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EGYPT Country Programme (1998-2001)*

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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

DAI (USAID)	Development Alternatives Inc of USAID
EB	Executive Board – WFP
CCA	Common Country Approach
CDA	Community Development Association
CFA	Committee of Food Aid – WFP
CO	Country Office –WFP
COPR	Country Office Progress Report
CP	Country Programme (of WFP)
CSO	Country Strategy Outline (of WFP)
FAAC	Food Advisory Committee of Egypt CP
FAAD	Food Aid and Development – WFP’s Enabling Development Policy
FHH	Female Headed Households
GOE	Government of Egypt
IBRD	International Bank for Reconstruction and Development –World Bank
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
ILO	International labour Organisation – UN
OEDE	Office of Evaluation –WFP
M&E	Monitoring and Evaluation
MALR	Ministry of Agriculture and land Reclamation
MTR	Mid Term Review of Egypt CP
PRA	Participatory Rural Appraisal
RB	Regional Bureau – WFP
UNDP	United Nations Development Programme
UNODCCP	United Nations Office for Drug Control and Crime Prevention
UNICEF	United Nations Children’s Fund
VAM	Vulnerability Assessment and Mapping Unit – WFP
WFP	World Food Programme-UN

Units of Measure

Land Area: 1 feddan = 1.037 acres = 0,42 hectares

Currency Exchange at April 2000:

1 Egyptian Pound LE = USD 0.292 -1 USD = LE 3.42



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Abstract

Despite a marked improvement in a range of economic indicators the conditions of the poor in Egypt and their numbers have remained static. The Egypt Country Programme (CP) approved by the Executive Board in 1997 continued WFP's successful long term support to settlement and agricultural development, a main national priority and prominent in Government's Five Year plan. Most of the activities in the CP had started as individual projects before the programme began, the projects have a common goal and similar objectives, with a broadly homogenous target group with an increasing emphasis upon women and Female Headed Households and are administered efficiently by a single ministry. Consequently the creation of the first CP has not resulted in any major modifications or implications for WFP's operations in Egypt most of which were well established before the CP began and are still on-going, and consequently the CP has not been perceived as a visible (new) cohesive programme by either Country Office or Government. Rather, it was business as usual. Project periods (4 to 5 years) do not, and cannot reasonably, co-incide with CP periods. This matter has not been addressed in WFP's format for CPs and requires urgent attention, both to reduce administration and to avoid possible misunderstandings with government. WFP should clarify the limits for transfers and the details of funding supplementary activities under the CP format. The Egypt CP meets all the criteria for a country programme and is FAAD compatible. Implementation is satisfactory with all projects on schedule for achievements and including some important innovations particularly for women. WFP played a significant role in the change of tenancy laws in new-land settlement, whereby 20% of a primary beneficiaries new land is now held in the name of the spouse (usually the wife). Targeting criteria and transparency for beneficiary selection need to be strengthened through better reporting on screening procedures and key socio-economic characteristics of selected beneficiaries, the newly established VAM unit may be able to assist. The criteria for food aid allocation should be reviewed to the extent possible. WFP should continue to review and strengthen project level M&E. Programme level reporting and M&E are not required under the present CP format and are not carried out.. For the country programme approach to become an effective management mechanism for WFP operations in-country then the prior development by WFP, and the adoption by Country Offices, of a format and operating procedure for the implementation, recording, reporting and M&E for Country Programmes would be an essential pre-requisite. These operating systems would need to be introduced prior to the adoption of the forthcoming country programme. Consideration should be given by WFP for the utilisation of a rigorous LOGFRAME in the CP formulation and implementation process. Post- project evaluation of selected past projects would likely yield important lessons and strong support for rationale for WFP's future activities in Egypt and for project design. Similarly a comparative study of government settlement schemes for the poor with and without WFP support would be expected to show significant differences. A continuation of WFP's ongoing settlement and Bedouin support activities in Egypt would meet the criteria of the CP approach and the requirements of the Enabling Development policy, as well as addressing Government's main areas of priority.



A. INTRODUCTION AND BACKGROUND

1. The Country Programme (CP) Approach set out in Agenda item 6 of the Thirty-eighth Session CFA in December 1994, introduced the procedures for development of CPs. The first stage for the development of the first Egypt CP, was the Country Strategy Outline (*Egypt - CSO*) this was Agenda item 8 of the Fortieth Session CFA in November 1995. The first Egypt Country Programme was Agenda item 7 for the Executive Board (EB) Third Regular Session October 1997.
2. Under the format for the Country Programme Approach the first CP contained provision for a Mid-Term Progress Report by the Country Office (CO) and Operations Department (towards the end of 1999). Together with an end-of-term evaluation and a review by the EB when most of the proposed activities were anticipated to be close to termination. Subsequently it was decided that it would be more useful to have the Evaluation prior to the preparation of the next CSO. To harmonise the WFP Egypt programme with the UN programme cycle the first Egypt CP was reduced by one year and will finish in December 2001. This CP termination date required the CSO to be completed by September 2000, consequently the OEDE fielded the evaluation mission from 3 to 24 April 2000.

B. PURPOSE OF THE EVALUATION AND METHODOLOGY USED

Purpose

3. In accordance with the Country Programme Approach (*Format for Country Programme Approach*. Agenda Item 8 Fortieth Session CFA 1995). The purpose of the evaluation mission is to evaluate the Programme Approach in terms of coherence, focus, integration and flexibility. To assess whether the Egypt CP objectives are realistic, relevant, and may be reached given the type and status of CP activities. To identify factors which may have affected the overall implementation of the CP. To review key issues for WFP assistance. To provide recommendations and lessons learned for future CSOs and CPs, and provide accountability to the Executive Board.

Methodology

4. The Terms of Reference for the mission require the evaluation of the CP, as distinct to an evaluation of the component activities. The mission is concerned both with the process of the CP cycle and with the content and implementation of the CP. The CO aware that an evaluation of the CP would require a detailed knowledge of the CPs' activities, i.e. the projects, commissioned and completed a mid-term review (MTR) of three-quarters of the basic on-going activities prior to the arrival of the evaluation mission. Without this MTR the evaluation could not have been carried in the scheduled time. The evaluation is a review of available data and an analysis of the process of design and implementation.



5. Following a briefing at WFP HQ in Rome the mission reviewed available documents. On arrival in Cairo, after a brief introduction to staff and Government officials, field visits¹ were made to two of the four ongoing project sites where discussion were held with project officials, technicians, support persons from other agencies and settlers. On return to Cairo meetings were held with UN agencies including UNDP, UNODCCP and UNICEF, other stakeholders including DAI (USAID), World Bank, European Delegation, officials from Ministry of Agriculture and Land Reclamation (MALR), and WFP staff at CO and Regional Bureau. Full details of persons met are provided in Annex 1. These meetings culminated in: a debriefing of the Regional Bureau; a presentation of an aide memoire to a meeting of UN agency, World Bank and consular representatives; and, a presentation to H.E Yusef Wali, Deputy Prime Minister and Minister of Agriculture and Land Reclamation.

C. COUNTRY SITUATION ANALYSIS.

Economic growth and poverty alleviation in Egypt

6. Egypt was not greatly affected by the world-wide turmoil that shook so many emerging markets in 1998². The Egyptian economy has stabilized and trade has been liberalized. The Government managed to maintain a sound macro-economic record, including: an estimated GDP growth rate of 5 percent; a marginal budget deficit of 1 percent; low inflation of approximately 4 percent; and high international currency reserves at around \$ 20 billion, (Nov. 1998) sufficient to cover 10 months of imports, and favorable external debt figures. According to the World Bank the average per-capita GNP in 1997 was US\$ 1,200³.
7. Yet, low world oil prices, falling Suez Canal receipts, and a reduction in tourism revenue—the main foreign exchange earners—all had some unfortunate repercussions in 1998/99. They led to increasing balance of trade deficits, re-enforced by the continued inability of Egypt to attract foreign investments and mobilize domestic savings. This may have slowed down growth and employment generation for a period. However, by now several of these factors have been reversed.

Poverty alleviation

¹ Just prior to the field visit the contracted National Expert (Socio-economist-cum-gender) resigned. To meet this unexpected situation the Country Director agreed that WFP staff accompanying the field visit would provide specific information on Participation and Gender as requested by the Team Leader who would then assemble the available information as appropriate.

² For details see EU-Egypt –1998 Annual report, World Bank Country Assistance Strategy (CAS) 1998

³ This figure is from the 1999 World Development Indicators CD-ROM excerpts received by the mission in its briefing materials. It mentions that the “Atlas method” was used for its calculation. It should be noted that the 1997 figure of US\$ 1,200 is significantly higher than that previously quoted in the CP, of US\$ 720. It is not known to the mission what causes the significant difference.



