



Brussels, 23.10.2014  
C(2014) 7615 final

**COMMISSION IMPLEMENTING DECISION**

**of 23.10.2014**

**on the Annual Action Programme 2014 in favour of Egypt to be financed from the  
general budget of the European Union**

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### on the Annual Action Programme 2014 in favour of Egypt to be financed from the general budget of the European Union

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action<sup>1</sup> and in particular Article 2 thereof,

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, and in particular Article 84(2) thereof,

Whereas:

- (1) The Commission has adopted the Single Strategic Framework in favour of Egypt for the period 2014-2015<sup>3</sup>, point 3 of which provides for the following priorities:
  - Governance, Transparency and Business Environment (including Complementary support in favour of civil society and of EU Agreements);
  - Poverty Alleviation, Local socio-economic development and Social Protection;
  - Quality of life and environment.
- (2) The objectives pursued by the Annual Action Programme 2014 in favour of Egypt to be financed under Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument<sup>4</sup> are to increase access to education for the most vulnerable and socially excluded children and to strengthen child protection, especially its effectiveness in addressing specific challenges such as institutional provisions, prevention and care services.
- (3) Action entitled “Expanding Access to Education and Protection for at Risk Children in Egypt” has as the specific objectives of 1) scaling up the Community Schools model and improve access of out of school children to primary education, 2) supporting the inclusion of children with disability in the education system and 3) supporting the Government in operationalising the Child Law and the provisions of the Constitution related to the protection of children.
- (4) This Decision complies with the conditions laid down in Article 94 of Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of

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<sup>1</sup> OJ L 77, 15.3.2014, p. 95.

<sup>2</sup> OJ L 298, 26.10.2012, p. 1.

<sup>3</sup> C(2014) 7170 of 08.10.2014.

<sup>4</sup> OJ L 77, 15.3.2014, p. 27.

application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union<sup>5</sup>.

- (5) The Commission may entrust budget-implementation tasks under indirect management to the entities identified in this Decision, subject to the conclusion of a delegation agreement. However, the United Nations Children's Fund (UNICEF) is currently undergoing the ex-ante assessment. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free cooperation with them, budget-implementation tasks can be entrusted to this entity.
- (6) The maximum contribution of the European Union set by this Decision should cover any possible claims for interest due for late payment on the basis of Article 92 of Regulation (EU, EURATOM) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012.
- (7) The Commission is required to define the term "non-substantial change" in the sense of Article 94(4) of Delegated Regulation (EU) No 1268/2012 to ensure that any such changes can be adopted by the authorising officer by delegation, or under his or her responsibility, by sub-delegation (hereinafter referred to as the 'responsible authorising officer').
- (8) The measure provided for in this Decision is in accordance with the opinion of the European Neighbourhood Instrument Committee set up by the basic act referred to in Recital 2,

HAS DECIDED AS FOLLOWS:

#### *Article 1*

##### **Adoption of the measure**

The following Action Programme, constituted by the action identified in the second paragraph and attached as annex, is approved:

Annual Action Programme 2014 in favour of Egypt.

The action constituting this measure is:

- Annex: "Expanding Access to Education and Protection for at Risk Children in Egypt"

The adoption of this Annual Action Programme is subject to the final adoption of the Single Strategic Framework in favour of Egypt for the period 2014-2015.

#### *Article 2*

##### **Financial contribution**

The maximum contribution of the European Union authorised by this Decision for the implementation of this measure is set at EUR 30 million to be financed from budget line 21.03.01.02 of the general budget of the European Union for 2014.

#### *Article 3*

##### **Implementation modalities**

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<sup>5</sup> OJ L 362, 31.12.2012, p. 1.

Budget-implementation tasks under indirect management may be entrusted to the entity identified in the attached Annex, subject to the conclusion of the relevant agreement.

Section 4 of the Annex referred to in Article 1 sets out the elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012.

The financial contribution referred to in Article 2 shall also cover any possible interests due for late payment.

#### *Article 4*

##### **Non-substantial changes**

Increases or decreases of up to EUR 10 million not exceeding 20 % of the contribution referred to in Article 2, or cumulated changes to the allocations of specific actions not exceeding 20 % of that contribution shall not be considered substantial, provided that they do not significantly affect the nature and objectives of the actions.

