



Brussels, 5.11.2019
C(2019) 8045 final

COMMISSION IMPLEMENTING DECISION

of 5.11.2019

on the multiannual action programme in favour of Egypt for 2019 and 2020 part I

COMMISSION IMPLEMENTING DECISION

of 5.11.2019

on the multiannual action programme in favour of Egypt for 2019 and 2020 part I

THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012¹, and in particular Article 110 thereof,

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 action², and in particular Article 2(1) thereof,

Whereas:

- (1) In order to ensure the implementation of “the multiannual action programme in favour of Egypt for 2019 and 2020 part I”, it is necessary to adopt a multiannual financing Decision, which constitutes the annual work programme, for 2019 and 2020. Article 110 of Regulation (EU, Euratom) 2018/1046 establishes detailed rules on financing Decisions.
- (2) The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU³.
- (3) The Commission has adopted the Single Support Framework in favour of Egypt⁴ for the period 2017-2020, which sets out the following priorities: economic modernisation, energy sustainability and environment; social development and social protection; governance, enhancing stability and modern democratic state, and includes complementary support for capacity development and institution building and measures in favour of civil society as reflected in recital 4.
- (4) The objectives pursued by the multiannual action programme 2019 and 2020 part I, in favour of Egypt⁵ are to support education for all, enhanced administrative and public economic governance and support to end female genital mutilation.

¹ OJ L 193, 30.7.2018, p.1.

² OJ L 77, 15.3.2014, p. 95.

³ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

⁴ C(2017) 7175 final, 30.10.2017.

⁵ Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument (OJ L 77, 15.3.2014, p. 27).

- (5) The action titled "EU Support to Education for all in Egypt" aims to support inclusive and equitable education through improved access of children to modernised community based education and an enhanced system of continuous professional development.
- (6) The action titled "EU Support to Enhanced Administrative and Public Economic Governance in Egypt" aims to contribute to the effectiveness and efficiency of the public administration sector with a view to responding to citizens' needs. This is to be done by strengthening government capacity to implement and monitor the Sustainable Development Strategy, the Administrative Reform plan, an improved local governance framework, and enhanced public finance management systems.
- (7) The action titled "EU Support to Ending Female Genital Mutilation in Egypt" aims to accelerate the reduction of female genital mutilation prevalence rates in Egypt by strengthening institutional capacity to address the issue, enhancing women and girls' ability to access their human and constitutional rights and awareness of their rights.
- (8) Pursuant to Article 4(7) of Regulation (EU) No 236/2014, indirect management is to be used for the implementation of the programme.
- (9) The Commission is to ensure a level of protection of the financial interests of the Union with regards to entities and persons entrusted with the implementation of Union funds by indirect management as provided for in Article 154(3) of Regulation (EU, Euratom) 2018/1046.
- (10) To this end, such entities and persons are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of Regulation (EU, Euratom) 2018/1046 and, if necessary, to appropriate supervisory measures in accordance with Article 154(5) of Regulation (EU, Euratom) 2018/1046 before a contribution agreement can be signed.
- (11) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of Regulation (EU, Euratom) 2018/1046.
- (12) In order to allow for flexibility in the implementation of the programme, it is appropriate to allow changes which should not be considered substantial for the purposes of Article 110(5) of Regulation (EU, Euratom) 2018/1046.
- (13) The measures provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee established under Article 15 of the financing instrument referred to in recital 4.:

HAS DECIDED AS FOLLOWS:

Article 1
The programme

The multiannual action programme 2019 and 2020 part I, in favour of Egypt financed by the general budget of the European Union as set out in the Annexes, is adopted.

The programme shall include the following actions:

- (a) Annex I: EU Support to Education for all in Egypt.
- (b) Annex II: EU Support to Enhanced Administrative and Public Economic Governance in Egypt.
- (c) Annex III: EU Support to Ending Female Genital Mutilation in Egypt.

