Souhag	1,407	18.9	81.1
Marsa Matroh	160	25	75
Total	12,539	62.4	37.6

Table 24 presents the percentage of households purchasing subsidized wheat flour by vulnerability category. In the two most vulnerable categories, over 40 percent of households regularly make subsidized wheat flour purchases. In the category of medium vulnerability 37 percent of households make regular purchases, while in the least vulnerable category the percentage drops to 21 percent. Therefore, the data show that subsidized wheat flour is more important as a commodity to vulnerable households.

Vulnerability categories	Does your HH buy subsidized wheat flour? (%)	
	<i>No</i>	<i>Yes</i>
Very high	53.0	47.0
High	57.5	42.5
Medium	62.4	37.6
Low	66.3	33.7
Very low	78.3	21.7
Total sample	62.4	37.6

VI. Other Subsidy Programmes

In addition to food subsidies, the government provides a number of other subsidies to help support Egyptian families. Before discussing these, a summary is provided from the qualitative survey of the current services available to communities from their perspective.

According to the qualitative results, the coverage of services is broad but uneven, the quality is low, and lack of attention to infrastructure is a general problem. Schools are available at all levels but there is dissatisfaction with the public education system at all levels. Fees are high and quality is low; teachers are inadequately trained and classes are overcrowded; books, transportation and private lessons are expensive; buildings are poor quality or unsafe. Public education is perceived as lacking in quality, but most people cannot afford private education for their children.

Drinking water quality is generally poor due to contamination from poorly maintained infrastructure. Many communities have no sewer or drainage network. Where they do exist, sewer pipes are often poorly maintained and prone to leaks, and drainage canals become blocked with debris. Pipes are blocked, causing frequent overflows, especially in older areas of communities.

There are numerous public and private health care providers available. Public hospitals are accessible and low in cost, but the care provided is considered to be poor quality and few medications are available. Private clinics and hospitals are preferred but are expensive and are generally used only by the better-off, as is medical insurance. There is a high reported incidence of kidney failure, Hepatitis C infection, cancer and bilharzias that are blamed on polluted water.

Main roads are paved, but secondary roads are not. Roads are in poor condition and where new sewers have been installed; roads have been torn up and not repaired. There is limited public transport in rural areas. An exception to this is Sohag, where residents have no complaints about the roads but do note there is no public transportation. Private

transport is readily available, but considered unsafe, overcrowded, and unreliable (minibuses) or expensive.

The majority of households have electricity, though high demand leads to blackouts, especially in the summer, because the infrastructure cannot support the population. Both government-provided and private telephone service is likewise available (80% to 90% of people in the larger towns in Sohag have home telephones), but is considered expensive. In smaller communities people use public phone centers or in some cases must travel to another town for phone service. Utility rates for electricity and telephones are increasing.

In terms of housing, the homes of lower-income households are built of mud brick with wooden or bamboo roofs, while better-off households use red brick with concrete ceilings. There is insufficient public housing in many communities, and what does exist is expensive. Public housing is distributed by lottery, and some communities complain of corruption in assigning houses. There is no subsidized housing for youth in most areas. The exception is the main towns – for example, in El Menia town, there is youth and government employee housing available, and in Samalout City, there are 200 public housing flats. Services in electricity, telephone and housing tend to be more reliable and better rated by residents in urban areas.

A. Education Sector

For the education sector, households were asked if they had any family members in any education level between kindergarten and higher education. Results of this question are in Table 25 below. The data in Table 25 is at the level of the household, and includes all households in the Phase II sample plus data from the Governorate of Cairo supplemental survey that was conducted during Phase II. Overall, 63 percent of all households surveyed had at least one member of the household in school. The other 37 percent of households did not have a child in school. Port Said has the lowest percentage of households with at least one member in school at 52 percent, while Dakahlia has the highest at 70 percent. Urban areas have a lower percentage of members attending school compared to rural areas Egypt. Table 25 shows that households in the highest category of vulnerability also had the highest percentage of household members in the education system (75.1 percent). In contrast, only 51 percent of households in the lowest category of vulnerability reported having household members in the education system.

Table 25: Percent of households having at least one family member enrolled in school.

	Total number of households	# of HHs having family members in Education System	% of HHs having family members in Education System
All sample	10,056	6,347	63.1
By Governorate			
Cairo	1,035	628	60.7
Alexandria	1,096	635	58.0
Port Said	1,123	590	52.5
Dakahlia	1,098	767	69.9
Giza	1,053	694	65.9
Fayoum	1,158	768	66.4
Mania	1,171	745	63.6
Souhag	1,175	807	68.7
Marsa Matroh	1,147	713	62.2
By Urban/Rural			
Urban	5,833	3,519	60.3
Rural	4,223	2,828	67.0
By Vulnerability Category			
Very high	2,995	2,248	75.1
High	2,237	1,511	67.5
Medium	2,459	1,603	65.2
Low	3,179	1,896	59.6
Very low	1,672	853	51.0

Education Stage

Six education stages were included in the questionnaire: kindergarten, primary school, preparatory school, secondary school, post-intermediate and higher education. Table 26 shows the number and percent of the sample in each stage. Note that the sample size now is individuals, not households. It shows, for example, that 49 percent of those currently in school are attending primary school.

Table 26 also provides the breakdown between urban and rural households of the percentage of students enrolled in different education stages. Note that almost 57 percent of rural students are in primary school, reflecting in part the larger household sizes in rural areas. Many of these students do not continue post secondary school, or perhaps move to urban areas for higher education.

Vulnerable households have a higher percentage of children enrolled in primary school, but as the education continues the percentages of vulnerable households in the upper grades declines as a percentage of overall enrollment, particularly at the University stage, which represents 14 percent and 27 percent in the two least vulnerable categories compared to 5 percent and 7 percent in the two most vulnerable categories.

Table 26: Kind of education system (Government or Private), by Governorate, region and vulnerability category.

Total sample size = 14,322 individuals							
	N	Kindergarten	Primary	General Preparatory ⁵	Secondary	Post-Intermediate	University
		% of total students					
All sample	14,322	3.6	49.1	15.8	19.2	1.4	10.8
Governorate							
Cairo	1,236	10.0	38.8	13.2	19.1	2.8	16.3
Alexandria	1,229	3.9	43.5	15.1	17.9	2.2	17.3
Port Said	1,236	6.7	33.2	13.3	22.7	2.3	21.9
Dakahlia	1,605	4.2	44.4	16.3	20.9	1.2	13.0
Giza	1,538	2.0	47.3	16.3	21.1	2.2	11.2
Fayoum	1,693	1.7	53.0	17.0	22.0	0.8	5.6
Mania	1,856	2.8	52.4	16.1	19.2	1.1	8.4
Souhag	2,153	2.5	51.4	16.6	18.5	1.1	9.9
Marsa Matroh	1,776	1.7	63.8	15.7	14.1	0.3	4.4
Urban/Rural							
Urban	9,126	4.7	43.7	15.5	20.2	1.8	14.1
Rural	5,196	1.7	57.4	16.0	18.0	0.8	6.1
Vulnerability Category							
Very high	4,165	1.8	55.6	17.1	18.8	1.1	5.7
High	2,577	2.9	53.1	16.2	19.3	1.3	7.3
Medium	2,746	3.7	50.6	16.1	18.7	1.4	9.4
Low	3,033	5.6	42.5	15.6	19.8	1.8	14.7
Very low	1,710	5.8	33.6	10.7	20.5	1.8	27.5

Type of Education

The survey asked about what type of education, public or private, each student was receiving. Table 27 below shows the type of education for all members of households attending school. Of the 14,322 persons in the sample attending school, 13,065 (91.2 %) are attending public school, which is over 91 percent of all students in the survey.

By Governorate, Cairo has a significantly higher percent of students enrolled in private schools (21.8). Other metropolitan areas of Port Said, Alexandria and Giza all have about 12 percent of students enrolled in private schools. The other Governorates, predominantly rural, have significantly lower percentages enrolled in private schools, with Marsa Matroh having the fewest with only 2 percent. The most vulnerable households have less than 3 percent of their children enrolled in private schools, while the least vulnerable households have over 21 percent.

⁵ Note here that the General Preparatory share here is 15.7% of the total number of students compared to 19.4% for secondary education. This may be due to the fact that a part of vocational and technical education starts after finishing primary education, and considered as secondary stage (on the 5-year technical education system).

Table 27: Kind of education system (public or private), by Governorate, region and vulnerability category.

Total sample size = 14,322 individuals				
	Public		Private	
	N	%	N	%
All sample	13,065	91.7	1,257	8.3
By Governorate				
Cairo	967	78.2	269	21.8
Alexandria	1,075	87.5	154	12.5
Port Said	1,080	87.4	156	12.6
Dakahlia	1,524	95.0	81	5.0
Giza	1,355	88.1	183	11.9
Fayoum	1,605	94.8	88	5.2
Mania	1,715	92.4	141	7.6
Souhag	1,996	92.7	157	7.3
Marsa Matroh	1,748	98.4	28	1.6
By Urban/Rural				
Urban	7,996	87.6	1130	12.4
Rural	5,069	97.6	127	2.4
Vulnerability Category				
Very high	4,064	97.3	101	2.7
High	2,450	94.7	127	5.3
Medium	2,546	92.8	200	7.2
Low	2,611	86.0	422	14.0
Very low	1,327	78.6	383	21.4

Education Costs

Each respondent was asked to provide estimated costs per year for each household member in school. The categories of costs included: fees and books; donated fees/books, external (non-supplied) books; official school uniforms; school tools (supplies and equipment such as drawing pads, pencils/pens, notebooks, etc.); transportation to/from school; educational support courses (in-school); and private lessons. Results of these costs are provided in the following two tables. Table 28 presents costs for public schools and Table 29 provides the same data for private schools.

Table 28 provides the data for public schools for all students attending a public school, by Governorate, by urban/rural location, and by income class of the household. The average costs per student per year associated with public schools was L.E. 563.29. There was a wide range of total costs according to Governorate, with a range of Marsa Matroh averaging L.E. 332.71 to Port Said averaging L.E. 1,055.48 per year. Urban costs averaged almost 70 percent higher than rural costs at L.E.711.09 per year. Part of this difference, however, is explained by the fact that more urban students are in higher education which tends to be more expensive even at public schools.

Education costs for students from less vulnerable households averaged L.E. 1151.04 per year compared with L.E. 354.61 for students from the most vulnerable households. As household level of vulnerability decreases, the average cost of sending a child to a public

school increases. This is again explained in part by the fact that wealthier and less vulnerable households keep their children in school longer.

Table 28: Educational expenses per student by Governorate, urban/rural, vulnerability category for public schools.

Total sample size = 13,065 students										
		Fees/books	Donations	Ext. Books	Uniforms	School Tools	Transport	Ed. Support	Private Lessons	TOTAL
	N	L.E/student/year								
All sample	13,065	71.41	1.01	56.48	86.48	53.52	68.89	42.56	182.95	563.29
(% of total)		12.68	0.18	10.03	15.35	9.50	12.23	7.56	32.48	100.00
By Governorate										
Cairo	967	123.74	3.24	91.36	94.00	77.59	89.57	116.78	357.01	953.30
Alexandria	1,075	95.51	0.31	68.65	74.89	51.34	137.86	58.46	293.43	780.44
Port Said	1,080	118.61	0.20	125.42	112.45	68.45	83.82	47.17	499.36	1,055.48
Dakahlia	1,524	82.96	0.87	88.02	104.71	70.08	78.29	29.71	257.98	712.62
Giza	1,355	77.15	0.99	56.75	106.17	60.69	87.28	92.00	212.81	693.85
Fayoum	1,605	44.29	0.68	34.91	101.99	45.20	64.91	30.41	122.98	445.37
Mania	1,715	53.07	1.01	47.21	69.57	44.17	41.68	11.65	127.01	395.36
Souhag	1,996	55.12	0.49	40.92	76.24	39.78	40.36	12.90	101.54	367.34
Marsa Matroh	1,748	33.82	0.26	21.46	76.14	36.92	51.84	7.39	104.88	332.71
By Urban/Rural										
Urban	7,996	84.03	0.91	74.87	92.04	57.90	78.49	46.33	276.52	711.09
Rural	5,069	47.50	0.66	32.78	84.55	43.88	55.65	26.37	93.04	384.44
By Vulnerability Category										
Very high	4,064	44.12	0.45	27.49	76.04	42.00	47.15	36.26	81.09	354.61
High	2,450	56.14	0.52	39.80	82.87	48.28	54.70	48.52	132.82	463.65
Medium	2,546	62.58	1.16	53.92	88.18	52.26	66.32	43.23	177.84	545.50
Low	2,611	97.61	1.90	82.72	98.41	65.70	83.50	44.75	283.70	758.30
Very low	1,327	166.92	1.80	146.70	101.68	82.74	153.46	45.64	452.11	1,151.04

Table 29 provides the same type of data for private school by Governorate, by urban/rural location, and by vulnerability category of the household. Average costs of private schools per student per year were L.E. 1,861.84, over three times the average costs for public schools. Private education costs were highest for Marsa Matroh at L.E. 2,133.11 per year and were lowest in Mania averaging L.E. 1,262.96 per year. Fees and books make up the majority of costs followed by private lessons and transportation.

Table 29 also shows that on average private school costs are higher in urban areas compared to rural areas. It also shows the same trends according to vulnerability of the household that was seen for public schools. The less vulnerable households pay on average L.E. 2,847.86 each year per student while the most vulnerable households with children in private schools pay half of this, or L.E. 1,031.14 per year.

Note here that external books and private lessons account for 50-60 percent of total educational costs for public attendance compared to 20-25 percent of total educational costs for private attendance. This reflects, in part, the difference in the quality of education between the two systems. This suggests that it may be possible to raise basic

costs of education by increasing fees and book expenses. This would provide the possibility of improving the income of teachers and school facilities and decreasing class size without significantly changing the overall costs to households. Additional savings could be accrued to reducing the subsidy costs of education.

Table 29: Educational expenses per student by Governorate, urban/rural, vulnerability category for private schools.

Total sample size = 1,257 students										
		Fees/books	Donations	Ext. Books	Uniforms	School Tools	Transport	Ed. Support	Private Lessons	TOTAL
	N	L.E./student/year								
All sample	1,257	1093.91	13.79	93.74	100.40	69.91	174.69	48.31	267.10	1,861.84
(% of total)		58.75	0.74	5.03	5.39	3.75	9.38	2.59	14.35	100.00
By Governorate										
Cairo	269	1,062.40	25.67	79.22	88.68	71.80	149.69	51.98	273.15	1,802.59
Alexandria	154	1,653.87	23.18	119.64	108.93	74.53	218.72	38.99	496.23	2,734.09
Port Said	156	969.14	5.77	120.55	132.51	69.32	151.25	1.58	624.10	2,074.22
Dakahlia	81	734.77	3.09	137.14	99.20	60.06	198.81	3.49	274.07	1,520.63
Giza	183	1,210.01	3.44	92.72	116.28	81.02	219.93	76.26	268.77	2,068.44
Fayoum	88	903.77	13.75	128.35	133.84	85.25	189.93	5.00	217.32	1,677.01
Mania	141	797.72	6.05	62.73	102.84	55.69	107.16	2.50	128.27	1,262.96
Souhag	157	963.25	6.32	76.37	110.77	57.01	142.07	57.45	150.68	1,563.92
Marsa Matroh	28	1,146.25	29.82	157.14	81.79	78.96	122.00	0.00	517.14	2,133.11
By Urban/Rural										
Urban	1,130	1,103.29	12.92	98.55	110.50	71.00	160.79	36.55	326.22	1,919.83
Rural	127	796.97	12.17	92.77	92.24	59.69	234.25	23.49	199.65	1,511.23
By Vulnerability Category										
Very high	101	501.72	5.65	89.56	54.73	49.46	152.99	45.26	131.77	1,031.14
High	127	824.14	6.42	74.18	84.41	59.59	146.12	51.46	189.25	1,435.58
Medium	200	839.89	6.84	71.66	93.53	75.46	132.78	72.78	131.30	1,424.25
Low	422	1,037.43	14.37	85.03	107.10	61.32	160.15	52.55	207.83	1,725.80
Very Low	383	1,687.02	24.05	130.95	120.32	90.48	243.80	25.97	525.26	2,847.86

The next table (Table 30) shows average costs in L.E./student/year for public education at the different education stages. Public education costs range from a low for primary school of L.E. 301.73 per student per year to a high of L.E. 1,187.05 for a university student. Component costs vary by education stage. For example, fees/books are a large expense for kindergarten, post-intermediate and university students. Uniforms are a large expense for preparatory and secondary school. Transportation is another large expense, especially for post-intermediate and university students. External books are an increasing expense at each educational stage, while private lessons are a significant expense after primary school.

Table 30: Educational expenses per student by educational stage for public schools.

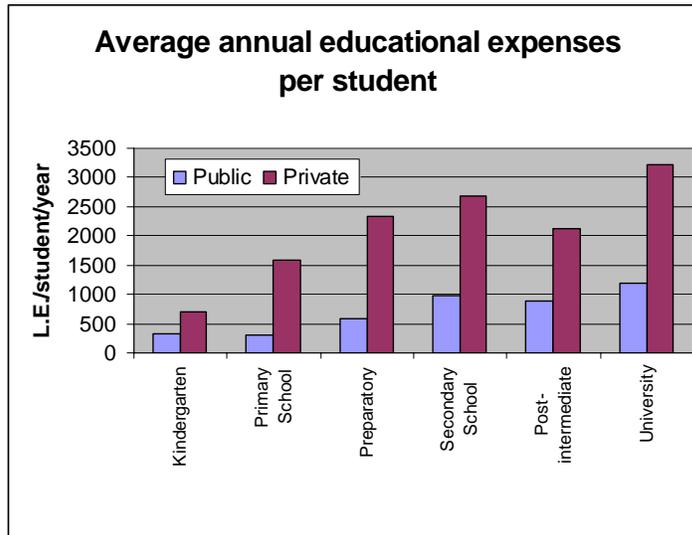
Total sample size = 13,065 students										
		Fees/books	Donations	Ext. Books	Uniforms	School Tools	Transport	Ed. Support	Private Lessons	TOTAL
N		L.E./student/year								
Education Stage										
Kindergarten	245	151.91	3.28	2.78	90.80	24.56	43.09	1.57	5.47	323.46
Primary School	6,486	33.74	0.80	14.04	85.10	38.36	16.42	35.33	77.96	301.73
Gen. Preparatory	2,166	39.19	0.80	35.18	109.50	50.16	40.55	47.15	261.51	584.01
Secondary School	2,640	57.54	0.80	63.93	125.41	63.37	121.00	46.50	492.79	971.32
Post-intermediate	151	140.36	0.00	158.32	27.95	73.81	210.51	50.93	228.58	890.45
University	1,377	289.49	0.70	293.55	13.00	104.21	256.79	30.49	198.82	1,187.05

Table 31 shows the same type of data for private schools. In general, educational expenses rise as one progresses through the educational stages. The exception in this survey is in private post-intermediate school, which is less expensive than private secondary school. However, this average total cost is based on 57 students and so may have high associated error. Fees/books along with private lessons are the two major expenses in private school. Figure 6 provides a comparison of average annual educational expenses for public and private schools.

Table 31: Educational expenses per student by educational stage for private schools.

Total sample size = 1,257 students										
		Fees/books	Donations	Ext. Books	Uniforms	School Tools	Transport	Ed. Support	Private Lessons	TOTAL
N		L.E./student/year								
Education Stage										
Kindergarten	272	477.87	19.00	5.58	89.67	32.43	63.81	0.67	13.22	702.24
Primary School	485	896.03	18.27	45.37	147.79	71.99	119.22	42.86	238.99	1,580.52
Gen. Preparatory	80	1,008.84	13.31	77.75	160.63	66.94	121.51	69.40	814.00	2,332.37
Secondary School	132	871.80	4.85	109.81	148.75	81.76	218.95	79.85	1,158.52	2,674.28
Post-intermediate	57	1,138.77	4.39	182.93	7.37	79.67	364.75	40.35	309.75	2,127.98
University	231	2,262.70	0.69	296.47	32.91	101.26	332.68	21.30	167.89	3,215.90

Figure 6: Average annual educational expenses for public versus private education.



In Table 32, educational expenses as a percentage of total expenses are shown. For the overall sample, the cost of uniforms makes up 25 percent of total annual educational fees per student. Fees and books account for 21.5 percent of total costs, while private lessons account for another 17 percent of total costs. School supplies and transportation account for 14 percent and 8 percent, respectively. Cost percentages are fairly uniform across Governorates, however there are some important differences. Fees/books account for over one-quarter of all expenses in Cairo and Alexandria and are lowest in Fayoum and Marsha Matroh. There is also a wide range of the percent of total costs spent on private lessons, with Souhag the lowest at 23 percent and Port Said the highest at 43.5 percent.

In rural versus urban settings, the largest differences are in uniforms and private lessons, with uniforms for rural students accounting for over 20 percent of all costs, and private lessons for urban students accounting for over 32 percent of all costs. In general, less vulnerable households pay a higher percentage of total costs on school fees/books and private lessons, while the most vulnerable households pay a higher percentage of total costs for uniforms and fees/books. The bulk of the expense of attending a private school is in fees/books which account for almost 60 percent of total costs, while in public schools the biggest percentage is paid for uniforms and private lessons.

Table 32: Educational expenses as a percentage of total education costs per student by Governorate, urban/rural, vulnerability category, and private/public education.

Total sample size = 14,322 students								
	Fees/books	Donations	Ext. Books	Uniforms	School Tools	Transport	Ed. Support	Lessons
	% of total costs							
All sample	21.48	0.27	7.01	25.00	14.21	8.18	6.63	17.13
Governorate								
Cairo	28.8	0.7	7.8	8.2	6.7	9.0	9.0	29.8
Alexandria	28.4	0.3	7.3	7.7	5.3	10.0	5.5	31.1
Port Said	19.1	0.0	10.5	9.7	5.8	7.8	3.5	43.5
Dakahlia	15.4	0.1	12.0	13.9	9.2	11.2	3.8	34.4
Giza	24.7	0.1	7.1	12.5	7.4	12.0	10.5	25.6
Fayoum	17.5	0.2	7.8	20.3	9.3	14.0	5.7	25.1
Mania	23.8	0.3	10.5	15.6	9.8	10.1	2.4	27.6
Souhag	26.7	0.2	9.6	17.3	9.0	10.5	3.6	23.1
Marsa Matroh	14.2	0.2	6.5	21.1	10.4	14.7	2.0	30.8
Urban/Rural								
Urban	24.4	0.3	9.0	11.0	6.9	10.3	5.2	32.8
Rural	16.0	0.2	8.3	20.6	10.7	14.6	6.4	23.2
By Vulnerability Category								
Very high	20.3	0.2	5.1	29.3	16.7	7.5	7.5	13.5
High	20.2	0.1	5.9	27.9	15.2	7.5	8.0	14.9
Medium	21.2	0.3	7.3	24.8	14.0	7.7	6.9	17.8
Low	22.6	0.4	8.7	21.2	12.3	8.7	5.5	20.5
Very low	25.8	0.4	10.9	15.0	9.5	11.4	3.2	23.8
Public/Private School								
Public	12.7	0.2	10.0	15.4	9.5	12.2	7.6	32.5
Private	58.8	0.7	5.0	5.4	3.8	9.4	2.6	14.4

B. Medical Subsidies

Data on the medical subsidies is available from 14,635 individuals for the 10,056 households in the survey. The data includes individuals from all eight Governorates sampled in Phase II plus the supplementary sample taken in Cairo during Phase II that addressed additional questions on subsidies.

The questionnaire covered several aspects of medical care, including: the kind of health institution normally used by households; the type of medical treatment system used within each kind of health institution; and the yearly treatment costs per household (for doctors' fees, x-rays and other lab tests, medicine, and surgery/hospital care). In addition, information was sought on the annual costs of private medical insurance and the respondent perception of the quality of public health institutions.

The first table (Table 33) addresses the type of medical institution individuals go to when they are ill. For the overall sample, private clinics are the most frequented medical

institution, with just over 46 percent of the sample population normally attending them when ill. Government hospitals are next with almost one-quarter of all attendance. Third most frequented institution is the public medical insurance hospitals with almost 14 percent attendance. All others account for 5 percent or less each.

Over half of rural respondents frequent private clinics and 28 percent frequent Government hospitals. For urban dwellers the most frequented institutions are private clinics and Government hospitals as well, but public medical clinics play an important role as well, with over 18 percent going to their services when ill.

There is a large variation in percent attendance by Governorate. Over half of all individuals seek care at private clinics in Mania, Dakahlia, Souhag and Fayoum, while in Marsa Matroh, Cairo and Alexandria significantly fewer (31-32%) use private clinics. Mostawsifs are used significantly in Cairo and Alexandria only while more rural Governorates rely more on Government hospitals and clinics.

Table 33: Percent of individuals regularly accessing various kinds of health institutions when ill.

	N	Govt. Hosp.	Govt. Medical Clinic	Univ. Hosp.	Public Med. Ins. Hosp.	Mostaw-sif Clinic	Private Hosp.	Private Clinic	X-ray Ctr.	Pharmacy	Other
All sample	14,635	24.6	2.5	1.3	13.3	6.1	4.6	46.1	0.4	0.1	1.0
Governorate											
Cairo	1,575	25.7	0.6	1.5	17.5	15.4	5.7	32.7	0.1	0.1	0.7
Alexandria	1,576	18.4	1.3	0.4	24.4	14.1	8.5	32.1	0.0	0.5	0.3
Port Said	1,741	25.7	0.7	0.5	21.9	5.7	4.5	39.7	0.0	0.6	0.6
Dakahlia	1,582	26.4	1.9	1.9	9.0	1.9	4.9	51.7	0.0	0.9	1.5
Giza	1,560	23.2	1.7	0.2	17.1	6.9	6.6	41.8	0.0	1.0	1.5
Fayoum	1,794	25.0	1.0	0.6	9.4	2.0	2.5	51.7	0.2	5.4	2.2
Mania	1,604	18.5	5.4	2.2	8.8	0.3	0.9	62.5	0.1	0.3	0.8
Souhag	1,626	23.7	4.6	1.7	7.7	3.7	2.7	51.9	0.0	1.1	2.9
Marsa Matroh	1,577	51.6	3.6	0.1	7.4	0.2	2.5	31.2	0.0	1.6	1.8
Urban/Rural											
Urban	8,717	25.4	1.0	0.7	18.4	8.1	5.3	39.0	0.0	0.9	1.0
Rural	5,918	27.9	4.2	1.4	6.7	1.7	2.7	51.5	0.1	1.9	1.9
By Vulnerability Category											
Very high	3,675	36.1	3.5	1.5	10.9	5.0	3.0	38.8	0.2	0.0	1.0
High	2,519	28.5	3.3	1.3	11.2	6.1	3.5	44.3	0.3	0.2	1.2
Medium	2,828	21.5	2.7	1.4	13.4	7.1	4.7	47.7	0.6	0.0	0.9
Low	3,357	18.5	1.8	1.1	14.0	6.6	5.9	50.8	0.4	0.0	0.9
Very low	1,990	12.5	0.6	1.0	19.3	6.2	6.8	51.9	0.8	0.1	1.1

In terms of vulnerability categories, more vulnerable households access Government hospitals and medical clinics. As household vulnerability decreases, attendance shifts more towards alternatives to Government hospitals and clinics to Public Insurance hospitals and private services.

Within each type of medical institution a number of service options can be available, including free medical care, subsidized care (the patient does not pay the full cost), fee-

based care (the patient pays the full cost), and cases where part or all of the fees are paid by a government or private insurance program.

Table 34 shows the amount each of these fee options was used by individuals when they seek medical services. Over half of all individuals pay according to the full cost of treatment, while about 20 percent receive free treatment. Another 14 percent receive some level of subsidized treatment (reduction in costs) while about 12 percent rely on Government insurance. Private and supplemental insurance together make up only 1 percent of fee options.

Table 34: Fee options used by individuals.

Treatment Fee Options		
	Frequency	Percent
Free Treatment	2772	19.1
Subsidized Treatment	1996	13.8
Fee-based Treatment	7756	53.5
Govt Insurance	1819	12.5
Private Insurance	45	.3
Supplemental Ins.	112	.8
Total	14499	100.0

Combining medical institutions with fee options yields the data shown in the next table (Table 35). It shows that in Government hospitals, 62 percent of individuals reported that they receive free treatment, while 34 percent received some subsidized care. In Government medical clinics, about half of those attending reported receiving free care and the remaining receiving some reduction of fees (45%) or using Government insurance (3%). Patients attending insurance hospitals, as expected, used predominantly Government insurance, while those frequenting Mostawsif clinics received a mix of subsidized and fee-based services. In private institutions almost all treatment fees are fee-based. The only exception to this is where private institutions accept various types of insurance.

Table 35: Use of different fee options at different medical clinics.

Treatment Fee Options Used at Different Medical Institutions						
Medical Institution	Percent of Individuals Using Fee Option					
	Free Treatment	Subsidized Treatment	Fee-based Treatment	Govt Insurance	Private Insurance	Supplemental Ins.
Government Hospital	62.4	34.5		.7		2.4
Govt. Medical Clinic	51.2	45.3		3.1		.4
University Hospital	40.1	42.9	10.6	1.9		4.5
Insurance Hospital	6.5	4.4		88.9		.2
Clinic (Mostawsif)		42.0	57.4		.3	.2
Private Hospital			94.2		5.3	.5
Private Clinic	.0	.3	99.6		.1	
Does not exist			95.1		4.9	
X-ray Center			100.0			
Pharmacy			100.0			

Medical Treatment Costs

Costs for medical treatment are provided in the next series of tables. Costs are divided into doctors' fees, x-ray and laboratory fees, medicines/prescriptions, and surgery/hospital fees. The survey asked for an estimation of annual costs for the entire household. All costs are reported on a per capita basis.

Table 36 provides average medical treatment costs for the four cost categories, plus the overall annual per capita total cost. It should be noted that per capita costs reflect elements of household choices about how to allocate scarce resources, as well as elements of access to quality health service options. Overall, annual costs for medical care based on four categories of expenses are estimated at L.E.166.75 per person. This includes about L.E.22 for doctor fees, L.E. 23 for x-ray and laboratory fees, L.E. 76 for medicine, and L.E. 46 for surgery/hospital care. Thus, medicine comprises 45 percent of the total cost and surgery/hospital stays comprise about 28 percent.

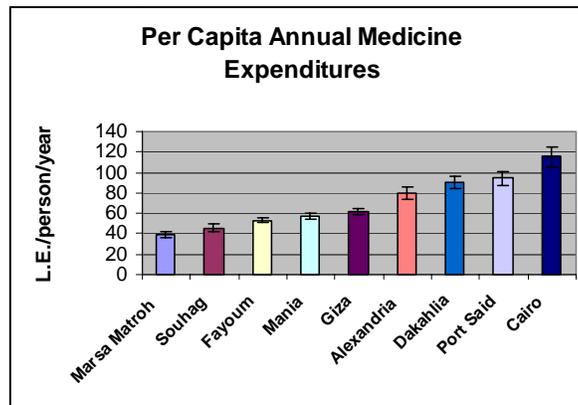
Table 36: Average medical treatment costs, in L.E. per treated individual, for Governorates, rural/urban strata, and vulnerability category.

Total sample size = 14,500 individuals						
		Doctor Fees	Lab Fees	Medicine	Surgery/Hosp.	TOTAL
	N	L.E./individual/year				
All sample	14,500	22.10	23.12	75.84	45.68	166.75
Governorate						
Cairo	1,564	35.79	48.72	115.43	58.44	258.37
Alexandria	1,587	20.08	25.43	78.85	52.52	176.89
Port Said	1,682	26.46	31.76	111.23	74.11	243.56
Dakahlia	1,571	28.23	23.62	96.12	46.65	194.62
Giza	1,564	17.39	19.34	57.73	55.18	149.63
Fayoum	1,797	17.42	16.51	54.47	41.48	129.89
Mania	1,648	26.55	19.07	72.56	31.10	149.29
Souhag	1,567	16.86	16.24	62.73	33.57	129.39
Marsa Matroh	1,520	9.77	8.56	35.35	16.42	70.09
Urban/Rural						
Urban	10,224	24.23	27.06	87.10	53.24	191.63
Rural	4,276	16.96	14.08	49.82	27.59	108.45
By Vulnerability Category						
Very high	3,489	9.79	7.95	31.20	15.86	64.80
High	2,487	15.21	12.52	47.12	24.44	99.29
Medium	2,665	18.08	16.57	59.86	32.88	127.40
Low	3,434	26.03	25.99	88.34	52.85	193.21
Very low	2,295	47.09	60.96	174.69	118.19	400.93

There is significant variation in average annual per capita medical costs by Governorate, with expenditures the highest in Cairo at L.E. 258 and lowest in Marsa Matroh at about L.E. 70 per capita. For almost all Governorates medicine accounts for the highest percentage of medical costs. The only exception to this is found in Giza where medicine and surgery/hospital costs are nearly equal. In Dakahlia and Marsa Matroh, medicine accounts for around half of all per capita medical expenses.

On average, rural residents pay about 56 percent per capita of what urban residents pay. In urban areas total costs average about L.E. 191 per annum compared to L.E. 108 for rural residents. In each case, costs for medicine are about 45 percent of total costs, but urban residents pay significantly more for lab fees and surgery/hospital costs. Figure 7 provides per capita annual medicine costs by Governorate. Note that Cairo costs are significantly higher than all other Governorates. Costs in Alexandria, Dakahlia and Port Said are statistically the same, followed by Giza, Mania and Fayoum, and then finally Souhag and Marsa Matroh. Per capita costs for the most vulnerable households are lower for all of the expenditure categories and their total expenses are less than one-sixth that of the least vulnerable households.

Figure 7: Per capita annual medicine costs by Governorate.



Only 20 households reported on the costs of private medical insurance, the majority of which were from urban areas of Cairo, Giza and Alexandria. Average annual premiums for this insurance averaged L.E. 403 but ranged from L.E. 70 to L.E. 1,200.

Table 37 shows average per capita annual total fees by type of medical institution. It shows the significant cost differentials between public and private medical institutions. Average per capita expenditures, for example, for those individuals primarily accessing Government hospitals are paying L.E. 312 for medical expenses, while those accessing private hospitals are paying 9 times more. It also shows the differentials in per capita costs by rural versus urban for the same types of institutions. The vulnerability category breakdown suggests that highly vulnerable households are not seeking as much medical care as wealthier households, because even at the primarily fee-based institutions such as private hospitals, the most vulnerable category is spending about one third as much as the less vulnerable category.

Table 37: Average medical treatment costs, in L.E., by type of medical institution.

	Govt. Hosp.	Govt. Medical Clinic	Univ. Hosp.	Public Med. Ins. Hosp.	Mostaw-sif Clinic	Private Hosp.	Private Clinic	Pharmacy
All sample	312.31	138.49	524.15	107.44	560.82	1726.43	1089.80	130.35
Governorate								
Cairo	477.09	225.70	1,584.57	128.09	667.73	2,083.01	1,392.37	244.00
Alexandria	284.94	262.83	72.00	75.41	459.04	1,842.90	1,144.22	261.00
Port Said	133.77	228.70	753.00	80.19	289.76	4,167.65	1,192.06	440.00
Dakahlia	333.65	89.66	596.89	91.93	714.29	1,663.49	1,259.61	150.31
Giza	274.15	141.93	726.00	186.39	435.47	1,191.29	1,026.33	66.82
Fayoum	144.15	352.63	723.09	54.97	310.10	2,829.96	929.70	118.46
Mania	194.71	127.64	335.35	89.13	107.63	1,941.39	1,028.63	105.24
Souhag	300.12	117.55	393.59	46.26	305.98	1,512.74	859.77	171.92
Marsa Matroh	223.71	125.28	850.00	42.33	442.50	2,933.33	769.34	237.39
Urban/Rural								
Urban	364.77	170.52	494.60	128.64	586.49	1,900.59	1,178.83	167.44
Rural	255.07	131.36	544.69	46.49	394.97	1,369.69	1,011.91	110.60
Vulnerability Category								
Very High	227.92	105.55	672.09	52.93	399.87	910.95	795.75	100.98
High	314.20	213.40	266.26	42.37	865.44	1,767.55	838.95	99.09
Medium	331.38	107.92	387.17	69.28	430.34	1,493.13	1,007.52	97.50
Low	356.11	84.95	581.58	85.53	474.24	1,662.41	1,209.86	209.36
Very Low	605.45	425.36	743.69	284.93	760.65	2,702.13	1,702.77	148.43

Level of Satisfaction

Each household was asked their opinion on the quality of services received at public medical institutions. They were provided response choices of “good”, “medium”, and “not good.” Results are provided below in Table 38. Overall, slightly over half of respondents felt that services were good, 30 percent felt they were medium, and 18 percent felt they were poor. Their opinions varied significantly by location, with the highest ratings for “good” in Port Said and Fayium. Ratings for “good” were significantly lower for Cairo, Giza and Souhag. Other Governorates were in between these extremes. The lowest opinion of public medical institution services was found in Giza followed by Alexandria and Souhag. By rural/urban the difference in the “good” rating was statistically significant with rural households having a higher opinion of the quality of services than urban households. There was no difference in rural and urban scores for “not good” ratings. Finally, less vulnerable households hold a slightly lower opinion of public medical institutions than do more vulnerable households. Almost 55 percent of the most vulnerable households rated services as good, compared to 46 percent of the less vulnerable households.

Table 38: Perception of the quality of services offered by public medical institutions by Governorate, rural/urban, and vulnerability category.

		Good	Medium	Not Good
	<i>N</i>	<i>% Respondents</i>		
All Sample	6,350	51.1	30.4	18.5
Governorate				
Cairo	713	45.3	41.0	13.7
Alexandria	701	52.2	26.9	21.0
Port Said	852	59.3	23.4	17.3
Dakahlia	620	56.9	25.1	18.0
Giza	658	46.7	26.5	26.8
Fayoum	646	60.7	24.1	15.2
Mania	560	57.5	26.2	16.2
Souhag	612	49.2	29.4	21.4
Marsa Matroh	988	54.3	29.7	16.0
Rural/Urban				
Urban	8,654	52.0	30.1	17.9
Rural	5,845	56.3	24.9	18.8
By Vulnerability Category				
Very high	2,373	54.8	29.6	15.6
High	1,687	50.7	31.2	18.1
Medium	1,840	46.7	33.7	19.6
Low	2,435	52.1	26.3	21.6
Very low	1,627	46.4	33.6	20.0

C. Subsidized Housing

Data on access to subsidized housing is available for a total of 10,056 households. This includes households from all eight Governorates sampled in Phase II plus the supplementary sample taken in Cairo during Phase II that addressed additional questions on subsidies. Of the 10,056 households sampled, 615 households (6.1%) have access to subsidized housing. Data in this section of the report will be based on results from these 615 households.

As Table 39 shows, the majority of households with subsidized housing were located in Port Said. Slightly over 40 percent of households with subsidized housing were in this one metropolitan area. This is due in part to the fact that after the wars of 1956 and 1967 many of the returnees to Port Said were provided subsidized housing. In addition, one of the areas in Port Said randomly selected for the study was in an area of subsidized housing. As a consequence, this percentage may not reflect the true percentage of subsidized housing in Port Said. Alexandria had the next highest percentage at 4.1. All other Governorates were below 4 percent. There is not a linear relationship between household vulnerability and subsidized housing.

Table 39: Percent of households having access to subsidized housing by Governorate and vulnerability category.

	Total number of households sampled	% of HHs having access to subsidized housing
All sample	10,056	6.1
By Governorate		
Cairo	1,035	3.5
Alexandria	1,096	4.1
Port Said	1,123	40.7
Dakahlia	1,098	1.8
Giza	1,053	0.7
Fayoum	1,158	0.5
Mania	1,171	0.8
Souhag	1,175	0.6
Marsa Matroh	1,147	2.4
By Vulnerability Category		
Very high	2,373	2.1
High	1,687	2.8
Medium	1,840	1.9
Low	2,435	2.6
Very low	1,627	3.3

Almost 90 percent of subsidized housing was Popular or Common housing. Six percent was youth housing, and El Ewaaha, Teaching, and Other housing accounted together for the remaining 5 percent.

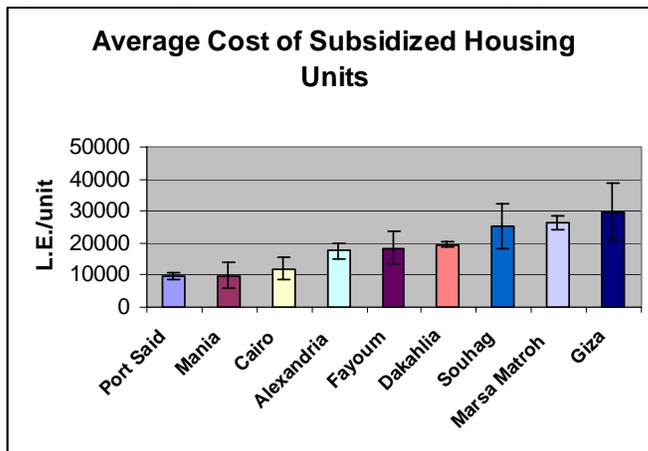
The average cost of subsidized housing was L.E. 11,900 and there was significant variation between Cairo and Port Said, and between other areas where the majority of housing was found. Data in Table 40 shows that the most expensive housing was in Giza and the least expensive was in Port Said. However, the high variation in the cost of units and the small sample size for many of the Governorates makes comparisons difficult. Table 40 reports costs on 606 units. Nine households either did not know the cost of their unit or refused to answer.

Figure 8 shows the same data with standard errors included. It does show, however, that housing costs in Port Said and Cairo were significantly lower than in some other Governorates such as Giza, Souhag and Marsa Matroh. This may be due to the fact that many houses sampled in Port Said and Cairo were low-quality popular housing. In Cairo, one of the areas of the study was a housing area built to provide shelter after the 1992 earthquake.

Table 40: Average price, in L.E., of subsidized housing units.

Average Price (L.E.) of Subsidized Units		
Governorate		
Cairo	N	36
	Mean	11886.40
Alexandria	N	45
	Mean	17501.89
Port Said	N	449
	Mean	9599.71
Dakahlia	N	20
	Mean	19527.45
Giza	N	7
	Mean	29765.26
Fayoum	N	6
	Mean	18354.50
Mania	N	9
	Mean	9944.50
Souhag	N	7
	Mean	25242.06
Marsa Matroh	N	27
	Mean	26324.81

Figure 8: Average costs of subsidized housing by Governorate.



15,000, but the median value is L.E. 9,540 (the median represents the value above and below which half of the cases fall, and in this case may be a better reflection of the true mean of the outstanding amount to be repaid).

Table 41 provides information on the details of loans taken out to secure subsidized housing. A total of 69 households responded to details of their loans. The table shows that the average loan value was L.E. 12,272, and that about L.E. 3,400 was required as a down payment. Yearly premiums are about L.E. 650 per year. The outstanding amount to be paid averages over L.E.

Table 41: Details on loans for subsidized housing.

Subsidized Housing Loan Details		
	<u>N</u>	Mean
Value of cooperative loan to purchase unit (L.E.)	69	12272.33
Amount paid in advance to buy unit (L.E.)	69	3390.58
Amount of yearly premium (L.E.)	69	642.78
Amount paid until now (L.E.)	68	9071.51
Outstanding amount to be paid (L.E.)	67	15186.40
Total time for loan repayment (Years)	67	27

D. Subsidized Water

Data on water is available for a total of 10,056 households. This includes households from all eight Governorates sampled in Phase II plus the supplementary sample taken in Cairo during Phase II that addressed additional questions on subsidies. The water subsidy section of the survey asked households if there was a direct source of water in their household. Of the 10,056 households sampled, 8,597 households (85.5%) have access to water. Data in this section of the report on the type of water delivery and costs per month will be based on results from these 8,597 households.

Table 42 provides results for water availability and the monthly average expenditure for a number of water sources. Average water expenditures by type of water supplied to the household are shown in Table 43 and Figure 9. Note that average water costs per month for pipes with private versus common cellars are nearly identical while costs for water from hydrants are significantly lower and costs from “other” sources are significantly higher.

Access to water is strongly associated with the vulnerability of a household. Nearly all of the least vulnerable households have access to water in their homes but less than 80 percent of the highest vulnerable households have access. The highest vulnerable households are also less likely to have a pipe with a common or private cellar and are much more likely to gain access through water sellers or through common neighborhood sources. These sources, which are classified as ‘other’ are also the most expensive.

Table 42: Results of water sources and costs.

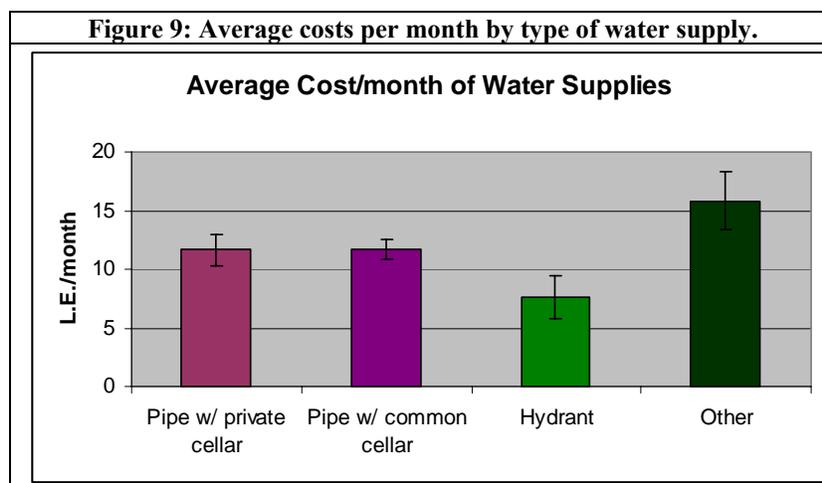
	Total number of HHs sampled	HHs having a water source to their house	Type of Water Source (%)				Average monthly expenditure on water
	N	(%)	Pipe w/ private cellar	Pipe w/ common cellar	Hydrant	Other ⁶	(L.E.)
All sample	10,056	85.5 ⁷	49.3	42.8	5.7	2.2	12.51
Governorate							
Cairo	1,026	99.1	12.8	86.2	0.6	0.4	16.00
Alexandria	1,092	99.5	48.6	50.5	0.6	0.3	10.49
Port Said	1,123	100.0	26.8	51.7	21.5	0.0	10.00
Dakahlia	993	90.4	64.7	34.2	0.0	0.1	14.40
Giza	1,112	94.5	10.5	52.0	18.8	18.7	11.40
Fayoum	957	82.6	78.7	20.7	0.6	0.0	12.96
Mania	891	76.1	84.4	15.5	0.1	0.0	7.81
Souhag	1,066	90.8	73.0	27.0	0.0	0.0	10.02
Marsa Matroh	455	39.7	57.6	32.1	6.2	4.1	16.34
Urban/Rural							
Urban	5,481	93.9	34.4	58.1	6.7	0.8	14.27
Rural	3,234	73.9	73.3	18.2	5.1	3.4	11.32
Vulnerability Categories							
Very high	2,197	79.9	47.4	27.3	3.6	21.7	8.75
High	1,532	87.4	50.8	31.0	3.6	14.7	9.64
Medium	1,672	90.9	54.7	30.9	3.5	10.9	10.84
Low	2,185	93.2	54.5	33.7	3.6	8.2	11.41
Very low	1,435	96.8	56.8	35.8	3.3	4.1	12.51

Table 43: Average costs per month by type of water supply.

	Type of Water Supply System			
	Pipe w/ private cellar	Pipe w/ common cellar	Hydrant	Other
N	4239	3,501	409	242
Average cost per month, in L.E.	11.63	11.66	7.54	15.84
Standard Error	1.29	.876	1.83	2.40

⁶ “Other” water sources mentioned include: water from mosques, water from canals, water purchased, and water without cellar.

⁷ Some households reported multiple sources of water.



E. Subsidized Electricity

Data on electricity is available for a total of 10,056 households. This includes households from all eight Governorates sampled in Phase II plus the supplementary sample taken in Cairo during Phase II that addressed additional questions on subsidies. The electricity subsidy section of the survey asked households if there was an electricity source to their household. Data in this section of the report on the type of electricity and costs per month will be based on results from the 9,763 households with electricity.

Table 44 provides results for electricity and the monthly average expenditure for three electricity sources. Nearly every household that has electricity has general electricity (99%). Only 0.1 percent of households were using a generator. The majority of households without electricity are in Marsa Matroh where there is also the most use of generators.

