

OPERATION EVALUATION

Egypt Country Programme 200238 Leveraging National Capacity through Partnerships for Food and Nutrition Security (2013-2017): A mid-term evaluation of WFP's operation from August 2015-July 2016

Evaluation Report

June 2016 - [Final]

Evaluation team: Luis Fernando Ramírez Morales, Team Leader; Tim Finan, International Evaluator; Magda Ghonem, National Evaluator; Elizabeth Cuellar, Research Associate

Evaluation Manager: Maryada Vallet

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World Food Programme



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Disclaimer

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Evaluation Commissioning

Operations Evaluations Project Manager: Elise Benoit, WFP

OEV focal point: Filippo Pompili, WFP

Country Office focal point: Nesreen El Molla, WFP

Regional Bureau focal point: Karl Svensson, WFP

Evaluation Manager: Maryada Vallet, TANGO International, Inc.

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¹ For a list of tables from Annex 4: Additional visuals of the results, please see Supplementary Annex.

² For a list of figures from Annex 4: Additional visuals of the results, please see Supplementary Annex.

Acronyms

AAP	Accountability to affected populations
ARC	Agricultural Research Centre
AUC	African Union Commission
BDC	Banque du Caire
BMI	Body Mass Index
BR	Budget revisions
CBT	Cash-based transfer
CC	Cross-cutting
CAPMAS	Central Agency for Public Mobilisation and Statistics
CEB	Children ever-born
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEOSS	Coptic Evangelical Organisation for Social Services
CO	Country Office
COMET	Country Office Monitoring and Evaluation Tool
COMPAS	Commodity Movement Processing and Analysis System
COP 21	United Nations Twenty-First Climate Change Conference of the Parties
CP	Country Programme
CPAP	Country Programme Action Planning
CRU	Climatic Research Unit
CWCLP	Combating Worst Forms of Child Labour Project
DAC	Development Assistance Committee
DAP	Delivered at place
DEV	Development Operation, WFP
DFTAD	Canadian Department of Foreign Affairs, Trade and Development
DHS	Demographic and Health Survey
DRR	Disaster risk reduction
DSC	Direct support costs
DSS	Disaster support system
EB	Executive Board
EEDC	Egypt Economic Development Conference
EFO	Egyptian Food Observatory
EGP	Egyptian Pound
EM	Evaluation matrix
EMOP	Emergency Operation, WFP
ET	Evaluation team
EQAS	Evaluation Quality Assurance System
EU	European Union
EWS	Early warning system
FAO	Food and Agriculture Organisation, United Nations
FFA	Food Assistance for Assets
FAs	Farm Associations
FGD	Focus group discussion
FlaFloM	Flash Flood Manager Project
FS	Food security
FSA	Food supply agreement

FSMS	Food Security Monitoring Systems
FSWG	Food Security Working Group
GAC	Global Affairs Canada
GBV	Gender-based violence
GDP	Gross domestic product
GEEW	Gender equality and empowerment of women
GEI	Girls Education Initiative
GIEWS	Global Information and Early Warning System
GII	Gender inequality index
GIS	Geographic information systems
GNI	Gross national income
GRASP	Geo-referenced, Real-time, Acquisition of Statistics Platform
HDI	Human development index
HEB	High energy biscuit
HIECS	Household Income, Expenditure, and Consumption Survey
HIES	Household Income and Expenditure Survey
IDA	Iron deficiency anaemia
IDSC	Information and Decision Support Centre
ICDL	International Commercial Driving License
IFAD	International Fund for Agricultural Development
IGA	Income-generating activities
ILO	International Labour Organisation
IT	Information technology
IYCF	Infant and young child feeding
KII	Key informant interview
MALR	Ministry of Agriculture and Land Reclamation
MAM	Moderate acute malnutrition
MAS	Egyptian Meteorological Authority
MDG	Millennium development goals
MOE	Ministry of Education
MOHP	Ministry of Health and Population
MOU	Memorandum of understanding
MOMM	Ministry of Manpower and Migration
MOSS	Ministry of Social Solidarity
Mt	Metric tonne
MTE	Mid-term evaluation
NC	Nutrition component
NCCM	National Council for Childhood and Motherhood
NFR	Note for the record
NGO	Non-governmental organisation
NRM	Natural resource management
NSFP	National School Feeding Programme, Government of Egypt
ODC	Middle East, North Africa, Eastern Europe, and Central Asia Region, WFP
ODOC	Other direct operational costs
OECD	Organisation for Economic Co-operation and Development
OEV	Office of Evaluation, WFP
OHCR	Office of the United Nations High Commissioner for Human Rights

PC	Personal computer
PLW	Pregnant and lactating women
PPIF	Project Planning Information Format or Project Statistics
PPP	Purchasing power parity
PRB	Population Reference Bureau
RB	Regional Bureau, WFP
SALASEL	Gender Mainstreaming Strategy in the Pro-Poor Horticulture Value Chain in Upper Egypt
SDGs	Sustainable development goals
SDS	Sustainable Development Strategy
SAM	Social accounts matrix
SF	School feeding
SitRep	Situation Report
SO	Strategic Objective
SOP	Standard Operating Procedures
SPR	Standard Project Report
SRF	Strategic Results Framework
TANGO	Technical Assistance to NGOs International
TDH	Terre des hommes
THR	Take-home ration
ToT	Training of trainers
TOR	Terms of reference
UEA	University of East Anglia
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNFCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme
UNDESA	United Nations Department for Social and Economic Affairs
UNDSS	United Nations Department of Safety & Security
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNU-WIDER	United Nations University – World Institute for Development Economic
U5	Under five (children under five)
US	United States of America
VAM	Vulnerability Analysis and Mapping
WENR	World Education News & Reviews
WFP	World Food Programme
WHO	World Health Organisation
WUA	Water Users Associations

Operational Fact Sheet

Operational Factsheet		
OPERATION ³		
Type/Number/Title	Egypt Country Programme (CP) 200238 (2013-2017) – Leveraging National Capacity through Partnerships for Food and Nutrition Security	
Approval	June 2013 by the WFP Executive Board (EB)	
Amendments⁴	<p>There have been two budget revisions (BR) to Egypt CP 200238:</p> <p>BR 1:</p> <ul style="list-style-type: none"> The first amendment was approved in September 2014 in order to provide the Government of Egypt additional assistance to increase support for safety net provisions for poor rural and poor urban households following economic disruptions caused by the political disturbance at that time. A contribution of US\$80.8 million, funded by the European Commission, was provided for the programme titled “enhancing access of children to education and fighting child labour.” The revised total of the CP budget was US\$159.6 million, a 45 percent increase from the previous US\$87.2 million budget. This increased the total beneficiaries by 100,000 for a total of 892,000 beneficiaries. <p>BR 2:⁵</p> <ul style="list-style-type: none"> The second revision was approved in June 2015 in order to support the school feeding (SF) programme. The increase facilitated an expansion in coverage to include public primary schools in rural areas, to support the access of education for Syrian refugee children, and to adjust the number of pre-primary schoolchildren receiving take home rations in community schools (adjusting for initial estimates from the Government of Egypt that were higher than needed). The second BR increased the previous budget (US\$159.6 million) by 3.6 percent for a total CP budget of US\$165.5 million. BR2 saw an increase in the total number of beneficiaries by 43,000 (19,500 men and 23,500 women) as well as the inclusion of a new group of beneficiaries made up of children belonging to Syrian refugee families and Egyptian counterparts in public schools in Alexandria and Damietta for a total revised number of beneficiaries of 1,335,000 people. Commodity requirements decreased by 10,635 MT due to adjustments in take-home ration (THR) across all target governorates. In addition, direct support costs (DSC) increased to US\$23,607,646 while other direct operational costs (ODOC) decreased to US\$6,983,749 to align with current costs. 	
Duration	<u>Initial:</u> 4.5 years (July 2013–December 2017)	<u>Revised:</u> N/A
Planned beneficiaries	<u>Initial:</u> 792,000	<u>Revised:</u> 1,335,000
Planned food requirements	<u>Initial:</u> In-kind food: 74,022 metric tonne (MT) of food commodities Cash and voucher ⁶ s: US\$9,349,176 million	<u>Revised:</u> In-kind food: 97,750 MT of food commodities Cash and vouchers: US\$14,845,177 million
US\$ requirements	<u>Initial:</u> US\$87,220,870	<u>Revised:</u> US\$165,484,294

³ Factsheet source (unless otherwise indicated): WFP. 2015. Terms of Reference: Operations Evaluation – Egypt Country Programme 200238 (2013-2017) Leveraging National Capacity Through Partnerships for Food and Nutrition security. 20 September 2015. Final.

⁴ While a third budget revision was reported in the Inception Package for December 2015 for CP 200238 (see WFP Egypt. 2015. Operational Brief. 01 July-30 September 2015), the budget revision referred to in the Operational Brief pertains to one of the emergency operations (EMOP) per interview notes from the WFP Egypt Country Director (EMOP 200433 or EMOP 200835).

⁵ WFP Egypt. 2015. Budget Revision No. 03. Egypt & Country Programme 200238. Please note, Budget Revision Number 3 refers to the second BR since the CO has labeled the original budget as “Budget Revision 01” and so forth.

⁶ Please note, the term “cash and vouchers” in the Operational Factsheet has been used to reflect the original terminology while the term “cash-based transfer” programme is used by the ET in the narrative to reflect current terminology.

Operational Factsheet			
OBJECTIVES AND ACTIVITIES			
		Operation specific objectives	Activities
Cross-cutting results		Gender: Gender equality and empowerment improved	
		Protection and accountability to affected populations (AAP): WFP assistance delivered and utilised in safe, accountable and dignified conditions	
		Partnerships: Food assistance interventions coordinated and partnerships developed and maintained	
Millennium Development Goals 1, 2, 3, 4, and 7/ UNDAF priorities 2 and 3	SO3 (SO5*)	Objective 1: Enable national institutions to i) monitor and respond to food-security risks; ii) provide evidence-based analysis to guide food-security policy; and iii) support the reform of food-based safety nets	
		Outcome 1.1: Increased marketing opportunities at the national level, with cost-effective local purchases by WFP	-Supply and value chains analysis (including advising on the logistic chain on staple commodities); -Provide capacity building and technical advising on food security and early warning systems (including supporting the upgrading of food security warning systems);
		Outcome 1.2: Progress made towards nationally owned hunger solutions	-Technical assistance in vulnerability analysis/mapping (including in capacity-building for national social safety nets); -Promote local production and market structures
	SO4 (SO4*)	Objective 2: Enhance access to pre-primary and primary education, and combat child labour through food assistance for selected schools in Upper Egypt	
		Outcome 2.1: Increased equitable access to and utilisation of education	-Technical assistance to National School Feeding Programme; -School snacks in public and community primary schools (including the provision of fortified snacks) -Monthly THR to promote attendance (and a pilot cash based transfer, CBT, in lieu of THR in two governorates);
		Outcome 2.2: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national, community levels	-Health and nutrition education; -Deworming; -Livelihoods support activities aimed at supporting women in households whose children are at-risk for child labour
	SO3 (SO2*)	Objective 3: Enable poor communities in Upper Egypt and frontier governorates to adapt to climate change and market fluctuations, and reduce agricultural losses through support for sustainable livelihoods	
		Outcome 3.1: Risk reduction capacity of countries, communities and institutions strengthened	-Asset creation/ maintenance; -Livelihoods training, training on income generating activities (IGAs), training in health and literacy; -Climate change adaptation through the Climate Change Project; ⁷ and -Distribution of food rations
	SO4 (SO4*)	Objective 4: Strengthen national capacity to prevent chronic malnutrition among vulnerable populations	
		Outcome 4.1: Increased production capacity for fortified foods, including complementary foods and special nutrition products	Note: Component 4 activities had not begun implementation at the time of the evaluation: -Technical assistance on food fortification (i.e., food fortification programme) and quality monitoring; -Local production of complementary foods
		Outcome 4.2: Improved nutrition status of targeted women, girls, and boys	

Note, Strategic Objectives from WFP 2008-2013 Strategic Plan are marked with an asterisk () and placed within a parentheses, which follows the indication of current alignment with WFP Strategic Plan Objectives per WFP Strategic Plan 2014-2017.

⁷ Through complementary activities funded via a trust fund from United Nations Framework Convention Climate Change (UNFCCC) Adaptation Fund in the Climate Change Project ("Building Resilient Food Security Systems to Benefit the Southern Egypt Region project").

Operational Factsheet																					
PARTNERS																					
Government	Ministry of Agriculture and Land Reclamation (MALR); Ministry of Manpower and Migration (MOMM); Ministry of Health and Population; Ministry of Supply and Internal Trade; Ministry of social Solidarity (MOSS); National Nutrition Institute; Ministry of Education (MOE), Central Agency for Public Mobilization and Statistics (CAPMAS), Information and Decision Support Centre (IDSC)																				
United Nations	Food and Agriculture Organisation (FAO); the United Nations Children's Fund (UNICEF); International Labour Organisation (ILO); World Health Organisation (WHO), United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)																				
National and International non-governmental organisations (NGOs), cooperating partners	One international NGO (Terre des hommes, TDH) and Seven national NGOs: Sohag Community Development Association for Women and Children's Situations Improvement, Coptic Evangelical Organisation for Social Services (CEOSS), Bena Association for Development, Women's Association for Development in Assiut University, Women's Health Improvement Association, Women and Society Association, Family and Environment Development Association in eleven governorates (Beheira, Giza, Qena, Sohag, Assiut, Sharqia, Aswan, Luxor, Beni Suef, Menia, Fayoum), Karma Association for Development																				
Private sector	PepsiCo, Vodafone, CEMEX, Bank of Alexandria, MBC Hope, Mercedes, ASEC Cement, Banque du Caire (BDC), Banque Misr, ESRI																				
Others including those working on gender	Among the 11 organisations WFP partnered with are those focused on gender, including: Women and Society Association in Giza; Women's Association for Development in Assiut University; Women's Health Improvement Association in Beheira; Community Development and Enhancement of Women and Children in Sohag																				
RESOURCES (INPUTS)																					
<p>Contribution received: (by 1 June, posted online): US\$127,396,233</p> <p>% against appeal: 77 percent</p> <p>Top 5 donors: European Commission, Germany (KfW Development Bank), Canada, Private Donors, United States</p> <p>% funded of mid-term requirement: 154 percent ⁸</p>	<p>The figure consists of two pie charts. The top chart shows the overall resource situation: 23% Required and 77% Received. The bottom chart breaks down the 77% received into contributions from various donors. The European Commission is the largest contributor at 48.85%, followed by Germany at 15.02%. Other contributors include Canada (4.81%), Private Donors (2.54%), USA (1.76%), Egypt (1.21%), Stock Transfer (0.23%), Norway (0.13%), and Miscellaneous (2.43%).</p> <table border="1"> <caption>Donor Contributions to Received Resources</caption> <thead> <tr> <th>Donor</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>European Commission</td> <td>48.85%</td> </tr> <tr> <td>Germany</td> <td>15.02%</td> </tr> <tr> <td>Canada</td> <td>4.81%</td> </tr> <tr> <td>Private Donors</td> <td>2.54%</td> </tr> <tr> <td>USA</td> <td>1.76%</td> </tr> <tr> <td>Egypt</td> <td>1.21%</td> </tr> <tr> <td>Stock Transfer</td> <td>0.23%</td> </tr> <tr> <td>Norway</td> <td>0.13%</td> </tr> <tr> <td>Miscellaneous</td> <td>2.43%</td> </tr> </tbody> </table>	Donor	Percentage	European Commission	48.85%	Germany	15.02%	Canada	4.81%	Private Donors	2.54%	USA	1.76%	Egypt	1.21%	Stock Transfer	0.23%	Norway	0.13%	Miscellaneous	2.43%
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Source: WFP Egypt. 2016. Resource Situation Update. 13 April.																					

⁸ Calculation by TANGO: total contribution received (1 June 2016) against half of total requirements per BR3.

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OUTPUTS ^{9,10}	
The three components of CP 200238 shown in the charts below are: Component 2 School Feeding (SF), Component 3 Resilience/Food Assistance for Assets (FFA), and Component 4 – Nutritional supports component (NC). Component 1 is not shown because implementation has not started.	
Planned	Actual
<p>% of beneficiaries by component at design as proportion of total planned beneficiaries</p> <p>■ SF - Total beneficiaries: 769,000 ■ FFA- Total beneficiaries: 8,000 ■ NC - Total beneficiaries: 15,000</p>	<p>% of beneficiaries by component to-date (2015) as proportion of total planned beneficiaries¹¹</p> <p>■ SF- Total beneficiaries: 1,039,879 ■ FFA - Total beneficiaries: 16,450</p>
Source: WFP Egypt. 2013. Project Document.	Source: WFP Egypt. 2016. SPR 2015.
<p>Planned: % of women/girls versus men/boys by component</p> <p>■ Men/Boys ■ Women/Girls</p>	<p>Actual: % of women/girls versus men/boys by component (2015)</p> <p>■ Men/Boys ■ Women/Girls</p>
Source: WFP Egypt. 2015. TOR. Final	Source: WFP Egypt. 2016. SPR 2015
<p>% of total food requirements by component</p> <p>■ SF ■ FFA ■ NC</p>	<p>% of MT distributed by component (2015)</p> <p>■ SF ■ FFA</p>
Source: WFP Egypt. 2015. TOR. Final	Source: WFP Egypt. 2016. SPR 2015

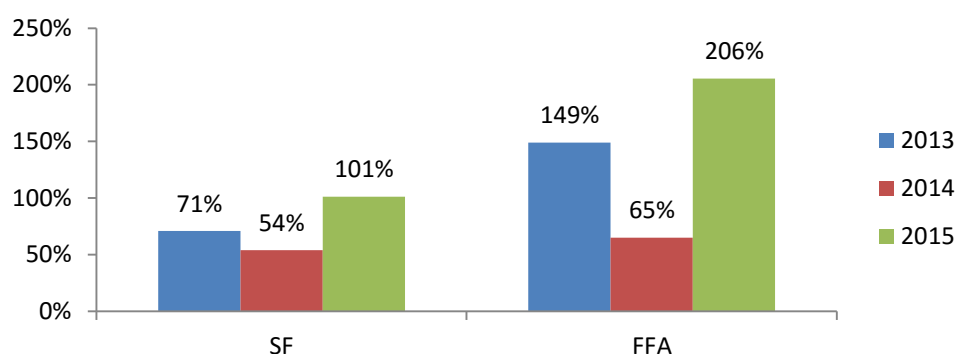
⁹ The three components of CP 200238 are Component 2 – School Feeding (SF), Component 3 – Resilience/Food Assistance for Assets (FFA), and Component 4 – Nutrition (NC). The first component, Component 1 – Strengthening national institutions, encompasses WFP support to the Government of Egypt to improve food security policy and thus, beneficiary numbers are not collected for the first component. Please note, at the design stage for CP 200238, Component 2 was labeled as Food for Education (FFE) and Component 3 was labeled as Food for Assets (FFA) although terminology in this report has been aligned with current WFP corporate language instead using School Feeding (SF) and FFA as referring to Food Assistance for Assets, respectively.

¹⁰ For a full list of specific outputs disaggregated by activity (e.g., number of trainings provided etc.), refer to Annex 4.

¹¹ Ongoing government changes in 2013, 2014, and 2015 caused delays in the implementation of activities under Component 4: Nutrition. Thus, NC data are not applicable for all of the output charts of this section.

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% of actual versus planned beneficiaries by component and year¹²

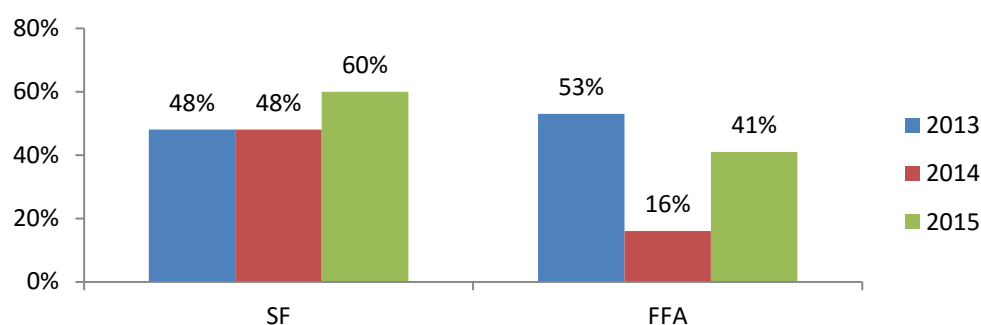


Source: WFP Egypt. SPR 2013, SPR 2014, SPR 2015

Key observations for actual vs. planned beneficiaries:¹³

- Figures over 100 percent for SF in 2015 reflect changes incurred from BR02 (June 2015) which allowed for WFP to assist additional public primary schools (including in schools in Alexandria and Damietta where refugee children from Syria and host Egyptian children attend school).
- In the same year, following BR2, pre-primary school children were removed from the plan, reflecting a higher percentage of beneficiaries achieved under SF.
- At 149 percent, figures for FFA in 2013 are due to carryover of food from CP 104500 which was distributed to beneficiaries who had participated in asset creation activities under that CP.
- In 2015, what appears to be an overachievement of FFA beneficiaries is attributed to: different participants attended various trainings, reflected in the 206 percent figure. In addition, some FFA beneficiaries who received trainings in the end of 2014 received food entitlements in the beginning of the year in 2015 due to delays in food, presenting a higher beneficiary number in 2015 figures.

% of actual versus planned food tonnage distributed by component and year¹⁴



Source: WFP Egypt. SPR 2013, SPR 2014, SPR 2015

Key observations for actual vs. planned food tonnage distributed:

- In 2013, tonnage distribution was lower than expected for commodities under SF since funding delays prevented new planned community schools from being reached.
- In 2014, distribution of wheat flour was particularly low (approximately eight percent), since wheat flour was only distributed through the CWCLP in its primary food basket, lowering the overall distribution figure for Component 2.
- In 2013, food distribution under FFA in the beginning of CP 200238 reflects the carryover of food from CP 104500.
- In 2014, FFA figures were particularly low given the repeated failure by the supplier of fortified

¹² For a complete table of beneficiary figures, please see Table 1 and Figure 1 in Annex 4.

¹³ Please note, these refer to a select number of observations; for additional information on achievements, see Section 2.2 – Results of the Operation.

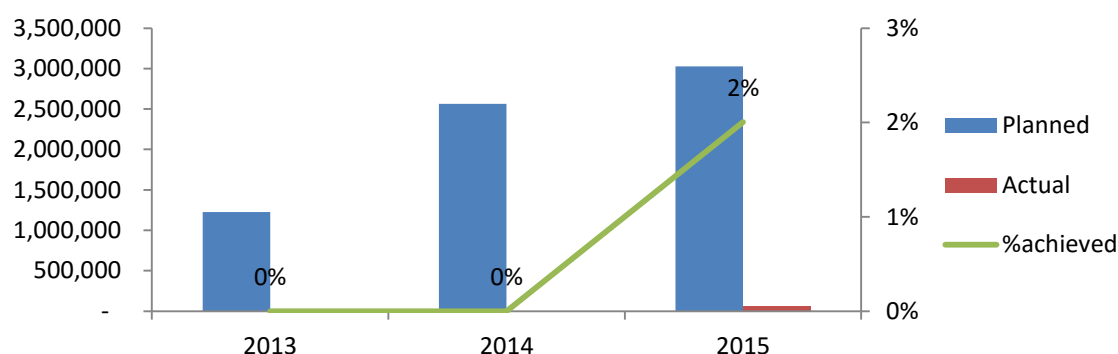
¹⁴ For a complete table of food distributions, please see Table 2 and Figure 2 in Annex 4.

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wheat flour to meet specifications per WFP requirements for activities under this component. The need to produce new batches delayed the distribution under FFA in the last quarter of 2014. It should also be noted that in addition to these delays, planned and actual figures differed because households received rations only for those quarters in which they participated in as opposed to the planned estimate where households would receive four rations per year.

- FFA figures for 2015 were low since due to delays in obtaining government clearance for implanting partners affected food distributions and the scaling-up of activities in newly targeted governorates which affected the contracting of food suppliers.

% of actual versus planned CBT in US\$ distributed by year¹⁵



Source: WFP Egypt. SPR 2013, SPR 2014, SPR 2015

CROSS-CUTTING RESULTS ^{16,17}

Component	Indicator	Baseline	Target	2013	2014	2015
Protection and Accountability to Affected Populations (AAP)						
SF	Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain) (Baseline: 9/2015)	53.5%	=90%	N/A	N/A	N/A
	Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site (Baseline: 9/2015)	100%	=100%	N/A	N/A	N/A
	Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain) (Baseline: 9/2015)	65%	=90%	N/A	N/A	N/A
	Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites (Baseline: 9/2015)	100%	=100%	N/A	N/A	N/A
	Proportion of assisted people informed about the programme (who is included, what people will	62.5%	=90%	N/A	N/A	N/A

¹⁵ Please see Table 3 in Annex 4.

¹⁶ Please note, in cases where the base value for an indicator was collected during the existing implementation of the CP 200238 (i.e., in 2014), the base value is provided in the column marked "Baseline" with a clear indication of the baseline collection month and year under each indicator. Please also note, a number of cross-cutting indicators were added in 2015 but no information is yet available; see WFP Egypt. 2016. SPR 2015

¹⁷ Source unless otherwise indicated: WFP Egypt. SPR 2013, SPR 2014, SPR 2015.