8. So far, there are no indications that the positive results of the economic structural adjustment programmes carried out over more than a decade have had a manifest trickle-down effect on Egypt's two deep-seated problems: poverty and unemployment. According to IBRD/UNDP estimates, open unemployment is at 10-13% (or even higher) of the labour force, with a high number of new entrants to the labour market annually. To create the necessary number of jobs an annual average growth rate of more than 7% of GDP in real terms will have to be achieved for the coming few years. This is a fairly ambitious goal.
9. With regard to poverty, a recent report of the Ford Foundation notes that
 - Egypt's economic liberalization policies have had a complex and still unclear impact upon the level and distribution of poverty in the country.
 - At least one quarter of Egypt's population is poor by any standards and another quarter lives on the margins of poverty.
 - Poverty is likely to have increased significantly from the early 1980's to the early 1990's, and has continued to increase through the mid 1990's, albeit at a lower rate.
10. The extent of poverty in Egypt and its deepening has been recently confirmed through extensive household surveys carried out by the International Food Policy Research Institute (IFPRI) in 1997 and 1999. During this period poverty has been on the increase, from 25% to 33% of the population⁴. The study also confirmed the conventional wisdom about the main factors determining poverty in Egypt, identifying the years of education, the value and ownership of land and property, lack of irrigation, household size and number of children, and female headship, as the main reasons why households were poor. Households in the Upper Egypt rural region were particularly vulnerable. Poverty is pre-dominantly chronic (67%), which may allow better targeting. (Haddad/Ahmed 1999 & Datt/Jolliffe 1999).
11. Clearly, the GDP growth rates accruing since 1990/91 have not (yet) had a discernible impact in terms of making a breakthrough in significantly reducing poverty. As stated in the World Bank's Country Assistance Strategy of 1998, reducing poverty requires the rapid expansion of productive employment through labor intensive economic growth -- i.e. employment generation as task number one. In addition, land, water & irrigation management should be emphasized; human resources need to be developed, particularly through formal and non-formal education and decentralization of social services, and the public safety net needs to be better targeted.

Food Security in Egypt

⁴ Poverty and poverty lines were defined as follows in this study: they refer to region-specific per-capita consumption of food and non-food items. The food poverty line is based on the estimated cost of obtaining minimum caloric requirements consumed by relatively poor households (between LE 40 and 50 per-cap./month); estimates of non-food consumption are based on percentages of total consumption in households whose food expenditures are in the neighbourhood of the food poverty line.

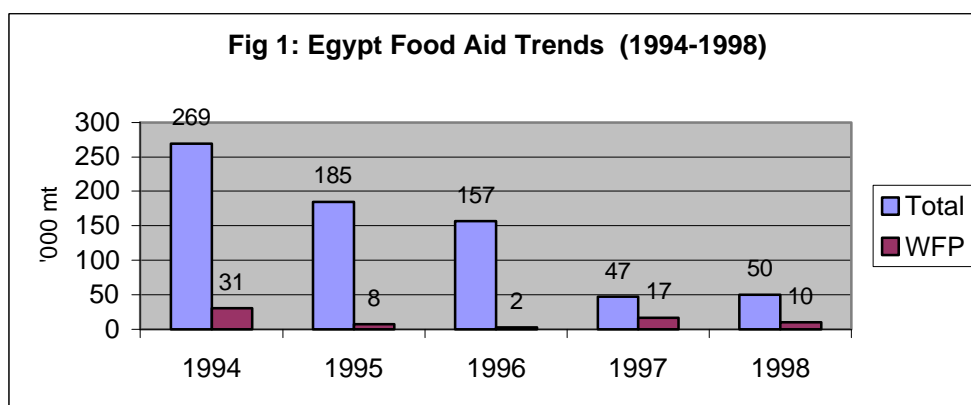


Food security at national level

12. Egypt remains a substantial net food importer, importing about 45% of its wheat, 27% of its maize, and more than 30% of its food oil consumption (1997/98 different sources; Central Bank, CAPMAS, MALR). Import requirements for certain agricultural products are likely to remain, and may even increase in the future, particularly with the expected rising demand for livestock products (and related feeds) when incomes increase. At current prices, technologies, and land constraints it also is not economically efficient to grow the amount of wheat and maize required for self-sufficiency. National food security is therefore likely to continue to depend on the ability to import food.
13. Egypt's foreign exchange earnings and reserves allow enable the import of sufficient basic food. According to preliminary estimates of the Ministry of Finance obtained by the mission, in 1998/1999 all food imports, valued at about USD 2.7 billion, amounted to no more than 15% of the total value of all imports (6% for wheat and maize). As a result of the economic reform program and a stronger export orientation of the economy, export earnings of goods and services have increased from USD 6.5 billion in 1986 to more than USD 18.3 billion in 1997 (Central Bank Reserves, incl. gold, were at USD 19.4 billion in 1997).
14. At an aggregate level, Egypt is food secure. Given its high per-capita food consumption, foreign exchange reserves, and the borrowing capacity of the Government Egypt does not need to rely on external food assistance. This is likely to be valid even under economic fluctuations and external shocks. At most, concessional food assistance may help Egypt in reducing its external trade deficit and foreign debt.

Food aid trends

15. Most major previous food aid donors have terminated their food assistance to Egypt, the United States in the early 1990s and the European Commission (EC) in 1995. There are only a very few donors of direct food aid left, in particular France, Spain, and Italy, that mostly monetize their aid. Most counterpart funds generated through EC program food aid have been disbursed. However, several international donors, notably the U.S. and Australia, continue to provide subsidized wheat to Egypt, either through direct price subsidies or highly concessional loans. Food assistance declined from 269 million tons in 1994 to 50 million tons in 1998. WFP's share in total food assistance rose accordingly to more than 20 % in 1998 (and may be even higher today) although the mid-1990's saw a sharp temporary slump of WFP aid (see Fig. 1).



Food Security and nutrition at household level⁵

16. The overall household food security situation in term of the quantity of food available to households in Egypt is good and its variability has been low in the past. As has long been known (and already been reported in the CSO of 1995), the average per-capita availability of food in Egypt is about 3,700 calories per day, while consumption may be somewhat lower due to waste and other losses or diversions. What has been less well known in the past is how this food is distributed among different households and regions. The recent IFPRI household survey shed some light on this question. It finds that even among the lowest income quartile average food availability between 2,800 and 3,200 cal./day in all regions of Egypt is still well above FAO recommendations of 2,540 cal./day. The lowest figures are to be found in Upper-Egypt rural, and in metropolitan areas (in line with WFP's geographic priorities).
17. Diet quantities appear to be clearly sufficient, even in the poorest households, at least partly as a result of the extensive food subsidy and ration card system. This diet is, however, often of poor quality and diversity, relying heavily on subsidised carbohydrates; critical micronutrients, such as Vitamin A and Iron are much more deficient in poorer than in better-off households. The question of how best to address this critical issue of diet quality and micronutrient deficiencies is complex, and may be of interest to WFP for further investigation to improve the adequacy of its rations and approaches.
18. Related to poor diets, weaning practices, and health problems, malnutrition remains a problem, particularly in Upper Egypt. The overall magnitude of the malnutrition problem is not completely clear. Estimates range from 24 to 40 percent of stunting among children in

⁵ While this evaluation report was being completed, a more detailed statistical analysis of the same data set has been conducted by the WFP Regional Bureau in Cairo. Preliminary results reveal that despite very high averages of calorie availability about 12 percent of surveyed households reported an per-capita consumption of less than 2,100 calories per day, and even more in the lowest expenditure quartile. This new extended analysis of the data clearly causes concerns in terms of the prevalence of food insecurity and hunger in Egypt, provided that the reported low consumption in these households is not primarily related to either common statistical problems (such as under-reporting by some respondents or enumerator errors) or lower requirements by these households (i.e. households with many small children, sick, or elderly people).



rural Upper Egypt, and from 13 to 28 percent in rural Lower Egypt. Yet, prevalence in Upper Egypt is always higher. The fact that in Upper Rural Egypt both wasting and stunting are prevalent, not only among the poorest population groups, points to the urgent need of better nutritional education, particularly of pregnant and lactating mothers.