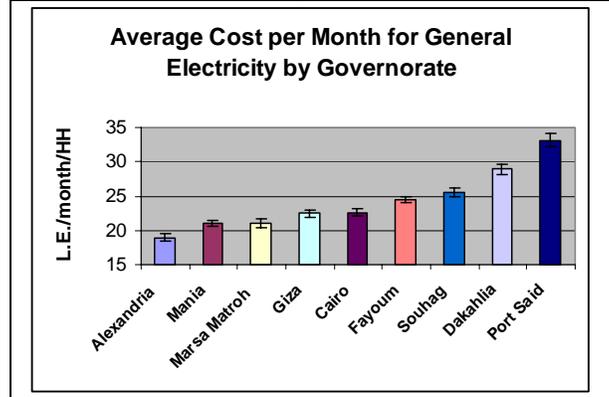
Average monthly expenditure for all electricity use averages L.E. 23.36 per month. Average monthly expenditure data in Table 44 above is for general electricity only. The households using generators reported an average cost of L.E. 34.32 per month, significantly higher than for general electricity. There is considerable variation in monthly electrical expenses by location and vulnerability category. However, the difference between the rural average of L.E. 24.97 per month and urban average of L.E. 22.81 per month is not significant.

Table 44: Results of electricity sources and costs.

	Total number of HHs sampled	HHs having an electricity source to their house	Type of Electricity Source (%)		Average monthly expenditure on electricity
	N	(%)	General Electricity	Generator	(L.E.)
All sample	10,056	99.0	99.9	0.1	23.36
Governorate					
Cairo	1,033	100.00	99.8	0.2	22.63
Alexandria	1,096	99.8	100.0	0.0	18.95
Port Said	1,123	100.0	100.0	0.0	33.12
Dakahlia	1,098	99.4	100.0	0.0	28.90
Giza	1,053	99.6	100.0	0.0	22.45
Fayoum	1,158	98.4	99.8	0.2	24.46
Mania	1,171	99.7	99.5	0.5	21.01
Souhag	1,175	98.8	99.9	0.1	25.58
Marsa Matroh	1,147	78.7	96.3	3.7	21.06
Urban/Rural					
Urban	6,977	98.8	99.9	0.1	24.97
Rural	3,079	93.2	99.8	1.2	22.81
By Vulnerability Category					
Very high	2,373	97.6	99.9	0.1	18.85
High	1,687	99.1	99.7	0.3	20.81
Medium	1,840	99.1	99.8	0.2	23.61
Low	2,435	99.6	99.9	0.1	25.31
Very low	1,627	99.9	99.9	0.1	31.32

Figure 10 shows the average monthly costs for general electricity by income class and Governorate. Higher income groups are paying significantly more per month for electricity than lower income groups. Since electricity costs are proportional to use, this suggests that higher income groups are consuming more electricity per month. There is also significant difference in electricity costs per month by governorate, with Alexandria averaging the lowest at L.E. 18.95 per month and Port Said the highest at L.E. 33.12 per month. Port Said is significantly higher than all other locations. Cairo and Giza have statistically the same average costs per month.

Figure 10: Average cost per month for general electricity, by Governorate.



F. Social Assistance Programmes

Data on Social Assistance Programmes is available for a total of 10,056 households. This includes households from all eight Governorates sampled in Phase II plus the supplementary sample taken in Cairo during Phase II that addressed additional questions on subsidies.

The Social Assistance Programme section of the survey asked households if any member of the household received any social insurance or pensions. Of the 10,056 households sampled, 1,235 households (12.3%) have at least one member receiving social assistance or a pension. Data in this section of the report on the type of assistance and monthly value will be based on results from the 1,235 households receiving some form of assistance or pension. Forty households (3.2%) out of the 1,235 households with assistance reported having more than one type of assistance or pension. All of these households reported two pensions.

Table 45 reports data for social assistance and pensions. The percent of households reporting at least one member receiving a pension varies according to Governorate, with Fayoum having the highest percentage at 23.5 and Alexandria having the lowest percentage at 4.6. The most common types of pensions/insurance are Sadat's Pension and Ministry of Social Affairs pension, both averaging slightly less than 45 percent of all pensions. Mubarak's Pension accounted for just over 7 percent of all pensions. The most vulnerable households are more likely to receive pensions but the average values of the pensions are lower since more households receive through Mubarak. The average value of all pensions is L.E. 65.45 per month, with no significant difference due to Governorate, rural/urban or income class of the recipient. The value of each pension varied slightly as shown in Table 46.

Table 45: Results of Social Payment information.

	Total number of HHs sampled	HHs with at least 1 member receiving a form of social payment	Type of Insurance/Pension (%)						Average monthly value of assistance
	N	(%)	Sadat	Naser's Bank	Al Awkaf	Mubarak	Ministry of Social Affairs	Others	(L.E.)
All sample	10,056	12.3	44.2	0.5	0.5	7.1	45.3	2.4	65.45
Governorate									
Cairo	1,035	5.2	31.5	3.7	7.4	14.8	29.6	13.0	59.86
Alexandria	1,096	4.6	28.0	0.0	0.0	18.0	54.0	0.0	60.20
Port Said	1,123	6.0	37.7	0.0	0.0	7.3	53.6	1.4	68.12
Dakahlia	1,098	11.9	46.6	0.8	0.0	6.1	45.8	0.8	64.68
Giza	1,053	7.3	42.9	0.0	0.0	14.3	37.7	5.2	61.24
Fayoum	1,158	23.5	55.3	0.4	0.4	4.4	39.1	0.4	67.58
Mania	1,171	15.5	35.9	0.0	0.6	12.7	44.8	6.1	65.10
Souhag	1,175	19.8	51.5	0.0	0.0	2.1	46.4	0.0	66.84
Marsa Matroh	1,147	14.8	38.8	0.6	0.6	4.7	54.7	0.6	65.30
Urban/Rural									
Urban	6,977	8.8	44.6	0.5	0.8	7.5	44.0	2.6	64.30
Rural	3,079	20.2	45.1	0.3	0.3	6.4	45.9	1.9	66.59
By Vulnerability Category									
Very high	2,373	17.2	38.4	0.4	0.9	13.8	45.0	1.3	63.65
High	1,687	16.8	39.9	0.0	1.5	9.1	43.3	6.2	65.29
Medium	1,840	15.0	48.9	0.8	0.0	5.5	42.9	1.9	66.98
Low	2,435	11.8	45.8	0.9	0.0	3.5	44.9	4.9	67.48
Very low	1,627	4.3	54.2	0.0	0.0	3.0	42.8	0.0	68.60

Table 46: Average value per month of the different insurance/pension options.

Value of pension per month		
Sadat's pension	N	564
	Mean	65.41
Social Naser bank pension	N	6
	Mean	73.80
Ministry (Al Awkaf) pension	N	7
	Mean	76.14
Mubarak pension	N	90
	Mean	60.65
Social Affairs Ministry pension	N	578
	Mean	66.25
Other pension	N	30
	Mean	65.07

VII. Results on Vulnerability and Nutrition Security

A. Analysis of Nutrition Security

Household nutrition security depends on many factors that condition the household access to and utilization of food. For the purposes of analysis, household nutrition security status is measured on the basis of anthropometric measurements of children. Insecure households are identified as those which have at least one child of 6 to 59 months of age that is stunted. Stunted children are defined as those with height for age Z-score (HAZ) more than two standard deviations below the mean of the WHO reference population.

Table 47 compares characteristics of households with and without stunted children. T-test results showing the statistical significance of the differences in means are also reported in the table. On average, stunted children are in larger households, more prevalent in male- than female-headed households, and more prevalent in rural than urban areas. The level of education attainment of adults is lower in households with stunted children and the per-capita income levels of these households is over 20 percent lower than for households without stunted children. Households with stunted children are more likely to have a member looking for a job, and less likely to have a household member in a skilled or permanent job. The per-capita value of assets is actually higher for households with stunted children⁸. There is little difference across the two groups of household with respect to dietary indicators – the FCS and per-capita expenditures on food.

Table 47: Characteristics of households with and without stunted children.

	HH without stunted children	HH with stunted children	T Value	Significance Level
Household Size	5.50	5.96	-3.386	.001
% Female household head	9.4	7.6	2.483	.013
<i>Age of household head</i>	45.5	45.3	0.450	.652
<i>% HH widowed</i>	9.6	8.8	1.128	.259
% of HH in Urban zone	34.9	29.9	4.087	.000
<i>% adults in HH literate</i>	22.3	23.0	-0.860	.390
% adults in HH primary/preparatory education	22.9	20.9	2.532	.011
% adults in HH with secondary education	29.5	25.2	5.381	.000
% adults in HH above secondary education	12.4	10.8	2.562	.010
% HH with a member seeking a job	12.1	13.7	-1.760	.079
<i>% adults in HH unemployed</i>	3.0	3.1	-.628	.530
% HH with a member in skilled job	53.5	48.2	4.035	.000
% HH with a member in a permanent job	86.4	84.1	2.506	.012
FCS	20.80	20.61	2.127	.034

Items in italics are not significantly different between the two groups at the 10% significance level.

The nutritional status of children is jointly determined by many factors, including the age and gender of the child, household composition, household income level, education of

⁸ This could be explained by the fact that rural households that own land would register higher asset values.

childcare givers, access to clean drinking water, sanitation conditions, access to health services, etc. In order to estimate the joint effect of multiple factors on child nutritional status, an ordinary least squares (OLS) multiple regression model of child height for age (measured as a Z-score, or HAZ) was estimated. This dependent variable is a measure of the long-term nutritional status of a child. A low height for age measure indicates that the child has suffered from under-nutrition for a sufficiently long time to affect linear growth, a cumulative process.

The model includes child-specific variables (age and gender of the child), and a number of household characteristics. The following household variables have been included:

- **Gender of the household head.** Empirical studies have found that, controlling for other household characteristics, female-headed households often exhibit better nutritional status of children than to male-headed households
- **Age of the household head.** Older households may be expected to have accumulated more physical and human capital that can improve the nutritional status of children
- **Education level of childcare givers.** With higher levels of education, childcare givers are assumed to have greater access to information about the importance of good diets on children's health. The model includes variables to measure the education level of the household head as well as the overall education level of all adult household members.
- **Household income measured per household member (per-capita).** This is a measure of a household's access to food. Per-capita income is incorporated into the model as a series of dummy variables for different ranges of income. This strategy is followed to permit estimation of a non-linear relationship between income and nutritional status. In this formulation, movement from one income level to another may have a large or small calculated impact on the nutritional variable, with the model free to estimate different relationships at different income levels.
- **A dummy variable which identifies whether or not the household has at least one member with a permanent job.** This is to measure possible effect of having a stable income source on long-term nutritional status of children.
- **Household assets measure per household member.** Per-capita value of household assets is also entered into the model as a series of dummy variables, for the same reason as income.
- **Measures of diet quality** – FCS and monthly food expenditures per capita. With better diet, children should be expected to exhibit better anthropometric indicators.
- **Geographic location variables.** These are included to account for location-specific factors that may affect child nutritional status, such as general economic conditions that may affect households' access to food and social services, etc. A rural/urban dummy variable is also included. (There is no dummy variable for Marsa Matroh. This governorate serves as the basis for comparison for all the other governorates included in the model.)

The results of the multiple regression model are given in Table 48. Overall the model explains only about 15 percent of the variation HAZ (adjusted R^2 of .152), but most of the explanatory variables are significantly correlated with the dependent variable. Thus, although many other factors not included in the model affect child height for age, the included variables do also “explain” in a statistical sense, some of the variation in the dependent variable.

Most of the governorate dummy variables are significant, indicating that geographic factors explain some of the variation in HAZ. Interestingly, the rural dummy variable is not statistically significant. This may be interpreted to mean that the observed variation in the stunting rates between rural and urban areas (shown in Table 47 above), is actually explained by the other variables included in the model. For example, incomes are lower in rural areas than in urban areas, so this factor may explain the observed difference in stunting rates across these two zones.

The dummy variables for value of assets are not statistically significant, indicating that household assets are not related to the nutritional status of children in the households. Children in female-headed households have an HAZ value of 0.128 higher than children in male-headed households (an increase of 9 percent relative to the sample mean). This result is consistent with empirical findings from previous studies in other countries. Age of household head is also positively related to the HAZ score, but the magnitude of the relationship is very small.

The coefficients on variables for education of the household head and for education level of all household members show a positive relationship between education and HAZ. Children in households with a high proportion of the adults with primary or secondary education have higher HAZ scores than those in households where adults have not achieved these education levels. The level of education attainment of the household head is also positively associated HAZ.

The dummy variable for whether or not the household has at least one member with a permanent job is significant and positive. Children in households with at least one permanently employed member have HAZ scores 10 percent higher (0.157 relative to the sample mean HAZ of -1.5) than those in households without any permanently employed member.

The diet indicators do not reveal the expected positive relationship with HAZ. The coefficients on both FCS and per-capita food expenditure are statistically insignificant. The insignificant relationship with FCS is likely because this variable exhibits very little variation in the sample.

The results of this multiple regression provide some insights into the factors that are importantly related to household nutritional status, and can help to inform food policies in general and targeting of food subsidies in particular. The results confirm that households with higher income enjoy better nutritional status. However, the improvement in nutritional status becomes evident only when per-capita income passes the threshold of

\$2 per person per day. Targeting food subsidies to households below this income threshold is an effective way to direct support to households that have low nutritional status. In addition to income level, the stability of access to income over time is also positively related to nutritional status. Therefore, targeting households that do not have permanent sources of income is another effective means to direct support to food insecure households. The value of household assets is not associated with nutritional status, so this is not an effective criterion to target households on the basis of nutritional status. In a broader policy context, the model results confirm the importance of education as a determinant of household nutritional status. Therefore, supporting education is an effective long-term means to improve food and nutrition security in the country.

The results of the regression also point to the complex nature of malnutrition in Egypt. There is not a single factor that determines the nutritional status of a child. This is one of the reasons that the vulnerability index was created and used in the analysis. While the index doesn't explain all malnutrition there is a strong correlation (Pearson's Correlation Coefficient = .499) between the index and the height-to-age z-scores.

Table 48: Results of the multiple regression model for height-for-age Z-scores.

Dependent Variable: Height for Age Z-score			
Independent Variables	Coefficient	T value	Significance
Constant	-1.925	-9.549	.000
Cairo	-0.874	-6.053	.000
Alexandria	0.520	3.338	.001
Port Said	0.551	1.871	.061
Dakahlia	0.358	2.617	.009
Gharbia	-0.924	-6.943	.000
<i>Giza</i>	<i>0.028</i>	<i>0.195</i>	<i>.846</i>
<i>Fayoum</i>	<i>-0.129</i>	<i>-0.869</i>	<i>.385</i>
Mania	-0.301	-2.227	.026
Assyout	-1.292	-9.095	.000
<i>Souhag</i>	<i>-0.085</i>	<i>-0.632</i>	<i>.527</i>
<i>Rural</i>	<i>-0.044</i>	<i>-0.984</i>	<i>.325</i>
Sex of the child	-0.077	-2.245	.025
Age of the child	0.004	3.672	.000
Household Size	-0.009	-2.256	.024
<i>Household asset value quintile 2</i>	<i>0.000</i>	<i>0.005</i>	<i>.996</i>
<i>Household asset value quintile 3</i>	<i>-0.004</i>	<i>-0.065</i>	<i>.948</i>
<i>Household asset value quintile 4</i>	<i>0.055</i>	<i>0.915</i>	<i>.360</i>
<i>Household asset value quintile 5</i>	<i>0.010</i>	<i>0.185</i>	<i>.853</i>
Sex of household head	0.128	1.996	.046
Age of household head	0.004	2.949	.003
Education level of household head	0.030	2.027	.043
% adults in HH with primary/preparatory	0.193	3.297	.001
% adults in HH with secondary	0.293	3.885	.000
<i>% adults in HH with above secondary</i>	<i>0.158</i>	<i>1.462</i>	<i>.144</i>
At least one HH member with permanent employment	0.157	3.043	.002
<i>FCS</i>	<i>0.003</i>	<i>0.642</i>	<i>.521</i>
<i>Per capita HH food expenditures (L.E./person/month)</i>	<i>0.000</i>	<i>0.933</i>	<i>.351</i>
Adjusted R² : 0.152			
F Value: 36.708			

Items in italics are not significantly different from zero at the 10% level.

B. Other Factors that Could Account for Differences in Nutritional Status

As stated earlier, the nutritional status of children is affected by a number of conditions including access to clean water, access to health services, and the sanitary environment in which they live. Although these factors were not measured directly in the quantitative survey, the status of these conditions can be drawn from the qualitative results

Environmental pollution was a serious problem in every community visited in the qualitative survey. Industrial contaminants, household garbage, and the general waste generated by a population increasing in number and density – overwhelms all other environmental concerns voiced by people. Where water and sewer lines exist, people voice concern about the decaying state of sanitation infrastructure. While the desert region of Marsa Matrouh reported lack of rain and mines as prime environmental problems, other more populated areas like Alexandria, Port Said, and Dahqalia reported problems related to air pollution, pollution in Lake Manzala that has contaminated fish, and improper waste disposal that poses health risks.

Drinking water quality is generally poor due to contamination from poorly maintained infrastructure. People commonly complain that the drinking water is not purified, tastes of chlorine and is contaminated by leakage from sewer pipes. Households tend to purchase water, which is expensive, rather than use public supplies. Where water quality is reportedly good, as in some communities in Port Said and Sohag governorates, water pressure is weak.

Sewer and Garbage: Many communities have no sewer or drainage network. Where they do exist, sewer pipes are often poorly maintained and prone to leaks, and drainage canals become blocked with debris. Pipes are blocked, causing frequent overflows, especially in older areas of communities. Newer areas have properly installed sewage networks.

Garbage disposal is ineffective and expensive. Garbage collection sites are designated where people are supposed to deposit their refuse, and private collectors are available for a fee. If people are unable or unwilling to pay for garbage collection, they throw it into the street. As a result, refuse lines the streets in some communities, creating a foul-smelling and unhealthy environment. Garbage is dumped in drainage canals, which aggravates poor drainage problems, is burned or thrown into lakes, compounding problems of air and water pollution. In more urban and tourist areas, dumpsters are available for garbage disposal, but they need to be emptied every few months to be useful, and people complain about the smell and lack of hygiene.

Environmental pollution, including industrial chemical pollution and sewer contamination, is a significant problem in all areas, but is more pronounced in the urban areas. Many health complaints of Hepatitis C, kidney disease, cancer and other illnesses are some people attribute to contaminated water and a high rate of pesticide use. Asthma and respiratory diseases are prevalent due to the presence of cement, steel, and chemical factories. Airborne pollution from these sources also causes skin and nasal diseases.

In rural areas, because irrigated farming is a dominant livelihood activity, people's exposure to bilharzias is a serious problem. This is significant given the fact that the poorer households do not have access to adequate health care. Environmental pollution of drinking and irrigation water due to poorly maintained sewer infrastructures and unhygienic conditions resulting from disposal of garbage in the streets is common to many communities.

Upper Egypt

In Upper Egypt, many communities in Assyut are exposed to an unhealthy sanitary environment. Four of the communities have a problem with waste disposal, and one community has its drinking water contaminated by sewage (Bani Rafe village). One community also suffers from air pollution generated by a brick factory. In Sohag, environmental concerns are linked to natural causes, including the 1994 floods, pest infestations and crop diseases, and bad weather that affect agricultural production. Because irrigated farming is a dominant livelihood activity in Assyut, people's exposure to bilharzias is a serious problem. Five of the six communities surveyed identified this disease as a problem. This is significant given the fact that the poorer households do not have access to adequate health care. There is a high reported incidence of Hepatitis C and kidney failure in all the communities surveyed in Sohag, along with cancer, bilharzias, strokes, and diabetes. Kidney diseases are attributed to water pollution and a high degree of salinity in the water. Liver diseases are said to be the result of bilharzias and the aggressive use of pesticides.

Middle Egypt

In Middle Egypt, environmental issues common to these governorates include leaking sewers that pollute potable and irrigation water and improper dumping of garbage in the streets. Polluted groundwater is blamed for crop diseases and less productive crops, which further reduces income. Environmental hazards are leading to significant increases in water-borne diseases and have a negative impact on nutritional status.

Squatter settlements in Cairo appear to be the more vulnerable communities in the Governorate. These settlements are unplanned areas that have poor access to services (e.g., schools, health facilities, sewage systems, garbage collection), poor transport, high school drop out rates, no financial institutions to obtain loans, and high rates of illiteracy. Poor sanitary conditions also contribute to serious health problems.

Access to proper health care is difficult for many poor people in Middle Egypt. Public health care is considered inadequate. Many people cannot afford private clinics and are forced to go to public hospitals, which may be located in another town. When they reach a hospital, services are limited, they receive poor care, and medicines are often limited.

Lower Egypt

Complaints of unchecked industrial pollution are common in Lower Egypt. These include disposal of waste in irrigation conduits and in Lake Manzala, reducing crop production and contaminating fish and lowering fish production. Air pollution from

chemicals released by factories in Alexandria and loss of agricultural land to urbanization in Daqahlia are also problems. In Port Said, people fear flooding of sewage into inhabited areas that lie below sea level. Drinking water quality is generally good in Alexandria, of mixed quality across Port Said communities, and poor in Daqahlia.

Many of the communities visited in Gharbia are exposed to an unhealthy sanitary environment, another common hazard across governorates. This is caused by poor access to potable water, inadequate sewage system, and poor garbage management. Garbage and sewage is also infiltrating canal water that is used for irrigation. Such unhealthy conditions are increasing the exposure of the communities to waterborne diseases.

Desert Areas

Access to adequate water supplies is a critical problem in Desert areas. Water is more readily available in the winter. In one community, public water is available only for a few hours per day during the winter and is rarely available during the summer due the presence of tourists. Some residents say the water tastes of Clorox, salt and dirt. Other communities drink from wells and use refined seawater when necessary.

Quality health care is difficult to obtain in many Desert communities. In some places, there are small clinics but no public hospitals or private medical treatment. Only one community of the six surveyed has a public hospital (with reportedly poor availability of drugs) and private medical services available. In others, there are no medical services. Sick individuals often leave the community to seek care.

Based on these findings, it is clear that child malnutrition rates are likely to be negatively affected by the poor sanitation conditions, poor access to clean water, and poor access to health services. In addition, cultural beliefs regarding child care could also account for some of the negative malnutrition patterns. Thus to adequately address this problem, targeted food safety nets must be combined with investments health and nutrition education, as well as in infrastructure for potable water, sewage and sanitary disposal. A comprehensive programme that includes all of these elements is vitally needed.

C. Comparing Egypt's Malnutrition Rates with other Countries and Regions

Although Egypt is a middle income country, its malnutrition rates appear to be much higher than countries with comparable Human Development Index (HDI) status. Table 49 provides a comparison of data from the representative sample of Egyptian households involved in this study with similar indicators of nutrition in pre-school aged children in developing countries with similar HDI levels and regions throughout the world⁹.

⁹ Countries were selected according to Human Development Index (HDI) figures compiled by the United Nations Development Programme (UNDP). Those included in the table had HDI scores ranging from .620 (Morocco) to .671 (Tajikistan). Egypt's HDI as of 2004 was .653.

Table 49. Comparative Table of Nutrition Outcomes

Country / Region ¹⁰	Year of Survey	Wasting (%)	Stunting (%)
Egypt	2005	3.8	26.1
Gabon	2000-01	2.7	20.7
Guatemala	1998-99	2.5	46.4
Mongolia	1999	3.6	24.6
Morocco	1992	2.2	24.2
Nicaragua	2001	2.0	20.2
Sao Tome & Principe	2000	3.6	28.9
Solomon Islands	1989	6.6	27.3
South Africa	1994-95	2.5	22.8
Tajikistan	2002	4.9	30.9
Eastern Africa	2005	8.7	44.4
Northern Africa	2005	8.0	19.1
Southern Africa	2005	6.6	24.3
Western Asia (Middle East)	2005	3.9	16.1

Source: UNSCN 2005

VIII. Targeting Analysis

A. Comparing Alternative Targeting Criteria

According to the qualitative results, the most vulnerable groups identified in all governorates are: petty traders, day laborers; widows and divorced women with no income; the elderly, pensioners, and those with no social insurance. The next most vulnerable groups mentioned by respondents are farmers with little or no land, employees with low salaries, including government employees, seasonal workers, new graduates without jobs, orphans, disabled people, and fishermen threatened by environmental contamination. Lower income groups make up the majority of the population, ranging between 30 percent and 70 percent, while the better-off groups account for between 5 percent and 20 percent. These percentages leave little room for a middle class, and the qualitative evidence suggests that middle class households may be dissolving into the growing numbers of poor families. In urban areas of Cairo, vulnerable groups identified include construction workers, petty traders, the elderly (uninsured), widows, and new university graduates. In rural areas of Gharbia and Assyut, additional vulnerable groups

¹⁰ **Eastern Africa:** Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Réunion, Rwanda, Seychelles, Somalia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe. **Northern Africa:** Algeria, Egypt, Libyan Arab Jamahiriya, Morocco, Sudan, Tunisia, Western Sahara. **Southern Africa:** Botswana, Lesotho, Namibia, South Africa, Swaziland. **Western Asia:** Armenia, Azerbaijan, Bahrain, Cyprus, Georgia, Iraq, Israel, Jordan, Kuwait, Lebanon, Occupied Palestinian Territory, Oman, Qatar, Saudi Arabia, Syrian Arab Republic, Turkey, United Arab Emirates, Yemen.

include seasonal agricultural laborers, small farmers owning less than 1 feddan, petty traders, and brick laborers.

Although community specific indicators could be used to identify the most vulnerable groups in each locale, the costs of administering such a programme would be significant. Thus it is important to identify targeting criteria that can be used on a national level.

In order to analyze alternative targeting strategies for the subsidized food ration card program, an explicit objective must be defined to use as a benchmark for comparison. Because the program allows beneficiaries to acquire food more cheaply than if they had to purchase in the open market, a reasonable specification of the objective of the program is to improve access to food for low-income households who would normally face difficulties to meet their household food needs without such government assistance. With this objective, the desired target group for the program would be the poorest households in the country. The vulnerability analysis presented in the previous section highlighted the importance of income in providing household nutritional security. In particular, the results from the multiple regression model suggest that an appropriate threshold income level is \$2 per person per day – according to the model, the probability that a household will have a stunted child begins to decrease only after household income reaches this threshold level. The following analysis will use households earning less than \$2 per person per day as the desired target group; targeting criteria will be compared on the basis the their coverage of this target group, and also the degree to which the criteria provide benefits to households with higher income levels. A good targeting scheme will provide a coverage to a high proportion of poor households and little coverage to richer households.

The analysis presented in the previous section based assessment of household nutrition security on the nutritional status of children. The findings identified several factors that affect household vulnerability to nutrition insecurity in addition to household income level, including access to permanent employment (a secure source of income over time), and the level of education of household members. Based on these findings, the following possible targeting criteria have been identified:

1. Presence of a stunted child in the household (height for age more than two standard deviations below the mean of the WHO reference population).
2. Households with individuals who are currently unemployed and seeking employment.
3. Households that have no members holding permanent employment
4. Households where the household head is illiterate.

These results suggest that use of non-income criteria for targeting will generally provide limited coverage to poor households and a substantial “leakage” of coverage to non-poor households. The criterion that provides the most discrimination between the two groups, based on stunted children in the household, provides only limited overall coverage to the target group of poor households. Targeting based directly on household income is the most effective mechanism. However, this targeting strategy will have substantial

administrative costs, and is likely to have substantial leakage due to mis-reporting of household income.

Based on the advantages and disadvantages of the aforementioned individual and combined criteria, this study recommends that the GOE utilize a food security vulnerability index to improve targeting of the current food subsidy program. Although consistent and accurate assessment of each of the four indicators in the index would entail higher administrative costs for the subsidy program, it would ensure effective targeting of government assistance to households most vulnerable to food insecurity.

B. Vulnerability Ranking by Criteria

Vulnerability can be measured in many different ways. The following discussion supports the need for an index of multiple vulnerability measures in targeting methods. The first column in Table 50 provides the vulnerability ranking used by WFP. The ranking is based on secondary data that quantifies four indicators of vulnerability to food insecurity – female literacy, percent underweight, food expenditure and crop availability. Based on a composite of these variables, the vulnerability of each governorate was characterized as either lowest, low, medium, high, and highest.

Table 50. Vulnerability Ranking Criteria

	Vulnerability Secondary Data	Vulnerability Primary Data	% children 6-59 months stunted ¹¹		% head of households illiterate		% pop. with ration cards
Cairo	Medium	Low	29.8	<i>High</i>	28.1	<i>Lowest</i>	65.6
Alexandria	Low	Medium	10.3	<i>Lowest</i>	26.8	<i>Lowest</i>	76.6
Port Said	Lowest	Lowest	7.8	<i>Lowest</i>	21.9	<i>Lowest</i>	79.5
Dakahlia	Low	Medium	18.0	<i>Low</i>	38.7	<i>Medium</i>	78.7
Gharbia	Low	Medium	19.9	<i>Low</i>	31.8	<i>Low</i>	80.1
Giza	Medium	High	25.8	<i>Medium</i>	34.8	<i>Low</i>	60.2
Fayoum	High	Highest	30.5	<i>Highest</i>	52.5	<i>Highest</i>	78.8
Mania	High	High	29.8	<i>High</i>	50.0	<i>High</i>	84.3
Assyout	Highest	Highest	32.4	<i>Highest</i>	59.2	<i>Highest</i>	76.6
Souhag	Highest	High	29.6	<i>High</i>	51.4	<i>High</i>	75.9
Marsa Matroh	Medium	High	25.9	<i>Medium</i>	39.0	<i>Medium</i>	51.8

The subsequent columns present vulnerability, malnutrition, and literacy data collected during the food subsidy study. Each indicator was divided into quintiles to compare the highest, high, medium, low and lowest values between governorates. The malnutrition data presented is based on chronic malnutrition whereas the composite vulnerability ranking utilized underweight data which reflects both acute and chronic malnutrition. The literacy data presented represents the literacy rate of all heads of households, not just literacy among females.

Many of the governorates have similar rankings for the composite vulnerability index and the malnutrition, and the literacy data presented.

While more than 75 percent of the population in each of these highly vulnerable districts hold ration cards, it is not clear that these card holders are the most vulnerable within the population. As results have shown, the current targeting procedure has a large inclusion error where up to 72.6 percent of all non-poor households are included in the ration programme.

¹¹ The ranking is based on quintiles of the data presented. The Governorates with the highest ranking have the highest rates of stunting among children aged 6-59 months.

IX. Conclusions

Food and nutritional insecurity issues in Egypt are largely related to issues of food access and utilization; that is, having enough income to buy adequate and nutritious food and access to potable water and a healthy and sanitary environment. The ‘shock’ that characterizes most contemporary food security concerns in Egypt is economic, with household income being diminished by inflation, devaluation of the Egyptian Pound, high unemployment, low wages and low producer prices. The evidence of food access problems is clear in the poverty literature and has driven much of the rationale behind the food subsidy program. The underlying problems associated with food utilization are harder to understand, but appear to be related to adequate infrastructure for potable water, sewage and waste disposal. Malnutrition rates of children under five in certain localities (and within certain livelihood groups) suggests, however, that a number of factors are contributing to nutritional security problems, and the factors may well be location and/or livelihood group specific.

Egypt’s food subsidy programs have been an important source of food security for a large portion of the population. Implemented since World War II as a means of providing basic food to all Egyptians, the food subsidy system is credited with assuring the availability of affordable staples to the population and helping to reduce infant mortality and malnutrition. However, it has also been estimated based on 1997 data that, notwithstanding the availability of subsidized food, about 15 percent of the population may be consuming less than the minimum requirement of calories.¹² It is quite likely that the food insecurity situation has deteriorated due to recent economic downturn, increased unemployment and price increases.

The devaluation and floatation of the Egyptian pound in 2003 has raised the cost of imports, and hard currency shortages have resulted in some goods becoming scarce, again putting pressure on prices. Recent evidence suggests that prices have risen sharply, perhaps doubling, over the course of the year. Rising import costs are of special significance for the food sector because of the high dependence on imports for staples. Egypt is one of the major purchasers of wheat in the international markets, buying around 6 to 6.5 million tons annually.

To counteract the negative impact of the devaluation, the GOE expanded food subsidies by placing additional items in the ration system as a short term measure to reduce the hardship for low-income citizens. The Government increased the 2003-2004 budget by L.E. 1.6 billion to finance this larger subsidy program. In 2004-2005, the total food subsidy cost is estimated to be L.E. 11.8 billion of which the ration card subsidy system is expected to cost L.E. 4.2 billion and the bread subsidy L.E. 7.6 billion. This represents a 300 percent rise in food subsidy costs from 1997.

¹² World Food Programme Country Office Egypt, “World Food Programme Activities in Egypt” (April 2004). The estimate pertains to 1997 and the calorie threshold used was 2100 calories/per day/per person, the recommended requirement under emergency conditions.

The food subsidy is one of several safety net programs in Egypt, which together aim at poverty alleviation. The others involve subsidies on basic social services such as water, electricity, fuel, transport, health care and education, direct transfers and the Social Fund for Development. Together, all of these account for a large portion of GDP. The food subsidy¹³ is the largest of these, accounting for about 1.5 percent of GDP in 1999. However, based on the findings of this study, the efficiency of the program is relatively low. The food subsidy program is considered by some a burden on the national budget, and the leakage in the program is its greatest weakness. The administrative costs of the program are overwhelming.

This Vulnerability and Food Subsidy Study shows that, although many Egyptian households derive benefits from this program, there are a number of problems associated with its implementation. First, the program is not targeted to the most needy households in Egypt. Many poor young families and those that rely on vulnerable employment such as casual laborers do not have access to ration cards. Thus it does not act as an effective safety net for many of these poor households. Second, the mix of commodities is not tailored to the geographical and socio-economic differences that exist in Egypt. In addition, the mix does not take nutrition and health considerations into account. Third, the supervision of the programme is not adequate to prevent leakage and diversion of commodities.

The high cost of food subsidies to protect the poor from price hikes is not sustainable in the long run and the government is urgently seeking other ways to reduce the subsidy costs without jeopardizing the welfare of the poor. Improved vulnerability and food insecurity information systems and targeting mechanisms are critical needs for developing a more effective social protection system in Egypt.

In the near term, given the various factors that contribute to the economic vulnerability of Egyptian households, social protection measures involving food inputs will be needed to prevent a large number of poor households from becoming food and nutrition insecure. It will be necessary for the GOE to revamp its existing food subsidy programme, in particular the Ration Card system, to make it more effective and efficient. How to do this is described below.

A. Three Options to Improve the Effectiveness of the Food Ration Card System

Based on the findings of this study and key lessons learned from international experience in food subsidy programmes¹⁴, considerable improvements can be made in the existing programme. The following sections propose several options for the GOE to consider with regards to the implementation of the food subsidy programme. First, the sections focuses on changes that should be/can be made in the short-term, followed by changes that will be needed to improve targeting in the longer term.

¹³It is important to note that besides the food subsidies, there are implicit subsidies on utilities such as water and electricity, but these are not to be dealt with in this brief.

¹⁴ See Annex 4: Summary of International Experience on Food Subsidy Reform

Chart 1 and Table 51 present a summary of the different suggested options, and the following sections give the details on this issue.

Short Term Options

There are two main options for the short term that will last for six months; a) keeping the in-kind subsidy as is but improving the quality of the commodities or changing the food basket, and b) changing the system to a cash subsidy.

Option 1- Keeping the in-kind subsidy system and improving the quality of the commodities or changing the food basket.

There are four sub-options under option 1, based on improving the quality of the commodities, or removing some of the commodities not preferred by the people (macaroni, ghee, lentils and beans), that costs nearly 94 million LE per month. Additional quantities of rice and sugar can be added to the ration card.

Sub Option 1.1: Improving the quality of the commodities that are less preferred, without changing the food basket.

In all of the villages surveyed, most households indicated that they were not happy with the quality of the macaroni, lentils, beans and ghee. If the quality of these commodities is improved, then it is expected people will better accept them. The advantage of this sub option is that it keeps the nutritional content of the commodities mix, which is more appropriate for meeting the nutritional needs of poor people

Sub Option 1.2: Removing some of the commodities that are less preferred, without adding new food items to the ration card.

This option is also designed to respond to current dissatisfaction with the quality of the macaroni, black lentils, beans and ghee. If these commodities were removed from the ration card by January 2006, the GOE could save nearly 564 Million LE until the end of current budget year (2005-2006). This option will also allow the Ministry to distribute the food balance of these four commodities during the period of four months.

Sub Option 1.3: Removing some of the commodities that are less preferred, and adding 2 kg of rice and 1 kg of sugar to the ration card.

This option includes removing the food commodities as mentioned in Option 1.2, while adding 2 kg of rice and 1 kg of sugar to the ration cards, starting from January 2006. This will cost additional 150 million LE (60 million for sugar and 90 million for rice) versus the saving of 564 million LE from canceling the mentioned commodities. Therefore, this option will provide a net saving of 414 million LE during the current budget year (2005-2006).

Sub Option 1.4: Removing some of the commodities that are less preferred, with adding 4 kg of rice and 2 kg of sugar to the ration card.

This option includes removing the food commodities as mentioned in Option 1.2, while adding 4 kg of rice and 2 kg of sugar to the ration cards, starting from January 2006. This will cost an additional 300 million LE (120 million for sugar and 180 million for rice) versus the saving of 564 million LE from canceling the mentioned commodities. Therefore, this option will provide a net saving of 264 million LE during the current budget year (2005-2006).

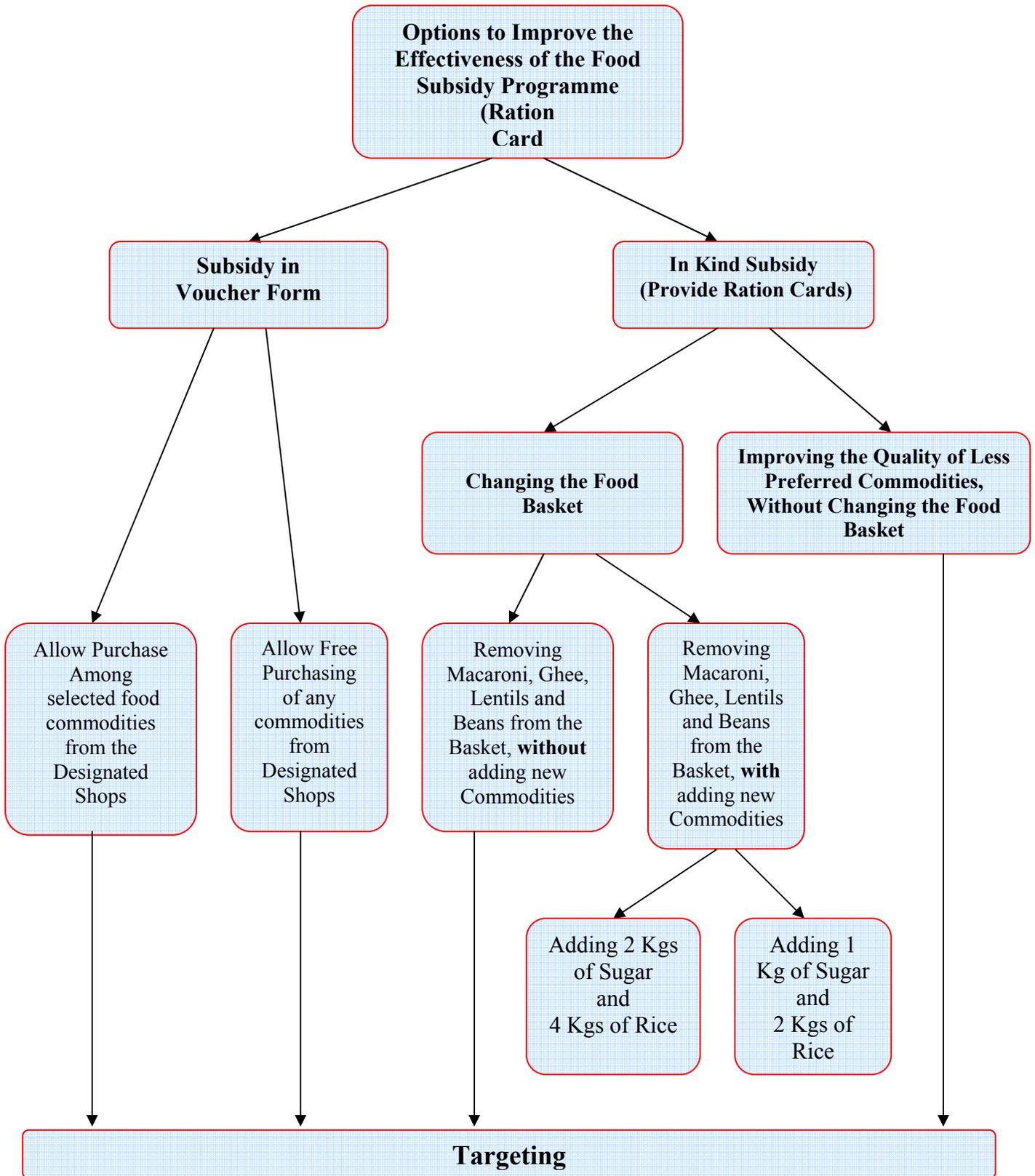


Chart 1: Options to Improve the Effectiveness of the Food Subsidy Programme

Table 51: Various options for improving the effectiveness of the Food Subsidy Program

Options	Description	Out comes/ Advantages	Disadvantages	Financial Cost
Improving the quality of less preferred commodities without changing the food basket	Improving the quality of macaroni, lentils, ghee & beans	<ol style="list-style-type: none"> 1. Keeping the current food basket. 2. Good nutritional content of the commodity mix 3. No political resistance as the commodity mix is kept as it's. 		Some additional funds will be needed to improve the quality of the commodities.
Changing the commodity mix January 2006	A- Eliminating macaroni, lentils, ghee & beans without adding any commodities.	<ol style="list-style-type: none"> 1- Eliminating unfavorable commodities. 2- Realizing a high financial savings. 	<ol style="list-style-type: none"> 1- High resistance for the suggestion and low political acceptance. 2- Negative effect on the nutritional side for the low income groups. 	Savings of about 564 million LE till the end of the fiscal year 2005/2006 for a period of 6 months.
	B- Eliminating macaroni, lentils, ghee and beans and adding 1 Kg Sugar & 2 Kg Rice for each RC.	<ol style="list-style-type: none"> 1- Accepted by the consumers as it eliminates unfavorable goods and adds more favorable ones. 2- Politically accepted and less resistance. 	Reducing the nutrition content of the RC	Saving of more than 400 million LE
	C- Same as B but adding 2 Kg Sugar & 2 Kg Rice per RC.	<ol style="list-style-type: none"> 1-Highly accepted. 2- Politically & Economically suitable. 3- Decrease Burden on Balady Bread. 	Reducing the nutrition content of the RC	Saving about 232 million LE
The transfer to a cash based subsidy starting January 2006	A- Replacing the value of subsidy with coupons used to buy freely among certain set of commodities.	<ol style="list-style-type: none"> 1- Eliminating the resistance of more than one price for the same commodity. 2- Matching with the free market rules. 	<ol style="list-style-type: none"> 1-Not preferred by beneficiaries. 2- Increase Possibilities of inflation 	Constant burden on the budget.
	B-Reliance on coupons, but giving the beneficiaries the possibility to purchase the commodities they want without restrictions.	Match completely with free market rules.	<ol style="list-style-type: none"> 1-Nutrition disadvantages, as people can use the subsidy for non food items. 2- Causes inflation pressures. 3- Not preferred by most of the beneficiaries. 	Constant budget burden.
Starting a new RC system	New RC's and new criteria, the new system will be developed	<ol style="list-style-type: none"> 1- The number of RC will decrease to 6 million based on the real needs & the poverty level. 2- Reducing leakage in the system. 	High resistance from those who will be excluded from the new system.	Decrease in the financial cost between 2.2 billion LE and 2.7 billion LE instead of 4.2 billion LE as it is now.

All the Sub-Options under Option 1 have the following advantages:

1. Financially, they provide saving for the budget year 2005-2006, depending on the scenario decided.
2. Economically, they provide the commodities that are consistent with the consumer preferences, without including items that do not match their taste.
3. Politically, there will be high acceptance by the beneficiaries and the public, as the commodities are not imposed on the people, but selected based on their preferences.

Moreover, depending on the GOE decision, other scenarios could be applied, using the saved funds. This may include increasing the ration of the commodities most preferred, especially rice, which will reduce the reliance and consumption of Balady Bread and would save more money.

Despite the cost savings and the political acceptability of these options, if some of the items suggested are removed, then the nutritional value of the subsidy will go down.

Option 2: Change to a Cash Subsidy.

This option includes changing to a cash subsidy, which could be based on determining the value of subsidy of the ration card:

Option 2.1: Change to the Cash Subsidy-Allowing purchases among a selected set of food commodities.

The card owner will get a coupon, equivalent to the monthly subsidy value of the ration card, which he/she can use to buy food commodities, among a selected set of food commodities (sugar, tea, rice, meat, dairy products, and oil). He/she can select according to his/her preference, and from any shops designated to be involved in the system. The advantage of this option is that it keeps the nutritional value of the subsidy programme, as the owner has to choose among selected food commodities planned to provide for nutritional needs.

Option 2.2: Change to a cash subsidy- free to purchase any commodities.

This option is similar to the previous one (Option 2.1), but the owner will be free to buy any commodity he/she wants. This option provides the full choice to the consumer to buy items according to his/her preferences, but it may also lead to increases in food commodity prices. The current system that fixes the subsidized food commodity prices prevents the increase of prices for the food commodities in the free market.

In order to avoid the decrease in the value of the cash subsidy caused by the increase of prices, taking into consideration that most of the respondents of the survey did not prefer the cash voucher system, the value of this system can be updated annually depending on the Consumer Price Index (CPI), or the price index of a selected food basket that includes the main food commodities needed by the households (rice, sugar, oil, tea, dairy products). The second index is

better as it considers the food commodities which were included in the ration cards that the cash system intends to replace.

Medium Term to Long Term Options to Improve the Food Subsidy Programme – Targeting Strategies

As the GOE objective is to make sure that the poor benefit from the Food Subsidy Programme, a number of steps can be taken to improve the targeting. Lessons from international experience tell us that food subsidy programs that use administrative targeting or means testing are performing much better in terms of the delivery of benefits to the poor. Our findings indicate that such means testing would likely be the best option for targeting the neediest. However, the expected gains from applying more specific targeting mechanisms are accompanied by increased costs. There are three types of targeting costs: **administrative costs** associated with identifying and monitoring the target population; **incentive costs** which can lead to geographical shifts due to geographical targeting (i.e. people moving to gain access to the ration), income distortions due to income-based targeting, and lower community self help efforts because public transfers are crowding out private transfers; and **stigma costs** where targeted beneficiaries lose some self esteem or are the focus of negative attitudes from non-recipients.

The Vulnerability and Subsidy Study provides good household level information and can be used to support targeting. This information includes: income and expenditure characteristics, income sources and variability, patterns of asset ownership, labor market and demographic characteristics, and indicators of living standards such as nutritional status and access to services.

From this study, it is determined that the proposed cut-off point for eligibility based on income in the food subsidy programme should be 2 dollars per person per day. This would mean that 66 percent of the Egyptian population would be eligible for the subsidy as opposed to 75 percent (a reduction of 10%).

A number of targeting criteria are proposed for means testing¹⁵. These criteria could be combined or used separately. These criteria are described below.

- **Estimating Household Income-** Using the 2 dollars a day per person figure, household income is equivalent to 625 LE per month (7500 LE per year). Getting income estimates for targeting will be fairly straightforward for government employees, the police, the army and insured employees. It will not be as easy for people who rely on part-time casual labor or unofficial incomes. However, these are often the most vulnerable based on this analysis. In addition, since many people are relying on a second job in addition to their main employment, some household income estimates may be under-reported.
- **Means of Verification:** Documents that will be used to verify income include registered official certificates from public/government work places (including variable income and bonuses) and/or certificates of work from private sector employees which are approved

¹⁵ Because the analysis did not find that the use of assets was a valid criteria for differentiating households that should be targeted by the food subsidy, it has not been included in the list.

by the Agency of Social Insurance. Local leaders will have to be consulted regarding those who depend on casual labor.

- **Electricity Consumption**-Electricity consumption is 25 LE or less. It is estimated that electricity consumption represents about 5 percent of monthly income. One of the shortcomings of this criterion is the existence of many common cellars.
 - **Means of Verification:** Three continuous electric receipts for the last 3 months of the year. It's easy to present the electricity consumption invoices.
- **All Families that Receive a Social Guarantee Pension**-This can be obtained from programmes associated with Mubarak, Sadat, Nasser Bank, Social Affairs etc.
 - **Means of Verification:** A social assistance certificate (pension or social aid) or a certified tax report.
- **Malnutrition Exhibited in Family**- Stunting found among children between 6 to 60 months. At least one child is stunted. It is estimated that 2 million families would qualify using this criteria.
 - **Means of Verification:** Hospital or clinic records.
- **Literacy of Head of Household**- Measured as no schooling received. Households headed by illiterate individuals tend to be the most vulnerable.
 - **Means of Verification:** Number of years of school attended.