The responsible authorising officer may adopt these non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 23.10.2014

*For the Commission*

*Štefan FÜLE*

*Member of the Commission*



Brussels, 23.10.2014  
C(2014) 7615 final

ANNEX 1

**ANNEX**

*to the*

**Commission implementing Decision on the Annual Action Programme 2014 in favour of  
Egypt**

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ANNEX

of the Commission implementing Decision on the Annual Action Programme 2014 in favour of Egypt

**Action Document for Expanding Access to Education and Protection for at Risk Children in Egypt**

**1. IDENTIFICATION**

Title/Number	Expanding Access to Education and Protection for at Risk Children in Egypt CRIS number: ENI/2014/037-351		
Total cost	Total estimated cost: EUR 36.150 million Total amount of EU budget contribution: EUR 30 million This action is co-financed in joint co-financing by: - United Nations Children's Fund (UNICEF) for an amount of EUR 6.150 million		
Aid method / Management mode and type of financing	Project Approach Indirect Management with United Nations Children's Fund (UNICEF) Direct Management – procurement of services and supplies		
DAC-code	- 11110 - 15140 - 15162	Sector	- Education - Government administration - Human Rights

**2. RATIONALE AND CONTEXT**

**2.1. Summary of the action and its objectives**

The project aims to increase access to education for the most vulnerable and socially excluded children and to strengthen child protection, especially its effectiveness in addressing specific challenges such as institutional provisions, prevention and care services.

The project will be implemented through three main components: (1) access to community-based education for most vulnerable children; (2) access to education for

disabled children; (3) child protection mechanism, prevention of child maltreatment<sup>1</sup> and provision of child protection services.

The action will contribute to achieving key national targets as specified in the national education strategic plan. It will also contribute to operationalise the child law and the provisions of the 2014 constitution on child protection.

## **2.2. Context**

### *2.2.1. Country context*

#### 2.2.1.1. Economic and social situation and poverty analysis

Egypt is a lower middle income economy. The country faces tremendous economic and social challenges which have exacerbated following the political events in 2011 and 2013. The gross domestic product (GDP) growth is sluggish at about 2.1% in 2012/2013. Poverty remains high, with an average 26% of the population living on less than USD 1.5 per day in 2010/11. 49% of the poor households are concentrated in Upper Egypt and 24% of households with children are under the USD 1.5 per day poverty line. The structure of the budget leaves very limited resources for public investment in social services, particularly health and education.

The Egyptian population is struggling to gain access to (quality) basic services such as health and education. The illiteracy rate, which remains high and varies throughout the country (e.g. 36.7% in Minya compared to 17.4% in Cairo), also coincides with high poverty (the illiteracy rate is 41% among poor families compared to 24% in non-poor families). According to the latest UNICEF figures, approximately 9% of the children age 6-18 are out of school (2.8 million out of 31.5 million) and face significant risks such as early marriage and exploitative child labour. A large number of children in Egypt are subject to poverty, violence, inadequate family care, and exploitation. They also face a high risk of being in dispute with the law. Inadequate family care results in thousands of children living on the street, in residential care or caught in the juvenile justice system, including detention, for minor offences.

#### 2.2.1.2. National development policy

In January 2014, a new constitution was approved. It includes articles to promote the accountability of the state towards its citizens through an increased access to basic services and an improved protection of vulnerable groups, including children. Quantitative objectives were defined for public spending in health and pre-university education (respectively 3% and 4%).

A Strategic Framework for Economic and Social Development (2012-22) was drafted by the Egyptian Government. It aims to promote inclusive and sustainable growth and addresses social justice. It affirms the need to improve access to, and quality of, education as well as to strengthen social protection.

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<sup>1</sup> Child maltreatment covers an act of commission or omission that results in harm, potential harm or threat to harm a child. This includes all forms of ill-treatment such as physical, emotional and sexual abuse; harmful traditional practices; witnessing domestic violence; neglect and exploitation.

The Constitution adopted in January 2014 confirms the Government's commitment to ensure children's rights as it explicitly affirms the child rights for survival, care, and protection. The Child Law of 2008 establishes a set of institutional measures towards child protection, in particular a system of Child Protection Committees<sup>2</sup> (CPCs) including a helpline. The law includes provisions for an adequate system of juvenile justice. While a number of child-specific action plans were developed, a comprehensive child protection strategy consistent with the Child Law was only recently developed (Draft National Child Protection Strategy 2014-24), which will be translated into a National Plan of Action once endorsed. Since the political events in June 2013, the protection of children has increasingly gained momentum. The new leadership of the National Council for Childhood and Motherhood (NCCM) has successfully mobilised the political commitment of the Egyptian Presidency to activate the child protection mechanism (i.e. CPCs).

### 2.2.2. *Sector context: policies and challenges*

The Egyptian population counts 31.5 million children under 18, 37% of the total population. The Egyptian pre-university education sector is one of the largest in the Middle-East and North-Africa (MENA) region. It encompasses 47,520 schools and over 18 million pupils (excluding Al-Azhar education). As mentioned earlier, 2.8 million children have never enrolled or have dropped out of school. In the deprived areas, the insufficient education opportunities are due to (i) inadequate infrastructure; (ii) lack of transport facilities to reach the schools which are located very far from where the socially excluded children live; (iii) social and behavioural influences mainly affecting girls; (iv) unavailability of qualified teachers and limited Egyptian public spending on education - which is considerably low compared to the needs. Moreover, the UN estimates that about 2 million children live with disabilities in Egypt. The limited capacity of special education schools has resulted in the exclusion of the overwhelming majority of school-age children with special needs/disabilities from access to educational services. According to the Ministry of Education (MoE), less than 1.8% of them receive the educational services they need. In this context the demand for quality educational services for all children in Egypt has increased as a result of the State's commitment to the Education for All goals and the Convention on the Rights of Persons with Disabilities.