Government food security policy

19. Food security in Egypt is a highly important, politically sensitive, public policy issue. While the mission did not find any “official” program or strategy paper comprehensively outlining the food security strategy of The Government of Egypt (GOE) —perhaps because the responsibilities fall under several ministries—it can be summarized as follows: GOE’s policy promotes the **availability** of food at national and household level by extensive support for the expansion and intensification of agricultural production and by importation (partly organized by public sector) of main staple foods when necessary to fill local production gaps. Secondly, GOE continues to ensure the **economic access** by all households to basic food items through a highly subsidized system, mainly of bread and wheat flour. These main approaches are, of course, complemented by GOE’s general economic and social policies of generating higher incomes, and thereby food security, through increased economic growth, employment, and improved social safety nets.
20. The **food subsidy system** in Egypt – which currently covers *baladi* bread (i.e. traditional *pita* style bread), wheat flour, cooking oil and sugar—is a major component of Egypt’s food security policy and social safety net (amounting to US\$ 750 million, or US\$ 120 per capita/annum). It helps to protect the poor, and has been widely credited with guaranteeing the availability of affordable staples to the population, and helping to reduce infant mortality and malnutrition. The challenge is to reform the food subsidy system to better target its subsidies and therefore reduce its costs and bring greater benefits to the poor. Yet, at present, far-reaching reforms in the food subsidy system is not a major short-term priority for the Egyptian government, nor for Egypt’s major donors. Therefore, the current food subsidy system is unlikely to be fundamentally changed in the near future thus ensuring, even for the poor, a basic diet at relatively low cost (*Gutner, Gomaa, Nasser, 1999*)
21. **Agricultural development**, as the second main pillar in GOE’s food security policy, aims in particular to increase agricultural yields, productivity, and water-efficiency (also called “vertical development”) thereby decreasing production costs; and, secondly, to expand the area under production by extensive land development and re-settlement schemes in formerly unused areas (“horizontal development”). The main principles of the strategy include in particular full liberalization of the sector, including marketing, pricing, and trade; increased efficiency of irrigation and water use by reducing water charge subsidies and avoiding water waste; and facilitation of long-term investments through land tenure reform. In general, the goal is to promote crops according to their comparative advantage on domestic and international markets and to remove any price, subsidy, or trade distortions. This higher market orientation may mean, for instance, less subsistence production and more integration of agriculture into international markets, such as increased production of horticulture and cotton and reduced wheat and sugar cane production. The potential food security implications are complex, and depend, last but not least, on market and price



stability as well as crop diversification at the farm level. They have to be taken into account in any food security oriented agricultural development project (such as WFP's).

D. THE CP AS PLANNED

22. *(N.B. :In considering the CP as planned it would be important to recognise that three of the projects currently under implementation had been identified, formulated, prepared and partially implemented before the CP was prepared. No projects under implementation at the start of the CP have yet been terminated. Thus for most of the CP all the operating procedures, beneficiary selection, monitoring and evaluation criteria were established and reflected in the signed operational contracts prior to the acceptance of the CP by either WFP or the Government of Egypt)*
23. The CP closely followed the CSO, which had set two programme priorities for WFP assistance to Egypt: i)..... *WFP will continue support for land settlement on reclaimed land where food assistance has demonstrated its effectiveness in assuring household food security during the initial period of settlement and is transferring permanent assets to the poor.....WFP will continue dialogue with Government to increasingly strengthen their targeting of the poorest strata; and ii) WFP will explore possible food aid initiatives which feasibly address the problems of poverty and food insecurity among the urban poor in ways that increase opportunity and self reliance*
24. The basic activities were:
- **Settlement on Newly Developed Land in the Delta (2499.03).** This project started in 1996, i.e. before the CP was approved by the EB. At full development it was expected to benefit 14,400 families, with women comprising 19 percent of primary beneficiaries. WFP's contribution was 34,465 tons at a cost of USD 14 million (8.4% of total project cost), IFAD provided USD 10 million and the Government USD 143.3 million. The project involved an extension of the irrigation system and prior to settlement, the establishment of physical infrastructure. To help ensure adequate additional inputs for settlers, IFAD would provide short-term agricultural loans for up to 13,000 settler households. The project was the responsibility of MALR, the initial execution being through General Authority for Rehabilitation Projects and Agricultural Development (GARPAD), an agency of MALR. Detailed project management was the responsibility of the "WFP Assisted Project 2499.03" a unit of the Mobarak Scheme for Development of Reclaimed Lands
 - **Land Development and Settlement Around the High Dam Lake (3214);** This second phase project started 1997 i.e before the CP was approved by the EB. The beneficiaries were intended to be 3,100 settler families, of whom 10% would be headed by females. WFP would provide 13,000 tons at a cost of USD 5.8 million ((23% of total project costs) the Government would provide all other costs. This project relies on the beneficiaries to construct most of the necessary infrastructure, and utilises water from the margin of the high dam so no expensive channels, drains or pumping stations



are required. Thus costs are lower. Environmental issues received particular attention to safeguard the High Dam Lake. Biological approaches for pest control and fertilisers would reduce the use of potentially harmful chemicals. The project was the responsibility of MALR through the High Dam Lake Authority a entity responsible to the Minister of Agriculture.

- **Settlement on Newly Developed Land in Upper Egypt (Wadi el Saaida) (5789);** This project was scheduled to start in 1998, and was expected to benefit 6,000 settler families, with women comprising 26 percent of primary beneficiaries. WFP's contribution is 24,000 tons equivalent to USD 13 million (18.6% of total project cost), government providing the remainder.
- **Natural Resources Management in the North-Western Desert (5586).** This project started in 1997 i.e. before the CP was approved by the EB, and was scheduled to benefit 8,000 Bedouin households. WFP's contribution is 8,500 tons equivalent to USD 3.2 million (8.7% of total project cost) government provided USD 11.4 million and the World Bank USD 22 million. Under the overall responsibility of MALR the execution of the project is through the World Bank-funded Matrouh Resource Management Project. Beneficiaries who would participate in detailed planning, implementation and monitoring would benefit from a variety of range management and water harvesting activities and from the construction of feeder roads.;
- **Pilot activity Assistance to Working Children in Cairo.** A small scale pilot activity scheduled to start in 1998 and run for two years. WFP would contribute USD 200,000. The pilot scheme strategy focussed on assisting urban poor-child labourers in the informal economy. The objective was to improve the nutritional status of 200 exploited child workers in one of the poorest areas of Cairo. Implementation was anticipated to be through an Egyptian NGO the Al-Jeel Centre.

25. Supplementary activities included in the CP were:

- **Assistance to Bedouin Communities in Sinai (2594.02);** was designed with the objectives of protecting the environment, better management of natural resources, improved and diversified agricultural production. Development and protection of rangelands, and support to sedentarization through assistance with house construction. The executing agency would be the Sinai Development Authority under Ministry of Development and New Communities. Cost for WFP USD 4.4 million and for the Government USD 30.0 million
- **Settlement on Newly Developed Land in Upper Egypt.** Settlement of landless farmers and graduates on 30,000 feddan in Beni Suef, Sohag, Assuit and Fayoum WFP contribution USD 13 million (18.6% of total project cost), Government contribution USD 57 million. These activities were an extension of project number 5789

As in previous years WFP activities closely reflected government priorities and responded to WFP's increasing emphasis upon more closely focussing the targets for support.



26. Within the CSO, participation was recognised as a key issue, emphasis was given to the need to strengthen the self-help spirit and move away from top-down” paternalistic approach. The potential of Community Development Associations (CDAs) and NGOs for implementing local development initiatives was recognised. The CSO acknowledges that while it is a strength to have a strong and effective implementing government partner it may also be a weakness. The high degree of dependence on such officially supplied services, allows less scope for autonomous initiatives. The CSO also mentions “there is ample scope for supplementary intervention for other UN agencies, especially in the field of basic social services such as education and health, particularly to women and girls”. There was no real discussion on involving potential local partners to allow the beneficiaries to participate more actively in the project.
27. The CP design focussed on: the:
- high unemployment rate of landless rural labourers and graduates;
 - high incidence of poverty, especially in Upper Egypt and among households headed by women;
 - need to draw the population away from dense overcrowded conditions in the established farming areas of the Nile Valley;
 - increasing gap between local production and consumption of food, requiring new land to be brought into production through the effective use of scarce water resources and the need to increase production from existing land holdings; and,
 - fall in the real incomes of lower-income groups affected by economic reform, particularly in urban areas.
28. In line with the CSO the CP moved towards using more participatory models than in earlier projects in Egypt. Thus the CP emphasizes that WFP should involve food aid beneficiaries in project design, identification, implementation, monitoring and evaluation. However, only in the Marsah Matruh Project (5586) Organization Plan does the CP discuss details of how participation will unfold. Only for this project, is it explicitly mentioned how the beneficiaries will organize and that they will participate in all phases of the project cycle. In the operational plan for the Sinai project (not yet under implementation at the time of the evaluation) it is suggested that the overall implementation strategy would be highly participatory, beneficiaries and communities would identify works to be undertaken and mobilize the required labor, however no details on the participation are provided. For the other projects the only direct references to participation are of a generalised nature.
29. The CP allocated the responsibility for **project level M&E** to the implementing agencies. These agencies would with financial and training support from WFP track output indicators and assess project effects in terms of socio-economic development at the household level. Key indicators were jointly determined by WFP and the implementing agencies and listed in the CP document and in the majority of cases in the Plans of Operation. Impact, defined as changes in the socio-economic condition of beneficiaries would be assessed across the CP through PRA exercises and through a socio-economic baseline study of each project. Six



key monitoring indicators, most of them regularly collected at project level, would be summarised at programme level.