It would be extremely valuable and important to hold series of consultations among various strata of population, academies, civil society and Government representatives both from the centers and Governorates to decide on the proposed criteria and implementation modality which will encourage national consensus and make the implementation of proposed policy much more sound and participatory.

Once these criteria have finalized and agreed upon, efforts can be made to institute a “Smart Card System” that would also be linked to a family’s ID number that had all of the information on it. This would prevent households that are not eligible to receive rations from participating and could help cut down on leakage.

The following points should be considered in applying these criteria:

1. The implemented method and the criteria used will not completely prevent leakage. This may result from incorrect documents and data that will be submitted by some people, especially related to the main or secondary income. This shortcoming would be addressed by the monitoring process and registration in subsequent years or review and analysis. It's also proposed to computerize the system and its data which will help with the monitoring, registration and renewal issues.
2. This option requires **reengineering** of the complete system and is not simply **restructuring the old system**.

3. The transition period will start from January 2006, with implementing one of the short term options, while preparations are made for the targeting process.
4. Conducting a media campaign to promote the new system, the transition period and different options. This should be done in two phases; first during November-December 2005 for the transition period and registration issues, and second during October-December 2006 to introduce the new system.
5. A pilot test of the different scenarios will be conducted in three Governorates (Lower, Upper and Metropolitan), for a period of three months, to study the impact, beneficiaries response, shortcomings and alternative solutions.
6. Registration will be opened for all people (who currently own or don't own the ration card) for the objective of targeting. The Governors and District Administration will be the key parties for this exercise, supervised/guided by the MOSIT.
7. Links between the Personal ID number and the new ration card system will be made, in order to improve the control system of the Programme.
8. The following documents should be submitted by the people:
 - a. Registered official certificates from the work places (including variable income and bonuses) for the civil and military servants.
 - b. Three continuous electric receipts for the last 3 months of the year.
 - c. For the rural area, a certificate from the Agriculture Association for the owned or rented lands.
 - d. A social assistance certificate (pension or social aid).
 - e. Certified tax reports for the casual laborers and handicraft workers.
 - f. Certificates of work from private sector employees which are approved by the Agency of Social Insurance.
 - g. Hospital or clinic certificates for the malnourished child.
 - h. Civil register reports that include number of persons in the family and their ages.

With regard to the future continuation of the subsidy programme, it will be important to further review the food basket that will include the poor and needy people.

B. Implementation Capacity to Improve Food Subsidy Targeting

The key to insuring successful reform of the food subsidy program is adequate implementation capacity. Implementation will involve both the public and private sector. It is the GOE's responsibility to insure that the poor can be screened from the non-poor, and to enforce the issuance of ration cards to the poor.

- a) Implementation procedures for the re-engineering of the programme will start from November 2005. Among the 15 million households in Egypt, it's expected that 12 million will submit documents for registration, distributed across 26 Governorates. This includes

an average of 500,000 households per Governorate (or 800,000 for big Governorates). This process will take eight months, lasting up to the end of June 2006. For each Governorate, an average of 70,000 households per month, or 3,500 households per day will apply for registration. This will mean that an average of 70 households will be registered by each supply administrative office per day (Total of 1,248 supply administrative offices). This average is practical and the saving (from the previous options) can be used to support this work. This matter will also give work opportunities for many young and newly graduated people. Each of the supply administrative offices should be provided with additional 12 labor force (new graduated, 10 for data entry and 2 for checking, total of 14,976 new staff) through temporary work contracts. The estimated administrative cost for the GOE to improve the system will be as follows:

Work period 7 months	104,832 man / month.
Monthly reward 400 L.E each	41.900 million L.E.
Purchase of 5 P.C/office (L.E 3,000 x 5 x 1,248)	18.72 million L.E.
Purchase of 2 Printers/office (L.E 1,000 x 2 x 1,248)	2.5 million L.E.
Administration costs, publication, training	10 million L.E.
Preparation of 6 million new R-smart Cards (6 million x 5 LE)	30 million L.E.
Advocacy and promotion (T.V, Radio, Newspapers).	20 million L.E.
Total	123 million L.E.

- b) Establishment of an annual verification mechanism to check the data. The ration card will be valid for two years, and will be renewed every two years. Documents needed for renewing and for adding new members within the set criteria and system will be submitted.

It's suggested that GOE should take steps to strengthen its capacity to collect, analyze and use vulnerability information to support social policy reform, and to allocate scarce resources for safety nets aimed at poverty alleviation. First, it is establishing a Food Security Analysis and Monitoring Unit within the Ministry of Planning to provide timely, accurate and operationally relevant information to the government about the changing nature of food insecurity and vulnerability in different geographic regions or social groups. As part of the monitoring system, the project will strengthen the capacity of the National Nutrition Institute to carry out nutritional studies.

Second, Ministry of Supply and Internal Trade is expected to establish a Permanent Advisory Council to provide decision makers with information to effectively target the subsidy programme and continuously assist in the policy reform agenda with practical information on internal trade, prices, consumption, and other food security related variables. This Advisory Council would facilitate coordination between the Ministry of Planning and the Ministry of Supply and Internal Trade to link food insecurity information with the allocation of resources under the food subsidy

programme. Different expertise and high level Government representatives (planning, agriculture, education, health, NCCM, and others) would be members in this committee.

Third, the GOE is also suggested to establish a permanent committee in the Ministry of Planning to provide information related to food insecurity to other ministries, such as the Ministry of Education and the Ministry of Agriculture and Land Reclamation. This committee will focus on improved targeting of ongoing food based programmes such as School Feeding and assist with policy formulation in the allocation of national resources to most vulnerable areas. Collaborative ties are expected to be established with the Women's Council, the National Council for Childhood and Motherhood, and the Ministry of Social Affairs to improve social protection targeting.

The GOE is also encouraging greater participation of the private sector in the production, processing and delivery of food. Collaboration will continue with private bakeries and grocers to insure that the distribution and delivery mechanisms are in place to make the programme work. To prevent leakage, greater involvement of local communities in the monitoring of distribution processes will be encouraged.

C. Managing the Political Consequences of Reforming the Food Subsidy Programme

The proposed changes in the food subsidy programme are significant, and therefore steps should be taken to manage the political consequences of reform. For this reason the timing and pace of the reform should be done in a strategic way.

The proper timing of the reform can be difficult to discern. Lessons learned from other countries indicate that the best time to institute such changes is during an economic upswing or immediately after a new election where the public support for the new leadership is demonstrated to be high. Therefore the reforms can begin to be implemented as early as November, and there must be high level of advocacy by the Government towards these efforts.

With regard to the pace of the reform, it is envisioned that the reform may take several steps. The process should be iterative so that targeting mechanisms can be pilot tested in a few governorates to see if they are practical. It is envisioned that a pilot programme to introduce the targeting criteria for means testing could be initiated in the next few months before ending the more universal subsidy. Pilot activities could include changes in registration to improve targeting; modifying the mix food commodity assistance to introduce more nutritious foods, and/or testing a cash voucher system¹⁶. In the interim, as being proposed, less preferred commodities could be reduced from the rations and partial subsidy cards could be phased out over a 4 month period. Complete changes should not be instituted too quickly because households need time to adjust their food budgets.

¹⁶ Experience with cash voucher systems in developing countries is mixed. The leakage associated with income targeted voucher programmes in Columbia, Sri Lanka and the United States ranged from 10-30 percent. It is especially difficult to implement in situations where it is difficult to separate needy from non-needy households. It can also be easily duplicated. In Zambia large-scale counterfeiting led to the virtual elimination of the programme. It is also difficult to get people out of the programme once their income increases.

The effort of the GOE to communicate the reform policies will have a critical impact on how the reforms are received politically. Every effort must be made by the Government at highest level to ensure that the public understands the rationale for changing the subsidy programme. The GOE can point out how the fiscal savings generated from the reform can be used to support tax relief as well as improvements in schools, including increasing numbers of school feeding days, better infrastructure for water and sanitation, and improvements in health care. Essentially this involves making the point that reduced subsidy costs can lead to increases in spending on public services. The GOE needs to make a convincing argument that it is using the savings to invest in programmes that protect and invest in the most vulnerable populations. The GOE can use advanced publicity campaigns to gain wider acceptance of the reform measures from the general public prior to full scale implementation.

Annexes

Annex 1: Household Survey Questionnaire – Phase II

Annex 2: Topical Outline for Qualitative Study

Annex 3: Vulnerability and Food Subsidy Matrices by Governorate

Annex 4: Summary of International Experience on Food Subsidy Reform

Annex 5: Map of Food Subsidy Resource Allocation

Annex 6: Map of Vulnerability

Annex 7: Map of Percentage of People Included in the Food Subsidy Programme

Annex 1. Household Survey Questionnaire – Phase II

Egypt Vulnerability and Food Subsidy DRAFT

Household Survey Questionnaire – Version 1

1. Date: _____	(not coded)	5. Urban/Rural: _____	
2. Governate: _____		6. Household Name: _____	(not coded)
3. Kism – District: _____		7. Household Address: _____	
4. Shiaka _____		8. Interviewers Code: _____	(not coded)

Interviewee Name:
Supervisor Name:.....
Field Checker:.....

Office Checker name:.....
Data Entry specialist name:.....

Household No.	ID No.
Result	Completed1
	Interview postponed2
	Refused3
	Partially completed4
	Others.....5

Section A: Demographics

List all persons residing in the household:

	A1	A2	A3	A4	A5	A6	A7	A8	A9	A10			A11	A12	A13
Name	Respondent's relationship (Code 1)	At home? Yes ..1 No....2	Sex Male...1 Female2	Age If < 1, then 0	Marital Status (15 yrs and above) Code 2)	Physical Status (Code 3)	Education Achieveme nt (highest class completed) 10 yrs and above) (Code 4)	Employment Status 6yrs and above) (Code 5)	Primary Occupation Those who answered A8=1				Secondary Occupat		
									Employment Stability (Code 6)	Primary Economic Activity (6 yrs and above) (Code 7)	Primary Occupation (Above 6 years age group only) (Code 8)	Sector (6 yrs and above)	Employment Stability (Code 6)	Primary Economic Activity 2 (Above 6 years age group only) (Code 7)	
	HHH.....1 Spouse.....2 Son or daughter.....3 parents.....4 Brother or sister.....5 Grandchild....6 Other relatives.....7 Others non relatives.....8				Never married..... ..1 Married..... ...2 Divorced...3 Widowed...4 Written agreement... ..5	Good health.....1 Long term illness2 Disabled.....3 Both.....4	Illetrate.....1 Read and write.....2 Primary sc...3 Prep. Sc.....4 Second. sc.5 Above secondary...6 University....7 Above univ..8	Working now.....1 Not working-looking for a work.....2 Not working-doesn't look for a work.3 Housewife.4 Student....5 Retired/old6 Incapable of work.....7	Permenant..1 Temp.....2 Seasonal...3 Occasional..4			Gov. & Econ. authority.....1 Public sec.2 Localities & governorates3 Local and foreign NGO'S.....4 Private sector.....5 (level of job, mention for public jobs) (Codes:1,2,3)	Permena nt.....1 Temp...2 Seasona l.....3 Casual...4		
1	the Head of Household	1 2	1 2												
2		1 2	1 2												
3		1 2	1 2												
4		1 2	1 2												
5		1 2	1 2												
6		1 2	1 2												
7		1 2	1 2												
8		1 2	1 2												
...															
36		1 2	1 2												

A household is defined as all members who have been eating and living together for at least the previous month

Total number of people living in the HH:

P.S: A11: Economic authorities includes Egypt rail way, Post authority, newly urban societies authority, Public transportation authority.
Type of Card

Section B: Participation in Food Subsidies and Subsidized Food Expenditures

SN	QUESTIONS	ANSWERS	SKIP
B1	Does anybody in your household have/own a food subsidy card?	Yes 1 No 2	→ B9

Card Serial Number	B2 Type of card Full subsidy..... partial subsidy.....2	B2a Ration Card Ownership By member living in HH By member not living in HH Owned by relative Friend/neighbor Other..... .5	B2b Proportion received by the HH Full 1 Half 2 One-third 3 One-quarter 4 Other 5	B3 How many persons registered on this card?	B4 How many HH members are NOT registered on this card? If answer =0, move to B6	B5 Why are they not registered? Born after last registration . 1 Forgot to register 2 Marriage 3 Registered in another card 4 Other 5						B6 How many household members on the card have died or any other case?	B7 How long have you had this card (date obtained)? No. of years	B8 How was this card obtained? Registration 1 parent died 2 Other 3
						1	2	3	4	5	6			
						s	n	r	t	t	t			
						t	d	d	h	h	h			

SN	QUESTIONS	ANSWERS	SKIP
B9	Does the HH get any subsidized food items, other than or addition to those from the RC?	Yes 1 No 2	→ B9b
B9a	From where do you get these other subsidized items?	Buy from a person who owns a ration card 1 Buy unsold items from a Tamween shop 2 Other 3	
B9b	Why don't you have a card? (For who respond other than 1 in B2a for all cards, or respond as 2 in B1-Otherwise go to B9d)	Do not know enough about the system 1 Familiar, but Unable to get registered 2 Too late to RE register 3 Household revenue too high, don't qualify 4 No need 5 Other, specify: 6	
B9c	Do you want to own a RC?	Yes 1 No 2	
B9d	If B1 = 1 Then Continue If B1 = 2 then go to B35		
Use of Ration Cards by card holders: General			

B10	Do you use this card or not? If all answers are yes, go to B14.	Card(1)	Yes 1	No 2	If all answers are yes, go to B14
		Card(2)	1	2	
		Card(3)	1	2	
		Card(4)	1	2	
B12	If you are not using your card, why not? <i>(multiple answers allowed)</i>	Poor quality of goods.....	1		If all answers are no, go to B35
		Price almost the same as in market	2		
		Availability of goods is poor	3		
		Shops too far away	4		
		Not worth the effort	5		
		Give it to other people.....	6		
		Other, specify.....	7		

Use of Ration Cards by card holders: By Commodity

For which commodities do you use your card(s)?

	B14	B15	B16	B16a	B17	B18	B19	B20
	Before May 2004	Since May 2004 (If no, → B26)	What QUANTITY of goods do you normally purchase each MONTH using your ration card? (Kgm) (add all quantities bought from all cards) Kgm Gm	How much do you pay every month?	Describe the QUALITY of that commodity: Good.....1 Medium.....2 Bad.....3	Did you buy the ENTIRE quota of your ration last month? Yes 1 No 2 If Yes, go to B20 Yes No	If quota not entirely bought, WHY NOT? Not available 1 No desire..... 2 Too expensive..... 3 Cash flow problem..... 4 Poor quality.....5 Replaced with other products.6 Other 7	How do you find the AVAILABILITY of this subsidized commodity? Fine 1 Requires repeated visits to get total ration 2 Unpredictable3 Not available a lot of times..... 4 Other5
Sugar	Yes No	Yes No				1 2		
Oil	Yes No	Yes No				1 2		
Oil (extra)		Yes No				1 2		
Tea		Yes No				1 2		
Oil (Ghee)		Yes No				1 2		
Beans		Yes No				1 2		
Lentil (brown)		Yes No				1 2		
Lentil (yellow)		Yes No				1 2		
Rice		Yes No				1 2		
Macaroni		Yes No				1 2		

	B21	B22	B23		B24		B25	B26	B27
	Is the subsidized PRICE suitable for your family income: Fine..... 1 To some extent 2 NOT suitable 3	For how many days is the ration QUANTITY sufficient to meet the household need?	During the last month, how much did you purchase of this commodity at unsubsidized prices? Kg Gm		Can you get same commodity WITHOUT ration card AT SAME PRICE on open market? Yes..... 1 No 2		If no, What is the price of the commodity in the open market? Piaster /Kgm Move to B26	If commodity not bought, WHY NOT? No desire 1 Prices is almost the same 2 No enough liquidity 3 Quality is poor..... 4 Other..... 5	Rank the three most important items on the ration card. 1: Most important 2: Second most important 3: Third most important
Sugar					1 2				
Oil					1 2				
Oil (extra)									
Tea					1 2				
Oil (Ghee)					1 2				
Beans					1 2				
Lentil (brown)					1 2				
Lentil (yellow)					1 2				
Rice					1 2				
Macaroni					1 2				

SUGGESTED CARD IMPROVEMENTS

SN	QUESTIONS	ANSWERS	SKIP
B33	Suggestions to increase benefits from the subsidized food Items	Improve the quality of subsidized food items1 Reduce prices and convert cards to full subsidy.....6 Add additional HH members9 Change item mix/choices.....11 Add other types of pasta15 Other(specify)..... Nothing.....4	
B34	How can we make the subsidy system more useful to your household needs? (<i>multiple answers allowed</i>)	Increase the number of tamween shops included1 Increase opening hours during workday for card users2 Open shops for weekends/ official holidays.....3 Incentives to shops for system facilitation4 Change the commodity list5 Improve/update registration procedures6 Strengthening supervision on tamween shops.....7 Other, specify8	

Non-card Related Subsidized Items: Baladi Bread			
B35	Does your household purchase this commodity regularly?	Yes1 No2	→ B37
B35a	What is the average quantity of baladi bread your family consumes daily?	<input type="text"/>	
B36	If yes, how often do you normally purchase this commodity?	More than once per day1 Once per day2 Weekly3 Monthly4 Other, specify5	→B38 →B38 →B38 →B38 →B38
B37	If not purchased, why NOT?	Poor quality1 Distance to purchase too far2 Prefer other kind3 No price incentive4 Crowdness5 Home baking6 Other, specify7	→ B47 → B47 → B47 → B47 → B47
B38	If purchased, WHY do you purchase this commodity?	Price is cheap1 Quality is good2 Preference3 Availability4 Other, specify5	
B39	Where do you purchase this commodity?	Bakery1 Outlet2 Street vendor3 Other, specify4	
B40	Is the distance to the nearest outlet for this commodity a problem for your household?	Yes1 No2	
B40a	Total time needed to reach the bakery	Number of minutes: _____	
B41	How long is the typical wait to get this commodity?	Number of minutes: _____	
B42	Is there a limit on the quantity you can purchase per visit per person?	Yes1 No2	→ B44
B43	If yes, what is the maximum quantity can you buy at once?	Number of pieces: _____	
B44	Does you HH consume all of the purchased commodity?	Yes 1 No 2	→ B47
B45	If not all consumed, why not?	Quality 1 Not well baked 2 Rotten 3 Too dry 4 Other, specify 5	
B46	What did you do with this unconsumed portion?	Feed to animals 1 Garbage 2 Given to poor families 3 Resell 4 Other, specify 5	

B47	Do you agree on adding an appropriate portion of subsidized wheat flour to your ration card instead of buying baladi bread?	Yes.....1	
		No..... 2	

Subsidy system			
W1	How do you prefer to get the ration goods?	Current Ration system1 In – Cash subsidy2 Other – mention3	→W3 →C1
W2	Why do you prefer ration cards? (More then one response is allowed)	It secures the basic needs for me and my family ---- 1 The prices in the subsidy system are fixed ---- ----- 2 Being sure of getting the goods ----- -----3 The continuous increase of the prices of goods in the free market ----- ----- 4 Others – mention ----- ---- 5	→ C1 → C1 → C1 →C1 →C1
W3	Why do you prefer the cash subsidy? (More then one response is allowed)	It does not impose certain commodities on the citizens 1 The subsidy reaches the citizens quickly ----- -----2 It prevents the leakages and the benefits of the intermediates and those not deserve ----- -----3 Others –mention ----- ----- 4	
W4	What are your suggestions to apply the in- cash subsidy system? (More then one response is allowed)	Using the general Coupons system ----- -----1 Using a coupon system for different food commodity groups ----- ----- 2	

Getting the subsidy value in direct cash form ----- 3
Getting the subsidy value in the form of increased salaries and pensions ----- -----4
Others - Mention ----- -----5

Section C: Infrastructure

Physical Infrastructure

SN	QUESTIONS	ANSWERS	SKIP
C1	Type of house:	Apartment..... 1 One or more rooms in a unit 2 Separate room 3 Villa/complete house..... 4 Country house..... 5 Asha/tent..... 6 Cemetery..... 7 Other: 8	
C2	Do you own or rent your house ?	Completely Own..... 1 Partly own 2 Rent..... 3 Administrative apartment 4 Other: 5	→ C4 → C4 → C4
C3	What is the total area of land?	_____ Sm	→ C5
C4	How much do you rent this dwelling for per month?	_____ (L.E.)	
C5	How many rooms does this dwelling consist of?	No. of rooms: _____	
C6	Type of wall:	Cement-bonded bricks/stones 1 Mud-bonded bricks/stones..... 2 Unbaked bricks 3 Other: 4	
C7	Type of floor:	Earthen..... 1 Stone-brick 2 Cement/tile 3 Other: 4	
C8	Type of ceiling:	Straw/thatch 1 Wood/planks 2 Earth/mud..... 3 Cement/concrete 4 Other: 5	
C9	Type of toilet:	Attached to household 1 Shared with other HHs 2 Not available 3	
C10	Source of light:	Generator 1 Kerosene 2 Electricity 3 Other: 4	
C11	What is your drinking water source?	Personal piped water 1 Community piped water 2 Spring..... 3 Well 4 River/spring 5 Mobile vans..... 6 Other: 7	

Section E: Economic Security

Status of Employment and Earnings (Recall period: last 30 days only) for those who are 6 years and above

	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	E11	
Member ID No.	Did this person work in the last 30 days? Yes 1 No 2	Reasons for not working Looked but could not find any.....1 Student2 Too young (not student).....3 Housewife.....4 Too old / retired5 Sick / disabled6 No need to work/retired.....7 Others (Specify).....8 (Code-1)	First Job/Occupation			Second Job/Occupation						(For those who doesn't work but has the desire to work.) For how long has this person not worked (Months)?
	Yes →E3 No		Number of days worked in last 30 days	What was the wage/salary in the past 30 days? If none write "0" (L.E.)	What was the in-kind wage/salary in the past 30 days? If none write "0" (L.E.)	Did you have any social insurance? Yes 1 No.....2	Did you perform any other work in the last 30 days? Yes 1 No..... 2	Number of days worked in last 30 days	What was the wage/salary in the past 30 days? If none write "0" (L.E.)	What was the in-kind wage/salary in the past 30 days? If none write "0" (L.E.)		
	1 2					1 2	1 2					
	1 2					1 2	1 2					
	1 2					1 2	1 2					
	1 2					1 2	1 2					
	1 2					1 2	1 2					
	1 2					1 2	1 2					

Transfers, Social Assistance and Other Income (Recall period: Last year)

Code	Description E12a Doyou have any of the listed below sources of income:	If answer is no, move to next source		Earning	
		yes	No	Cash Income (L.E.) E12	In-kind Income (L.E.) E13
01	Benefits from saving or giving loans	1	2		
02	Benefits from renting or leasing a house, room, or other properties	1	2		
03	Other Income Sources - taxi	1	2		
04	Other Income Sources – agricultural land benefits	1	2		
05	Other Income Sources - stocks and bonds	1	2		
06	Other Income Sources - Benefits in participating in livestock, poultry and beekeeping rearing	1	2		
07	Other Income Sources - Retirement, others	1	2		
08	In-country remittances	1	2		
09	Out-of-country remittances	1	2		
10	Other Income Sources - In-kind payments from within Egypt	1	2		
11	Other Income Sources - In-kind payments from outside of Egypt	1	2		
12	Other Income Sources - Assistance from GOE programmes (excluding the RC)	1	2		
13	Other Income Sources - Assistance from NGO programmes	1	2		
14	Other Income Sources – Others	1	2		

Economic Shocks

SN	QUESTIONS	ANSWERS		SKIP
E14	How has income in your household changed over the last two years?	Increased significantly..... 1 Increased slightly 2 Stayed about the same 3 Decreased slightly 4 Decreased significantly 5		→ E16 → E16 → E16
E15	What are the factors that led to a decrease in your HHs income? (multiple response is allowed)	Loss of employment 1 Prolonged illness of income earner 2 Death of income earner 3 Decrease in remittance income 4 Other 5		
E16	Which of the following factors in the Egyptian economy have influenced your HH? <i>(multiple answers allowed)</i>	High unemployment Changes in wage rates Devaluation of Egyptian pound Price increases of essentials Other	Yes 1 1 1 1 1	No 2 2 2 2 2

Section F. Savings

SN	QUESTIONS	ANSWERS	SKIP
F1	Does any member of the household save?	Yes..... 1 No..... 2	→F6

If a household has more than one form of savings, use multiple rows.

F2	F3	F4
Where do you save?	Why do you save?	Total amount of your current savings (L.E.)
At home.....1	To buy household goods.....1	More than 20000 pounds.....1
Bank.....2	To start / help business.....2	From 10000 to 20000 pounds.....2
Insurance company.....3	To buy land / house.....3	From 3000 to 10000 pounds.....3
Post saving account.....4	For education / training.....4	From 1000 to 3000 pounds.....4
Relative.....5	For marriage / dowry.....5	Less than 1000 pounds.....5
Others (specify).....6	To build / repair house.....6	
	To get loan.....7	
	To earn interest from lending8	
	Only in case of difficult times / danger.....9	
	To send family members abroad for work10	
	For the future of children11	
	Divorce12	
	Illness13	
	Others (specify).....14	

Loans

SN	QUESTIONS	ANSWERS	SKIP
F6	Has any member of the household borrowed money (currently outstanding loan)?	Yes 1 No..... 2	→H1

If a household has more than one loan, use multiple rows.

No. of Loan	F7 What was the source of the loan? (Code-1)	F8 What was the loan used for? (Code-2)	F9 Amount of loan (L.E.)	F10 Period of loan repayment (Month)	F11 What is the total amount of repayment? (L.E.)	F12 What is the total amount remaining to be paid on the loan?
	Relative/friend.....1 Commercial bank.....2 Other financial institution3 NGO4 Employer5 Dealer / Grocer6 Trader7 Money lender.....8 Social fund for development.....9 Borrowing and agricultural credit bank.....10 Others (specify)11	Business enterprise..... 1 Agriculture enterprise 2 For treatment..... 3 To meet household consumption needs 4 Rent / purchase / improve housing 5 To pay education fees / supplies..... 6 Marriage expenditure.....7 Dowry8 Funeral9 Other (specify).....10				
1						
2						
3						
4						

H: Food Security: Dietary Diversity and Consumption

H1			H2		H3		H4	
FOOD ITEMS			FOOD PURCHASES		SELF PRODUCTION		OTHER SOURCES	
Has your household consumed these following food items, during the past 7 days?			How much did you spend in total to buy food products during the last 7 days?		During the past 7 days, how much of the [FOOD] consumed was grown by the household?		During the past 7 days, how much of the [FOOD]. consumed was received from other sources.	
FOOD ITEMS	yes	No	PZ	L.E.	PZ	L.E.	PZ	L.E.
Cereals (Rice, wheat, corn.....)	1	2						
Bread (subsidized and not)	1	2						
Pulses (lentil, beans,...)	1	2						
Eggs	1	2						
Milk Products(cheese,...)	1	2						
Oils	1	2						
Green leafy veges	1	2						
Other Vegetables	1	2						
Fruit	1	2						
Meat, poultry or fish	1	2						
Sweets	1	2						
Beverages(hot, cold)	1	2						

Section I: Shocks and Coping Strategies:

S/N	Type	I1		
		Yes	No	Doesn't apply/doesn't know
1	Flood	1	2	3
2	Drought	1	2	3
3	Poor production	1	2	3
4	Food shortages	1	2	3
5	Illnesses	1	2	3
6	Death of HH member	1	2	3
7	Arrest of HH member	1	2	3
8	Divorce	1	2	3
9	Loss of job	1	2	3
10	Theft	1	2	3
11	Eviction	1	2	3
12	High prices/inflation	1	2	3
13	Marriage	1	2	3
14	Loss of land	1	2	3
15	Loss of livestock/poultry	1	2	3
16	Irregular remittance	1	2	3
17	Fire	1	2	3
18	School fees	1	2	3
19	Ramadan/other festivals	1	2	3
20	Other specify.....	1	2	3

S/N	Question	Answer	Go to
I2	Rank the most important three shocks	1..... 2..... 3.....	

In the past 3 years, is there have been times when you didn't have enough food or money to buy food, did your family deal using thes policies?

SN	Coping Option	I3		
		Yes	No	Doesn't apply
1	Rely on less preferred and less expensive foods	1	2	3
2	Borrow food, or rely on help from friends or relatives	1	2	3
3	Purchase food on credit	1	2	3
4	Harvest immature crops	1	2	3
5	Consume seed stock held for next season	1	2	3
6	Send household members to eat elsewhere	1	2	3
7	Limit portion sizes at mealtimes	1	2	3
8	Restrict consumption of adults so children can eat	1	2	3
9	Reduced the number of meals eaten in a day	1	2	3
10	Sell jewelry	1	2	3
11	Seek help from a charity	1	2	3

Section D: Assets

D1	D2	D3	D4		D5
List of Assets	In your household, how many (ASSETS) are currently owned:		In the last 6 months, has anyone in your HH sold (ASSET)? Yes..... 1 No..... 2		Reasons for sale? Normal daily expenses 1 To fill Household food shortage..... 2 School fees 3 Health/ Medical emergency 4 Other emergencies 5 Social events 6 Loan repayment 7 Other (specify) 8 WRITE ALL THAT APPLY
	Total number owned	Estimated Value per item if sold today			
Equipment					
				yes	No
1. Ox or donkey Cart			Ox or donkey Cart	1	2
2. Plough			Plough	1	2
3. Thresher			Thresher	1	2
4. Treadle pump			Treadle pump	1	2
Household					
5. Refrigerator			Refrigerator	1	2
6. Freezer			Freezer	1	2
7. Water heater			Water heater	1	2
8. Small-cylinder gas stove			Small-cylinder gas stove	1	2
9. Sewing machine			Sewing machine	1	2
10. Automatic washing machine			Automatic washing machine	1	2
11. Other washing machine			Other washing machine	1	2
12. Gas/electric stove			Gas/electric stove	1	2
13. Air conditioner			Air conditioner	1	2
14. Dish washer			Dish washer	1	2
15. Radio			Radio	1	2
16. Television			Television	1	2
17. Satellite Dish			Satellite Dish	1	2
18. Telephone			Telephone	1	2
19. Cellular phone			Cellular phone	1	2
20. Computer			Computer	1	2
Other Equipments:					
21. Bicycle			Bicycle	1	2
22. Motorbike			Motorbike	1	2
23. Automobile			Automobile	1	2
24. Trucks/vans			Trucks/vans	1	2
25. Agricultural land	Feddan		Agricultural land	1	2
26. Non-agricultural land	Sqm		Non-agricultural land	1	2

27. Livestock			Livestock	1	2	
28. Poultry			Poultry	1	2	
29. Productive assets			Productive assets	1	2	
31. Jewellery			Jewellery	1	2	
32.				1	2	
33. Apartment or house			Apartment or house	1	2	
34. other(specify)			other(specify)	1	2	

Petrol and Energy Sector

G1	G2		G3			G4			G5		
Does any member of the HH own any of the following transportation means?			What is the Cylinder Capacity (CC)			Kind of the used fuel Benzin 92 -----1 Benzin 90 -----2 Benzin 80 -----3 Solar -----4 Natural Gas -----5			Number of consumed litters in month / cubic meters for Natural Gas		
	Yes	No	1	2	3	1	2	3	1	2	3
Private car	1	2									
Motorcycle	1	2									
Tractor	1	2									
Microbuses	1	2									
Vans	1	2									
Heavy Transport Vehicles	1	2									
Rental cars kike (Taxi ,Peugeot , Tok Tok ,Box Car)	1	2									
Others	1	2									

SN	Question	Answer	Go to
G6	What does the HH use for cooking and other household purposes?(except of Electricity) (multiple answers are allowed)	Natural Gas ----- 1 Gas Cylinders ----- 2 Kerosene ovens ----- 3 Others (mention) ----- 4	G8 Next Section
G7	How much do you pay monthly in average for your HH Consumption ?	----- Pound	Next Section
G8	How many Gas cylinder does your HH consume per month and how much do you pay per each?	No of cylinders Price of Cylinder	

Education Sector

L1- Is there any of your family members in any of education levels?

Yes
1

NO -----Go to next Section
2

■ Please mention the details of your family members in the different education levels and the costs paid for each for this purpose?

L2	L3	L4	L5	L6	L7	L8	L9	L10
Education Stage	Kind of Education	Fees and books including (Donations)	External Books LE	Official School Uniform LE	School tools LE	School Transport LE	Educational Support Courses (in the school) LE	Private Lessons LE
Kindergarten----- 0								
Primary -----1								
Preparatory -----2	Gov.(Public) -	(LE)						
Secondary -----3	- 1							
Post- intermediate - 4	Private -----							
High Education ----5	- 2	Fees & Books Donations						

Health Sector

When some of the HH members get ill, where does he go for medical treatment?

SNHealth Institution	M1	M2	M3	M4	M5	M6	M7	M8
	Kind of health institution	Medical Treatment System	The Yearly Medical Treatment Costs LE				In case of answer of M2 with 5, what are the yearly fees?	In M1 if the answers are 1 or 2 or 3 or 4, what is the degree of satisfaction grade on the offered medical services? Good -----1 Medium -----2 Not Good -- 3
	Gov. Hospital ----- ----1	Free Medical Treatment	Doctors Fees	X –Rays; Laboratory Analysis and Physical therapy Treatment	Medicines	Surgeries and Hospitals		
	Gov. Medical Unit -- 2 Uni. Hospital ----- 3	1 Economic Medical Treatment -----						
	Public Medical Insurance Hospital ----- ----- 4	2 Private Treatment						
	(Mostawsif) ----- -- 5 Private hospital ----- 6	3 Gov. Medical Insurance						
	Private Doctors ----- --7 Others – mention -- 8	4 Private Medical Insurance ----- --5						
1								
2								
3								
4								
5								
6								
7								

1 – **Mostawsif** , Is a medical institution that offers medical services in low prices and are established by Churches , Mosques ,NGOs or a group of young doctors.

2- **Medical Treatment System M2** , A line for each treatment system.

3 – These different kinds of hospitals (gov., uni. , Medical insurance) can offer both free and economic medical treatment systems.

Housing and Utilities Sector

N1 – Did the family get any subsidized houses?

Yes
1

No ----- Go to P1
2

Please mention the details of the subsidized house you or any of your family members Have got?

SN for Subsidized Housing	N2	N3	N4	N5	N6	N7	N8	N9
	The kind of the subsidized house Youth Housing -----1 Regular (Popular) Housing ----2 (El Ewaaha) housing * --3 Others – mention ---- 4 *Houses given to the families who lost their houses in the Earth quick or removed from the Slum areas.	Total price of the unit LE	Value of the cooperative loan to buy the unit LE	How much money did you pay in advance to buy this unit ? LE	What is the yearly premium?	How much did you pay till now? LE	What is the remaining amount, you have to pay ? LE	What is the total time for the loan repayment? Year
1								
2								

Water Sector

P1 – Is there is a source of water in your house?

Yes
1

No
2

Please mention the details of water sources in your house

SN for the Source	P2	P3
	Kind of water source General water pipelines with private cellar ---- 1 General water pipelines with common cellar ---- 2 Others – mention ----- 3	The monthly average expenditure on water consumption from this source LE
1		
2		
3		

Annex 2. Topical Outline for Qualitative Study

A. Contextual Analysis

Broad Topics	Questions/ Issues	Source	Methods
Environment	<ul style="list-style-type: none"> Agro-ecological zones (land types, settlement type, farming systems) Climatic and rainfall situation Physical conditions of community 	<p>Key Informants Secondary Information</p>	<p>Key Informant interviews Observation</p>
	Population of Community		
Infrastructure	<ul style="list-style-type: none"> Condition of existing infrastructure? (roads, schools, drinking water, transport, irrigation, communication, sanitation) ? Are subsidies supporting the infrastructure? 	<p>Key Informants Community</p>	<p>Secondary data Transects, Community Maps Observation of community and discussion in Group interview</p>
Historical	<ul style="list-style-type: none"> What major changes have taken place in the area during last 10 years? What has been the trend for access to services (economic activities, health, postal, communication etc)? What other shocks (economic, social , political) have affected the community in last 10 years Are there any changes in women's empowerment in the last 10 years? What are these changes? Have there been any changes in the food subsidy program in the last 10 years? What are these changes? 	<p>Older people in the community Local government</p>	<p>Time-line Key Informant Interview</p>
Social	<ul style="list-style-type: none"> How is the community socially and spatially differentiated? What are the different social/religious groups in the community? What are the different types of organizations that work in this community? What are the existing governance structures? What is the level of participation of women, and poor in social gatherings, community meetings and in development activities? Cultural/social trends? (early marriage, dowry system, land renting) Who are the most vulnerable groups in the community? Who are the most vulnerable individuals? 	<p>Community Key Informants</p>	<p>Review of secondary Information Focus group Venn Diagram to map services Social Maps Wealth Ranking</p>
Political	<ul style="list-style-type: none"> What are the perceived benefits and impacts of local government structures? Which groups/bodies are influencing local level decision-making? Who mostly benefits from their decisions? 	<p>Political leaders Community</p>	<p>Key Informant Interviews Focus Group Interviews</p>

Broad Topics	Questions/ Issues	Source	Methods
	<ul style="list-style-type: none"> How has this affected the targeting of food subsidies? 		
Economic	<ul style="list-style-type: none"> What are the major occupations or livelihoods in the area? Differences in wages and labour by gender Migration trends What are the major agricultural and non-agricultural production commodities? Are there local market facilities? If not, where do people sell/buy their products? What types of financial institutions exist to support the economic activities of people? In the past 10 years, have there been any economic changes or shocks that have affected your employment opportunities? If so, what were these changes and how did it affect your income earning opportunities? How do you manage getting access to food in times of scarcity? 	Key Informants Local government officials Community	Secondary data Observation Focus Group Interviews Key Informant Interviews

B. Resources

Broad Topics	Questions/ Issues	Source	Methods
Natural	<ul style="list-style-type: none"> Where do you get the drinking water? Who is responsible for getting it? Land type, soil fertility, hazards (flooding, drought, etc.) Constraints and opportunities for getting access to natural resources Trends in resource utilization (over the last ten years) 	Community, sub- groups of the community, households	Group Interviews and Focus Group Interviews Community Transects and Maps Historical timeline
Financial	<ul style="list-style-type: none"> Source of credit, savings and loans Where do you go for loans (banks, cooperative, money lenders)? Individual or groups savings: insurance, welfare funds, scholarship programmes, revolving fund for poor Have there been any changes is access to credit in the past several years? Other forms of investment 	Community, sub-groups of community, households	Group Interviews, focus group interviews, Household Case Studies

Human	<ul style="list-style-type: none"> • What types of schools does the community have access to? (both public and private) • How far do the children go for school? Who gets to go to school? • Drop-outs? Informal education? • What sorts of skills are found in the community? Where do people go to get these skills? • Does the community have access to a health clinic? What types of health facilities are available locally? • Where do you go when you are sick? • What types of illnesses do people in the community suffer from? 	Community, sub-groups of the community, households	Group Interviews, Focus Group Interviews, Household Case Studies
Social	<ul style="list-style-type: none"> • What types of self-help groups exist in the community? Are there differences by gender or social class? How do they help? • Where do you go for help? • Do some groups exclude others from participating (formal/informal, cooperative service groups, economic) • What are the sources of conflicts between groups? 	Community, sub-groups of the community, households	Venn diagram, Group Interviews, Focus Group Interviews, Household Case Studies
Political	<ul style="list-style-type: none"> • Who controls most of the power in the community? • Is there an equitable distribution of resources? • What types of patron-client relationships exist? • Who are the marginal groups in the community? Why are they marginal? 	Knowledgeable individuals	Key Informant Interviews

C. Institutions/Structures/Organizations

Broad Topics	Questions/Variables	Source	Methods
Relationships with local government/NGO/CBOs private sector	<ul style="list-style-type: none"> • What support/contact exists with local government and NGOs? Do you or your family participate in any food assistance programs? If so please describe these? • Is it adequate? • What is needed? Or not being provided? • Any ideas about why services are not being delivered? 	Community	Venn Diagram Focus group with key people
District level Institutions Public/government (line agencies and local government) Private sector, NGO/CBOs	<ul style="list-style-type: none"> • What do they do? • Where do they work? • Who do they work with? • What are the existing levels of co-ordination? • What are the levels of capacity – human resources, physical, logistical, financial? 	The organisations themselves Talking to others who have worked with them Community	Key Informant Interviews, Secondary Documents Venn Diagram Focus Group Interviews

Broad Topics	Questions/Variables	Source	Methods
Relationship with Ministry of Internal Trade and Supplies representative that implements the subsidy program	<ul style="list-style-type: none"> Regarding food subsidies, who participates in the program and how does it affect you? What is your opinion of the registration process used for identifying households receiving ration cards? How effective is the food subsidy program? Is it targeting the right people? What is your opinion of the current commodity mix? What changes would you suggest to improve the food subsidy program? What would be the impact on you and your family if the food subsidies were removed? 	Community	Focus Group Interviews

D. Livelihood Strategies

Broad Topics	Questions/Variables	Source	Methods
Livelihood Strategies	<ul style="list-style-type: none"> What are the main sources of income and work available? What opportunities exist in the community for livelihoods? Contribution of agriculture? (cereal, cash crop, livestock and other: key commodities in terms of production, storage, processing, marketing, labour, income, constraints and risks) Off-farm Employment? (Where, What, When, How do you get employment?) What is the seasonality of work/income generating activities? What are the gender differences in access to work, types of work, and income generating activities? Do women have equal access to employment? Why or Why not? What are the differences across poverty categories in terms of access to income generating activities? (differences by social or ethnic group) Who works as a labourer as their major source of income? What are the wage rates and are these different across types of work, groups, gender, seasons? Do people migrate for work? If so what do they do and where do they go? How long are they gone? How important are remittances? What are the major economic risks to livelihoods in the community? How are you managing these risks? 	Community, sub-group of the community, Households	<p>Group Interviews, Focus Group Interviews, Household Case Studies</p> <p>Seasonal calendar</p> <p>Wealth Ranking</p>

Broad Topics	Questions/Variables	Source	Methods
Coping Strategies	<ul style="list-style-type: none"> • How do people cope when their income or productions are not enough? • Are there differences by social group, wealth rank, ethnic group, and gender? • When are the leanest times in terms of food and income? • Do people get social support when they run out of food or income? • If so, from whom and in what form? • What happens to consumption patterns during the lean season? (Adjustment of meals, types of food eaten, etc.) 	Community, sub-group of the community, Households	Group Interviews, Focus Group Interviews, Household Case studies, Seasonal calendar

E. Livelihood Outcomes

Question/Issue	Source	Method
Food Sufficiency (Food Security) <ul style="list-style-type: none"> • Describe the typical types of meals you eat in good times? How many months does this usually last? • Describe the typical types of meals you eat during lean times? How many months does this usually last? • Is there a hungry season? How many months does this usually last? • How many months can you meet your own consumption from your own production or from your own cash ? • How often do you eat the following items?(Meat, Fruit, Milk, Vegetables) • What are substitute foods when food is in short supply? • Are some members of the family more likely to receive preference in food access when food is in short supply? Who? Why? 	Sub groups in the community broken down by wealth categories	Focus Group interviews, Household Case Studies, key informant interviews, Seasonal calendars

Education	<ul style="list-style-type: none"> • Levels of literacy ,Dropout rates • Student /teacher ratios (Quality of education) • Relevance of topics taught in school to future livelihoods • Do children have the materials they need (books, writing materials)? • Adequacy of school facilities • Gender differences in literacy and school attendance • Social group differences in literacy and school enrolment • • From where do people access information relevant to their livelihoods? • What types of information do people feel that they would like to have more of? 	Sub groups in the community broken down by wealth, , social group and gender	Focus group Interviews, Household Case Studies, Key informant interviews
Health	<ul style="list-style-type: none"> • Types of diseases over the last one year • Seasons of disease • Trends in health status • Who gets sick – men/women/elderly/children • Treatment opportunities – health clinic, , public hospital • Differences among social groups in accessing health facilities • Gender differences in health treatment • Latrine status 	Community, Sub-groups of community	Group Interviews, Focus Group Interviews
Shelter	<ul style="list-style-type: none"> • What is the quality of the housing in the community? Does this vary by social group? (floor, walls, roof) • What are the sanitary conditions of the houses? 	Community, Sub-groups of community	Group Interviews, Focus Group Interviews
Social	<ul style="list-style-type: none"> • Social conflicts in the past 1 year (type, issue, people involved, steps taken to mediate the conflict) • Conflicts related to women’s issues (dowry, divorce, torture, abuse) • Involvement in community development work (type, who was involved, who funded the initiative) 	Community, Sub-groups of community	Group Interviews, Focus Group Interviews
Personal Security and Safety	<ul style="list-style-type: none"> • Perception of crime rate in community-is it increasing or decreasing over the last year? Why? • Crimes against women and children-is it increasing or decreasing? Why? • What is the relationship between the different social groups in the community? 	Community, Sub-groups of community	Group Interviews, Focus Group Interviews
Environmental	<ul style="list-style-type: none"> • What is the status of your water access? (quality, distance) • Access to fuel sources? • Do you feel more vulnerable or less vulnerable to shocks? (floods, droughts) Why? • Have the community sanitary conditions gotten better or worse in the past 10 years? Why? 	Community, Sub-groups of community	Group Interviews, Focus Group Interviews