The Government has therefore reconfirmed in the draft National Strategic Plan for Education Reform for 2014-2030, which will replace<sup>3</sup> the current National Strategic Plan for Education Reform for the period 2007-2013 (whose validity has been extended until the adoption of the new Strategy), two main programmes: (1) to scale up Community Based Education (CBE) targeting out of school children in

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<sup>2</sup> Child Protection Committees (CPCs) are defined by law as executive committees at the Governorate (General CPC) and sub-Governorate/District level (Sub-Committees), which are centrally coordinated by the National Council for Childhood and Motherhood (NCCM). CPCs cover all areas of protection including children without adequate family care, violence, legal assistance, and trafficking, child labour and others. CPCs are mandated to receive complaints, relay reported cases to competent authorities and Civil Society Organisations (CSO)/Community Development Associations (CDA) where applicable for the provision of adequate support. In cases where legal assistance is required CPC monitor the legal procedure or court case and coordinates with the judiciary. A CPC consists of the local representatives of concerned line Ministries and services as well as other concerned parties such as parents, teachers, civil society organisations.

<sup>3</sup> The draft strategy will be adopted either through a Presidential decree or by the Parliament following the legislative process.

disadvantaged areas and to put in place 13,000 additional community schools and (2) to develop inclusive education targeting children with disabilities nationwide.

The Community School (CS) model was elaborated more than 20 years ago by the Government of Egypt with the support of UNICEF, to increase the access to education of the most vulnerable and hard to reach children. Previous interventions carried out by the Government of Egypt, UNICEF, World Food Programme (WFP), and multiple Non-Governmental Organisations (NGOs), have contributed to establish 4,114 community schools serving more than 100,000 socially excluded children. The CS are set in those areas where there are no public schools (closest one at least 2 km away), high levels of students out of schools, lack of transport facilities to reach the public schools and prevalence of social and behavioural influences impeding, mainly the girls, to travel to reach the public schools located in the surroundings. The CSs are one or two classrooms per village covering the needs of multiple grades in primary education. The majority of students completing the primary education cycle in the community schools are then integrated in the mainstream public education system.

The Community School model is based on a tripartite partnership between the MoE, local communities and NGO. The MoE is responsible for the provision of salaries, textbooks, quality assurance (i.e. regular teacher inspections), sanitation and basic health, research and planning, management of the school feeding (where relevant). The local communities are responsible for the provision of the location/building/rooms (donated for at least 12 years to ensure sustainability, in agreement with the MoE), for their maintenance and for the overall school governance. The local NGOs give support to identify the locations and students; they also support the communities to ensure schools governance.

The inclusive education component to favour the integration of disabled children in the education system is part both of the Government's willingness to comply with its international commitments (ratification of the UN Convention on disabilities) and of its education reform system.

Egypt faces a high prevalence of children without adequate family care. Violence in their homes pushes many children to leave their families to live on the street, where they often face other forms of violence and abuse. Egypt sees all forms of physical and emotional violence, sexual harassment of girls, Female Genital Mutilation/Cutting (FGM/C). In addition there is high prevalence of children who enter into conflict with the law and are at high risk of being put in detention for minor offences and following an inappropriate or no judicial process. Child trafficking and child labour add other elements to the urgent need to strengthen child protection in the country. Exact figures on child maltreatment in all its variety are not available. The following figures indicate the importance of the issue: 74% of all Egyptian girls (15-17 years) have undergone FGM/C, in the age group 15-49 the percentage raises to 91% (Egypt Demographic and Health Survey 2008). Reports received by the national helpline stand at around 4,000 per year in 2012 and in 2013. The number of children in Egypt living in residential care amounts to 12,205 (Ministry of Social Solidarity 2009). Children involved in child labour are counted at 1.6 million (International Labour Organisation (ILO), 2010). In 2009, the National Council for Childhood and Motherhood (NCCM) estimated that there were 5,000

children living on the streets of Cairo and an estimated 10,000 street children<sup>4</sup> in the four biggest Governorates of Egypt alone. The number of children living partly on the street with existing family links is obviously substantially higher.