CROSS-CUTTING RESULTS ^{16,17}						
Component	Indicator	Baseline	Target	2013	2014	2015
	receive, where people can complain) (Baseline: 9/2015)					
	Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site (Baseline: 9/2015)	100%	=100%	N/A	N/A	N/A
FFA	Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain) (Baseline: 12/2014)	90%	=90%	N/A	N/A	100%
	Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site (Baseline: 12/2014)	100%	=100%	N/A	N/A	100%
	Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain) (Baseline: 12/2014)	90%	=90%	N/A	N/A	100%
	Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites (Baseline: 12/2014)	100%	=100%	N/A	N/A	100%
	Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain) (Baseline: 12/2014)	90%	=90%	N/A	N/A	100%
	Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site (Baseline: 12/2014)	100%	=100%	N/A	N/A	100%
NC	Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)	N/A	=90%	N/A	N/A	N/A
	Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site	N/A	=100%	N/A	N/A	N/A
	Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)	N/A	=90%	N/A	N/A	N/A
	Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites	N/A	=100%	N/A	N/A	N/A
	Proportion of assisted people informed about the programme (who is included, what people will	N/A	=90%	N/A	N/A	N/A

CROSS-CUTTING RESULTS ^{16,17}						
Component	Indicator	Baseline	Target	2013	2014	2015
	receive, where people can complain)					
	Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site	N/A	=100%	N/A	N/A	N/A
Gender						
SF	Proportion of households where females and males together make decisions over the use of cash, voucher or food (Baseline: 9/2015)	6%	>30%	N/A	N/A	N/A
	Proportion of households where females make decisions over the use of cash, voucher or food (Baseline: 9/2015)	93%	>20%	N/A	N/A	N/A
	Proportion of households where males make decisions over the use of cash, voucher or food (Baseline: 9/2015)	1%	>50%	N/A	N/A	N/A
FFA	Proportion of households where females and males together make decisions over the use of cash, voucher or food (Baseline: 12/2014)	25%	>30%	N/A	N/A	15%
	Proportion of households where females make decisions over the use of cash, voucher or food (Baseline: 12/2014)	5%	>20%	N/A		9%
	Proportion of households where males make decisions over the use of cash, voucher or food (Baseline: 12/2014)	70%	=50%	N/A		76%
	Proportion of women beneficiaries in leadership positions of project management committees (Baseline: 12/2014)	0%	>50%	N/A		N/A
NC	Proportion of households where females and males together make decisions over the use of cash, voucher or food	N/A	>30%	N/A	N/A	N/A
	Proportion of households where females make decisions over the use of cash, voucher or food	N/A	>20%	N/A	N/A	N/A
	Proportion of households where males make decisions over the use of cash, voucher or food	N/A	=50%	N/A	N/A	N/A
Partnerships						
SF	Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organisations, international financial institutions and regional development banks) in US\$ (Base line: 12/2014)	=8,500	=8,500	N/A	N/A	0
	Number of partner organisations that provide complementary inputs and services (Base line: 12/2014)	18	=18	N/A	N/A	28

CROSS-CUTTING RESULTS ^{16,17}						
Component	Indicator	Baseline	Target	2013	2014	2015
	Proportion of project activities implemented with the engagement of complementary partners (Baseline: 12/2014)	100%	=100%	N/A	N/A	100%
FFA	Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organisations, international financial institutions and regional development banks) in US\$ (Baseline: 12/2014)	700,000	=700,000	N/A	N/A	1,298,750
	Number of partner organisations that provide complementary inputs and services (Baseline: 12/2014)	2	=4	N/A	N/A	4
	Proportion of project activities implemented with the engagement of complementary partners (Baseline: 12/2014)	100%	100%	N/A	N/A	100%
NC	Number of partner organisations that provide complementary inputs and services	N/A	=5	N/A	N/A	N/A
	Proportion of project activities implemented with the engagement of complementary partners	N/A	=100%	N/A	N/A	N/A
						Key
		Attained	Not Attained	Not Measured		

OUTCOMES ¹⁸						
WFP SO ¹⁹	Outcome Indicator per Component ²⁰	Baseline ²¹	Target ²²	2013 ²³	2014 ²⁴	2015 ²⁵
Component 2: SF ²⁶						
(So 4*)	Gender ratio: ratio of girls to boys enrolled in WFP-assisted primary schools ²⁷ (Baseline: 12/2012)	142	1	4.82	N/A	N/A
(So 4*)	Attendance rate (boys) in WFP-assisted primary schools (Baseline: 11/2014)	95%	>80%	N/A	N/A	93.5%
(So 4*)	Attendance rate (girls) in WFP-assisted primary schools ²⁸ (Baseline: 11/2014)	95%	>80%	N/A	N/A	94%
SO 4 (SO 5*)	NCI: SF National Capacity Index ²⁹ (Baseline: 12/2012)	1.8	=5	N/A	N/A	N/A
SO4	Attendance rate in WFP-assisted primary schools (Baseline: 12/2014)	95%	=80%	N/A	N/A	93.6%
SO4	Enrolment: Average annual rate of change in number of children enrolled in WFP-assisted pre-schools (Baseline: 12/2014)	1.41%	>6%	N/A	N/A	1%
SO4	Enrolment: Average annual rate of change in number of children enrolled in WFP-assisted primary schools (Baseline: 12/2014)	2.5%	>6%	N/A	N/A	2.5%
SO4	Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted pre-schools (Baseline: 12/2014)	1.56%	>6%	N/A	N/A	1%
SO4	Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted primary schools (Baseline: 12/2014)	3.10%	>6%	N/A	N/A	3.1%
SO4	Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted preschools (Baseline: 12/2014)	1.25%	>6%	N/A	N/A	1%
SO4	Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted primary schools (Baseline: 12/2014)	2.3%	>6%	N/A	N/A	2.3%
SO4	Percentage of beneficiaries receiving deworming treatment (Baseline: 12/2014)	100%	=100%	N/A	N/A	0%

¹⁸ Please note, in cases where the base value for an indicator was collected during the existing implementation of the CP 200238 (i.e., in 2014), the base value is provided in the column marked "Baseline" with a clear indication of the baseline collection month and year under each indicator.

¹⁹ Alignment with WFP Strategic Objectives is indicated per WFP 2014-2017 Strategic Results Framework. Outcome indicators that align with WFP 2008-2013 Strategic Results Framework are marked with an asterisk (*) and placed within a parentheses.

²⁰ With the adoption of WFP 2014-2017 Strategic Results Framework, WFP began collecting new indicators in 2014, hence the lack of data on certain indicators (marked by 'N/A' unless otherwise noted).

²¹ At start of project or baseline per WFP Egypt. 2013. SPR 2013 and WFP Egypt. 2014. SPR 2014.

²² Attainment is provided based on project end targets as cited in WFP Egypt. 2014. SPR 2014.

²³ Information from programme monitoring as cited in WFP Egypt. 2013. SPR 2013 unless otherwise noted.

²⁴ Information from programme monitoring as cited in WFP Egypt. 2014. SPR 2014 unless otherwise noted.

²⁵ WFP Egypt. 2016. SPR 2015.

²⁶ Additional livelihood indicators provided to the ET at the time of report-writing are discussed under Section 2.2.

²⁷ Gender ratio of girls to boys increased substantially due to the targeting of girls previously out-of-school in rural areas and their integration in community-based schools which ensured a girl-friendly environment. WFP Egypt. 2013. SPR 2013.

²⁸ Source: Updated values per WFP Egypt. 2016. Personal communication with M&E Unit.

²⁹ Source: Updated values following SABER workshop (March 2016) as communicated to the ET by WFP Egypt. 2016. Personal communication with M&E Unit.

OUTCOMES ¹⁸						
WFP SO ¹⁹	Outcome Indicator per Component ²⁰	Baseline ²¹	Target ²²	2013 ²³	2014 ²⁴	2015 ²⁵
SO4	Retention rate (boys) in WFP-assisted primary schools (Baseline: 12/2014)	94.8%	>85%	N/A	N/A	96.1%
SO4	Retention rate (girls) in WFP-assisted primary schools (Baseline: 12/2014)	96.9%	>85%	N/A	N/A	97.7%
SO4	Retention rate in WFP-assisted primary schools (Baseline: 12/2014)	96.5%	>85%	N/A	N/A	97.4%
Component 3: FFA						
SO3	CAS: percentage of communities with an increased Asset Score ³⁰	N/A	=80%	N/A	N/A	100%
SO3	NCI: Resilience programmes National Capacity Index ³¹	N/A	N/A	N/A	N/A	N/A
SO3	Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP ³²	N/A	>60%	N/A	N/A	100%
Component 4: NC³³						
SO4	Proportion of eligible population who participate in programme (coverage) (Baseline: 0/2014)	0%	>70%	N/A	N/A	N/A
SO4	Proportion of children who consume a minimum acceptable diet	N/A	>70%	N/A	N/A	N/A
SO 4 (SO 5*)	NCI: Nutrition programmes National Capacity Index	N/A	N/A	N/A	N/A	N/A

Key

Attained	Not Attained	Not Measured
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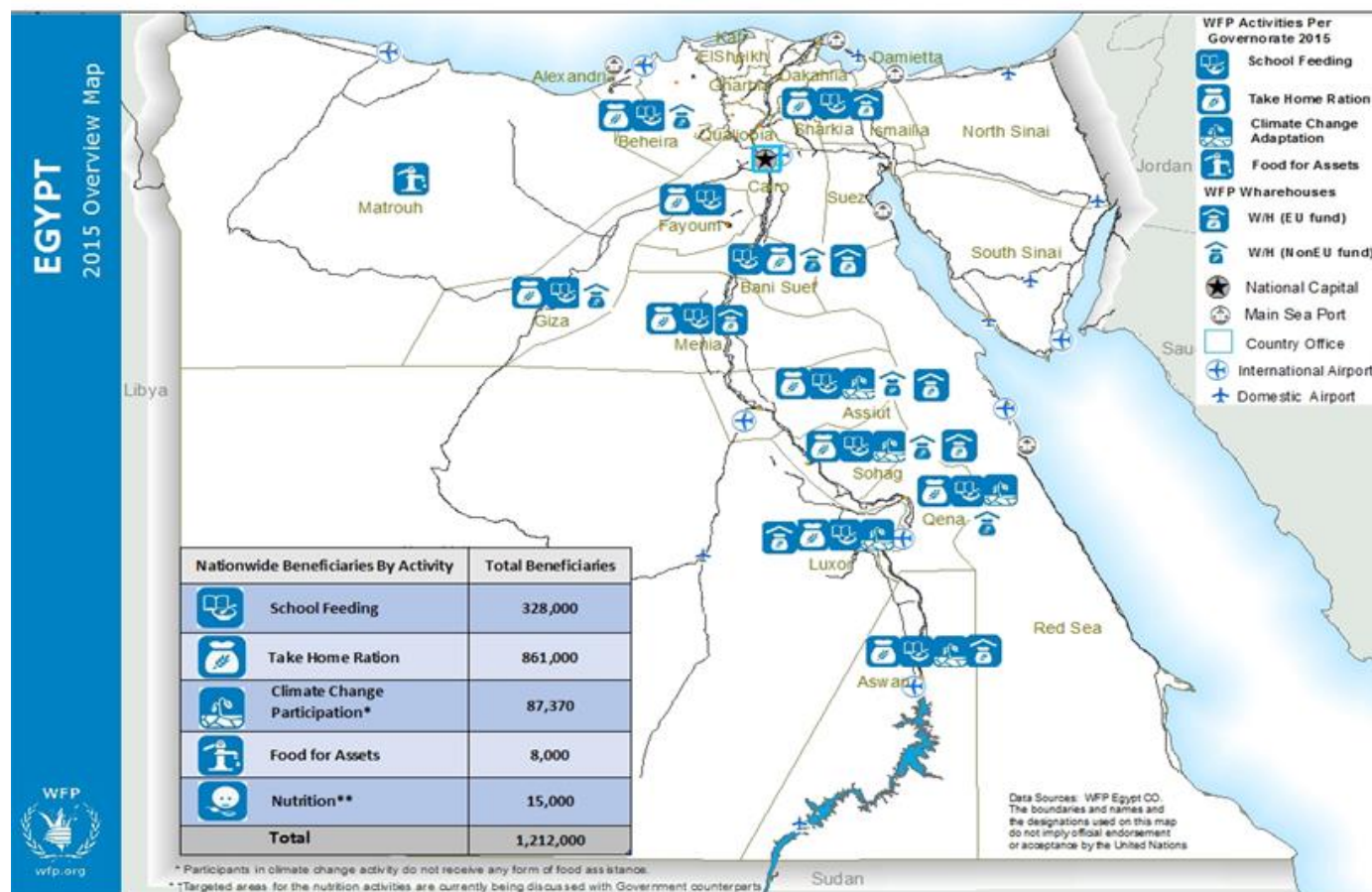
³⁰ For communities in Matrouh, Red Sea; see WFP Egypt. 2016. SPR 2015.

³¹ Outcome indicator has been included per alignment with indicators as extracted from the Country Office Monitoring and Evaluation Tool (COMET) per WFP Egypt. 2016. Values for outcome indicators as a placeholder for the ET to investigate to-date achievement of this indicator. No figures were reported in this secondary source of information.

³² For communities in Assuit, Sohag, Qena, Luxor, Aswan; see WFP Egypt. 2016. SPR 2015.

³³ Component 4 – Support to Nutrition is abbreviated as “Component 4 – NC” to align with presentation of data found in SPRs, see WFP Egypt. SPR 2013-2015.

Map³⁴



³⁴ Please note, in addition to the above activities, livelihood activities were also carried out in the following governorates (up until December 2015): Aswan, Sohag, Minya, Assiut and Sharkeya. Livelihood activities will be implemented in four additional governorates (as of the time of submission of this report); Source: personal communication with WFP Egypt. 2016.

Executive Summary

1. **Overview of evaluation.** This mid-term evaluation of World Food Programme (WFP) Egypt's Country Programme (CP, 2002/38) 2013-2017 was commissioned by the Office of Evaluation (OEV) in light of renewed corporate emphasis on learning from the evidence base, and on accountability for the results of operations. The CP was selected based on utility and risk criteria with the purpose being to ensure that the findings inform the ongoing implementation of the CP and design of subsequent programmes. CP 2002/38 includes: supporting national institutions in food security monitoring and analysis (Component 1); school feeding (SF)³⁵ and combating child labour, namely with livelihood supports to women (Component 2); building resilience through the climate change project and food assistance for assets (FFA)(Component 3); and improving nutrition through technical supports for food fortification (Component 4).
2. TANGO International conducted the independent evaluation. The scope includes assessing and reporting on the development, performance and results of the CP from January 2013 to March 2016; yet, as an evaluation at mid-term, it does not draw final conclusions on the results. The key questions of the evaluation are: 1) How appropriate is the operation? 2) What are the results of the operation, and 3) Why and how has the operation produced the observed results? The intended audience and users of this evaluation are internal stakeholders, including: WFP Egypt Country Office (CO), WFP Regional Bureau (RB), and OEV; and externally, the beneficiaries, cooperating partners, civil society groups, bilateral donors, research institutions, the United Nations Country Team, and counterparts of the Government of the Arab Republic of Egypt.
3. **Country context.** Egypt is the most populous country in the region with more than 90 million people; yet, the rapidly growing population is exacerbating poverty, inequality and social tensions. Egypt is a middle income country (MIC) with vast resources and it is working to reduce poverty and food insecurity, but it remains the largest wheat importer in the world, and thus, food-dependant on international prices and supply. Many efforts have been invested to increase education coverage but with the rapid population growth it is a challenge to keep with the demand. In recent years, the political environment has been extremely fluid, with four changes in the presidency and constant adjustments to government officials and policies. It is in this context that the CP was designed, and implementation is adapting to these external changes.
4. **Methodology.** The evaluation team (ET) applied Organisation for Economic Co-operation and Development - Development Assistance Committee criteria of relevance, effectiveness, efficiency, impact, and sustainability to answer the evaluation questions. The ET conducted desk review, site observation, and qualitative data collection. This approach enabled the ET to determine coherence across data sources. The team interviewed stakeholders, including WFP, government, cooperating partner staff and donors, and conducted focus groups, ensuring women were interviewed separate from men to better understand the aspects of gender equity. The fieldwork took place 6-24 March 2016 across ten governorates: Urban Governorates (Cairo and Alexandria), Lower Egypt (Beheira), and Upper Egypt (Luxor, Sohag, Beni Swif, Fayoum, Assiut, and Giza). Field sites were selected in consultation with the CO, and based on criteria to focus on poor and remote areas. There were three limitations the ET addressed closely with the CO to overcome any potential data impact, related to changes within the government, insecurity in some areas, and logistical issues.

³⁵ Please note, at the design stage for CP 2002/38, Component 2 was labeled as Food for Education (FFE) and Component 3 was labeled as Food for Assets (FFA) although terminology in this report has been aligned with current WFP corporate language instead using School Feeding (SF) and FFA as referring to Food Assistance for Assets, respectively.

5. **Appropriateness of the operation.** The CP's objective and design are appropriate to the context, government policies and strategies, and responsive to the needs of the beneficiaries. CP 200238 aligned with strategic objectives (SOs) 2, 4, and 5 of the 2008-2013 Strategic Results Framework (SRF), and realigns with the WFP SRF (2014-2017) SOs 3, 4 and cross-cutting results on gender, protection and partnerships. The CP is coherent with WFP policies on social safety nets and capacity development. There is potential to maximise programme activities, funding and capacity resources by strategically promoting synergies between different activities under the CP.

6. **Key results: Outputs and outcomes.** Component 1: WFP coordinates with key government institutions, augmenting their mandate to monitor, collect and analyse data and to provide recommendations to decision-makers at various levels on food security. This effort was linked to the Ministry of Social Solidarity information system through the geospatial platform for food security and nutrition to share information. WFP is also working with the Ministry of Supply and Internal Trade to revise their logistics chain for wheat in order to reduce post-harvest losses related to storage, transportation and handling. The CP is purchasing all commodities from local providers under delivered-at-place terms to ensure delivery in good condition on-time, and with no or minimal losses.

7. Component 2: With the support of the European Union and other donors,³⁶ SF has expanded to provide blanket coverage to community schools in 11 governorates and to public primary schools in five governorates. Pre-schools were supported until June 2015 when incorporated into the Ministry of Education's national SF Programme. Students receive a daily date bar and families who support 80 percent attendance of their children receive a monthly take home ration. After start-up delays the CP initiated livelihood activities with mothers, which appear to be a promising strategy for food security, education access and poverty challenges, but their link to combating child labour is unclear. SF has shown programming flexibility to absorb significant new resources, to develop effective partnerships, to interact productively with government, and to launch innovative initiatives such as the e-voucher system. Yet, the current standard outcome indicators (enrolment and retention rates) do not adequately capture SF results.

8. Component 3: Climate change activities are implemented in target villages across five poor governorates in southern Egypt. The project works with local non-government organisations (NGOs) to promote climate smart agriculture practices. Also under this component are FFA activities such as rehabilitation of wells in Bedouin areas that had finished by the time of evaluation. In all, WFP successfully built capacities with local communities, government and NGOs for climate knowledge and adaptation replication, but the project faces challenges to complete activities in the remaining project time and to determine how to strategically extend coverage while still producing quality results.

9. Component 4: The design included interventions working at the national level with food fortification and nutrition activities in the poorest areas at the community level. However, this component is delayed and WFP is coordinating a final agreement with the Ministry of Health and Population to revitalise and start activities in late 2016.

10. **Factors affecting results.** As an external factor, changes in government positions and policies are a big challenge, but WFP has actively sought ways to foster programme delivery. A positive external factor is the trust and support from donors for the CP. As an internal factor, issues with the previous CO leadership affected both internal and external coordination and communication and caused delays. The ET observed that the new leadership is revitalising communication channels and support from stakeholders. Internal positive elements like strong supply chain management and

³⁶ Please note, the European Union supports community schools (not public schools). Other donors include the KfW, private sector and Canadian DFTAD.

logistics, better utilisation of national staff capacities, and the strong relations with partners have also supported the CP. The restructured M&E system has also made significant progress and is improving M&E products, but how these products feed in to programme decision making should be better defined.

11. **Conclusions. Relevance.** From its design, the CP has been relevant to the needs of food insecure people, particularly in addressing access, availability and utilisation of food and supporting national policies and strategies to do so. For example, SF, FFA, and climate change activities increase access to food in strategically-targeted poor areas through food rations or increasing household income; and utilisation of food would be increased when Component 4 commences promoting food fortification at the national level, and nutrition interventions like First-1000 Days of Life, among others. WFP Egypt is uniquely positioned as advisor to government in a MIC context to leverage resources in new ways that support government priorities and strategic programme needs.

12. **Efficiency and effectiveness:** CP targets for Components 1, 2 and 3 have been largely met, and if current programme implementation continues it appears that WFP will reach its targets at endline. However, targets for Component 4 need to be revised considering the delay. Activities have mostly been implemented within WFP and government standards. From 2013 to 2014 few activities were implemented as the programme faced delays due to external factors, particularly for Components 2 and 4. In 2015, as government cleared cooperating partners to operate, SF activities picked up the pace to reach targets, but as discussed above, nutrition supports continue to lag behind.

13. **Impact.** Results from the CP clearly indicate that WFP has the ability to support and provide technical advice to relevant government institutions to increase ownership at the national level of food security monitoring and strategic planning, in addition to technical support to the development of the National SF Strategy and actual programme implementation. This also contributes to enhancing the regional capacity by building a group of highly-skilled professionals to support food security planning and delivery. The recognition from the Government of Egypt to request WFP to participate in the planning of an Emergency Response Hub for Northern Africa and Middle East is an indicator of WFP's contribution to higher-level development and humanitarian goals.

14. **Sustainability.** As CP activities are highly coherent and connected with government policies and strategies, most have elements embedded in their design to continue. The team found many examples where activities implemented or prompted by WFP are now day-to-day practices across various government institutions, partners and participants: e.g., climate smart agriculture practices are a priority of the government to expand to other governorates and farmers are looking and asking for these innovations. Yet, there is not an internal strategy for how to better identify and address capacity needs.

15. **Gender.** WFP has been successful in activities that directly target girls and women, and notably, WFP has developed comprehensive gender frameworks and tools that, if applied, allow significant mainstreaming of gender across activities. However, gender mainstreaming as a crosscutting issue in processes and activities was less successful.

Recommendations: Strategic, in order of highest priority for 2017 implementation.

16. **R1: Develop an updated strategic vision for WFP Egypt that underscores its unique role as a flexible source of technical assistance and as advisor to the Government of Egypt in the areas of food and nutritional security.** WFP Egypt Country Director with the support from the senior management team, technical focal points and RB should form a task force to lead and prepare this strategy document that feeds into the process of developing a post-2017 country programme.

17. **R2:** Develop and implement an integration strategy with a pilot integrative community-focused programme to promote synergies between activities and partners. A technical team formed with staff from the school feeding, vulnerability analysis and mapping, climate change, nutrition, and monitoring and evaluation (M&E) units should work on the pilot activity design by the end of 2016 to start piloting in 2017.

18. **R3:** Design an internal capacity building framework that responds to the needs of governmental focal entities and NGOs to augment their capacities to design, implement, and assess food security priorities and to promote their sustainability. This is an internal-to-WFP capacity framework that should guide the process to support governmental focal entities and partners in the areas of food security and related logistics. This framework should feed into the development of the strategic vision for WFP in Egypt (see R1) by the end of the first quarter of 2017.

19. **R4:** Develop and implement a fundraising plan to fund the CO development portfolio. The CO should formulate a funding plan for the vision strategy (see R1), to be developed before the end of the first quarter 2017.

Recommendations: Operational, in order of highest priority for 2016 CP integration.

20. **R5:** Extend the duration and strategically scale the climate change programming in planned governorates. In line with the Steering Committee of the Climate Change Project's recommendation, scale up to cover all Upper Egypt governorates. Directed to Country Director and Climate Change Project Manager, implemented by end of 2016.

21. **R6:** Strengthen gender analysis in programme design and implementation- by applying CO gender mainstreaming plans and train/ sensitise WFP staff, partners and beneficiaries on such, and by establishing a gender function within the CO before the end of 2016, as recommended by Regional Gender Implementation Strategy 2016-2020.

22. **R7:** Prepare a plan of activities to augment the capacity needed to implement Component 4 and to jump-start nutritional activities in line with the original CP objectives. Nutritional activities are highly strategic for Egypt and WFP and should focus on programme activities particularly related to capacity building with partners, fortification, and training and curricula development to implement nutrition activities. The revised plan should be in place by the end of 2016 for implementation in 2017.

23. **R8:** Review the CO operational structure and relationships between technical, support, and external relations units as follow-up to ongoing internal process: The Country Director, with support from senior management, technical focal points and RB, should continue to review internal coordination and hold seminars to evaluate the new structures and make necessary adjustments before the new CP in 2017.

24. **R9:** Expand the decision-support capacity of the M&E system with a review of current indicators and how to improve their incorporation into programme management, to be implemented by CO M&E unit through 2016. This recommendation includes a note to corporate WFP's Performance Management and Monitoring Division to review standard outcome indicators for school feeding that can better demonstrate effectiveness for the revised Strategic Results Framework after 2017.

25. **R10:** WFP Egypt should contribute to a revision of the M&E system of the National School Feeding Program. This recommendation responds to Government of Egypt requests and in partnership with the Ministry of Social Solidarity to improve the definitions, data collection and analysis of valuable information to track and improve the national school feeding programme. The school feeding unit in coordination with the M&E unit should develop a plan and strategy to support the Ministry of Education and Ministry of Social Solidarity during 2017.

1 Introduction

1.1. Evaluation Features

1. **Purpose.** This operation evaluation addresses WFP's renewed corporate focus on providing accountability and evidence for results, as commissioned by the World Food Programme (WFP) Office of Evaluation (OEV). The Egypt Country Programme (CP 200238) was selected for evaluation based on utility and risk criteria.³⁷ Technical Assistance to Non-Governmental Organizations (TANGO) International, an independent firm, conducted the evaluation. The timing of the CP evaluation at midline ensures that findings can inform current decisions on programme implementation and subsequent programme design.

2. **Objectives and scope.** The objectives of accountability and learning are mutually reinforcing, namely, to assess and report the performance and mid-term results of the CP, and to provide evidence-based findings and lessons learned to inform operational and strategic decision-making. The evaluation period covers CP development (January 2013) to the start of the evaluation (March 2016). The evaluation scope includes all components, activities and processes related to CP formation, implementation, resourcing, monitoring and reporting. As a mid-term evaluation the scope does not include final conclusions on programme achievements, but discusses progress toward targets based on both the original and revised CP outcomes and objectives as aligned with the corporate strategic results framework (SRF). The key evaluation questions are: 1) How appropriate is the operation? 2) What are the results of the operation? 3) Why and how has the operation produced the observed results?

3. **Stakeholders and users.** The primary internal stakeholders and intended audience are: WFP Egypt Country Office (CO), which will operationalise this information for implementation and country-level planning; WFP Regional Bureau (RB), which will use the findings for technical guidance and oversight; and WFP OEV, to continue to improve outsourced evaluation processes and to compile the findings into an annual synthesis for the Executive Board (EB), which contributes to corporate learning on effectiveness across operations. The primary external stakeholders are beneficiaries—who, as the recipients, have an interest in appropriate and effective food assistance, as well as cooperating partners, civil society groups, bilateral donors, research institutions, the United Nations Country Team (UNCT), and the Government of the Arab Republic of Egypt counterparts—whose strategies and programmes the evaluation will inform.

4. **Methods.** The evaluation team (ET) applied Organisation for Economic Co-operation and Development-Development Assistance Committee criteria³⁸ of relevance, effectiveness, efficiency, impact and sustainability in the study design and analysis to answer the evaluation questions (these are further described in 3.2). The ET used a primarily qualitative approach including desk review, observation, and qualitative data collection to conduct triangulation across data sources. This approach enabled the team to determine coherence across data sources, and allowed the qualitative study to draw on findings from secondary sources of information.

5. During the field mission, the team met with key stakeholders and observed activities at schools and resilience activity sites. The ET used in-depth structured and semi-structured key informant interviews (KII), including 178 interviews with WFP staff, teachers, government officials, and cooperating partner staff. The ET conducted

³⁷ TOR P.2: The utility criteria looked both at the timeliness given the operation's cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational, external, and COs' internal control self-assessments.

³⁸ OECD. 1991. Development Assistance Committee. Principles for Evaluation of Development Assistance. Paris.

group stakeholder meetings and focus group discussions (FGD) focused on the food security, nutrition and school feeding with 989 beneficiaries and community members: 170 women, 522 girls, 73 men, 224 boys (70 percent females/30 percent males). In addition, community-level group interviews related to the climate change activities were conducted with 13 FGDs across five villages. In addition, the desk review began in the inception phase: the team reviewed over 120 documents relevant to national strategies and policies, external reports, and WFP corporate guidance and programme documents.

6. To review the evaluability of the gender aspects of the operation and to understand the challenges of gender equity, including women's participation, in the CP, the team interviewed women in groups and as individuals. Additionally, the tools integrated gender to allow understanding of levels of gender equity, discrimination and power relations between males and females. The ET ensured the inclusion of marginalised groups by visiting project sites in remote and poor areas, such as through a strategic focus on communities in Upper Egypt and other Governorates.³⁹ The methods observed ethical principles for evaluators of competence, integrity/honesty, informed consent, systematic inquiry, respect for people and responsibilities for public welfare.⁴⁰ The ET was aware of political or cultural considerations and these had no significant effect on the ethics of the evaluation.