Annex 3: Vulnerability and Food Subsidy Matrices by Governorate

Vulnerability Summary: Alexandria Governorate

District: Community:	El Labban El Labban	Mansheya Souk el Tork	East Sidi Gaber	Al Agami/Bahareya Al Dekhalia	Karmouz Karmouz	Center El Ebrahimeya
Factors that have increased vulnerability of people living in Alexandria						
Economic	Inflation, devaluation of local currency, Prices increase Privatization led to lower employment Terrorism has reduced tourism	- Unemployment increasing - Devaluation - Prices increasing - Privatization reduced employment	- Unemployment increasing - Devaluation, prices are increasing - Privatization reduced employment (textile factories)	- Privatization reduced employment (factories) - Increase in prices, devaluation	- Prices increasing - Privatization and closure of port in Alexandria contributed to increasing unemployment	- Privatization has reduced employment - Devaluation, inflation and prices increase
Political	War in Iraq: returning immigrants (lower remittances, unemployment ↑)	War in Iraq: returning immigrants (lower remittances, unemployment ↑) Tensions with Palestine	War in Iraq: returning immigrants (lower remittances, unemployment ↑)	Corrupted police	Fear of war. September 11 th has increased racism against Egyptians abroad and immigrants come back	Tensions due to war in Iraq
Environmental	Pollution	Pollution increasing Locusts		Pollution caused by factories	Locusts Chemicals and pollutions in the air	Pollution
Social	- Divorce increasing - Population increase (scarcity of housing and employment)	More difficult to marry			Disruption of families due to more difficult marriages, bad TV influence	Divorce increasing Stress especially among youth
Vulnerable groups	Ranked as follows: • Employees • Unemployed • Handicraft workers • Widows with children and no income	• Families without an income earners • Street hawkers. • Widows.	- Illiterate petty traders/merchants. - Day laborers - Employees with low fixed salary - Widows - Divorced	Small traders, people with occasional and unsecured jobs, widows, single parents, orphans.	Pension holders and wage workers	Employees: low fixed wages People working in handicrafts/ free workers. People unemployed by privatisation. Pensioners and widows.
Income/ food gap/ critical times	In summer, food prices are higher as there are a lot of tourists Difficult times: school entry, feasts, social	Difficult times: school entry, feasts such as Ramadan, social occasions, end of month for employees, winter Main problem is lack of	Food is available, problem is lack of income. Difficult times: school entry, feasts, social occasions, end of	Food is available, problem for the poor is lack of income. Difficult times: school entry, feasts such as Ramadan (many	Difficult times: school entry, feasts such as Ramadan (many expenses), summer	Food is available, problem is lack of income and growing prices Difficult times in holiday seasons as

	occasions, end of month for employees, winter (low employment).	sufficient income to buy food throughout the whole year	month for employees, summer when prices higher because of tourists.	expenses)		things become more expensive
Coping strategies						
Household	<ul style="list-style-type: none"> - Substitute expensive items with cheaper ones - Decrease quantities consumed - Borrow, reduce other expenditures - Work longer or look for other jobs - Favor men or children 	<ul style="list-style-type: none"> - Substitution (i.e.: chicken instead of meat) - Decrease quantities consumed/ reduce # meals - Borrow money - favor children 	<ul style="list-style-type: none"> Rely on cheapest food items, reduce other hh expenditures Borrow money Ask relatives for help Reduce # meals Favor children 	<ul style="list-style-type: none"> - Reduce other expenditures - Borrow money - Favor children 	<ul style="list-style-type: none"> - Reduce consumption of expensive items - Diminish quantities and meals consumed - Look for additional jobs - Borrow money 	<ul style="list-style-type: none"> Look for other jobs to increase income Reduce consumption of expensive items such as meat Prioritized the feeding of children
Community	<p>Legislative committee offers support to widows</p> <p>Better off people and charity groups offer in kind donations (medications, food) for the poor</p>	<p>Support obtained from relatives and friends. Wealthy people offer support</p>	<p>Public organizations, legislative committee, orphanage, working women's organizations, and other special interest organizations support vulnerable groups, with food and financial aid. National committee offers free lunch and food bag distributions during Ramadan.</p> <p>Family networks really important</p>	<p>Wealthiest families help poor families in religious feasts such as Ramadan</p> <p>National Committees offer monthly salaries to the poor and widows along with some food assistance on religious grounds</p>	<p>Wealthiest people help the poor</p> <p>Legislative committee helps on special occasions such as Ramadan</p> <p>Mosque and church organizations assist the poor</p>	<p>Organizations such as the Islamic and Christian national committees offer monthly food assistance, and some financial assistance. Some wealthy families also give out food, goods, and money, especially in occasions such as Ramadan</p>
External safety nets	<p>Majority NOT interested in insurance due to low incomes and cost. About 30% have social insurance. They participate for coverage in old age and in case of illness. The insurance is insufficient because those in need don't have access. Street children are not cared for. Pensions should be</p>					

	increased.					
Outcomes						
Income/ livelihoods	Woodworkers/traders Plumbing Customs packing and storage Handicrafts Textile/ clothing production	- Commercial work and trading. - Day work such as hauling wood and selling vegetables. - Street hawking and temporary work during the holidays. - Carpentry, steel work, fishing, tailors, and shoe-making	- Government work - Private sector (markets/ shops, cafes, bookstores, computers) - Professional sector: medical, legal offices, accountants. - Handicrafts, plumbers, electricians, car mechanics. - Sales - Security staff - Remittances - Tourism/services	Small commerce - Construction work – Fishing - Supermarket employment - Trades – mechanics, drivers, plumbers, and carpenters - Government employment - Small company employment No agriculture	This is a urban area of Alexandria Handicrafts (carpentry, metalworking, perfumery, grocery stores..).Building construction, clothing stores, and fabric shops. Fishing. People also sell wood and work as mechanics, street hawkers, and perform factory work.	Urban area 60% employees in companies Self-employed in trading and small projects. Salespersons, cleaning workers, and hawkers make up other livelihoods
Migration	Internal migration to North coast to work in tourism External migration to Europe, US, Arabic countries Migration to Middle East (and remittances) declined because of war in Iraq	Internal migration to North coast to work in tourism External migration to Europe, US, other Arabic countries	Internal migration to Alexandria, Sinai, North coast (tourism) External migration little, to Italy, Spain, Libya, France, Greece. Problems of people using illegal means to migrate, especially in Europe.	Internal migration to North coast to work in tourism External migration to Libya and Marina. Migration overseas very difficult due to regulations and high travel costs. Some migrants return without finding work	Internal migration to Borg el Arab, Marina, Agamy. Migration abroad rare, mostly youth who can not find employment here	Internal migration to North coast to work in tourism Migration overseas too expensive, migration to other Arabic countries decreasing due to low job opportunities and low salaries
Seasonal	Employment in tourism is seasonal	More work available in summer	Tourism offers jobs in summer	Fishing during summer	Fishing and tourism activities seasonal	Fishing is seasonal. More work in summer
Gender	Men have greater employment opportunities, women hired as they accept lower wages. Women education has improved, some women have high position in Gov. jobs Women more open and present in society (but still facing traditions	Women find work if they accept lower wages. Women work in libraries, telephone exchanges, and commercial shops. Women education has improved and some women have high position in Gov. jobs and in civil service Early marriage rare as	Women find work if they accept lower wages Women education has improved, and women are entering the labor force. Women know their rights and are more politically engaged. Average marriage age has increased, dowry is	Women find work if they accept lower wages. They work in stores, supermarket. Women do not work where lots of men work Women education has improved. Women have entered the labor force, and participate in social and political life Early marriage	Women find work if they accept lower wages, women work in workhouses, clothing shops... Women education has improved, and women can now get higher jobs than before Early marriage disappearing, still cases of dowry	They say that women are better in finding jobs, and their employment is more stable. In the private sector women are paid less. Men do jobs physically demanding Women better educated than in the past. Participation in social occasions is not high as women are busy withy

	and customs) Early marriage disappearing, dowry rare	living costs too high	rare	disappeared		both work and families + participation is expensive. Early marriage rare (high costs of marriage)
Health	Public and private hospitals, insurance hospitals, private hospitals, clinics, military hospitals, medical units and voluntary clinics. Not in the village, but nearby. Treatment is poor in the public hospital. Poor people aren't able to access medications. There is little satisfaction with the medical insurance and associated doctor(s).	Public hospitals, but service is poor. Most people prefer private hospitals where the care is better but more expensive. People often borrow money to pay for private care fees.	No public hospital, but some public clinics. Private services good but expensive. There is medical insurance available, but many costs still have to be paid by people.	Public health services available, but very low quality. Only better off can use private health facilities	Public hospitals but treatment is poor. Some feel that only private doctors and clinics provide proper medication Medications should be made more affordable and there should be health insurance for the whole family not just individuals.	Public hospitals available but provide poor care and limited medications. Some affordable clinics provide better care than private doctors or hospitals. Medical insurance plans do not provide good doctors or enough specialists
Education	Schools available at all levels. Private schools are better but few families can afford them. Complaints about high class density in public schools. Illiteracy still high, especially among adult women (80%) Low drop out, mostly to work (boys)7families do not think girls' education important Common periods of drop out are end/ mid year and the last year of	No public high schools. Classes for illiterate adults available The drop out rate is high because scholastic success depends on private tutoring which entails higher expenses. Children in low income families in particular have to drop out to seek employment to support their families	Private and public education at all levels. Some school need maintenance. Residents complained for lack of proper school administrations, low quality of teaching, and education costs (for private lessons). 25% of adult (old people mostly) illiterate, but illiteracy decreasing 30% drop outs, especially at the beginning/end of school year. This is	Public and private schools. Private schools preferred. In public schools classes are crowded and quality of teaching low. 20% drop outs, boys work to support families, some girls taken out as parents do not think education is important for them Adult literacy classes available	Private and public education at all levels. In general people satisfied with schools, but high class density in public schools. Illiteracy 10-40% Drop out low, mostly poor boys to work and help their families	Private and public education available at all levels. Private schools are better, but more expensive. Classes offered for illiterate adults Drop outs high in public schools also because low quality of education. It can reach 20%

	prep due to high expenses and the increasing need for private lessons		because of the costs of private lessons, lack of management and supervision, the need to work.			
Loans/ credit	Banks available, no money lenders. Loans and individuals and constrained by high interest rates, requests for guarantees and collaterals	Banks, business committees and social fund provide loans to individuals. But procedures complicated and interests too high.	Banks (high interests and collateral requested), public loan fund (Small loans), social development fund (offers group loans), and business committees (group loans) provide loans	Individual loans are available through banks, businessmen committees, and a youth project. Collaterals needed	Individual loans are available through banks (interest rate of 30%) and businessmen committees (10%). Properties used as collaterals.	Banks, business committees but high interests. National committee provides small loans for small business at more favorable arrangements. There are moneylenders
Water	Drinking water from Nile (Alexandria Water Company), but extremely polluted. No agriculture in the area so no need for irrigation water	Water from Nile (Alexandria Water Company). 1 water stations, 9 water tanks. Water is polluted	Water from Nile, provided through Alexandria Water Company. Service poor, and water quality bad. Need of purification equipment and better network.	Water from the Nile (water piped and delivered to houses by faucets)	Piped water (good). Need to do maintenance on some pipes (or water gets mixed with sewage).	Water piped and delivered to houses by faucets Water of poor quality as pipes are old and rusted.
Sewage/ garbage	One government drainage system, but needs further maintenance (families pay to maintain the system) <i>Onyx</i> company removes garbage every 2 days, but still garbage accumulates in certain areas	Good sewage system available, people pay it in water bills Garbage cleared by a company	Need to improve drainage system: population is increasing and new buildings have been built Garbage collected by a company (fees paid)	Sewage network very old and antiquated. New one is being built, but not all areas included.		2 main sewage stations and 10 branches. Pumps and clearing cars also clear sewage
Services	Area has no main roads, secondary roads available need maintenance Public transportation available (trams) Telecommunication ok	Roads are good. Trams, minibuses and minibuses available Electricity network good Telecommunication good	Some maintenance needed for roads Public trains, trams, and buses available, but need maintenance Telecommunication ok	Roads need some maintenance Public and private transportation available. Public buses need maintenance Telecommunication ok	Roads need maintenance (no highway nearby) Public transport ok (efficient and good) Electricity and telecommunication good	Public transportation is fine. Roads ok Telecommunication ok
Housing	No more public houses	Housing according to		Housing according to	Some subsidized	Public housing/youth

	available	economic status. No mention of public support for housing		economic status. No mention of public support for housing	housing available.	housing exists but not sufficient
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Food Subsidy Summary: Alexandria Governorate

District: Community:	El Labban El Labban	Mansheya Souk el Tork	East Sidi Gaber	Al Agami/Bahareya Al Dekhalia	Karmouz Karmouz	Center El Ebrahimeya
1. Type and quantity of commodities	Quantity insufficient. Oil, sugar and rice don't cover one month's need for an individual. They asked for meat, eggs, flour	Quantities are not enough. They ask for meat, fish, flour, chicken, and detergents	Do not like much commodities' mix	Quantities not sufficient, especially for larger families	Sugar, rice, oil, lentils, beans, tea, ghee and macaroni provided. The amounts are not sufficient	Oil and sugar never enough. Asked for more nutritious food
2. Availability of commodities	Some goods are unavailable because they are imported. Crowds at bread ovens make it difficult to purchase		Wheat not available			
3. Quality of commodities	High: sugar, oil, rice, tea Low: lentils, bean, macaroni and ghee.	Beans, macaroni and lentils are poor, ghee is terrible	Low quality of lard and noodles	Rice, sugar, oil: good quality Beans, tea, lentils: poor quality	Rice, sugar, oil, and tea: very good quality Lentils, beans and ghee: bad quality	Macaroni, lentils, beans, and ghee are poor quality
4. Participation	Some families participate fully, others only partially	Total population is 10.191, and the large majority participate in the program	Only 15% participate. Standard of living in Sidi Gaber is pretty high. Both full and partial participation	All community hhs participate in the program, either fully or partially	85% participated	Majority of people have cards and get support
5. Registration Process / Targeting	No registration of new family members since 1988; for new families it is almost impossible to get a card. Most of the time, support reaches wrong people	Registration process inefficient. No cooperation or communication between government divisions, civil records offices, and the provision office. In many cases, those who deserve cards don't have them	No registration of new family members since 1989. Some rich people benefit from the program, while some orphans or widows do not		New families can not get card even if they deserve inclusion, new children can not be added neither	Newborns cannot be registered. New registrations are blocked
6. Corruption	Those with support who do not need it sell the items in the black market	Lot of bribes and corruption. Merchants try to earn more, no	Police and armed force members benefit from the program, although they do	Some people participate in the program lying about their job status	Merchants sell good in the black market	Sellers steal rations and increase prices (lack of control)

		controls.	not need it			
7. Importance	Program crucial to keep prices low	The program is essential	People feel the Gov. is taking care of them	Program necessary to reduce income burden for poor families	Very important to cover needs of poor hhs	Rations are crucial for poor families
8. Recommendations	<ul style="list-style-type: none"> -Review registration process -Increase quantities of sugar, oil, rice -Replace poor quality items (beans, lentils, ghee) with better or different goods 	<ul style="list-style-type: none"> - Improve quality macaroni, beans and lentils - Increase quantity rice - Replace ghee with oil - More controls on prices - Review registration system 	<ul style="list-style-type: none"> - Discontinue lard, beans and lentils. - Increase quantities of rice, oil, sugar and tea. - Increase wheat shares. - Add new born babies. - Revise the registration process every three years. - Punish the cheaters 	<ul style="list-style-type: none"> - Add more protein foods (chicken, fish) - Add wheat - Increase quantities of rice, sugar, noodles, and oil and stop providing ghee, beans, and lentils. - Introduce financial aid 	<ul style="list-style-type: none"> - Increase the amounts of rice, oil, and sugar. - Add fish, meat, and chicken. - Improve the quality of lentils, beans, and ghee - Review registration system 	<ul style="list-style-type: none"> - Increase quantities of sugar and oil - Replace the ghee with butter. - Provide better quality macaroni. - Replace beans with rice. - Add meat - Open registration for newborns
9. What will happen if program cancelled	Prices will increase, poverty and theft will also increase. If the program is cancelled, it should be replaced with financial aid	“Internal explosion” hunger, more thefts, more crimes. Prices will increase	Cancellation will lead to riots, social uprising and legal problems.	Economic insecurity, food scarcity. <i>People can not live without the program</i>	“It would be like killing people” Prices would go up	People will be starving and prices will increase (also in black market)

Vulnerability Summary: Assyut Governorate

District: Community:	Manfalout Manfalout City	Manfalout Bani Rafe'	Abu Tig Abu Tig City	Abu Tig El Massoudi	Al Kouseiah Madinet	Al Kouseiah Balout
Factors that have increased vulnerability of people living in Assyut						
Economic	<ul style="list-style-type: none"> - Increases in prices (also due to devaluation, raise in oil prices) - Unemployment is increasing - Decline in construction market affecting occasional laborers 	<ul style="list-style-type: none"> - Drop in prices of certain crops such as beans, onions - Gov. decision to buy cotton only at reduced prices: decreasing income for cotton farmers - Raising unemployment - Agricultural lands reclaimed by original owners (land tenancy law of 1997): increasing prices for buying or renting land 	<ul style="list-style-type: none"> - Unemployment is increasing - Some factories have closed contributing to unemployment; privatization has also contributed; - Devaluation and increasing prices - Stagnation in sector such as construction sector - Agricultural sector is declining as land is becoming scarce and more expensive 	<ul style="list-style-type: none"> - Devaluation and increasing prices - Price of lands is increasing; lands available is limited - Unemployment raising - No work opportunities other than agriculture 	<ul style="list-style-type: none"> - Privatization has reduced employment - Devaluation, inflation and prices increase - Agricultural lands reclaimed by original owners (land tenancy law of 1997): increasing prices for buying or renting land - Increasing unemployment and lack of job opportunities in gov/private sectors 	<ul style="list-style-type: none"> - Devaluation and increasing prices - Unemployment increasing - Gov. decision to buy cotton only at reduced prices: decreasing income for cotton farmers - Agricultural lands reclaimed by original owners (land tenancy law of 1997): increasing prices for buying or renting land - Lack of job

		- Crisis in agriculture makes it difficult to find employment -				opportunities -Insecurity of occasional/seasonal jobs
Political	Authoritarian ruling affecting people's activities War in Iraq: returning immigrants (lower remittances, unemployment ↑)	- Uncertainty due to results of recent elections - War in Iraq: returning immigrants (lower remittances, unemployment ↑)		Gulf war and repatriation of immigrants	War in Iraq: returning immigrants (lower remittances, unemployment ↑)	Immigrants returning from US (after 9/11), and from Iraq and Kuwait
Environmental		Violence and criminality	Violence and criminality	Destruction of sunflower seeds in recent years	Pests have affected and damaged agricultural crops	Extensive damages to bean crop
Social			Rise in population contributes to unemployment	Crime and violence Sense of insecurity		
Vulnerable groups	80% should be considered vulnerable (low income families, small farmers, peddlers, seasonal workers; elderly, widows, orphans)	Seasonal labours are considered the most under-privileged groups, followed by low income employees, pensioners, widows, orphans and those who don't have fixed income	The casual laborers, without fixed salary; families with a large number of children; orphans, widow, elderly and manual labor	Majority of families are vulnerable, especially farmers with small or no land, occasional and daily workers (hard to find daily employment in agriculture)	The most vulnerable groups are seasonal labourers, followed by governmental employees, and travelling salesmen.	Agricultural workers, red brick labourers, orphans, widows, disable people, farmer with no/limited land, occasional workers.
Income/ food gap/ critical times	Main problem is lack of sufficient income to buy food throughout the whole year Difficult times: school entry, religious festivities, second half of month for employees	The problem lies in their financial inability to purchase necessary items	The most difficult times are the beginning of the school year and religious festivals; however, the main problem lies in their financial inability to purchase necessary items	Major problem is lack of income. Nov/Dec/Jan really difficult as agricultural work is limited	No particular time for food shortage (some have said that the city sometimes faces a shortage in the supply of sugar, oil and rice); main problem is poor income Problems in winter when sometime food shortage is witnessed	Major problem is lack of income/increasing prices Income does not cover the whole year
Household	- People prefer cheaper items such as bread; they do not consume meat but protein substitutes (lentils,	-Rely on cheaper quality and available food items such as falafel, preserved cheese, potatoes, and	- Consume strategic reserves and cheap food items - Limit purchasing of expensive and not	- People prefer cheaper items such as potatoes, tomatoes, eggs, beans, lentils, bread	- Seek additional employment in different sectors - Limit consumption of items such as meat, but	- People prefer cheaper items/limit other expenditures - Meat substituted with fish and chicken

	beans, eggplant) - reduction in quantities and number of meals consumed - People seek additional employment (second job) -Families send their children to work	eggplant - Look for second employment - Borrowing - reduce expenses for non food items	necessary items - People take loans from others. . Children work - Group-lending mechanisms with friends and relatives - Purchasing with deferred payments.		consume cheap food items - Take children out of schools	- Reduction in quantities consumed -Sell assets to buy food
Community	Non-governmental organizations such as religious groups provide assistance informal self-help groups also present Rich people support poor families (but very limited)	- Limited number of organized self-help groups. -Churches provide in-kind and financial assistance to poor families - A civil society organization, funded by CARE, provides social and financial support to widows and needy families, in addition to free medical services and food supplies - Assistance from rich individuals is also offered in religious occasions and feasts	Very little organized support and assistance. Some rich individuals support the poor with in-cash or in-kind contribution	There are no community organizations to provide assistance and support Rich people provide some support to the poor especially in special occasion such as feasts	There are several non-governmental, religious and development organizations and self-help groups which provide some in-kind and in-cash assistance to the poor Assistance is mostly provided during feasts and religious occasions	There are no non-governmental associations to provide assistance to the poor Some assistance provided by wealthy people to support the poor during feasts and religious occasions The church provides both in-kind and in-cash assistance as well as health services to the poor
External safety nets		Ministry of Social Insurance provides in-kind assistance during the winter season and special occasions. No regular social assistance available		No social assistance available		No social assistance available
Outcomes						
Income/ livelihoods	Government employees, agriculture, trade. In addition, there are seasonal workers, casual labor	Agriculture represents 60 % of the employment market, 20 % is government employment and the remaining 20% are skilled labourers,	40% agriculture sector; 20% commerce; 20% industry; 15% government employees, 5% work as manual labor	70% employed in agriculture; 10% government employees	Agriculture is the main employment sector Other jobs include trade, handicrafts, hand labour as well as government and private sector employment	75% employed in agriculture, including young girls and boys; government employees and occasional/unskilled workers

		working as house painters, carpenters, labours in bakeries or brick factories				
Migration	<p>Internal migration to New valley, Cairo and Alexandria (but not really significant)</p> <p>External migration to Libya, Jordan and other Gulf States (but migrants returning from Iraq)</p>	<p>Migration is usually to places like Alexandria and Cairo and it reaches up to 50 % of the young people.</p> <p>External migrants usually travel to Libya, particularly during the summer season, as it does not require work contracts. A few of these migrants travel to Saudi Arabia,</p>	<p>Internal migration to other governorates such as Cairo, Alexandria, and Hurghada. – it is seasonal migration and represents 30% of the migrant population</p> <p>External migration to Saudi Arabia and Libya</p>	<p>Internal migration to Giza, Cairo and Alexandria (10% of residents)</p> <p>Very little external migration, mostly to Saudi Arabia; intention to return</p>	<p>Immigrants returning from Gulf area because of Iraq war</p> <p>External migration mostly to Kuwait, Qatar, other Gulf countries.</p> <p>30% of migrants go to the city of Al Kouseiah. Migration also to El Cairo, Alexandria, and the Coast. Migration is mostly temporary, as not financially fulfilling</p>	<p>Internal migration to Cairo and Alexandria (20% of youth)</p> <p>External migration to Libya, Kuwait and other Gulf States, US and Holland. Temporary, not permanent</p>
Seasonal	Occasional work in construction	Seasonal agricultural employment	Seasonal agricultural employment	Seasonal agricultural employment	Seasonal agricultural employment	Seasonal agricultural employment
Gender	<p>- Women's education has improved. Women can have important positions education sector; female presence in labor force has increased, especially in gov. and public sectors</p> <p>- Men have easier access to jobs in agriculture and in commerce</p> <p>- Women participate more in public life, especially in social events such as weddings and funerals</p> <p>- Women's status in families has improved and they have more freedom in marriage choices</p> <p>- Average marriage age</p>	<p>Number of educated and working women is increasing. No gender differences in salary in public sector, but differences in agriculture where women earn less (few women work in agriculture)</p> <p>Women have higher awareness towards cultural and health issues; increasing participation in social life</p> <p>Frequency of early marriage and dowry are declining</p>	<p>Increased education among women</p> <p>Women have key government positions; Women also work as saleswomen. In general, more work opportunities for men</p> <p>Women's participation in social life increased; 40% of women have voted in past election</p> <p>Early marriage still exists, but declining</p> <p>System of dowry/wedding gift still used</p>	<p>Women's education level has improved. Women participate in social life and elections, but social and cultural traditions still constraint women</p> <p>Only young girl, not women, can work in agriculture</p> <p>Early marriage rates have declined, dowry still exists</p>	<p>Increase in education levels and women's participation in the work force</p> <p>Women's status in families has improved and they have more freedom in marriage choices</p> <p>50% of women voted at the recent parliamentary elections</p> <p>In agricultural employment, girls earn less than boys</p> <p>Early marriage disappearing, also for hard economic conditions and</p>	<p>% educated women has increased. Women are more aware of health issues and have more decision power within families</p> <p>Women participate in social life, but social and cultural traditions still constraint women</p> <p>Average age of marriage for girls is increasing</p> <p>No dowry system</p> <p>Women have limited work opportunities</p> <p>Only young girl, not women, can work in agriculture; girls earn</p>

	has increased, dowry still exists				unemployment of young people Debate about dowry system	less than boys
Health	1 public hospital, which also include a MCH centre Sanatorium, private hospital, health unit, private clinics, dispensaries available. People prefer to go to public hospital; if they can afford and it is necessary, they also seek for private clinics'/hospitals' treatment. Rich people go to private clinics and hospital	One health unit that provides family planning services and vaccinations, 7 private clinics, 8 pharmacies and a private lab Rich people can afford private clinics	One public hospital, one medical insurance hospital, a mother and child health centre, and three private hospitals affiliated to religious institutions. There are also 70 private clinics, 29 pharmacies, and one specialized family planning centre Some complaints about the quality of services in public hospital	One government health unit available, but very limited treatment offered. Complaint about low quality of services offered People need to seek treatment in other cities	Private clinics, pharmacies, two public hospitals, two private hospitals, a maternal-child care centre, and an urban health unit Majority of residents seek treatment at the government hospital due to its low cost. However the service is known to be inadequate Dispensaries affiliated to civil associations also provide good medical services at nominal fees	One government health unit available, but services available are limited to family planning and vaccination. 10 private clinics, 5 pharmacies and one church dispensary If possible villagers prefer to use private clinics
Education	Private and public schools at all levels. Adult literacy classes available, but not really successful for lack of awareness Drop outs low (higher for girls); in rural communities, drop outs high in harvesting season.	5 primary schools, one preparatory school. One Azhari mixed school with primary, preparatory and secondary levels. One community school (mainly for girls) affiliated with UNICEF program Dropout at the primary level does not exceed 5%, higher for boys of poor families who have to work. Girls drop out in preparatory and secondary schools for marriage (15%)	Private and public schools at all levels Limited drop out, mostly amongst males at the preparatory level because they work for their families. Females usually drop-out because schools are located far from their homes/ because for economic reasons Literacy classes offered	Public primary and preparatory school available Drop out is 5%; drop outs highest among males especially in harvesting season. Illiteracy classes offered, but limited results in eradicating illiteracy (limited attendance, lack of awareness on importance of education) Complaint about low quality of education	Six primary schools, four preparatory schools, two secondary schools, one secondary commercial school Private secondary school, two Azhari schools Dropout at the primary level does not exceed 5%. Temporary dropout may occur in the cultivation and harvesting seasons. Girls drop out in preparatory and secondary schools for marriage. Drop out if	Public primary and preparatory school available Around 7% drop out annually, out of which 4% are permanent dropouts and 3% are temporary drop outs (agricultural season). Drop out higher for males in primary schools, for girls in preparatory school (especially for marriage) Literacy classes offered (adult illiteracy is 30%, higher among women)

		Many literacy classes offered, but not really effective. Illiteracy rates still high among adults (70%)			families can not afford school costs Literacy classes offered, but not really effective. Illiteracy rates still high among poor families	
Loans/ credit	Banks, but procedures complicated and interests too high; private loaners Women associations and CARITAS also provide small loans	Agricultural Development and Credit Bank and Naser Bank, business associations (but procedures complicated and interests high) Individual loan providers ask very high interest rate Community development association grants loans at small interest rate for small and micro enterprises with funds from CARE	Nanks, one business association, Social Fund for Development, Rural Women's Development Project provide loans In banks and formal lending institutions, problems of high interest rates and difficult bureaucracy	Agricultural Development and Credit Bank or Banks in other cities, but procedures complicated and interests too high. Individual loan providers ask 12% interest rate UNICEF provide loans without interest to families with children with Polio	Banks and business associations available, but procedures complicated and interests too high	Agricultural Development and Credit Bank provides loans to those who own land (but procedures difficult, high interest rates, and high requests for guarantees and collaterals) CARITAS (small loans that serve micro-projects) Rich individuals provide loans at very high interest rates
Water	Two water station supply 98% of residents. Third is under construction. Fee need to be paid to install connection to water system. Main pipelines need to be renewed. Installation of ionization system for sewage has led to contamination of water in ground wells. Problems with provision of water during winter blockage	Two stations; water supply from ground wells. Stations serve around 80% of the village residents. The other 20% rely on their neighbours or private water pumps. NB: Recent contamination of drinking water through leakages from sewage water: Ministry of Irrigation is built the second water station at a depth of 136 meters	Two water stations 95% hhs connected 2 types of irrigation, using table water or through the canals. Table water causes salination of soil	Ground water station (80%); water pumps (20%). Waster quality is acceptable Canals and water wells used for irrigation	Water from ground water wells, through pipes connected to main water pump. 95% houses connected Water from canals used for irrigation	One water station with water from ground water wells. 85% hhs connected Irrigation based on one cabal/irrigation pumps (farmers pay an irrigation cooperative to use the pumps) Problems with provision of water during winter blockage

	Irrigation water from canal or from water wells (ground water)	Irrigation through canals and through ground water				
Sewage/ garbage	<p>Sewage systems available: rain wells or ionization system. Project for new sewage system not completed yet for lack of funding</p> <p>Waste disposed off in the streets, canals, or drainage outlets: lack of proper garbage collection system</p>	<p>No sewage network but a project was being initiated. Sewage systems already available include rain wells and ionization system</p> <p>Wastes disposed off at the periphery of the village or in the drainage canals</p>	<p>Sewage network project has not yet been completed. Families use drain wells using trenches, tanks, or the ionisation system. Wastes are disposed off by dumping it close to the cemetery</p>	<p>Artificial sewage wells used, cleared periodically</p> <p>Solid waste used as fertilizer or as fuel for traditional ovens</p>	<p>Artificial wells used for sewage. Ongoing sewage project to install a sewage network</p> <p>Project for new sewage system started, but not completed for lack of funding</p>	<p>No sewage network; 95% houses rely on drain wells</p> <p>Lack of government subsidy or the installation to improve sewage system or install a new one</p>
Services	<p>Roads need to be leveled and repaved Taxis, micro-buses</p> <p>80% has telephone lines; public and private phone facilities available Fuel: 90% use butane gas cylinders. Others use kerosene</p>	<p>Both main and secondary roads in bad conditions</p> <p>Micro buses and pick-up trucks for transport, but prices asked by owners are too high</p> <p>Two public phone facilities and many private ones</p> <p>10 electricity transformers serving around 80% of the residents</p>	<p>Only highway is paved, other main and side roads not paved Micro-buses, ck-up trucks and horse carriages are available modes of transportation</p> <p>1 public and several private phone facilities available; 70% of houses have telephone</p>	<p>All roads are dust roads No public transport; mini trucks used</p> <p>No public telecommunication facility; 50% of houses have telephone</p> <p>Almost all houses have electricity</p> <p>Fuel: 80% use gas cylinders. Others use kerosene</p>	<p>Main roads paved. Side roads unpaved and dust</p> <p>No public transport; they use three wheel scooters (tok tok)</p> <p>1 public and several private phone facilities available</p>	<p>Main road not leveled nor paved. Other roads too narrow</p> <p>One microbus and pick up truck available for trips to other villages/towns</p> <p>No public telecommunication facility; 80% of houses have telephone</p> <p>98% houses have electricity</p>
Housing						

Food Subsidy Summary: Assyut Governorate

District: Community:	Manfalout Manfalout City	Manfalout Bani Rafe'	Abu Tig Abu Tig City	Abu Tig El Massoudi	Al Kouseiah Madinet	Al Kouseiah Balout
1. Type and quantity of commodities	Quantities not sufficient, especially for sugar, oil, tea, and flour		Quantities are not enough, especially for rice, oil, sugar	Quantities not sufficient; more categories should be included	Quantities are not enough, especially for large families	<p>Meat should be included</p> <p>Quantities insufficient</p>

2. Availability of commodities		Reasons for limited availability of subsidized commodities: - The attention given by government to urban societies and cities while neglecting Upper Egypt rural communities in general and the villages in particular; - The limited number of cooperatives that could help in the distribution process of subsidized goods; - The absence of stringent controls over distribution outlets, which serve the village.		Not enough bread available; only one bakery available.		Commodities unavailable as supply trader to not receive adequate allocations One supplier is not enough
3. Quality of commodities	Very bad: cooking fat (ghee), black lentils.	Macaroni, bean, and black lentils: poor quality	Poor quality: cooking fat, black lentils, and beans	Ghee, beans, macaroni, and black lentils: very poor quality and not all hhs consume them	Black lentils, beans, and cooking fat (ghee) not used for poor quality	Bad quality: beans and lentils Good quality: sugar, tea
4. Participation	40% of families have ration cards. In many families not all members are included Many people in need do not have ration card because of inefficiency of registration system	Around 50% of population can benefit from ration cards	10, 908 persons benefit from the subsidy system; this is only a small percentage of the population	Majority of families participate, but not the new weds	45 thousand individuals (16,000 families) have ration cards (total pop. is 68,500 people) Some of those in real need do not have ration card	75% families have ration card, but prices are still too high
5. Registration Process / Targeting	Registration of new born on hold since 1989. Newly weds are not entitled to be issued ration card	- Registration of newborns on hold since 1989 - Registration process sometimes reopens for a short period of time. No prior notification takes place to give families an opportunity to register - Newly weds have not	The Registration process is unjust and inaccurate as it does not include all those who deserve the subsidy. Registration of newborns has been on hold since 1989	Registration stopped since 1989; not all those in need are included	Registration of new born on hold since 1989. Newly weds are not entitled to be issued ration card	Registration of newborns on hold since 1989 Registration process sometimes reopens for a short period of time. No prior notification takes place to give families an opportunity

		been permitted to issue separate ration cards as of 25/4/2004 - Many in need are not included	The subsidy system provides assistance to people who are not really in need of it			to register Lack of well-defined system for the registration to identify families that deserve this subsidy.
6. Corruption	Limited control of the distribution system; no control over bakeries (bread stolen, or wasted)	Bakery owners' continuous attempts to steal subsidized flour and sell it on the black market		Idea that cities benefit more from the subsidy system than small villages Not enough control on bakery and grocery stores		
7. Importance						
8. Recommendations	<ul style="list-style-type: none"> - Improve distribution through better control - Addition of meat/chicken in the system - Improve targeting and registration system - Increase quantities of sugar, oil, tea, and flour (instead of bread) 	<ul style="list-style-type: none"> - Add meat to the ration card - Increase sugar, flour and oil allocations - Reinforcement of tighter controls over bakeries - Improve registration process - Improve the quality of beans, macaroni, black lentils or substitute them 	<ul style="list-style-type: none"> - Black lentils be replaced with yellow lentils - Improve the quality of beans, and substitute cooking fat (ghee) with other commodities as sugar - Increase rice and sugar quantities -Renew registration system - Reinforcing tighter controls over the subsidy distribution system 	<ul style="list-style-type: none"> - Increase quantities of sugar, flour, and oil - Need to improve quality of commodities - Improve targeting and registration system 	<ul style="list-style-type: none"> - Cancel beans and lentils, and increase quantities of other commodities such as sugar and flour - Add other commodities such as soap - create a cooperative to manage and improve the registration system 	<ul style="list-style-type: none"> - Further reduce commodity prices -Increase quantities of commodities such as sugar and tea -Substitute beans and lentils with other commodities Meat should also be subsidized Increase number of suppliers - Improve registration process -Increase # of suppliers
9. What will happen if program cancelled	Cancellation would be unfair; bad outcomes for poor families. Chaos and crime would raise	Cancellation may lead to a rise in crime rates and in the level of people's deprivation	Chaos and crime would raise Cancellation would have disastrous outcomes for poor families.	Cancellation would have disastrous outcomes for poor families.	Detrimental effect on poor families; negative effect prices (increase)	Cancellation will lead to the rise of all commodity prices. Poor will not able to access such commodities.

Vulnerability Summary: Cairo Governorate

District: Community:	Manshaat Nasser Manshaat Nasser	Minyat El Serg Al Sahel	Shiakha Arab Abu Tawila, Al Mataria	El Sayeda Zeinab El Sayeda Zeinab	West Abasia El Waili	Hadayek El Kubah Shiakhat
Factors that have increased vulnerability of people living in Cairo						
Economic	Privatization has led to increased unemployment. Prices have increased Laws prohibiting construction have contributed to low employment. Low wages,	High rates of unemployment, especially among youth. Devaluation of currency. High and increasing cost of living.	High rate of unemployment. Increased prices of goods and services.	There is high unemployment. The prices of goods and housing have increased.	High unemployment rates due to privatization and sale of Government entities. Sudden increases in commodity prices. Devaluation of currency.	Unemployment is increasing due to population growth. Incomes have not increased to match the rise in the cost of living. Privatization of the public sector has left a large number of people unemployed through forced early retirement and job market incapable of absorbing new graduates.
Political	War in Iraq: returning immigrants (lower remittances, unemployment ↑)	Crisis in gulf has forced migrant workers to return to Egypt and increased employment and flooded the labor market. This has also decreased remittances.	War in the region is reducing the demand for employment. Those working overseas have returned. Martial law has reduced employment.	War in the region is reducing the demand for employment. Those working overseas have returned.	War in the region is reducing the demand for employment. Those working overseas have returned.	September 11 th and War on Iraq have negatively affected economic growth.
Environmental	Pollution	Pollution and poor air quality.	Pollution and poor air quality.	Pollution and poor disposal of garbage.	Pollution.	Pollution
Social	Population increasing. High percent of divorces	Population increasing.	Population increasing.	The population is not increasing because of a poor economic situation and lack of space to build new homes.	The population is increasing but the rate of increase is slowing.	There has been a rise in drug use. Later age of marriage among men and women is attributed to lack of employment opportunities and rise in commodity prices.
Vulnerable groups	<ul style="list-style-type: none"> • Widows • Divorcees 	<ul style="list-style-type: none"> • Seasonal workers • Government 	<ul style="list-style-type: none"> • Divorced women • Widows 	<ul style="list-style-type: none"> • Government employees 	<ul style="list-style-type: none"> • Government employees 	<ul style="list-style-type: none"> • Civil servants (Ministries of

	<ul style="list-style-type: none"> • Individuals receiving social pension between 50-70 LE. • Craftsmen 	<p>employees</p> <ul style="list-style-type: none"> • Casual laborers • Manual laborers 	<ul style="list-style-type: none"> • Laborers • Unemployed • Pensioners 	<ul style="list-style-type: none"> • Temporary employees without social security • Trade workers • Households with more than 3 children 	<ul style="list-style-type: none"> • Handymen and day laborers • Unskilled laborers • Uninsured • Elderly • Widows • Households with many dependants • Individuals with no pension or regular salary 	<p>Education and Health)</p> <ul style="list-style-type: none"> • Unskilled laborers • New graduates • Uninsured elderly • Young children.
Income/ food gap/ critical times	Difficult times: school entry, feasts such as Ramadan (many expenses), summer	Winter season due to the lack of employment opportunities. The second half of the month is also difficult for most employees.	<p>The winter has the least opportunity for earning income.</p> <p>The beginning of the school year due to the associated school costs and fees.</p> <p>During Ramadan the food supply is secure but money is scarce.</p>	<p>The beginning of the school year, the month of Ramadan and exam times when students need tutors are all difficult.</p>	<p>During Ramadan there is often a shortage of bread.</p> <p>Households often do not have sufficient means to purchase goods at the beginning of the school year and during Ramadan.</p>	<p>The winter season is challenging due to food consumption costs and school expenses.</p>
Coping strategies						
Household	<p>Cooking and consuming less food.</p> <p>Relying less on meat and instead on beans, lentils and potatoes.</p> <p>Taking children out of school.</p> <p>Preparing home remedies to treat ill household members.</p>	<p>Rely on less preferred foods and eat less meat.</p> <p>Reduce intake from three meals to two.</p> <p>Reduce consumption of adults so children can eat.</p>	<p>Substitution of eggplant, beans, potatoes and lentils for meat.</p> <p>Abstaining from purchasing dairy products and fruit.</p>	<p>Reduction of meat consumption or substitution of meat with lentils or fried potatoes.</p> <p>Rely on other less preferred foods and forgo tomatoes.</p> <p>Reduce consumption by adults to ensure children have adequate intake.</p>	<p>Reduce food consumption, especially meat consumption.</p> <p>Rely on less expensive foods and substitutions such as vegetable ghee for pure ghee.</p> <p>Households sell assets or household members seeking additional income sources.</p> <p>Household pull children from school to avoid school fees or gain additional labor. Some do not seek necessary medical treatment.</p>	<p>In times of crisis, people rely on loans, withdraw children from school and focus financial resources on the purchase of basic goods such as food.</p> <p>Others sell gold assets.</p>

Community	Borrowing money from other households.	Borrow money from relatives or close friends.	Richer community members often provide assistance to poorer members in the form of both financial and in-kind assistance, especially during religious occasions. There are established groups lending schemes used to meet season food needs or pay for school fees.	Individuals help each other and give money to neighbors or friends in need. Work colleagues support each other during times of need. There are money sharing schemes to assist households to purchase clothes and pay school fees at the beginning of the year.		
External safety nets	Social Affairs gives to non-refundable disbursements to needy families. Mosques give financial aid or food items to needy families.	Caregivers and charities provide support on social occasions and feast. Some charitable organizations provide financial support on a regular basis to poor households.	Mosques provide assistance to orphans, widows, and divorced women during feasts and religious occasions. Community service associations provide in-kind assistance through donations made by care-givers.	The Benevolent Society and the Religious Society offer services to orphans, widows and divorcees.	The Ministry of Social Affairs provides alms and in-kind donations during Ramadan. Other organizations provide assistance during Ramadan and at the beginning of the school year.	There are a number of community associations and religious organizations (mosques and churches) that provide social services such as food and other in-kind assistance.
Outcomes						
Income/ livelihoods	The main sources of employment include crafts like carpentry, construction work, shoemakers, leather workers, foundry and aluminum workers, garbage collectors and recyclers. Also office employees. Some people prepare meals at home for sale or process food for sale. This is mostly done by women.	Government work, public and private sector employment. Construction labor, mechanics and service-related employment. There are no opportunities for vocational or specialized training for youth.	Day laborers, workmen, service sector, construction workers.	Mechanics, service provides, Government positions are common. Men have a better chance at finding employment than women.	Public sector, Government employees, handymen, skilled laborers.	Government employees, skilled and unskilled labor, service employees, and a few small business owners (pharmacies, etc.) Privatization and the surplus of unemployed laborers has led to assertions of exploitative employment practices.

Migration	There is no migration out of this district, only into this district. This adds to the types of trade found in the district.	<p>Many laborers migrate to other communities in search of work.</p> <p>Many would like to migrate overseas but the cost is prohibitive.</p> <p>Many young men travel to coastal areas for work.</p>	<p>Few have the financial resources to migrate outside of Egypt for work. These opportunities have decreased since the war in Iraq.</p> <p>Many people migrate to this community in search of work.</p>	<p>People wish to travel out of Egypt for work but the costs are high and there are fewer opportunities since the war in Iraq.</p>	<p>Very few migrate into this region to find work due to limited employment opportunities.</p> <p>Overseas migration has decreased since the war in Iraq.</p>	<p>There is limited in- and out-migration for labor in the community.</p> <p>September 11th has increased the expense and decreased the likelihood of success of labor migration to the Gulf States.</p>
Seasonal	Tourism offers jobs in summer	Many laborers are seasonal and more opportunities are available in the summer, especially for construction type work.	Highest employment in the summer due to annual summer holidays and the end of the school year.	Seasonal jobs are those related to Ramadan and other occasions.	Many jobs are in greater demand in the summer.	Most seasonal work opportunities are found in the summer.
Gender	<p>Women now participate in elections and many types of social services.</p> <p>Women participate in efforts to increase education and literacy.</p> <p>Women play an effective role in social occasions.</p> <p>Women have an equal change at employment in many fields. Some shopowners prefer to hire attractive women.</p>	<p>There are more employment opportunities for females than for males but the wages for females are often lower.</p> <p>The recent decreased in economic conditions has forced women to seek additional income through selling homemade food and goods on the streets.</p> <p>The role of women in community is limited to family social events.</p> <p>Women do not have electoral cards to vote.</p> <p>Women volunteer in literacy classes.</p>	<p>Women recently received election cards and are now participating in elections.</p> <p>Women are participating in NGOs.</p> <p>Women are participating in illiteracy eradication classes.</p> <p>Some women participate in only family events.</p> <p>Women work in shops and factories but generally earn less than men.</p>	<p>Women have recently assumed more leadership positions and government appointments.</p> <p>Women now have maternity leave from employers.</p> <p>The number of women working has also increased. Some view this increase as related to desperation of households as their income level decreased.</p> <p>Some think that the number of veiled women in the community has increased.</p> <p>Women now have voting rights.</p>	<p>The education rates for women are rising.</p> <p>Women enjoy more work opportunities.</p> <p>The enhancement of women's health awareness has reduced birth rates.</p> <p>Women's participation in social events has slightly decreased due to increased involvement in the work force. Women still play a large role in family occasions.</p> <p>Women are participating in elections and holding more government offices.</p>	<p>In the past ten years, women have had achieved greater access to education, political rights, and health services.</p> <p>Women now play positive roles in the election process by nominating candidates representing their community and exercising the right to vote.</p> <p>In general, women have demonstrated a growing awareness of social issues that they are eager to use in the political and social arenas.</p> <p>Women are experiencing greater</p>

						work opportunities than males because they can work as house-help.
Health	<p>There is no government hospital. Some mosques offer health clinics. Family planning services are available.</p> <p>People prefer private care but are unable to afford the cost.</p> <p>Common health problems include respiratory ailments, digestive ailments, eye diseases, and rheumatic ailments.</p>	<p>If financial means are available, people opt to seek private health care because of better quality services. If these means are not available, people go to public hospitals or integrated medical centers.</p>	<p>There is one government hospital, multiple pharmacies, and multiple health units either within or near the area.</p> <p>The roads will not allow ambulances to reach the area. There is a fee for transport to the nearest hospital.</p> <p>The health unit is in poor condition.</p> <p>Common health problems include respiratory ailments, diabetes, kidney failure and hypertension.</p>	<p>Individuals will opt for private health care if they have the financial means.</p> <p>The Health Insurance Clinic is notorious for long wait times.</p> <p>Some people treat household members at home with herbs instead of seeking care.</p> <p>Common health problems include diabetes, hypertension, heart disease, back and bone problems.</p>	<p>Individuals with financial resources will seek private care while those without receive public treatment.</p> <p>Common health problems include diabetes, high blood pressure and allergies.</p>	<p>There is a wide range of health services available in the community through private clinics, government hospitals and dispensaries affiliated with mosques.</p> <p>People typically prefer to visit private health care facilities over government facilities, but cost is sometimes prohibitive.</p>
Education	<p>No regular high schools. Insufficient number of elementary schools. Classrooms are overpopulated.</p> <p>Many public schools are available. One private school is available.</p> <p>High percent of children dropout. The dropout rate is caused by the economic situation.</p> <p>There is unofficial education provided in literacy classes.</p>	<p>Schools are overcrowded.</p> <p>School buildings require renovation and maintenance.</p> <p>Parents must pay an unofficial fee to reserve a place in school for their children even though schools are supposed to be free.</p> <p>The illiteracy rate ranges from 30-40%, most of which are elderly people and females.</p>	<p>The schools are overcrowded. There are no appropriate bathrooms for children while in school.</p> <p>There are government schools, private schools and public schools. Some residents attend schools outside of this area.</p> <p>Many children drop out of school due to economic hardship at home.</p> <p>The rate of illiteracy is increasing due to economic hardship.</p>	<p>There has not been sufficient maintenance of school buildings. Toilets are often flooded.</p> <p>Parents pay school fees.</p> <p>There are numerous schools in the region including: elementary public schools, official pilot schools, elementary private schools, public and private middle schools, high schools, and a religious institute.</p> <p>There are literacy classes available</p>	<p>Most schools have relatively good infrastructure with few exceptions that may have poor furniture and bathroom facilities.</p> <p>There are numerous schools in the areas including: primary, preparatory, secondary for girls and for boys, secondary commercial and secondary technical schools.</p> <p>The community generally does not perceive the government to be providing any subsidies</p>	<p>Community does not face any problems regarding the number of schools.</p> <p>Drop out rates in preparatory and secondary stages are due to poor quality of education, corporal punishment, and necessity of private lessons.</p> <p>Informal education takes place in several organizations such as mosques and literacy centers.</p>

	<p>About 56% of women and 44% of men are literate.</p> <p>30% dropout of elementary school and 20% of middle school.</p>			<p>through NGOs and cultural centers.</p>	<p>the subsidy reduces the amount of payment required by the parents of the students.</p> <p>Children of low income families are the most likely to leave school to find employment.</p> <p>There are numerous literacy classes available.</p>	
Loans/ credit	<p>Loans are available through Society for Promotion and Development of Women – loans are rotary. Businessmen offer non-refundable loans. Social affairs also offers loans. Both personal and collection loans are available.</p>	<p>People borrow from friends and relatives.</p>	<p>The Nasser Social Bank provides loans but is located outside of this area.</p> <p>There are established group lending schemes.</p>	<p>The Penalty fund offers loans. The District also offers loans to its employees which can be paid back through monthly salary deductions.</p> <p>Employees can obtain loans from Nasser Social Bank. Other banks offer loans to housewives.</p>	<p>Loans are accessible through banks in the area and the Businessmen’s Association and the Social Fund.</p> <p>It is now more difficult to secure a loan.</p>	<p>There are a limited number of financial institutions in the community and interest rates on loans are high (up to 20%).</p> <p>Guarantees requested by banks also makes it difficult to acquire loans.</p>
Water	<p>Homes are generally connected to public water network but water pressure is very low</p>	<p>Water quality is low – including particles and strange taste.</p> <p>Water availability is good.</p> <p>The price of water has increased.</p>	<p>Water is fairly pure but has a high content of chlorine.</p>	<p>Water is available and connected to all homes. Drinking water is generally good quality but does not reach above the first floor. Sometimes the water is not potable or has very high concentrations of chlorine.</p>	<p>The Government main water network provides good quality water with weak water pressure to nearly all residents. The Government collects monthly water fees.</p>	<p>Water pressure is generally weak throughout the area and is subject interruptions.</p> <p>Water is generally clean and does not contain any impurities.</p> <p>Nearly 100% of residents are connected to the municipal system.</p> <p>Water fees are perceived as high and are based on number of rooms rather than consumption.</p>

Sewage/ garbage	<p>Sewage system is good and connected to most homes.</p> <p>Garbage collectors take most kinds of garbage.</p>	<p>Sewage system was renovated 8 years ago and should have additional maintenance</p>	<p>There is a sewage system which is cleaned by community members. Official authorities address major problems with the system.</p> <p>The garbage collectors collect garbage on the main streets only. People on the side streets dispose of waste in the drainage canals.</p>	<p>Houses are connected to the sewage network but the drains are often clogged and alleys become flooded.</p> <p>There is a garbage collection service for which households are charged. There are numerous garbage heaps in alleys and no garbage bins available.</p>	<p>The sewage system is in good condition. The few problems that do occur, occur during winter time due to heavy rains.</p> <p>There is a garbage collection service. However garbage still litters the streets. Garbage collection boxes are available but there numbers are insufficient. These boxes are cleaned every 3 days.</p>	<p>The sewage network has been totally renovated, but some still observe overflow of sewage into the roads.</p> <p>Despite paying for disposal service, people dispose of waste in the street because it is not collected by garbage collectors. Private cleaning companies occasionally collect waste.</p>
Services	<p>Many roads are unpaved, there are no roads deep in the district, no maintenance.</p> <p>Telecommunication is good.</p>	<p>Roads are in good condition however the maintenance efforts do not adhere to a high standard of quality.</p> <p>Schools require additional maintenance efforts.</p> <p>Transportation fees have increased. The buses are often overcrowded and late in arrival.</p> <p>Good telecommunication quality but prices may be high.</p> <p>.</p> <p>Costs of services has increased – water, electricity, gas, telephone, and transportation/</p>	<p>Roads are generally paved but are slowly being destroyed due to wear and during the installation of sewage pipes.</p> <p>Transportation is often overcrowded and does not service outer areas.</p> <p>Telecommunication is stable.</p> <p>The cost of water and telephone services are quite high.</p>	<p>The main roads are paved and some side roads have been paved. There is not sufficient road maintenance.</p> <p>All houses are connected to electricity.</p> <p>The public transportation is overcrowded and does not run on schedule.</p> <p>Telecommunication services are good and phone bills are reasonable.</p>	<p>The road maintenance is done by the Government but is not completed regularly. Maintenance is limited to main roads.</p> <p>Road fees are paid by residents to cover maintenance costs.</p> <p>Transportation is available and considered to be of fairly good quality.</p> <p>There are numerous telecommunication options and the quality is good. However the cost of phone bills is high.</p> <p>The electric supply is good.</p>	<p>Transportation is available for some areas and not available for others, such as Abdein.</p> <p>Available transportation (micro-buses and metro) are crowded, charge high fees and sometimes exploit passengers.</p> <p>All households have access to electricity connections and there are currently no illegal users.</p> <p>90% of residents in this area have access to natural gas. Those who do not have access purchase gas cylinders which are occasionally priced above the government rate due to trade in private warehouses.</p>

						Price of telecommunication services has “soared” following privatization.
Housing	Housing according to economic status. No mention of public support for housing	Increase in housing prices had led to more married couples living with their families.	Families are no longer able to make necessary improvements on houses due to high costs of materials.	There is a scarcity of homes and there is a high cost to finding places to live.	Housing the area ranges from villas to squatter settlements.	The community has a housing ranging from luxurious villas and squatter areas.