With the Child Law of 2008 the Egyptian Government has put in place a legislation which establishes a thorough basis for a national system to protect children. The Constitution of 2014 reconfirms this commitment. Nevertheless, the regulations to enforce the Constitution and the Child Law have not been developed. The institutional requirements, such as clear cut mandates of concerned institutions, standard operational procedures are not established and the required quantity and quality of human resources are not in place. Moreover, there is generally a lack of awareness and understanding among the Egyptian society on the seriousness of the problems related to child care and wellbeing, while children are the backbone of the country in the future. Consequently, child protection services are currently mainly provided by some non-governmental organisations, which do not operate under a coordinated framework and can only cover a limited number of child protection cases. NCCM, which operates a helpline, currently deals with reported cases on an ad hoc basis and does not have sufficient capacities to respond to all of them. Only 6 Governorates have initiated a CPC and their operations lack an overall agreed approach and framework for their functioning. Existing care centres are to a large extent operated by NGO and charities, very few are run by NCCM and the Ministry of Social Solidarity, operated with support from civil society organisation. The concept of transitional care linked to fast rehabilitation and reintegration of children in the society is only practiced in form of 2 transitional centres operated by the NGO Face for Children in Need (FACE) and International Organisation for Migration (IOM). While the Government of Egypt acknowledges the need to fulfil its commitment, increasing the role of the State is an important challenge toward strengthening child protection.

### **2.3. Lessons learnt**

The project will build on the lessons learnt during the implementation of projects in the areas of CBE, inclusion of disabled children into the education system, and child protection.

An evaluation of the Community Schools (CS) scheme was done in 2010 by UNICEF. It showed that the scheme is a valid instrument which has maximised educational access, particularly of girls, and learning outcomes. Indeed students' achievements were deemed higher compared to their peers in conventional schools over the same period and over 80% of CS students gained access to public preparatory schools after completing their primary education. The involvement of parents and local communities proved to be a success factor for the promotion of school attendance and retention. It provides community with a sense of ownership and stewardship over the schools by allowing community members to form the school board and have control over school location, hours, and the selection of teachers.

In 2009, an Inclusive Education Model was introduced in public schools to better identify and respond to the needs of the pupils with disabilities by introducing child-

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<sup>4</sup> 'Street children' are defined here as children having broken all ties with their families, so in the very strict sense of living on the street.

centred teaching methodologies, and boosting the availability of teaching and learning resources. MoE expanded this effective model in some public schools and integrated it within its two last National Education Reform Strategies. The Government recognised the value added promoted by the inclusive model in the learning environment for all children and all families and educators involved in the schools targeted. 2014 report by the NCCM underlines that one of the main reasons for the persistence of street children and child labour is the low level of access to education in the poorest and most remote areas. Thus, the development of CBE would also help address these challenges.

On Child Protection, the ongoing EU-funded programme to support the Promotion and Protection of Human Rights<sup>5</sup> is the first bilateral package to support different areas of human rights, including support to children's rights. Experiences show the need to institutionalise capacity building and the importance of comprehensive institutional reforms to ensure the role of the Government in child protection. EU cooperation with NCCM currently indicates increased openness of the Egyptian Government towards cooperation in the area of children's rights and particularly child protection. A UNICEF pilot project which supports the set-up of CPCs is being experimented in Alexandria. Lessons learnt from this intervention include the need to adapt a more holistic approach for CPCs nationwide. Additionally, any intervention of the Government towards strengthening child protection will necessarily have to take into account the experiences gathered by numerous NGO working in this field.

#### **2.4. Complementary actions**

The project will complement the EU-funded, World Food Programme (WFP) implemented, project "Enhancing access of children to education and fighting child labour"<sup>6</sup> (EU contribution of EUR 59.5 million). The EU/WFP project will provide incentives for the poorest families to keep their children, in particular girls, in CSs. An on-going coordination agreement ensures complementarity and synergy between UNICEF and WFP in all intervention areas relevant to this new action. The complementarity will be both geographic – the same governorates may be targeted but different villages would be supported – and integrated – some of the newly established school will benefit from the distribution of fortified date bars and of the take home rations (incentives schemes) foreseen in the EU/WFP project. This new action also complements the following activities: (1) "Quality Education Support Project", funded by Kreditanstalt für Wiederaufbau (KfW, Germany) which focuses on developing 'Fully Functional Schools' including physical infrastructure, (2) joint initiatives by UNICEF and KfW to introduce the inclusive education approach, (3) "Education Support Programme", a United States Agency for International Development (USAID) funded project which focuses on training newly employed teachers in public schools, and (4) the closed UNICEF "Expanding Access to Education and Protection for at Risk Children", implemented in a limited number of villages. The CS component of this project builds on the latter and represents its continuation through an expansion of its geographical coverage.

The Child Protection component will complement and carry further the EU-funded bilateral programme on "Promotion and Protection of Human Rights and Civil

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<sup>5</sup> C(2010) 6973 of 11.10.2010.