30. **Beneficiaries' participation in monitoring and evaluation:** The CP proposes that the CO will facilitate participatory learning exercises for the project authorities and a limited number of project participants, applying participatory appraisal techniques at several stages of the project in order to assess project implementation from the beneficiaries' perspective. Thus, the beneficiaries are expected to participate to some extent in both the monitoring and evaluation of the projects.
31. **Participation by other UN agencies and NGOs .**The concept of partnership with other UN agencies is central to the development of WFP country programmes as a first step towards unified UN Country Programmes. The need to develop partnerships is stressed in relation to each project. The CP is concerned that women may not be adequately represented in decision making processes.⁶
32. The CP provided a means to strengthen the frequency and depth of the beneficiary participatory approach. However, as three of the basic activities were under implementation before the CP was developed the possibilities of introducing a participatory approach at the planning stage were very limited, but were emphasised in the Marsah Matruh project where they were an ongoing feature. The CP recognized that insufficient funds or inadequate community extension services could inhibit the development of community organizations.
33. While the CSO discusses the typical paternalistic project planning approach of the Egyptian government and how it inhibits participation, the CP does not follow up on this, discussing what implications this has for promoting participation. While the CP mentions that WFP should provide training of project staff for participatory monitoring and evaluation, it does not discuss the need for training the staff in participatory planning – an important earlier step.
34. Changes in the socio-economic conditions of beneficiaries would be assessed across the CP. The CP would commission “comprehensive longitudinal project effect evaluation studies on selected activities, particularly for land settlement. (*N.B.: it is not possible to determine from the Country Programme document whether it was the intention to undertake these evaluations and assessments on a project by project basis or for the programme as an entity.*)
35. It was anticipated (*CP para 87*) that monitoring and reporting would be undertaken primarily by the Government, based on systems and indicators jointly formulated by WFP and the relevant project authorities. Indicators would be designed to measure the impact

⁶ The global commitments to women made by WFP at the Beijing Conference were the basis for a comprehensive five-year WFP Egypt Gender Action Plan. It focuses on achieving specific targets of direct female beneficiaries (with the allocation of land in their name) in all settlement projects and specific activities to improve women's access to other long term production assets.



of WFP assistance on intended beneficiaries as well as to track the physical outputs of the project(s)

E. ASSESSMENT OF PERFORMANCE TO DATE

Concept and Design

36. WFP operations/activities in Egypt have for many years been, and continue to be characterized by the following:

- a close integration with the priorities and activities of the Government, combined with those of other agencies including IBRD/IDA and IFAD;
- a clear relation to each other with a common goal and similar objectives;
- administration through a single ministry, with some variations resulting from the use of different project managers;
- a focus upon broadly homogenous target groups which whilst originating from differing localities face similar constraints upon resettlement. The activities are geographically located to assist the movement of poor landless families from the overcrowded areas to newly developed lands and to facilitate the settlement of Bedouin;
- the provision of a mechanism enabling beneficiaries to participate in activities based on other financiers' major infrastructure investments (including Government), through a 8 to 23% WFP contribution to total project costs. The detailed interventions are designed to increase beneficiary's assets on a sustainable basis;
- a restricted location of WFP activities, necessitated by being associated with other parties. Resulting in WFP activities not being "stand alone projects";
- a flexibility to the extent limited by WFP's current regulations for resource re-allocation between activities; and,
- an ongoing focus on increased beneficiary participation in CP project design, as identified in the CSO, with increased concentration upon women's issues, implementation and M&E.

37. From the above it is apparent that the WFP criteria for a Country Programme, have been met. Namely that the CP should embrace the principles of: **Integration** with the priorities and other activities of the country itself, as well as those of the United Nations system and other donors; **Coherence** so that the elements of the WFP sub-programmes in each country relate closely to each other to achieve a clear purpose; **Focused** on those geographical areas and households that represent WFP's target groups; and **Flexible** so that activities may be adjusted within the programme period in line with changing circumstances.

38. It is implicit in WFP's philosophy that the CP approach will comprise more than the addition of existing individual projects. The incremental benefit which could be expected from combining activities into a programme will depend upon the degree to which the activities already comprised *de-facto* a programme

39. The mission concludes that the introduction of the "Country Programme" to WFP's



operations in Egypt, for this first CP, represented a change of nomenclature rather more than a change of substance, because a *de-facto* programme existed previously in all but name. Consequently the creation of the first CP (1998 to 2001) has not resulted in any major modifications or implications for WFP's operations in Egypt. Further, because most of the activities had started before the CP began, WFP's operation in Egypt are not perceived as having the external appearance of a cohesive CP, nor has there been, so far, any visible incremental benefit .

40. At present, and at least for the past decade, WFP's operations in Egypt have comprised activities which have each been conducted at individual locations typically over four or five years. With the CP cycle of five years it is inevitable that on frequent occasions WFP support at any particular location will not coincide with the term of the CP. Due to the step-by-step nature of settlement projects, which cannot start all activities simultaneously, it will be necessary for the Country Director (CD) to seek approval for the same physical activity in successive CPs. The following table shows the overlap of project and CP dates in two CP periods for Egypt for projects ongoing as at January 1998 and commenced or scheduled for commencement during the first CP.

Overlap of Project and Programme 1st CP 1998-2001 2nd CP 2002 -2006

Project Number	Start date a/	End date b/
2499.03	9/1996	4/2003
3214.01	12/1997	11/2002
5789	4/1999	4/2005
5586	7/1997	6/2001
2594.02	5/2000 c/	12/2004
Street Children (pilot)	12/0000 c/	12/2001

a/planned end of operations.

b/. tentative

c/ activities not commenced at time of evaluation

41. In the Country Programme Cycle each CP is a stand alone arrangement, authority for activities approved within a CP being terminated at the conclusion of the CP under which they were approved. In the event that activities logically extend across two CPs and cannot reasonable be considered as two separate independent activities then each section of the activity will, the Evaluation Mission understands be the subject of the "outline", "appraisal" "approval" process in each separate CP.
42. At present after approval by WFP each CP is the subject of a signed agreement between WFP's CO and the Government. (Annex 1 Item 5 CFA 40/8), which in the case of Egypt would require Parliamentary sanction. This is followed by the preparation of Activity Summaries and the signature of Operational Contracts between Government and WFP. (Annex 1 Item 6 CFA 40/8) Where longer term activities are supported, as in Egypt, the Project Outline to appraisal standard for the whole activity, would be passed to government in its entirety for subsequent inclusion in national plans and submission to Parliament. This is a fundamentally important stage which releases "in principle funding"



and empowers MALR to co-op the services of other ministries. Subsequently when the first segment of the activity, i.e the next CP, was approved by the WFP's EB the Government and CO would then sign-off the Operational Contract for the first segment. During the that CP the second segment of the activity would have to be prepared as an outline and appraised. Presumably/logically it would be included in the next CP and Government and the CO would sign off the operational plan for this second segment. Thus government would be asked to sign and sanction through parliament first the whole activity a segment of which was reflected in the in the first CP and then repeat the process for the portion of the activity extending into the second CP This would be time consuming and potentially disruptive to the WFP – Government relationship more particularly because throughout the whole process there would be an understanding that ongoing activities could not realistically be considered as two independent entities.