7. The fieldwork took place 6-24 March 2016 across ten governorates: urban governorates (Cairo and Alexandria), Lower Egypt (Beheira), and Upper Egypt (Luxor, Sohag, Beni Swif, Fayoum, Assiut, and Giza). Field sites were selected in consultation with the CO, based on criteria from secondary data and security access. The fieldwork concluded with internal and external debrief presentations of initial findings.⁴¹

8. **Expertise and quality assurance.** The field team was comprised of three TANGO consultants with extensive experience with WFP and in Egypt, and with expertise in food security, nutrition-sensitive programming, school feeding (SF), safety nets, government capacity building, livelihoods support, resilience, gender and middle-income country contexts. The evaluation followed the OEV evaluation and quality assurance system standards. The ET maintained impartiality and transparency during data collection. To ensure quality, the ET analysed the data regularly, implementing systematic checks on accuracy, consistency, reliability, and validity of the data, also through regular communication with WFP. The national consultant facilitated the process to obtain vetted interpreters in the field, allowing the international consultants quality language support.

9. **Limitations.** There were three limitations the ET encountered during the fieldwork that were addressed by closely working with the CO and with partners to overcome any potential impact on evaluation findings: disruptions within the government, insecurity in some areas, and logistical issues. Changes in staffing of high level of government were mitigated by persistent rescheduling of meetings facilitated by the CO and with support from the national consultant. Insecurity issues were addressed prior to fieldwork by ensuring the ET obtained security clearance from appropriate stakeholders with CO assistance and by limiting travel in insecure areas. The geographic spread of sampled communities, particularly those living in remote areas in Upper Egypt, posed time and logistics challenges. The CO provided support throughout the ET's visit to ensure the mission schedule was a success.

³⁹ Targeting of areas in Upper Egypt was based on vulnerability mapping & assessments taken into consideration during the Inception Phase.

⁴⁰ American Evaluation Association. 2004. Guiding Principles for Evaluators.

⁴¹ Annex 2 contains a full description of the sampling methodology and tools, mission schedule and limitations, and how the evaluation considered gender and ethical safeguards. Annex 3 contains an interview list.

1.2. Country Context

10. **Population overview.** With a population of 90 million (2015)⁴² and a rapid population growth rate,⁴³ Egypt is one of the largest countries in the region in terms of population.⁴⁴ Such growth may exacerbate poverty, inequality,⁴⁵ and social tensions,⁴⁶ particularly among youth, and add pressure to Egypt's food security.⁴⁷ Conflicts in neighbouring countries have sent people searching for stability and safety to Egypt, establishing refugee communities throughout the country.

11. **Government and economy.** In recent years, Egypt has seen a number of political changes: since 2011, Egypt has had four presidents and prime ministers have changed almost every year. Political and social instability have caused ripple effects in Egypt's economic wellbeing.⁴⁸ Over one-quarter (26.3 percent) of the population live below the national poverty line according to 2015 estimates,⁴⁹ where communities in rural areas are disproportionately impoverished compared to urban households: rural households face higher early child mortality rates,⁵⁰ higher rates of unemployment (women/youth), higher rates of illiteracy and poverty, and less access to improved water sources.⁵¹ Overall, these communities of primarily smallholder farmers, non-farm labourers and landless households face high vulnerability and structural inequalities.⁵²

12. **Physical and regional environment.** Egypt is divided into 27 governorates, which span across Upper Egypt—a rural region in the southern part of the country, Lower Egypt near the Nile Delta, and the Frontier Governorates of the borderlands. Egypt's natural resources play an important part of its social and political landscape where water is key to development. Exposure to climate change events, such as flooding and drought wreak havoc on infrastructure, agriculture, impact livelihoods, and contribute to food insecurity, poverty and social instability.^{53,54,55}

13. **Food security and nutrition.** Egypt imports half of the wheat necessary to feed its people⁵⁶ making it sensitive to international price fluctuations. On average, households spend 40 percent of their total earnings on food, making food-price inflation a significant shock to many households,⁵⁷ another key determinant of food insecurity. Food subsidies for items such as wheat (used for *baladi* bread), cooking oil, sugar, and rice, among others, have become an important government strategy to support food access. Yet, appropriate targeting is an issue,⁵⁸ and chronic malnutrition, as measured in terms of stunting or anaemia is experienced by 20-30 percent of all children and women, with higher levels for Upper Egypt. Access to improved water and sanitation are also critical to tackle children's poor nutrition.⁵⁹ Additionally, non-communicable diseases such as diabetes and hypertension are on the rise due in part to the convergence of food access, poverty and inequality.⁶⁰

⁴² Central Agency for Public Mobilization and Statistics (CAPMAS). 2015.

⁴³ World Bank. 2016. Population growth (annual %).

⁴⁴ World Food Programme (WFP). 2016. "What are the current issues in Egypt."

⁴⁵ Interview with Abu Bakr al-Jundi, director of CAMPAS, as cited in Hamed, E. 2014. "Egyptian official: Poverty main cause of overpopulation." Translated by Joelle El-Khoury. 10 September. Al-Monitor.

⁴⁶ Kingsley, C. 2014. "Egyptian population explosion worsens social unrest." The Guardian. 16 February.

⁴⁷ WFP Egypt. 2014. SPR 2014.

⁴⁸ Ibid.

⁴⁹ 2015. Human Development Report 2015, Egypt Central Agency for Public Mobilization and Statistics – CAPMAS.

⁵⁰ El-Zanaty and Associates and ICF International. 2015.

⁵¹ The International Fund for Agricultural Development (IFAD) - Rural Poverty Portal. N.d. Rural poverty in Egypt.

⁵² IFAD - Rural Poverty Portal. N.d.

⁵³ Angwin, R. 2015. Deadly flash floods hit Egypt's Alexandria. Al Jazeera News. 26 October.

⁵⁴ WFP Egypt. 2014. SPR 2014.

⁵⁵ Abouleish, H., Keitel, M., and Maximilian Boes, P. N.d. "Egypt, SEKEM, and Climate Change." World Resources Institute.

⁵⁶ WFP Egypt. 2014. SPR 2014.

⁵⁷ Household Income, Expenditure and Consumption Survey, 2011 as cited in WFP Egypt. 2014. SPR 2014.

⁵⁸ WFP Egypt. N.d. Country Programme 2002/38 Activity Summary – Component 1 Food Subsidy/Security.

⁵⁹ WFP. 2011. The Status of Food Security and Vulnerability in Egypt, 2009. December.

⁶⁰ World Health Organization (WHO). 2013. Egypt Country Cooperation Strategy at a Glance.

14. **Education and child protection.** Poor health and nutritional status force children to miss or drop out of school.⁶¹ Poor access to schools and various cultural norms present obstacles to girls' educational attainment. Some vulnerable children in Egypt may be at risk for exploitation and child labour with estimates that 1.6 million children are involved in hazardous work across the country (2013).⁶² Begging along with child trafficking for labour and for marriage are critical issues in Egypt.⁶³

15. **Gender and maternal health.** Despite recent improvements in national indicators on women's health, Egypt ranks 131 out of 151 countries on the gender inequality index (GII).⁶⁴ Despite the availability of medical facilities, women in Upper Egypt and in Frontier Governorates face more challenging odds, indicating regional and residential variations. Women in Upper Egypt have more children than women in urban areas, suggesting disparity in access to family planning. High fertility rates are also linked to early marriages. Although the legal age for marriage is 18 years,⁶⁵ 17 percent of girls between 20 to 24 years were married before they turned 18 (2008).⁶⁶

1.3. Operation Overview

16. The CP 200238 was approved June 2013 by the EB, with an implementation period from July 2013 to December 2017. The CP has four objectives, which outline the four components of the programme:

- Component 1: "Strengthening National Institutions that Support Food Security" Activities include: support the upgrade of the Food Security Monitoring System (FSMS) into an early-warning system for food security threats and policy analysis; assist Central Agency for Public Mobilization and Statistics (CAPMAS) in enhancing its long-term food-security analysis, supply and value chains analysis; and provide technical assistance in vulnerability analysis/mapping.
- Component 2: "School Feeding activities include: provide technical assistance to the national SF programme, distribute school snacks in community and public primary schools; distribute take-home rations; provide health and nutrition education; deworming; and livelihoods income-earning support for women.
- Component 3: "Build Resilience of Vulnerable Groups" Activities include: asset creation/maintenance to conserve groundwater and rainwater and increase access to education and health services; livelihoods training; climate change adaptation with the introduction of heat-tolerant crops and livestock, improved water and land use, and capacity building on weather forecasts and decision making.
- Component 4: "Support to Nutrition" Activities include: provide technical assistance to improve food fortification and quality monitoring; and develop complementary food options for infants age 2-23 months.

17. The resource requirement at design was US\$87.2 million for 792,000 beneficiaries (343,000 men/boys and 449,000 women/girls). Planned figures included a total of 769,000 beneficiaries for Component 2, 8,000 beneficiaries for Component 3, 15,000 beneficiaries for Component 4. The nature of Component 1 was such that no beneficiaries were included in the design as the component was created for capacity building and support to the Government of Egypt. There have been two budget revisions (BR): BR1 (September 2014) increased the budget to US\$159.6 million to support safety net provisions for poor rural and urban households, increasing the total beneficiary

⁶¹ Information and Decision Support Centre (IDSC). 2013. The Cost of Hunger in Egypt - Implications of Child Undernutrition on the Social and Economic Development of Egypt. The Social and Economic Impact of Child Undernutrition in Egypt. African Union Commission (AUC).

⁶² IDSC. 2013. The Cost of Hunger in Egypt.

⁶³ Department of Labor, United States. N.d. Egypt - Prevalence and Sectoral Distribution of Child Labour.

⁶⁴ UNDP. N.d. Gender Inequality Index (GII).

⁶⁵ El-Zanaty and Associates and ICF International. 2015.

⁶⁶ ChildInfo, Monitoring the Situation of Children and Women as cited in Roudi-Fahimi, F., and Ibrahim, S. N.d. Ending Child Marriage in the Arab Region. Population Reference Bureau (PRB). Accessed at: <http://www.prb.org/Publications/Reports/2013/child-marriage-mena.aspx>

figure to 892,000 beneficiaries and BR2 (June 2015) increased resources to US\$165.5 to support the SF programme, which increased coverage to include an additional 43,000 beneficiaries. The budget is currently funded at 77 percent against total requirements and 154 percent against mid-term requirements,⁶⁷ with the vast majority of support from the European Union (see the Operation Factsheet for CP overview).

2 Evaluation Findings

2.1. Appropriateness of the Operation

18. This section reviews the first evaluation question, “How appropriate is the operation?” and provides an analysis of the design of the CP in relation to the needs of the target communities, including the particular needs of women, girls, men, and boys including a discussion of gender considerations in the design of the CP in light of existing policies and strategies from other stakeholders. The ET also provides an assessment of component activities, of transfer modalities, and of targeting for the various activities in each component where relevant disaggregated by component. The section continues with discussion of the CP’s coherence with WFP policies and with the programmes of existing partners such including with the Government of Egypt.

Component 1:

19. Overall, the initial design of Component 1 has not changed and the objective and outcomes remain relevant to the current government policies to improve the capacity of national institutions to monitor food security in Egypt and to address the needs of the population. Due to the nature of this component, no specific beneficiaries are targeted since the purpose of the component is to build capacity at national-level institutions. WFP is working with key government institutions like CAPMAS, Information and Decision Support Centre (IDSC), Ministry of Supply and Internal Trade, and others, whose mandate is to monitor, collect, and analyse data and provide recommendations to different decision-makers at various levels on food security.

20. The objective, including the outcomes and activities, were the result of the past successful experiences as reported of WFP working in Egypt⁶⁸ and the region.⁶⁹ These experiences were documented in the Evaluation Report of Egypt Country Programme 104500 (2007-2011). Conclusions and recommendations were incorporated in the design of the Country Programme 200238. The design also responded to the needs and requests from the Government of Egypt for WFP to support national policies. Currently, the Government of Egypt is working to ensure food security for the poorest households by contributing to social safety nets to address their needs. As a net-food importer, WFP’s role in capacity-building under Component 1 is a priority in supporting stronger institutions capable of monitoring the food security situation in Egypt.

21. As part of Outcome 1.1, WFP is working with the Ministry of Supply and Internal Trade to revise the logistics chain for wheat in order to reduce post-harvest losses related to storage, transportation and handling. This is an appropriate and strategic activity to support food security at the national level and reduce external dependency, as the government estimates that around 30 percent of locally produced wheat is lost due to bad practices in transportation and storage.

22. At the same time, WFP is currently purchasing all commodities for the CP from local providers, which supports local production and market structures. During the fieldwork, the ET was able to check the quality of the commodities and verify the use of

⁶⁷ Calculation by TANGO: total contribution received (1 June 2016) against half of total requirements per BR2.

⁶⁸ This includes WFP Egypt’s work during the Country Programme 104500 (2007-2013).

⁶⁹ This includes regional work for WFP’s Regional Bureau for the Middle East, North Africa, Eastern Europe and Central Asia (ODC).

several local vendors. This information confirms secondary information reported in SPR 2015 indicating the efforts of WFP to increase local purchases.⁷⁰ Local purchases include rice, fortified vegetable oil, fortified wheat flour, and the date bar.

23. The ET finds that WFP is using an appropriate procurement and delivery strategy with long term Food Supply Agreements (FSA) for date bars and rice, which are appropriate for high volumes and continuous deliveries. At the same time, WFP executes contracts with staggered deliveries to ensure fresh production of food commodities, while minimising long storage time. Locally purchased food is procured under Delivered at Place (DAP), which are contractual delivery terms,⁷¹ to ensure commodities are in good condition up to the final delivery point such as to NGO warehouses or schools. The DAP terms aim to keep food losses low and to ensure that the right food and in good quality reaches the beneficiaries.

24. Outcome 1.2 supports the upgrade of the FSMS into an early-warning system for food security threats and policy analysis, and assists CAPMAS in enhancing its long-term food-security analysis and vulnerability analysis/mapping. The ET finds that, based on interviews with key stakeholders, WFP has extensive experience working on data and analysis systems in the region and a good working relationship with CAPMAS and IDSC. Building their capacity is highly relevant and appropriate to support food security in Egypt. WFP is providing technical assistance to identify and design indicators, data collection and analysis training, and networking with other similar organisations. These activities have been selected to produce the greatest results related to the government's capacity to monitor food security situation in the country.

Component 2:

25. Component 2, summarised as SF, comprises the largest component of the CP. Its original programme design (Outcomes 2.1) was comprised of several core activities: in-school feeding in pre-primary and primary schools as well as take-home rations (THR) for those children in community schools who meet an attendance threshold of 80 percent, and combating the worst forms of child labour project (CWCLP) targeting primary school-aged children engaged in dangerous work occupations. The CWCLP initiative was completed (and evaluated) in 2014,⁷² although a livelihoods support activity for mothers has been continued as part of the effort to reduce child labour.⁷³ The deworming and the health and nutrition messaging activities have been postponed until 2016 due to additional coordination required with the Ministry of Health and Population (MOHP).⁷⁴

26. The intervention set of Component 2 is directly, and appropriately, focused on a well-defined national need. Although officially a middle-income country (MIC), Egypt has an overall poverty rate of more than 25 percent;⁷⁵ and, half the nation's poor is concentrated in the rural Upper Egypt governorates. Egypt's children and youth are particularly affected by high poverty rates, since school-aged children often join the labour force to help out their households. An International Labour Organisation (ILO)/CAPMAS survey found that 2.7 million school-aged children (primary and secondary) work, including 1.6 million children involved in hazardous labour (2010).⁷⁶

⁷⁰ WFP Egypt. 2016. SPR 2015.

⁷¹ DAP terms refers to an agreement where the seller pays the costs of transportation of purchased goods.

⁷² Saad (2014), Combating worst forms of child labour by reinforcing policy response and promoting sustainable livelihoods and education opportunities. Independent evaluation.

⁷³ It should be noted that Outcome 2.2, "ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels" is largely discussed under Components 1 and 4 because of the common activity related to influencing national policy and programmes on food security, education and safety nets, see WFP Egypt. 2014. FFE Updated logframe.

⁷⁴ As reported in the WFP Egypt. 2016. SPR 2015, and confirmed in CO staff interviews.

⁷⁵ UNDP. 2015. Human Development Report 2015, Egypt Central Agency for Public Mobilization and Statistics – CAPMAS.

⁷⁶ Working Children in Egypt: Results of the 2010 National Child Labour Survey. ILO/CAPMAS.

The 2014 Egyptian Demographic Health Survey (DHS)⁷⁷ reports that seven percent of children ages 5-17 were engaged in labour—either paid labour or domestic chores above levels deemed appropriate for their age group; while six percent of the sample were engaged in hazardous labour. This child labour category increases to 10 percent in rural Upper Egypt and to 18 percent among the families in the lowest income quintile. While gender parity for primary school is high overall (0.96), it drops significantly in the Upper Egypt governorates, and primary-aged out-of-school children are more likely to be girls, further evidence of the need to target children through SF activities.

27. Based upon the food security and poverty data jointly collected by WFP and the Government of Egypt, the original design of Component 2 activities appropriately targeted 11 governorates of Upper Egypt thus assuring that the most vulnerable areas of the country were covered. The in-school SF activity for pre-school and primary community schools focused on providing to each student a locally produced fortified date bar (high energy biscuits—HEB) and a monthly ration of 10kgs of rice and one litre of oil if the child achieves an attendance rate of at least 80 percent. The intended outcomes of the HEB and take-home ration were to increase access to education, especially for girls, in vulnerable communities, under the assumption that the presence of food would serve to attract children to school who might not otherwise attend and to maximise their attendance. The HEB and THR are appropriate modalities in the sense that they are valued for their contribution to household food and nutritional security; but there is insufficient evidence from the outcome monitoring that the distribution of this food attracts students who would not otherwise be in school.

28. The budget revision, BR 2 (June 2015), expanded the HEB distribution into public primary schools in five additional governorates in Lower Egypt, but the pre-school SF activity was delivered fully into the hands of the Government of Egypt. The revised programme also introduced in two governorates a pilot e-voucher cash-based transfer (CBT) modality to replace the take-home ration. This modality is well-received by households because of its contribution to the domestic budget, but it is not clear from the available evidence if the activity affects enrolment or retention rates, as measured by the programme, nor that it results in a more diverse household diet.

29. The current CP partners with the Ministry of Manpower and Migration (MOMM), ILO, and the United Nations Children's Fund (UNICEF) to reduce child labour in vulnerable regions. This is a follow-up initiative to a project funded by the United States Department of Labour that was completed in 2014. It originally targeted 16,000 out-of-school children under 14 who would be attracted back to school through the provisioning of a THR for the household and a HEB bar in school. School-aged children over 14 were to receive training to prepare them for more formal and acceptable employment. However, the mid-project revision (BR2) does not mention this initiative but focuses on a complementary livelihoods activity meant to increase the revenue-earning capacity of women whose children are considered at risk to child labour. Under BR2, 80,000 beneficiaries are targeted.

30. School feeding has been part of Egypt's food security policy portfolio since the 1940s, and now as part of the Ministry of Social Solidarity (MOSS), it is an integral component of a broader safety net programme. Egypt is committed to universal SF, and WFP is an effective partner in addressing this priority at national and local levels. Thus, the SF activity of Component 2 meets an important food security and educational need, especially for girls, and is consistent with national and WFP objectives, as well as with the current Sustainable Development Goals (SDGs).

⁷⁷ El-Zanaty and Associates and ICF International. 2015.

31. The WFP Egypt Country Strategy (2012-2016) asserts the alignment of the WFP SF goals with those of the government and defines the WFP role as one of gap-filling, both in terms of targeting excluded populations (e.g. girls) and supporting community schools. The SF and livelihoods activities have also targeted the most vulnerable governorates in the country (mostly in Upper Egypt) as defined by WFP and Government of Egypt classifications. In the poorest governorates, blanket SF of the community schools is carried out. Based on visits to over two dozen schools, The ET confirmed that the community schools, thus the SF beneficiaries, are indeed highly vulnerable and appropriately targeted.

32. **Livelihood for education:** Under the current EU funding, WFP initiated a livelihood for education activity that targets vulnerable mothers of school-aged children and provides training in income-generating activities (IGA) and will soon begin to provide micro-loans to the mothers. Overall, this activity will train 50,000 women and provide micro-credit to 10,000. The implementation includes a capacity building phase with trainings for MOSS staff, the GOE partner in this program, and for NGO cooperating partners. The NGO staff conducts assessments of mothers to determine eligibility for capacity building in entrepreneurial and management skills. This assessment has been carried out in eight governorates and the trainings have been initiated in seven governorates. The purpose of this programme is to provide income earning opportunities for mothers, thus releasing the pressure to divert children from school to child labour activities. In so-doing, this programme effectively targets the most vulnerable and addresses an important need among the most vulnerable households. This programme is currently managed in WFP under the climate change unit.

33. Component 2 activities thus meet the criteria for appropriateness as defined by alignment with national and donor priorities, needs addressed, effectiveness of the intervention, and the accurate targeting of the most vulnerable of the population.

Component 3:

34. In this section, the ET will summarise the appropriateness of the current and past food for assistance (FFA) activities under Component 3 but will ultimately focus on the Climate Change Project titled “Building Resilient Food Security Systems to Benefit the Southern Egypt Region project.” Due to security reasons, the ET was unable to reach sites in the Matrouh governorate while FFA activities implemented in Upper Egypt had ended by the time the evaluation began (see Annex 2 for methodology).

35. **FFA.** Component 3 was appropriately planned to contribute to the SO 2, “prevent acute hunger and invest in disaster preparedness and mitigation measures,” as part of WFP’s Strategic Plan (2008-2013) and was later realigned with SO3, “reduce risk and enable people, communities and countries to meet their own food and nutrition needs” as part of WFP Strategic Plan (2014-2017). This component began within the framework of the previous CP 104500 in partnership with Ministry of Agriculture and Land Reclamation (MALR) and was implemented through the FFA in five governorates targeting poor villages in Upper Egypt and remote Bedouin communities in frontier governorates.⁷⁸ In this phase, the project mainly adopted the modality of in-kind food distribution. Beneficiaries in the selected vulnerable communities received monthly family rations of fortified wheat flour and fortified vegetable oil. Other complementary activities were implemented, most importantly constructing and maintaining wells and reservoirs to conserve groundwater and rainwater and supporting a more efficient use of

⁷⁸ Please note, FFA activities under CP 104500 were implemented in Aswan, Assuit, Sohag and the Red Sea governorates. As CP 200238 embarked on building climate resilience in southern Egypt, it was decided that the Climate Change Project would replace the FFA modality of implementation in Aswan, Assuit and Sohag- thus the FFA activities in these governorates were phased out in late 2012. FFA activities, on the other hand were to continue in frontier governorates under CP 200238; source: WFP Egypt. 2016. Personal communication with M&E Unit.

water for food production. The FFA project as described phased out in 2012. The component statement was expounded in the CP 200238, “build resilience of vulnerable groups through food for assets activities and provision of technical assistance to mitigate the effect of climate change.” The second phase of the FFA project is being implemented in Matrouh governorate, while the Climate Change Project (which falls under the third component) substituted FFA in Upper Egypt. This is based on the lessons learned from the first FFA phase which proved to be initially of interest to government institutions in responding to national strategies and beneficiaries’ needs in remote communities and new reclaimed land. After interviewing government officials and NGO workers, the ET concludes that the distribution of food rations is not the appropriate intervention to support rural communities and increase their resilience to climate change.

36. The FFA Project in Matrouh governorate is also relevant as it contributes to the execution of the WFP mandate of “reducing under-nutrition and breaking the cycle of hunger”. The overall objective of the project is “building resilience and enhancing the food security situation of the Bedouin communities through better income, basic services and nutrition behavioural change.” The immediate objectives of the project are: 1) making available education services to children, 2) making available health services to household members, particularly women, 3) improving dietary patterns through improved access to nutritious foods and raising health and nutrition awareness, 4) establishing financing schemes to enable women to generate their own income from animal raising, handicrafts, service delivery, and other microenterprises, 5) upgrading housing and making available reliable sources of energy, 6) making available agricultural and particularly veterinary extension services on a regular basis and 7) improving access to water throughout periods of unpredictable rain patterns and improved awareness on low-cost water treatment and handling techniques.

37. The intervention set is significantly more effective and sustainable compared to the first phase of the FFA project, since it focuses more on capacity building and livelihood creating activities. The geographical targeting is a determining factor for the appropriateness of the project, since the remoteness of Bedouin locations in Matrouh is a main reason for the pressing needs that the project addresses. This remoteness affects the cost of accessing food and water, due to the high transportation costs. Frequent seasonal shortage of food due to drought and sandstorms worsens the state of food security. Households spend more than 50 percent of their overall monthly expenditures on food. Malnutrition largely affects the population of the selected area, particularly women and children. Moreover, health facilities and schools on average are between 10 and 20 km away from the villages. Overall, the FFA project is appropriate in terms of its design, the transfer modality and the selection of target groups and area. The project responds to pressing needs among the targeted population.

38. **Climate change project.** This project has two main objectives. The first “improving the adaptive capacity of the Southern region of the country in the face of anticipated climate-induced reduction in food production,” addresses more than one problem facing the country including food insecurity, especially in light of the rapidly growing population and the dependence on food imports (including wheat, Egypt’s main pillar of the nutritional system).⁷⁹

39. Under such conditions and taking into consideration the serious economic challenges the country faces, the sustained availability of food is threatened. Food security is also threatened by limited water resources, which are continuously declining (current per capita water resources are about 630m³).⁸⁰ According to Egypt’s Second

⁷⁹ WFP Egypt, 2015, Building Resilient Food Security Systems to Benefit the Southern Egypt Region project. MTE, September. Submitted by Magda Ghonem.

⁸⁰ The Egyptian Center for Public Opinion Research-Basira, 2015.

National Communication, Egypt is one of the world's most vulnerable countries to the potential impacts of climate change. Temperature increases and high evapotranspiration are negatively affecting food production and food security in various ways. Multiple studies indicate the current and expected negative impact of climate change on agricultural productivity and animal production.⁸¹ The evaluation fieldwork strongly confirmed the theoretical assumption on the relevance of the programme at the national level down to local beneficiaries' needs. There is almost total consensus among participants of individual interviews, FGDs and other group stakeholder meetings that this objective responds to an important and high-priority problem area.

40. The second objective, "build institutional capacity at all levels to enable sustainability and replication," also addresses a pressing need at central, governorate and community levels.⁸² At the central level there is a need for integrating climate change in agricultural policies and interventions. Governmental agricultural service providers (mainly the extension and veterinary services) are extremely weak in terms of both human capacities and equipment; since 1982, almost no new staff have been hired and the two sectors lack essential equipment, including means of transportation. Very few governmental personnel are familiar with information technology, particularly at governorate and district levels. For many reasons, the role of agricultural cooperatives shrank to a barely-effective standard. There is no information system providing farmers with information about weather, agricultural procedures, animal diseases, market prices or any other information relevant to their economic activities. In all, Component 3 objectives are a relevant and appropriate response to the needs of the target beneficiaries at all levels.