Article 2
Union contribution

The maximum Union contribution for the implementation of the programme for 2019 and part I of 2020 is set at EUR 57 million, and shall be financed from the appropriations entered in the following lines of the general budget of the Union:

- budget line 22.040101: EUR 15 million of the general budget of the Union for 2019.
- budget line 22.040102: EUR 25 million of the general budget of the Union for 2019.
- budget line 22.040101: EUR 17 million of the general budget of the Union for 2020.

The appropriations provided for in the first paragraph may also cover interest due for late payment.

The implementation of this Decision is subject to the availability of the appropriations provided for in the general budget of the Union for 2020 as adopted by the budgetary authority.

Article 3
Methods of implementation and entrusted entities or persons

The implementation of the actions carried out by way of indirect management, as set out in the Annexes, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in point 5.3.3 of Annex I, 5.3.2 and 5.3.3 of Annex II and 5.3.1 of Annex III.

Article 4
Flexibility clause

Increases⁶ or decreases of up to EUR 10 million not exceeding 20% of the contribution set in the first paragraph of Article 2, considering each financial year separately, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 110(5) of Regulation (EU, Euratom) 2018/1046, where these changes do not significantly affect the nature and objectives of the actions.

The authorising officer responsible may apply the changes referred to in the first paragraph. Those changes shall be applied in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 5.11.2019

For the Commission
Johannes HAHN
Member of the Commission

⁶ These changes can come from external assigned revenue made available after the adoption of the financing Decision.



ANNEX 1

Commission Implementing Decision on the multiannual action programme in favour of Egypt
for 2019 and 2020 part I

Action Document for EU Support to Education for All in Egypt

Annual PROGRAMME

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

1. Title/basic act/ CRIS number	EU Support to Education for All in Egypt CRIS number: ENI/2019/ 042-123 financed under the European Neighbourhood Instrument	
2. Zone benefiting from the action/location	The action shall be carried out at the following location: Arab Republic of Egypt	
3. Programming document	EU Single Support Framework for Egypt 2017- 2020 (SSF 2017-2020)	
4. Sustainable Development Goals (SDGs)	Main SDG: SDG4 Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. Other significant SDG(s): SDG5 Achieve gender equality and empower all women and girls. SDG10 Reduced inequalities within and among countries.	
5. Sector of intervention/ thematic area	2) Social development and social protection	DEV. Assistance: YES
6. Amounts concerned	Total estimated cost: EUR 25 million.	
7. Aid modality(ies) and implementation modality(ies)	Project modality: Direct management through: - Grants (Twining) - Procurement (TA) Indirect management with World Food Programme WFP	

8 a) DAC code(s)	11110 – Education policy and administrative management			
b) Main Delivery Channel	Channel 1: 41000 Channel 2: Twinning Channel 3: Private sector			
9. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Aid to environment	✓	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Trade Development	✓	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	✓	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	✓	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	✓	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	✓	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	✓	<input type="checkbox"/>	<input type="checkbox"/>
10. Global Public Goods and Challenges (GPGC) thematic flagships	Human Development			

SUMMARY

Egypt has made progress towards achieving *Education for All*¹ and the *Sustainable Development Goals* particularly in expanding access to basic education, and closing the gap between boys' and girls' enrolment. Enrolment in pre-university education has been on the rise since 1990 in Egypt (primary school and secondary school net enrolment rates were 97.02% and 81.45% respectively in 2017, which puts Egypt well above the MENA region's average).

These positive trends are however overshadowed by a combination of eroding quality of instruction, overcrowding in public schools and the lack of autonomy of both private and public stakeholders to address the issues they face. The quality of the education system is already a major challenge; indeed the education system does not allow children to develop their full potential and results in low completion rates, as it is not delivering the necessary learning outcomes, skills, and competencies for further education and transition to the job market.

1. <http://www.unesco.org/new/en/archives/education/themes/leading-the-international-agenda/education-for-all/>.

The strong demographic pressure (2.7 million new-borns annually) and therefore the high number of children entering the school (the total number of children enrolled in elementary school jumped from 9.5 million in 2005 to 12.2 million in 2017) further exacerbate the above issues.