43. Where existing operations extended significantly into the succeeding CP and further activities were planned to commence at perhaps mid term of that CP, then, project outlines would have to be prepared for appraisal up to three and a half years before commencement was anticipated. This would be because the outlines would have to be prepared about one year before the completion of the current CP. Given the detail required for appraisal it would be difficult, perhaps even unreasonable, to expect detailed outlines to be prepared. In many cases Government would be uncertain of the exact status of for example a proposed land reclamation scheme that far in advance. In these circumstances relationships with government could become strained and any planning only be conjectural.
44. It must also be noted that the completion of an appropriate LOGFRAME, as recommended and discussed later in this chapter would be considerably complicated by the uncertain nature of the information perhaps three and a half years ahead of the time of preparation for *newly proposed activities*, and by the difficulties of breaking up the physical planning, to determine exactly where *ongoing projects* would be in twelve months time, that is at the start of the next CP.
45. Where WFP activities are only for short periods the CP approach may, overall, reduce administrative requirements. This will not apply at present in Egypt, where individual physical operations logically extend across two CP periods with anticipated at least proportional increases in administrative workload and complexity.

Co-ordination and Partnership

46. All functioning WFP programme activities are at present implemented by MALR under the auspices of the Supervisor General of WFP Food Aid Projects. Project No 2594.02 Assistance to Bedouin Communities in Sinai which was anticipated to commence shortly after the Evaluation Mission departed Cairo will be implemented by the Sinai Development Authority under the Ministry of Development and New Communities. Implementation arrangements for the pilot project have yet to be determined.
47. Other donors have contributed to the WFP associated activities including World Bank/IDA IFAD, German, Japan, and Norwegian Aid. In addition, through MALR, assistance is provided by a number of other ministries including Social Affairs, Water and Irrigation,



Health, Education and Public Works. Further assistance/ cooperation has been provided by UNICEF, UNODCCP, ILO, UNDP and a number of NGOs including Caritas and Africare and government supported institutions and agencies.

48. During 1999/2000 UN agencies in Egypt have reached agreement on the common indicators required for the Common Country Assessment (CCA) process. Ongoing discussions and negotiations have not yet been able to reach agreement on the combined programme and activity approach through UNDAF. The possibility of combined activity by WFP, UNDP, UNICEF, UNODCCP and the World Bank, in relation to urban children is developing and offers great potential.

Operations and Implementation

Process

49. To raise the perception of the CP in Egypt and to make it an effective management and development tool it would be necessary to construct, implement and monitor the CP in a more cohesive manner. Utilisation of the LOGFRAME technique would help to focus government, project and WFP staff on the integration necessary to construct a programme from the projects. This need not be a major or a complicated task in Egypt where the existing operations meet many of the criteria of a CP. The preparation, implementation and monitoring using a LOGFRAME approach would simplify the management of the programme, but the difficulties raised in para 44 above need to be resolved first..
50. The staffing and staffing mix of the CO has not been affected by the creation of the CP. The advent of the CP has to date had little impact upon the use of resources, logistics and monitoring. The CP included some sharpening of focus and new proposals for a range of administrative and implementation issues, these must inevitably have reflected to some degree the preferences of the staff of that period. Before the CP came into effect major staff rotations and retirements occurred. It is evident that plans made for a CP during the implementation of long running and indeed on-going projects may not be easily implementable given the routine rotation of staff. The Regional Bureau is located proximate, but not contiguous to the CO. Because of their ready availability, and being in the same environment the CO has increased contact with the Regional Bureau particularly the Regional Director and Regional Programme Adviser who have provided an additional planning and review resource to the CO. The Regional Bureau has taken on the role of Treasury for the CO thereby saving costs and increasing effectiveness in this regard.
51. The Food Aid Advisory Committee (FAAC) as proposed in the CP has been found an inappropriate mechanism and is not functioning. In its place a committee has been established by ministerial decree under the chairmanship of the Superintendent of Land Reclamation in MALR and comprising all WFP project managers and WFP CO representation. This committee is providing an effective forum for the exchange of inter-project experiences, and for the resolution of problems.

Flexibility



52. The CD has implemented the CP in relation to the transfer of resources from one approved activity to another as flexibly as the existing regulations allow. The transfer limit of 10% has not been relaxed with the advent of the CP nor with the devolution of responsibilities and thus no additional flexibility has been obtained. The limit to a percentage, of resources which otherwise might logically be justified for transfer from activity to activity may not maximise the effective utilisation of the available resources particularly for supplementary activities.
53. Greater focus on targeting together with changes in government policy has markedly increased flexibility in settler selection and has ended graduate selection and concentrated upon landless farm labourers, farmers without tenancies and FHH.

Implementation

54. All the projects are operating in line with the details in the CP, all are close to their original schedules for achievements, a summary of the status from the latest available Country Office Progress Report (COPR) is shown in Annex 2. In some important respects more has been accomplished than was planned. Of particular interest are the following:
- the inclusion in the Delta Settlement of former tenant farmers who had lost their farms through recent land reform, although the legislation was passed in 1992 the eviction of the tenants was not foreseen in either the CSO or the CP;
 - increasingly more focussed targeting throughout, for example no more graduate settlers and a set proportion for FHH;
 - land titling for spouses, as decreed in mid-1998 due at least in part to encouragement from WFP;
 - the issuance of identity cards, birth certificates and land ownership cards for women, providing for the first time an official recognition of their identity;
 - increased emphasis on participation, amongst the Bedouin and settlers; and
 - the spontaneous supply of agricultural inputs, credit and marketing arrangements from the private sector.
55. On the other hand there are a number of features that require further attention and which are discussed below.

Targeting

56. The CP and the CSO tightened the focus on targeting beneficiaries for settlement. Emphasis was given to landless farmers, near-landless farmers and unemployed labourers from areas of high concentrations of poverty and unemployment and to increasing women's access to project assets, economic opportunities and social services. This was entirely in line with government priorities, which in 1998 decided to no longer support settlement of graduates, and to reserve at least 25% of land in new settlement schemes for the poor in general and for poor women in particular.



57. Project records show a high degree of success in relation to targeting. The MTR indicates, however, that some of the beneficiaries may be from outside the immediate target group. Self targeting has worked to a considerable extent in most of the schemes: harsh conditions in desert environment with limited social services, small land-holdings and poor initial housing conditions in the delta, and relatively low food wages for road construction in the Bedouin project attract mostly the poorer people. Increasing profitability of farming in some of the projects requires continued careful screening of applicants/beneficiaries particularly in the currently highly profitable High Dam project. There is also a need for greater transparency to clearly demonstrate that the carefully established selection procedures are working. The selection procedures for the High Dam project are set out in the box below as an example



Beneficiary selection and settlement process

High Dam Lake Project

1. Advertisement of scheme through TV, newspapers, political speeches, incl. listing of specific eligibility criteria (when appropriate);
2. Applicants apply in groups (average of 7), report to the Aswan office, and personally submit applications one by one;
3. Individuals are screened and graded according to a number of targeting criteria: there is a preference for former farmers, casual agricultural laborers, evicted tenants, farming background; applicants from family farms of less than 1.5 feddan; also, reference is made to I.D. card which is supposed to contain latest employment information; for women, preference for widows with children, divorced, and handicapped husbands; grading in terms of origin according to distance from Aswan, the closer the higher;
4. After authorities have accepted and recorded a group, the group selects an appropriate settlement site with project engineers; land borders are agreed on;
5. The engineer issues a settlement card (name, age, marital status, # of children, age of children, occupation before resettlement)
6. The groups start excavating canals, ploughing, land preparation, applying for pump
7. Common in first year: few household members are present, wives and young children only come later, after more permanent houses have been built.

58. Currently in resettlement schemes, every settler qualifies for the same food ration for a period of either 4 years or 2 years and 9 months. It appears that for many families the value of food rations changes over time as families settle and agricultural production and incomes increase. The value of the ration may also differ depending on the number of family members actually settled in the scheme, or the amount and quality of land allocated. To date few activities for developing human and community assets have been supported with food assistance.
59. A WFP VAM unit has recently been established in the Cairo RB. This unit could assist in further improving targeting capacities and criteria for the Egypt CP, both at programme and project level. VAM derived data and techniques could be useful in implementing PRA methodology, improving community involvement, sharpening the criteria for selection and for monitoring and evaluation by both beneficiaries and project staff.