41. The geographic targeting of Component 3 activities in Upper Egypt, considered the southern part of the country, is appropriate and based on real and actual priorities. Southern Egypt is composed of five governorates: Assiut, Sohag, Qena, Luxor and Aswan, with a population of approximately nine million, of which almost eight million live in rural areas.⁸³ The high poverty rate, which affects nearly half of the population, is particularly acute in rural Upper Egypt and urban Upper Egypt. Upper Egypt, in particular, faces some of the worst climatic shocks; heat and frost waves are generally more frequent, intense, and unpredictable in southern Egypt. Resulting crop failures have been on the rise in the region. Although no official data are published to quantify crop losses from erratic weather, crop failures of fruits and vegetables and the resultant effect on prices are widely reported in the media, as well as confirmed by farmers and key persons in MALR and the Agricultural Research Centre (ARC). The region is expected to continue to suffer from the highest temperatures. Upper Egypt is generally more vulnerable than the other regions of the country. This is both a reason for chronic poverty as well as a result, since it prevents farmers from investing in increasing their productivity. Within Upper Egypt, the southern zone with its five governorates represents the area most affected by climate change in Egypt.^{84,85} Based on the above, the selection of the project governorates is justified and appropriate.

42. Further, the selection of districts was based on the WFP vulnerability index, which integrates basic development indicators. The selection of the villages depended on poverty data based on a UNDP definition of multi-dimensional poverty, and where available this dataset is widely objective and practical. As such, this evidence provides an

⁸¹ Dr. Seyed Khalifa, Head of the Agricultural Extension Sector, MALR, confirmed by informants from the Agricultural Research Centers.

⁸² Adaptation Fund (AF). 2013. Project Proposal. Building Resilient Food Security Systems to Benefit the Southern Egypt Region.

⁸³ CAPMAS Population data.

⁸⁴ Egyptian Environmental Affairs Agency (EEAA), Government of Egypt. 2010. Egypt Second National Communication (ESNC) Under the United Nations Framework Convention on Climate Change (UNFCCC). May.

⁸⁵ Upper Egypt consists of seven governorates and the Southern Zone described through the Climate Change Project includes Assiut, Sohag, Qena, Luxor, and Aswan, see AF. 2013. Project Proposal.

acceptable justification for the selection process since the WFP Component 3 targets the most vulnerable groups by targeting the poorest villages. However, the ET notes that most of the informants interviewed for this project believe that the selected villages are not necessarily poorer than many other villages in Upper Egypt.

43. In terms of the intervention sets, the project design is the result of a wide-scope baseline study including a detailed situation analysis for each of the project villages and encompassing all relevant factors. In the project planning phase,⁸⁶ a strict participatory approach was applied. Based on its objectives, there are two complementary project sub-components: a) adaptation to climate change through technology transfer and b) capacity building for climate knowledge and adaptation replication.

44. In the framework of the first project sub-component, the activities were designed to achieve five outputs: i) community level mobilisation, ii) establishment of a climate change and adaptation online application, iii) introduction and use of water-saving irrigation and other adaptation techniques, iv) building resilience in agricultural production, and v) building resilience through livestock and poultry production.

45. Although community mobilisation and capacity building constitute an independent output since they represent a community asset, they are at the same time a basis and a tool for achieving the other outputs in an effective and sustainable manner. The project worked in full partnership with local NGOs as cooperating partners. The NGOs were in need of institutional and human capacity building to be able to carry out the new tasks since, prior to the project, they used to act as charity organisations providing social and religious services.⁸⁷ This intervention is relevant and appropriate; however, it failed to involve other important local organisations, namely the agriculture cooperatives. Selecting local NGOs as partners is well-justified for many practical reasons, nevertheless the ET finds that more involvement and capacity building of cooperatives would have been reasonable and appropriate.

46. The establishment of a climate change and adaptation online application (Output 1.2) is highly relevant to achieve the project objectives as well as a response to a real need. The online application is available for agricultural authorities at governorate, district and village levels. The local NGOs are trained and equipped to access and disseminate the information. The system significantly contributes to closing the information gap and has the potential to expand its content, functions and coverage.

47. The introduction and use of water-saving adaptation techniques (Output 1.3) responds to a national⁸⁸ and local problem area. The traditional irrigation canals, *Mesqas* (tertiary canal), are in very poor physical condition and waste water and land, thus contributing to water scarcity, particularly at the end of the irrigations canals. This leads to repeated conflicts among water users due to the complete lack of farmer organisations. Other factors that further waste water include flooding irrigation, uneven fields, crops that demand a high quantity of water, as well as inefficient agricultural water practices. The project addressed those problems through a comprehensive package that establishes Water Users Associations (WUA), improves the irrigations canals, introduces crop varieties that demand less water, and provides laser leveling of fields.⁸⁹ All of those interventions are appropriate means to save water and increase the efficiency of the irrigation system; they are also very promising in terms of sustainability since they depend on local organisations. Regarding WFP's role, the project provided full financial support as well as technical support, while the NGOs and the WUAs

⁸⁶ AF. 2013. Project Proposal; Base Line Study.

⁸⁷ AF. 2013. Project Proposal.

⁸⁸ The national aspect is addressed under coherence.

⁸⁹ AF. 2013. Project Proposal; Primary information gathered during the field work.

supervised and partly contributed to the work. Since the applied water saving techniques, particularly the costliest among them (i.e. the improvement of irrigation canals), are highly desired by farmers themselves, the ET finds that the project design could have planned for a financial contribution of the beneficiaries or at least made the project support conditional.⁹⁰

48. Building resilience in agricultural production is the most important output (Output 1.4) in terms of the number of beneficiaries, budget and expected outcomes. Inappropriate agricultural practices, poor soil quality, lack of extension services and land fragmentation are the main reasons for the low productivity of many crops in Egypt and particularly in the southern zone.⁹¹ Climate change has exacerbated the problem and is expected to continue to have a negative impact on productivity.⁹² These factors, together with the permanent increase of input prices, significantly contribute to poverty in rural Upper Egypt. The most important factors that prevent farmers from applying any climate change adaptation practices are lack of knowledge and uncertainty about the impact of such practices.⁹³ The package of interventions includes land consolidation, laser leveling, providing machineries, inputs and technical support, as well as introducing new varieties and agricultural practices. In addition, the project pilots the production of silage from agricultural byproducts. Through various dissemination activities, the project targets a wide scope of indirect beneficiaries. The project design took into consideration the fact that small farmers hardly adopt new practices until they are convinced and certain of their results. Therefore, the project design depends on targeting farmers in the first year for awareness raising, providing models and a relatively high financial contribution to the production costs. In the following years, the financial contribution could be gradually reduced, since the success of the pilot model as well as the adaptation by indirect beneficiaries are supposed to motivate the up-scaling.

49. In sum, targeting small farmers with a package of solutions for increasing their productivity and their adaptation capacity and consequently increasing and stabilising their income directly responds to a pressing need and a priority problem. The package itself is appropriate to the local conditions and to the target output and outcome; however, the dissemination activities are not in proportion to the targeted up-scaling.

50. The rationale behind the output v on “building resilience through livestock and poultry production” is based on an income diversification approach. The activities under this output are appropriately targeting very poor population groups who are not likely to benefit from the agricultural activities, for instance, women and the landless. The main activity of this sub-project sub-component is providing beneficiaries with goats of a better and more heat-tolerant breed than the local ones, implemented by NGO partners. Other planned activities are beekeeping and poultry production. A complementary activity is the institutional and human capacity building of the governmental veterinary centres responsible for the project villages. The provision of goats activity represents an innovative model: one year after receiving the goats the beneficiary is supposed to pay back in-kind the number of animals he/she received in the same physiological status (age and pregnancy). This allows revolving the fund and reaching more beneficiaries in a sustainable way. The beneficiary pays only five percent of the goats’ price to cover the administrative costs of the NGO, which is implementing the process and covering the animal health insurance fees. The ET concludes that the intervention is appropriate and innovative, yet does not sufficiently reach the main target group, namely, women.

⁹⁰ AF, 2013, Project Proposal.

⁹¹ Agricultural Productivity Growth, Employment And Poverty In Egypt, Egyptian Center for Economic Studies, 2010

⁹² See coherence.

⁹³ AF, 2013, Project Proposal: Base Line Study.

51. Complementing the abovementioned capacity building activities targeting local communities and organisations, the second project sub-component “capacity building for climate knowledge and adaptation replication,” mainly targets national and regional institutions. The outputs of this project sub-component are training government technical staff, integrating climate adaptation solutions into universities’ academic curriculum, sharing project results and lessons learned and mainstreaming new approaches in the national planning and documentation of lessons learned and best practices. This project sub-component addresses the framework in which the activities of the first project sub-component are implemented. Most of the project activities cannot be carried out without close cooperation with direct contribution from or approval of the targeted stakeholder institution. Yet, the ET finds that climate change is hardly considered in the concepts, the work and the plans of those institutions and some of them are underequipped and lack essential skills. Two types of interventions are carried out in this regard; institutional and human capacity building to enable partner institutions to carry out their expected roles in general and climate change specific activities. In all, both types are appropriate to the needs of the beneficiaries and the requirements to achieve the targets.

Component 4

52. In this section, a brief discussion on the appropriateness of the nutrition component (NC) is provided. Due to changes of staffing and resources within the Government of Egypt, the component is currently delayed.⁹⁴ The NC was designed in consultation with government officials and United Nations agencies based on the 2014 DHS⁹⁵ and other baseline surveys on nutrition.⁹⁶ At the time of the MTE all component activities were delayed, yet, the component design remains highly relevant to the nutritional needs of vulnerable people, particularly women and children.

53. Outcome 4.1, involving the fortification and monitoring of food, is an appropriate and strategic activity that worked in the previous CP (CP 104500) and is accepted by the population, and which supports government policies. Findings from the Evaluation Report of Egypt CP 104500 (2007-2011)⁹⁷ and interviews with senior staff from the National Nutritional Institute indicate the key role WFP played to implement the fortification of wheat flour in 25 of the 29 governorates. Once this activity becomes active under this CP, it will have a national reach targeting the largest number of people who are most in need. As fortified wheat would be used to prepare the bread that is part of the social transfer from the government, the *baladi* bread, it has the potential to reach those who need it most, mainly women and children at the household level, which is coherent with WFP’s policy on gender, a policy which focuses on women as key figures in the fight against food insecurity.

54. Outcome 4.2, improving nutrition of women, girls, and boys, includes activities to address chronic malnutrition in the first 1,000 days of life of an infant and develop complementary food options for infants age 6-23 months. Beneficiaries and target locations are defined in the CP based on the Vulnerability Assessment Maps (VAMs), which include nutritional surveys and food security variables. This is an appropriate method to determine target areas and beneficiaries. This is also a highly relevant and appropriate activity, where WFP has ample experience and capacity at the regional level, suggesting that the design of this component will ensure its appropriateness once implementation begins.

⁹⁴ Please see Section 2.2. – Results of the Operation for additional information.

⁹⁵ El-Zanaty and Associates and ICF International. 2015.

⁹⁶ WFP Egypt. 2013. Country Programme Egypt 200238 (2013-2017). WFP/EB.A/2013/8/1. Executive Board Document, Rome, Project Document. 13 May.

⁹⁷ WFP. 2010. Evaluation Report of Egypt Country Programme 104500 (2007-2011) “Enabling Livelihoods, Nutrition and Food Security.” OE/2010/006. Prepared by Richard H. Adams, Jr., Arine Valstar, Peter Wiles. February.

55. **Gender in programme design:**⁹⁸ The CP based its gender considerations on the MDG Objective 3⁹⁹ focusing on the fact that gender disparities affect access to education. The CO also recognised that women are more vulnerable to natural disasters than men because of socially constructed gender roles and behaviors that affect their access to resources.¹⁰⁰ Based on these insights, the programme has been attempting to address gender equality in its activities. The updated CP logframe clearly highlighted gender issues; starting with the performance indicator of the UNDAF outcomes: “reduced gender and other disparities in relation to increased access and completion of quality basic education.”¹⁰¹ In addition, the logframe included a separate programme outcome addressing gender as a cross-cutting issue, “gender equality and empowerment improved.”¹⁰² Throughout the logframe, gender aspects were considered in various objectives and indicators. A considerable part of the quantitative targets and performance indicators were disaggregated by gender. WFP widely succeeded in realising the first assumption of the CP logframe regarding its gender outcome, “women are included in the design of the project and are targeted as direct food beneficiaries.”¹⁰³ However the second assumption, “traditional gender dynamics can be overcome in rural areas to allow women to benefit from livelihood activities and grant schemes,”¹⁰⁴ was realised to varying degrees across locations and components, discussed in Section 2.3.

56. In light of the WFP Gender Policy 2015-2020, the CO nominated a focal point in charge of gender issues as a significant step towards improved gender mainstreaming. The RB has also developed a Regional Gender Strategy and requested the affiliated COs to develop related National Implementation Strategies. The Egypt CO developed the Gender Mainstreaming Action Plan WFP Egypt Country Office 2015-2017 to be complemented by a Concept Note-Preliminary Gender Map of Egypt Country Office. Both documents represent a framework for Gender Equality and Empowerment of Women (GEEW) at national level. Nominating a focal point in charge of gender issues constituted another step towards improved women mainstreaming. In order to support projects in examining their performance from a gender perspective, a new tool has been developed: the Checklist for Gender Self-Assessment.¹⁰⁵ This tool should reflect the degree and logical flow of gender considerations in a project’s design, implementation and results. In addition, M&E field surveys were reviewed to allow for sex and age disaggregated data and analysis.¹⁰⁶ The framework and the checklist are comprehensive and cover all important general (as opposed to project-specific) gender aspects.

Internal coherence with WFP corporate strategy and with policy

57. When originally designed, CP 200238 was aligned with strategic objectives (SOs) 2, 4, and 5 of the 2008-2013 Strategic Plan. When WFP introduced the current Strategic Results Framework (SRF, 2014-2017), the CP objectives were realigned with SOs 3 and 4.¹⁰⁷ The CP also included crosscutting results on GEEW, protection and accountability to affected populations (AAP), and developing and maintaining partnerships.

58. Component 1 and Component 3 directly support SO 3: “reduce risk and enable people, communities and countries to meet their own food and nutrition needs,” through Outcomes 1.1 and 1.2 and Outcome 3.1, respectively. Component 2 supports SO

⁹⁸ All information and statements based on the CP, the CP-logframe and SPR are triangulated through other secondary data & fieldwork

⁹⁹ MDG 3: Promote gender equality and empower women.

¹⁰⁰ WFP. Nd. Country Programme 200238 - Agenda item 8, Country Programme Egypt 200238 (2013–2017).

¹⁰¹ As cited in WFP. 2015. Terms of Reference: Operations Evaluation – Egypt Country Programme 200238 (2013–2017) Leveraging National Capacity Through Partnerships for Food and Nutrition security. 20 September 2015. Final.

¹⁰² As cited in WFP. 2015. Terms of Reference. Final.

¹⁰³ WFP Egypt. 2014. Updated Logframe 2014 - Country Programme Egypt 200238 (2013–2017). Page 1.

¹⁰⁴ Ibid. Page 1.

¹⁰⁵ WFP. 2014. WFP Guidance for the Gender Marker.

¹⁰⁶ Per WFP Egypt 2016. Personal communication with SF Unit.

¹⁰⁷ WFP Egypt. 2013. Project Document.

4: “reduce undernutrition and break the intergenerational cycle of hunger,” through supports that contribute to food security and education of children through SF activities. This component follows guidelines from WFP’s SF Policy,¹⁰⁸ working with the Ministry of Education (MOE) and MOSS to ensure the adoption of national SF policies that to improve children’s educational opportunities, health, nutrition, and wellbeing.

59. Component 4 has been designed to contribute to SO 4 through Outcomes 4.1 and 4.2. The component was designed to comply with the WFP Nutrition Policy¹⁰⁹ to tackle under-nutrition through strategic partnerships with key actors and by ensuring access to nutritious food and adequate utilisation of food.

60. Outcome 1.2 and Outcome 2.2, Components 1 and Component 2 respectively, are coherent with the WFP Safety Net Policy¹¹⁰ where WFP is providing technical support and strategic networking to the MOE, Ministry of Social Solidarity, CAPMAS and IDSC to collect, analyse and disseminate data that focus on food security and capacity building for social protection.

61. All four components are coherent with the WFP Policy on Capacity Development,¹¹¹ aiming to enhance capacity development and improving implementation through a multi-level and multi-year approach. WFP focuses on national partnerships, learning and incorporating lessons learned to the CP. The CP is working to develop an M&E system that is effective and includes adequate reporting. At the same time, all components are incorporating gender as part of the WFP policy to include equity and empowerment of women and girls.¹¹²

62. A lack of integration of programme activities was observed and the ET advises that there is a great opportunity to bring synergies within the CP itself. Depending on the geographic area and local conditions, some climate change activities can be integrated to support each other: e.g., activities on the improvement of water systems can be linked with activities revolving around the improvement of land utilisation and heat resistant crop varieties. At the same time, some of these activities could be linked to families participating in the SF programme. Promoting synergies could enhance impact.

External coherence with government policies

63. WFP has positioned itself to align with policies enacted by the Government of Egypt and has demonstrated continued efforts to position itself to be most effective to make the biggest difference through such alignment. The WFP Egypt Country Strategy 2012-2016¹¹³ pledges to support the Government of Egypt to strengthen national food security, particularly for the most vulnerable communities, in order to reach sustainable development. This includes contributing to effective and efficient guidance for food-assistance interventions to support the government to achieve MDGs 1-4 and 7. Through Components 1 and 4, the CP aims to support these MDGs through developing Egypt’s capacity to provide safety net systems, influencing policy to improve best practices on food-based safety net activities, and improving the nutrition of Egyptians (with an emphasis on women of child-bearing age and children U5).

64. Through Component 2, the CP directly supports the Government of Egypt on two aspects: first, capacity development and augmentation through technical support on the development of a National SF Strategy and enhancing programme implementation.

¹⁰⁸ WFP. 2013. School Feeding Policy – Promoting innovation to achieve national ownership. Revised.

¹⁰⁹ WFP. 2012. Nutrition Policy. WFP/EB.1/2012/5-A. Executive Board document, Rome. 17 January.

¹¹⁰ WFP. 2012. WFP’s Safety Net Policy – The Role of Food Assistance. June.

¹¹¹ WFP. 2009. WFP Policy on Capacity Development. WFP/EB.2/2009/4-B. Executive Board document, Rome. 5 October.

¹¹² WFP 2009. WFP Gender Policy – Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges. WFP/EB.1/2009/5-A/Rev.1. Executive Board document, Rome. 10 February.

¹¹³ WFP Egypt. 2010. Country Strategy Egypt 2012 to 2016. Final. 14 September.

Second, complementing the actual implementation of the National SF Programme through food distribution in targeted governorates, capacity building and teachers' training, as well as rehabilitation of community schools. Recently, SF in Egypt became one element of national safety nets under the leadership of the MOSS. WFP's SF work thus aligns with the Government of Egypt's broader social protection schemes as part of its overall goal to achieve universal SF in line with the sustainable development goals and Egypt Vision 2030, demonstrating external coherence between WFP and the policies of national priorities under Component 2. Hence, while the CP originally provided direct technical support to the MOE and coordination to governorates and partners through the implementation of the SF programme, WFP currently partners with MOSS for this activity.

65. In general, Component 3 is highly coherent with national policies and strategies. The component's overall objective is almost identical to the objectives of the Government of Egypt's National Strategy for Adaptation to Climate Change and Disaster Risk Reduction,¹¹⁴ a strategy developed by the IDSC. This strategy aims to increase Egypt's flexibility to deal with climate change disasters as they affect various sectors as well as to improve their capacity to absorb and reduce risks caused by shocks and stresses. Component 3 directly supports this strategy by providing evidence on the use of technology for climate smart agriculture practices and building the capacity of key partners. The component is also in alignment with the objectives of the Agricultural Sustainable Development Strategy 2030 by promoting the sustainable use of natural agricultural resources, increasing the productivity of land and water, heightening food security, improving the livelihood of rural inhabitants, and reducing poverty rates in rural areas.¹¹⁵ In addition, the component's attention to on-farm water conservation solutions through small-scale, low-cost technology aligns with the specific national objective regarding water resources as included in the National Strategic Development Strategy (SDS) Vision 2030,¹¹⁶ which targets increasing water productivity by five percent per year. Depending on NGOs in the implementation supports the achievement of the national objective to increase the services provided by NGOs by 10 percent annually.¹¹⁷ Finally, selecting Upper Egypt as the project area responds to the government's National Poverty Alleviation Strategy, which denoted Upper Egypt as the poorest region and is therefore considered a region of strategic priority.¹¹⁸

External coherence with cooperating partners

66. At the time of the MTE, WFP had finalised the selection process to choose local NGO and INGO cooperating partners. Unfortunately, due to the changes in government policies, this process took longer than expected and it is one of the reasons for the delay in activities in the programme, including delays in activities under Components 2 and 4. The ET notes that the new partners have great experience and capacity, yet, there is untapped potential in how these partners are working to support WFP in most areas such as in gender, training in health and nutrition, and to a certain extent in livelihoods training. Coherence with United Nations agencies (ILO, FAO, UNICEF, UN-WOMEN) appears to be weak, with WFP primarily using the training materials of these agencies as tools but not much beyond that.

67. While CP 200238 and the Egypt UNDAF (2013-2017), to which it aligns, were developed at a time when Egypt was undergoing political transition, there is marked optimism from humanitarian and development actors as Egypt just launched its sustainable

¹¹⁴ IDSC and UNDP. 2011. Egypt's National Strategy for Adaptation to Climate Change and Disaster Risk Reduction. [English.] December.

¹¹⁵ Ministry of Agriculture and Land Reclamation (MALR), Government of Egypt. N.d. Agricultural Sustainable Development Strategy 2030, 2013.

¹¹⁶ Egypt Economic Development Conference (EEDC), Government of Egypt. 2015. Egypt's Vision 2030 and Medium Term Investment Framework – 2014/2015 – 2018/2019. Egypt's Sustainable Development Strategy. Sharm El-Sheikh. 13-15 March.

¹¹⁷ EEDC, Government of Egypt. 2015. Egypt's Vision 2030 and Medium Term Investment Framework.

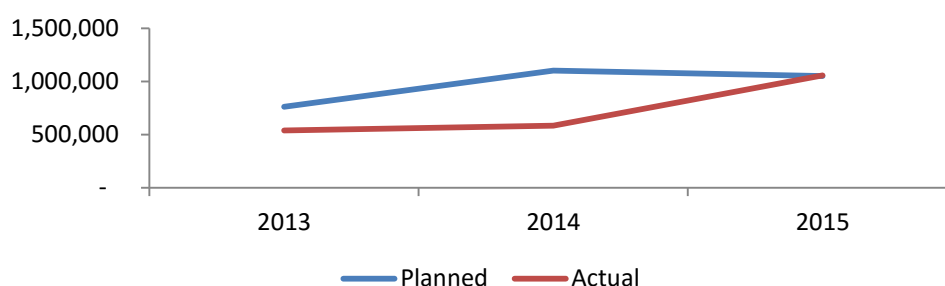
¹¹⁸ Devarajan, Shantayanan [editor]; Gersovitz, Mark; Hammer, Jeffrey S.; Rama, Martin; Martin, Will; Khan, Mohsin S.; Shamma, Sunil; Hoeberle, Stefan. 2004. Egypt - A poverty reduction strategy for Egypt. Washington DC: World Bank Group.

development strategy (SDS vision 2030)¹¹⁹ and a medium term investment framework (2015-2019). Within this strategy Government social safety nets remain prominent and WFP has an opportunity to provide technical advice and support. The CP contributes to UNDAF Priorities 2 and 3 and the following outcomes: (i) Poverty alleviation through pro-poor growth and equity; (ii) Quality basic services; (iv) Food security and nutrition; and (v) Environmental and natural resource management.¹²⁰

2.2. Results of the Operation

68. In this section, the ET responds to the second evaluation question, “What are the results of the operation?” This section presents the general findings of the evaluation while focusing on the individual activities of each component and how they contributed to overall progress at the time of the MTE. An assessment of the level of attainment of the planned outputs and outcomes is made while taking into consideration the ways in which different groups, including women, girls, men, and boys, benefitted from the various activities. The section concludes with a discussion on how the CP’s results to-date are contributing to WFP’s overarching goals, including through unintended outcomes. Progress on cross-cutting indicators (gender, partnerships, and AAP) is woven throughout Section 2 under relevant components. A selection of visual aids is provided to complement the narrative (see Annex 4 for additional figures and graphs of programme outputs).

Figure 1 - Planned and actual beneficiaries for CP 200238¹²¹



Source: WFP Egypt. SPR 2013, SPR 2014, and SPR 2015

Component 1

69. Activities appear on track and support WFP’s SOs and WFP’s overarching role in Egypt. A descriptive summary of the progress of the activities of the component and the component’s main challenges and achievements is presented in this section. Overall, the CP has made significant progress towards this objective: to enable national institutions to better monitor and respond to food security risks through the support of nutrition modules in various surveys, and to gather the evidence and attain the analysis capacity necessary to guide food security policy; and despite delays in supporting improvements to the wheat supply chain, WFP is positioned to move forward with supporting the government in reforms of food-based safety nets.

70. As part of Outcome 1.1, WFP has been discussing how to support the Ministry of Supply and Internal Trade to improve the supply chain of wheat. This area strengthens Egypt’s food security by improving efficiency and effectiveness of local agricultural production and reducing dependency on international markets and the need of foreign currency. Although there have been some delays in the full implementation of the supply

¹¹⁹ EEDC, Government of Egypt 2015, Egypt’s Vision 2030 and Medium Term Investment Framework.

¹²⁰ WFP Egypt 2013, Country Programme Egypt 200238 (2013-2017). WFP/EBA/2013/8/1, Executive Board Document, Rome, Project Document, 13 May.

¹²¹ Please note, the beneficiary figures include data for Components 2 and 3; the nature of Component 1 was such that no beneficiaries were targeted per se while Component 4 had no beneficiaries due to various delays (see Operational Factsheet – Key Observations for Outputs).

chain analysis of local wheat, WFP is positioning its programme to provide the necessary technical assistance. Changes in the staffing of government officials and mandates have delayed coordination work, but this area is a priority of the current officials and is progressing.

71. In 2015, the CP purchased all food requirements locally, contracting over 19,273mt of date bars, rice, fortified vegetable oil and fortified wheat flour (valued at more than US\$15.87 million)¹²² (see Table 27 in Annex 4) This meets the target for 100 percent of food distributed by WFP in-country to be food purchased from regional, national and local suppliers (per 3.2.1 and Output H of updated logframe, February 2014). To optimise resources and reduce seasonal price changes, an FSA was signed with different providers to guarantee supplies and prices. An FSA was signed to secure a seven-month supply (5,300 MT total) of date bars to satisfy the increased demand. Another FSA was signed to secure rice for eleven months. These amounts appear to the ET to be on track with the estimated requirements to deliver during the life of the CP.

72. Under Outcome 1.2, the CP has contributed towards the strengthening of national systems for monitoring trends in food security and nutrition (per Output F of updated logframe, February 2014). WFP conducted a baseline for the National Capacity Index and keep track of Number of Government counterparts trained in collection and analysis of food and nutrition security data The CP supports nationally-owned hunger solutions, providing CAPMAS and IDSC with technical advice on Vulnerability Assessment and Mapping (VAM). This enhances their technical capacities by training staff on data collection and analysis, online data entry training, in-country and international training, through the provision of equipment, support for data base design and integration, and network linkages to highly professional organisations and vendors.