<sup>6</sup> C(2013) 8416 of 22.11.2013.

Society", under which the Family and Child Rights Programme is being implemented by NCCM. It will also increase the sustainability of the ongoing EU-grants supporting vulnerable children (projects aimed at persons with disabilities, the fight against female genital mutilations, street/abandoned children, and juvenile detainees) funded under the thematic instruments and the European Initiative for Democracy and Human Rights. More generally, the proposed child protection intervention will be complementary and strengthening all NGO and charity initiatives currently implemented to provide protection to vulnerable children by developing a strategic framework related to institutions, prevention and direct services to children. It will also complement and deepen important initiatives undertaken by NCCM, the Ministry of Social Solidarity (MoSS) jointly with UNICEF particularly in Alexandria, Asyut and Cairo. The project will complement the joint initiative by NCCM and the Cabinet's Information and Decision Support Centre (IDSC) to develop a national mapping of the child protection system countrywide.

## **2.5. Donor coordination**

The donor coordination process is mainly channelled through the Development Partners Sub Group for the subsector of education and skills developments, co-chaired by the EU Delegation and the World Bank. The subgroup - scheduled to meet twice a year - to ensure aid effectiveness and a coordinated dialogue with the Government of Egypt foresee in the immediate future (27 June 2014) a debate on community schools and on the new Egyptian Education Reform Strategy. For child protection interventions, the overall coordination is led by the NCCM, as it has the mandate to coordinate policy and programmes for children. It also brings together national and international actors. In addition, the Egyptian Child Protection Network, co-chaired by UNICEF, brings together 24 national and international child protection civil society organisations.

## **3. DETAILED DESCRIPTION**

### **3.1. Objectives**

**The overall objective** of the project is to increase access to education for the most vulnerable and socially excluded children and to strengthen child protection.

The programme will be articulated through three different components with the following specific objectives:

**Component 1:** To scale up the Community Schools model and improve access of out of school children to primary education.

**Component 2:** To support the inclusion of children with disability in the education system.

**Component 3:** To support the Government in operationalising the Child Law and the provisions of the Constitution related to the protection of children.

### **3.2. Expected results and main activities**

**Component 1: Access to Community-Based Education for most vulnerable children**

Under this component, the project will support the setting-up and equipment of 1,200 CS in disadvantaged governorates (as mentioned earlier, the sites/rooms themselves will be provided by the local communities) – out of the total 13,000 CSs foreseen by the Government in its National Education Reform Strategy for 2014-2030. The districts and villages of intervention will be identified within the poorest governorates (as per the Egypt poverty map) on the basis of a needs-assessment conducted during the inception phase. The study *On Out of School Children* UNICEF is currently elaborating in cooperation with the Ministry of Education (to be released by September 2014) will form the basis for the needs assessment exercise. The selection of the exact intervention areas will be based on the following criteria: (i) poor or unavailable educational services (at least 2 km from the nearest public school), as well as (ii) existing, or emerging, pockets of poverty. Capacity building will be provided to the teachers and stakeholders. In addition, the partnerships among stakeholders will be strengthened.

The project aims at increasing the capacity of CSs by 30,000 children by creating 1,200 new community schools, an increase of one third of the existing capacity (as mentioned above there are currently 4 114 community schools). More broadly, beneficiaries include the parents and families of out-of-school children (90,000/120,000); community members in the targeted districts and schools; MoE staff including school inspectors and teachers. After the lifetime of the project, the 1,200 community schools will be maintained by the MoE and local communities and will continue to serve children. The project will create job opportunities for an initial 2,400 teachers (2 teachers per CS). CS teachers belong to the beneficiary community and are in majority female. Indeed, culturally communities prefer to appoint women as community school teachers. This fact has the beneficial side effect, to encourage girls' enrolment who in turn, will be empowered to play an active role in enhancing girls' education and community participation.

In addition the project will strengthen the MoE's Community Schools system, particularly the teachers' professional development system and the monitoring and evaluation system. It will provide capacity building to the Professional Academy for Teachers (PAT) to develop teachers and supervisors programmes and performance observation tools. Moreover, the project will support the National Authority for Quality Assurance and Accreditation (NAQAA) to operationalise the national standards to enhance the capacity of CSs to plan and implement improvement plans. The MoE, PAT and NAQAA will be supported to mainstream development plans and school improvement best practices to reach an average of 8,000 teachers serving 100,000 children enrolled in community schools nationwide.

The expected result for this first component is:

**Result 1:** targeted community schools are established.

This result shall be achieved on the basis of the following activities:

**Activity 1.1:** Conduct needs assessment in target governorates, identify and maintain suitable locations, to put in condition selected schools, provide them with relevant furniture and material.

**Activity 1.2:** Ensure the coordination of the stakeholders (line ministries, local authorities, communities, NGOs, etc.): mobilisation of all stakeholders,

establishment of coordination systems, interface and linkage between the CS and mainstream schools at different administrative levels.