Monitoring and Evaluation

60. M&E and key indicators were jointly determined for each project by WFP and the other implementing agencies, as listed in the CP. Six key monitoring indicators were included in the CP for summary at CP level. In the context of CCA it was envisaged that the Institute of National Planning (INP) would formulate appropriate M&E indicators at programme level.
61. At the **project level** good capabilities for monitoring have been developed with support from WFP M&E training courses and each project regularly collects the indicators specified. Quarterly progress reporting on a project by project basis is generally satisfactory. The CO has recently engaged local consultants to work with project M&E staff to produce more useful, relevant and consistent monitoring indicators.
62. However, not all the M&E envisaged in the CP has been implemented. Some shortcomings have been noted. Baseline surveys have not been conducted in the systematic way envisaged in the CP. Despite the abundance of data collected through regular project monitoring, little information is available, at present (beyond anecdotal accounts), on the effects of the projects on household's food security, on the utilisation of food, and on short and long term income. Current information is more used as a tracking tool than for project management, this may have resulted from current project managers and field staff not being fully engaged in indicator selection.
63. The indicators in the CP and Plans of Operation mostly reflect agricultural outputs, beneficiary income/wealth effects and food aid distribution. In general the areas of gender, food security and nutrition, participation, community building and the impact of WFP food assistance are little represented at project level (or programme) level.
64. The M&E systems have, to date, been efficiently used on a project basis to assess progress towards realisations of goals and objectives. The CO is currently undertaking a comprehensive review, revision and strengthening of project M&E systems with emphasis upon participation and has established a focal point for project M&E. The Regional Programme Adviser is the focal point for Regional M&E.
65. At the **programme level** there is no formal regular reporting requirement for the CP as a whole apart from the CP Evaluation, now being held at mid-term. Consequently there is, no focal point for CP M&E, no routine collection, collation or monitoring of data for the CP as a whole, and no analysis across activities at the CP level.

Long-term evaluation and comparative impact and sustainability assessment

66. Project 3214.01 is a second phase of land development and settlement around the High Dam Lake. The first phase, which ended in 1995, appears to have been particularly successful with incremental benefits continuing to occur to beneficiaries to the present. An evaluation of the extent of the improvement in beneficiary food security, income, asset accumulation and general wellbeing might allow fine tuning for further development upon



the lake shore and clearly identify the relative importance and impact of food aid, and provide lessons for the project's sustainability. It might also provide a good example of a successful development and perhaps lead to further resources being made available from other donors and agencies. Similar lessons on long-term impact and sustainability could be drawn from an evaluation of the long running Delta re-settlement project (2499.03).

67. It is widely recognized that WFP food assistance significantly enables project implementation and success in re-settlement schemes. The Mission understands, from anecdotal reports, that: physical progress; the efficient of provided infrastructure; community and human development; and the development of independent functioning communities is much slower or lacking in settlement schemes where WFP is not a partner. It is therefore suggested that a comparative study, be carried out using simple straightforward PRA techniques. To determine the effects of the presence or absence of WFP's support in settlement projects would be helpful in designing future interventions and would demonstrate both inside Egypt and elsewhere the specific impact of WFP food assistance.

Gender

68. Considerations of gender have assumed increasing importance throughout WFP's many years of support to Egypt. This trend continued in the CP through the increased emphasis on targets for women and for FHH, and for improving the relative situation of women in particular situations. Ten to fifteen percent of the beneficiaries in almost all projects are FHH (divorced or deserted women, widows, and those married to elderly or handicapped husbands, also single women with responsibility for raising young siblings). FHH in project 3214 receive additional rations to enable them to hire men to assist them with the land development and house building which otherwise they would have to carry out on their own. In this and other projects to avoid isolation of FHH, preferences are given to groups with two or more FHH and groups with FHH are clustered together in the same farming areas. Specific proportions of the Generated Fund⁷ are used specifically for women and children for a variety of purposes. In 3214 grants are available to FHH for start up capital for such items as pumps and farm inputs and in that project about 13% of the Generated funds are set aside for the gender development programme. Gender foci or gender in development (GID) staff has been appointed in every project. Joint meetings of all project gender foci have been held to provide a forum to exchange experiences and resolve crosscutting issues. The WFP Gender Focal Point attended a counterpart Gender training in Yemen. Gender training has been provided at staff, project and beneficiary level. These developments lay a firm foundation for increasing emphasis upon gender concerns in the next CP.
69. One of the important achievements, which WFP has successfully contributed to, is the change in the Government policies in favour of women. At least 20 percent of the land is now allocated in the name of the spouse (usually the wife), which implies creation of assets to wives of beneficiaries, giving access to credit and decision-making committees.

⁷ The generated fund for this and other project accrues from Government contributions, for project 5789, at the rate of LE 20 per settler household/month.



70. The establishment of a Gender Unit in each of the project has been a major achievement. The degree of impact varies, in many cases the Gender Unit has a follow-up mandate and no real decision making responsibilities. However the work undertaken by one of the project managers in relation to land allocation to spouses received the WFP Gender Award for 1999. This automatically promoted the gender issue on the project agendas leading to special training for all staff on M&E and Gender.
71. Project managers have different interpretations of the extent of Gender activities required. Some seem satisfied with reaching the quota of women beneficiaries. Good practices need to be exchanged, something which might be more apparent to the project managers if all the operations were designed, implemented, and monitored in the context of a cohesive programme.

Participation

72. The need for greater participation as identified in both the CSO and the CP is described in Chapter D above. In support of the principle of participation project managers have been trained in and used PRA as part of their monitoring and evaluation activities. In 1998 a workshop was held on: "Gender Sensitive Qualitative Monitoring using PRA tools". In 1999, project staff received training in PRA methods for M&E. The managers state that this training has changed the staff's approach in dealing with the settlers and their view of what the settlers are capable of, and has helped the settlers to use the development opportunities offered to them. Settlers have influence in how the Generated Fund is used and thus in planning, particularly for community development, as well as in implementation and monitoring. WFP has during the course of the CP initiated and supported the successful self-help development of Community Trustee Groups or Committees as grass-root representative bodies. These groups which represent the whole village and reflect traditional village organisations have been more successful than the CDAs planned in the CP.
73. In the Marsah Matruh project (5586) beneficiary community action committees have been organised in each of 38 community areas and these have been effective in articulating beneficiary priorities. Implementation activities are based on work plans negotiated between the committees and the technical staff. WFP's requirement to make it mandatory that a minimum of two women be members of each community committee was, in the event, impractical since women cannot meet with non-family men nor really move outside their family's area. The solution was to create separate male and female committees.
74. The Mission is fully aware that recommendation 14 will not always be readily accommodated within the CP cycle for long running projects. Frequently the beneficiaries have not been, and cannot realistically be identified until well into the planning stage. In these circumstances particular care would be necessary to initiate participatory process from the time the beneficiaries start to interact with the project.

Environment



75. Review of the environmental status of the overall activities and developments which are being supported in part by WFP have in the past often been carried out by other donors and are not reported uniformly in the CP. In addition most of the infrastructure and construction in each project is financed, designed and constructed by other donors or more typically by the government. More recently Government has instituted a planning requirement for environmental impact assessment for infrastructure and other projects. With the exception of the High Dam project (3214) outlines and activity summaries for settlement projects have included few comments on the environment. Bedouin projects are very different and environmental considerations have been given much more prominence. In the case of 5586 environmental issues have been an important continuing concern of the World Bank.

Urban Poverty

76. The CSO indicated a programme priority to explore possible food aid initiatives for the urban poor. In the CP a pilot activity for child workers in Cairo was included and was expected to commence immediately. Early in the implementation of the CP a re-examination of the proposal indicated that significant changes would be necessary if objectives were to be reached and accountability maintained. The problems of vulnerable children was re-visited and further examination and discussion has resulted in a proposed joint activity with UNDP, UNODCCP, UNICEF and World Bank/IDA for a pilot project for street children presently scheduled to start in December 2000. This would represent a first step for WFP in relation to urban poverty alleviation in Cairo and an initiative towards the objectives of UNDAF by the five agencies.

77. As the proposed activity will be a pilot programme it would have been preferable if the lessons learned and experience gained could be fully incorporated as appropriate in the next CP. Unfortunately, the next CP will have been compiled and submitted for approval before the results of the pilot activity can be analysed.

F. RELEVANCE OF WFP'S ENABLING DEVELOPMENT POLICY

78. The mission assessed the current CP for compatibility with the principles for an Enabling Development policy environment by WFP (EB document WFP/EB A/99/4-A).

79. The current CP for Egypt expressly and substantially contributes to three of the five FAAD priority areas:

Generation of Sustainable Assets. The Egypt CP generates sustainable assets for poor people through assisting the relocation and settlement of poor families, thereby reducing their vulnerability to household food insecurity by increasing food production and income.

Environmental Safeguards. The CP fosters the improvement of degraded natural resources and the safeguard of present resources through assisting poor Bedouin families in the most marginal areas of the north-western and Sinai desert to diversify and improve



their asset base, while ensuring the protection of the fragile environment. Through its resettlement schemes the Egypt CP helps alleviate land pressure in the highly populated Nile valley.