73. WFP's strategic view and support allowed CAPMAS to build its capacity to monitor food security and provide information and analysis for decision-making authorities. WFP provided CAPMAS the necessary high-tech equipment and conducted the related capacity building through a contract between WFP and ESRI¹²³ that allowed CAPMAS to increase its capability to manage large amounts of data. This data is now easier to understand, visible and usable through the geographic information systems (GIS), not only for CAPMAS itself, but also for other institutions to analyse information and connect decision-making authorities on relevant issues. An example is that MOSS is already using GIS in the cash transfer framework for its social safety net programme through Takaful and Karama.¹²⁴ WFP is cooperating with IDSC feeding into a comprehensive national Disaster Support System (DSS) and developing plans for an Emergency Support System. Thus, through this component, WFP has contributed to create the first Egyptian DSS.

74. The CP continues to support CAPMAS to enhance its food security monitoring system and collection of nutritional data through the Households Income Expenditure and Consumption Survey (HIECS). This tool surveys 25,000 households every other year to allow for in-depth analysis of the food security situation and other socioeconomic variables that helps Egypt to identify trends and areas of vulnerability. As part of WFP efforts, nutritional indicators were included on the national Household Income and Expenditure Survey (HIES) to support policy analysis on food security. However, for the second national survey (2012/2013) weight and height of children were not captured due to lack of measuring equipment at the time of the survey. This data was collected in the 2015 survey.

¹²² WFP. 2016. SPR 2015.

¹²³ ESRI is a private technology firm specialising in providing mapping and data software.

¹²⁴ Takaful and Karama Programme refer to a cash transfer programme developed by the World Bank as of April 2015, see World Bank. 2016. Strengthening Social Safety Net Project.

75. The CP supported the establishment of a nutrition monitoring system for children U5 and introduced for the first time an additional data module on nutrition to the HIECS. This was achieved by training CAPMAS' field enumerators on data collection by national experts from Cairo University and the Egypt Demographic Health Survey (DHS) technical team. Data collection quality assurance was complemented with the support of the CP through the development and enhancement of an automated computer-assisted data model, which served as a comprehensive validation tool. This is a significant step, for the ability to collect and analyse nutritional data enables CAPMAS to generate a more comprehensive food security and nutrition analysis across Egypt.

76. The CP also assisted CAPMAS to develop a short-term food security monitoring system that analyses variations in consumer prices in rural and urban areas in 10 representative governorates. This system is essential for monitor food price fluctuations so that policy makers can respond to shocks in a timely manner.

77. Similar to the nutritional data collection training, experts from Cairo University and from the CP organised technical workshops to train the CAPMAS data analysis team on food security analysis techniques. In addition, technical support provided by the CP included the development and launching of Egypt's Social Accounting Matrix (SAM). This matrix is a comprehensive database designed to reflect the economic and social characteristics of the country, and it allows decision-makers to examine the economic and social links in the country.

78. As yet another advancement provided through the CP, technical support was provided to develop a GIS for the MOSS. As the Ministry decided to use GIS as standard reporting platform, staff from the ministry were trained on the use of GIS mapping software and on performing basic GIS analysis. The CP recognises that the next steps are to support the MOSS in their planned development of an online GIS interactive website and mobile application. Through supporting MOSS in developing a GIS platform, WFP is assisting in the creation of maps which showcase areas of food insecurity across Egypt's governorates.¹²⁵

79. In 2011, with the support of USAID, IDSC and WFP developed the Egyptian Food Observatory (EFO). WFP provided technical support to the EFO to use field surveys and secondary data to issue monthly bulletins. The main objective was to provide technical information and capacity building to relevant authorities, empowering them to continue monitoring food security in their respective areas. This was a key, strategic activity that enhanced the capacity of national institutions to monitor food security; yet, due to budget constraints, communication and coordination issues, the EFO stopped issuing the monthly bulletin. In 2015, with the support of WFP, the EFO was moved to CAPMAS and the budget was allocated to produce and issue quarterly bulletins once again along with expanding the survey sample, training staff and creating National Accounts to reflect the interaction between economic sectors and food security. This includes SAM, which is a tool developed by the World Bank, to link traditional macroeconomic indicators from the economic sectors with social indicators to evaluate relationships on economic and social policies. Two bulletins were issued in June and September 2015 when the lack of funds prevented further activities.

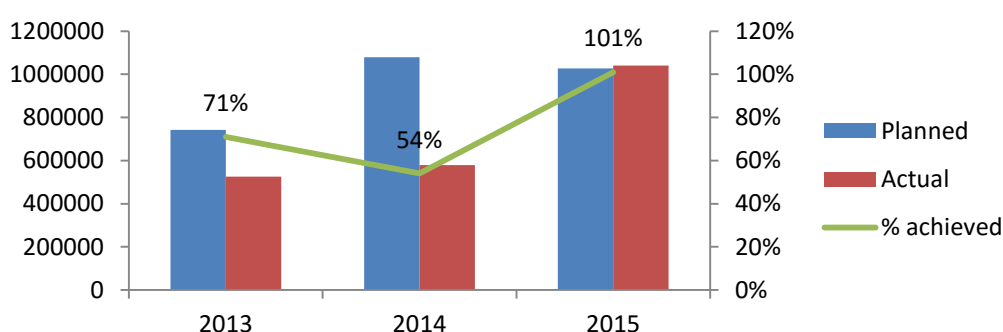
Component 2

80. As the CP has been significantly revised since its initial design in 2013, the measurement of outputs under Component 2 has been uneven, and in some cases the beneficiaries of SF have been intermingled with those of the EMOP 200433 which provides biscuits to schools with large numbers of Syrian refugee children. In the case of

¹²⁵ WFP. 2011. The Status of Food Security and Vulnerability in Egypt, 2009. December.

targeted preschool children (who received HEB), the beneficiary numbers moved from around 138,000 in 2014 to about 95,000 through mid-2015, at which time the activity was transferred fully to the Government of Egypt. The total planned students under EU funding is 100,000, and in 2015 only 11 governorates were covered. For beneficiaries in the 5-18 age group, the beneficiaries of the in-school feeding expanded rapidly in the second semester of 2015 with support from the EU to assist 650,000 students in 16 governorates, a number which includes 327,000 students in public primary schools in five governorates.¹²⁶ The beneficiary count for THR is based on the number of students who met the 80 percent attendance criterion multiplied by five people in the household, and this number in 2015 reached around 466,000 people. According to the M&E reports,¹²⁷ the highest number of beneficiaries for the fortified date bar was 550,000 and 427,000 for the THR beneficiaries. Combining all beneficiary categories, the number of actual beneficiaries under this component reached 1.03 million in 2015.¹²⁸

Figure 2 - SF: Beneficiaries reached under Component 2



Source: WFP Egypt. SPR 2013, SPR 2014, and SPR 2015

81. Figure 2 suggests that programme progress, as measured by the difference between planned numbers of beneficiaries and actuals, was uneven over the first two years of the CP. Due to changes in government policies, the process of granting clearances to implementing NGOs was significantly slowed, and without authorisation to operate in the governorates, the implementation of the programme was constrained, even though substantial resources from the EU expanded the number of planned beneficiaries. In 2013 and 2014, the lack of clearances kept actual beneficiary numbers significantly under the planned levels. By the second semester of 2015, the clearances constraint had mostly be resolved, the number of actual beneficiaries climbed to targeted levels.

82. The actual amount of food distributed (in MT), predictably, also lagged behind planned levels, even in 2015.¹²⁹ The CP had planned to reach a million beneficiaries in 2015 but only achieved that level during the second semester. The amount of food distributed in the first semester was less than planned resulting in an annual shortfall (planned vs actual) of 40 percent. With regard to the HEB distribution, there are 198 school days planned, or 22 per month for nine months. The SPRs report that planned targets for SF days were generally achieved in all three years.¹³⁰

83. Certainly, for the most part, the food was and continues to be delivered to schools with acceptable efficiency: it is stored with great care in local warehouses and accounted

¹²⁶ WFP Egypt. 2016. M&E Quarterly Report/Trend Analysis for 2015, October to December 2015.

¹²⁷ WFP Egypt. 2016. M&E Quarterly Report/Trend Analysis for 2015, October to December 2015, February.

¹²⁸ Please note, deworming did not take place due to restructuring within the Ministry of Health; an assessment is planned for 2016 to determine the number of beneficiaries needing deworming treatment.

¹²⁹ Please see table “% of actual versus planned food tonnage distributed by component and year” in Operational Factsheet.

¹³⁰ WFP Egypt. SPR 2013, SPR 2014, and SPR 2015.

for with great accuracy, and it generally reaches the hands of the children and their parents on schedule.

84. The monitoring reports, based on data from the Geo-referenced, Real-time, Acquisition of Statistics Platform (GRASP) of spot-check school sampling, do document episodic issues of concern such as the inadequate storage of the biscuits within the school,¹³¹ teachers who chose to distribute all the HEBs only once a month, and discrepancies in the NGO reporting of the 80 percent attendance eligibility requirement. These issues are dealt with through the food monitoring assistants in discussion with the implementing NGO staff. There are also widespread problems with the physical infrastructure and maintenance of many schools, the renovation of which is in the CP design. Under EU funding, WFP intends to rehabilitate or renovate 6,000 community schools, bringing the infrastructure up to standard. In this regard, WFP in partnership with MOE has assessed 1,000 schools and tenders are being prepared.

85. It is necessary to point out that the HEBs are purchased from local food processors, and that food safety is WFP's upmost priority and monitored throughout the supply chain, especially by the inspection company through the procurement process as well as through the expiration date on the packaging. Moreover, consumer protection laws make it illegal to distribute food beyond its expiration date. With regard to the HEBs, the expiration dates were set at levels that were unrealistic given the actual risks involved and the logistics of distribution. This problem was addressed in negotiations with the HEB manufacturers, the consumer protection representatives, and WFP.

86. The educational and gender outcomes are more varied. WFP now assists over 4,700 community schools. The term 'community school' is a broad term for a variety of schools linked to a number of past policy and donor initiatives, but managed by the MOE. One set of such schools was introduced under a UNICEF initiative in the early 1990s. These were meant to be true community schools donated by the community and supported by active community participation. These schools today vary in size and are mostly mixed gender. A second set of community schools originated in 2000 under the Girls Education Initiative (GEI), which was promoted by the Egyptian First Lady and administered by the National Council for Childhood and Motherhood (NCCM). The GEI schools were created to provide universal educational opportunities to school-age girls, particularly in the more impoverished regions of the country. They are mostly one-room schoolhouses, with two local teachers, serving 15-25 girls spread across six grades; and following the national primary curriculum, the education is complemented by handicraft skill-building. Both types of community schools are meant to fill a gap (i.e., lack of a public primary school within easy access) or to provide an education to children that for some reason were excluded from the opportunity—either they had never been to school, had dropped out, or had failed to succeed in the public school. Particularly in the GEI schools, there is little uniformity in age within a given class level, and an 18-year old may sit with an eight-year old in second grade. Many parents, however, prefer community schools because of smaller class sizes and local teachers, even though a public school is located in the vicinity. The quality of the learning experience, based on observation by the ET, varies greatly among these schools, and it is inaccurate to say that WFP food is a significant influence on enrolment and retention, especially for girls.

87. The factors that seem to affect quality, other than infrastructure, are the commitment and participation of the parents and the quality of the teachers. In some schools, there were few instances where students had continued their education after the sixth year; in others, most, if not all, of the students moved on to intermediate school,

¹³¹ Usually, the HEBs come in boxes that are downloaded from trucks and stored in a secure environment in the school or nearby deposit. The bars are to be distributed daily during the school day one per child.

and community members pointed with pride to individual graduates who had distinguished themselves by achieving high level, even university, degrees. These varying outcomes of educational attainment in target communities appeared to be heavily influenced by the value placed on education by the community and its commitment to the school.

88. The M&E unit within the CO, among other indicators, measures attendance rate (taken by the teachers), which is the key criterion for access to the THR. It also tracks a modified version of retention rate and enrolment rate.¹³² The former is the number of children who enrol in school at the beginning of the school year and finish the entire year; the enrolment rate is calculated as the percentage difference in the number of students from one year to another. The ET finds that these are imperfect measures of educational success because individual students are not tracked. This retention rate does not capture if a student drops out between one school year and another, as the definition of retention is used differently elsewhere. And the enrolment rate may reflect underlying community demographic shifts or the construction of a new school. It would be much more informative of WFP's outcomes and overall impact if individual students were tracked through the school to determine drop-out rates and transition rates.

89. Under Component 2, WFP has piloted a cash based-transfer (CBT) programme in two governorates—one in Upper Egypt (Sohag) and one in Lower Egypt (Beheira)—and plans to scale up this modality in the last years of the programme. The programme targeted 42 schools and has reached nearly 2,000 households. The CBT replaces the THR with an electronic-voucher, or e-voucher, which is a type of debit card worth 80 Egyptian Pounds (EGP).¹³³ Although the list of food stuffs that can be purchased is limited to all packed pulses, dairy products, macaroni, wheat flour, rice and other dry and canned goods, the justification in support of the CBT states that it provides greater choice in foods and a more diverse diet. In FGDs with mothers who are beneficiaries of the CBT, the e-voucher appears to cover about 30 percent of the total food bill for a family of five to six individuals. This would suggest that the diet diversity impacts of the voucher are not significant, since households reserve 70 percent of the food budget for items of the buyer's choosing. Furthermore, the ET asked children in all visited schools what they had eaten at home before coming to school, and the responses suggest an adequately-varied diet (e.g., egg, milk, bread, etc.).

90. The interviews with mothers in Sohag where the CBT was being piloted yielded mixed reviews. At one school, there were many voucher clients but a single shop, and the beneficiaries expressed a great deal of frustration because of the shopkeeper's undue market power. At another school with a small number of beneficiaries, the programme was more widely accepted. The risk of the CBT is, of course, price inflation, which many mothers recognised. On the other hand, the advantage in cost efficiencies for WFP makes the CBT attractive.

91. **Combating child labour.** The CWCLP project, financed by the United States Department of Labour under a cooperative agreement with WFP, was completed in 2014. A rigorous baseline survey (i.e., with intervention and control groups) was carried out in 2012 and an end-line survey followed in 2013. In addition, a qualitative evaluation was conducted in 2014.¹³⁴ The project sought to provide access to education for 16,000 children classified as engaged in child labour or as at risk to falling into child labour. Of these, 13,000 were targeted for enrolment in public primary (8,000) schools or community schools (5,000) another 3,000 children over 14 were to receive

¹³² For additional information, please see WFP Egypt 2014, FFE Updated logframe.

¹³³ Note: the ET was unable to find the total cash value distributed under SF, as the reports provide CBT totals combining SF and FFA components.

¹³⁴ Saad. 2014. Combating worst forms of child labour by reinforcing policy response and promoting sustainable livelihoods and education opportunities, Independent evaluation.

apprentice training. In addition another 5,000 mothers were to receive livelihood support. The cited reports show that target goals with regard to overall beneficiaries by some 20 percent, especially in the number of children in public primary schools (12,657). The qualitative evaluation called the project “75 percent successful” and noted that its principal outcome was to reduce the number of hours in household labour while increasing the number of hours in school. The project also sought to build capacity among government and NGO partners with regards to child labour awareness and national policy, and the ET observed the results of this effort in the field.

92. **Livelihood for education.** Since 2015, the livelihoods component in the CWCLP project was expanded under EU funding. The objectives and goals are similar to the previous activity—to create economic opportunities for mothers in an effort to reduce the need to put children to work. As stated above, the implementation process begins with an assessment of eligibility, then trainings in entrepreneurial skills for selected mothers, then participation in a micro-credit programme. To-date, over 11,500 women have been assessed in eight governorates and more than 3,200 have received training in seven governorates.

93. The ET interviewed a group of women beneficiaries of the livelihoods project in Sohag. They had received livelihoods training in how to start and manage income generating activities (IGAs), but they had not received any microfinance support as of yet. Nonetheless, several of the mothers had begun small IGAs such as raising geese for sale, and some had used the savings from their training per diem as the initial seed money. The group expressed satisfaction at the opportunities provided by the livelihoods project; however, the link between the livelihoods component and a CWCLP objective was not clear, since all these women had had their children in (community) school since the point they attained school age. Further livelihoods benefits are likely to be realised when the microfinance loan activity is initiated. The ET found this programme to be well-received, highly positive with great potential for expansion.

94. **Technical assistance.** Ancillary activities under SF include the training of community school teachers (see Table 5 in Annex 4 in the Supplementary Annex) as well as the renovation of schools in need of repair. With regard to training, teachers in the schools visited by the ET talked of their nutritional training and expressed a desire to receive more training, including in content areas. The last monitoring report (fourth quarter 2015) available to the ET¹³⁵ showed about half the teachers receiving the nutrition orientation sessions. For data on the number of trainings with EU funding, about 3,200 community schools are upgraded and 300 new buildings constructed. The ET finds that the current disrepair of school infrastructure, including latrines, is a major cause of concern among parents and teachers related to the quality of education provided for the children.

95. In sum, Component 2, after start-up difficulties, has achieved a respectable rhythm and is in step for making progress toward its objectives of increasing education access and human capital development. SF has significantly expanded its reach, providing blanket coverage to community schools in 11 governorates and to public primary schools in five governorates. It has shown the flexibility to absorb significant amounts of new resources, to develop effective partnerships with NGO cooperating partners, and to interact productively with government counterparts, while also launching innovative initiatives such as the e-voucher system. Under this component, the livelihoods activity faced start-up obstacles in getting partners into the field, but now appears to be a promising and sustainable strategy for addressing food security, education access, and poverty challenges, though the link to combating child labour is not clear.

¹³⁵ WFPEgypt. 2016. M&E Quarterly Report/Trend Analysis for 2015, October to December 2015.

Component 3¹³⁶

96. The ET will summarise findings of the FFA activities within Component 3 and will focus on the Climate Change Project for the remainder of this section (see Annex 2 Methodology for additional limitations). The evaluation of this project entails an assessment of the objectives, outcomes, and outputs that are project-specific.¹³⁷

97. **FFA project.** Within the framework of the FFA project in Matrouh, each household received family food rations that secured their basic food needs including 100 kg of fortified wheat flour and nine litres of fortified vegetable oil per quarter of the year. In this activity, the actual number of beneficiaries exceeded the targeted number. As part of the FFA activities, WFP implemented various capacity-building activities; men were trained in agriculture and literacy and women were trained on health, nutrition, literacy and income-generation activities (see Tables 16-Table 18 in Supplementary Annex). WFP made special efforts to ensure that women were involved as much as possible in the agriculture training, although local cultural norms were an impediment. The FFA project succeeded in strengthening local ownership for communities and partners and enhancing sustainability to a large extent by building greater resilience among vulnerable groups.

98. **Climate change project.** Within the framework of the Climate Change Project, building capacities at the community level has been undoubtedly a successful area of the project component. Community mobilisation and stakeholder participation represents a basis for the sustainability of the project activities. The related activities already started in the project planning phase and continued throughout the project cycle. All activities targeting the community level have been implemented in close cooperation with or completely by the local NGO. The selection of partner NGOs was carried out over two phases: firstly, the authority responsible for NGOs within the Government of Egypt, MOSS, conducted a pre-selection and provided the project with a list of functioning and correctly run associations; then, the project conducted an institutional assessment based on the final selection of 14 associations (one in each targeted village). A minimum of institutional capacity, good reputation and acceptance within the community were the selection criteria. The NGOs were provided with personal computers (PCs) and some other office equipment. Young volunteer university graduates together with some of the staff from NGOs received communication and PC training. As a result, the NGOs were transformed from marginal and charity-based institutions to active and empowered development associations playing a central role in their villages, which is a positive and perhaps unexpected outcome of this project.

99. However, the ET notes that more training on administrative and financial issues as well as on issues related to climate change is still needed. This was noted while interviewing cooperating partners and looking at their administrative mechanisms for procurement and project management. It is also important to strengthen sustainability by expanding the capacity building activities to include agricultural cooperatives. In the framework of the water saving activities, nine Water User Associations (WUA) are established, constituting another important contribution to community mobilisation and organisation. In addition to the training provided to NGOs, various training and awareness-raising activities were conducted with respect to knowledge and skills related to climate change and adaptation.

100. As for other stakeholders, the project established a Central Steering Committee based in Cairo consisting of representatives of all relevant ministries and authorities

¹³⁶ An overview of main quantitative targets and achievements is included in Table 28 in Annex 4 in the Supplementary Annex.

¹³⁷ Please see AF. 2013, Project Proposal for more information.

(mainly bodies affiliated to the MALR). Similar coordination committees were established at the governorate level. The project coordinates and cooperates with a wide scale of stakeholders (e.g., line ministries, universities and research centres), with whom the partnership is mostly formalised in official agreements.

101. Climate change adaptation online application. In cooperation with the Egyptian Meteorological Authority (MAS) and MALR, this application delivers updated five-day weather forecast information linked to instructions for farmers about agricultural practices that should be followed in the respective weather conditions in each area. For this purpose, the project established a new weather station within MAS and updated the required software. The governorates were provided with PCs and relevant staff were trained (e.g., through International Computer Driving License - ICDL). The application is developed and currently well-functioning and accessible to everyone. However, it is restricted to a limited number of crops which is planned to be expanded, and most of the farmers do not have the required equipment and skills to use the system. Therefore, several dissemination tools are being developed and tested. The most innovative and successful model was the establishment of simple local broadcasting units, which are now available in nine project villages and are planned to cover all others. Since the real impact of the application mainly depends on the outreach of the dissemination of the created information, a comprehensive framework for dissemination activities is still needed.

102. Livestock and animal production. The rationale behind this activity is based on two tenets: a) income diversification as a principal measure for climate adaptation and b) reducing climate risk in livestock production through the introduction of new species. The main activity related to this activity is goat breeding. The activity targets the most vulnerable population groups, i.e., the poorest, particularly poor women who have no access to livestock financing schemes and very limited access to veterinary services. The intervention depends on a revolving fund whereby both transfer and pay-back are in kind managed by the partner NGO.¹³⁸ The first round of the transfer faced many problems and obstacles; the project was not able to deliver new species of goats of higher quality and suitability compared to the local ones. It was also difficult to even find large-scale providers that are eligible according to the financial regulations of WFP. The delivered goats were not in good health, the mortality rate was relatively high and the pregnancy rate was relatively low. Moreover, the veterinary health insurance covered the majority of animals but not all. This resulted in a low pay-back ratio (about 50 percent in average) while the other half of beneficiaries received an extension of the loan duration. The project management learned from the experiences acquired in the first round and addressed most of the problems that affected the activity. In addition, the costs of fodder presented a financial burden for many beneficiaries, particularly for the landless. The second ongoing round is much more successful than the first one. A new provider (Animal Health Institute) was contracted, the goats are in better health and are all inseminated or already pregnant, all animals are covered by insurance and more veterinary services are provided. A few awareness activities for the goat breeders were organised; however, they were limited in terms of coverage and content. Another intervention in this area was the institutional and human capacity building of governmental veterinary service centres in the project area (five of 14 targeted centres) which was successfully conducted. Veterinarians received intensive technical training

103. In terms of other interventions, the project started to implement the planned beekeeping activity whereby applicants fulfilling certain criteria (some of the criteria were very subjective, e.g., “good reputation”) are selected, and only participants who

¹³⁸ More details are under appropriateness of transfer modality.

successfully passed the training are going to be provided with the required facilities technical support. The planned poultry breeding activity is still under preparation.

104. Overall, creating a source of livelihood for the poor direct beneficiaries as a vulnerable population was achieved, however, increasing the resilience of households through new species remains to be realised. In this regard, it is notable that goats in general (including local species) are the most climate resilient and heat tolerant animals given the local conditions.

105. **Gender.** Gender considerations constitute an important issue with regards to this activity. Since small animals and poultry are mostly a female undertaking in Upper Egypt, the baseline study and the project document focused on women as a target group for this activity. The programme encountered obstacles such as the traditional view that does not allow women to be involved in formal procedures. In most cases, women have been the de-facto owners of the goats but not the formal owners. The project easily accepted these traditional views and provided most of the goats to male recipients. The same occurred with respect to the beekeeping activity, where women were not allowed to travel with male beneficiaries to the university where the training was conducted. The only activity restricted to women, namely poultry production, is not yet implemented and behind schedule. In all, the full empowerment potential of women through this activity is limited due to the cultural norms accepted by WFP during implementation.

106. **Capacity building for climate knowledge and adaptation replication.** The activities and results for capacity building in this area are not restricted to its direct targets of the related project output but also cut across the other ones. The most important achievements are: developing and launching the online application on weather forecasting associated with required actions for agriculture, creating a website and an account on the social media platform Facebook for the project, conducting the International Computer Driving License (ICDL) training, capacity building of the partner NGOs, training of governmental and non-governmental workers on communication skills, training of extension workers on gap mitigation practices, technical training of veterinarians, rehabilitation and improving of veterinary centres, training of vocational schools and university students on climate change mitigation issues, and conducting numerous advocacy and awareness events. The ET finds that the capacity building activities conducted were generally successful and the stakeholders and beneficiaries are satisfied with them. However, a considerable part of the quantitative targets were not achieved; see this discussion of quantitative results below.

107. In addition to the capacity building activities, important achievements resulted from the intensive advocacy and coordination with stakeholders, namely: integrating climate change impact as one of the criteria determining the breeding strategy of MALR, including climate change related issues in the research plan of the ARC, and integrating climate change in some academic curricula. Following the recommendations of the Climate Change Project MTE conducted in 2015 and in alignment with MALR's orientation, the project started involving some cooperatives in its activities; however no clear vision of the potential role of cooperatives in the project scheme is in place.

108. Overall, WFP has been very successful in building the capacities of local communities as well as governmental and non-governmental organisations for climate knowledge and adaptation replication. This is widely acknowledged and appreciated by almost all stakeholders (a minority feels neglected or not sufficiently considered). The ET concludes that to enhance the results in this intervention area, it is essential to develop a comprehensive and sophisticated awareness and dissemination strategy in alignment with the recommended orientation of the project, prioritising dissemination

and capacity building over the directly provided in-kind and individual support, which might need a reallocation of project budgets. This is described in Recommendation 5.

109. In response to local and central Steering Committees, the project expanded its target area to include four additional villages in four new selected districts (each in one governorate). This was not included in the project document. There is a concern regarding the management capacity of the project in covering new villages while many activities are beyond schedule in the original project villages.

110. An extension of the project duration on a non-cost basis for at least one year beyond its originally planned duration is essential to achieve a sustainable and significant improvement of the adaptive capacity of target households in the face of climate change. Extending the project is not only important to compensate for its late start, but also to allow the project to continue its pioneering, most sustainable yet very time-consuming approach to community mobilisation and capacity building.

111. **Quantitative consideration of the operation results.** Table 28 (in Annex 4) provides an overview of the quantitative targets and achievements of the main activities of the climate change project until the end of the project year 2015-2016 (March 2016).

Component 4

112. Component 4, the nutrition component (NC), aims to strengthen national capacity to prevent chronic malnutrition among vulnerable populations. Unfortunately, due to the constant changes in the positions of government officials, very little progress has been made to reach this goal and WFP is working with current government officials to speed up programme activities. Despite there being planned beneficiaries under the food fortification programme that falls under this component,^{139,140} due to the delayed start, there are no data available to evaluate the progress of this component with regards to beneficiaries participating in the programme, commodities distributed, etc.

113. WFP has a long and strong relationship with the National Nutrition Institute and Ministry of Supply and Internal Trade, who in the past implemented the innovative iron fortification programme for wheat flour. This wheat was used to prepare the bread that is provided by the government as a safety net for poor families. Due to changes within the government, no budget was available in 2014 and the programme stopped. WFP planned to work with Ministry of Supply and Internal Trade to provide technical support to fortified key products at the national level, including wheat flour. Despite the efforts of the staff from the CP, this has been unsuccessful. WFP is focusing on technical consultations to revive this programme and include fortification of cooking oil with nutritious minerals and vitamins. Current discussions revolve around the establishment of an M&E system and on how to test samples in order to guarantee the quality of the products, fortification equipment, and standards.