**Activity 1.3:** Strengthen the teachers' skills: design and deliver training, including on child-centred active learning and supervisory skills.

**Activity 1.4:** Monitoring and evaluation system.

## **Component 2: Access to education for disabled children**

Under this component, the project will support the inclusion of children with disabilities in the education system. The inclusive education component will include both school level and system level interventions. School level interventions will not only benefit the target 6,000 disabled children (the ministry policy is to integrate 2-3 children with disabilities per classroom) but also will benefit all children in the targeted 200 schools (each school counts circa 500 pupils). Thus, approximately 100,000 children will also benefit from the improved quality of teaching and the better school environment. The system level interventions will enable the MoE to improve and scale up the inclusion school model nationwide as outlined in its National Education Reform Strategy. The capacity of the MoE will be enhanced to both scale up the inclusion school model to about 4,000 schools over the next 3 years – as per its national strategic plan 2014-2022 – and to make the education system more inclusive through the elaboration of new assessment standards, curricula, learning tools, and professional development systems. The schools will be reformed to develop child-centred and -friendly learning environments to support children with disabilities, through the provision of learning aids; orientation programmes; comprehensive training packages for school principals, teachers, social workers and psychologists; and the setting up of adequately equipped "resource rooms".

The expected result for this component is:

**Result 2:** targeted public schools are equipped and ready to provide quality education to disabled children.

This result shall be achieved on the basis of the following activities:

**Activity 2.1:** Ensure an early assessment of disabilities: Develop and strengthen dedicated committees at governorate and school levels.

**Activity 2.2:** Promote a positive school environment for the inclusion of children with disabilities: raise awareness among staff and surrounding communities, families, teachers and children on the importance of inclusion of children with disabilities.

**Activity 2.3:** Strengthen inclusive education: adapt curricula and learning assessment tools to the needs of children with disabilities; design and deliver relevant training, including on active learning, curricula and specific assessment tools.

**Activity 2.4:** Equip targeted public schools: establish resource rooms, including adequate educational material, to support children with disabilities.

**Activity 2.5:** Develop and reinforce the monitoring and evaluation system.

### **Component 3: Operationalisation of the Egyptian Child Law and the provision of the Constitution towards child protection**

This component supports the Government to fulfil its commitment towards child protection in Egypt. The approach covers three areas of intervention:

**Result 3.1:** A national mechanism for child protection is institutionalised and operationalised.

The aim is to establish a functioning national institutional framework for child protection, including legal, institutional and operational reforms accompanied by extensive capacity building. The cornerstones of the protection mechanism are the decentralised system of CPC including a child helpline. The platform for information management on child protection, which is currently been set up by NCCM in cooperation with the Ministry of Communication and Information Technology, will establish the link between the CPC and ensure central data management. A Training Unit at central level (NCCM, Ministry of Social Solidarity (MoSS), Ministry of Justice), a Training of Trainers approach, and the introduction of an accreditation system will reinforce the sustainability of the capacity building activities.

The result will be achieved through 3 main activities:

**Activity 3.1.1:** Support the Government of Egypt in improving the legal framework for child protection, including legal assistance.

**Activity 3.1.2:** Support the Government in developing institutional reforms and implement operational measures for putting the child protection mechanism at central and local level into action.

**Activity 3.1.3:** Establish a mechanism for capacity building towards child protection and carry out training for the concerned stakeholders, such concerned staff at central and district level of the administration, social workers, Community Development Associations (CDA) and NGOs.

**Result 3.2: Prevention of child maltreatment is reinforced.**

Three main activities will be implemented as described below. The awareness campaign will be carried out at national level but will include local level campaigns adapted to specific local conditions.

The result shall be achieved through 3 main activities:

**Activity 3.2.1:** Conduct a situation analysis and diagnosis of the contextual and inherent factors which cause child maltreatment in Egypt.

**Activity 3.2.2:** Provide technical expertise to national stakeholders for developing a strategy to prevent child maltreatment.

**Activity 3.2.3:** Design and execute an awareness raising and information campaign on child maltreatment.

### **Result 3.3: Services provided to children victims of violence<sup>7</sup> are strengthened**

The aim is to provide concrete services to children in order to increase the number of children being rehabilitated and reintegrated in the society and reduce the number of children in long-term care centres. They will cover in particular psychological and family counselling, medical services as well as education, preferable through the regular school system, and acquisition of labour oriented skills. The approach to rehabilitation and reintegration will target drop-in children (non-residential) as well as children in short-term residential care. Experiences and established roles of stakeholder, such as schools and teachers, CDA, hospitals and other possible actors in contact with the children will be closely associated and involved in the identification and referral system. With these interventions the institutional support to the Government of Egypt as provided under result 3.1 will be coupled by concrete actions on the ground with those actors (NGOs/CSOs) that are already providing this support. A systematic identification and referral system should ensure the Child Protection Committees are made to work. As such, while building the capacities of the institutional actors, who will ultimately provide for child protection services, the project will deliver concrete assistance to children in need on the ground.