Food Subsidy Summary: Cairo Governorate

District: Community:	Manshaat Nasser Manshaat Nasser	Minyat El Serg Al Sahel	Shiakha Arab Abu Tawila, Al Mataria	El Sayeda Zeinab El Sayeda Zeinab	West Abasia El Waili	Hadayek El Kubah Shiakhat
1. Type and quantity of commodities	The quantity is not sufficient because families are not able to receive additional rations for children born after 1986. Amount of sugar and oil is not enough.	The rations cover only one week of consumption for an average family. The quantities of sugar, oil and rice are not sufficient.	The amount of rice, sugar, tea and oil included is not sufficient. The quantity of the ration per person is not sufficient.	The ration was recently increased to include 7 items including fava beans, macaroni, and lentils.	New commodities have recently been added such as sugar, ghee, lentils, beans, rice, tea, macaroni and oil. The quantity of rice and sugar should be increased. Overall the rations should be increased to account for children born after 1986.	Quantities are not sufficient.
2. Availability of commodities				There is limited availability of subsidized bread.		Food is generally available but not accessible due to limited income and employment opportunities.
3. Quality of commodities	Sometimes find sand or stones in the bread loaves	The newer commodities added are poor in quality,	Ghee, beans, and macaroni are of poor quality.	The quality of subsidized bread is poor as the flour is often mixed with cornmeal. The cooking fat, fava	The size of loaves and the quality of bread has diminished since the 1980s. Sugar, tea, beans, oil,	All new items added to the subsidy program (lentils, beans, macaroni, ghee) are poor quality.

				beans, lentils, and sugar are often of poor quality.	and ghee are of reported poor quality.	The government should concentrate on improving the quality of commodities (esp. oil, ghee, and lentils)
4. Participation	13,000 ration cards in the district – 8,000 of these are partially subsidized and 5,000 fully subsidized.	Many residents do not have ration cards despite difficult living conditions.	Government employees have fully subsidized cards, and non-government employees have partially subsidized cards. Newly weds do not have cards.		There are 905 fully subsidized ration cards and 472 partially subsidized ration cards. The majority of the population is not registered for ration cards.	
5. Registration Process / Targeting	Children born after 1986 cannot be registered and thus the family ration does not increase in size. Once people leave (to go abroad, etc.) they are not able to be reregistered.	Not able to register new births.	Many have lost registration status due the death of their parents and an inability to register independently. Difficult to register new births. The review process is subject to favoritism. Many families with a high quality of life receive rations.	It is difficult to add newborn babies and young children to the ration card. It is also difficult for young married couples to obtain ration cards independent of their parents. Many people who have a high quality of living still receive ration cards.	The criteria is not clearly defined and some individuals with a high quality of life are receiving rations. In addition, not all needy families are registered. It is difficult to register children born after 1986.	The number of ration cards has been in decline due to the inability to register new births. The prohibition on registering new births is unjust because children have a right to be fed. Consistent review of registration process is necessary to eliminate people who do not need the subsidy in favor of those who do.
6. Corruption	Bakers often sell bags of flour on the market which should have been used to produce more subsidized bread. Some bakers sell loaves which are smaller/lighter than standard.	Favoritism exists in the system – households need connections to receive best commodities.	Flour is often smuggled out of the bakeries to the sold on the black market. Sugar, rice and oil are also smuggled to the black market.	Bakeries often sell subsidized flour on the black market and then mix flour with corn meal to sell to ration card holders.	Many bakers sell flour on the black market.	Influential people benefit most from the subsidy as well as cooperative employees and supply inspectors who sometimes seize commodities and sell them for profit.
7. Importance	Helps many families to eat and stay healthy	Keeps poverty levels lower.	Keeps poor from starving.	Preventing disaster and famine.	Preventing famine.	Household income is typically sufficient to

						meet food needs for no more than 10-15 days per month.
8. Recommendations	<p>Registration of children born after 1986.</p> <p>Ease registration process.</p> <p>Cancel fava beans and lentils and increase the quantity of oil, tea and sugar.</p> <p>Replace current brand of cooking fat with by a better brand.</p> <p>Add meat and poultry to the ration.</p>	<p>Low income households should receive full subsidies- The subsidy does not significantly reduce the price of commodities.</p> <p>Ease registration of new births and children to increase ration size for household.</p> <p>Increase amount of sugar, rice, and oil in ration.</p> <p>Add flour to card instead of beans and other things recently added.</p> <p>Reduce the price of the added commodities because the current savings when compared to market prices is not great.</p>	<p>Add meat to the ration.</p> <p>Continue to provide rations instead of cash because prices are likely to increase.</p> <p>Ease registration of additional family members.</p> <p>Increase ration amounts and ensure quality of all commodities.</p>	<p>Substitute fava beans with oil, tea and sugar.</p> <p>Include different types of macaroni.</p> <p>Replace lentils with different commodity.</p> <p>Increase supervision of grocers to decrease corruption and ensure the prices of commodities are not increased to include transportation costs.</p> <p>Add soap, flour and meat to the ration cards.</p>	<p>Lentils are preferred only during the winter time and should not be included in the rations the rest of the year.</p> <p>The quantity of rice should be increased.</p> <p>Allow for registration of children born after 1986.</p> <p>Decrease corruption.</p> <p>Improve targeting criteria to ensure the rations reach those who most need them.</p>	<p>Strengthen and increase inspection of the subsidy system.</p> <p>Allow registration of new births.</p> <p>Add flour, soap, cheese and meat to the ration cards.</p> <p>Substitute the in-kind subsidy with case so people can purchase commodities according to their needs.</p>
9. What will happen if program cancelled	<p>People would become malnourished and some may starve.</p> <p>People may be forced to steal in order to eat.</p>	<p>Poverty will increase.</p>	<p>Poorer people will starve to death.</p>	<p>Poor people would not be able to feed their children.</p>	<p>Commodity prices will increase and malnutrition will increase among poor people.</p> <p>There will likely be a famine.</p> <p>Young people will likely resort to stealing.</p>	<p>People will resort to stealing from each other.</p> <p>Rise in crime and divorce rates/family disputes.</p>

Vulnerability Summary: Daqahlia Governorate

District: Community:	Al Mansoura Meet Kames	Al Mansoura Kafr Al-Badmas	Belqas Belqas	Belqas City Al Sherkah	Al Manzala Al Nasayma	Al Manzala (urban)
Factors that have increased vulnerability of people living in Daqahlia						
Economic	Lands seized by gvt without reasonable compensation, leading to deterioration of economic status. Unemployment (more grads) Privatization Increase prices	Decreased immigration Privatization Increased pop density/ labor supply all leading to unemployment Increase prices	Increase prices Privatization => unemployment	Price increases Factory closures Return of migrants due to war in Iraq Conversion of ag land to urban development => negative impact on farm sector/ labor	Market recession and privatization, leading to increased unemployment & higher prices. Increase in begging.	Price increases Privatization => unemployment, reliance on insufficient pension (some feel economic situation has improved as a result of commercial dvt. projects.)
Political	War in Iraq leading to return of migrants		War in Iraq leading to return of migrants	Iraq war Appointment rather than election of local officials encourages corruption	Iraq war (return of youth). Trade agreements have negatively affected price of raw materials and lead to unemployment.	War in Iraq leading to return of migrants
Environmental		Pollution, causing illness.	Sewage and industrial pollution leading to disease	Decreased crop yields due to poor water and grain quality. Urbanization => loss of ag land Excessive garbage	Pollution: disposal of waste in irrigation conduits and lake, including dairy factory waste, sewage and garbage; burning rice straw. Results in increased illness and negative affect on fishing livelihoods.	Pollution of drinking water, lakes (fish production declined) Excessive garbage
Social		Overcrowding		Late marriage	Poverty leading to increase in social disputes, family and marital problems.	Late marriage
Vulnerable groups	<ul style="list-style-type: none"> • Employees with low salaries • Those who lost land to the government with expansion of Al Mansoura City. 	<ul style="list-style-type: none"> • Elderly with small pension • Orphans • Widows with kids • Day laborers • Gvt employees with 	<ul style="list-style-type: none"> • Day laborers • Temp/ occasional workers • Employees with low salaries • Widowers & divorced 	<ul style="list-style-type: none"> • Temp labor • Government employees • Farmers • Elderly • Graduates with no job 	<ul style="list-style-type: none"> • Low income employees • Fishermen whose livelihoods are threatened by environmental 	<ul style="list-style-type: none"> • Gvt workers • Pensioners • Craftsmen • Farmers (high cost) • Fishers (pollution) • Widows with children

	<ul style="list-style-type: none"> • Seasonal workers • Day laborers • Elderly • Young graduates • Single parents 	low salary	<p>women</p> <ul style="list-style-type: none"> • Landless farmers • Unemployed graduates 		<p>problems</p> <ul style="list-style-type: none"> • Farmers, and particularly sharecroppers, who face increasing prices of inputs • Manual trades (referred to as handicrafts), particularly construction workers faced with the high price of construction materials • Pensioners, elderly and disabled • Widows and divorced women who have no income • Large families • Child street hawkers • Unemployed graduates 	
Wealth dist (%)	<p>Poor: 75 Middle: 15 Better off: 10</p>	80% poor	<p>Poor: 30 Middle: 50 Better off: 20</p>	<p>Poor: 75 Middle: 15 Better off: 10</p>	<p>Poor: 65 Middle: 30 Better off: 5</p>	
Income/ food gap/ critical times	<p>Food shortages attributed to lack of access/ income.</p> <p>Ramadan (many expenses) Second half of month School opening</p>	End of each month and opening of school for families with children.	<p>Food shortages attributed to lack of access/ income.</p> <p>End of each month and opening of school for families with children. Ramadan and religious occasions.</p>	<p>Food available, but access limited.</p> <p>Stressful periods range from 1-6 months.</p> <p>Beginning of school, Ramadan/ special occasions, during market recessions</p>	<p>Food shortages attributed to lack of access/ income.</p> <p>Employee income is sufficient for 15 days.</p> <p>Onset of idiosyncratic crisis (illness, increase in expenses)</p> <p>When expenditures increase during Ramadan and feast occasions.</p> <p>Food shortages occur in winter when fish production decreases.</p>	<p>Food shortages attributed to lack of access/ income.</p> <p>Second half of month. Unexpected expenses Beginning of school year Ramadan/ feasts</p>
Coping strategies						

Household	Substitute with cheaper foods Reduce expenses on basic items (clothing, health care, school)	Consume cheaper foods Favor children and men who are working	Men and women work Take loans Consume cheap foods, no meat	Eat less (2 meals/day) Depend on cheaper foods (potatoes, rice) Delay unnecessary expenditures. Purchase on credit.	Replace meat and other foods with cheaper alternatives Favor children, ill, men who work Skip meals Rely on donations and public meals	Rely on cheaper foods (beans, lentils, rice) Cook veggies, bones rather than meat. Priorities: health, ed, food/ water Pull kids from school Borrow Seek donations
Community	Society development association , charity groups and rich people provide meals, donations and orphan care.	Rich donate to the poor.	Cattle and chicken raising projects for poor families. Individual donations to support poor.	Informal community donations.	Distribution of donations from mosques and better off individuals	Mosques provide support.
External safety nets	Pensions for some (employees, farmers), but insufficient in amount and coverage	Social affairs unit provides pensions, in-kind donations and medical support. Pensions/ social insurance insufficient. Should be accessible to poor, have lower monthly payment and higher return.	Social insurance covers some vulnerable groups and disabled, but insufficient. Should establish youth projects, facilitate credit access, create jobs (factories) with social insurance.		Many farmers who own land, fishermen and tradesmen participate in the social insurance system because it's obligatory. The system is insufficient, particularly to meet needs of poor.	Social Affairs Association provides orphan services. Social insurance, same issues.
Outcomes						
Income/ livelihoods	Earnings from agriculture decreasing, while land leasing becomes more expensive due to decreased availability. Many factories. Multiple jobs. Unemployment increasing.	Employees, store owners, craftsmen, vegetable sellers. About 30% unemployed & pensioners.	Farmers, trade, craft/ industrial workers, employees Factories Ag jobs declining with urbanization. Unemployment increasing	Craftsmen, farmers, government workers, commerce/ vendors, drivers, temp/ day laborers. Non crop goods: poultry and dairy, mushrooms, silk-worms. Non-ag: baked goods (cookies, biscuits), paint, tile.	Ag, fishing, merchants, craftsmen/ street vendors. Multiple jobs. Arable land increasing with infill of lake. Cost of land increased, but some families can purchase, creating jobs in farming.	Ag, gvt workers, fishing, mechanics, furniture production, commerce/ street vending Multiple jobs to supplement income High unemployment

				Land prices decreased and ownership decreased. Sharecropping most common (75% to landowner).		Land sharecropped or leased.
Migration	Illegal immigration to Europe. Also go to Middle east due to unemployment, particularly youth. Illegal migration is expensive and unsafe	Some internal migration (youth). External drop due to cost.	Domestic migration for work, particularly youth. External migration to Arab countries, expensive. Libya easiest destination.	Intl. limited due to high cost. Some to Europe, Middle East with remittances. Migration w/in Egypt more common.	High desire to migrate, particularly youth. Migration declined due to high travel costs and Iraqi war. Increasing domestic migration among youth (tourism).	Migration to Europe and Middle East. Travel cost increased, return of migrants due to Iraqi war.
Seasonal	Seasonal work in construction, less in summer.			Youth: summer jobs in coast. Ramadan and beginning of school year is a busy time for commerce.	Ag and fishing (winter low time for latter)	High times: Rice & wheat harvest. Summer for youth working in tourism.
Gender	Work as servants. Risk of pregnancy so discriminated against. Are not as mobile as men. Men paid more they are considered more productive. Some women on local councils, 60-70% vote. Improved education. Important role in social events. Marriage age delayed for school. No dowry.	Jobs for women because they accept lower salaries. Women play greater role, education and social status improved, community/ district leadership positions No dowry	Some feel women should stay at home, others want them to work to improve economic status. Increased education, university level. Election participation. Early marriage delayed for economic reasons, but some girls still married at 15, to protect them.	Government jobs go to educated women, disproportionately. Otherwise, women to stay home or work in ag, factories. These jobs pay low wages. Women's education and social status have improved, but not as much as men. No early marriage. Limited dowry.	Gendered labor. Salaries higher for men. Same reasons. The percentage of educated women has increased. This, as well as the media, has raised women's awareness, knowledge of her rights, and capacity to defend them. Women have an effective role. Local traditions are strong. Early marriage decline (cost). Poor families borrow money, which causes problems.	Same labor/ pay issues. Women banned from more physical labor. Women's ed and participation in workforce increased (70% employees are women), as well as political associations and leadership role. Early marriage decreased due to econ.
Health	Bilharzias, liver disease, kidney disease, cancer, diabetes, allergies, renal failure	Hepatitis, blood pressure, diabetes, fertilizer factory causing child allergies, water pollution causes	Illness due to sewage/ pollution. Renal failure, kidney disease, cancer, bad nutrition	Kidney failure, bilharzias, cancer, hepatitis. Health facilities	Kidney failure, liver disease, cancer, respiratory illness, blood clots (thrombus), and allergies.	Kidney failure, diabetes, hepatitis. Same service issues. Theft of medication at

	Services limited and low quality. Rich people go to private clinics.	renal failure. Bad nutrition. No health services in city. Rich go to private hospitals and buy medicines. Poor go to health insurance clinics and public hospitals, mosques.	Many services but care is poor, especially in public hospitals. Rich go private or other cities.	available, but quality and access vary as with other districts.	Service provision same as others. Suggestion of corruption and lack of doctors. Recs: Create incentives for new doctors Increase availability of medicines and monitor distribution to make sure that those in need receive it. Monitor health insurance clinics to make sure that treatment improves. Provide free services for the poor.	hospitals. Medications often expired.
Education	Good Illiteracy declining	Poor education: expensive, need for private lessons, no secondary schools, high density, low quality Drop outs higher for boys who work. Illiteracy declining	Available, old schools need repair. Poor quality, high density. Drop out low, mostly for costs. Girls for marriage. Illiteracy decreased due to classes, particularly attended by elderly women.	Equal numbers of boys and girls at primary level. Girls drop out at secondary. Drop outs due to work, farm labor, second half of year due to overcrowding and poor teaching.	There is dissatisfaction with high density classrooms, failure of teachers to help students learn subjects and increased reliance on private lessons. There is also frustration about the lack of job opportunities for graduates. Illiteracy declining	Drop outs at primary level to work. At secondary level, due to high fees. Harvest is time of drop outs. Illiteracy low, slightly higher among boys. Attendance at literacy classes.
Loans/ credit	Loans to farmers at 18% interest	No banks in the area, but available nearby. Procedures complicated.	Loans to farmers with land as guarantee. Other loans also, but high guarantees. Youth loans from social fund with high interest.	Loans for ag (7%) and local development (14%). Larger banks available outside of the village. CB: Community based loans/ women's association loans available.	No banks or financial institutions in the village. Financial support available from private individuals and the political party. People prefer to rely on these personal networks to loan money, rather than banks that charge high	No group loans. Guarantees and new requirement to open an account at lending institution makes procedures more complicated. Interest rates too high. CB: Business association provides

					interest. Loans have become more difficult to secure because of complicated conditions and guarantees.	loans and tech support to local entrepreneurs.
Water	Good, but lacks pressure Lack of sufficient irrigation water damages rice crop and inhibits veg .production	Polluted, with no purification system. Deteriorated with privatization. Expensive and no regulation of water quality.	Pipes broken since 1985. No purification system and water mixed with sewage. People drink mineral water, expensive. Some irrigation failures resulting in crop damage.	Strange taste. Lack of irrigation in summer. Plants and garbage clog conduits.	People tend to purchase water. Lack of sufficient irrigation water damages rice crop. Decreased during peak ag times, and some feel this is a gvt plan to harm farmers.	Bad. Non maintained and mixes with sewage leaks from non-maintained pipes. Village at the end of irrigation line and quantity is insufficient for rice production.
Sewage/ garbage	Sewage station needs maintenance	No covers (stolen) and drains open to the street. No government oversight. Garbage everywhere and workers aren't monitored.		Sewage is 10 years old and limited. Houses throw sewage in irrigation conduits or take it out by car. Some schools not connected. No garbage collection. Disposed in houses or conduits.	Main problem with pollution of irrigation conduits and lakes. Disposal of garbage in street occurs, but considered bad behavior.	Half needs replacement. Garbage accumulates in streets. People pay for services, but not received.
Services	Numerous complaints about roads and maintenance Transport ok but expensive More control over unlicensed drivers needed	Roads in poor condition, lack of action to repair. No public transport. Private transport unsafe, overcrowded (microbus) or expensive (taxi). Phones available, but problems and expensive.	Same, pay fees but not maintained. Limited transport, unsafe, noisy, poor quality Electricity, but demand too high leading to blackouts. Expensive phone bills and bribes for installation.	Roads same. Damaged for utility line installation and not repaired. Limited/ insufficient transport. Electricity cuts out often, especially in summer.	Lack of attention to infrastructure is a major problem, particularly roads. Transportation very poor Electricity available – problems fixed by residents.	Limited road damage. No public transport Utility rates have increased (phone, electric)
Housing			Insufficient public housing, expensive, corruption in assigning houses			

Food Subsidy Summary: Daqahlia Governorate

District: Community:	Al Mansoura Meet Kames	Al Mansoura Kafr Al-Badmas	Belqas Belqas	Belqas City Al Sherkah	Al Manzala Al Nasayma	Al Manzala (urban)
1. Type and quantity of commodities	Quantities insufficient for families with unregistered children, and for sugar and oil for all families. Rice, oil, tea, macaroni, beans, lentils, ghee	Quantities insufficient Rice, oil, sugar	Quantities insufficient	Quantities insufficient Rice, oil, tea, macaroni, beans, lentils, ghee	Quantities insufficient (e.g., ½ kg oil) Rice, oil, tea, macaroni, beans, lentils, ghee Rice, oil and tea are most commonly consumed items, while beans, lentils and ghee are consumed by less than 30% of beneficiaries.	Quantities insufficient Rice and oil are the most commonly consumed items (around 99%), while beans, lentils and ghee are consumed by less than 30% of beneficiaries.
2. Availability of commodities	2 stores for 740 cards	8 stores, 4 ovens	9 supply offices, 33 merchants Sometimes, not all commodities available	Commodities available, money is the constraint	9 supply stores	34 supply merchants 2 consumer associations Commodities available, money is the constraint
3. Quality of commodities	Poor Ghee, beans, lentils Good	Poor Ghee, beans (imported), lentils, rice Oil can't be used Good Pasta, but lacks diversity	Poor Ghee (price is the same as market price), lentils, beans (ok for animals) Good Oil (increase) Pasta, but lacks diversity Tea, but price is same Variable Rice	Poor Ghee, beans, lentils, macaroni Good Rice, oil, tea,	Poor Ghee, lentils Good Rice, pasta, tea Variable Oil	Poor Ghee, beans, lentils (in some cases, can't even be fed to animals) Good Tea, but expensive. Rice and macaroni, but quantity insufficient Variable Oil sometimes smells and taste bad
4. Participation	Pop 8,986 507 full subsidies 233 partial	Pop 60,000 2373 full 643 partial	Pop 83,363 6463 full, for 26,309 beneficiaries 2976 partial for 11,640 beneficiaries		2394 full, for 8653 beneficiaries 284 partial for 970 beneficiaries	Pop 60,000 2373 full 643 partial
5. Registration	Many poor people are	Many registered	Some registered	New born children	New born children	Children and

Process / Targeting	excluded Upon the death of a cardholder, the subsidy is not transferred to his family.	beneficiaries are government workers with high incomes. Registration procedures are complicated.	beneficiaries are wealthy. New born children excluded	excluded Ration cards for 1-2 people are used to feed 5-6 Subsidy doesn't target those in need	excluded Ration cards for 2-3 people are used to feed 6-7 Rich people benefit, while some poor do not	newlyweds unable to register. People in need don't know how to acquire it Some unnecessary full subsidies
6. Corruption	No monitoring of distribution points	No monitoring Oven owners play games and steal The system is unfair and not directed to those in need	No monitoring Supply inspectors take bribes	No monitoring Bribery Inaccurate measurements	No monitoring	Commodities sold on black market Supply inspectors take bribes Prices set by suppliers Inaccurate measurements
7. Importance		The program is crucial	Although insufficient, helps families cope with economic difficulties	Assists low income families to meet daily needs	Families depend on subsidy for basic commodities	Although insufficient, families rely on the support
8. Recommendations Quantities of commodities should be proportional to family size.	Increase quantity of sugar, oil, rice, and ghee if quality improved Add flour, meat, chicken	Add flour, meat, chicken, fish and soap Improve quality of items, particularly beans, lentils and ghee Increase control over distribution	Increase quantity of sugar, oil, rice Replace poor quality items (beans, lentils) with soap and other new commodities	Increase rice and oil Add meat, chicken, flour Cancel beans, ghee, lentils Monitor distribution	Increase the commodity allocation per person, particularly rice, sugar and oil. Add new commodities (e.g., Sudanese meat, chicken, fish). Improve quality. Eliminate ghee, beans, lentils. All subsidies should be total, not partial. Monitory supply authorities.	Increase quantity of sugar, oil, rice Add flour, meat, chicken Replace poor quality items (beans, lentils, ghee)

Registration process	Update the registration system to make procedures less complicated Register children born since 1988, returned migrants, newly married couples	Increase the number of cards, with particular attention to children and the poor	Review IDs and cancel those of people who aren't in need. Register new children	Provide gvt employees with subsidies Cancel cards for people who travel	Add new births/ family members up to 5 children per family. Register newly married youth. Open registration for low income employees, organized through their workplace.	Register new children and newlyweds Provide poor families with full ration cards Revamp registration system to target those in need
9. What will happen if program cancelled	Prices of subsidized commodities would increase. Hunger would increase	Prices increase Negative impact on poor families, particularly those with many dependents.	Prices of subsidized commodities would increase. Hunger would increase	People will starve Revolt/ protest	Food shortage, leading to increased theft and drug trafficking.	People will be unable to meet basic needs.

Vulnerability Summary: El Menia Governorate

District: Community:	El Menia Fourth Division	El Menia Manshayett El Dahab El Bahria	El Menia Deer Nawas	Samalout Samalout City	Samalout Kattosha	Dimoass Delga
Factors that have increased vulnerability of people living in El Menia						
Economic	-Increases in prices have exacerbated unemployment and raised crime rates	- Migrants to Port Said for work in the Free Zone have returned without work. - Lack of arable land and increased fertilizer prices have limited farmers ability to generate income - General rise in prices as a result of inflation due to devaluation of the currency has had a severe impact on livelihoods	- Rising prices - Lack of job opportunities - Expansion of corruption and the black market	- Releasing the exchange rate has led to serious rises in prices limiting people's purchasing abilities. - Rising prices, especially in the construction sector, have created economic stagnation	- New land laws have increased rent limiting farmers ability to acquire productive land - Devaluation of currency has driven up prices while incomes have declined - Exportation of crops has been restricted limiting farmer's incomes	- 6-8 million EP was lost due to regulations on onion exports; local demand could not cover the supply - General increases in prices have decreased purchasing power - New land laws have increased land rent and inhibited farmers ability to rent productive land
Political	- Members of certain Islamic groups have	- Iraq War: return of immigrants, increasing	- Iraq War: return of immigrants, increasing	- Iraqi war has forced workers to return home,	- War in Iraq forced migrants to return,	- Local political disputes between

	been detained in this region, causing a loss of income within the household	unemployment -New land laws have increased rents on land and limited farmers ability to acquire productive land	unemployment - New land laws and restrictions on onion exports	increasing unemployment and ending remittances sent by those workers	driving up unemployment	candidates belonging to the same family have created tension and political strife in the community
Environmental	- Flooding in 1995 - Earthquakes in 1993	-Crop disease - Salinization - Water pollution	- Crop/land damage 5 years ago - Water pollution	- Crop diseases/failure - Water pollution and improper waste disposal - Flooding 5 years ago	- Increased pollution from sewage leaks - Health risks with improper garbage disposal - Crop diseases/failure forcing people to default on loans and sell assets	- Sewage leaks have polluted the groundwater leading to disease and less productive crops
Social	- Feuding between two families has created insecurity in the region - “Harborage” lodgings have increased amounts of crime and drug use		- Local feuding between two families has created a climate of insecurity and revenge	- Increased unemployment and limited opportunities have caused “social diseases”	- A girl died in sewage tank at school creating anxiety in the village, as a result some teachers lost their jobs, limiting their incomes	-Fighting in school resulted in the death of a student and the parents withholding their boys from school -Black market activity and corrupt behaviour among bakers/suppliers has led to fighting in the community
Vulnerable groups	Employees relying on monthly wages, vendors, and craftsmen	Farmers and employees	Government employees and agricultural workers	Farmers, government employees, vendors without consistent wages	Farmers, craftsmen, vendors, and government employees	Graduates, agricultural labor without possessions, widows without any income, or labor without constant income.
Wealth dist (%)	Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: Middle: Better off:

Income/ food gap/ critical times	<p>Incomes are most stressed around Ramadan, other feasts, or the beginning of the school year.</p> <p>Incomes are often insufficient to purchase adequate amounts of food</p>	<p>Incomes stressed around Ramadan, special occasions, and the beginning of the school year</p> <p>Middle class has sufficient income for 6 months of the year, lower class has sufficient income 3 months of the year</p> <p>Incomes are often insufficient to purchase adequate amounts of food</p>	<p>Beginning of school year and Ramadan/other feasts because of increased expenses</p> <p>Middle class has sufficient income 8 months out of the year</p> <p>Lower income families have sufficient income for 4 months out of the year and difficult times 15-20 days into the month</p>	<p>Beginning of school year and Ramadan/other feasts because of increased expenses</p> <p>Incomes are often insufficient to purchase adequate amounts of food, respondents state incomes last 6 months of the year</p>	<p>There are no seasons of scarcity, but there are serious limitations in purchasing power that creates food insecurity</p> <p>Expenses increase around Ramadan/ special occasions, and the beginning of the school year</p> <p>Middle class incomes are only sufficient for about 20 days of the month</p> <p>Lower class (farmers) incomes are not constant and insufficient. .</p>	<p>Limitations in income are more frequent than food shortages</p> <p>Incomes are insufficient around Ramadan, special occasions, and the beginning of the school year</p>
Coping strategies						
Household	<ul style="list-style-type: none"> - Cutting unnecessary expenditures - Buying lower quality food and goods - Delaying purchases - Rationing electricity & telephone use - Seeking alternative employment - Removing boys from school 	<ul style="list-style-type: none"> - Food substitution: beans, cheese, eggs, potatoes, and aubergine - Delaying the purchase of unnecessary items or buying cheaper items - Purchasing on credit - Some people are able to produce some dairy products 	<ul style="list-style-type: none"> Reduction in quantities consumed Consuming lower quality food Delay unnecessary expenditures Search for alternative employment Pulling kids out of school 	<ul style="list-style-type: none"> Substitution of high quality foods for low quality foods: cabbage, eggs, potatoes, beans, old cheese Delay unnecessary expenditures Remove children from school Find additional work 	<ul style="list-style-type: none"> People substitute foods: beans, cheese, eggs, potatoes, and aubergine Search for alternative sources of income Migrate Delay unnecessary expenditures 	<ul style="list-style-type: none"> Purchasing on credit Delaying unnecessary expenses Buying smaller quantities and substituting with foods like beans, lentils, aubergine, potatoes, and the other cheap foods.
Community	There are civil associations for orphans and women in addition to religious organizations	Juristic assembly that provides assistance to orphans and low income families	Civil societies are active during special occasions and the beginning of the school year	Mosques and other civil societies provide limited social services, especially around special occasions	Juristic assembly and a church with limited social/health services	Individual donations and Mosques provide some services
External safety nets	There is social insurance but quantities are insufficient		Formal safety nets are insufficient and are not discussed at length in the report	There are formal safety nets, but their effectiveness and services are not	Social Insurance for government employees, but some opted not to take the monthly	Social Affairs fund provides some assistance

				elaborated upon	deductions in their paychecks	
Outcomes						
Income/ livelihoods	Craftsmen (plumbing, carpentry, construction), government employee, trade/commerce, and small vendors High unemployment	Agriculture, government employment, craftwork There are four wealthy land owning families in this community High unemployment	Government employment, agriculture, commerce/trade, drivers, bakeries, small business, vendors, and craftsmen. High unemployment	Government employment (60%), agriculture, commerce, and crafts (construction etc.) High unemployment	Agriculture, craftwork, government employment High unemployment	Agriculture, trade, government employment, construction High unemployment
Migration	External migration to Libya, Kuwait, and the United Arab Emirates Internal migration occurs to Cairo, Alexandria, Hergada, Sharm El-Sheikh and Taba for work in tourism, security, and craftwork.	Internal migration to Cairo, Alexandria, Hurghada, and Aswan External migration to Libya, remittances are small	Internal migration occurs to Alexandria, Cairo, Sharm el Sheikh, Hourghada, and El Ismailia External migration is limited by high travel costs but occurs to Libya, Jordan, and Saudi Arabia	Internal: Alexandria, Cairo, Sharm el Sheikh, and Hurgada External: Most people migrate to Libya, but there is also migration to Jordan and Saudi Arabia.	Internal migration to Cairo, Alexandria, Sharm El Sheikh, Hergada, and Luxur External Migration to Libya and Jordan for work in construction and agriculture	Internal migration to Cairo, Alexandria, Aswan, Hergada, north of Sinai, and Sharm El Sheikh. External migration to Saudi Arabia, Kuwait, United Arab Emirates, and Libya Cost of migration is of prohibiting
Seasonal	Craftwork increases in summer time	Harvest season: June, July, end of September, October, and the first of November.	Seasonal agricultural work Craftwork increases during summer	Agricultural work is seasonal.	Harvest: April, May, June, September, October, November Construction and migration in summer	Agricultural work is seasonal – no harvesting in January, July, or August
Gender	<ul style="list-style-type: none"> - Women are more educated and involved in the workforce - Increased awareness of social and health issues - Political activity remains limited. - Women participate in social and development activities - Women work in almost all sectors of the economy with the exception of craftwork. Women make equal 	<ul style="list-style-type: none"> - Women have become more educated and aware of health issues, but their political participation and job opportunities remain limited. - Women participate in traditional social activities such as weddings and funerals. Women are also involved in education and illiteracy eradication classes. - Women's 	<ul style="list-style-type: none"> - Women have become more educated - Increased social/health awareness - Women participate in elections and hold local political office - Women participate in social and development activities - Women work in almost all sectors of the economy with the exception of agriculture and craftwork - Women earn equal 	<ul style="list-style-type: none"> - Women have become more educated and work in almost all sectors of the economy. - There are 9 women's associations in the community. - Women participate actively in social life and organize seminars promoting health and social issues - Women participate actively in local political processes - Women are employed 	<ul style="list-style-type: none"> - Women have become more educated - More awareness of health and political issues - Women participate in social activities - There is no mention of women's employment, but it appears as if her opportunities are very limited. Her work in agriculture is limited to harvesting/weeding and the wages earned are less than those of men 	<ul style="list-style-type: none"> - Women have become more educated - Political activity remains limited, only 25% of women have registered to vote - Increased awareness of health issues - Active participation in social activities - Women's participation in the workforce seems to remain limited despite increases in education

	wages for government work, but may make less than men in other sectors, i.e. trade and commerce.	participation in the workforce remains limited. They are unable to work in cultivation until the harvest seasons and there is no mention of further job opportunities.	wages in government employment, but income is limited in agriculture and craftwork.	in almost all sectors of the economy, the exception being hard labor such as construction - There are some inequalities in wages earned in the agricultural sector.		
Health	<p>Osteoporosis of children, anaemia, kidney failure, liver diseases, and intestinal diseases</p> <p>2 public and 1 private hospital, private clinics, charity dispensaries, and several pharmacies.</p> <p>The public hospitals lack qualified doctors, supplies, medicine, and overall quality of care.</p>	<p>Virus “C” (Hepatitis C?) as a result of bilharzias infection among men, kidney failure, and diseases of the digestive system.</p> <p>There is a health unit that will be converted into a hospital, a gynaecologist, a pharmacy, and a medical caravan that visits the village twice a year. Medical facilities and supplies are limited.</p>	<p>Renal failure, hepatic inflammation, bilharzias, dystrophy, and other illnesses associated with water pollution.</p> <p>There are public and private hospitals available in addition to a maternal and child care unit, a health unit with a renal wash/other specialized kidney disease facilities, and other private clinics.</p> <p>Public care is lacking in quality.</p>	<p>There is kidney failure, cirrhosis of the liver (East Nile area), renal failure, and gastritis (East Nile area). In the winter there are problems with respiratory illness</p> <p>There are public and private hospitals, health insurance units, private clinics, family planning centers, and pharmacies</p> <p>Public facilities are lacking in quality and medications</p>	<p>Liver diseases, kidney failure, digestive diseases, and intestinal diseases</p> <p>There is a health unit in the village, but they also list private clinics and a public hospital as well, whether these are in the village or not is unclear.</p> <p>There is a family planning office, a pharmacy, and a doctor affiliated with the church</p>	<p>Kidney failure (nephritis), hepatitis, and cancer</p> <p>No discussion of actual numbers but there is mention of public hospitals, private clinics, and pharmacies</p> <p>Doctors are in short supply and the public healthcare was stated to be inadequate or too expensive.</p>
Education	<p>There are many primary, preparatory, and secondary schools in this region including technical and religiously affiliated schools</p> <p>There are complaints about the quality of education, training of teachers, overcrowded classes, expense, and lack of facilities</p> <p>Boys occasionally drop out for work</p>	<p>One primary and preparatory school – no private education</p> <p>Boys are dropping after primary school in order to work</p> <p>Girls are being pulled from primary education due to expense of education</p> <p>Illiteracy rate is about 60% (primarily the elderly and women) but younger people are</p>	<p>10 primary schools, 4 preparatory schools, and 3 secondary schools</p> <p>Boys drop out during preparatory school for work</p> <p>Complaints about the inadequacy of teacher, expense, quality of education and lack of opportunities after graduation</p>	<p>21 primary schools, 7 preparatory, 2 secondary schools and a religious institute (Al Azhar)</p> <p>Limited drop outs</p> <p>Public education lacks quality, private education is costly</p> <p>Illiteracy is relatively low</p>	<p>There is only a primary school in the village, nearest preparatory school is 3 km away</p> <p>Drop outs increase slightly in preparatory school due to costliness of education and the need for labor in the house</p> <p>Illiteracy is high (60%) among adults, especially men</p>	<p>11 public primary schools, 2 preparatory schools and 1 secondary school in addition to Al Azhar religious institute</p> <p>There is no private education available</p> <p>Complaints about class density, ineffective teachers, and overall quality of education</p> <p>Lack of job opportunities</p>

		attending eradication classes				Illiteracy is 60% among the elderly
Loans/ credit	<p>There are many banks available in the region in addition to Businessmen and Women's Associations</p> <p>Obtaining loans is difficult given strict conditions and procedures</p> <p>No group loans</p>	<p>Agricultural Development and Credit Bank, Naser Bank, and a local usurer.</p> <p>Interest rates are 7-12%</p> <p>Obtaining loans is difficult</p> <p>No group loans</p>	<p>Nasser Bank, Misr Bank, Bank of Development and Agriculture, Businessmen Association, and the Youth Association</p> <p>Interest is about 15%-20%</p> <p>Group loans are available</p>	<p>Agriculture and Development Bank, Misr Bank, National Bank, Bank of Alexandria, Nasr Bank, Anglican Organization Assembly, the Social Fund, Al Rahman Assembly, and the Businessmen Assembly</p> <p>Varied sources has improved loan access</p> <p>Group loans available</p>	<p>No financial institutions within the village. There is a Development Bank in the nearby village of Telsa and Naser Bank of Samaloot</p> <p>High interest rates</p> <p>Loans require a guarantee of a large amount of land</p> <p>The Kirtass Assembly of the village offers 1000 EP as a loan, but only to people under the age of 50.</p>	<p>The Agriculture and Development Bank is the main source of loans but interest rates are high and the guarantee is large amounts of land</p> <p>There is also the Social Fund, the Society Development Assembly (max loan of 1000 EP w/ simple interest)</p> <p>Interest rates can reach as high as 30%</p>
Water	<p>Water is improperly purified and tastes like chlorine</p> <p>Network does not service all the community</p> <p>Irrigation water is pulled from the Nile in the upper area of the district</p>	<p>Water is improperly purified and pumped through an old network</p> <p>Water reaches only 60% of the community due to expense of connection to the network (500 LE)</p> <p>Irrigation utilizes canals and costs 25 EP/hectare</p>	<p>Drinking water is lacking in quality, there is only one station for the village</p> <p>Irrigation utilizes small canals costing 25-30 LE/acre</p>	<p>There is one well, one distribution center, and one emergency mobile unit</p> <p>Quality of water is sufficient</p> <p>Connecting to water network is expensive</p> <p>No mention of irrigation, despite being an agrarian community</p>	<p>Roughly 10% of the village is connected to a water network</p> <p>Most people are pumping water that has been contaminated by sewage tank leaks</p> <p>Irrigation is done through canals at the cost of 15-25 EP</p>	<p>One water station, roughly half the people are connected</p> <p>Complaints about water quality and price</p> <p>Irrigation is either directly from Yousif Sea or through groundwater</p>
Sewage/ garbage	<p>90% of the community is connected to the sewage network, some are connecting illegally to the network</p> <p>Garbage is not collected regularly and accumulates in the</p>	<p>No network in place, people use the gutters in the school or hospital, the "sumps", or construct iron tanks</p> <p>Garbage collection is performed by a bulldozer from a</p>	<p>No sewage system</p> <p>No mention of waste disposal</p>	<p>Sewage installation incomplete, people mainly use canals</p> <p>Garbage is left in the street</p>	<p>No sewage system; public work not completed, instead people use tanks</p> <p>Garbage is collected by a bulldozer from the nearby village</p>	<p>No sewage system. Sewage tanks are used and emptied irregularly</p> <p>No regular garbage collection, as a result, waste is accumulating in the streets</p>

	streets	neighboring village				
Services	<p>There are two paved roads in the district, internal side roads are unpaved</p> <p>Transportation includes minibuses, half-vans, taxis, and private buses. Transport is available, but often overcrowded</p> <p>Most areas of the region are connected to electricity – complaints about the rise in prices</p>	<p>One paved main road, all other roads are dirt</p> <p>Microbuses and “half-vans” are the main forms of public transport</p> <p>20% of the village has phones – connection is expensive (1000 EP)</p> <p>No public or private phone centers – people must travel to nearby villages</p>	<p>3 paved main roads, some internal roads are paved; sewage installation is often destroying roads that are not immediately repaired</p> <p>Minibuses and taxis are the forms of public transportation, but transport to outlying areas is difficult</p> <p>Electricity reaches 95% of the community, but prices are high</p> <p>One telecommunications center – prices have raised</p>	<p>Three main paved roads</p> <p>Public transportation includes carts and microbuses in addition to private tek-tek and taxis</p> <p>1 telecommunication office, no mention of how many subscribers</p>	<p>One paved road in disrepair</p> <p>Transportation includes half-vans and private cars, but is often irregular and overcrowded</p> <p>90% of the community is connected to an electricity network; the remaining 10% rely on kerosene. In addition, people use cattle dung and firewood for stoves. Prices at the gas pumps range from 4-7 EP.</p> <p>No exchange center, must travel for phones</p>	<p>One paved main road and district circle, all other roads are unpaved</p> <p>No public transport, inter-regional transportation is provided by microbus</p> <p>It is unclear, but 95% of the population is connected to an electric network</p> <p>1 private and 1 public telecommunications center</p> <p>Most homes have land lines but the services are very expensive</p>
Housing	<p>No youth housing available.</p> <p>There is “popular” and “harborage” housing, but it is difficult to get lodging.</p>	<p>No mention of any public or subsidized housing</p>	<p>There is youth and government employee housing available, no mention as to the expense of these opportunities</p> <p>Private housing corresponds to wealth rank</p>	<p>200 flats for public housing in addition to private houses and apartments</p> <p>Flooding damaged houses 5 years ago</p>	<p>Housing varies according to economic status</p> <p>No discussion of public housings</p>	<p>No public housing available</p> <p>Housing varies from mud/brick to concrete/flagstone according to economic status</p>

Food Subsidy Summary: El Menia Governorate

District: Community:	El Menia Fourth Division	El Menia Manshayett El Dahab El Bahria	El Menia Deer Nawas	Samalout Samalout City	Samalout Kattosha	Dimoass Delga
1. Type and quantity of commodities	Rice, oil, sugar, tea, fat, beans, lentils (yellow/black), and pasta.	Rice, oil, sugar, tea, fat, beans, lentils, and pasta. Quantities are insufficient, especially	Oil, cedar, macaroni, tea, ghee, lentils, and beans Quantities are insufficient.	Beans, butter, rice, lentils, macaroni, oil, and tea. Quantities are	Beans, lentils (yellow and black), fat, oil, tea, pasta, rice, and sugar The quantities are	Beans, lentils, fat, oil, rice, pasta, bread, and tea. Quantities are

	Quantities are insufficient.	the sugar, rice, and oil.		insufficient	insufficient	insufficient; they often run out in a week.
2. Availability of commodities	There is one supply office few suppliers; the commodities are available, but the purchasing power is weak.	One supply office with multiple suppliers, limited purchasing power	Bread is not always available despite 6 bakeries 1 supply office	1 supply office	1 supply office	1 supply office and 25 local merchants
3. Quality of commodities	Poor Beans, black lentil, and fat Good Oil, yellow lentil, tea, pasta, and rice	Poor Beans, yellow lentils Good Bread, black lentils, rice, macaroni, oil, fat, tea, sugar, and rice	Poor Lentils, bread, and ghee Good Cedar, macaroni, tea, and beans	Poor Butter and Lentils Good Beans, rice, macaroni, oil, and tea	Poor Beans, fat, and tea Good Yellow lentil, oil, pasta, rice, and sugar	Poor Fat, tea, and pasta Good Beans, oil, and rice
4. Participation	Pop No information given	Pop No information given	Pop No information given	Pop No information given	Pop 2416 families 90% receive subsidy	Pop No information given
5. Registration Process / Targeting	Newborns are not registered People returning to the region have lost subsidy Targeting is inaccurate	Newborns are not registered Targeting is inaccurate	Newborns are not registered Targeting is inaccurate in determining who deserves the food subsidy	Newborns are not registered Targeting is inaccurate	Newborns are not registered Targeting is inaccurate	Newborns are not registered Targeting is inaccurate
6. Corruption	Retailers and bakers have been selling commodities on the black market	There is no mention of corruption in this particular area, although there is mention of the bread subsidy not reaching everybody	Some commodities are being sold to restaurants or on the black market Prices are set high due to lack of oversight	Bakery owners are stealing wheat and selling the high quality bread to the black market or restaurants	None explicitly mentioned, but oversight and regulation were recommendations	None explicitly mentioned, but government oversight over inspectors and suppliers was recommended
7. Importance	Subsidy enables low income families to meet daily needs	The food subsidy helps people meet their daily needs	Program is crucial to meet food needs	Program is crucial to meet food needs	People depend on these commodities to meet essential needs	Program crucial to satisfy food needs
8. Recommendations	- Cancel black lentils, beans, and fat and replacing them with commodities like meat,	- Increase quantities of sugar, rice, and oil - Add meat, flour, and	- Cancel lentils - Improve quality of ghee	- Replace lentils - Cancel the butter and replace it with	- Increase quantities of pasta, rice, and sugar - Add meat, flour, soap,	- Improve quality and quantity of existing commodities