114. Activities under NC also aimed to combat chronic malnutrition among pregnant and lactating women (PLW) and infants, none of the planned beneficiaries have been reached at the time of the MTE, as noted above. This was due to an ongoing delay to the start-up of the nutrition component caused by frequent changes at the ministerial level in both staff and resources. WFP is currently in negotiations with the MOHP to sign a memorandum and start this component.

Contributions to higher-level development goals in Egypt

115. The government of Egypt is discussing the implementation of an emergency hub for northern Africa and the Middle East based in Egypt. WFP has been asked to help the

¹³⁹ Planned beneficiaries included 5,000 children aged 6-23 months and 5,000 PLW.

¹⁴⁰ The food fortification programme under Component 4 does not include the fortification of school snacks and THR under Component 2.

discussions and provide technical support based on their regional and worldwide experience. This is an unintended outcome from the CP with the potential to strengthen other DRR networks, and to explore the role that an emergency hub could play not only for Egypt but also for northern African and middle eastern countries.

116. The main component of CP 200238 is the SF activity, which has almost doubled from a targeted 580,000 beneficiaries to more than one million in 2015. WFP's SF activities have been designed to focus on gender mainstreaming and specifically on enhancing access to education for vulnerable girls. One of the purposes behind Component 2 was to reduce the gender gap in education. The targeting of community schools was based on the fact that the ratio of girls to boys in those schools is much higher than in the regular primary schools. Component 2 states that SF provides support to the government efforts to reduce gender disparity in access to education. According to the monitoring reports, WFP's SF activities indeed helped decrease the gender gap in girls' gaining access to education; however, this result was debated among evaluation informants with opinions varying significantly. In all cases, an overall evidence-based statement cannot be made in this regard. By contrast, most of the evaluation informants confirmed the result included in the SPR 2015¹⁴¹ stating that women have assumed a greater role in the decision-making process on food entitlements.

117. Within the framework of the SF component, WFP has been a main partner across the three phases of the United States Department of Labor-funded child labour and child protection-oriented projects (2006-2010, 2012/2014, 2015-2019).¹⁴² The second phase included the training of 5,000 women on IGA and the recently started third phase aims to train 50,000 women (mothers) on livelihood promotion activities, and 10,000 beneficiaries (mothers) will receive microcredit loans. The training mainly targets households headed by women and provides education on starting and managing their own IGA. In this context, WFP relies on the "Get Ahead" training material created by ILO,¹⁴³ which was a partner in the last phases.¹⁴⁴ In addition, the training activities are also supposed to provide practical skills, such as rearing livestock. As part of the new phase financed by the EU lasting until March 2016, 2,000 women were trained on how to establish and manage a micro-income generating project, however, only two women received training of trainers (ToT) training (the target was 69 women). Since the microcredit component has not yet begun, 184 trained women saved the received transportation allowance and used it to establish their own projects.¹⁴⁵ With delays in implementation it is too soon to draw conclusions on how these livelihood activities for women have improved their empowerment and equity, but the progress moving forward looks promising.

118. As for the Climate Change Project under Component 3, the ratio of women among the project staff (35 percent), training participants (30 percent), and volunteering facilitators (30 percent) is relevant from a gender perspective. Although crop cultivation and land ownership is almost entirely male-dominated in the project area, the project endeavored to work with females, reaching a rate of 15 percent rate females among the beneficiaries of agricultural interventions.¹⁴⁶ However, the project sub-components within the Climate Change Project originally designed to address women (namely "Increase Resilience through Animal Production") did not succeed in directly reaching

¹⁴¹ WFP Egypt. 2016. SPR 2015.

¹⁴² Complete citation to be provided in Final Evaluation Report.

¹⁴³ ILO. 2014. GET Ahead for Women in Enterprise Training Package and Resource Kit. Susanne Bauer, Gerry Finnegan and Nelien Haspels 2008 Expansion and revision: Linda Deelen, Heng Seltik and Eva Majurin. 1 January.

¹⁴⁴ As of July 2015, WFP has provided training to 3,241 women in seven governorates; WFP has targeted 50,000 women for training and 10,000 women for loans; please see WFP Egypt. 2016. Livelihoods factsheet. March. Draft.

¹⁴⁵ Livelihood component internal data

¹⁴⁶ WFP Egypt. 2015. Building Resilient Food Security Systems to Benefit the Southern Egypt Region project. MTE. September. Submitted by Magda Ghonem.

women since most of the formal beneficiaries who received the animals are men. The project faced social constraints that rendered it difficult to directly deal with women and accepted those constraints. For the same reason, all beneficiaries of the beekeeping activities are men.

119. As part of the FFA activities, WFP supported four Bedouin communities in Matrouh Governorate, where women were trained on health, nutrition, literacy and IGA. WFP made special efforts to ensure that women were involved as much as possible in the agriculture training, although local cultural norms were again an impediment. Through WFP's FFA activities, gender equality was stimulated and encouraged. This included raising awareness among men to understand the importance of enabling women to participate in community activities, conducting women FGDs, providing literacy classes, and rearing livestock, as well as giving nutrition and health care awareness sessions to women. This resulted in a slight improvement in the female decision-making indicator.¹⁴⁷

120. In sum, in the area of GEEW, WFP has been successful in: activities that directly target girls and women, addressing women with awareness and soft skills training, developing comprehensive frameworks and tools that, if applied, allow significant mainstreaming of gender in all CP activities, reaching a satisfactory gender ratio among staff and partly beneficiaries (with room for improvement), creating general gender-specific indicators and, to a large extent, disaggregating data by gender. However, gender mainstreaming as a crosscutting issue in processes and activities that do not exclusively target women or are directly related to gender equality were less successful, such as in the case of confronting social norms to allow full access to livelihoods activities for women as part of the project for building resilience to climate change.

2.3. Factors Affecting the Results

Internal Factors

121. **Capacity development.** The CO has been able to leverage its capacity development ability, through using connections to find technical resources, and the ET believes it is a positive factor that supports programme implementation. Capacity development is both a strategic goal and an important operational tool by which it implements its programmatic components. As a strategic goal, WFP provides technical assistance to a wide range of sectors within the Government of Egypt. WFP is also able to recruit from a large pool of human resources from the CO, the RB, and national and international consultants to provide the technical supports for the government. The demands for capacity development, training, and technical assistance originate with the Government of Egypt in negotiations with WFP along with other stakeholders (e.g. United Nations agencies, donors, private sector). For example, as the Government of Egypt seeks to establish a comprehensive, geo-referenced data repository or a regional African hub for disaster management and emergency response, and also seeks to develop National SF Strategy and enhance SF implementation, WFP is then positioned to coordinate access to national and international expertise to provide the training and technical assistance necessary to achieve these goals.

122. As an operational support activity, capacity building and training are critical to the effectiveness of the programme. WFP provides training to its CO staff at the national and governorate levels, within both the programme units and the support units, and within each component of the CP, WFP coordinates the technical training for NGO partners, government ministry staff (at national and governorate levels), and beneficiaries such as farmers, community school teachers, and mothers. The ET agrees

¹⁴⁷WFP Egypt. 2016. SPR 2015.

that capacity development is a key element to the success of the CP, and as such it could become more systematised within the CO. There is currently no capacity development strategic plan that integrates the different programme components and no technical staff person in charge of developing and implementing a comprehensive capacity development strategy. A more systematic capacity development plan or framework, responsive to expressed needs, would have a positive impact on programme effectiveness in all programme units.

123. Financial capacity. The CP resourcing has been a positive factor that allows the CO to implement and expand activities beyond the original plan. With the support from the EU and the Canadian Embassy, the CO has been able to expand the SF programme and to cover operational support and staffing needs. Other funding sources have also been appropriate to support climate change activities and capacity building activities. Although the funding capacity has been adequate to implement planned activities, the ET finds that there is a gap in that the CO still needs to identify funding options to support key strategic activities to provide evidence-based and innovative practices to improve food security policies and practices in Egypt.

124. Staffing, structure, and office communication/coordination. The ET believes that results observed during the evaluation fieldwork are mainly due to the efforts of key staff who were able to move the programme forward. However, WFP Egypt is emerging from a major leadership crisis that threatened partnerships, overall programme goals, and the integrity of the organisational structure. The WFP HQ and RB recognised the issues with the previous management and took decisive actions to make the change, and the CO has taken major steps re-structuring the office and re-defining roles, including conducting a staff retreat to address issues within the office. The ET sees significant progress in this effort, but acknowledges that important issues within the office remain unresolved that directly affect the CP implementation. A main issue to tackle is the lack of clarity of roles and responsibilities that are creating an insalubrious situation that could potentially result in the loss of talented staff with tremendous expertise and experience. In effect, the heads of technical units operate most efficiently with direct access to counterparts in government and donor offices. There remains ambiguity in the role of the External Relations office within the CO, which should play a coordination role when such a function is required. The RB External Relations correctly sees its function as one of support, although within the CO, the unit has assumed a function of gatekeeper managing access of technical staff to government counterparts. This tension is widely recognised internally and needs to be addressed.

125. In addition, as became evident to the ET during the visit, the previous leadership's centralised decision-making also affected internal communication and coordination among different units and team members; this affected programme implementation directly, communication and coordination among different units in the CO and relations with external partners. With the new leadership and organisation structure, the CO is working to improve internal communication and coordination. However, it is clearly a challenge considering the considerable increase in staff and programme activities, and at the time of the field evaluation, staff were still adapting to the new structure.

126. Monitoring and evaluation system. The M&E system has provided tools and criteria to support programme implementation. The M&E unit has been revamped and strengthened since 2014. A Field Monitoring Unit was created in 2015 to coordinate data collection and process. This unit was later merged with the M&E Unit in 2016 to ensure consistency of the entire M&E cycle. It has profited from the endless energy of its highly dedicated and talented staff. The introduction of innovative data collection and management tools (e.g., COMET and GRASP) and the CO M&E implementation plan,

CP and EMOP quarterly monitoring reports have garnered deserved recognition from Performance Management and Monitoring Division (RMP) at WFP HQ for the innovation and best practices on M&E. While significant progress has been made in improving M&E products, there is little evidence that these products are in fact integrated into programming and operational decision support. To be concrete, it is not clear who reads the M&E reports and how they result in adjustments to programme design or implementation process.

127. The ET recognises that the indicators used in the monitoring plan are required by WFP per appropriate guidance¹⁴⁸ and the ET feels that many are poorly aligned with programme objectives. For example, and as mentioned previously in 2.2, the WFP-version of the enrolment rate indicator measures the percentage change in the number of students enrolled in community schools from one year to the next. This rate is as much a function of community demographics and the building of new schools as it is of the presence of food. The WFP-version of a retention rate is used differently than the definition used by UNICEF in its statistics,¹⁴⁹ and it only really measures if a student stayed in school during the year, not if the student moved on to the next year. The ET finds that the meanings of such outcome indicators need to be clear with regard to how they inform operations. It is straightforward to identify a very limited but robust set of project-specific outcome indicators that would better assess the results of selected component activities (e.g. changes in wheat yields, change in women's income from a livelihoods activity, the educational outcomes of girls in selected schools) through a simplified measurement of baseline status and endline status. This could be done in consultation with RB to corporately amend the SRF corporate indicators and add outcome indicators to that corporate framework. The information from this approach would be invaluable to subsequent programming and fund-raising strategies.

128. Additionally, improved outcome indicators and their measurement should then provide a more direct line-of-sight to how activities contribute to programme objectives and higher level impacts. There is currently no real monitoring of programme impact as it relates to achieving national level SDGs. It is not possible to say, other than anecdotally, that SF makes a difference in the lives of the girls and boys who attend those schools, and there is also little evidence to suggest that the Climate Change component has an impact on farm households. The ET acknowledges that robust and rigorous impact evaluations are costly and time-consuming, but the measurement of impacts can also be done in a more flexible and accessible way.

129. **Procurement and logistics.** At the time of the evaluation, procurement and logistics were operating at a satisfactory level. Even though there were delays on the approval of cooperating partners, which caused delays in the programme implementation, the experience of the CO in procurement and logistics is a positive factor that allowed programme activities to move ahead. The ET observed and noted that partners have received training on commodity management, warehouses are established, and distributions are on-going. Vendors are delivering commodities just in time and the monitoring of commodities and distributions is taking place. There were issues in the past that have improved and have been mostly resolved, but one notable issue is still related to the expiration date of the date bar (previously discussed in 2.2). In sum, cooperating partners were faced with difficult situations at the time of distribution when local authorities were adamant to allow the distribution of expired bars. This caused problems for the partners and staff who were supporting the programme, and deserved fuller support of WFP Egypt to rapidly resolve the issue at that time.

¹⁴⁸ Including WFP's corporate monitoring guidance including WFP's Minimum Monitoring Requirements, Monitoring Standard Operating Procedures (SOP), SRF Business Rules.

¹⁴⁹ Not available online.

130. Synergy of activities within the CP and with the United Nations and NGOs. The CP could benefit from a clear strategy to integrate programme activities within the CP itself as well as with activities from other United Nations agencies and NGOs. The potential exists to improve synergies through the integration of activities across the components, depending on the context. The same opportunity exists to find areas of complementarity with other United Nations agencies, like UNICEF, FAO, UN-Women, and with NGOs to promote synergies and enhance overall impact.

131. Synergies with government agencies. It is clear to the ET that the ability of the CO to partner with government ministries has been a key success factor, allowing the implementation of programme activities in SF, climate change and capacity building. For those areas where the CO does not have a strong partnership, programme activities lagged behind and affected programme implementation, as in the case of the nutrition/fortification activities of Component 4.

External Factors

132. Dynamic government context. It has been extremely challenging for the CO to implement programmes working within an ever-evolving political context in Egypt, as has been the case since the political disruptions of 2011. The constant changes of government officials, strategies and priorities resulted in setbacks in partnership, planning, programme implementation and capacity building. At the time of the evaluation, the CO was more at ease with the constant changes and was able to better adapt, however, this continues to be a challenging reality not only for WFP but for all United Nations agencies in Egypt. It is clear to the ET that after the adjustments in government leadership in recent years, a stronger and experienced leadership is emerging with a vision for the future. This is the case of the MOSS, where current staff are taking the leadership in key strategic areas where the CO can make a clear contribution. However, not all sectors are showing this level of leadership and vision, and the CO will continue to struggle to build partnerships and promote programme activities. Government systems and structures in key ministries have also changed, and in most cases the CO has been able to make the necessary adjustments. The MOHP is an example where constant changes affected the CO's ability to implement the programme.

133. Partner engagement and capacity assessment. The CO engaged in a selection process of new cooperating partners that caused serious delays to the programme. These delays were mainly due to changes in partner approval and regulations to allow partners to operate with external sources of funding. Currently, partners are fully engaged and working with WFP to implement CP activities, but potential areas for synergies have not been sought that could benefit programme results. Strategic partners where the CO is investing in capacity building are fully engaged, but the ET finds that a capacity assessment is necessary to design a proper strategy for the short- and medium-term.

134. Gender and social norms. Gender continues to be an important element in programming for the CO, and in which the social and cultural norms that constrain women's empowerment are faced. Although an increasing number of women are taking office at high levels of government, there is still a national need to keep working at all levels to bring equitable opportunities to women in education, jobs and opportunities.

135. Donor strategy. Just as the CO has learned to adjust to the dynamic context in Egypt during the last four years, donor also have learned and adapted looking for partners and strategic areas to support government priorities and address the needs of the population. Although Egypt remains a priority for donors and there have been no withdrawal of main donors from the country, they are constantly reassessing their

contribution based on the dynamic changes. This is a challenging situation for WFP Egypt as it is necessary to know and understand donor strategies to coordinate future strategic plans.

3 Conclusions and Recommendations

3.1. Key Lessons for the Future

136. **General lessons learned.** In this section, the ET provides a brief list of lessons learned to highlight additional conclusions from the evaluation, which is followed by an overall assessment of the CP based on OECD-DAC criteria before delving into strategic and operational recommendations.

137. **Component 1.** Building strong partnership relations with key and strategic institutions is a critical foundation that enables WFP to support capacity development for this component. Without strong partnerships, WFP's own technical expertise, experience and capacity is neglected. Building strong partnerships should depend on a vision for long-term relations and on a desire for continual learning and improving among all institutions to ultimately achieve effective results for food security. Yet, it is a two-way street where all involved actors must constantly adjust while maintaining a clear perspective of the current situation and long-term objective.

138. **Component 2.** The SF component faced a number of difficulties in the beginning of its implementation due to NGO clearance delays and the expiration dates on the locally-produced HEBs. These issues were successfully overcome, and the programme is functioning at a high level of efficiency in terms of putting food in schools and in eligible households. A similar assessment can be said, with some caveats, about the CBT programme. There are, however, implicit assumptions about the objectives of a SF component that should be reviewed by the CO. One such assumption is that the children come to school and, as importantly, stay in school because of the food incentive. This assumption is not measured by the M&E system, and there is no indicator (such as drop-out rate or primary completion rate) that monitors a student's progression through the primary school sequence. Current indicators measure: the percentage difference in the number of children in community schools from year to year, the daily attendance rate in the schools, and the percentage of children who completed the school year.

139. A second, related assumption is that the educational outcome has produced improved life course and livelihood options for these children, boys and girls. The assumption is also not assessed by the M&E system. It is not known, other than anecdotally, what happens to the boys and girls who finish the primary school, or who do not finish primary school.

140. The ET also observes that the community school is not really a "community" school, if that term implies active community participation in the education of the children. In most schools visited, the teachers are from the community or nearby, and they know all the parents of the children in their schools (and most of the other families in the community). On the other hand, the school opens in the morning, closes in the afternoon and on weekends. It is a community school because the building is there, but it is not widely considered or treated as a community "asset".

141. In spite of this, the ET sees great potential in the community school, a potential to enhance the life course goals as described above and the well-being of the community as a whole. The school is also an opportunity to expand WFP programming in an innovative and integrated way. The ET envisions in the highly vulnerable rural communities, a community school that is a local asset around which a wide range of activities coalesce, including literacy training for adults, livelihoods trainings for

mothers, nutrition and health awareness campaigns, sporting and cultural events, meeting places for saving groups or other community organisations, etc. It would be possible to integrate the livelihoods component of SF into the community school; use FFA activities to repair school infrastructure; and institute food-for-training activities within the community school. To ennoble the physical space of the school by opening it up to the community is to enable the community to solve local problems and take ownership of the development pathways for their children. This “re-visioning” of the community school as a community development centre requires innovative programming by the CO and the expansion of effective partnerships with Government of Egypt partners (MOSS, MoE), United Nations and donor partners, and with local NGOs.

142. **Component 3.** Within the framework of the Climate Change Project, and in a very traditional and conservative area, one of the most successful and committed partner NGOs of the project is the “Rural Women Development Association” founded and headed by a woman. The NGO which had previously targeted women with social services turned into an active development organisation implementing the full spectrum of project interventions: water saving, agricultural and animal production, an online climate change application as well as awareness activities. Throughout those activities, the NGO deals with men experts, beneficiaries and service providers. The main lesson learned is the following: social and cultural norms that hinder the empowerment and participation of women should not be taken for granted. Efforts spent to identify opportunities for overcoming such obstacles and increasingly integrate women in WFP activities, even if time-consuming and difficult, are rewarded.

143. **Component 4.** Since implementation for Component 4 has not yet begun, the ET’s assessment of technical lessons for the future focuses on issues relating to management lessons. These include not dismissing staff, managing the on-going dynamic changes with respect to the Government of Egypt, and continuing to find solutions to move forward with the intended implementation plans. The ET wishes to stress that these lessons learned are not inherent with the component itself but rather general commentary on management lessons for continued progress of Component 4. First, the RB should continuously monitor the performance of the CO to evaluate the working environment and capacity to deliver the programme. Serious delays in programme implementation can be clear indicators of mismanagement or lack of leadership, as options and solutions should be identified and implemented to keep the programme on track. The delay in programme activities has affected the performance of the CO, pointing to where more attention was needed early in the CP on partnerships, staffing and exploring new ways to find options to implement in the face of challenges.

3.2. Overall Assessment

144. **Relevance, coherence and appropriateness.** From its original design, the CP has been and continues to be relevant to the needs of people in Egypt addressing access, availability and utilisation of food and supporting national policies and strategies. The CP clearly has improved the capacity of key partners to monitor and analyse food security in Egypt in a way that supports informed decision-making at different levels and that feed into better practices and policies. SF, FFA, climate change, and livelihood activities increase access to food in poor areas in Egypt either by providing food rations or increasing household income. Food availability has been addressed by working to improve the logistics of locally-produced wheat and climate smart agriculture activities to increase food production. Utilisation of food would be increased when nutritional activities commence promoting food fortification at the national level, health and nutritional education at target locations, and nutrition interventions such as First-1000 Days of Life and deworming in communities. The CP objectives and project design are

thus relevant and coherent with government and WFP policies, and they are in-line with UNDAF, and CP activities are relevant to the needs of the population.

145. It is clear that the dynamic and challenging working environment in Egypt has affected the ability of WFP to implement activities, as per the delays in Component 2 and 4. WFP has been able to adapt to these changes and find mechanisms to support implementation by building strong partnerships with focal institutions, adjusting timetables and programme activities with partners, and maintaining open and transparent communication with donors. During this period of constant political changes, WFP was able to keep the CP relevant and appropriate to the programme context. In some cases, the CP had to adjust strategies to government policy changes, resulting in changes in programme interventions and strategies such as SF working only with primary schools and no longer with pre-primary schools.

146. At the same time, new opportunities are arising as MOSS, MOHP, CAPMAS, IDSC and other government institutions look to WFP to partner and support strategic initiatives. The ET met with the CO, partners, donors, and beneficiaries and saw significant progress of the operation to conclude that the results of the operation are relevant to the primary stakeholders, namely the participants and the government. Other planned activities that are delayed of Components 1 and 4 continue to be highly relevant to the current context, and the CO is working to move forward.

147. **Efficiency.** CP targets for implementation in Components 1, 2 and 3 have been largely met and if the current programme implementation rate continues it appears that WFP will reach its targets at the end of the CP. However, targets for Component 4 need to be revised considering the delay and pending MOHP final agreement. Activities implemented at the time of the evaluation were mostly within WFP and government standards. Some issues were identified and have been addressed with regards climate change activities and the distribution of assets as well as the distribution of date bars and the expiration date.

148. At the time of the evaluation, the new leadership and organisational structure had only months in place. Yet, it was clear to the ET that these changes improved efficiency of implementation and the relations with partners. The management style of the new leadership moved away from the previous centralised style and delegated more responsibility and decision-making to technical staff, which allows better coordination and implementation of activities. Two points were clear to the ET: first, the new leadership and structure were fostering programme implementation in the field and the perception from donors and government officials was very positive; and second, coordination and communication issues among staff remain and need close monitoring and attention from the senior management.

149. **Cost of the operation.** The costs of the operation has been closely monitored by the CP. Due to delays in implementation and the funding available no shortfall is expected, but it is clear that the CO must diversify funding sources and explore innovative mechanisms including local funding opportunities.

150. **Effectiveness.** From 2013 to 2014 there was little implementation and few expected changes in target outcomes were observed, but the CP took a positive turn in 2015. Though WFP efforts to support CAPMAS and IDSC objectives have been effective (even in those earlier years) and they are implementing new and better systems and procedures to collect and analyse food security data. In 2015, SF achieved a respectable rhythm reaching target numbers while significantly expanding its reach to 11 governorates, and the livelihood activity appears promising as rapidly moves forward. In addition, WFP has been successful building the capacities of local communities as well

as governmental and non-governmental organisations implementing the climate change component. However, the ET has not seen signs of programme integration within or across components.

151. **Impact.** WFP has been characterised by partners for its high level of professionalism and technical attention to detail, as well as capable to bring together different actors around strategic issues. Results from the CP clearly indicate that WFP has the ability to support and provide technical advice to relevant government institutions to increase ownership at the national level of food security and strategic planning. This not only strengthens Egypt's ability but also contributes to enhancing the overall capacity in the region, building a group of technical professionals who can support food security planning and implementation. The recognition from the government to request WFP to participate in the planning of an Emergency Response Hub is an indicator of a good partnership but also WFP's valued capacity in logistics, emergency response, regional networking and technical expertise.

152. The success of WFP's mission at the national strategy level in Egypt depends on creating and enhancing strategic relations with government offices, United Nations partners, NGOs and programme participants. WFP can be an advocate for an integrated and multisector approach to food security only if it can perform a strategic role bringing actors together to work closely to solve a common problem; and WFP has the evidence base and experience to do so. At the operational level, WFP can contribute by filling technical gaps, and developing, testing and disseminating innovative models that address local level problems, including child labour and education, among others.

153. **Sustainability and connectedness.** As the CP is highly coherent and connected with government policies and strategies, most of the programme activities have sustainability elements embedded on their initial design and in implementation that allows them to continue. The ET found many examples where activities implemented or prompted by WFP are now day-to-day practices among various government institutions, partners and participants. For example: organisations monitoring food security indicators are using the systems and methodologies designed in coordination with WFP; MOSS and MOE are asking WFP to support the design of an SF programme to improve its impact at the national level; and climate smart agriculture practices are a priority of the government to expand to other governorates and farmers are looking and asking for these innovations. These results could exponentially increase with proper integration strategies that enhance WFP innovative practices and link them with other experiences and capacities of partners. This will not only incorporate sustainability and connectedness, but also disseminates benefits at a larger scale and in a more cost-effective manner.

154. **Gender.** WFP has been successful in activities that directly target girls and women, and in developing comprehensive frameworks and tools that, if applied, allow significant mainstreaming of gender in all CP activities. However, gender mainstreaming as a crosscutting issue in processes and activities that do not exclusively target women or are not directly related to gender equality were less successful. The CO has invested considerable resources to map out gender and how to include it as a cross-cutting theme in design, implementation, M&E and reporting. Unfortunately, gender programming does not appear very strong when visiting programme sites. As an example, SF is targeting schools with predominantly girl populations because of the origin and existing rules of the community schools, and not by the design of the project; and although climate change activities had planned for women's participation and a GEEW component, during implementation the activities were re-oriented to men due to logistic and socio-cultural barriers.

3.3. Recommendations

Strategic recommendations (in order of highest priority)

155. **Recommendation 1:** Develop an updated strategic vision for WFP Egypt that underscores its unique role as a flexible source of technical assistance and advisor to the Government of Egypt in the areas of food and nutritional security. This vision should:

- Emphasise the comparative advantage of WFP to help develop a social protection policy that effectively targets and meets the needs of the most vulnerable populations of Egypt.
 - Lay out a coherent and comprehensive strategy for achieving the Sustainable Development Goals 2 (Zero Hunger) and 17 (Partnerships) and for supporting the Government of Egypt's 2030 strategic plan.
 - Reflect a sound, continuous and collaborative relationship with Government of Egypt partners and with relevant United Nations agencies.
- WFP Egypt Country Director with the support from the senior management team, technical focal points and RB should form a task force to lead and prepare this strategy document to feed into the process of developing a post-2017 CP.