The result will be achieved through 2 main activities:

**Activity 3.3.1:** Establish an identification and referral system for children victim of violence.

**Activity 3.3.2:** Provide services for rehabilitation and reintegration of children victim of violence

The project will aim at establishing a nationwide and state-led system for child protection. Based on data from the past five years, UNICEF estimates the caseload of serious child protection cases requiring CPC intervention to be at least 5,000 per year. The project will support the establishment of 15 General CPCs (at Governorate level) and all Sub-Committees at district level in 3 Governorates. The child protection workforce to benefit from training and accreditation is estimated at 300 social workers and 150 lawyers. 800 Headmasters, school social workers and focal points in schools are expected to be trained. 300 Government staff at central and Governorate level as well as CPC members will be trained on the new standard operating procedures. The awareness and information campaign will reach out to 250,000 beneficiaries, of which 20,000 are targeted for further in-depth awareness. It is estimated that the project will be able to provide rehabilitation and reintegration services to around 6,000 children. The services will be provided in 3 existing drop in centres and 1 residential centre in Greater Cairo.

### **3.3. Risks and assumptions**

One key risk for the CS component relates to possible inadequate government funding. Until 2011, the Egyptian Government did set up 4,114 CSs (and plans to create 13,000 more as foreseen in its National Strategic Plan for Education Reform) and paid the salaries of all teachers. Due to the political turmoil and the economic crisis in the country, since 2011 UNICEF agreed with the Government to born the

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'Children victim of violence' will mainly cover children without adequate family care and therefore also includes street children, children subject to trafficking and other forms of exploitation.

cost of the salaries of teachers for the first school year of the new 120 CS which were created. A Memorandum of Understanding (MoU) between the MoE and UNICEF was signed to that effect stipulating that UNICEF will provide funds to cover the teachers' wages for the first school year of 120 new CSs, while the MoE committed itself to cover the salaries of the teachers after the CS's first year of operation. Now that the political situation has become more stable, as done before 2011, the Government of Egypt should born the totality of the cost (including the first year) of the salaries of the teachers of the CS.

Given the fluid situation in Egypt, the precedent created since 2011 and despite the commitment of the Government to pay the salaries of all teachers recruited to serve in the CSs, a risk remains that the fiscal situation will not allow the Government to go back to the situation pre-2011 (or to fulfil its commitment taken by signing the MoU in paying salaries of the new 120 CS newly created since 2011 after the first year). Yet, the risk is mitigated by the new Constitutional provisions setting an increase in public spending on education to 4% of GDP. In any case a condition will be included in the Financing Agreement by which the Government and UNICEF will have to commit on how the payment of salaries of teachers will be done before activities of component 1 can start.

The success of implementing the Child Protection component will also highly depend on the Government's commitment to appropriate human and financial resources, which are needed to establish the institutional framework and complement the EU-funded. Another risk is related to the need for an enabling environment for the operation of CPC, namely the executive regulations and the institutional and human capacities, for which reason the project has been designed to address the elements in their integrity.

Additionally, successful implementation will only be possible under the assumption that there is the willingness and capacity to establish partnerships and promote enhanced networks among all stakeholders for all activities. This includes various MoE departments, NCCM, line ministries, international development partners, CSOs and other service providers.

### **3.4. Cross-cutting issues**

The action will address the following crosscutting issues: 1) Good governance and state accountability: most of the project activities will contribute to good governance and accountability as they encourage the authorities to promote the use of participatory mechanisms, and to work jointly with the civil society and the local communities. 2) Gender equality: the proposed action will target boys and girls equally. Taking into consideration that a lot of girls do not have access to quality education and are subject to different types of risks (also due to cultural and societal characteristics prevalent mainly in the most remote and poor areas), this will result in an increased number of girls benefiting from the proposed intervention under its different components. The project will create job opportunities for an initial 2,400 teachers (2 teachers per CS). CS teachers belong to the beneficiary community and are in majority female. Indeed, culturally communities prefer to appoint women as community school teachers. This fact has the beneficial side effect, to encourage girls' enrolment, who in turn will be empowered to play an active role in enhancing girls' education and community participation. In Child Protection, gender specific child protection issues such as FGM/C, early marriage – affecting girls – and

children in detention – affecting will mainly boys – will be addressed. 3) Environmental sustainability: Despite the fact that the project does not directly address environmental sustainability, main interventions that relate the issue include: the establishment of school sanitation facilities is a principal standard that is considered in rehabilitation of schools. Further, personal hygiene and maintaining clean environment are part of the CS activities.