	<p>flour, and soap</p> <ul style="list-style-type: none"> - Improve the quality and quantity of rice and pasta - Some participants suggested a monetary subsidy 	<p>soap to the commodities</p> <ul style="list-style-type: none"> - Decrease prices - Do <i>not</i> substitute food subsidy with monetary subsidy - Cancel the bread subsidy and add flour to the supply card as a substitute 	<ul style="list-style-type: none"> - Add flour to the commodity list rather than utilizing bakeries - Add meat and fish 	<p>vermicelli</p> <ul style="list-style-type: none"> - Increase quantities of sugar, macaroni, and rice - Increase qualities or cancel the commodities 	<p>and Ariel (cleaner)</p> <ul style="list-style-type: none"> - Food subsidy is better than a monetary subsidy 	<ul style="list-style-type: none"> - Cancel or replace commodities that are not being requested
Registration Process	<p>More accuracy in targeting</p> <p>Register newborns</p>	<p>Add newborns</p> <p>More accuracy in targeting</p>	<p>More accuracy in targeting</p> <p>Register newborns</p>	<p>Use more accuracy in determining who deserves full or partial subsidies</p>		<p>Register newborns</p> <p>Use more accuracy in targeting</p>
9. What will happen if program cancelled	<p>Starvation would occur</p> <p>Prices would increase dramatically</p>	<p>Starvation would occur</p>	<p>Prices will increase</p> <p>Starvation would occur</p> <p>Black market would flourish</p>	<p>Prices will increase</p> <p>People will be unable to meet their basic needs</p> <p>Increased theft and possibly rebellion.</p>	<p>Starvation</p> <p>Increased theft</p> <p>People of limited income will be further burdened</p> <p>Black market will flourish</p>	<p>Black market would flourish</p> <p>Prices would increase</p> <p>Starvation</p> <p>Demonstrations</p>

Vulnerability Summary: Fayium Governorate

District: Community:	Ebshway Shakshouk	Ebshway Ebshway	Tamya Tamya	Tamya El Mukatla	Fayium Almandarah	Fayium Kuhafa
Factors that have increased vulnerability of people living in Fayium						
Economic	-Increased unemployment -Reduced work opportunities -Inflation amidst low incomes	Privatization led to job loss Increased prices Immigration has become rare Increased restrictions on exporting goods limits incomes	Increase in price No job opportunities Privatization led to unemployment Land prices are increasing (new land law), there are fewer opportunities in agriculture	Price increases Prices of crops are decreasing Unemployment New land laws limit small farmers abilities	High prices in the context of low or no incomes High unemployment New land and export laws inhibit small farmer's livelihoods	Price increases Unemployment New land laws are making it harder for small farmers Privatization has led to increasing unemployment
Political	War in Iraq leading to return of migrants	Returning workers from Iraq are exacerbating unemployment in addition to losing income	War in Iraq leading to return of migrants	War in Iraq leading to return of migrants	War in Iraq leading to return of migrants	War in Iraq leading to return of migrants
Environmental	- Sewage is leaking into irrigation and potable water sources - Garbage is being disposed of in the lake - Shrimp peels are attracting large amounts of mosquitoes	- Garbage is accumulating in the streets - Sewage is leaking into water supplies - Limited irrigation water, especially in summer months	- Pollution of drinking and irrigation water	Water pollution in irrigation and potable water sources	Garbage is accumulating and creating health risks Sewage trenches are overflowing.	Excessive accumulation of garbage Insufficient sewage – but it is in the process of being replaced
Social	- Husbands are migrating to Aswan leaving women home alone - Early marriage - Increased divorce rates.	- “Illegal” marriage phenomenon is spreading - People are opting not to participate in social insurance	- Increased divorce rate	Overpopulation	Difficulty in marriage due to high cost of ceremony – late marriage.	Late marriage
Vulnerable groups	Widows, divorcees, farmers, fishermen, unemployed graduates, and employees	Employees, farmers, wage workers without work, divorcees, handicapped, elderly,	Employees, workers with temporary contracts and no social/health insurance,	Landless farmers, employees with low salaries, occasional workers (with daily	Farmers, employees, and small vendors	Government employees, daily-waged labor, the very poor people, disables, supporting

		and orphans	widows, orphans, divorcee, the handicapped and disabled, and people who work on daily basis because they don't have regular jobs	wages), widows, orphans, divorcees, and ill and the elderly		women, and unskilled labor
Wealth dist (%)	Poor: Middle: Better off:		Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: Middle: Better off:	
Income/ food gap/ critical times	No food shortage, only limited incomes Critical times are: Ramadan/special occasions, the beginning of the school year, and times of illness/death Income sufficiency: Farmer's -7-8 months Fisherman's -5-6 months Employee's - 10 months	No food shortage, only limited purchasing power with low incomes Hardest times are the beginning of the school year, feasts/Ramadan, end of the month, and winter season when there is no harvest Farmers have sufficient incomes for 4-5 months/year, others have more limited incomes.	Main problem is lack of income and increasing prices. Particularly difficult times are: re-opening of schools, feasts such as Ramadan, illness, and the months before harvest (April to August)	Problem is not scarcity of food, but lack of income Difficult times include: beginning of school year and feasts such as Ramadan In winter, price of cattle's fodder increase because of Nile's obstruction, so there is a reduction in butter and dairy production.	No seasons of food scarcity only limited purchasing power Incomes sufficiency: Employees: 3 months Others: 10 days/ month Farmers: 2 months Critical times: Bariums/Ramadan, beginning of the school year, halfway through the month	Food shortages attributed to lack of income. Second half of month Beginning of school year Ramadan/ feasts Sometimes income is only sufficient for 10 days a month
Coping strategies						
Household	-substitute low quality food – beans, falafel, lentils, and fish -removing children from school - delaying unnecessary purchases	Borrowing Buying on instalment Delaying unnecessary expenditures Finding additional employment Eating lower quality food	Finding additional employment Raise poultry Store food Borrow money Buy cheap food such as beans, lintel, Egyptian besara, eggplant, and potatoes Remove children from school	Reduction of other expenditure Buy cheap commodities such as beans, lentil, aubergines, El mish (sort of cheese) and potatoes Borrow/ buy on credit Store food	Searching additional employment Buy on instalment Produce food at home (chicken/duck) Crime Substitute low quality food for high quality food – Lintels, beans, rice, besara, stock cheese, cooked wheat (ferek), and molokhya	Buy cheap food such as beans, Tammia, Kushary, lentils, macaroni, rice, or the food stored at home such as Kishk and old cheese Store food Raise poultry at home Buy food on credit Borrow money

			Limit other expenditures		Pull children out of school	Delay unnecessary expenditures
Community	Limited community services	Informal donations Civil associations provide limited services	Some community associations Informal donations	Informal community donations Orphan organization Some food distribution	Charity Mosque provides some assistance In kind donations Informal borrowing between family members	Some community organizations provide limited support Informal donations
External safety nets	Problems with social insurance: - fisherman not insured - compensation insufficient - limited coverage	Some government assistance to college students	Employees and workers in the public sector are under the social insurance system - Fees are high and few people can afford to join Difficult to acquire insurance	No social subsidy	Social insurance and health insurance systems are not sufficient Fees need to be brought down, at it is only 1/3 people can afford the services; employers should be obligated to provide insurance	Government employees have social insurance – but there is a lack of coverage for other sector
Outcomes						
Income/ livelihoods	Fishing (55%), agriculture (30%), shrimp peeling, craftsmen, and employees (combined 15%)	Employees, agriculture, handicraftsmen, fishermen, poultry, trade, commerce	40 % agriculture 30 % livestock/ commerce 20 % employees Others are unemployed	Farmers (70%), employees (10%), and daily waged workers (15%) Others are unemployed or old Very limited # shops, or commercial activities	Agriculture – 90% Employees – 9% Other (commerce, construction, craftwork) – 1%	Agriculture, government employees, wage workers, commerce, craftwork
Migration	External migration to Saudi Arabia, Kuwait, Jordan, and United Arab Emirates Internal Migration to Aswan or Souhag for 15 day fishing trips	Rare travel to Saudi Arabia, Libya, Jordan, and Kuwait (high travel costs) Internal migration to Cairo, Sharm El Sheikh, and Hergada (tourism, security, or	No more immigration to Saudi Arabia, Kuwait, or Libya, it is too expensive/fewer opportunities Some internal migration to new cities and tourist areas such as	Internal migration to Cairo, North Coast cities External migration is limited	There is very little migration to Saudi Arabia and Libya because of high costs of travel.	Migration to other Arabic countries has declined, mostly due to Iraq war. As a consequence, remittances are declining

		service industry)	Sharm El Sheikh, Hurghada, Red sea			
Seasonal	Fishing and farming in winter	Agricultural seasons for wheat, fruit, corn, and flowers	Agriculture seasons	Summer employment for harvests Young men go to North Coast to work in tourist season	Wheat and sugar (main crops) are harvested in summer. Winter time is more active for construction/ craftwork	Agriculture- corn and wheat harvest in May and June; cotton during October Hand-crafts are more active in summer
Gender	<p>Women are becoming more educated although some girls choose not to go to school</p> <p>Women participate in social affairs, development activities (illiteracy eradication), and elections</p> <p>Women mainly work in peeling shrimp and small vending</p> <p>Women are barred from “hard labor” which usually pays more</p>	<p>Women have become more educated and participate in the workforce. Political participation is still limited.</p> <p>Women participate in all social occasions</p> <p>Women are active in development efforts</p> <p>Women teach seminars on family planning</p> <p>Women usually sew, raise chickens, plant and sell vegetables, and other activities.</p>	<p>Participation in social and public life has improved</p> <p>Women’s education has improved</p> <p>Women participate in development activities</p> <p>Women work in schools, in commercial stores, sell vegetables and chickens, and participate in the committees of National Democratic party.</p>	<p>Education for women has improved</p> <p>Women are entering labor force</p> <p>Women face more constraints and unfavorable traditions in rural areas</p> <p>Women mostly take jobs that men do not do such as working as vendors, gathering cotton</p> <p>Women participate in social events</p>	<p>Women have become more educated but are still limited in local political activity</p> <p>Women participate in organizing cultural/religious and development activities</p> <p>Women have begun to raise chickens and sell vegetables in addition to working as vendors and in pharmacies.</p>	<p>Education level has improved</p> <p>Women’s participation in public and social life has increased: they vote, participate in NGOs, women’s groups</p> <p>Women work in Gov’t sector, bookstores, factories, or on the farm</p> <p>In the private sector, men get higher wages</p> <p>Many women quit after they get married.</p>
Health	<p>Intestinal inflammation, renal failure, pneumonia, bilharzias, anaemia, epidemic hepatitis, osteoporosis, and thorax inflammation</p> <p>Diseases are more common during winter and summer.</p> <p>Health unit with mobile family planning unit, 2 private clinics, 2 pharmacies, charity dispensary through the</p>	<p>Renal failure, hepatitis, cancer, diabetes, gastritis, anaemia, and bilharzias</p> <p>Public hospital and private clinics available – quality and medicines lacking in public hospital</p>	<p>Kidney failure, kidney diseases, anaemia, bilharzias, and worms</p> <p>Skin diseases in summer because of heat and mosquitoes</p>	<p>Kidney failure, hepatitis, diabetes millets, allergic disease, skin disease and bilharzias</p> <p>No facilities in the village; poor people go to Fayium public hospital, the wealthy go to private clinics</p>	<p>Hepatitis, diabetes, bilharzias, malaria, kidney failure, amoeba, colds and other stomach illnesses</p> <p>Family Planning unit Pharmacy One travelling health unit that comes twice a week, public hospital/private clinics located in Al Fayium</p>	<p>Anemia (specially among children), hepatitis (specially among young people), kidney infection, gastroenteritis.</p> <p>Medical services available, including private clinics and 7 pharmacies</p> <p>Private clinics offer better care</p> <p>Public hospital in Fayoum.</p>

	<p>Mosque (limited services)</p> <p>Private clinics are expensive and public health services are inadequate.</p>					
Education	<p>High drop out rate due to cost and need for labor</p> <p>Quality of education is low, overcrowded classes, inadequately trained teachers, costly, limited opportunities</p> <p>Illiteracy is declining</p>	<p>There is a public primary school, preparatory school, secondary schools, 1 commercial school, 1 industrial school, 1 agricultural school and 2 religious institutes. In addition, there are private schools</p> <p>Drop outs are rare</p>	<p>Families prefer to educate boys over girls</p> <p>Drop out is between 5-20%</p> <p>Education is expensive and lacks quality</p> <p>Drop outs for work</p> <p>Illiteracy is 30% among adults</p>	<p>Dropout occurs for work, marriage, or inability to pay for education</p> <p>Illiteracy is 30% among adults, 10% among youth</p>	<p>Low drop out rate</p> <p>Few complaints about quality of education</p> <p>Complaints about expense</p> <p>Illiteracy is about 40% for adults and less than 10% for youth</p>	<p>Drop out common among poor families who cannot afford schooling</p> <p>Girls drop out more than boys, especially after primary school; not allowed to travel to go to sec. school</p> <p>Drop out highest during harvest time</p> <p>Illiteracy high among adult women</p>
Loans/ credit	<p>People travel to nearby villages to borrow from: Businessmen Association, Agriculture and development bank, development associations</p> <p>Terms of guarantee are limiting</p>	<p>Several banks and smaller local civil society organizations</p> <p>Village bank offers small loans to women with low interest in addition to the association for small development projects. There are also loans available to youth.</p> <p>Bank loans generally have high interest rates and strict conditions of guarantee</p>	<p>Some banks in the community – interest rates are very high</p> <p>Local development associations offer low interest loans</p>	<p>No institutions in this village</p> <p>Loans are available in Fayium through various banks and other agricultural/ development associations</p> <p>Procedures are complex and interest rates are high</p>	<p>Many different sources of loans available</p> <p>High interest rates</p> <p>Small loans are available</p> <p>Procedures are complex in acquiring loans</p>	<p>Several financial institutions available for loans</p> <p>Development agencies offer small loans for projects</p> <p>Guarantees and conditions are increasingly strict limiting people's access to loans</p>
Water	<p>Drinking water is improperly purified and the piping often breaks</p> <p>Water bills are high</p>	<p>Some say the water is polluted while others say it is fine with chlorine</p>	<p>Purification ineffective</p> <p>Limited hours of water availability – low pressure</p>	<p>Pipes need maintenance</p> <p>Water is not always available</p>	<p>There are 5 main taps for the water with 918 subscribers to the water network, no complaints about the quality, but</p>	<p>Public water available but pipeline needs maintenance – there are three weeks at the end of January that water is</p>

	Irrigation is limited by proximity and is contaminated water	There is little irrigated water available in the summer; no planting can occur for 5 months a year The source of the irrigated water is the Yousef Sea.	Irrigation canals and sources are polluted with sewage water	Irrigation water is mixed entirely with sewage water	water pressure is low	not available Bahr Yousef water is used for irrigation
Sewage/ garbage	Network has not been installed, people rely on tanks that are leaking into water supply Garbage is thrown into the lake or accumulates in the streets	No sewage network – tanks are used but they are leaking Garbage collection has just recently started	Not all areas are connected to the network – remaining areas rely on tanks and the sewage leaks	Tanks are used for sewage collection – mixes with irrigation Garbage is accumulating	Sewage is disposed of through trenches that are leaking Garbage is disposed of in the streets or burned	Sewage system: problems and inefficiency; new Sanitation plant is under construction Garbage is not collected regularly
Services	6 paved roads that are not maintained No complaints about public transportation Electricity network is in place in addition to fuel use 1 gov't telecommunications center, 4 private - expensive	Some roads are paved, not well maintained 2 governmental communication centers and several private centers – almost everyone is connected	Most roads are paved but they need maintenance Microbus and tek-tek are the forms of transport Several communication centers – fees are high	Roads are in disrepair Limited/ insufficient transport Telephones are available but expensive	There are 13 transformers in the village with 911 residential subscribers and 13 commercial subscribers Telecommunication services are good but expensive - 600 subscribers Microbuses are available as public transportation in addition to private cars	Roads are well maintained 95% of the population is connected to electricity Vans are used for transport Public and private phone services are available
Housing	Housing varies according to economic status Public housing is expensive and distributed by lottery (12,000 LE down payment and 75	Public housing is available in this community	Public housing is available for newlyweds and low income families	No public housing	There is no subsidy for housing available in this community.	No subsidized housing

	LE/month) Youth housing is 1500 LE down and 62-85 LE/month Employee housing is ranges from 1400-1500 LE down and 62-85 LE/month.					
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Food Subsidy Summary: Fayium Governorate

District: Community:	Ebshway Shakshouk	Ebshway Ebshway	Tamya Tamya	Tamya El Mukatla	Fayium Almandarah	Fayium Kuhafa
1. Type and quantity of commodities	Fat, sugar, rice, flour, pasta, lentils, and beans Quantities are insufficient	Ghee, macaroni, yellow/black lintels, beans, tea, sugar, rice, oil, and flour Quantities are insufficient	Tea, sugar, rice, flour, macaroni, and oil Quantities insufficient	Beans, lentils, none others listed Quantities are insufficient	Ghee, macaroni, yellow/black lintels, beans, tea, sugar, rice, oil, and flour Quantities are generally insufficient	Ghee, Macaroni, Beans, lentils, flour, sugar, and oil Quantities are insufficient
2. Availability of commodities			4 bakeries		1 supply office Bread is sometimes unavailable as it is being sold on the black market	5 subsidy outlets 3 bakeries
3. Quality of commodities	Poor Beans, fat, and lentils Good Sugar, rice, flour, pasta (after a while), and beans	Poor macaroni, beans, black lentil, rice, fat Good yellow lentil, sugar	Poor Ghee Good Oil, sugar, rice, flour, and macaroni	Poor Beans and black lentils Good	Poor Ghee, beans, tea, black lintels Good Macaroni (although sometimes infested from bad storage), yellow	Poor Ghee, macaroni, Beans, lentils Good Flour, sugar, and oil

					lintels, rice, oil, sugar, and flour	
4. Participation	Pop 25,080 No mention of participation rates	Pop 8000-16,000 families Half the population receives subsidy	Pop 46,139 80-90% of the population receives subsidy	Pop 11,965	Pop ≈ 14,000 Roughly half are registered for subsidy	Pop 12,291
5. Registration Process / Targeting	Newborns are not registered Targeting is not accurate The deceased are not removed from subsidy	Newborns are not registered Targeting is not accurate Newlyweds not registered	Newborns are not registered Targeting is not accurate Newlyweds are not registered	Newborns are not registered Targeting is not accurate Newlyweds are not registered	New born children excluded Newlyweds are not registered	Newborns and newlyweds not registered
6. Corruption	Bakers selling flour on black market	Theft and bakers selling bread to the black market			No monitoring Theft	Distribution is based on social networks not need Need for monitoring
7. Importance	Enables people to meet their daily needs	The program is crucial to meet daily needs	Although insufficient, helps families meet their needs	Assists low income families to meet daily needs	Families depend on subsidy for basic needs	Although insufficient, families rely on the support
8. Recommendations Quantities of commodities should be proportional to family size.	Increase quantities Replace black lentils with yellow lentils Adding meat Supervision over supplies Increase bakeries	More monitoring and accurate targeting Quantities need to be increased, especially flour More supervision Cancel the ghee Subsidy needs to be increased	Increase quantities of flour, rice, sugar, oil, and macaroni Improve quality of ghee	Increasing the amount of flour Reduce the prices of commodities Improve quality of commodities	Quantities need to be increased, especially flour Cancel the ghee Subsidy needs to be increased	Increase amounts, particularly flour, sugar, and oil Improve quality of butter (ghee), replace black lentils Add cleaning supplies

Registration process	More accurate targeting Add newborns	Add children and newlyweds to the subsidy cards More accurate targeting	Register newborns and newlyweds More accurate targeting	Register newborns and newlyweds More accurate targeting	Add newborns and newlyweds More accurate targeting	Register newborns and newlyweds
9. What will happen if program cancelled	Prices will increase Starvation would occur	Prices increase Negative impact on poor families Starvation	Prices would increase Negative impact on poor families	Prices would increase Negative impact on poor families	Prices will increase Black market will flourish Income gap will grow – 80% of the village will be negatively impacted Increased crime	People will be unable to meet basic needs Prices will increase

Vulnerability Summary: Gharbia Governorate

District: Community:	El Santa Kola Al Bab	El Santa City of El Santa	Bassyoun Bassyoun City	Bassyoun Kom El Nagar	Zefta Zefta City	Zefta Shobra El Yaman
Factors that have increased vulnerability of people living in Gharbia						
Economic	<ul style="list-style-type: none"> - Rise in prices - Unemployment and lack of working opportunities - High costs of agricultural inputs → decline of agriculture, farmers selling their lands 	<ul style="list-style-type: none"> - Rise in prices - Unemployment and lack of working opportunities especially for youth - Decline in construction market - decline in agriculture due to new land law, and to high production costs and high costs of land 	<ul style="list-style-type: none"> - Devaluation and increases in prices - Unemployment - Increase in costs of renting land and of agricultural inputs → decline in agricultural activities - Increase in raw material costs for construction → decline in construction sector - Crisis in some agricultural commodity markets such as for cotton 	<ul style="list-style-type: none"> - Devaluation and increases in prices - Increasing unemployment - Crisis in some agricultural commodity markets such as for cotton - Increase in costs of renting land and of agricultural inputs → decline in agricultural activities 	<ul style="list-style-type: none"> - Devaluation and increases in prices - Crisis in some agricultural commodity markets such as for cotton - Privatization - Increase in costs of renting land and of agricultural inputs → decline in agricultural activities 	<ul style="list-style-type: none"> -Rise in Prices -Unemployment; especially for youth -Increasing unemployment -Land is increasingly hard to rent/buy; some are having to sell land for immediate cash
Political				- War in Iraq has forced many immigrants to	- War in Iraq has forced many immigrants to	Returning workers from Iraq as a result of the

				come back, contributing to unemployment and decreasing incomes	come back, contributing to unemployment and decreasing incomes	the Iraqi war have exacerbated unemployment
Environmental	Poor quality of drinking water	-Risks an dangers in work environment - Risks using dangerous public transportations	- Locusts - Air pollution due to burning of rice waste - Water pollution, scarce water for irrigation	- Air pollution due to burning of rice waste - Lack of water for irrigation	- Air pollution due to burning of rice waste - Irrigation water contaminated -Pollution	-No Garbage collection; village initiatives have been stalled - Sewage is disposed of in trenches that sometimes flood -Air Pollution from brick factories
Social			- Increase of drug use between unemployed youth - Family problems (divorce) - Lack of insurance for occasional laborers			
Vulnerable groups	Government employees, farmers who do not own land, casual laborers, unemployed youth	Occasional/Seasonal laborers and people without stable income; employees with limited salaries, farmers without land	Employees with limited salaries, casual and seasonal laborers, small farmers with no or little land, elderly	Employees with limited salaries, casual and seasonal laborers, small farmers with no or little land	Employees with limited salaries, farmers with no or little land, temporary/seasonal labor	Agricultural labor; Temporary/seasonal labor; Government employees; Unemployed people with no opportunities
Income/ food gap/ critical times	Special occasions such as Ramadan/ beginning of school year. Lack of income as main problem	Special occasions such as Ramadan/ beginning of school year. Some food shortage at the end of agricultural period before next crop Lack of income is the main cause of food insecurity (“endless vicious cycle”)	Special occasions such as Ramadan/ beginning of school year. Winter season/ period before next harvest as reserves are scarce Lack of income creates food insecurity the whole year	Special occasions such as Ramadan/ beginning of school year. Winter season/ period before next harvest as reserves are scarce Lack of income creates problems during all year	Special occasions such as Ramadan/ beginning of school year. Good shortages before harvest time Participants stated that incomes do not cover expenses throughout the year	Beginning of the school year Social occasions and feasts like Ramadan Participants stated that incomes do not cover expenses throughout the year
Coping strategies						
Household	- Limit quantities consumed, substitute with cheaper items - Borrow - Defer payments	- Limit quantities consumed, substitute with cheaper items - Borrow - Defer payment - Buy only what	- Look for additional employment opportunities - Women start working -Limit food consumption and avoid	- Reduction in quantities or in the number of meals consumed - Consume food previously stored	- Consume food previously stored - Consume cheap food items - Borrow money/ defer payments	-Purchasing on installment -Borrowing money -Consuming cheaper and lower quality food

		necessary	expensive item such as meat (substitute with cheaper items) - Borrow - Favor children	- Borrow - Defer payment Substitute meat and other expensive foods with cheaper items such as chicken, fish, eggs, rice, bread, macaroni, beans, lentil -Favor children	- Limit expenses of other goods such as clothes - Favor children	
Community	Rich people assist the poor in special occasions Some associations provide in kind assistance; Family Fund for financial support	Non governmental organizations assist the poor Benevolent individuals provide assistance to the poor particularly in special occasions and feasts	Charity organizations provide assistance to the poor and the most on need	Some community organizations and rich individuals provide assistance to the poor and the most in need	Rich people assist the poor in special occasions; religious organizations also provide some assistance	Charitable community members “Family fund” – group savings for times of need
External safety nets	No formal social subsidy in times of shortage	No formal social subsidy in times of shortage	No form of social assistance available	Social Development Institute support certain categories such as orphans, handicap and retarded kids, divorced women	Social Development Institute support certain categories such as orphans, handicap and retarded kids, divorced women	No formal social subsidy in times of shortage
Outcomes						
Income/ livelihoods	Agriculture is the main sector. Some industrial activities, some government employees	Agriculture (60%), employees (30%) or business owners/traders (10%)	75% agricultural activities, followed by employees in manufacturing. Small percentage hold public positions	Mainly agriculture; There are minor crafts such as carpentry and some own small shops	Mainly agriculture; Also drivers, public employees, working in manufactures or in small shops	Mainly agriculture (70%) Brick and jute manufacturing also exist in addition to government employment
Migration	Internal migration (3/4 % of pop) to Cairo, Tenth of Ramadan City, Sharm El Sheikh and Hurghada. External migration to South Africa, Italy or France	Some migration to Italy, France and South Africa, but decreasing because of high costs of travelling Seasonal internal migration to Sharm El Sheikh, Hurghada and Sinai (summer)	Internal migration to Tanta, Cairo and Alexandria. Young people also migrate to new locations such as 6 th October City and Nubaria. External migration to Saudi Arabia, Kuwait and the Emirates, usually temporary. Limited migration to Europe	Girls migrate when married to rich Arabs Internal migration to Cairo and other big cities Eternal migration to Gulf countries	Immigration to Zefta from neighboring villages; internal immigration from Zefta to Cairo, Alexandria or South Sinai. Youth immigrate to towns on the coast External immigration decreasing as the cost of traveling is too high,	Internal migration is mainly to Cairo followed by Alexandria, Sharm El Sheikh, Zifta, Al Mansoura and Al Arish External migration is mainly to Arab countries and limited amounts to Europe

					mostly to Saudi Arabia, Emirates, Kuwait or France and Italy to look for work.	
Seasonal	Some agricultural work seasonal; during summer young people go to coastal cities to work	Some agricultural work seasonal (summer)	Seasonal work in agriculture	Seasonal work in agriculture, in coffee shops and restaurants in the summer for students	Seasonal work in agriculture; some summer employment opportunities for youth and students	Summer migration to Sharm El Sheikh and Al Arish Jute cultivation
Gender	<ul style="list-style-type: none"> - Significant rise in women's education levels - Women entered labor force and have key positions; equal salaries in public jobs, but easier for men in agriculture - Participation of women in the elections - Enhancement of the status of women within their families/Increase financial autonomy - Increased participation of women in social life <p>Early marriage and dowry disappearing</p>	<ul style="list-style-type: none"> - Women education has improved - Women have key roles in the societies - Women have entered labor force (although some jobs still mainly for men) - Women participation in political life increased <p>Early marriage and dowry disappearing</p>	<ul style="list-style-type: none"> - Improvement in women education - Women participate more in social and political affairs - Women have prominent public position (no salary differences with men); easier for men in agriculture - Women can have more chances to get job if they accept lower salaries than men (especially in shops) - Women have more financial power and can support development projects <p>Early marriage and dowry have disappeared</p>	<ul style="list-style-type: none"> - Women education has improved - Women awareness on health and rights issues has increased - Women participate in social and, partly, in political life <p>Men get higher salaries in jobs which require high physical labor; women can have more chances to get job if they accept lower salaries than men (especially in shops)</p> <p>early marriage declining; bride and groom share expenses</p>	<ul style="list-style-type: none"> - Women education has improved - Women awareness on health and rights issues has increased - Women participate in social and, partly, in political life <p>Men get higher salaries in jobs which require high physical labor; women can have more chances to get job if they accept lower salaries than men (especially in shops)</p>	<ul style="list-style-type: none"> -Rise in women's education -Rise in women's health education/ family planning -Women's employment is limited; generally to agriculture and they generally earn less than men -Public participation is limited -Limited participation in development efforts -High participation in social events and activities
Health	<p>1 public hospital; private clinics; one private health centre; pharmacies</p> <p>Complaints about low quality in public hospital</p>	Complaints about low quality of public health services. Only rich people can access private clinics	Very low quality of services in public hospital/ lack of facilities and equipment. Rich people go to private clinics	Public hospital well equipped available, but lack of doctors. Poor people go to pharmacies to get a diagnosis, rich people to private clinics (3 available)	Public and private health facilities available, but complaints about low quality of services in public ones	One poorly equipped public hospital
					Lack of doctors and of free medications	People who can afford it, visit superior private clinics or go to Zifta
					People prefer to go to private facilities if possible	

<p>Education</p>	<p>Adequate number of schools but class density is too high. No technical/commercial schools and no private schools</p> <p>Drop out low (2%), mostly for poor economic conditions</p> <p>Illiteracy rate among adults is 50%</p>	<p>People said # of schools insufficient (especially for secondary and technical schools)/high class density. Complaints about low quality of education</p> <p>Small drop out low mostly for poor economic conditions after primary schools</p> <p>10 literacy classes; Illiteracy rate among adults is 50-60%</p>	<p>Public and private schools are available for all levels; however, the number of schools and number of teachers are inadequate for the town needs/ high class density/ insufficient school facilities</p> <p>Drop out limited, mostly due to poor economic conditions. Drop outs increase in harvest season as children are sent to work</p> <p>Literacy classes available. Illiteracy rates are 10% among youth and 50% among the elderly</p>	<p>Public schools available for primary and preparatory level. No public secondary schools</p> <p>Azhari schools available at all level</p> <p>No private schools</p> <p>Phenomenon of low attendance and families are not aware of the importance of education and prefer to send children to work</p> <p>Literacy classes for adults available (50% of adults are illiterate)</p>	<p>Public schools for all education stages. There are also private schools, Al Azhar schools. Number of schools is sufficient for needs</p> <p>Phenomenon of low attendance and families are not aware of the importance of education and prefer to send children to work. However it is decreasing (3%) as awareness of importance of education is increasing</p> <p>Low illiteracy rates (20%), mostly among women</p>	<p>5-6 Religious schools</p> <p>1 Basic education school (Primary and Preparatory)</p> <p>1 Primary school</p> <p>1 Preparatory school</p> <p>No Secondary/ technical schools</p> <p>No mention of overcrowding; there is mention of private lessons but not of poor school quality</p> <p>Estimates of literacy range from 30-95%</p> <p>Small drop out rate due to lack of income</p>
<p>Loans/ credit</p>	<p>Banks offer loans, but guarantees and high interest rates requested -Local Development Fund and Social Fund provide small loans to small projects</p>	<p>Banks offer loans, but guarantees and high interest rates requested - Local Development Fund and Social Development Fund provide small loans to micro-projects</p>	<p>Several banks and Social Fund for Development available</p> <p>Interest rates and guarantees requested by banks too high and complicated</p>	<p>- Village bank, Agricultural Development Bank (complicated procedures and high interest rates)</p> <p>- Society Development Institute</p> <p>- Money lenders (really high interest rates)</p>	<p>Several banks provide loans; money lenders also available; complex guarantees and high interest rates required</p> <p>Society Social Funding also provides loans for small projects</p>	<p>Banks offer individual loans only; interest rates can sometimes exceed 20% inhibiting many people's ability to pay back the loan</p>
<p>Water</p>	<p>Water not potable and impure. Water tanks and pipes are old and water is contaminated with sewage water. Water system inadequate</p> <p>Irrigation uses water from canals, but problem of</p>	<p>Complaints about poor quality of water. New pipes needed. Water is contaminated with sewage water. Water prices are high due to privatization</p> <p>Water for irrigation is available but polluted and contaminated with</p>	<p>Two water stations, but they do not work at full capacity. Complaint about the poor quality of water, and about the poor conditions of water tanks and water pipes</p> <p>Canal water is insufficient for</p>	<p>Good quality of water. Sometimes insufficient water for distribution. Complaints about lack of maintenance of pipes and tanks</p> <p>There are no canals so the water for irrigation is scarce.</p>	<p>Drinking water comes from a filtration station for Nile water. Due to the high cost of this process, the filtrated water is provided during the day; for the night, water from wells used. The water from wells is usually not clean and sometimes mixes with</p>	<p>Water is of good quality and is supplied through a private company and the village council</p> <p>Irrigation utilizes canals and is available to all; men and women differed on the limited availability of water</p>

	contamination with sewage water	sewage water	irrigation needs		sewage water Irrigation uses water from canals, but polluted	
Sewage/ garbage	There is a sewage network but it is not working yet. Pumps and clearing equipment used instead (50% houses) Wastes disposed in canals and drainages: pollution. Waste collection project not functional, no collection sites	Lack of proper sewage network. Pumps and clearing equipment used instead. Project for sewage network initiated but not completed Wastes disposed in canals and drainages: pollution. Waste collection project not functional, no collection sites	There is new sewage system but not all houses connected because of high costs of connection	No complaints about the sewage system Garbage collecting project is funded by the community	No functioning sewage network available	Lack of proper sewage network; a village initiative was passed but has been delayed on installation Sometimes the canals used for sewage disposal flood the streets Garbage collection has also been stalled on completion
Services	Internal roads in very poor condition No means of public transportation available 1 government and several private telecommunication facilities available electricity available; gas cylinders used by majority	Need to improve side roads Public transportation is insufficient Good quality of telecommunication services but costs are high 98% are connected to electricity network, complaints about high costs Gas cylinders used by majority (95%); 5% uses kerosene	Side roads in very poor conditions No means of public transportation available	Need of maintenance for some roads No means of public transportation available All houses connected to the electricity system	Need of maintenance for both main and secondary roads Public transportation to other towns available, but no internal public transportation Electricity and natural gas used by all families	Main road into town is paved, the rest are not Dirt roads are difficult to travel during rainy seasons 95% of the village is legally connected to a reliable electricity network People use gas cylinders for fuel, sometimes there is a shortage in the winter
Housing	Housing varies according to economic status, no mention of public housing	Housing varies according to economic status, no mention of public housing	Housing varies according to economic status, no mention of public housing	Housing varies according to economic status, no mention of public housing	Housing varies according to economic status, no mention of public housing	Housing varies according to economic status, no mention of public housing

Food Subsidy Summary: Gharbia Governorate

District: Community:	El Santa Kola Al Bab	El Santa City of El Santa	Bassyoun Bassyoun City	Bassyoun Kom El Nagar	Zefta Zefta City	Zefta Shobra El Yaman
1. Type and quantity of commodities	Quantities of rice, sugar, oil not sufficient Flour is not included, meat neither Problems for larger families	Rice, tea, and sugar not sufficient Flour not provided Problems for families with many members since not all are counted	Quantities subsidized are not sufficient, especially for rice, sugar, oil People asked for meat and flour to be added	Quantities not sufficient, especially for sugar, oil and rice Request for meat and flour	Quantities are not sufficient for needs Need for meat, fish, flour	Quantities of sugar and oil are insufficient Most quantities are insufficient for large families and families with unregistered children
2. Availability of commodities			Poor planning and lack of control by Gov. official explain lack of availability of commodities	Perception scarce availability of commodities due to lack of interest/commitment of gov. officials, and to population increase	Commodities not available because of corruption of sellers and official sin charge of monitoring distribution	
3. Quality of commodities	Some of the items are not popular amongst consumers (black lentils, beans, and cooking fat) due to their poor quality. Quality low	Poor quality of beans, black lentils, ghee Some complaints about poor quality and bad conservation of rice	Low quality of lentils and beans, respondents said these goods are not needed Low quality of ghee	Bad quality: ghee Good quality: oil, sugar and macaroni	Bad quality: ghee, black lentils Good quality: oil, sugar and macaroni	Beans, ghee, and black lentils are of low quality
4. Participation	Majority participate, but some families in need not included	Some families in need do not have access to the program, while some rich families have ration cards although they do not need them	Some families in need do not have access to the program, while some rich families have ration cards although they do not need them	Subsidy program does not reach all those in need	Majority participate, but some families in need not included, while some rich families have ration cards although they do not need them	Ration cards are not distributed to those who need it most; some only receive partial subsidy
5. Registration Process / Targeting	Registration of new born on hold since 1987. Newly weds are not entitled to be issued ration card	Registration of new births on hold since 1987. Newly weds or returning immigrants are not entitled to be issued ration card	New births and new families can not be registered	New births and new families can not be registered	Registration of new births on hold since 1987. Newly weds or returning immigrants are not entitled to be issued ration card	Newborns have not been registered since 1987 Some widows stated they are no longer eligible for subsidy since their husband's death
6. Corruption	Not enough control over distribution	Illegal trade of subsidized commodities by some corrupt dealers	Bread and flour sold in black market because of corruption of gov.	Lack of control from Government officials	The manipulation of officials and merchants has lead to	No specific mention of corruption although prices of the

			officials		the non-availability of services	commodities are not much cheaper than market prices
7. Importance	Critical for poor to meet basic living requirements	Vital assistance to poor families in light of the current harsh economic conditions.	Food subsidy system helps in meeting food requirements			Critical for people to meet their food requirements
8. Recommendations	<ul style="list-style-type: none"> - Increase quantities of sugar, oil, rice - Replace back with yellow lentils - Add flour, add meat - Further decrease prices - Improve packing - Create Consumer Cooperative - Increase Gov. control over distribution 	<ul style="list-style-type: none"> - Increase quantities of rice, tea, and sugar - Add flour and meat - cancel items of poor quality/not needed such as black lentils - Improve quality (beans) - Further decrease prices - Improve packing - Update registration to include all those in need - Increase Gov. control over distribution 	<ul style="list-style-type: none"> - Increase quantities of sugar, rice, oil - Add meat and flour, and yellow lentils - Cancel black lentils and beans and replace with better items - Improve quality of ghee - Improve control over distribution process 	<ul style="list-style-type: none"> - Increase quantities of sugar, oil, rice - Add meat and flour, and also eggs and fish - Cancel beans and lentils and replace with other commodities - Improve ghee or replace with butter - Improve and update registration process - Improve control by Gov. officials 	<ul style="list-style-type: none"> - Increase quantities of sugar, oil, rice - Replace ghee - Add meat, fish, flour - Replace black with yellow lentils - Improve quality of commodities - Update registration system 	<ul style="list-style-type: none"> - Eliminate beans - Substitute yellow lentils for black lentils - Increase quantities of oil and sugar - Substitute oil or butter for cooking fat - Increase financial assistance - Add meat, fish and poultry to the rations - Issuing ration cards to those who do not have them and adding new born children
9. What will happen if program cancelled	Further burdens to poor families. Not a big difference for large families, since the present subsidy is so limited	Further burdens to poor families. Some said it would not be a big difference as the present subsidy is so limited	Drastic impact on living standards; prices would increase and more families would be food insecure	Further burdens to poor families, some will be forced to steal	Further burdens to poor families	Poor families will have especially increased economic burdens especially given harsh economic conditions

Vulnerability Summary: Giza Governorate

District: Community:	Atfeeh Atfeeh	Atfeeh Kebabat	Badrasheen Dahshour	Bolak el Dakroul Nazlet Bahgat	Elayyat Elatf	Meet Okba
Factors that have increased vulnerability of people living in Giza						
Economic	<ul style="list-style-type: none"> - Land leasing costs have increased with new land regulation - Increasing unemployment - Increase in prices 	<ul style="list-style-type: none"> - High and increasing unemployment especially among uneducated - Prices increasing - Privatization displacing workers - High taxes 	<ul style="list-style-type: none"> - Land leasing costs have increased with new land regulation - Increase in prices - Unemployment increasing 	<ul style="list-style-type: none"> High unemployment especially among youth Privatization Prices increasing 	<ul style="list-style-type: none"> Unemployment high Privatization Increase in prices Unsecured casual labor 	<ul style="list-style-type: none"> - Lack of employment opportunities, especially for youth and women - Increase in prices - Privatization led to higher unemployment
Political	Returning of immigrants due to Gulf	War in Iraq → returning immigrants		War in Iraq decreasing migration to Middle		War in Iraq decreasing migration to Middle

	war → lower remittances, higher unemployment	Poor Governance		East Bribes demanded from inspectors (health, provisions, tax) that result in closure of shops		East
Environmental	- Pollution increasing - Flooding of agricultural land from canal water	Increasing pollution in air, water. Land fertility and productivity decreasing	Water shortage Mice infestation			Flood of waste water in streets
Social	Divorce rate increasing, separation of families due to raising unemployment.	Population growth. People are poorer, thus malnourished and health is deteriorating Crime, domestic violence increasing. Divorce increasing.	Increase in population Increase in crime	Population increase, deterioration of families (many divorces) Decrease in social services	Population increase	Increase in crime, theft, drugs
Vulnerable groups	Widows Orphans Poor families Families with limited income such as day laborers and pensioners Those with no income such as unemployed and disabled	Day laborers (no insurance/pension)/Landless agricultural laborers/Disabled/Widows, divorced who lack income/Unemployed	Employees with low fixed salary, unemployed, orphans, widows, elderly and disabled, day laborers	Widows, poor families with ill members who are unable to work, families relying on pension, occasional workers, disabled	Farmers without land, school workers/ teachers (salary only at the end of the year), handicraft workers, unemployed, elderly, disabled, women who care for orphans, disabled and infirm, orphans	Hawkers, Families with ill members, Families who have lost head of household/ main income earner, Workers and employees with fixed incomes, Disabled, Youth (no jobs available)
Wealth dist (%)	Poor: 75 Middle: 15 Better off: 10	80% poor	Poor: 30 Middle: 50 Better off: 20	Poor: 75 Middle: 15 Better off: 10	Poor: 65 Middle: 30 Better off: 5	
Income/ food gap/ critical times	Main problem is limited income. Difficult times: school entry, feasts, social occasions, end of month for employees.	Main problem is limited income. Difficult times: school entry, feasts, social occasions	Main problem is limited income. Difficult times: winter (no agricultural work) school entry, feasts, social occasions	Most difficult times: school entry, feasts, Ramadan Long-term prices increase makes every day difficult. People always have to borrow to meet basic needs	Food is available. Problem is income/ access. Most difficult times: school entry, feasts, Ramadan and when families face multiple expenses together	Food is available. Problem is income/ access. Most difficult times: Ramadan (prices increase), winter (stagnation in handcraft work)
Coping strategies						
Household	- Borrow money	- Store corn and wheat	Decrease quantities	Reduce number and	Obtain food on credit	Decrease consumption

	<ul style="list-style-type: none"> - Substitute expensive food items with cheapest ones - Use food previously stored - Favor children and elderly - Look for other jobs - Take children out of school to work - Steal 	<p>for shortage period.</p> <ul style="list-style-type: none"> - Obtain food on credit - Decrease quantities (especially of meat), buy cheapest items - Workers and children (boys) favored - Buy only what necessary 	<p>(especially of meat), buy and rely on cheapest food items</p> <p>Buy food on credit</p> <p>Favor children and men</p>	<p>quantities of meals consumed</p> <p>Buy cheaper (often lower quality food) food items</p> <p>Favor ill members and children</p>	<p>Rely on cheapest items</p> <p>Reduce consumption, favor children and men</p> <p>Look for additional jobs, have children work</p>	<p>of expensive food items such as meat. Consume cheapest items</p> <p>Favor children and elderly</p> <p>Borrow money and food</p>
Community	<ul style="list-style-type: none"> - Better off people and religious groups support the poor - Mutual support between families 	<p>Orphan care project; community 'self-help' for social/ religious events and in times of crisis</p> <p>Support from wealthy families in Ramadan and other feasts</p>	<ul style="list-style-type: none"> - Local committee assist some poor - Wealth families offer support, mainly widows, orphans and disables in social events and feasts -Electoral candidates support poor during election campaigns. 	<p>Several self-help groups/ wealthy residents who offer monthly support to poor, in addition to money and goods for feasts/ Ramadan</p>	<p>Local society development committee supports the poor, and wealth families as well offer help mostly through mosque</p> <p>Schools support the orphans</p>	<p>Mosques support the poor; local society development committee supports the poor, schools support the orphans</p> <p>Rich people donate for the poor in occasions such as Ramadan</p>
External safety nets	<p>Social insurance is limited to employees/ pension holders. This is insufficient to cover costs of living expenses. Vulnerable groups, such as disabled, are not included and should be</p>	<p>10-15% of employees have social insurance</p> <p>Legislative committee provides small pension to some divorced/ widows</p>	<p>Farmers have access to social insurance after the age of 65, but must be members</p>	<p>Employees have social insurance (30-50% of population), no social insurance for day laborers, factory workers, private sector.</p> <p>There is a need for more and improved insurance systems. Daily workers and handicraft producers should have insurance coverage. Pensions should be increased, as well as monthly pension. Procedures should be simplified.</p>	<p>No insurance for day laborers and people do not have sufficient income to participate. In addition, people are unsure they'll receive pensions.</p> <p>There should be social insurance for farmers, widows, workers and the poor</p>	<p>Pensions for workers and widows (but time consuming to access due to crowds). Medical support available for ill. Private sector can afford participate in pension plans. They say many people have insurance, but ask for higher pensions.</p>
Outcomes						
Income/ livelihoods	<ul style="list-style-type: none"> • Agriculture 50% • Handicrafts/ artisan: carpenters, metalwork 20% 	<ul style="list-style-type: none"> • Agriculture, 30% • Youth work in factories, 15% • Employees 30% 	<p>Agricultural laborers</p> <p>Handicrafts: forgers, carpenters, construction.</p>	<p>Laborers, café waiters (tea and simple foods), construction, merchants, produce</p>	<p>Agriculture, with few in handicrafts, public employees, mercantile, factories, employees,</p>	<p>Merchants (20%)- Technicians (20%): plumbing, painting, trading, construction-</p>