156. **Recommendation 2:** Develop and implement an integration strategy with a pilot integrative community-focused programme to promote synergies between activities and partners. In order to maximise the effects of programme activities WFP Egypt should develop and implement an integration strategy to promote synergies between programmes and partners and take advantage of these opportunities to increase efficiency and effectiveness but also programme impact. As part of this integration “culture”, the evaluation team recommends WFP initiate a pilot programme in integrative community-focused programming under Component 2 in Upper Egypt governorates. Under this initiative, community residents will participate in a needs-assessment activity centred around the community school. A local community plan will be built around a package of WFP and partner activities that complement the school feeding (SF) activity. Such an integrated approach will enhance the role of the community school as not just a locale for primary education, but as a physical and social space for community learning and activity in general, including adult literacy training, livelihoods training, food assistance for assets activities, nutritional awareness training, and other activities consistent with the plan. This recommendation will require strong institutional partnerships with Government of Egypt, United Nations agencies such as UNICEF, and partner non-governmental organisations. A technical team formed with staff from the SF, Vulnerability Analysis and Mapping, Climate Change, Nutrition and M&E units should work on the design of this pilot activity by the end of 2016 to start piloting in 2017.

157. **Recommendation 3:** Design an internal capacity building framework that responds to the needs of governmental focal entities and nongovernmental institutions in order to augment their capacities to design, implement, and assess food security priorities. It is clear to the evaluation team that WFP responds to the needs of the government and works to position itself as their strategic food security partner in country. WFP has been successful working with governmental focal institutions to augment key food security capacities, and to improve monitoring, data collection and analysis to support the decision making with regards to national food security. WFP has been responding to the requests from the government but needs to develop an internal framework to identify those areas where WFP has ample expertise in-country and at regional level, or where WFP needs to find external local or international resources.

158. For the duration of the CP, WFP Egypt should develop an internal-to-WFP capacity framework to guide the process that supports governmental focal entities and partners in the areas of food security and related logistics; encompassing the following:

- This is not an overall strategy to build the capacity of all Government of Egypt, but a framework to support WFP's decision-making process that defines the best mechanism to respond.
- This framework should clearly support the strategic planning WFP already conducts with the government as part of the continuous dialogue, therefore it is important that the framework allows WFP the flexibility to adjust to the needs of the government.
- This framework should also include how to support other institutional and cooperating partners.
- This framework should feed into the development of the strategic vision for the CO.
- The Country Director should define an internal working group to develop this framework by the end of the first quarter of 2017.

159. **Recommendation 4:** Develop and implement a fund-raising plan to fund the CO development portfolio. The vision strategy of Recommendation 1 articulates a programme direction over the next five years for which funding will be required. It is recommended that WFP Egypt formulates its funding plan around the proposed strategic vision, government priorities and programme needs rather than design new projects according to the availability of funds and donors' priorities. Under the leadership of the Country Director, WFP CO should conduct a corporate review of funding instruments and consider the provision of a funding mechanism that invests in research into new approaches, programme design, and proposal development. As a middle-income country, Egypt presents a series of interesting opportunities, and this funding strategy should include a mapping of traditional donor priorities and local opportunities available. Such funding also needs to support dedicated technical staff to develop these new approaches. This strategy should be developed before the end of the first quarter of 2017.

Operational recommendations (in order of highest priority)

160. **Recommendation 5:** Extend the duration and strategically scale up the climate change programming in planned governorates. An extension of the climate change project's duration is absolutely necessary, to allow the project to continue its pioneering and successful model. It is highly recommended to respond to the recommendation of the Steering Committee of the Climate Change Project to upscale the project to cover all Upper Egypt governorates through a second phase. [for RB, CO Climate Change Unit].

161. The project management should be strengthened in terms of staffing, staff capacity building, M&E system and managerial procedures. [for Climate Change Unit and the Project Management]. This recommendation should be implemented as soon as possible and before the end of 2016. A comprehensive dissemination strategy should be developed in order to upscale the adoption of project practices so as to widely cover the project governorates. The project should not expand geographically in more villages in response to beneficiaries or official requests (in the last months, four villages that were not included in the project document have been added to the target area). Taking into consideration the managerial capacity and the fact that various planned activities in the original project area are behind schedule, geographical expansion in the remaining project duration (even if extended) would negatively affect the quality and quantity of the project's targeted results. In the remaining project time, the following guiding principles should determine project priorities and (if needed) budgeting:

- Dissemination, awareness raising and capacity building activities targeting a wide scope of non-specific beneficiaries should be prioritised over direct support activities targeting individual beneficiaries.
- Technical support activities (knowledge transfer, information and extension and veterinary services) should be prioritised over physical/material support activities.
- Collective assets (e.g. health centres, veterinary equipment, and agricultural machineries) should be prioritised over production inputs (e.g., veterinary medicines, fodder, seeds, fertilisers).

162. Recommendation 6: Strengthen gender analysis in programme design and implementation. More attention should be paid to gender mainstreaming as a cross-cutting issue among all interventions and not only where women are the targeted beneficiaries. This may include conducting gender analysis before, during and after implementing interventions, planning more gender-specific activities, applying gender budgeting, the disaggregation of data by gender, considering gender ratios in staffing (the last two elements are widely considered), as well as developing gender-specific indicators tailored to the respective intervention and targeted groups.

163. As soon as possible, the CO should take needed steps to adopt in its plans two important documents which were developed by the CO in 2015, however not yet seriously taken into consideration, namely the “Gender Mainstreaming Action Plan WFP Egypt Country Office 2015-2017” and the complementary document “Concept Note-Preliminary Gender Map of Egypt Country Office” (these are in addition to WFP’s Gender Policy (2015-2020) and the Regional Gender Implementation Strategy (2016-2020)). It is essential to ensure that WFP stakeholders, particularly direct partners, are on board regarding understanding and adopting gender equality and empowerment of women concepts and efforts. The abovementioned documents should serve as a basis for intensive advocacy and awareness targeting partners, stakeholders and beneficiaries. Moreover, CO and project staff should receive relevant training in this regard. The same will be needed with beneficiaries, particularly at community level. To assess performance and participation from a gender perspective, the “Checklist for Gender Self-Assessment” developed by the CO should be considered in the projects’ design, implementation and results.

164. The socio-cultural conditions hindering the involvement of women in community-based activities should not be seen as given determining factors, but as a challenge, and a priority intervention area where innovative solutions are to be developed and applied. An institutional set-up in charge of gender mainstreaming (e.g., hiring a gender specialist, creating a gender unit and/or building a gender task force) is recommended as an alternative to the current situation, where gender issues are an additional (and de-facto secondary) mandate of already overloaded personnel. In addition, capacity building activities on gender related issues should be planned and conducted so as to target relevant staff members and operational partners. The Country Director should form a Gender Committee to address this recommendation, to be implemented before the end of 2016.

165. Recommendation 7: Prepare a plan of activities to augment the capacity needed to implement Component 4 and to jump-start nutritional activities. The frequent changing environment of government institutions affected the ability of WFP to implement nutritional activities as initially planned. Although WFP has been working to move these activities forward, there is the need to augment the capacity of WFP to revitalise implementation, reschedule activities, redesign best strategies to implement the activities, and to build stronger linkages with focal government institutions such as the Ministry of Health and Population and key partnerships like that of UNICEF. WFP

Egypt should take advantage of its experience and that of national institutions to support national nutrition policies and interventions. Nutritional activities are highly strategic for Egypt, thus, WFP and should focus on programme activities particularly related to capacity building, fortification, and training and curricula development to jump-start nutrition activities. The revised plan should be in place by the end of 2016 for implementation in 2017.

166. Recommendation 8: Review the CO operational structure with regard to relationships between technical units, support units, and the external relations unit as follow-up to ongoing internal process. After the change in leadership and introduction of a new organisational structure, the CO should carefully evaluate the outcome of this re-organisation with the goal of maximising coordination, integration, and communication. It is recommended specifically that the CO review the functions of each unit to clarify roles and responsibilities, empower technical focal points, and enhance communication between technical focal points and respective counterparts in the government. The Country Director, with the support of the senior management, technical focal points, as well as the RB, should continue the ongoing process that involves internal coordination seminars to review enactment of new structures and processes.¹⁵⁰ This review seminar should be conducted prior to the formulation of the new CP in 2017.

167. Recommendation 9: Expand the decision support capacity of the Monitoring and Evaluation system with a review of current indicators and how to improve their incorporation into programme management. [For CO M&E]: To build upon the recent, innovative restructuring of the M&E data management system, WFP Egypt M&E unit should now seek to enhance the decision support capability of the system by reviewing the incorporation of the M&E products into programme management. The evaluation team recommends a review of the indicator lists associated with programme components to assess how each indicator supports programme management. It further recommends the inclusion of project-specific indicators that assess the outcomes of programme activities more clearly. It is recommended that in 2016, the M&E unit engage in a series of workshops with the technical units and cooperating partners to establish how current M&E products and indicators can more effectively support programme design and operations and to define a set of unit-specific outcome indicators that would support more rigorous and systematic assessment of effectiveness.

168. [For Performance Management and Monitoring Division within Corporate WFP]: The evaluation team recommends a review of the current Strategic Results Framework to revise outcome indicators that provide insufficient information on programme effectiveness (e.g., retention rates and enrolment rates in SF) and as such they often reflect results from non-programme-related factors. This revision should be incorporated into the Strategic Results Framework that follows 2017.

169. Recommendation 10: WFP Egypt should contribute to a revision of the M&E system of the National School Feeding Programme. This recommendation responds to Government of Egypt requests and in partnership with the Ministry of Social Solidarity to improve the definitions, data collection and analysis of valuable information to track and improve the national school feeding program. It is further recommended that the revised system move beyond the current indicators of enrolment and attendance to include learning outcomes, primary completion rates and transition to secondary school rates. The SF unit in coordination with the M&E unit should develop a plan and strategy to support the Ministry of Education and Ministry of Social Solidarity during 2017.

¹⁵⁰ The ET acknowledges that a Structure and Staffing Review (SSR) took place after the evaluation period that may address most of R8.

Annexes

Annex 1: Terms of Reference



Evaluation Quality Assurance System

Office Of Evaluation

Measuring Results, Sharing Lessons

[Final 20th September 2015]

Terms of Reference Operation Evaluation

Egypt Country Programme 200238 (2013-2017)

Leveraging National capacity through Partnerships for Food and Nutrition security

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1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of the Egypt country programme 200238. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will start in August 2015 with preparation, and end in July 2016 with the dissemination of the evaluation report. In line with WFP's outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company's evaluation manager and team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR were finalised based on comments received on the draft version. The evaluation shall be conducted in conformity with the TOR.

2. Reasons for the Evaluation

2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission a series of Operation Evaluations in 2013 -2016.
5. Operations to be evaluated are selected based on utility and risk criteria.¹⁵¹ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB), in consultation with the Country Office (CO) has selected the Egypt country programme 200238 for an independent mid-term evaluation. In particular, the evaluation has been timed to ensure that findings can feed into decisions on implementation of the country programme and design of subsequent operations.

2.2. Objectives

6. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
 - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
 - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

2.3. Stakeholders and Users

7. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

Table 1: Preliminary stakeholders' analysis

Stakeholders	Interest in the evaluation
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¹⁵¹ The utility criteria looked both at the timeliness of the evaluation given the operation's cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs' internal control self-assessments.

INTERNAL STAKEHOLDERS	
Country Office (CO)	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
Regional Bureau (RB) [CAIRO]	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
Office of Evaluation (OEV)	OEV is responsible for commissioning OpEvs over 2013-2016. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
EXTERNAL STAKEHOLDERS (See Table 2 for list of external stakeholders)	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. Various Ministries are partners in the design and implementation of WFP activities, including the Ministry of education, central agency for public mobilization and statistics (CPMAS), Information and Decision Support Centre (IDSC), Ministry of health, Ministry of Manpower and immigration, Ministry of agriculture, Ministry of supply and internal trade; Other ministry that may not be directly partnering with WFP but may have an interest in the findings of the evaluation include Ministries of Insurance and Social Affairs and water and resources and irrigation
UN Country team	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.
NGOs	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
Community development associations	WFP in particular forged partnerships with local community development associations for activities focused on building resilience to climate change. Other civil society groups and community based organisations work within the same context in which WFP operates and have an interest in areas related to WFP interventions (child labour and education; food security, nutrition, gender equity,

ns and other civil society organisations	etc.). Their experience and knowledge can inform the evaluation and they will be interested in the evaluation findings, especially those related to partnerships.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.
Research and Academic institutions	Contributions by various National and local institutions, including institutes and universities were valuable in informing the design and implementation of the different activities. These includes the animal production research institute, institute for horticulture, national research centre, and a number of Universities. These stakeholders will be a good source of information for issues related to the design, and they will be interested in the findings of the evaluation.

8. **Users.** The primary users of this evaluation will be:

- The CO and its partners in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
- Given RB's core functions the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight,
- OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.
- As WFP is a key member of the UN country team in Egypt, the UNCT and the national partners may use the findings of this evaluation as a source of information for future UNDAF (2013-2017) reviews/evaluations.

3. Subject of the Evaluation

9. Located at the north-eastern corner of the African continent, Egypt has an estimated population of 88.5 million people, and growing at a rate of 1.79%.¹⁵² Egypt is also reported to be hosting up to 300,000 refugees from Syria, 133,000 of whom are registered with the UNHCR¹⁵³. About 25.2% of the population is estimated to be living below the national poverty line. The economy is largely service driven, with services contributing up to 47% of the GDP, agriculture 15% (with only 2.8 % of land being arable) and industry 39%. The economy started picking up with a growth rate reaching 5.6% in the first half of the fiscal year 2014/15 and expected to reach to an average of 4% for the full fiscal year, after being as low as 2.1% on average from 2011-2014 due to political instability. The key development challenges facing Egypt include: reducing high inflation (estimated at 10.4% in 2015), bringing down youth unemployment, improving energy management, dealing with a structural fiscal deficit and resolving other public debt issues.¹⁵⁴ Egypt imports up to 17% of its food requirements and 60% of its wheat requirements, making it vulnerable to fluctuations in food prices, exchange rates and foreign exchange availability. Food insecurity therefore, is income-related both at national and household levels. Reportedly, More than 40% of the average household's expenditure in Egypt goes towards food which for the poorest families may be more than half their budgets.

¹⁵² <https://www.cia.gov/library/publications/the-world-factbook/geos/eg.html>, accessed on 7th August 2015

¹⁵³ See WFP second Budget revision narrative, page 3

¹⁵⁴ <http://www.africaneconomicoutlook.org/en/country-notes/north-africa/egypt/>, accessed on 7th August 2015

10. Ranked 110 in the 2014 human development report, Egypt is a middle income country, albeit with significant inequalities, evidenced by a GINI coefficient¹⁵⁵ of 30.8. From the gender perspective, women worse off than men, with the labour force participation rate¹⁵⁶ for women being only 23.6%, compared to 74.6% for men; likewise, the literacy rate for women is 65.4% compared to 82.2% for men; and with only 2.8% of parliamentary seats occupied by women. According to the 2014 health demographic survey, the infant mortality rate in Egypt is 22 deaths per 1,000 births and the neonatal mortality rate was 14 deaths per 1,000 births. A comparison of these rates with the overall level of under-five mortality (27 deaths per 1,000 births) indicates that almost 80 percent of early childhood deaths in Egypt take place before a child's first birthday, with half occurring during the first month of life.¹⁵⁷ On nutrition, 8 percent of Egyptian children are wasted, 15 percent are overweight, 6 percent are underweight and 21 percent are stunted, based on the 2014 DHS. Except stunting which has slightly declined from 23% in 2000, the other indicators have slightly deteriorated over time. Maternal mortality rate in Egypt is estimated to be 66 deaths for every 100,000 live births.
11. In education, while enrolment rate is reported to be 95%¹⁵⁸, there are inequalities, both within regions and among boys and girls. The high enrolment rate masks the problems of poor school attendance and completion rates, largely due to child labour, driven by poverty, especially in rural areas. In the poorest areas such as Upper Egypt, 20% of children never attended school and 13% of the youth had dropped out of school earlier.¹⁵⁹
12. The vast majority of the Egyptian population lives in the Nile Delta and along the thin strip of the Nile Valley while the large expanses of territory that make up the rest of the country remain almost entirely uninhabited. Egypt's unique geography provides a serious challenge for adaptation to the changing climate and makes change in sea level or the flow of the Nile a threat to Egypt's population and economy. A signatory to the 1995 United Nations Framework Convention on Climate Change (UNFCCC), Egypt has prepared a National Action Plan on Climate Change to coordinate its efforts in addressing climate change challenges.
13. While the WFP country programme, and the Egypt UNDAF (2013-2017) to which it aligns, were developed at a time when Egypt was undergoing political transition, there is marked optimism as Egypt just launched its sustainable development strategy (SDS vision 2030) and a medium term investment framework (2015-2019). Government Social safety nets, to which the WFP country programme contributes, remains prominent in the new strategy.¹⁶⁰
14. The country programme project document, including the project logframe, related amendments (Budget revisions) and the latest resource situation are available on wfp.org.¹⁶¹ At design, the country programme was aligned to the WFP strategic plan 2008-2014, and in 2014 was realigned to the new strategic plan 2014-2017. The key characteristics of the operation are outlined in table 2 below. The outcomes reflected in table 2 are based on the original design, while the detailed aligned logframe is presented in Annex 3. In addition, the substantive funding by the European commission (up to 64% of the CP budget) was accompanied by detailed proposal that provides more details of the commitments made and the expected results.¹⁶²

Table 2: Key characteristics of the operation

¹⁵⁵GIN is the measure of the deviation of the distribution of income among individuals or households within a country from a perfectly equal distribution. A value of 0 represents absolute equality, a value of 100 absolute inequality.

¹⁵⁶ Proportion of a country's working-age population (ages 15 and older) that engages in the labour market, either by working or actively looking for work, expressed as a percentage of the working-age population.

¹⁵⁷ Egypt Demographic and health survey, 2014: Main findings.

¹⁵⁸ <http://data.worldbank.org/indicator/SE.PRM.NENR>, accessed on 7th August 2015

¹⁵⁹ Child poverty disparities in EGYPT, UNICEF, 2010

¹⁶⁰ Sustainable Development Strategy, Egypt's Vision 2020: And a medium Term Investment Framework 2014/2015-2018/2019

¹⁶¹ From WFP.org – Countries – Egypt – Operations.

¹⁶² The proposal is available in BOX in the folder named "Resourcing and resources update/donor proposals"

OPERATION			
Approval		The operation was approved by The Executive Board in June 2013	
Amendments		<p>There have been two amendments/budget revisions to the initial project document.</p> <p>The first budget revision was approved in September 2014, to support the Government in scaling up safety net provision to poor rural and urban households affected by the economic disruption caused by the political turbulence. This was to be funded by a contribution of US\$80.8 million by the European commission to be implemented under a programme “enhancing access of children to education and fighting child labour”. The overall CP budget increased by 45% from US\$87.2 million to US\$159.6 million.¹⁶³</p> <p>The second budget revision was approved in June 2015, to expand WFP’s school feeding programme to cover public primary schools in rural areas, support Syrian refugee children to access education, reduce number of pre-primary school children targeted in community schools with take home ration (based on information that shows initial estimates by Government were higher). These changes increased the total CP budget by 3.6% from US\$159.6 million to US\$165.5 million.</p>	
Duration		Initial: 4.5 years (July 2013–December 2017)	Revised: N/A
Planned beneficiaries		Initial: 792,000	Revised: 1,335,000
Planned food requirements		<u>Initial:</u> In-kind food: 74,022 mt of food commodities Cash and vouchers: 9,349,176 US\$ million	<u>Revised:</u> In-kind food: 97,750 mt of food commodities Cash and vouchers: 14,845,177 US\$ million
US\$ requirements		Initial: \$87,220,870	Revised: \$165,484,294
OBJECTIVES, OUTCOMES AND ACTIVITIES			
	WFP SOs¹⁶⁴	Country programme specific objectives and outcomes	Activities
	Cross-cutting results	Gender: Gender equality and empowerment improved	
		protection and app¹⁶⁵: WFP assistance delivered and utilised in safe, accountable and dignified conditions	
		Partnerships: Food assistance interventions coordinated and partnerships developed and maintained	
Contributing to	Strategic Objectives	Objective 1: Enable national institutions to i) monitor and respond to food-security risks; ii) provide evidence-based analysis to guide food-security policy; and iii) support the reform of food-based safety nets	

¹⁶³ EU funding covers the period 2014-2018, therefore only 72.4 million out of the 80.8 million is included in the increased budget. See BR narrative

¹⁶⁴ Strategic objectives

¹⁶⁵ Accountability to affected populations

	ve 5 (New SO3)	Outcome 1.1: Increased marketing opportunities at the national level, with cost-effective local purchases by WFP	Supply and value chains analysis Food security and early warning systems
		Outcome 1.2: Progress made towards nationally owned hunger solutions	Technical assistance in vulnerability analysis/mapping
	Strategic Objective 4 (New SO4)	Objective 2: Enhance access to pre-primary and primary education, and combat child labour through food assistance for selected schools in Upper Egypt	
		Outcome 2.1: Increased access to education and human capital development in assisted schools	Technical assistance to national school feeding programme; School snacks in primary community schools; Take-home ration to promote attendance; health and nutrition education; deworming -Livelihoods support activities
	Strategic Objective 2 (New SO 3)	Objective 3: Enable poor communities in Upper Egypt and frontier governorates to adapt to climate change and market fluctuations, and reduce agricultural losses through support for sustainable livelihoods	
		Outcome 3.1: Hazard risk reduced at the community level in targeted communities	-Assets creation/ maintenance; -Livelihoods training -Climate adaptation ¹⁶⁶
	Strategic Objective 4 (New SO 4)	Objective 4: Strengthen national capacity to prevent chronic malnutrition among vulnerable populations	
		Outcome 4.1: Increased production capacity for fortified foods, including complementary foods and special nutrition products	-Technical assistance on food fortification and quality monitoring; -local production of complementary foods
		Outcome 4.2: Improved nutrition status of targeted women, girls, and boys	
	PARTNERS¹⁶⁷		
Government		Ministry of Agriculture and land reclamation; Ministry of Manpower and migration; Ministry of Health and Population; Ministry of supply and internal trade; Ministry of social solidarity; National nutrition institute; Ministry of education, central agency for public mobilization and statistics (CPMAS), Information and Decision Support Centre (IDSC),	
United Nations		Food and agriculture organisation (FAO); UNICEF; ILO; World Health Organisation	
NGOs		One international NGO (Terre des Hommes) and Seven national NGOs (Sohag Community Development Association for Women and Children's Situations Improvement, Coptic Evangelical Organization for Social Services, Bena Association for Development, Women's Association for Development in Assiut	

¹⁶⁶ Through complementary activities funded via a trust fund from united nations framework convention climate change (UNFCCC) adaptation fund

¹⁶⁷ The full list of partners that WFP Egypt worked with in 2014, including their roles and types is included in the excel file named 2014 WFP partnerships.xls

	University, Women's Health Improvement Association, Women and Society Association, Family and Environment Development Association) in Eleven governorates (Beheira, Giza, Qena, Sohag, Assiut, Sharqia, Aswan, Luxor, Beni Suef, Menia, Fayoum)
Private sector	PepsiCo, Vodafone, CEMEX, Bank of Alexandria
Others including those working on Gender	Among the 11 organisations WFP partnered with are those focused on gender such as Women and Society Association in Giza; Women Association for Development in Assuit University; Women's Health Improvement Association in Beheira; Community Development and Enhancement of Women and Children in Sohag

RESOURCES (INPUTS)

Contribution received
As at: 9th Aug 2015
 US\$127,534,210

77% against appeal

Top 5 donors:
 EUR commission-64%
 Germany- 20%
 Canada – 6%
 USA – 3%
 Egypt – 2%

Figure 1: % funded of total requirements

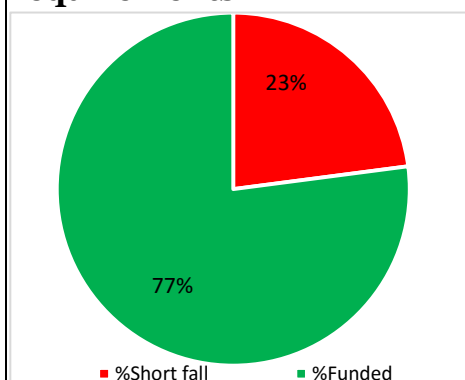
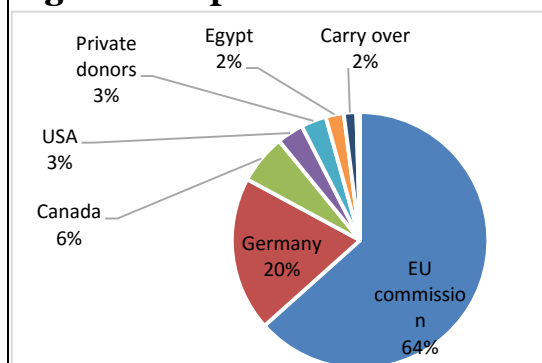


Figure 2: Top Donors



PLANNED OUTPUTS (at design)

Figure 3: Planned % of beneficiaries by activity/component

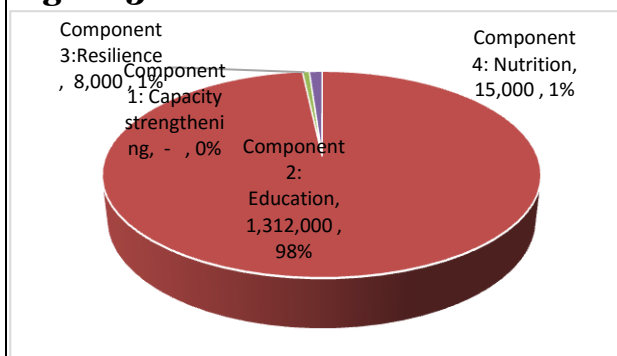


Figure 4: Planned % of women/girls versus men/boys by component

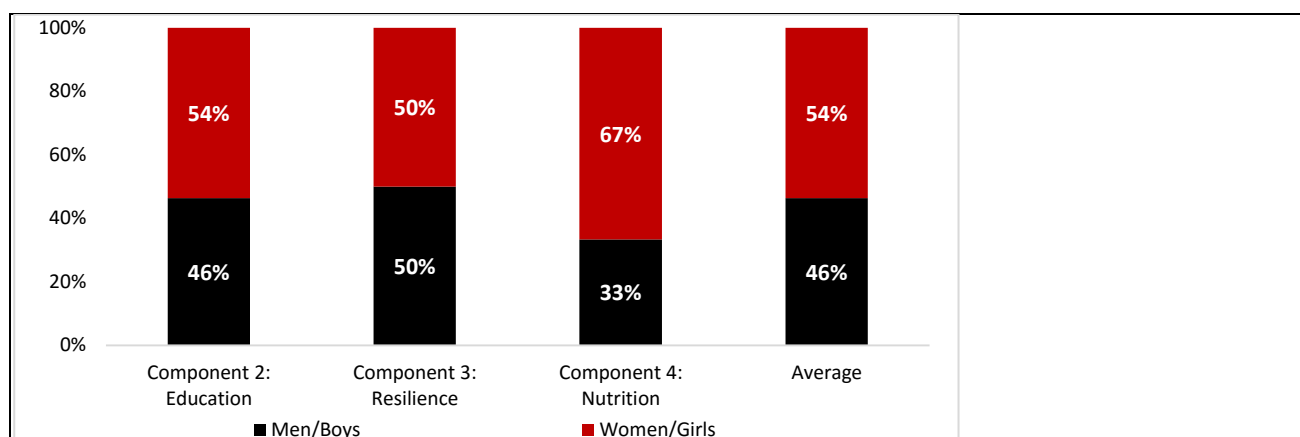
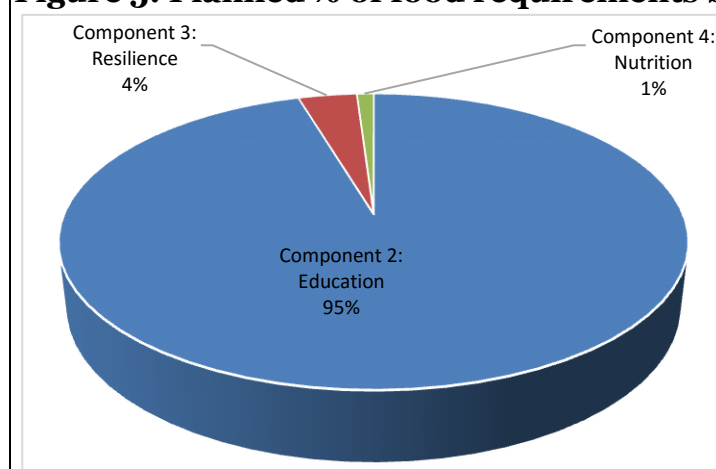


Figure 5: Planned % of food requirements by component



4. Evaluation Approach

8. 4.1. Scope

15. **Scope.** The evaluation will cover the CP 200238 including all activities and processes related to its formulation, implementation, resourcing, monitoring, reporting and evaluation relevant to answer the evaluation questions¹⁶⁸. The period covered by this evaluation captures the time from the development of the operation (January to June 2013) and the period from the beginning of the operation until the start of the evaluation (July 2013 to March 2016).