In the areas of intervention of the project that are affected by the influx of refugees from Syria a particular attention will be given to ensure that refugee children can benefit from the action.

### **3.5. Stakeholders**

The MoE, as the main partner responsible for the provision of quality education to all children in Egypt will be central to the work on the two education components. At the same time, both the CS and the inclusion school models are based on partnerships between MoE and UNICEF, civil society, Faculties of Education, NAQAA, PAT, specialised research centers, and the General authority for Educational Buildings. The active participation of the civil society and the local community in this project is crucial to ensure smooth implementation and maintain sustainability beyond the project time. It is expected that the MoE will play an active role to mainstream the flexible curricula and assessment tools nationwide to benefit the vulnerable and disabled children. In the field of child protection, the main stakeholders among the Government are the National Council for Childhood and Motherhood as well as the Ministries of Social Solidarity, Local Development, Health, Justice and others. Local Authorities are key players. Closely associated to the project are the Lawyer's Syndicates, relevant NGOs and charities, Community Development Associations and religious leaders.

## **4. IMPLEMENTATION ISSUES**

### **4.1. Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012

### **4.2. Indicative operational implementation period**

The indicative operational implementation period of this action, during which the activities described in sections 3.2 and 4.3 will be carried out is 60 months from the date of entry into force of the financing agreement, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

### 4.3. Implementation components and modules

#### 4.3.1. Indirect management with an international organisation: UNICEF

This action with the objective of increasing access to education for the most vulnerable and socially excluded children and of strengthening child protection may be implemented in indirect management with the UNICEF in accordance with Article 58(1) (c) of Regulation (EU, Euratom) No 966/2012.

This implementation is justified because UNICEF has successfully piloted similar programmes in Egypt at the central and local levels, is notably at the core of the creation of CSs, supported the Government of Egypt in drafting its Child Protection legislation, the activities proposed fall under its mandate and has close working modalities with all stakeholders (governmental or non-governmental). Therefore, it has accumulated the necessary experience to carry-out the proposed intervention.

UNICEF would implement the three components as described above with close involvement with all relevant stakeholders. UNICEF will act as the contracting authority for the tendering and contracting of the expertise necessary to carry out all actions. Furthermore they will tender and contract all necessary supplies or works.

A specific Steering Committee will be set up to oversee the implementation and validate the overall direction and policy of the three components. It will meet at least twice a year and will be chaired by the Ministry of International Cooperation on behalf of the beneficiary and will be composed by:

- The Ministry of Education.
- The National Council for Motherhood and Childhood, Ministry of Social Solidarity, Ministry of Health, Ministry of Manpower and Migration, Ministry of Local Development.
- Representatives of Local Authorities as well as of concerned communities and civil society organisations.
- The EU Delegation.

The Steering Committee has the right to invite further members of any of the stakeholders whenever deemed appropriate.

The entrusted entity is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free cooperation with this entity, it can be entrusted with budget-implementation tasks under indirect management.

#### 4.3.2. Procurement (direct management)

Subject	Type	Indicative number of contracts	Launch of procedure (indicative trimester)
Verification	Services	5	6
Evaluation	Services	2	12

Communication and visibility	Services	2	3
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#### 4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(2) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

#### 4.5. Indicative budget

Module	Amount in EUR thousands	UNICEF additional contribution in EUR thousands (indicative)
Indirect management with UNICEF	29,400	6,150
- Component 1	13,400	6,150
- Component 2	6,500	
- Component 3	9,500	
Evaluation and verification	400	N.A.
Communication and visibility	200	N.A.
<b>Totals</b>	<b>30,000</b>	<b>6,150</b>

#### 4.6. Performance monitoring

Day-to-day technical and financial monitoring will be a continuous process as part of the Project responsibilities entrusted to UNICEF. UNICEF shall establish a permanent monitoring and evaluation system internal to the programme which will be used to elaborate all the reports of the programme activities. The logical framework will serve as the basis for measuring progress and final assessment. Baseline and performance indicators of the ongoing projects will be updated and adapted during the inception phase of the action to take into account the new parameters.

In addition, independent consultants recruited directly by the EU on specifically established terms of reference will carry out external monitoring according to the results oriented monitoring (ROM) system. Finally, the EU Delegation will conduct periodic supervision missions.

#### 4.7. Evaluation and verification

An indicative amount of EUR 400,000 has been earmarked in the budget for verification and evaluation purposes, which will be directly contracted by the

Commission. The project will undergo one midterm and one final external evaluation. The reports of the evaluation missions will be shared with the Steering Committee, in order to take into account any recommendations that may result from them. An annual financial verification is also foreseen.

#### **4.8. Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures, which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations. All information and communication activities and awareness raising campaigns must mention the EU contribution, objectives and results as per visibility manual.