	<ul style="list-style-type: none"> Daily workers, employees 10% Unemployment 20% 		Hawkers Employees and pensioners Land owners	vendors, metal workers. NO agriculture (no agricultural land)	fishing, daily cleaners, and food preparation	Day laborers (20%) - Employees (10%) - Unemployed/ non-working age (20%)
Migration	External migration to Arab/Gulf states, USA, Italy. Internal migration to big cities such as Cairo, Alexandria.	Migration abroad (mostly to Arabic countries), but declining because of high travel costs and world tensions Some domestic migration, mostly in Helwan and May city.	Migration to Saudi Arabia, Libya, Kuwait. They said families with emigrants are better off because of remittances	<u>Migration</u> to new Cairo, 6 th of October city, Hurghada, Sharm El Sheikh. Also Saudi Arabia, Libya, Kuwait (although decreasing because of Iraq war).	Very limited to Libya. Youth go to bigger cities	Emigration to Middle East countries, but decreasing because of war and political tensions. Immigration of temporary workers
Seasonal	- Agricultural labor during harvest (October/November) - Temporary teaching work during the school year.	In summer opportunities in agriculture and construction		No seasonal jobs mentioned (youth can work in youth center in summer)	Seasonal jobs in agriculture and fishing	More work opportunities in winter
Gender	Women work in factories (e.g., knitting, hardware); vegetable sellers/ shops; teachers in literacy and agriculture. Men work in agriculture, brick factories, metalwork, carpentry, as teachers. Women education improving, women want to study and work, and participate in social and public life. Early marriage is rare as youth face problems to find employment	Women paid less than men, and take jobs which men do not do such as textile factories, teaching, nursing/medical assistants, working in public libraries. Status of women improved in education and employment. However, traditions continue to prevent women's full participation in public life and labor force (only 10% are employed) Early marriage rare	Women sell vegetables Women education has improved, and women have entered the work force, although traditions still limit this Women participation in social life improved, women more aware of their health Women participation in election still limited Early marriage still common especially for uneducated girls	Women accept lower wages than men. They are expected to leave the job if they marry. Women mostly do jobs that men do not do such as hairdressers. Female education has improved, and they participation in public events have increased (especially if they are educated) Early marriage common for poor families and uneducated girls. Rare dowry	Men paid more than women, for women is hard to work, they can be vegetable sellers or work in factories Female education has improved, and they participation in public events have increased Early marriage rare, dowry among the richest hhs	Easier for men to find work. Women primarily sell vegetables, work in libraries or communication centers. Men and boys earn more than women and girls. Women education has improved. Their participation in public life also improved, but few vote (as they need men assistance to get election card). Marriage age is increasing
Health	Public hospital, voluntary clinic, several private clinics. Care in public hospital is poor	A medical unit has been converted into a hospital, but equipment is poor and staff	1 medical unit, 8 private clinics (better but more expensive).	Public hospital, medical unit, private clinic. Complaints about poor treatment, expensive	Very poor and inadequate health services available in the village. People are	Numerous medical facilities. Poor people mostly sue mosques healthy services and

	and limited, better off use private clinics.	insufficient and no medication. Private clinics have all medical specializations.	Poor people use medical unit but quality low, and no specialties available	mediation, and complicated procedures for medical insurance combined with poor quality	ready to share costs to have better services	public hospitals as costs are low. However, service is poor
Education	Schools available at all levels. There is a breakfast program (biscuits) Complaints for high fees and low quality of education 60% of adult population illiterate, especially women Drop out low, if it happens it is for school costs, for work (boys), or marriage (girls)	Schools available at all levels. Complaints about high class density, high cost of private lessons and books, transportation fees for college students Among people older than 40, many women illiterate 5% drop out, primarily boys who work to support their families. Drop out rates are highest in commercial/ industrial arts, at harvest and beginning of school year.	No preparatory school, no high schools. Complaints about dangerous buildings. Many complaints about bad education services and low quality of teaching. Boys drop schools to work, especially in harvesting season. 90% of elderly are illiterate. 50% of the youth are illiterate (especially girls), due to ineffective schooling. However, illiteracy decreasing especially among women	Schools available at all levels, but some outside the area. Complaints about low quality of buildings, and about low quality of education Illiteracy among adults is 70% Generally low drop out, but more common for boys, when families need them to work. Girls from lower income families drop out before boys, as school expenses are too difficult to pay.	Schools available at all levels. Complaints about quality of education. 25% drop out, primarily girls for marriage. Poor families prefer to educate boys, if they cannot afford schooling for all children	Schools available at all levels. Complaints about high class density, costs of books and transportations. And then youth are unemployed anyway 50% adults illiterate (mostly women) School drop outs are more common at prep and high school level, due to school fees (among poor families). More boys attend. Girls are more likely to drop out.
Loans/ credit	Dev. and Agr. credit bank (asks guarantee or collateral); Social Dev. Fund (loans to graduates, but procedures complicated). Governorate offers loans to FHHH, but complicated procedures. No money lenders	Loans available from the local society development committee, agricultural committee (land as collateral, interest 13%). Revolving credit project. Money lenders with very high interest rates.	Development and agricultural credit bank, but request high interests and collateral. Committee in Badrasheen offers small loans. No moneylender.	Access to several sources of credits (individuals/groups)	Individuals can obtain loans from various sources (Development and agricultural credit bank, Social development fund...) but procedures are complicated and often loans are small	Banks available nearby. There are moneylenders and people borrow from each other Interest rates have increased. Mostly individual loans, but also group loans
Water	Water from wells is of poor quality, mixed with drainage Rich families prefer to buy water from other sources (there are 3 water stations)	Water accessed from wells, but very bad. Polluted	Water from Nile (99% wells) and deep water (1%) Land is irrigated with deep water (no problems)	Cairo water utility, good quality but some problems with distribution (water pipes expensive).	Water: problem. It mixes with 'deep water' and is pumped from the village water station. Not potable. Deep water network available, but infested with worms. People purchase water	Water from public network. Usable but not pure. Water pressure poor so only available at ground floors.

					from cars, but costs are high. Land is irrigated with canal water, with use higher in summer.	
Sewage/ garbage	No drainage network. Need to pay for special service to clear. Problems with garbage thrown into canals, burned.. pollution	No drainage network, pollution. People have to pay for special service Garbage fed to animal or burned in ovens.	Drainage network under construction Garbage covers land and highway. Burnt garbage and rubbish left in drainage that mixes with waste water create terrible smell.	Public drainage network generally good, but some pipes broken. Some areas are not included. Garbage collected in boxes, removed daily by collectors. But some people do not put garbage in boxes.	No drainage network. Waste water mixes with deep water Garbage fills the streets / no garbage collection system	Drainage network poor, Gov does nothing to maintain it. To remove garbage people need to call private collectors, expensive and unreliable
Services	Roads need maintenance Public transportation is insufficient, people need to rely on car but expensive	Roads need maintenance No public transportation, people need cars There is 1 public and 3 private exchanges. 3,000 families have phone lines, although bills are high.	Roads in fairly good conditions Microbuses and half-trucks for transportations	Main roads in good condition, while back streets poor Public buses, microbuses, trucks. Microbuses and trucks can be dangerous Phone services expensive and not good quality.	Roads extremely poor and in bad condition. Only one paved, others flood in winter No public transportation, microbuses available but expensive Electricity good but costs are high Only 30% have private phones, no public facilities	Part of roads need maintenance Private microbuses in poor conditions, taxis expensive, public buses not enough Telecommunication good, but phone bills high Privatization has increased costs of energy
Housing	Housing support for new families no longer available	No public support for houses	No public support for houses	Many houses old and dangerous. No regulation for building new houses.	No supported houses	Many houses old and dangerous. Public youth houses available

Food Subsidy Summary: Giza Governorate

District: Community:	Atfeeh Atfeeh	Atfeeh Kebabat	Badrasheen Dahshour	Bolak el Dakrou Nazlet Bahgat	Elayat Elatf	Meet Okba
1. Type and quantity of commodities	Increase rice sugar, oil, tea, wheat Cancel: ghee, black lentils	Increase sugar, wheat, meat Cancel black lentils	Quantities insufficient, particularly wheat Commodity mix generally	Quantities insufficient. Commodities include sugar, oil, tea, beans	Quantities insufficient, particularly wheat, sugar, meat	Quantities insufficient. Add/ increase: meat, oil, sugar, macaroni,

	Commodity mix generally favourable	Add detergent/ soap, eggs	good, but not used due to poor quality	and lentils. Price is fair.	Eliminate lentils, ghee Main problem are cost and inefficient distribution.	lentils
2. Availability of commodities			Lack of available goods, attributed to population increase. Bread unavailable.	All goods available	Bread ovens operate only between 6-9 am. Lack of availability (poor excluded due to crowds)	Bread not available after 2 pm
3. Quality of commodities	Poor Ghee, macaroni	Poor Ghee, black lentils, beans, rice, tea (terrible), macaroni (lacks variety) Good Sugar, oil Overall: Quality poor compared to non-subsidized goods & many items not consumable	Some commodities poor quality	Poor Ghee, rice, macaroni, beans (not edible)	Poor Ghee, bread (not edible, insects and cigarettes) Good Majority of goods are acceptable	Poor Ghee, bread Good Oil, rice, macaroni, lentils
4. Participation	Pop 15,987 Full: 7,376 cards for 29,416 individuals Partial: 765 cards for 2,806 individuals (?: participation higher than population)	Pop 39,057 Full : 8,288 cards for, 34,552 individuals Partial:1,398 for 5,136 individuals (?: participation higher than population) 20 merchants	Pop 18,028 Majority of population participates (about 25% need cards) 4 grocers, 22 wheat warehouses, 1 'home committee'	25,524 Full : 21,305 cards for, 97,162 individuals Partial:8,501 for 37352 individuals (?: participation higher than population) 35 merchants	20,420 About 50% have cards, most full cards. Some with cards don't participate because of cost	Pop 83,128 No official numbers. Combined with Azouga, 23,000 cards (14,000 full, 9,000 partial)
5. Registration Process / Targeting	No new cards available. Families in need not eligible.	Inefficient No new registration since 1989. Process only used to remove deceased/ emigrant beneficiaries. 90% of youth non registered	No new registration since 1882 Some non poor families are registered, while poor are not.	No new registration since 1987. New applicants are not accepted. Cards difficult to obtain. People in need aren't	No registration for new family members. Those who marry are removed from cards.	Registration is unfair. Large families are under serviced. No new registration since 1982 is a disservice to the younger generation – their 'right is lost'

				registered.		
6. Corruption		Wheat sacks are underweight (5kg) Shorted wheat sold on black market	Merchants force cardholders to take goods they don't need/ want (e.g., black lentils, beans).	Goods sold on the black market.	Bread ovens not monitored & bread doesn't reach beneficiaries..	Bread for poor people is taken by restaurants. The wealthy are the primary beneficiaries.
7. Importance				Subsidy helps families save money.		Although costly, goods are cheaper with subsidy. Particularly important for poor, large families and seasonal workers.
8. Recommendations	<ul style="list-style-type: none"> • Increase quantity of wheat • Improve quality of ghee, macaroni • Replace non-necessary items with other goods 	<ul style="list-style-type: none"> • Decrease prices • Decrease quantity of wheat distributed to bakeries and distribute directly to beneficiaries • Include 'zero' wheat with the normal type • Replace black lentils with yellow lentils 	<ul style="list-style-type: none"> • Increase quantities • Improve quality • Remove unused goods • Wheat distribution should be increased to meet population demand (quantity fixed for last 20 years) • Increase control/ monitoring of prices and distribution 	<ul style="list-style-type: none"> • Increase quantities • Remove ghee • Increase monitoring/ control of distribution shops/ sale of goods on black market. 	<ul style="list-style-type: none"> • Decrease prices • Increase quantities: wheat, sugar, oil, macaroni, rice • Remove beans, black lentils, ghee • Add meat, detergent, school books/ uniforms • Regulate bread ovens 	<ul style="list-style-type: none"> • Improve quality of bread (even if price increases) • Add other basic commodities, medicines and educational expenses • Specify price list at provision store • Increase supervision
Registration process	Register all family members and provide full family subsidy	Distribute new cards for those in need	Reinitiate to better target poor	Register new individuals	Increase number of beneficiaries	Revamp registration Support needy families (emulate mosque)
9. What will happen if program cancelled	Increase in market price of goods Severely affect families that depend on goods	Increase in market prices. Public protests/ demonstrations. Increase in theft/ violence.	Prices will increase Merchants will control goods on black market		Demonstrations Increase in theft/ violence. Increase poverty and death.	Result in crisis. Negatively affect people with low/ no income.

Vulnerability Summary: Marsa Matrouh Governorate

District: Community:	Ras El Hekma	Sidy Abdel Rahman	Alameen Town	Sidi Barrany	El Khour	MM town
Factors that have increased vulnerability of people living in Marsa Matrouh						
Economic	- Raising unemployment - No real financial institutions available - Prices are increasing	No market available in the town. Unemployment is raising Prices raising	Very difficult to find agricultural land to rent. Jobs in agriculture are decreasing Bad economic situations, prices increasing	Employment in agriculture decreasing, hard to find new working opportunities.	Lack of employment Increase in prices and inflation.	Devaluation, price increases High unemployment Governor's suspension of all beach activities affects prices/employment Government restrictions on land sales for home construction
Political	Gov. confiscated land for President recreational areas, to sell land to investors.	New land law → increases prices of renting land Migrants returning from Libya because of tensions	War in Iraq depressing people New land law → increases prices of renting land, land confiscated	Government has been expropriating land, people see it as a way for the Gov. to resell these land to foreign investors		Some agricultural lands have been reclaimed by the government, further reducing ag. Production/ farm work War in Iraq, tensions with Libya
Environmental	Drought, lack of rain Locusts, storms	Lack of rain, droughts Locusts	Lack of rain. Locusts Mines	Lack of rain. Locusts Mines	Lack of rain, droughts Mines	Drought Locusts Mines
Social				Almost impossible to find land available to be rented. Problem of land expropriation. Bedouins do not sell or buy land	Bedouins do not sell or buy land	
Vulnerable groups	Desert inhabitants, clerks, women, newly graduates who are not employed	Occasional/seasonal workers,, unemployed people, hamlet and desert residents. Widows, divorced ladies, and women who support big families	Government employees, people living in the desert. Following: Widows and orphans, daily-waged employees, Shepard	Shepherd, farmers, and employees. The most fragile individuals: Widows, disabled, divorcee, residents of the deserts away from city, pensioners, orphans, unemployed people	Most vulnerable: farmers and shepherders Also: divorced women, widows, and people affected by mines	Bedouins, Widows, Day laborers, Employees, Low income merchants, Low income livestock producers, Landless farmers
Income/ food	When rain is scarce;	Winter because of lack	Winter: lack of tourism;	Winter seasons:	Winter months and the	Shortages are greatest

gap/ critical times	winter Poor people's income does not support them through the year.	of tourists. In summer food prices are high Poor people's income does not support them through the year.	summer: dryness and lack of rain. Government employees run out of their monthly income early in the month; they mentioned families whose income is sufficient for maximum 6/ months	January, February and March – times of rain cessation – the duration before harvest. They said family production can cover in average 4 to 6 months.	months before harvest. For the poor, income is sufficient only for 6/8 months of the year. For very few of them it's sufficient for the whole year.	in winter (strong winds), as well as during Ramadan, feasts, beginning of school year, and second half of the month when there is no income left
Coping strategies						
Household	Borrow money Buy goods on credit Using cheap food items Fishing, selling sheep	Borrow money, food Buy on credit Buying cheapest food items Consume home production	Buying cheapest food items Buy food on credit Look for second jobs	Wheat and barely stored for food crisis times Sell cattle or land Buy cheap items such as beans, avoid expensive items Borrow money and food	Wheat and barely stored for food crisis times Consume own sheep and chickens, home made products, own production. Buy less expensive food, buy on credit	Consume only cheap and necessary items Borrow money, buy food items on credit Beg
Community	Religious groups at the El Fateh Mosque offer food (flour, sugar, meat, and oil) and money during Ramadan. Rich people in the area do not provide support to the poor	. Rich people help especially on occasions such as feasts and Ramadan. The social Department offers supplies such as sugar and oil and it also offers financial subsidies of 50 to 70 to poor families.	During special occasions such as Ramadan, rich people offer food and financial support for the poorest.	During special occasions such as Ramadan, rich people offer food and financial support for the poorest. Mutual assistance within tribes, members help each other when needed.	Solidarity between Bedouins	Local association, mosques and rich people support the most vulnerable.
External safety nets	Very few people participated in the social insurance system (it costs too much, not enough awareness on importance of being in it)	A small percentage of the people participate in the social insurance system, as it is required by employment law. Many people say the social insurance system is not efficient and not beneficial. There is no enough information about the insurance systems available. It is	People working for government have to participate in the social insurance department. Suggestions - Increasing the pension compensations - increasing the coverage and maximizing benefit - increasing the	Little participation in social security (25%). The system should involve more people, especially the poorest and most vulnerable. People should be aware of the importance of participating in social insurance scheme, and it should be easier and less expensive to enroll.	Little participation in social security (20%). The system should be change to involve more people, especially the poorest and most vulnerable (widows, orphans, and elderly)	Cash subsidies from the social department and governorate aid fund. Social insurance coverage is not sufficient. It should be provided by the Social Department, in which people have a high level of trust. (Medical

		recommended that people are educated about the benefits of the social insurance and the benefits they may obtain by participating in those systems.	monitoring and control of the government - increasing the awareness of the people of the importance of the services provided in the future			insurance companies are viewed as corrupt 'liars and thieves'.)
Outcomes						
Income/ livelihoods	Agriculture, trade, grocery, driving, fishing, construction, and painting	Agriculture as main activity, but affected by lack of rain. Tourism also important	Construction, dust removing, tractors driving, agriculture, herding, government, hunting, fishing, and trade. Work opportunities in agriculture have substantially declined.	Agriculture – livestock – and also restoration, employees	Lack of rain affecting agriculture Other activities: livestock, trading, working in cafes and restaurants near the international road.	Tourism (beach related: umbrella renting, guest services), commercial jobs, livestock rearing, fishing, olive oil producers, professional jobs, agriculture
Migration	Migration from Ras El Hekma increasing because of drought	Immigrants for work in summer. Emigrants to Libya, but coming back now. Bedouins move to look for rain.	Immigration in summer to work in tourism. Internal emigration to El Bohera, Cairo, and Alexandria. Little external migration mostly to Jordan and Libya.	Little internal migration, to Alexandria and El-Behaira. Little external migration to Libya to work in pasture. Temporary, usually the person returns back to his family.	External migration to Libya, although decreasing because of bad treatment people receive there. During summer season, internal migration to Matrouh and Sidi Brany to work in tourism	Emigration is minimal, primarily to Libya (cattle breeding) or domestic. Migrants return home with cash to support families for short term and then return to Libya Immigration from neighbouring areas
Seasonal	Agriculture jobs are seasonal, now affected by lack of rain	Tourism jobs especially during summer. Agriculture jobs are seasonal	Tourism-related jobs especially during summer. Agriculture jobs are seasonal		Seasonal working in agriculture and pasture, although lack of raining is decreasing also these opportunities.	Summer employment in tourist sector
Gender	Women work mostly in Gov sector. Women education improved but rarely go to secondary school.	Women work mostly in Gov sector, in other sectors there is discrimination. Bedouin women rarely work. Women education improved but rarely go to secondary school Still early marriage common for girls (14-20)	Women work mostly in government, in other sectors there is discrimination. Working in agricultures and manual labor work is confined to men only. Women education improved but rarely go to secondary school Bedouin women still discriminated a lot in	Men's opportunities substantially exceed that of women due to the traditions and customs followed. A few women have works in public sector, many women work at home for their families Female education has improved, but still discrimination.	Bedouin women do not work. Women education improved, but girls rarely continue after primary school Average age for marriage fir girls have increased from 13 to 18. There is still dowry system.	Bedouin women do not work; other women are entering labor force, but usually men get higher salaries. Women's education for women improving Women-s status and role in civic life and government improving system Bedouins: women

			education and work opportunities. Early marriage still widely practiced.	Still early marriage common for girls		married at age of 18, boys at 20-22. Dowry still practiced
Health	No specialized health service available, complaints about low quality of services available and lack of medicines	Difficult to obtain high quality medical treatment. There is a clinic operated by a two beginner physicians, but there is no public hospital available or any private clinic or other medical services	1 public hospital but in winter it only has 2 doctors (no tourists). There is also a private Medical Clinic, but no specialization. Lack of drugs and medicines in public services.	Hard to obtain high quality medical treatment. Few health services, no specializations	There are no health services available in the village. It is really difficult to get medical treatment, also because villages where it is available area are far away	Lack of comprehensive medical treatment in the area. Wealthy people can seek medical treatment elsewhere. For the poor, quality of free service and medical insurance is very poor. Only few people are eligible.
Education	No secondary schools available; limited awareness on importance of education. Illiteracy among adults: 30'50%, drop out 10/12%	Commercial high school 30km away and people complained about the lack of secondary schools Illiteracy high especially among old women Irregular attendance (50%), high drop outs especially for boys to work. Few girls in secondary level.	Schools available are insufficient. No secondary schools, no private schools. High illiteracy (50-80%, especially among women) Drop out very high (40-90% for girls), especially because of lack of schools (and because they are mixed). Low quality of teaching, absenteeism in winter and during harvesting season	Complaints about low quality of education Some said literate are 40/60% of population. Others say that they do not exceed 20%. They say that 70% of women can not read. High drop out (40-60%) because of economic conditions, children have to work in harvesting season, lack of awareness on importance of education	Only 1 primary school. Complaints about lack of preparatory and secondary schools. Costs of education are high for parents Illiteracy is high especially among old people and women. Drop out is high especially between females (lack of preparatory or secondary school at the village, women not allowed to travel and transportation are expensive)	Numerous schools, well maintained Literacy around 80% among youth, 60% among adults and 40% among elderly. Illiteracy higher among women Drop outs less than 5%. Peak times for drop outs: end of school year; harvest season
Loans/ credit	No real financial institution available, people do not like loans because of bad opinion about interests.	No real financial institution available besides El Sherouk Association for Developing the Local Community, which can provide loans	No financial organization is available directly in Alameen, the Social Fund is available however it has not offered any loans so far interest rates are increasing	No financial organizations available locally, people have to go in nearby cities or towns.	Financial institutions are not available in the area. Bedouins reject the idea of credit and loan.	There are banks, but they said getting loans is becoming more complicated, as high guarantees and collateral are requested

Water	For drinking and irrigation: rain water stored in thanks, and pipeline water (from Alexandria)r when rain water not available	Water from pipeline from Alexandria, but scarce and no good taste	Rain water used in winter. Pipeline water from Alexandria Water Supply. In houses, this source is cut from noon to next morning. Locals have only rain water for irrigation.	Mostly rainwater, also refined water (people prefer rainwater). Problems as rain is scarce	Rain water accumulated in main dam and in wells. Fine, but rain is scarce. Refined water also used (people prefer rainwater). Rain as main source of irrigation water	Drinking water piped from Alexandria. This water is purified by rain water (collected in wells) preferred for drinking. Problems with purity of water and shortages during summer Piped water is also used for irrigation when rain is scarce.
Sewage/ garbage	Dumpsters used, no improvement in the last 10 years. Garbage disposed in the desert	Dumpsters used. Complaints about bad smells, lack of hygiene, and lack of safety People dispose their garbage at the streets or at the deserts	Dumpsters used for sanitation, need to be cleared every 2/3 months. Disposal of wastes problematic in summer (many tourists) Garbage disposed in holes covered with sand.	Dumpsters used. Complaints about bad smells, lack of hygiene Public garbage boxes used	Dumpsters used for sanitations; need to be cleared 2 or 3 times at year. Garbage used to feed the animals, or thrown in the desert.	Good sanitation system (tourists benefit the most), but poorer areas not connected No complaints about garbage
Services	8km of asphalt roads inside the village; 7km asphalt roads connecting to neighbor villages Trains and trucks (bad conditions) No complaints about telecommunication	External roads are paved with asphalt, while the rest are not No public transportation within the town No complaints about telecommunication	Internal roads not in good conditions. Trains and vans available, but not frequently/ people have to walk long distances No complaints about telecommunication	No problems with roads Public transportation available is too expensive. Private minivan available, but low quality.	Roads need maintenance Trucks, vans, carets used as transport as there is no proper public transport No complaints about telecommunication	Roads in good conditions. No transportation problems, no problem with telecommunications.
Housing	No subsidy system for housing	There is a subsidy program for public housing. Some people said the system is efficient, other sad that is unfair and expensive	Housing subsidy available, but only for government employees. Temporary housing available for seasonal workers moving to the area temporary.	Houses vary according to economic status		Bedouin houses are made of stone, with wood or metal roofs. Houses in town vary by wealth group. Housing is generally good quality and the cost is fair proportional to income. Subsidized housing once available for married people, but no longer.

Food Subsidy Summary: Marsa Matrouh Governorate

District: Community:	Ras El Hekma	Sidy Abdel Raham	Alameen Town	Sidi Barrany	El Khour	MM town
1. Type and quantity of commodities	Quantities are not sufficient for families' needs	Quantities are not sufficient, especially for large families	Quantities are not sufficient, either as not every hhs has a card, or not all family members are included	Quantities are not sufficient, either as not every hhs has a card, or not all family members are included	Quantities not sufficient. Large family sizes are not considered.	Quantities are insufficient.
2. Availability of commodities				Prices of food item are still high even if subsidized.	Population increase has reduced availability of products	Services are unavailable/ goods are not accessed due to increasing prices - limited economic activity - cost of transportation
3. Quality of commodities	They said quality should generally be improved, particularly for flour and lentils (black lentils are bad)	They said quality can generally be improved, particularly for flour	Poor Tea, macaroni, beans Good Rice, lentils, and sugar Variable Oil		Low quality of products such as beans, lentil, shortening, macron and tea	Dissatisfaction with commodity mix, particularly with black lentils, beans, macaroni and oil
4. Participation	Most of the households participate in the subsidy system, but it is not enough due to the large number of the family members (up to 20 individuals).	Only a small percentage participate in the food subsidy cards Some said this is good as only the most in need are participating. But then other said that ¾ of the population deserve to be included.	Some people get a total food subsidy, while the others get a partial subsidy. Some people do not participate in the food subsidy programs because they have no subsidy cards	Some families have cards, other have not	+50% of families participate in the official food subsidiary programs Program doesn't include all the families which deserve to be in it, and it includes some families who are well off and should not be in the program.	75% of residents participate directly and most have a full subsidy. 25% benefit indirectly through registered family members
5. Registration Process / Targeting	Not effective. No new registrations	Very difficult to register children	Not all family members considered; new families and new born babies can not be registered Not all those who deserve to be in the program are in the program.	Very difficult to register new families and new born children. Some people who deserve to be in the program are not. Only 70% of those who deserve are actually in the program. Bedouins especially in deserts	PROBLEMS: Non-registration of the births after 1989 and non-possibility of getting out food subsidiary cards. Non-registration of recently married	Registration is open for those who need it as well as those who do not. Transferring some recipients from full to partial ration card has had a negative impact on affected families.

				really need this subsidy.	couples	Effectiveness is low
6. Corruption	Said Gov. not putting enough effort in the program	Inefficient management of the program leads to scarce availability of subsidies in the area.	Complaints about lack of control and supervision off food items and food distribution	Government is weak and prices are increasing.		
7. Importance		Essential since it provides food at reduced prices		Program crucial for poor people as supplement of their low income	Program is crucial when rain is scarce and there are no seasonal labors available	Important to meet basic needs.
8. Recommendations Quantities of commodities should be proportional to family size.	Increase quantities of rice, oil, sugar, and macaroni. - Replace black lentils with regular lentils, - Subsidize meat, fish, or chicken - Improve the quality of food items, particularly of flour (amount is just dirt. - Consider family size in establishing ratio, improve registration procedures.	Need to increase the level of participation in the program, and to make the registration process easier. Increase quantities of commodities such as flour, sugar, oil, and rice Improve quality and include new items such as soap and meat.	Increasing the quantity, improving the quality of the food items providing. Adding meat to the card; improve availability through more distribution outlets and improved control. Issue subsidy cards to those who are not covered, subscription of all family members in the subsidy programs, subsidy of animal fodder to reduce the prices of meat.	They ask for meat, fish, chicken, chutney and cleaning chemicals Improve quality of lentils and beans (give yellow lentils instead of black lentils). Further reduce prices of subsidized items. Increase quantities of sugar, oil and rice Register those not included in the programs	Increase quantities, especially taking into consideration the size of the families (rice, flour, and macaroni) - Add other products such as baby milk, cheese - Opening the registration of births and getting out cards to all the residents of the desert. Include recently married couples.	Add meat, chicken, cloth, flour, cleaning supplies. Increase sugar subsidy
9. What will happen if program cancelled	Prices rise, poor not able to meet their needs.	Prices increase; people exploited by merchants.	People may steal to get money. Traders would increase prices and people will not be able to buy these goods	Poor families would not be able to cope with high food prices, hunger	Food prices will increase, further aggravating the burden on poor families	Prices will increase and become out of control, people will suffer from hunger; social disruption

Vulnerability Summary: Port Said Governorate

District: Community:	El Manaakh Adly	Al Zohor Al Zohor	Port Fouad Port Fouad	Al Shark Mostafa Hamza	El Arab Montazat Said	Al Dhaway Al Kaboty
Factors that have increased vulnerability of people living in Port Said						
Economic	Closing the Free Zone led to economic stagnation amidst rising prices; job opportunities severely limited	Closing of the Free Zone led to economic stagnation; increase in prices and unemployment, decrease in income	Closing the Free Zone resulted in economic stagnation; decreased migration and tourism to the governorate	Closure of the Free Zone has diminished job opportunities and incomes resulting in economic stagnation Increased prices have limited people's purchasing ability and exacerbated problems of unemployment	Closure of the Free Zone has limited job opportunities and incomes, compounded by inflation as a result of devaluation of the currency	Privatization has increased prices and decreased employment Closure of the Free Zone limited peoples earning ability Government has filled in part of Lake Manzala, ending livelihoods of some fishermen
Political						
Environmental	Water pollution has contaminated fish in Lake Manzala Improper waste disposal poses a health risk	Increase in air pollution (bakeries) Garbage in the streets Pollution from cattle	Sea water has been polluted by oil in the past and sewage currently Area is below sea level and sewage can flood the region	Improper waste disposal poses health risks	Food and water contamination as a result of pollution in Lake Manzala Crop diseases/failure as a result of using polluted water Improper waste disposal	Water contamination of Lake Manzala Improper waste disposal
Social	Levels of education and standards of living have decreased greatly Increased "bad social behavior"	Increase in theft, marriage age, drugs, begging, and internet cafés	Increased theft, drug addiction, and begging Levels of education and standards of living have decreased	Increased theft and drug use Levels of education have decreased due to inability to pay for the services	Increased drug use and other bad social behavior	Increased drug use among younger generations
Vulnerable groups	<ul style="list-style-type: none"> ▪ Government employees 	<ul style="list-style-type: none"> ▪ Government employees 	<ul style="list-style-type: none"> ▪ Government employees 	<ul style="list-style-type: none"> ▪ Employees/people who 	<ul style="list-style-type: none"> ▪ Government employees 	<ul style="list-style-type: none"> ▪ Slum residents ▪ Gov't

	<ul style="list-style-type: none"> relying on a monthly wage ▪ Fishermen ▪ Small business owners ▪ Wage labor ▪ People without social insurance ▪ Unemployed youth ▪ Women without support systems 	<ul style="list-style-type: none"> with no supplemental income ▪ Day laborers ▪ Drivers ▪ Temporary workers ▪ Pensioners ▪ Unemployed youth ▪ Fishermen ▪ Widowers ▪ Orphans ▪ Newlyweds without consistent income 	<ul style="list-style-type: none"> ▪ Wage workers ▪ Craftsmen ▪ Pensioners ▪ Vendors ▪ Unemployed youth ▪ Widows and divorcees 	<ul style="list-style-type: none"> rely on salary ▪ Craftsmen ▪ Pensioners ▪ Widows ▪ Orphans 	<ul style="list-style-type: none"> ▪ Widows ▪ Vendors ▪ Pensioners 	<ul style="list-style-type: none"> employees ▪ Daily workers that are unable to find work ▪ Fishermen as a result of pollution ▪ Retirees and widows ▪ Handicraftsmen without social insurance ▪ New graduates without job opportunities
Wealth dist (%)	Poor: Middle: Better off:	Poor: 75% Middle: 15% Better off: 5%	Poor: 90% or 10% Middle: 9% or 60% Better off: 1% or 30% (varied responses)	Poor: 20% Middle: 10% Better off: 70%	Poor: 70% Middle: 25% Better off: 5%	Poor: No Numbers Middle: No Numbers Better off: No Numbers
Income/ food gap/ critical times	Incomes particularly insufficient around Ramadan and the beginning of the school year	Hardship at Ramadan, feasts, beginning of school year, illness, and the end of the month	Incomes are most limited during Ramadan, special occasions, and the beginning of the school year	Incomes are most limited during Ramadan, special occasions, the beginning of the school year, and the end of the month after all bills have been paid Some respondents stated that their income is enough for 10-15 days/month	Incomes are limited around Ramadan, special occasions and the beginning of the school year.	Incomes limited around Ramadan, other special feasts, and the beginning of the school year. Some respondents stated that their incomes only last 10 days a month
Coping strategies						
Household	Reduction in quality and quantity of food consumed Borrowing and buying on installment Finding part-time work	People pay bills, then education costs, then food Borrowing or buying on installment Consume lower quality food	Reduction in quality and quantity of food Borrowing money or buying on installment Delaying purchases that are not absolutely necessary	Delaying unnecessary expenses Reduction in quality and quantity of food consumed Buying on credit	People buy only what they need and delay other purchases. Substitution of low quality food for high quality food	Buying only what is necessary Buying lower quality food Buying on credit Entering a money

		Work additional shifts Enter into money-sharing fund		Searching additional work		sharing fund Finding a second job
Community	Mosques and other civil societies Donations Money-sharing funds (<i>gameyya</i>)	Community organizations; Mosques, Social Affairs, and Individual donations	Community organizations such as child care units, Community Development Association, Islamic Charities, Social Affairs, and private donations	Mosques and civil associations Money-sharing funds (<i>gameyya</i>) Private donations	Social affairs fund, Mosques, and civil societies are available in this community	Some mosques and other civil organizations provide limited services Informal money sharing funds
External safety nets	Social insurance covers some government employees; but some people are without the insurance	Social insurance covers employees, although stipend is insufficient Some respondents stated there are no safety nets	Social Insurance and the Social Affairs fund	Social Insurance (although it is insufficient) Social Affairs fund for orphans and infants	Social affairs fund and social insurance, but the insurance is not sufficient in many cases	Social insurance system covers some workers, but it is insufficient
Outcomes						
Income/ livelihoods	Government employees, fisherman, commerce/small business owners Job opportunities have decreased Instable work; there will be work for one or	Government employees, tradesmen/shop owners, craftsmen (e.g., mechanics, electricians, construction attracts labor from other areas), traveling salesmen, clothing sales, services, non-skilled labor	Government employees, craftsmen, trade/services Incomes have decreased Job opportunities have decreased	Based on extremely varied opinions: 40-60% employees 10-40% tradesmen 7-10% drivers 6-10% miscellaneous 5% high official jobs (i.e. judges, directors in Suez Canal Authority)	- 60% working in trade - 30% government employees - 10% offering services and handicrafts	- 65% Fisherman - 20% Employees - 15% Craftsmen

	two days, then none for a week or two	(freight), drivers, fishermen Multiple jobs Instable work		Incomes and job opportunities have severely decreased as a result of the closure of the Free Zone		
Migration	Very little internal or external migration; Port Said (before the closure) used to draw migrants, not produce them	Increased internal migration in search of employment External migration to Arabian countries Remittances used to repay loans first, then support families	External migration has increased slightly to Arabian countries, although travel expenses are unaffordable for some Internal migration occurs to Sharm El Sheikh, Cairo, and Hurghada	People generally stay in this community due to high travel expenses and the fact that Port Said is generally a receiving community	External migration is limited due to high travel costs Internal migration occurs to other coastal cities for work	External migration is rare due to high travel costs, but people do migrate to Libya, Abu Dhabi, Dubai, Kuwait, and Saudi Arabia
Seasonal	Fishermen work seasonally	Some work increases during Ramadan, special feasts, and the beginning of the school year	Some work increases during the summer months for tourism	During summer and special occasions people migrate to Port Said generating some income and work for locals	Summertime brings tourists to the region bringing in some income for the village	Summer is best for fishing, winters often have inclement weather
Gender	Increased education for women and amount of women in the workforce, especially in health and education Active involvement in civil society associations, and social/health awareness campaigns Active role in weddings and funerals, religious affairs, and holidays Women participate in the political life voting,	Increase in education and social awareness; Entry into workforce and participation in key positions (particularly in health and education) Effective role in civil society Participation in elections (though low) Women's role is still limited (e.g., only 15% representation in executive councils and	Increased education and participation in the workforce Women also play a role in development activities: Maternal and Child Health Education, illiteracy eradication, etc. Women play an active role in social activities such as weddings and funerals Women vote (although percentages are low)	Education for women has increased as well as participation in the workforce Women are politically active and hold local political office There is a National Council for Women that raises social and health awareness Women participate in weddings and funerals in addition to organizing development	Women participate fully in the workforce with the exception of some hard labor areas (i.e. construction). Incomes are the same in other sectors, but hard labor pays better. Women have become more educated and politically active Women participate in the development activities such as illiteracy eradication classes as well as other	Education has increased for women Varied opinions on political activity, some vote, but do not hold local political office Government jobs pay equal wages, but hard labor that is reserved for men pays higher wages Women participate in social events such as weddings and funerals and limited

	but participation still remains limited	2% in local councils).	and hold local political office	projects, civil societies, and women's organizations	community activities such as weddings and funerals.	participation in development efforts
Health	<p>Liver and Kidney failures</p> <p>Diarrhea and hypertension increase in the summertime</p>	<p>Cancer, kidney failure, diabetes, hypertension, liver problems, heart disease, and allergies are most prevalent.</p> <p>There are numerous health care providers both public and private</p>	<p>Cancer, kidney failure, diabetes, hypertension, and liver problems</p> <p>Allergies were listed as the seasonal disease</p>	<p>Cancer, Kidney failure, and hypertension; possibly due to water pollution</p> <p>2 public hospitals; 4 private hospitals</p> <p>Private clinics are available</p>	<p>Cancer, heart diseases, kidney failure, and diabetes</p> <p>Allergies are listed as seasonal</p> <p>6 public hospitals, 2 private hospitals, private clinics, specialized care facilities</p> <p>Private care is generally superior and more expensive than public care</p>	<p>Cancer, kidney failure, hypertension, diabetes, and liver related illnesses</p> <p>Allergies are listed as seasonal</p> <p>Public and private facilities are available, limited specialized services.</p> <p>Public facilities are lacking in supplies, facilities, doctors, and overall quality of care</p> <p>Private facilities are generally too expensive</p>
Education	<p>Public education is perceived as lacking in quality; teachers often "force" children to obtain expensive private tutors</p> <p>Class size is large</p> <p>Boys sometimes drop out of school to help provide income</p>	<p>Most schools are in good condition, but some need maintenance</p> <p>Public education lacks in quality</p> <p>Drop outs are rare, but they are higher among boys so they can work</p> <p>Education highly valued since closure of</p>	<p>Public education is lacking in quality; there is a perceived superiority of private education that most people cannot afford</p> <p>Drop outs are rare, but they do occur at a higher rate among boys</p> <p>Illiteracy is reportedly higher among boys</p>	<p>Drop outs are rare in this village and illiteracy rates are relatively low</p> <p>No secondary schools in this village – primary and preparatory schools are well equipped</p> <p>Public education generally lacks in quality compared to</p>	<p>Low levels of drop out and illiteracy</p> <p>Public schooling is inadequate and students are encouraged to attend very expensive private tutoring lessons which they cannot afford</p>	<p>Varied opinions on literacy levels, but probably relatively low</p> <p>Boys are dropping out at higher rates than girls to assist in generating income</p> <p>Students are strongly encouraged to get private lessons</p>

		Free Zone	Some students cut class to use internet cafés	private education		Public schooling is lacking in quality
Loans/ credit	<p>Several banks are available in the community</p> <p>Increased obstacles in obtaining loans include:</p> <ul style="list-style-type: none"> ▪ High interest ▪ Increased guarantees/ conditions ▪ Complex procedures <p>Low interest loans are available through the Civil Development Association</p>	<p>Several banks, but high interest rates</p> <p>Group loans are easier to obtain than individual loans</p> <p>Increased complications for obtaining a loan</p> <p>New graduates are able to obtain loans for small projects</p>	<p>Several banks are available in this community</p> <p>Obstacles to obtaining loans:</p> <ul style="list-style-type: none"> ▪ High interest (40% for some) ▪ Complex application procedures ▪ Increased terms of guarantee/ conditions <p>Respondents stated that it is easier for wealthy people to obtain loans</p>	<p>Several banks available in this community to distribute individual and group loans</p> <p>Obstacles to obtain loans:</p> <ul style="list-style-type: none"> ▪ High interest ▪ Complex procedures ▪ Strict terms and conditions 	<p>No banks within this village, locals generally use nearby banks.</p> <p>There are loans available for micro-projects but most loans have high interest rates and difficult procedures to acquire them</p>	<p>There are banks and other lending institutions in this community</p> <p>No mention of group loans</p> <p>High interest rates are an obstacle for repayment</p>
Water	<p>Some pipes have been replaced, but the older areas of the district are still lacking in proper pipes</p> <p>Water is pumped from Lake Ismailia which is infested with algae</p> <p>Water is improperly purified</p>	<p>Water quality is good, but the water pressure sometimes weak</p>	<p>Water quality has improved recently, but internal piping needs to be replaced; water pressure is sometimes low in tall buildings</p>	<p>Water quality is good, water pressure is weak.</p> <p>Water is pumped and purified from Lake Ismailia</p>	<p>Water quality has improved; low pressure</p> <p>No irrigation</p>	<p>Water quality varies, mainlines have been replaced, but internal piping is inadequate in some areas</p> <p>Low water pressure</p>
Sewage/ garbage	<p>Parts of the sewage network have been replaced, but old pipes in the houses remain a problem</p> <p>Sewage pipes leak and</p>	<p>Public sewage needs to be renewed; blockages in old pipes causes overflow</p> <p>Roads have not been fully repaired since</p>	<p>Sewage network is old and backs up frequently</p> <p>Sewage is seeping into the ground causing structural damage</p>	<p>Sewage network is well maintained in this village but drainage is a problem during rain</p> <p>Garbage is collected at designated sites, but</p>	<p>Sewage network is improving over time, construction is still underway</p> <p>People do not adhere to the designated garbage</p>	<p>Newer areas have properly installed sewage networks</p> <p>Older areas of the community have trenches, old leaking</p>

	<p>have caused structural damage</p> <p>Waste disposal services are ineffective and expensive; garbage often ends up in the street</p> <p>Subsidies ineffective</p>	<p>sewage pipe installation</p> <p>Some participants report that they do not have enough money to pay for garbage collection, consequently, refuse lines the streets</p>	<p>Sewage pumped out to sea is polluting the water</p> <p>Some dumps remain uncovered</p> <p>Garbage is collected at designated sites, but people tend to throw their waste in the streets instead</p>	<p>people often throw their waste in the streets instead</p>	<p>disposal sites and frequently throw waste in the street</p>	<p>pipes, or people disposing of sewage in Lake Manzala</p> <p>Privatized garbage collection sites are not used by people, generally they throw the waste in the streets</p>
Services	<p>Main roads are paved but not always maintained, side roads unpaved</p> <p>Transportation cannot service the growing population during high traffic times</p> <p>Electricity network is overloaded</p> <p>Telecommunication available, but not always in proper working order</p>	<p>Roads are paved and in fairly good condition with the exception of some roads left in disrepair after sewage line installation; there are also manhole covers missing which poses a risk to children</p> <p>Satisfactory transportation system</p> <p>Good telecommunications, but high fees</p> <p>Overall people feel the services are good, but the fees are too high</p>	<p>Most roads are paved and in good condition</p> <p>Affordable public transportation is available</p> <p>Electricity is available except on the occasion the cable is damaged in the Suez Canal</p> <p>Telecommunications are available and reliable</p>	<p>Most roads are paved and well maintained</p> <p>The electricity network works, but the bills have become increasingly high</p> <p>The telecommunication infrastructure is good but rising in price</p>	<p>Roads are paved but occasionally the are in disrepair as a result of sewage maintenance</p> <p>Transport is available and affordable</p> <p>Varied opinions on telecommunications; maintenance and repair was stated as a problem</p>	<p>Newly paved roads, rapid development, but little communication between agencies, thus work is sometimes repeated unnecessarily</p> <p>Microbuses provide public transport, but not to all areas</p> <p>Electric network is instable and inconsistent</p> <p>Telecommunications are inconsistent but available</p>
Housing	<p>Some old wooden houses are slated for destruction</p> <p>Apartments are available, but rent is increasing</p> <p>Affordable housing is often in disrepair</p> <p>Structural damage due</p>	<p>Satisfactory public, youth, and private housing available</p> <p>Youth pay 15,000 LE to reserve a flat and pay the remainder on installment</p>	<p>Public, private, and youth housing are all available</p> <p>Public housing is expensive and confined to two rooms</p>	<p>No public housing available in this village – mainly upper class residence</p>	<p>Economic housing: 192 buildings (2450 apartments) Low cost housing: 51 buildings (1160 apartments) Medium/High Standard housing: 7 buildings (96 apartments) Synergistic housing: 144 building (1927</p>	<p>Public and youth housing is available for 15,000 LE down payment which is unaffordable for some</p> <p>Old wooden houses still exist and are structurally unsound</p>

	to sewage				apartments) Civil housing: 5851 (18,142 apartments) The largest housing issue are the high rents and availability.	
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Food Subsidy Summary: Port Said Governorate

District: Community:	El Manaakh Adly	Al Zohor Al Zohor	Port Fouad Port Fouad	Al Shark Mostafa Hamza	El Arab Montazat Said	Al Dhaway Al Kaboty
1. Type and quantity of commodities	Rice, macaroni, brown lentils, beans, ghee, oil, and tea Quantities are insufficient; often families of 4-5 only have 2 people registered to receive the subsidy	Oil, beans, lentils, ghee, tea, sugar, rice, and macaroni. Quantities are insufficient; rice oil and sugar are used in a week	Oil, rice, beans, brown lentils, ghee, tea, sugar, and macaroni Quantities are insufficient	Macaroni, oil, rice, beans, brown lentils, ghee, and tea Quantities are insufficient and generally only last about a week	Rice, tea, beans, lentils, ghee, macaroni, and oil. Quantities are insufficient	Oil, macaroni, rice, ghee, brown lentils, tea, beans, and sugar Quantities are insufficient
2. Availability of commodities	2 supply offices for 19,737 full ration cards and 10,763 partial ration cards	Services are unavailable due to population growth	Commodities are available, but incomes are a constraint	Commodities are available, incomes are a constraint Overpopulation strains the quantities of the commodities	2 supply offices with 16 grocers Commodities are available, incomes are a constraint	Commodities are available, but purchasing power is limited

3. Quality of commodities	<p>Poor Beans, lentils, ghee</p> <p>Good Tea</p> <p>Variable Macaroni Oil and Rice (disagreement between male and female respondents)</p>	<p>Poor Oil, beans, lentils, and ghee</p> <p>Good Tea (expensive) Sugar</p> <p>Variable Rice and macaroni</p>	<p>Poor Rice, ghee, lentils</p> <p>Good Tea and Sugar</p> <p>Variable Oil and beans used to be good</p>	<p>Poor Macaroni, oil, rice, beans, lentils, and ghee</p> <p>Good Tea</p>	<p>Poor Rice, beans, lentils, ghee, and oil</p> <p>Good</p> <p>Variable Tea & Macaroni</p>	<p>Poor Macaroni, ghee, lentils, and beans</p> <p>Good Oil, rice, tea, and sugar</p> <p>Variable</p>
4. Participation	<p>Pop 92,390 (district) 19,737 full for 62,610 10,763 partial for 30,161</p>	<p>Pop 170,155 10,499 full for 35,491 14,737 partial for 5333</p>	<p>Pop 69,951 3794 full for 11,592 1396 partial for 3607</p>	<p>Pop 37,060 4769 full for 15,769 2282 partial for 7594</p>	<p>Pop 65,898 Report states there are 14,591 full for 50,113 7008 partial for 21,763</p>	<p>Pop 26,729 Report states: 21,796 full for 50,113 15,278 partial for 21,763</p>
5. Registration Process / Targeting	<p>Newborns are not added to registration cards</p> <p>Fails to identify those in need</p> <p>Respondents state that there are problems in facilitating the registration</p>	<p>System is inefficient</p> <p>Fails to identify those in need</p>	<p>Newborns and newlyweds unable to register</p> <p>Fails to identify those in need</p> <p>People who do not claim their full subsidies for 3 consecutive months are automatically dropped to partial subsidy</p>	<p>Newborns and newlyweds unable to register</p> <p>Fails to identify those in need</p>	<p>Newborns and newlyweds are not registered</p> <p>Participants must submit proof their income does not exceed 200 LE</p>	<p>Newborns and newlyweds unable to register</p> <p>People must prove their incomes do not exceed 200 LE</p>
6. Corruption	<p>Respondents state high ranking employees in banks and petrol companies are offered full subsidies</p> <p>Suppliers are able to manipulate pricing due to lack of ministerial oversight.</p>	<p>No monitoring on prices</p> <p>Suppliers embezzle and sell unsold commodities at higher prices</p> <p>Food fails to reach those in need</p>	<p>No monitoring on prices or weights</p> <p>Suppliers take leftovers for themselves</p> <p>Suppliers are taking commissions and buying lower quality goods for the subsidy program</p>	<p>Suppliers are able to manipulate weights and prices</p> <p>Suppliers purchase poor quality commodities</p>	<p>Suppliers are able to artificially raise prices</p>	<p>No oversight over quality, quantity, or price of commodities</p>