9. 4.2. Evaluation Questions

16. The evaluation will address the following three questions:

Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time
- Are coherent with relevant stated national policies, including sector and gender policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the Egypt.

¹⁶⁸ The planned food distribution activities under component 4 were not carried out, so the evaluation will focus on the none-food related activities of this component, in addition to looking at the factors that affected the implementation of the food related activities, given the medium level stunting rates Egypt. See paragraph 10

- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender)¹⁶⁹, and remained so over time¹⁷⁰. The team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender issues

Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; and how GEEW results have been - or not- achieved;
- How different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country; and
- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation.

Question 3: Why and how has the operation produced the observed results? The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internal factors within WFP's control: analytical capabilities/frameworks, processes, systems and tools in place to support the operation design, implementation, monitoring, reporting and evaluation; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); partnerships and coordination arrangements; strategic/operational decision-making in view of operational constraints, etc.
- External factors outside WFP's control: the external operating environment including Government stability and vision/priorities; the funding climate; external incentives and pressures; effective delivery of complementary services by other partners (especially the UN agencies and Government agencies the under joint arrangements for component 2 and 3), etc.

4.3 Evaluability Assessment

17. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.
18. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, evaluations and reviews of ongoing and past operations, especially evaluation of the previous CP 104500¹⁷¹ and the evaluation of the

¹⁶⁹ Includes WFP School feeding policy (2013), WFP nutrition policy (2012), WFP gender policy (2009), WFP disaster risk reduction and management policy (2011), WFP safety net policy (2012), WFP policy on capacity development (2012), among others. For gender, in addition to WFP policy, refer to <http://www.ohchr.org/en/hrbodies/cedaw/pages/cedawindex.aspx> for information on UN system wide commitments.

¹⁷⁰ Some of these policies have since been updated, for example WFP gender policy (2015), WFP resilience policy (2015)

¹⁷¹ Adams J. et al, 2010, Evaluation Report of Egypt Country Programme 104500 (2007-2011);

WFP/ILO/UNICEF/Government joint programme on combating worst forms of child labour;¹⁷² as well as documents related to other interventions by Government, donors and other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.

19. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and corresponding outputs, outcomes and targets are recorded in the logframe (see annex 2). Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives. However, answering question two is likely to pose some challenges owing in part to: i) the rapid expansion of the activities, resulting in lack of baseline data for some of the activities; which will have to be reconstructed using findings from available assessments and monitoring reports; and ii) data gaps in relation to efficiency given the complex implementation context; iii) high number of indicators reflected in the additional donor proposal logframe for component 2 activities, which may not have been consistently monitored or data not stored in a systematic manner; this will require the team to understand the M&E arrangements during the inception phase to plan how to address the challenges.
20. For question three, the team members will have access to some institutional planning documents, joint WFP/donor/government agreements and will elicit further information from key informant interviews as well as from observations during the field mission.

4.4. Methodology

21. The methodology will be designed by the evaluation team during the inception phase. It should:
 - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.
 - Use applicable standards (e.g. UNEG guidance on gender¹⁷³);
 - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.
 - Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
 - Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
 - Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
 - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

22. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the

¹⁷²Saad (2014), Combating worst forms of child labour by reinforcing policy response and promoting sustainable livelihoods and education opportunities, Independent evaluation.

¹⁷³These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.

23. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.

5. Phases and deliverables

24. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
25. **Preparation phase (August to October 2015):** The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.
26. **Inception phase (November 2015 to February 2016):** This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

Deliverable: Inception Package. The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and of the operation, the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed schedule for stakeholders' consultation. For more details, refer to the [content guide for the inception package](#).

27. **Evaluation phase (6th to 25th March 2016):** The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

Deliverable: Exit debriefing presentation. An exit debriefing presentation of preliminary findings and conclusions (powerpoint presentation) will be prepared to support the de-briefings.

28. **Reporting phase (26th March to 20th June 2016):** The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. After quality assurance the report will be shared with WFP stakeholders¹⁷⁴, who will be invited to review and provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

Deliverable: Evaluation report. The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation. For more

¹⁷⁴ OEV, RB and country office

details, refer to the [content guide for the evaluation report](#) and the [OpEv sample models for presenting results](#).

29. **Follow-up and dissemination phase:** OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. The RB will coordinate WFP's management response to the evaluation, including following up with country offices on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP's Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

Notes on the deliverables: The inception package and evaluation reports shall be written in English and follow the EQAS templates. The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level. The evaluation TOR, report and management response will be public and posted on the WFP External Website (wfp.org/evaluation). The other evaluation products will be kept internal.

Table 3: Key dates for field mission and deliverables

Entity responsible	Phase	Activities	Key dates
EM/ET	Inception	Draft Inception Package	31 ST January 2016
CO/RB/OEV	Inception	Review and comment on draft IP	1 nd to 7 th February 2016
EM/ET	Inception	Final Inception Package	14 th February 2016
CO/ET	Evaluation	Evaluation field mission	6 th to 25 th March 2016
ET	Evaluation	Exit Debriefing Presentation	24 th March 2016
EM/ET	Reporting	Draft Evaluation Report	13 th May 2016
CO/RB/OEV	Reporting	Review and comment on draft report	14 th May to 28 th May 2016
EM/ET	Reporting	Final Evaluation Report submission	12 th June 2016
OEV	Reporting	Report review and approval	20 th June 2016
CO/RB	Follow-up	Management Response	5 th July 2016

6. Organization of the Evaluation

6.1 Outsourced approach

30. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.
31. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.

32. The company, the EM and the ET members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).
33. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

6.2 Evaluation Management

34. The evaluation will be managed by the company's EM for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:
 - Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
 - Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
 - Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
 - Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
 - Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
 - Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.3 Evaluation Conduct

35. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.
36. **Team composition.** The evaluation team is expected to comprise 3 team members, including the team leader and international/national evaluators. It should include women and men of mixed cultural backgrounds and nationals of Egypt or the region. At least one team member should have WFP experience.
37. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
 - School feeding programmes, both WFP-implemented and Government-owned and associated processes of designing and targeting
 - Understanding of child labour issues
 - Food security and Livelihoods support/strengthening in the context of climate adaptation/mitigation, including understanding of food security analysis
 - Nutrition-sensitive programming and understanding of nutrition capacity strengthening approaches such as food fortification and local production of complementary foods

- A good understanding of WFP funding arrangements, particularly with the European commission¹⁷⁵ as well as the debt swap mechanisms¹⁷⁶
 - Experience of working/evaluating in middle income context and the associated technical assistance and capacity building/augmentation approaches related to food and nutrition security
 - Gender expertise/good knowledge of gender issues within the Egyptian and regional context as well as understanding of UN system-wide and WFP commitments on gender.
38. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region.
 39. While the official language in Egypt is Arabic, the evaluation products will be written English. However, the team will need to collectively have a good understanding of oral and written Arabic to facilitate communication with national partners and review of official documents that may be available only in Arabic.
 40. The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.
 41. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
 42. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
 43. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s); and v) provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.4 Security Considerations

44. As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
45. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
 - Travelling team members complete the UN system’s applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)
 - The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
 - The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see [EQAS for operations evaluations](#) page 34.

7. Roles and Responsibilities of WFP Stakeholders

¹⁷⁵ With the EU commission providing up to 64% of the funding for this large country programme, accompanied by concomitant donor expectations, the funding arrangements will be a key factor to consider in this evaluation, and a prior understanding of EU funding frameworks will be critical

¹⁷⁶ WFP Egypt was funded twice through the Italian and German debt swaps

46. **The Country Office.** The CO management will be responsible to:
- Assign a focal point for the evaluation. **Nesreen ELMOLLA**, Monitoring and Evaluation officer, will be the CO focal point for this evaluation
 - Comment on the TORs, inception package and the evaluation report
 - Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.
 - Organise security briefings for the evaluation team and provide any materials as required
 - Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.
 - Organise and participate in two separate debriefings, one internal and one with external stakeholders.
 - Prepare a management response to the evaluation recommendations.
 - Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
47. **The Regional Bureau.** The RB management will be responsible to:
- Assign a focal point for the evaluation. **Karl Svensson**, Programme Officer (M&E), will be the RB focal point for this evaluation.
 - Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance *and* results. In particular, the RB should participate in the evaluation debriefing and in various teleconferences with the evaluation manager and team, as required.
 - Provide comments on the TORs, inception package and the evaluation report.
 - Coordinate the management response to the evaluation and track the implementation of the recommendations.
 - Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
48. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.
49. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and **Grace Igweta**, Evaluation Officer and **Filippo POMPILI**, evaluation officer, will be the OEV focal points. OEV's responsibilities include to:
- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
 - Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
 - Comment on the draft inception package.
 - Comment on the evaluation report and approve the final version.
 - Submit the final evaluation report to an external post-hoc quality review process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
 - Publish the final evaluation report on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
 - Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

8. Communication and budget

9.1. Communication

50. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 5, paragraph 28 describes how findings will be disseminated.
51. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

9.2. Budget

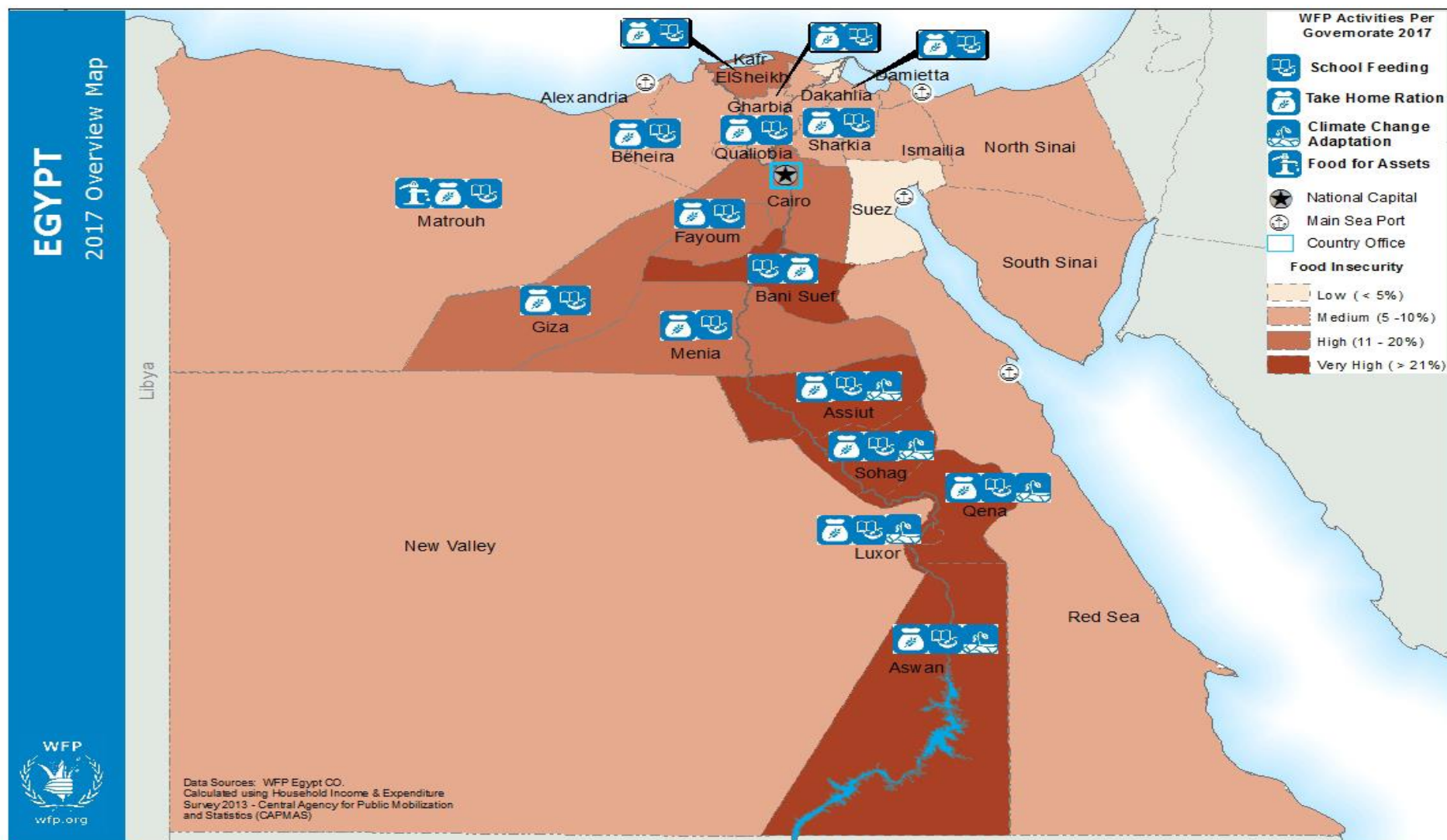
52. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director Memo dated October 2012). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).
53. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:
 - Use the management fee corresponding to a large operation.
 - not budget for domestic travel road, which will be provided by WFP country office

Please send any queries to:

Grace Igweta, evaluation Officer, at grace.igweta@wfp.org, +39-066513-2847 or

Filippo Pompili, evaluation officer at filippo.pompila@wfp.org, +39-066513-6454

10. Annex 1: Map of WFP activities per Governorate



11. Annex 2: Evaluation timeline

[illegible]

12. Annex 3: CP Logframe aligned to SRF 2014-2017¹⁷⁷

LOGICAL FRAMEWORK		
Outcomes	Performance indicators	Assumptions
UNDAF outcomes 1: Poverty alleviation through pro-poor growth and equity 2: Quality basic services 4: Food security and nutrition 5: Environment and natural resource management	UNDAF Outcome Indicators Increased number and quality of social services Improved survival and development among children under 5 Adequate health-related knowledge and improved behaviour with regard to health problems Improved readiness among children to start primary school on time, especially marginalized children Reduced gender and other disparities in relation to increased access and completion of quality basic education Government endorses and implements a national food security strategy Vulnerable people have access to good quality subsidized food Vulnerable populations have increased access and awareness regarding adequate and nutritious foods Food is produced and marketed more efficiently; better agricultural practices Climate change adaptation and disaster risk reduction policies adopted	Economic growth continues. Government commitment to social services and safety net reform continues.
CROSSs-Cutting RESults and indicators		
GENDER Gender equality and empowerment improved ¹⁷⁸	-Proportion of women, men or both women and men who make decisions over the use of cash, voucher or food within the household; <u>Target</u> : 50% ¹⁷⁹ . Proportion of female food monitors; <u>Target</u> : 40% -Number of activities to raise awareness of gender equality; <u>Target</u> : 2 activities <u>Project specific indicators</u> ¹⁸⁰ : -Proportion of women provided with trainings to start their own income generating activity (IGA) to keep sending their children to schools and diminish child labour; <u>Target</u> : 90% -Proportion of women who started their own income generating activity (IGA) to keep sending their children to schools and diminish child labour; <u>Target</u> : 60% -Proportion of women provided with loans to support their own income generating activity (IGA) to keep sending their children to schools and diminish child labour; <u>Target</u> : 90%	Women are included in the design of the project and are targeted as direct food beneficiaries. Traditional gender dynamics can be overcome in rural areas to allow women to benefit from livelihood activities and grant schemes.
pROTECTION and accountability to affected populations wfp assistance	Proportion of assisted people who do not experience safety problems to/from and at WFP programme sites; <u>Target</u> : 100% Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain); <u>Target</u> : 90%	

¹⁷⁷ Please note, the terminology here reflects previous terms (i.e., FFE and FFA) and not the most current WFP terminology (i.e., SF and FFA as it refers to food assistance for assets).

¹⁷⁸ The other two corporate gender indicators are not applicable to this CP since there are no beneficiary food management committees.

¹⁷⁹ This is a project specific target for school feeding and Food for Asset component.

¹⁸⁰ These indicators cover the component of the EU project on fighting child labour.

delivered and utilized in safe, accountable and dignified conditions		
partnership Food assistance interventions coordinated and partnerships developed and maintained	-Proportion of project activities implemented with the engagement of complementary partners; <u>Target</u> : 60 % ¹⁸¹ -Amount of complementary funds provided to the project by partners (including NGOs, INGOs, Civil Society, Private Sector organizations, International Financial Institutions; <u>Target</u> : 20% ¹⁸² ; -Number of partner organizations that provide complementary inputs and services; <u>Target</u> : 6 partners ¹⁸³	Existing partnership are sustained and reinforced on the basis of complementarity in technical expertise and resources. -Partners' commitments are honoured.
Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs Goals: (1) Support people, communities and countries to strengthen resilience to shocks, reduce disaster risks and adapt to climate change through food and nutrition assistance. (2) Leverage purchasing power to connect smallholder farmers to markets, reduce post-harvest losses, support economic empowerment of women and men and transform food assistance into a productive investment in local communities (3) Strengthen the capacity of governments and communities to establish, manage and scale up sustainable, effective and equitable food security and nutrition institutions, infrastructure, and safety-net systems, including systems linked to local agricultural supply chains Components: 1) Build resilience of vulnerable groups through food for assets activities and provision of technical assistance to mitigate the effect of climate change (third component of the project); 2) Strengthen national institutions that support food security through capacity development activities (first component of the project)		
Outcome 3.2: Increased marketing opportunities for producers and traders of agricultural products and food at the regional, national and local levels ¹⁸⁴ Linked outputs: H	3.2.1 Food purchased from regional, national and local suppliers, as % of food distributed by WFP in-country <u>Target</u> : 100%	Adequate funding is available. In country political stability allowing enough in country availability of food or normal port clearance procedures for imported food.

¹⁸¹ Partnership target is calculated based on activity weight, with equal weight for the four country components.

¹⁸² The calculation of complementary fund is based on estimated percentage of contribution of potential partners to the CP budget in the beginning of the project. This contribution, however, is not necessarily directly channelled through WFP funding system.

¹⁸³ Partners who are involved in more than one component and implementing different activities are counted as one partner and only once.

¹⁸⁴ The other corporates indicators are not applicable to this CP since there is no food purchased from smallholders.

Outcome 3.3: Risk reduction capacity of people, communities and countries strengthened Linked outputs: F, G, and J	3.3.1 National capacity index <u>Baseline</u> : 12/20 <u>Target</u> : FSMS=15/20 ¹⁸⁵ 3.3.2 Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP 80% of targeted communities report improved capacity to manage climatic shocks and risks	New knowledge and skills are utilized. Qualified staff are in place and apply knowledge transferred WFP has access to frontier governorates. Continued commitment of the Ministry of Agriculture and Land Reclamation to secure required resources and implementation capacity.
Output F: National systems for monitoring trends in food security and nutrition strengthened	-Number of government counterparts trained in collection and analysis of food and nutrition security data -Number of food security and nutrition monitoring/surveillance reports produced with WFP support	
Output G: Assets that reduce risk of disasters and shocks developed, built or restored	-Number of risk reduction and disaster mitigation assets built or restored, by capital category, type and unit of measure -Number of people trained, disaggregated by sex and type of training	
Output H: Increased WFP food purchase from regional, national and local markets and smallholder farmers	Quantity of food purchased locally through local and regional purchases (in mt)	
Output J: National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported	-Number of technical assistance activities provided by type ¹⁸⁶ -Number of people trained, disaggregated by sex and type of training	
Project-specific output indicators		

¹⁸⁵ NCI under SO3 covers component 1: Strengthen national institutions that support food security for the activities involving market analysis to systematically monitor and respond to threats to food security, as well as improved targeting of food subsidy system.

¹⁸⁶ Type of activity includes training government counterparts on needs assessments, targeting, food management (quantity and quality), market analysis, mitigation measures and mechanisms, information management and local tendering processes, disaggregated by gender and category.

Output: Climate change adaptation techniques introduced and implemented by the community	<p>Component 3 (related to outcome 3.3)</p> <ul style="list-style-type: none"> -Number of water user associations established and active in effective management of water resources and waterways; <u>Target:</u> 12 association -Number of people adopting at least one climate risk reduction measures in livestock management; <u>Target:</u> 9500 individual -Number of acres benefiting from optimal irrigation efficiency using low-cost solutions; <u>Target:</u> 1000 acres -Number of people from among the target population benefiting from demonstration farms, extension services, and farm-to-farm visits to enhance their resilience and reduce climate risks; <u>Target:</u> 25000 individual -Number of people engaged in income diversification strategies to reduce risks and vulnerability of food security to climate; <u>Target:</u> 2500 individual 	
Output: Physical and human asset developed to enhance the livelihood of vulnerable communities	<ul style="list-style-type: none"> -Number of female beneficiaries from food provided as an incentive for participation in FFA and FFT activities; <u>Target:</u> 686 -Number of male beneficiaries from food provided as an incentive for participation in FFA and FFT activities; <u>Target:</u> 1,373 -Number of literacy sessions carried out; <u>Target:</u> 9 -Number of livelihood support training sessions carried out; <u>Target:</u> 16 -Number of physical assets constructed –segregated by type ; <u>Target:</u> 4 (One classroom school) 	
<p>Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger</p> <p>Goals</p> <ol style="list-style-type: none"> <i>1. Prevent stunting and wasting, treat moderate acute malnutrition and address micronutrient deficiencies, particularly among young children, pregnant and lactating women and people infected with HIV, tuberculosis and malaria by providing access to appropriate food and nutrition assistance</i> <i>2. Increase access to education and health services, contribute to learning and improve nutrition and health for children, adolescent girls and their families</i> <i>3. Strengthen the capacity of governments and communities to design, manage and scale up nutrition programmes and create an enabling environment that promotes gender equality</i> <p>Components:</p> <ol style="list-style-type: none"> 1) Enhance Access to Education and Combat Child Labour (second component of the project); 2) Support to Nutrition through support to food fortification and prevention of stunting (fourth component of the project) 		

<p>Outcome 4.1: Reduced undernutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children</p> <p>Linked outputs: A and K</p>	<p>4.1.2 Proportion of target population who participate in an adequate number of distributions; <u>Target:</u> 70%</p> <p>4.1.3 Proportion of eligible population who participate in programme (coverage)¹⁸⁷ <u>Target:</u> 70%</p> <p>4.1.4 Proportion of children who consume a minimum acceptable diet; <u>Target:</u> > 70%</p> <p>4.1.6 Average number of schooldays per month when multi-fortified foods or at least 4 food groups were provided; <u>Target:</u> 80% of schooldays</p>	<p>Vouchers will be used by beneficiaries to buy complementary and nutritious food items to supplement their diet.</p> <p>The Ministry of Health and Population and Population (MoHP) is committed to adopt the standard nutrition guidelines by UNICEF and WHO.</p>
<p>Outcome 4.2: Increased equitable access to and utilization of education</p> <p>Linked output: A</p>	<p>4.2.1 Enrolment rate of girls and boys ; <u>Target:</u> Annual increase of 6%</p> <p>4.2.2 Retention rate of boys and girls; <u>Target:</u> 85% retention of boys and girls</p>	<p>Ministry of Education support for school feeding continues. Cooperating partners committed to timeframe and distribution plan.</p>
<p>Outcome 4.3: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</p> <p>Linked outputs: L and M</p>	<p>4.3.1 National capacity index ¹⁸⁸; <u>Baseline:</u> 9/20; <u>Target:</u> National School Feeding strategy= 13/20; <u>Baseline:</u> 8/20; <u>Target:</u> National Nutrition Strategy Action Plan=12/20</p>	<p>Ministry of Health and Population continues commitment to accelerate national nutrition strategy action plan</p>
<p>Output A Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries.</p>	<p>-Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>-Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>-Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p>	<p>Ministry of Education continues commitment to formulate national school feeding strategy.</p>

¹⁸⁷ Coverage will be monitored for children 6-59 months, and Pregnant and Lactating Women (PLW).

¹⁸⁸ NCI under SO4 covers components 4, and component 2 in the following areas: a) Support to National Nutrition Strategy Action plan, and b) Development of National School Feeding Policy. The Capacity building and training of government inspectors within the iodized salt tracking in Baladi bread project will be reported on within the NCI component of SO4 for Nutrition. Baseline values were assessed in 2014

Output K: Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively	<ul style="list-style-type: none"> -Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned -Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned -Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling 	
Output L: Policy advice and technical support provided to enhance management of food security, nutrition and school feeding	<ul style="list-style-type: none"> -Number of government staff trained by WFP in nutrition programme design, implementation and other nutrition-related areas – technical/strategic/managerial – disaggregated by sex and type of training -Number of technical assistance activities provided, by type ¹⁸⁹ 	
Output M: National nutrition, school feeding, safety net policies and/or regulatory frameworks in place	<ul style="list-style-type: none"> -Number of national programmes developed with WFP support – nutrition, school feeding, safety net -Number of national safety net policies that are nutrition-sensitive -Number of technical assistance activities provided, by type 	
Project specific output indicators		
Output: Health, nutrition and hygiene awareness materials is disseminated in targeted school	<p>Component 2 (related to Outcome 4.2):</p> <ul style="list-style-type: none"> -Number of children benefiting from health, nutrition and hygiene education; <u>Target:</u> 83,883 children -Number of WFP-assisted schools provided with materials on health, nutrition and hygiene education; <u>Target:</u> 3000 schools 	
Output: Food is distributed on monthly basis to students to combat short term hunger	<ul style="list-style-type: none"> -Number of months THRs distributed; <u>Target:</u> 12 months Kcal transferred to school children; <u>Target:</u> 360kcal/day 	

¹⁸⁹ WFP will provide the technical assistance to the Ministry of Health and Population (MOHP) to develop nutrition messages and fortification of staple food messages within the National Nutrition Strategy action plan.

13. Acronyms

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BR	Budget Revision
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation manager
ER	Evaluation Report
ET	Evaluation Team
GEEW	Gender empowerment and equality of women
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
NGO	Non-Governmental Organisation
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WFP	World Food Programme

Annex 2: Methodology

Please see supplementary annex.

Annex 3: List of Persons Consulted by Institution

Please see supplementary annex.

Annex 4: Additional Visuals of the Results

Please see supplementary annex.

Annex 5: Participants in Final Debrief Sessions

Please see supplementary annex.

Annex 6: Evaluation Matrix

Please see supplementary annex.

Annex 7: References

Please see supplementary annex.

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