Investment in Human Capital The CP provides investment in human capital through extensive education and training programmes in subjects ranging from generating awareness and capacity among female beneficiaries to technical programmes in organic agricultural production and engineering.

80. Food aid has a straightforward and practical role to play in the projects supported by Egypt's CP. In the settlement projects, it meets real household food security requirements during an initial period of settlement, helping to tide over poor new settlers until their land becomes productive. For Bedouin projects, it allows poor beneficiaries to construct lasting assets that they otherwise would not be able to generate.
81. WFP assistance concentrates on providing transitional food-aid to ensure long-term food security through generation of lasting assets, employment, income, and sustainable communities. WFP food assistance is particularly appropriate as it concentrates on the desert and newly reclaimed lands, areas with limited opportunities and infrastructure for obtaining food. Food assistance reduces the costs and increases the availability of a range of food items in these areas. Beneficiary acceptance of the food provided is high, and much of it is self-consumed. The Mission strongly supports WFP's current efforts to increasingly concentrate resources on improving the educational status of its beneficiaries, through training, literacy, health awareness and community development.
82. The Mission concludes that, the Egypt CP enables poor beneficiaries to build assets that will make them more food-secure in the long-run. Most poor beneficiaries themselves legally or customarily own, or will in future own, the physical assets generated by the projects (land, housing, irrigation and water infrastructure). Additionally, projects have training and community development components generating valuable human and social assets. To a limited extent, two projects of the CP make provisions for food aid being used as payment for workers who are not the primary beneficiaries. This occurs either through primary beneficiaries hiring outside workers to construct individual assets, such as personal housing or cisterns, or projects employing day-laborers for feeder road construction, with partial or complete payment in the form of food. In addition to short-term consumption benefits, many of these laborers, benefit from increased long-term demand for labor in the areas, and from the improved infrastructure. Moreover, preference is given to these laborers for settlement in the project area as direct beneficiaries in secondary rounds of land distribution.
83. Further and importantly, as reported above, issues with regard to targeting, M&E, and beneficiary participation have been and are being addressed through the CP. It is therefore concluded that the CP is significantly FAAD compatible.



G. CONCLUSIONS

84. WFP activities in Egypt from 1998 to 2000 met all the criteria for a country programme as established by WFP i.e: *integration, coherence, focus, and flexibility*. The activities were virtually identical with those that had been carried-on in the pervious years, and indeed three-quarters of the projects were on-going. In these circumstances it is concluded that introduction of the first CP (1998 to 2001) to Egypt represented a change in nomenclature rather more than a change in substance. Consequently the creation of the first CP has not resulted in any major modifications or implications for WFP's operations in Egypt and has not yielded any visible incremental benefit. WFP's operations under the CP are virtually "business-as-before", additionally there is no reporting or recording of the CP as distinct from the projects for these reasons they are not perceived by either the CO or government as having the external appearance of a cohesive CP.
85. The Egypt CP is FAAD compatible. It can therefore be concluded, since the CP is the continuation of WFP's long established pattern of term activities in Egypt that these activities have been FAAD compatible for at least the last decade.
86. The type of project being carried out very successfully by WFP in Egypt over at least the last decade is based on sustained support to poor farmers to assist their settlement in previous desert developed by government and other donors. The appropriate start and finish dates for these activities will almost inevitably not coincide with the planning periods for country programmes. It will be essential to find a procedure to allow for this disparity of planning periods without creating major administrative difficulties if this type of support is to be a feature of future CP in Egypt or indeed in any other countries where the same dilemma occurs.
87. To ensure the acceptance of the concept of country programmes and to gain the incremental benefits expected to occur it will be essential to identify, prepare, implement, record, report monitor and evaluation within the framework of a cohesive programme. The mission concludes that adoption of a cohesive approach will require the development and application of new procedures.
88. From its discussion the mission concludes that the establishment of the regional bureau in Cairo and the delegation of authority to the RB and the CO has not markedly enhanced flexibility nor had a material effect with regards to resources, management logistics or other matters. In this regard it should be noted that the government takes full responsibility for commodities on arrival at port, with a consequent lower level of CO involvement than in some other countries
89. If pilot activities are to provide maximum experience and guidance for forthcoming projects then they will need to be completed prior to the preparation of the ensuing CP. This in turn would necessitate any pilot activities being carried out in the initial part of any CP period.



H. RECOMMENDATIONS

- 1. WFP has to ensure that provisions are made in the CP format to accommodate projects which overlap programme periods. There will be a need for the CO to maintain an understanding with Government that projects which depend for their success upon WFP support over an extended period, which does not coincide with the timing of the CP, will not be adversely affected by the application of the CP cycle.*
- 2. That efforts continue to develop a mechanism for the utilisation of a range of appropriate UN activities within the concept of a country programme for Egypt through specific inter-programme cooperation, and ultimately through UNDAF*
- 3. Consideration should be given by WFP for CPs to be constructed, implemented, and monitored on the basis of a rigorous LOGFRAME*
- 4. WFP should clarify the limit for transfers and the details for funding supplementary activities under the CP format*
- 5. To demonstrate and assess targeting effectiveness, and where appropriate take steps to limit non-targeted beneficiaries, the system should generate more transparency of targeting outcomes through better reporting on screening procedures and key socio-economic characteristics of selected beneficiaries*
- 6. That the criteria for food aid allocation be reviewed to the extent possible, giving consideration to variable periods, later food aid as a loan, and other similar variations to determine if the criteria should be adjusted having regard to equity, efficiency and cost effectiveness. The projects may also consider the provision of food rations more related to specific activities, such as food for training and education (to compensate for time lost in other productive activities). More involvement of community groups in food aid allocation and distribution may increase efficiency, participation and self-reliance..*
- 7. That the VAM unit concentrate on reviewing individual verifiable targeting criteria and mechanisms for new settler selection, as well as for better targeting of beneficiaries after settlement with specific consideration of the application of PRA approaches and community involvement*
- 8. WFP should review the reporting and recording requirements for CPs and the need for the appointment of M&E focal points with specific responsibilities for the CPs, with the aim of strengthening the overall performance, assessment and management feedback.*
- 9. When preparing the new CP it would be important to give emphasis at programme level to formulating measurable and attributable indicators at programme level, to better synchronize M&E indicators and methodologies across activities, and to include indicators representing expanded objectives and the specific contribution of WFP food assistance.*



- 10. To develop a better focussed and improved M&E system and assist in monitoring potential risk factors for project implementation WFP should systematically revisit its objectives, outcomes and activities by applying a LOGFRAME approach to formulating and planning the next CP.*
- 11. The Evaluation Mission supports the MTR recommendation to place greater emphasis on the analysis of monitoring data for project management and impact evaluation*
- 12. That a post-project evaluation be conducted of WFP's long-running project activities in the High Dam Lake and Delta areas to demonstrate long-term impact and project sustainability*
- 13. That a comparison be made of similar Government land reclamation and resettlement projects which have not received WFP support with those that have.*
- 14. To maximise progress and benefits the participatory approach should be adopted from the physical commencement of WFP involvement in an area/community and continued through the life of the operation*
- 15. That WFP includes in the CP details of the Government's environmental status of the overall activities in which its support is being utilised and that project outlines identify any potential hazards for consideration/recommendation at appraisal*
- 16. That WFP continues to increasingly concentrate resources on improving the educational status of its beneficiaries, through training, literacy, health awareness and community development*

I. FUTURE SCOPE OF THE CP

90. A continuation of WFP's ongoing settlement and Bedouin support activities in Egypt would meet the criteria of the CP approach and the requirements of the "Enabling Development" policy. Continued attention to targeting, gender, participation and M&E would further strengthen the overall programme. Increased priority of resource allocation to improving the education status of beneficiaries, through training, literacy, health awareness and community development would be very important.

J. LESSONS IDENTIFIED

91. The prior development and adoption of a format and operating procedures for implementation, recording, reporting and M&E for Country Programmes should have been an essential pre-requisite for effective acceptance of the country programme approach.
92. To avoid greatly increased administration and the possibility of complicating relationships with government detailed consideration needs to be given to the procedural requirements



and operating methods for CPs which include activities which extend across more than one CP.

93. There is experience in Egypt of settlement schemes which are not supported by WFP and which are aimed at a similar target group. Anecdotal evidence indicates that a simple PRA type study of settlement schemes with and without WFP support would provide dramatic evidence of the benefits of WFP involvement.