7. Importance	People depend on these quantities, though insufficient, to meet their daily needs		People depend on these commodities even though they are insufficient to meet their needs	Subsidized food helps alleviate some expenses for low income families despite insufficient quantities	Subsidy helps lower income families meet daily needs	Subsidy assists lower income families
8. Recommendations	<p>Increase quantities and qualities of main commodities (sugar, rice, and oil)</p> <p>Cancel unneeded commodities (lentils and beans)</p> <p>Add commodities such as meat and frozen chicken to the list</p>	<p>Increase quantities of sugar, oil, and rice</p> <p>Replace ghee, lentils, rice, and macaroni with flour, chicken, meat, and soap</p> <p>Improve quality</p> <p>Monetary subsidy instead of food subsidy</p>	<p>Add meat, flour, and chicken to the existing commodities</p> <p>Remove/replace low quality commodities</p>	<p>Increase quantities</p> <p>Cancel or replace low quality goods</p> <p>Add meat, flour, fish, and chicken</p>	<p>Increase quality and quantity</p> <p>Cancel inedible food</p> <p>Add Sudanese meat and chicken to the commodities</p>	<p>Increase quantity and quality of commodities</p> <p>Add Sudanese meat, frozen chicken, flour, soap, and cloth to the commodities</p> <p>Cancel inedible commodities</p>
Registration process	<p>Register newborns</p> <p>More accuracy in targeting</p>	<p>Register newborns and newlyweds</p> <p>More accuracy in targeting</p>	<p>Register newborns and newlyweds</p> <p>More accuracy in targeting</p> <p>Cancel ration cards for those who have left the governorate</p>	<p>More accuracy in targeting</p> <p>Ensure that government employees (the most vulnerable) are entitled to full subsidy</p>	<p>Register newborns and newlyweds</p> <p>More accuracy in targeting</p>	<p>Register newborns and newlyweds</p> <p>Better targeting</p>
9. What will happen if program cancelled	<p>Black market would flourish</p> <p>Prices would increase</p> <p>Hard economic conditions after closure of Free Zone would be compounded by</p>	<p>Families of limited incomes would be further burdened, increasing food shortages, illness, and poverty</p> <p>Another opinion:</p>	<p>People would be unable to meet their daily needs and requirements</p> <p>People will be further burdened by expenses amidst economic stagnation</p>	<p>People will be unable to meet their daily needs</p> <p>Food shortages</p> <p>Families of limited incomes will be further</p>	<p>People will be unable to meet daily needs</p> <p>Prices will increase</p> <p>Black market will flourish</p>	<p>Difficult economic times would be compounded by increasing prices</p> <p>Black market will flourish</p>

	loss of subsidy People would be unable to meet their daily needs Increased food shortages, poverty, and morbidity	Impact will be limited because quantities are insufficient anyway		burdened Respondents also stated that people might rebel	Increased poverty, morbidity, and malnutrition Hard economic times will be compounded by the new burden	Increased morbidity and poverty People will rebel
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Vulnerability Summary: Sohag Governorate

District: Community:	Dar Es Salam Walaad Yahia Bahary	Dar Es Salam Dar Es Salam	Gerga Beth Khalaf	Gerga Gerga	El Maragha Maragha	El Maragha Awlaad Youssif
Factors that have increased vulnerability of people living in Sohag						
Economic	Prices increase Weak marketing of some crops (tomato, onion) Unemployment and lack of work opportunities particularly for youth Privatization Many jobs are seasonal and insecure, especially in agriculture	Prices increase Incomes decline High costs of renting lands (new law) → less work opportunities in agriculture Unemployment and lack of work opportunities particularly for youth	Weak marketing of crops (onion, tomato) Costs of renting land have increased (new law 97) Raising unemployment	Unemployment, lack of working opportunities for youth Increase in prices Costs of renting land have increased	Unemployment, lack of working opportunities for youth Inflation and increase of prices Costs of renting land have increased	Unemployment, lack of working opportunities for youth Weak marketing for agricultural products, Government stopped the exportation of some crops Agricultural work is only seasonal (no constant income) Law 97: more expensive and more difficult for farmers to rent land
Political	Iraq War: return of immigrants and death of some family members Political discontent for election results	Iraq War: return of immigrants, increasing unemployment	Iraq War: return of immigrants, increasing unemployment	Iraq War: return of immigrants, increasing unemployment	Iraq War and bad relationship with Libya: return of immigrants, increasing unemployment	Iraq War: return of immigrants and death of some family members
Environmental	Floods (1994)	Floods (1994) Crops diseases	Bad weather and infestations		Floods (1994) Sweet potato crop disease	Recent floods affecting agricultural production

Social			Criminality and violence among families			
Vulnerable groups	Workers with seasonal jobs and daily wages Farmers without land	Workers with seasonal jobs and daily wages Farmers without land Employees with weak salaries	Young Government employees (weak salaries), widows, farmers with no land, occasional workers. Large families more vulnerable	Farmers without land, widowed, occasional and seasonal workers, young graduates and employees with low salaries	Agricultural workers without lands, widows, seasonal workers. Those represent 70% of the residents.	Occasional and seasonal workers, widowed, aged people, and employees with low salaries
Wealth dist (%)	Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: Middle: Better off:	Poor: 70% Middle: Better off:	Poor: Middle: Better off:
Income/ food gap/ critical times	Food shortages attributed to lack of access/income Beginning of school year and Ramadan/other feasts (many expenses)	Food shortages attributed to lack of access/income. Poor families' annual income barely covers the needs for three months. Beginning of school year and Ramadan/other feasts (many expenses)	Beginning of school year and Ramadan/other feasts are difficult times because of many expenses Food insecurity for the poor is due to lack of income	Beginning of school year and Ramadan/other feasts are difficult times because of many expenses Food insecurity due to lack of income: vulnerable people do not have money to buy food. Middle and low income families have problems to buy enough (in quality, quantity and variety) food for their families	Food insecurity due to lack of income: vulnerable people do not have money to buy food. Middle and low income families have problems to buy enough (in quality, quantity and variety) food for their families. Illness of a family member, beginning of school year and Ramadan/other feasts are difficult times (many expenses)	Beginning of school year and Ramadan/other feasts are difficult times because of many expenses Food insecurity due to lack of income: most vulnerable people do not have money to buy food. Middle and low income families have also problems to buy enough (in quality, quantity and variety) food for their families
Coping strategies						
Household	Consume cheap food items; Avoid buying expensive and unnecessary commodities; Consume food available at home (i.e. poultry)	Buy cheapest food items; look for substitutes; avoid buying expensive items such as meat	Reduction in quantities consumed Consumption of food produced at home (poultry, home-made cheese and bread) Consumption of	Reduction in quantities consumed Consumption of cheaper items such as bean, falafel, bread, tomato, cheese, lentil, and eggplant	Reduction in quantities consumed Limit purchase of no-food items such as clothes, or of expensive food items such as meat Use cheap food items	Consumption of cheap food. Avoid buying expensive food such as meat Borrowing from relatives and neighbors Taking loans

			cheaper items such as bean, falafel, bread, tomato, cheese, lentil, and eggplant Limit purchase of no-food items such as clothes Borrowing	Limit purchase of no-food items such as clothes, or of expensive food items such as meat		
Community	Society Development Association and well-off individuals provide support and some financial assistance to poor and vulnerable.	Society Development Association and well-off individuals provide support and some financial assistance to poor and vulnerable.	Community organizations provide support to most vulnerable (poor, orphans)	Well-off people offer support for poor and most vulnerable such as orphans in periods of crisis	Well-off people and community associations offer support in periods of shortage	Well-off people and community associations offer support in periods of feast such as Ramadan.
External safety nets	Social Affairs office provides financial assistance to militaries' families and some poor people (50 L.E./month) Social insurance and pension systems, but insufficient in amount and coverage. More poor families should be involved, and pensions should be higher.	No formal social subsidy available during times of shortage. Social insurance and pension systems, but insufficient in amount and coverage (only Government employees participate). More poor families should be involved, and pensions should be higher	No formal social subsidy available during times of shortage Social insurance only available for Gov. employees. Poor families should also be included and the system should be expanded.	There is a formal social subsidy system during time of food shortage from Ministry of Foreign Affairs	There is a formal social subsidy system during time of food shortage from Ministry of Foreign Affairs Participation to the social insurance system is very weak, mostly limited to Gov. employees	No formal social subsidy available during times of shortage. Social insurance and pension systems, but insufficient in amount and coverage. More poor families should be involved, and pensions should be higher.
Outcomes						
Income/livelihoods	Main sector of employment: agriculture. But becoming more difficult to acquire agricultural land because of population growth and raising prices of land and agricultural inputs Unemployment is increasing especially among youth	Agriculture as the main sector of employment. Moreover: employment in Government sector, trade, handicrafts Unemployment increasing, no new job opportunities, especially among youth.	Main sector of employment: agriculture. Also construction works, private business, public employment Agriculture stagnating Unemployment increasing (migrants returning from Iraq, no new opportunities for young people)	Trade (mostly food production, restaurants, and fruits), government work, seasonal construction work,, drivers Agriculture is not main activity, but seasonal jobs in agriculture available Unemployment increasing, very limited new working opportunities	Main sectors of employment: trade, Government. Occasional employment in construction. Agriculture for cotton, wheat, corn, sugarcane, and beans. Unemployment among youth and seasonal workers	Agriculture is the main sector of employment, followed by the Government sector High unemployment: migrants returning from Iraq have no job, no new opportunities for young people

Migration	Internal migration to Cairo and Alexandria External migration to Middle East, especially Libya Migrants are coming back from Iraq, further increasing unemployment	Internal migration to Cairo, Alexandria, Hurghada, and Marsa Matrouh. External migration to Libya, Saudi Arabia and Kuwait Migrants are coming back from Iraq, further increasing unemployment.	Internal migration to Cairo, Alexandria, Hurghada, and Marsa Matrouh. External migration to Libya, Saudi Arabia and Kuwait Migrants are coming back from Iraq, further increasing unemployment.	Internal migration to Lower Egypt (Cairo, Alexandria..). Migration abroad (Libya, Saudi Arabia, Kuwait) is becoming more expensive as travel costs are high Migrants coming back from Iraq	Migrants coming back from Libya and Iraq contribute to increase unemployment	Internal migration (10-20% of residents) to Cairo, Alexandria, Hurghada, and Marsa Matrouh. External migration to Libya, and also to Saudi Arabia, Jordan, and Kuwait
Seasonal	Agricultural work is mostly seasonal	Agricultural work is mostly seasonal, for 4 months only (April/June, September/October)	Agricultural work is mostly seasonal	Agricultural work for workers without land is seasonal. Occasional work in construction	Agricultural and construction works are seasonal. Other occasional works such as driving.	Agricultural work is seasonal
Gender	Women have entered the labor force, mostly in Gov. positions or teaching. Women still face constraints to find employment due to village customs and traditions and to the kinds of job available Women education level has improved, and women participation in social life has increased Women have more freedom to make choices on their lives. Early marriage rare, dowry is disappearing	Women have entered the labor force, mostly as Government/public employees. In other sector it is difficult for women to get jobs, as men are seen as more compatible to perform these works Women education level has improved, and women participation in social life has increased Early marriage very limited; dowry system disappearing	Women's education levels have improved Women freedom increased (dress more freely, show their faces in public). However early marriage still exists (main cause of girls' drop out from school) Women participate in social events and community life Women can find employment in the Gov. sector, but their opportunities in other sectors are very limited	Women's education levels have improved Increasing sensitivity and awareness about women status, health and well being. Early marriage is disappearing, dowry system till present Women participate in social events and community life Women can find employment in the Gov. sector, but their opportunities in other sectors are very limited.(i.e.: very limited participation in managing private business)	Women's education levels have improved Women participate in social events and community life Women now participate in the labor force, particularly within the Government; women also employed in clothing industry and as seller. If they work in traditionally "male" sectors such as agriculture, they are paid less.	% of educated women increased Increasing sensitivity and awareness about women status, health and well being Women participate in social events and community life Early marriage very limited; dowry system disappearing Women still face constraints to find employment due to village customs and traditions and to the kinds of job available
Health	Kidney failure, strokes due to the increasing life stress, liver-related problems (Virus C)	Liver-related problem (Cirus C), belharzia, kidney failure, and diabetes. People more	Liver problems (virus C), kidney failure, rheumatism among women, diabetes	Most of the diseases are liver-related problem (Cirus C) in addition to many cases of kidney	Liver related problems, kidney failure, and cancer. No seasonality for these diseases	Kidney failure, Malaria, bilharzias, in addition to liver-related problems (Virus C).

	Only 1 private clinic with a young graduate doctor in charge. No public hospital or specialized facilities available. People often obliged to go to Dar Es Salam	vulnerable to influenza during summer season 1 public hospital, 1 private hospital, several clinics, pharmacies, health centers. Complaints about low quality and poor performance in public facilities. Rich people prefer to use private facilities	No suitable health service available. There is 1 health center with only 1 general doctor	failure, stomachs diseases and cancer Public hospital, private hospitals, mother and child care units, pharmacies. Poor people use public services but they have to pay for medications, and this represents a burden	Several health facilities available (1 public hospital, mother and child care unit, family planning centre, private centres ...) but quality can be improved. Rich families use private facilities, which offer better quality	Infectious diseases especially in summer Only 1 health unit in the village with a young graduate doctor in charge. No specialized facilities available. Only 2 pharmacies with limited supplies of drugs and medication.
Education	Only 2 primary schools. No preparatory or secondary schools. Drop out 5-6%. Children have to work of families do not want to send them to other villages. No awareness on the importance of education Complaints about low quality of teaching 30% adults are illiterate (mostly women)	Several schools at all levels (primary, preparatory, and secondary). Private schools more expensive, but offer better quality of teaching High drop outs in primary schools: 10/15%, mostly girls to work at home (5% in preparatory and secondary schools) 40% adults are illiterate (mostly women)	2 primary schools, 1 preparatory school. No private schools Complaints for low quality of teaching and poor infrastructures Drop outs between 6 – 10% both for boys and girls (boys work) High illiteracy rate: 60% among adults	Several public and private schools at all levels (primary, preparatory, and secondary), with good equipment. Some complaints about low quality of teaching in public schools Limited drop outs (2%), in difficult times, especially among girls High illiteracy rate: 60% among adults	Schools available at all levels (primary, preparatory, and secondary); need more classes No differences in enrolment between boys and girls, and very low drop outs (1-2%) High illiteracy rate: 60% among adults (women especially)	2 public primary schools and 1 preparatory school. No secondary schools available, no private schools Complaints about low quality of teaching 5% drop outs especially among boys (to work) 25% adults are illiterate (mostly women)
Loans/ credit	Agricultural Development and Credit Bank. Society development Association also provides loans (no guarantees requested and easier procedures)	Agricultural Development and Credit Bank, Alexandria Bank. Access to loans is difficult because of 1) high interest rate, 2) increased terms of guarantee required 3) difficult to find sponsor/guarantor 4) complicated routine and long procedures	Agricultural Development and Credit Bank: very high interest rates (20-25%) Money lenders: 50% interest rate	Cairo bank, National bank, Alex. Bank, Agricultural Development and Credit Bank.	Several banks (interest rate around 14%) Social Fund grant loan with 7% interest and Care association grant loan with 4% interest	Agricultural Development and Credit Bank (interest: 15%), Nasser bank (12%). But procedures are complex. Money lenders

Water	<p>One potable water station. Good quality</p> <p>Water canals or mechanized irrigation for irrigation. Water is available but costs are increasing</p>	<p>One potable water station supplies 98% households. 3 pumping stations. Complaints about bad quality and bad taste of water</p> <p>Water canals or mechanized irrigation for irrigation. Water is available but costs are increasing</p>	<p>Underground water station: quality is good, but quantity not enough. House pumps' water is polluted</p> <p>Water canals or pumping/irrigation machines (expensive) used for irrigation. Complaint: irrigation water is contaminated with sewage, and this damages crops</p>	<p>Two water stations; from the Nile, from a local canal. One water is good, the other one is bad and very salty. Water system and network need improvements and maintenance</p> <p>Underground water used for irrigation</p>	<p>No problem with drinking water (piped water; two water station within the village, and the system is subsidized by the Gov.). Water is good and has a good taste.</p> <p>Portable underground water used for irrigation.</p>	<p>One potable water station. Good quality</p> <p>Water canals or mechanized irrigation for irrigation (mechanized immigration is more expensive)</p>
Sewage/ garbage	<p>No sewage system. Sewage wells and pumps used, but costs are high</p>	<p>No sewage system. Sewage wells or trenches used. People complained about the lack of sewage system and the high costs of renting equipment to dispose off wastes</p>	<p>No sewage system. No collection facilities for waste disposal</p>	<p>Sewage system installation not completed yet; currently people use pumps to dispose off sewage, but costs are high</p> <p>Garbage left in the streets causes pollution and spreads diseases</p>	<p>No sewage system; public work not completed yet. Pumps are used, but this clearing process is expensive. Complaints about this situation</p> <p>City council takes care of garbage</p>	<p>No sewage system. Sewage wells and pumps used, but costs are high</p>
Services	<p>No complaints for roads (good maintenance)</p> <p>Lack of public transportation to other villages or inside the village</p> <p>90% have home phones, but low quality of services. Complaints for lack of phone cabins</p>	<p>No complaints for roads (good maintenance)</p> <p>Public transportation to other cities: minibuses. However, they are private, unsafe and unreliable, and costs are high; There are no public transportation means within the city</p> <p>98% have electricity in their house; many use gas cylinders, although expensive. Kerosene not used.</p> <p>80% have home</p>	<p>No complaint about roads</p> <p>No internal public transportations. Minibuses are available to travel to other villages, but expensive</p> <p>75% have home electricity, but bills are expensive</p> <p>60% have gas cylinders, others use kerosene</p> <p>10% have home telephone. 1 Government phone</p>	<p>Paved roads need maintenance</p> <p>Lack of public transportation, people have to sue private buses and cars</p> <p>1 Government phone facility, several private ones. 85% have home phone, but telephone bills are increasing</p>	<p>No complaints for roads (good maintenance)</p> <p>No complaints related to public transportation (micro-buses)</p> <p>All residents have electricity</p> <p>90% have private phone</p>	<p>No complaints for roads (good maintenance)</p> <p>Minibuses to other villages; not sufficient when schools are open and secondary students need to travel. No internal public transportation</p> <p>All residents have electricity. 90% use gas cylinders, and the others use Kerosene</p> <p>1 Gov. telephone facility, 80% have home phones. There is no Gov. support for the</p>

		telephone, but bills are expensive	facility, no telephone cabins. Small subsidies available for telephone lines			costs of communication.
Housing	Poor: built of mud brick, with wooden or bamboo roofs. Richer: built from red brick, with concrete ceilings	Houses are expensive. Poor people live in houses built of mud or red bricks with unpainted walls and floors made of cement Presently, no subsidies to support housing for young people. No new public houses built	Poor people houses are built of mud brick, and with wooden or bamboo roofs. Richer people build their houses from red brick and with concrete ceilings. Richest families live in bigger buildings.	Housing varies according to the economic status Public houses really expensive. Some people live in tents. No subsidized houses for youth	Housing varies according to the economic status Public houses really expensive. Some people live in tents. No subsidized houses for youth	Poor people houses are built of mud brick, and with wooden or bamboo roofs. Richer people build their houses from red brick and with concrete ceilings

Food Subsidy Summary: Sohag Governorate

District: Community:	Dar Es Salam Walaad Yahia Bahary	Dar Es Salam Dar Es Salam	Gerga Beth Khalaf	Gerga Gerga	El Maragha Maragha	El Maragha Awlaad Youssif
1. Type and quantity of commodities	Quantities insufficient, particularly for large and poorest families. Asked to increase the quantities of sugar, rice, yellow lentils, and ghee.		Quantities insufficient, and prices are still too high for poor people	Subsidized commodities are still too expensive for poorest families, which can not buy them in sufficient quantities	Quantities insufficient to satisfy needs	Quantities would be enough, but subsidized commodities are still too expensive for poorest families, which can not afford the whole ration.
2. Availability of commodities	Scarce availability of subsidized commodities in the outlets.	Very few distribution outlets	2 suppliers only. No bakery available (participants receive flour instead of bread)	28 suppliers and 83 warehouses for flour distribution	20 suppliers and 4 bakeries to provide commodities (community feels not enough)	2 suppliers and bakery
3. Quality of commodities	Poor Ghee, macaroni, black lentils Good Bread	Poor Black lentils, ghee, tea Good Bread, beans, yellow lentils, rice, macaroni, oil	General complaints about low quality of food items. Particularly bad: macaroni, bean, ghee.	Poor Bean, black lentils, ghee, tea Good Rice, macaroni, oil	Need of improvement (especially for certain commodities such as black lentils, and also macaroni, yellow lentils, ghee)	Poor for certain commodities such as beans and lentils

4. Participation	Pop Majority of villagers (more than 90%) participated	Pop 27.203	Pop 10.700 95% have ration cards	Pop 70% of families have a program card	Pop 37.951 80% full benefits; 10%: partial benefits	Pop 8.650 95% have ration cards
5. Registration Process / Targeting	Lack of accuracy in determining which households really need to participate in the program. Some poor, new born babies and recently married couple are not included	Lack of accuracy. Since 1989, new born children not registered. Lot of poor families do not have access to subsidized food as the available ration cards are so old and there is no new registration	New born children and new married coupled can not be registered.	Lack of accuracy Some families do not have ration cards, especially returnees from abroad. New born children and new married couples do not have ration cards There are cases in which the poor receive partial subsidy, while the well-off receive full subsidy	Need to register new born children and newly married couples, and returning migrants	Need to register the new born, and to issue ration cards for new married couples
6. Corruption	Absence of officials' control causes unavailability of commodities			Lack of control over subsidized commodities availability and their prices: suppliers can manipulate prices		Absence of officials' control causes unavailability of commodities
7. Importance	Program crucial to satisfy food needs		Program is crucial to meet food needs	program is crucial to meet food needs	People depend on these commodities to meet essential needs	Program crucial to satisfy food needs
8. Recommendations	Increase quantities of rice, sugar, yellow lentils and ghee; Increase quantities for large families; Register new born and new families; Improve quality ghee and macaroni; Substitute black with yellow lentils; More control on distributing outlets.	Increase number of distribution outlets. Gov. should support NGOs which implement food subsidy programs Substitute black with yellow lentils; increase quality of ghee Add new items such as meat and flour Update and improve	Reduce prizes of subsidized commodities Improve quality (especially macaroni, bean, ghee) Increase quantities (sugar, yellow lentils, tea, rice, flour, oil) Improve and update registration, issuing new cards for new families and children	Improve quality and increase quantities (cancel black lentils, ghee, and tea, and to substitute them with higher quantities of sugar, or chicken, meat, soap, flour) Reduce prize of subsidized commodities Improve and update registration, including	Cancel black lentils Improve quality of macaroni, yellow lentils, ghee; Increasing quantities (especially sugar, oil, rice); Further reduce prices; Add families whom don't have ration cards.	Reduce prizes of subsidized commodities Increase quantities of sugar and rice Improve quality of beans, lentils, and ghee Improve and update registration system

		registration process		children , new families, families with returning migrants		
9. What will happen if program cancelled	Drastic impact on poor families. Increase in thefts accidents and in the number of beggars.	Negative impact on living standards; prices would rise and poor people would face hunger	Additional burden on poor families	Further burden for families		Drastic impact on poor families. Increase in thefts accidents and in the number of beggars

Annex 4. Summary of International Experience on Food Subsidy Reform¹⁷

The analysis of findings and development of recommendations in this report have been informed by previous experience with reform of income transfer programs in numerous countries. These programs have relied on a variety of implementation methods including general price subsidies, quantity rationing, food stamps, feeding programs and Food for Work (FFW) activities (Table1).

Table 1: Regional patterns of income transfer programs

<i>Region and country</i>	<i>General price subsidy</i>	<i>Quantity rationing</i>	<i>Food stamps</i>	<i>Feeding programs</i>	<i>Food for work</i>
<i>Sub-Saharan Africa</i>					
Ethiopia	X				X
Gambia				X	
Tanzania				X	
Zimbabwe				X	
<i>Middle East and North Africa</i>					
Algeria	X				
Tunisia	X				
Morocco	X			X	
Egypt	X	X			
Jordan	X		X		
<i>South Asia</i>					
Bangladesh		X			X
India		X		X	X
Pakistan	X	X		X	
Sri Lanka		X	X		
<i>East Asia</i>					
Phillipines		X		X	
Indonesia		X		X	
<i>Latin America and the Caribbean</i>					
Brazil	X				X
Chile				X	X
Colombia				X	X
Costa Rica					X
Honduras			X	X	
Jamaica			X	X	X
Haiti					X
Peru					X
Uruguay					X
Mexico		X			X
<i>Eastern Europe and Central Asia</i>					
Romania	X				
Ukraine	X				
Bulgaria	X				
Uzbekistan	X			X	

Source: Subbarao, et al (1997)

¹⁷ This annex is adapted from the World Food Programme International Draft Review of International Experience on Income Transfer Programs (2005).

The prevalence of open price general subsidies in the Middle East and North Africa is explained in part by a relative lack of administrative and physical infrastructure in the region. This is because these types of food subsidy programs require much less implementation capacity compared to other types of programs. Nonetheless, nearly all countries have undergone the process of reforming food subsidy programs from universal to target subsidies. International experience has shown a strong correlation between the type of programs and leakage level (Table 2), and resulted in a near consensus that untargeted subsidies are fiscally unsustainable over the long-term.

Table 2: Leakage level in various transfer programs

Type of program	Country	Leakage to Non-need
Untargeted food subsidies	Egypt (early 1980s), Morocco, Tunisia, Yemen	High (60-80%)
Untargeted food subsidies	Brazil	High (81%)
Untargeted food ration (i.e. ration shops)	India, Pakistan	High (50-60%)
Ration shops targeted geographically	India, Brazil	Low (5-10%)
Self-targeting food rations	Pakistan, Bangladesh (sorghum)	Low (10-20%)
Food stamps - targeted by income	Sri Lanka (post 1979), United States, Colombia	Low-moderate (10-30%)
Food stamps - targeted by health status	Colombia, Indonesia Honduras	Low (3-10%) Negligible
Targeted feeding programs	Colombia, Dominican Republic, Pakistan	Low
Supplementation schemes - on-site or take home, pre-schooler plus mother	India, Indonesia	Moderate (30-60%)
Supplementation schemes - on-site, most vulnerable group targeting	India (Tamil Nadu)	Low (3-10%)
Supplementation schemes - take home, nutritionally vulnerable	India	Low
Food-for-work programs	India, Bangladesh, Indonesia	Low-moderate (3-35%)
Targeted food-for-education (free ration for school enrollment of children)	Bangladesh	Low (7%)
Targeted vulnerable group development program (free ration for training of destitute women)	Bangladesh	Low (8-14%)

Source: Consumer Food Subsidy Programs. World Bank Report no. 19561-MNA. (Washington DC: World Bank, 1999)

Political considerations seem to play an important role in determining the nature and pace in the reform of established food security programs. Sri Lanka and Tunisia both present successful examples. Sri Lanka reformed its universal ration program in 1979 and able to cut its cost from 5 percent of GDP to 2 percent of GDP in 1982. Tunisia also cut costs from 4 percent to 2 percent of GDP by moving from a universal price subsidy to a more targeted program. Other countries that have switched from universal to targeted programs and have lowered costs include Bangladesh, Honduras, Jamaica, Jordan, Mexico, and Yemen.

• *Options for Targeted Subsidy Programs*

There are several methods of targeting subsidy programs, each of which may be optimal depending on the food security context and implementation capacity of particular countries. In general, programs that impose an obligation on the recipient (such as a labor or time requirement) are best in screening the targeted beneficiaries. Likewise, a switch towards less costly (but equally nutritious) foods that are consumed disproportionately by the poor has lowered program costs, promoted self-targeting and gained political acceptability. Targeted supplementary feeding programs to high risk individuals (i.e. pregnant or lactating women) can also be a very effective means of supporting the poor with minimal distortions, but require certain level of administrative and delivery systems. Details on various methods of targeting subsidy programs are provided below:

Self-targeting¹⁸

The principle of self-targeting ensures universal access to income transfer programs, but includes qualifications that discourage participation from non-poor households. In food subsidy programs, this is commonly achieved through subsidization of foods preferred by poor households, whereas in public works programs, it entails the setting of wage rates that non-poor households would likely consider too low to justify participation.

For the purpose of this analysis, a review of international experience reveals a number of methods for differentiating food quality to enable self-targeting of food subsidy programs. The first involves the development of “inferior” goods by modifying product specification to certain food items with the purpose of making it less attractive to non-poor households. The same result can also be achieved through the creation of “superior”, high quality versions of similar subsidized goods in order to decrease demand for lower-quality subsidized goods on the part of wealthier consumers. Finally, self-targeting can also be achieved through the use of mechanisms that increase wait times and or allow stigmatization of recipients, though these run the risk of negatively impacting food security among vulnerable households. Effective implementation of self-targeting programs is dependent on two key elements:

1. Accurate identification of goods to be subsidized or to be liberalized. The existence of nationally representative household survey, which includes detailed expenditure or consumption module is necessary to identify such commodities.
2. Self-targeting works best when the targeted population consumes different food items than the general population.

As with any targeting mechanism, self-targeting has both advantages and disadvantages. The advantages of self-targeted food subsidy programs are due to the fact that they require less information to determine which commodities should be subsidized, they are more easily phased out when food security improves, are less vulnerable to bureaucratic corruption and manipulation than administratively targeted programs, and are typically less divisive and therefore more

¹⁸ This section draws on the work by Alderman and Lindert (The Potential and Limitations of Self-Targeted Food Subsidies, 1998), Adams (Self-Targeted Subsidies: The Distributional Impact of Egyptian Food Subsidy Reform, 1997) and Tuck and Lindert (A Transition from Universal to Targeted Food Subsidies: A Case of Tunisia, 1996)

politically acceptable than geographically targeted subsidy programs. Importantly, self-targeted subsidy programs can also be used to shift consumption towards more nutritious food, which complements the long-term goal of food security.

However, self-targeted food subsidy programs may not be able to reach the poorest and most vulnerable groups due to the fact that most market-based food transfer programs require minimum purchasing power to take advantage of subsidized prices. Another disadvantage arises from the fact that subsidized foods can be difficult to disentangle from products made with similar raw materials (e.g. low-grade vs. high-grade flour).

Since 1988, Egypt has adopted some form of self-targeting on bread, which (along with wheat flour) accounts for 42 percent of total daily calorie consumption in urban areas (Alderman and Braun, 1984). This is achieved through “quality differentiation” by liberalizing the sale of higher quality loaves of unsubsidized shami and fino bread, which tended to attract the demand of wealthier households, while leaving the lower quality, subsidized bread for purchase by the poor. Finally, in 1992 the government stopped subsidizing the highest quality bread – fino bread and 72 percent extraction flour. In July 1996, the subsidy of shami bread and 76 percent extraction flour were also abolished. In the same time, the government also introduces the addition of maize flour in some area to make it less attractive to wealthier consumers.

Cash Transfers

Cash transfer programs involve the distribution of cash directly to vulnerable households and individuals. Proponents of cash assistance argue that it can be more cost effective and timely, while allowing recipients greater choice in how to direct assistance and delivering direct benefits to local economies. Skeptics of cash transfer approaches explain that they are impractical due to the additional security and corruption risks, as well as the fact that cash may be more difficult to target appropriately than commodities. There is added concern that under such approaches, women may not enjoy equitable access to cash and that it may be misused by recipients, distort local economies, or contribute to potential conflicts.

Much of the previous experience in cash transfer programs has been gained in emergency contexts involving natural disasters (earthquake, flood, volcanic eruptions) and conflict. In such situations, the distribution of cash to affected households and individuals is justified as a means to help them cope in the short-term from the loss of productive assets and sustainable livelihoods.

In determining the appropriateness of cash transfer programs to enhance food security, it is critical to base decisions on a comprehensive analysis of local markets and economies. Direct cash assistance will only be appropriate in situations where local markets are functioning well enough for people to be able to buy food and other basic essentials at reasonable prices. If cash transfers lead to additional demand for particular goods that are in short supply, there may be a risk of local inflation. While this may enhance food security for project beneficiaries, it would have the opposite effect on those not included in the program. There is a risk, therefore, that the negative impacts of a cash project could outweigh the positive ones. Given the potential for inflationary effects of cash transfers, they are typically not appropriate for use on a large scale. Ultimately, the capacity to conduct accurate, independent vulnerability assessments is critical to

the implementation of appropriate and effective cash transfer programs. This is due to the fact that cash transfer programs must be able to withstand external, public evaluation in order to avoid corruption, conflict, and accusations that targeting is influenced by particular interests.

Internationally, cash for work programs are increasingly viewed as an alternative to food for work activities intended to serve as longer-term social safety nets. In general, it has been found that it is possible to target and distribute cash effectively and safely, that beneficiaries do tend to spend cash on basic commodities, that cash assistance tends to benefit local economies, and that cash assistance is often more cost effective than commodity based alternatives.

Food Stamps

Food stamp programs distribute stamps or coupons that have a cash value when used for particular foods in a commercial store. The beneficiaries use the stamps instead of cash and the seller can redeem the stamps for cash from a bank or government office.

The advantages of food stamp programs are due to the fact that they make use of existing food marketing systems, which reduce the administrative costs of procuring, shipping, storing and selling foods that are typically involved in other subsidy programs. They also minimize distortion in existing markets by allowing buyers and sellers to interact directly and respond to market signals rather than government directives. Food stamp programs can also foster greater consumption, thereby stimulating local production by raising demand for basic local products.

Among the many disadvantages of food stamp programs is the fact that they are difficult to effectively target. They also require well-developed banking systems to enable distribution and redemption of food stamps and ensure a commitment to enforcement. A considerable disadvantage of food stamps is that they can be easily duplicated, creating the potential for large-scale fraud. Food stamps are not indexed for inflation and therefore are not a good option if inflation is high. Finally, it can be difficult to withdraw individuals from food stamp programs when incomes increase and food stamps can also create distortions in the local labor supply.

Experience with food stamp programs in developing countries is mixed. Sri Lanka switched from a ration system to a food stamp system in 1979; total government expenditures fell from 14 percent to 7 percent (Kennedy and Alderman 1987). Targeting was partially successful. The poorest 40 percent of the population received 67 percent of food stamps in 1982 compared with 50 percent of subsidies under the ration system (Edirisinghe 1987). The food stamp program in Sri Lanka was means tested. Stamps were issued to households based on their incomes and number of children. The administrative cost of the program was only 2 percent of the program cost (Cornia and Stewart 1993). Sri Lanka's long experience with food subsidy programs might have contributed to the low administrative costs.

Food stamp programs shows mixed results in terms of leakage. For programs that were targeted by health status of vulnerable household members like in Colombia and Indonesia, the leakage ranged from 3 to 10 percent in Colombia and Indonesia. However, in the income targeted food stamp programs in Colombia, Sri Lanka, and the United States, leakage ranged from 10 to 30 percent.

- *Case Studies*

Tunisia

Since 1970, through the *Caisse Generale de Compensation* (CGC), the Tunisian Government has subsidized food staples that include cereals (bread wheat and durum wheat), cooking oil, sugar and milk, and several non-food items, such as animal feed (barley, maize and soybean meal), acid oils, fertilizers and school supplies. Under the program, consumer prices are fixed below market prices. The program allows for unrestricted access to subsidized commodities, meaning that effective income transfers are available to anyone who chooses to purchase the subsidized goods. Thus, the magnitude of the income transfer to any individual is limited only by the amount of subsidized products he or she chooses to consume.

While CGC subsidies had always made a substantial contribution to the welfare and nutritional intake of the poor, by the 1980s it became apparent that the universal subsidy program had become too costly. The Tunisian Government faced a common policy dilemma in reforming its subsidy program: how to reduce budgetary costs, in a politically acceptable way, while protecting low-income groups. Initial attempts to reduce the program in the mid-1980s were met with riots, which forced the government to restore the subsidies. The government attempted to develop several alternative direct transfer schemes using different targeting mechanisms to no avail:

- (1) Using individual assessment mechanisms: this option is deemed not feasible to high administrative costs, information constraints, and implementation difficulties.
- (2) Using means-tested food stamps: this option was also rejected because of these same administrative constraints and on the grounds that they would be politically unacceptable because they might conjure up images of “wartime” ration cards.
- (3) Using geographical targeting: this option was abandoned because distinctions between neighborhoods were too obscure in most areas to make geographic targeting effective.

Since none of the above options were feasible, it was decided that reforms should be carried out within the existing framework of food price subsidies rather than those that would require an entirely new institutional structure. These concerns led the government to self-target the subsidies to the poor using quality differentiation (see explanation on this in previous section).

Self-targeting through quality differentiation was applied to all major subsidized food categories. Subsidies were shifted to semolina, which is disproportionately consumed by the poor, and reduced for pasta and couscous, which do not display self-targeted consumption patterns. The government eliminated subsidies on items that are mostly consumed by the wealthy customers such as baguettes, while those on a better-targeted larger loaf of bread were maintained. To introduce “superior” goods, the bread market was also liberalized to allow private bakers to produce high-quality bread to attract the wealthy customers. Cooking oil subsidies were applied to a generic product purchased from bulk oil drums. Subsidies were 40 percent higher on less-refined brown sugar than on refined white sugar, but all consumers—rich and poor—rejected the brown sugar because they perceived it as “dirty.” Finally, milk subsidies were shifted to reconstituted milk packaged in less convenient half-liter cartons, making it less desirable to the rich, who tend to purchase local fresh milk in bottles and in tetrabriks, a type of carton designed for long storage life

Subsequent household survey in 1993 reveals the success of reform package in cereal sub sectors. Despite the elimination of subsidies for baguette, pasta, couscous and pastry flour, the rich did not substitute the consumption of these items in favor of semolina or gros pain, thus improving the overall targeting of cereal subsidies. Reforms also had a positive impact on improving fiscal accounts. Outlays on the subsidy program were cut from over four percent of GDP and ten percent of government expenditures in 1984 to two and six percent respectively in 1993. Reforms have also been effective in transforming program incidence from a situation in which the universal subsidy transferred more absolute benefits to the rich than the poor, to one in which the poor benefited more from food subsidies than the rich. In 1985, the highest-income group received 2.3 times more than the lowest-income group. By 1993 the poor benefited 1.2 times more from the program than did the rich.

Sri Lanka

For nearly four decades between early 40's to late 70's, Sri Lanka had a general subsidy scheme for key food items: rice, flour, sugar and powdered milk. The program was first initiated during the wartime to ensure equitable distribution of limited supplies and protection of consumers from postwar inflationary pressures, however the scheme continued well after the war ended. The initial design of the program was the provision of around 4 pounds of rice per capita per week to the entire population at highly subsidized price.

Before the general subsidy program was finally dismantled in 1978, the government made several attempts to reform the program to no avail. In early 1950s, enormous fiscal burden led to drastic reductions in the subsidy (food and non-food). This resulted in widespread riots, which in turn caused a major political upheaval. During the 1960's, a recurrent fiscal and balance-of-payment pressure (and worldwide shortage of rice in the late 1960s) gave rise to 2 other reform attempts. The earlier effort caused another political turmoil, however the latter effort brought about the first substantial change in the design of the program. The rice ration was reduced by half but given free of charge. Several adjustments to price and entitlements were made in early and mid 1970s with limited political impact.

To minimize adverse reactions and allow for adjustment, the reform was implemented in three major steps over the period of 2 years. The first step was the reduction of the number of beneficiaries based on a means test conducted in January 1978. Only families whose monthly income were less than Rs 300 per month were entitled for the program, however there was no change in the quantity entitlement of the free ration of one pound of rice per person per week or the three pounds of rice that could be purchased at a subsidized price. The first phase resulted in the reduction of the number of beneficiaries to 7.6 million persons or nearly half of the population.

The second step was the change from ration shops to food stamps in September 1979. After a series of publicity and program socialization, households were required to apply for food stamps through a declaration of incomes and household composition. All members of households receiving a monthly income of less than Rs 300 were eligible for food stamps and there were different schemes for children. This new scheme witnessed the significant increase of the number of beneficiaries and the fiscal allocation in the annual budget climbed to the amount of Rs 1.8 billion.

The third step involved the elimination of price subsidies on food. In 1980, the government raised the price of rice, flour, sugar and infant milk to reflect the costs and the total subsidy decreased from Rs 2,326 million to Rs 305 million. By the end of 1982, almost all the subsidies had been eliminated. Combined with general inflationary pressure, the prices of major foods were more than doubled between 1979 and 1982. The administered prices of wheat flour and sugar increased by 170 and 133 percent, respectively. The percentage increase in bread price is equivalent to the increase in the wheat flour price. To compensate for this increase, the government raised the wage of employees of government institutions and public corporations, most of whom are not eligible to receive food stamps.

The total food subsidies (including kerosene stamps) has gone down dramatically from 15 percent of total government expenditure and 5 percent of GNP in mid 1970s to 5 percent and 2 percent, respectively, in 1982. The reform has generated an additional gross saving of Rs 1,000 in 1982. Even after taking into account the higher wage bills from the increase wage, the net saving is still a positive number of Rs 300. In addition to easing the fiscal burden, the new scheme also provides an advantage for budgetary planning purposes. Under the former scheme, final commitments on the food subsidy were not known until the profit-loss accounts of the sale of all imports and domestically purchased commodities were finalized. The new scheme, on the other hand, provides a clear picture of the financial commitments prior to actual expenditures.

The following table presents a summary of food subsidy reforms in Middle Eastern and North African countries.

Country	Status of reform
Algeria	Food subsidies eliminated gradually since 1992
	Safety nets introduced (IAIG and AFS) in 1994 to compensate for the increase in food price
Iran	Reform launched in 1992 to reduce fiscal costs through exchange rate reduction and reducing commodities from coupon eligibility
	Cash transfers were introduced to replace coupons for chicken and eggs
Jordan	Food subsidies gradually removed; in 1996 they were replaced with food coupons available for everyone; in 1997 the food coupons were replaced by cash transfers and the general cash transfers were eliminated in 1999
	Food subsidies virtually eliminated (0.3% of GDP in 1999, 0% in 2000)
Morocco	Quantity rationing on subsidized commodities have been replaced by custom tariffs
	All crop production and intermediary prices have been liberalized
	Consumer prices on sugar, cooking oil and flour is fixed by Government
	Flour is self-targeted via low-grade quality to favor poor and middle-class
	Cost of food subsidies has remained unchanged (about 1.7% of GDP)
Tunisia	Food subsidies are self-targeted in the form of quality differentiation; semolina, pain unique, generic grain oil, less refined brown sugar and pasteurized-reconstituted milk
	Cost of food subsidies has been reduced from 3% of GDP in 1990 to 2% in 1993 then dropping to 1.7% since 1995
Yemen	Food subsidies reduced (3.6% GDP in 1998 compared to 5.2% in 1997 and is expected to reach 0.3% in 1999)
	Wheat pricing and marketing is liberalized in 1999

Source: Consumer Food Subsidy Programs. World Bank Report no. 19561-MNA. (Washington DC: World Bank, 1999)

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Benefit and cost of targeting

Despite reducing the fiscal burden of the food subsidy program by moving from universal subsidies to a self-targeting mechanism, there remains significant potential for improving targeting. Table 3 compares various food subsidy programs which use self-targeting and administrative targeting to reach the poor.

In Egypt the lowest quintile group receives about the same proportion of total income transfers from subsidized food (19 to 20 percent) as those in the lowest quintile group in self-targeted programs in Tunisia and Morocco. However, food subsidy programs which use administrative targeting and/or means-testing are performing better in terms of delivering food subsidy benefits to the poor. For example, Jamaican food subsidy program delivers 44 percent of total income transfers to the lowest quintile group.

Comparative performance of self-targeted and administrative-targeted programs

Country	Program	% of Income Transfer Going to Quintile Group				
		Poor				Rich
		1	2	3	4	5
<u>(a) Self-targeted programs</u>						
Egypt (1997)	SELF-SELECTION: Baladi bread and wheat flour, edible oil, sugar Urban	20	21	22	19	18
Egypt (1997)	SELF-SELECTION: Baladi bread and wheat flour, edible oil, sugar Rural	19	18	19	22	22
Tunisia (1993)	SELF-SELECTION: Food price subsidies, quality differentiation	21	20	21	20	18
Morocco (1991)	SELF-SELECTION: Food price subsidies, high extracted rate flour	23	24	22	18	13
<u>(b) Administratively targeted programs</u>						
Jamaica	Food stamps at health clinic	44	31	18	5	2
Chile	Food supermarket at health clinic	41	28	18	10	3
Peru	Food supplement by neighborhood	42	30	20	6	3

Source: Adams, Richard. Self-Targeted Subsidies: Distributional Impact of Egyptian Food Subsidy Program, World Bank Staff Paper (Washington DC: World Bank, 2001).

Despite the expected gain from applying more specific targeting mechanism, it is important to take into account the administrative, incentive and stigmatization costs of targeting (described earlier in recommendations). Ultimately decisions regarding which targeting mechanism to use should seek to balance potential targeting gains and costs. Most importantly, it should be put within the context of larger policy reform design that depends on specific economic, political and social fabric of the economies. This context covers a broad area ranging from knowledge on the nature of poverty, implementation capacity of the government both at national and local level, the timing and sequence of the reform, and the links to broad poverty alleviation program.

Extent and Nature of Poverty

A thorough understanding of the nature and extent of poverty is crucial in determining the choice of targeted programs and direction of the reform. Information such as income and expenditure characteristics, income sources and variability, the pattern of asset ownership, labor market and demographic characteristics, the geographic or ethnic concentration of the poor and indicators of living standards such as the poor's mortality, nutritional status and literacy and the poor's access to social services are valuable information to be gathered for this purpose.

In the case of Egypt, the existence of nationally representative household survey is key for this purpose. This type of survey serves as a rich source of information that can be used to determine characteristics for different segment of the population as well as those unique to the poor.

Cross-country experience shows that the nature of poverty and the economic situation affect the choice of income transfer programs. In some cases, it is effective to adopt different income transfer program for different target groups. Table 4 summarizes some hypothetical situations and the feasible program choice.

Country conditions	Program choice
Inadequate infrastructure - physical (roads), social (schools), and financial (banks or other formal credit agencies). High level of malnutrition, widespread rural poverty, and food insecurity.	Public works at market wages for unskilled labor, targeted nutrition programs in both rural and urban areas, carefully designed food transfers
Economic reform is in progress, farm markets and urban industry being deregulated, exchange rate reform is in progress	Urban employment programs, targeted food transfers, credit-based livelihood programs, severance payments where needed
Country under transition/shock/adjustment, high inflation, and unemployment	Targeted cash transfers, if information base is strong. Public employment programs.
Economies in transition	Child allowances, child care facilities, especially if family size and poverty are strongly correlated
Socio-cultural norms, slow growth, widespread poverty, a high proportion of women and children in poverty	Micro credit for female entrepreneurs, child care facilities, social assistance for single-parent families/windows/other sharply identified vulnerable groups

Source: Subbarao, et al. (1997), Safety Net Programs and Poverty Reduction, World Bank Directions in Development (Washington, DC: World Bank, 1997)

Implementation Capacity

As discussed earlier replacing a general, self-targeted food subsidy program like the one in Egypt with an administratively targeted, means-tested program like the one in Jamaica, Chile and Peru has the potential for improving the delivery of food subsidy benefits to the poor. However, key in ensuring successful reform is an adequate implementation capacity. As an illustration, in

Jamaica, the success of the reform is mainly due to government capacity to execute three key activities required in food stamps program, such as:

- (1) Screen the poor from the non poor
- (2) Enforce the issuance of food stamps only to the poor
- (3) Administer the delivery of food stamps at locations that encourage self-selection (i.e. public health clinics, which rich households do not tend to visit).

In a broader context, implementation capacity involves both public and private sector. In public sector, analytical and operational capacity at all levels of the hierarchy, i.e. at national, provincial and district administrative levels is key element. Private sector includes organizational and distributional capacity of private commercial entity, NGO and community group.

Managing Political Consequences of Reform

The importance of political consequences of food subsidy reform cannot be overstated. This is mainly due to the large coverage of the subsidy program (up to 80 percent in Egypt and Tunisia) thus consequently the significant impact of the reform. Past experiences in several countries demonstrates the sensitive nature of such reform. Reduction in food subsidy and increase price triggered food riots in Egypt (1997), Morocco (1981), Tunisia (1983), Algeria (1988) and Jordan (1989, 1996). Thus it is crucial to consider political factors without sacrificing economic and targeting effectiveness.

International experience provides valuable lessons for formulating strategies to manage the political consequence of the reform. This includes strategic timing of the reform, finding ways to increase the public acceptance of reform and complementing the reform with policies aimed at protecting the most vulnerable groups.

Annex 6. Map of Vulnerability