Against this challenging framework, the EU is keen to continue supporting and investing in education in Egypt based on the Ministry of Education and Technical Education (MoETE)'s "*Education 2.0: Vision and Strategy Egypt's Transformation Programme 2018-2030*" (**Education 2.0**) that aims to address these challenges.

The proposed EU intervention "**EU Support to Education for All in Egypt**" will focus on two aspects:

- ***Support to the MoETE in improving the system of Continuous Professional Development (CPD)*** for school leaders and teachers in accordance with Education 2.0.;

- ***Improve the access to, and quality of education in Community Schools (CSs)*** in accordance with Education 2.0 to reach the most vulnerable and socially excluded children in the 6-14 age range in Egypt's poorest communities, mainly located in remote rural areas². This component will be designed to reflect gender equality principles by paying special attention to support inclusive actions for poor and vulnerable girls.

The EU intervention will build on and complement existing interventions of the Government of Egypt and development partners.

1 CONTEXT ANALYSIS

1.1 Context Description

With 20 million students in pre-tertiary education and a population of around 100 million people according to the latest statistics, Egypt has the biggest educational system of the Middle East. On the institutional level, Egypt has more than 47,000 public schools and more than 450,000 classrooms, as well as an additional set of 6,000 private schools catering for 1.6 million students (around 9% of total enrolments). In addition, there are more than 5,000 Community schools - multi-grade, one classroom schools that provide quality primary education for exceptionally vulnerable, hard to reach, or out-of-school children in the age range of 6-14 - serving more than 110,000 socially excluded children. Community schools form an integral part of the educational system of the country with proven contributions to equity in education, school enrolment and attainment, as well as social inclusion and as such provide the potential long-term to break the poverty cycle among marginalised communities.

There has been noteworthy progress toward Education For All in terms of expanding access and reducing the disparity between girls and boys schooling, with enrolment rates in pre-university education in 2017 reaching 97.02% in primary education and 81.45% in secondary education, though with an expected urban/rural divide.

A problem exists however with ***dwindling education quality*** which prevents children from reaching their full potential in terms of skills and competencies, and matching the

2. <http://www.unesco.org/education/edurights/media/docs/c33b72f4c03c58424c5ff258cc6aeae0eb58de4.pdf> p. 218: "(Community schools) are closer to the communities and often run through partnerships with NGOs or the private sector. Also, Education 2.0, Chapter 1/3, p. 23. In Egypt, there are estimated 5,200 community schools serving approximately 140,000 students, 82 percent are girls.

requirements of the labour market. In the most recent Global Competitiveness Report 2018, of 140 economies Egypt was ranked 99th in Skills, 100th in ICT adoption, and 130th in Labour market efficiency. These statistics reflect the gap between the curricula and labour market demand, a factor which contributes to unemployment. Egypt also scores poorly in the Inclusive Development Index (IDI), obtaining only 2.84 / 7 in 2018.

Egypt's overall performance in the Trends in International Mathematics and Science Study (TIMSS) is low and exhibits wide disparities with children in rural areas performing on average 40 points below those in urban areas.

1.2 Policy Framework (Global, EU)

The UN's 2030 Agenda for Sustainable Development reaffirms the fact that education is a fundamental human right. Sustainable Development Goal 4 (SDG4) aims to 'ensure inclusive and equitable quality education and promote lifelong learning opportunities for all' by 2030. Providing access to quality education for all is also fundamental to achieving many other SDGs, including those related to poverty, gender equality, climate action and health.

The EU has a strong and well-established commitment to supporting educational development in partner countries and supports actions on education in approximately 100 countries through a number of its own funding instruments, including 60 countries where education is a focal sector or a component of a larger co-operation programme for the programming period 2014-2020. The EU also funds and supports global education partnerships. The European Commission is an active contributor to regional and global policy dialogue and financing for education initiatives such as Global Partnership for Education (GPE) and Education Cannot Wait (ECW).