Annex 1 PERSONS MET and DOCUMENTS REVIEWED

PERSONS MET

WFP Rome

Ms Maha Ahmed	Evaluation Officer OEDE
Ms Deborah Hines	Senior Policy Analyst FAAD
Ms Gretchen Bloom	Senior Programme Adviser (Gender,SP)
Mr Domenico Scalpelli	Programme Officer (ODD)
Mr Torben Due	Chief Programme Service (ODP)
Mr Pierre Bourgeois	Senior Liaison Officer OD
Mr Paul Turnbull	Liaison Officer OMN

WFP Cairo

Regional Bureau

Mr Khaled Adly	Director Regional Bureau Middle East and North Africa
Mr Neville Edirisinghe	Regional Programme Adviser

Country Office

Mr Chris Czerwinski	Country Director
Ms Jane B Brown	Adviser
Mr Rouchdy Saleh	Senior Programme Officer
Mr Mohamed Fahmy	Senior Programme Officer
Ms Omnia Nabil Hussien,	Programme Officer
Ms Charlotte Mortensen,	JPO
Ms Heyadet	Financial Officer

UN Agencies Cairo

Mr Nadir Hadj-Hammou	Deputy Resident Representative UNDP
Mr Abu Nawar	Resident Representative UNFPA
Ms Leila Bisharat	Representative UNICEF
Mr Mehdi M Ali	Representative UNDCCP
Mr Wolfgang Schiefer	Assistant Representative UNDCCP

MALR Cairo

H.E Yusef Wali, Deputy Prime Minister and Minister of Agriculture and Land Reclamation
Mr Fuad Abu Hadab Supervisor General of Food Aid Projects, MALR
Ms Suzan Kamal, Executive Director, WFP Assisted Projects MALR (MALRC)



High Dam Lakeshore Project (ARE 3214.01)

Engr. M.Hamdi Tolba	Chairman Lake Nasser Development Authority MALR
Dr Hani Sabry Sedeik	Director of Settlement
Engr Gomaa Abdel Magwid	Project Engineer, Garf Hussein and Kalabsha settlement areas
Engr Mamduh Hamdawi	Agricultural Education
Engr Adel Ismail	Asst Engineer of Garf Hussein settlement area

Wadi El Saaida Project (ARE 5789)

Mr Mohamed Abas	Area Director Mubrak Scheme
Engr Nagwe	Area Manager WFP Assisted project
Mr Hamdi	Technical Department
Engr Ahmed Habib	Head of commodity distribution
Engr Adel Talat	Manager Technical Department
Ms Magda Bakr	Head of Gender Unit WFP assisted projects MALRC
Mr Nabil Rashed	Head of planning and training
Ms Nagwa Hosni Abdul	Regional Director

Cairo

Ms Rasha Y.T.Omar	Assistant Programme Officer Center for Development Services
Mr Ashraf Bakr	M&E Specialist Abt Enterprises LLC
Ms Rasha Omar,	Assistant Program Manager CDS, Cairo
Mr Robert Hindle	Deputy Resident Representative World Bank
Mr Sayed Hussein	Resource Economist DAI, USAID/MALR
Mr Max Goldensohn	Chief of Party, DAI, USAID/MALR
Mr Lawrence Kent	Economist, DAI, USAID/MALR
Mr C. D., Falkowski	Head of Delegation European Union
Mr George Mina	Counsellor Australian Embassy



DOCUMENTS REVIEWED

- Mid-term Review of WFP Projects ARE 2449.03, ARE 3214.01 and ARE 5586 within the context of the country programme for Egypt March 2000
- Terminal Evaluation Summary Report of Project Egypt 3214 11Nov 1999
- Generic TORs for the Evaluation of Country Programmes (Draft)
- CFA 38/P/6 The World Food Programme and the Programme Approach
- OMN Regional Work-shop on implementation of FAAD (Cairo 25-27 January, 2000)
- Country Programme for Egypt 1998-2002 Agenda Item 7 October 1997
- Newlands Agricultural Services Project (306-EG) Mid-Term Evaluation Report IFAD September 1999
- Environmental Review Guidelines WFP Rome January 1999
- Briefing Notes for Visit of Executive Director to WFP Regional Bureau and Country Office 20-21 September 2000
- Making Decentralisation Work David W Joslyn WFP Contract CR#99A1062 December 1999
- Organizational Change at WFP- a Status Report WFP/EB.1/99/3-B
- WFP and the Environment -issues and Priorities WFB/EB.3/98/3
- Country Strategy Outlines - Egypt CSO CFA40/SCP 15/8/OMM/Add.1
- Progress Report on Implementation of the Country Programme Approach Nov 1995
- Country Strategy Outlines PDM-4-1 (15.06.95)
- Policy issues agenda item 4 Enabling Development WFP/EB.a/99/4-a
- WFP country office project reports ARE 5789 report 01; ARE 3214.01 report 03; ARE 5586 report 05; are 2499 report 07.
- Project Egypt 5586 Project Summary
- Project Egypt 2499 (exp 3) Project Summary
- Project Egypt 5789 Project Summary
- Egypt 3214- phase 2 Activity Summary
- Project 5586 Plan of Operations
- Project 2499.03 Plan of Operations and Amendment no2 of Plan of Operations
- Project 5789 Operational Contract
- Activity 3214- Expansion 1 Operational Contract
- Project 5586 Quarterly Progress and Implementation Report no 10
- Project 249903 Quarterly Progress Report no 13
- Project 5789 Quarterly Progress Report no 3
- Activity 3214- basic data requirements for quarterly project report
- Enabling Development Policy and implementation 7 april 1999 Rome
- Egypt and the 21st century Arab republic of Egypt: the cabinet
- Arab republic at a glance World Bank development indicators CD-ROM World Bank
- Population Statistics World Bank Key Results of Population and Establishment 1996 Census Egypt Brief #4
- VAM maps of distribution of poor, and ultra poor as % of population and human development index 1996
- Agricultural Census Statistics assembled by WFP Cairo
- Egypt Country Office staffing



- Egypt Country Office inventory purchases
- Government of Egypt cash contribution towards WFP local operating costs for 1999 (equivalent to US\$ 173,890)
- 1999 procurement information for Egypt country office
- WFP project commodities from 1/1/98; balance at 21/12/99 by project
- Prices, nutritional value and unit cost of WFP supplied commodities for planning
- Port delivery losses 1/10/98 to 30/9/99
- World Bank country assistance strategy of the world bank group for the Arab Republic of Egypt.
- Donor assistance to Egypt past/present/future; Louis Berger International Inc and Checchi Consulting Company Inc for USAID January 2000
- Patterns of food consumption and nutrition in Egypt H.Bouis, A Ahmed, A Hamza IFPRI April 1999
- Summary of research output IFPRI food policy research unit may 1999
- Annual report 1998/9 UNODCCP



Annex 2 Summary of Achievements by project from latest available COPR

Project Number	2499	3214	5789	5586
Revised WFP Cost USD mil 1/	13.58	5.5	3.89	3.76
WFP Cost % of Total Cost	11.2%	22.1%	4.98	21.4
Development Target Feddans 2/	45,820	6,500	13,500	
Actual Development Feddans	45,820	6160	12,684	
House Construction Number Planned		400		
House Construction Number Actual		320		
Cisterns Constructed Planned				1,080
Cisterns Constructed Actual				2,600
Bunds Planned (m/feddan)				3,070
Bunds Actual (m/feddan)				2,483
Shrub Plantations Planned				280
Shrub Plantations Actual				167
Sheds Constructed Planned				160
Sheds Constructed Actual				21
Road Construction Planned km		150		90
Road Construction Actual km		165		89
Beneficiary Training Number Planned		675		7,500
Beneficiary Training Actual Number		909		7,413
Commodities Committed MT	39,668	13,259	9,109	9,769
Commodities Planned MT	20,092	3,269	1,602	5,827
Commodities Distributed MT	16,363	2,061	1,171	7,613
Work Days Planned ('000)	6,636	1,126	570	
Work Days Actual ('000)	6,436	700	524	
No of Beneficiaries Target 3/	13,302	1,430	4,000	
No of Beneficiaries Actual 3/	13,302	1,452	2,114	
No Female Beneficiaries Planned	1,724		515	
No Female beneficiaries Actual	1,716		466	
Generated funds (LE million) Deposited		2.80		
Generated funds (LEmillion) Dispersed		1.99		
Source: COPR Number	7	3	1	5
Date of COPR	28/2/00	22/8/99	-/2/00	16/2/00

NOTE: It cannot be inferred from the absence of an entry in any particular column that that activity did not occur, only that it was not reported in the COPR.

1/ Revised figures where provided elsewhere original figure

2/ Target planned for period to date

3/ Refers to beneficiary famil