The EU **Single Support Framework for the years 2017-2020** sets the priorities and focus areas for EU assistance, taking into account *Egypt Vision 2030*. One of the strategic objectives is to support, besides Egypt's democratic consolidation, sustainable and inclusive development, putting emphasis on the creation of a favourable environment for inclusive growth and job creation. To this end Social Development and Social Protection has been identified a priority sector with a particular focus on support to Pre-University Education, and educational access and attainment of girls.

The topics related to the intervention are also in line with the invitation of the Council of the European Union to its Members States, in its conclusions on School Development and Excellent Teaching, to focus on a number of 'priority fields of action', among which the first: "Ensuring high-quality and inclusive education, and contributing to the development of the talent and potential of all learners"³.

1.3 Public Policy Analysis of the partner country/region

The MoETE is committed to making equity central to its reform plans to achieve the Sustainable Development Goal of universal primary education. This is evident in the policy framework developed for Education in Egypt as elaborated in:

The **National Education Strategy (2014-2030)** which aims to ensure every child's right to receive quality educational service in accordance with international standards, and allow every child contribute to the social and economic development of Egypt.

3. <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX%3A52017XG1208%2801%29&from=EN>.

The 7th pillar of the **Sustainable Development Strategy: Egypt's Vision 2030** (issued in 2015) is the development of a high quality education and training system by (a) improving the quality of the education system in accordance with international systems; (b) expanding access to education for all; and (c) improving the competitiveness and learning outcomes across regions and different population groups. The aim is to develop an education and training system which is student-centred, encourages critical thinking and ultimately produces technically competent graduates/trainees.

Education 2.0 (2018-2030) was launched by the Ministry of Education and Technical Education (MoETE) in August 2017 along with the initial set of related ministerial decrees. Education 2.0 strives to make the education system more relevant for the socio-economic development of Egypt. The objectives of Education 2.0 are that: 1) every child is given the best possible start in his/her education; 2) young people develop the skills they need for the modern world; 3) employers are confident in technical education; 4) no child is left behind because of where he/she lives. The reform programme strives to eliminate inequities in service delivery by developing an advanced model of public school which merges elements of excellence from the existing variety of schools. It will address all stages of education from kindergarten to the end of schooling. The reform also aims to tackle the development of new education financing mechanisms, the professional development of teachers, the development of an accreditation system for schools, the implementation of a complete curriculum reform, the integration of mildly disabled students in schools, and the setup of aid systems for poor families. Emphasis is also being placed on the digitalisation of educational materials so as to allow better information flows through the education system as a whole (teaching materials, students assessments and examinations), career development for teachers, and active pupil engagement. The programme of reform commenced in the academic year 2018-2019 with kindergarten (KG1, KG2) and primary 1 and will be rolled out progressively until 2030. The Thanawiya Amma school leaving exam has also been replaced this year.

In addition to the above initiatives, President el-Sisi declared **2019 the year of Education Advancement** so as to highlight the link between health and educational achievement of school going children.

The Government intends to increase public spending on education to 4% of GDP and whilst this is yet to be achieved, total expenditure (central and Governorate level) more than doubled from EGP 29 billion in the 2008/2009 school year to over EGP 68 billion in 2015/2016 and an allocated budget for 2017/2018 of EGP 80 billion⁴.

This is further complicated by the fragmented institutional landscape and in some aspects a lack of detailed needs analysis. The programme will engage with the Community Schools Reform Committee established by MoETE which involves NGOs, UN agencies and private sector in order to identify challenges and prepare a national strategy for the reform of learning outcomes. The committee will work on three strands: access, quality, and sustainability.

1.4 Stakeholder analysis

Duty bearers: The MoETE is responsible for the provision of education in Egypt and will be the main partner under this programme in close collaboration with other stakeholders. The

4. Egypt /World Bank Agreement "Supporting Egypt Education Reform Project".

MoETE faces many challenges in the elaboration and implementation of the programme of reform required to realise Education 2.0. Other national stakeholders include the Ministry of Higher Education (MoHE), Ministry of Health and Population, Ministry of Social Solidarity, the National Council for Childhood and Motherhood, Ministry of Youth and Sports, the National Council for Women, Faculty of Education, Ministry of Communication and Information Technology (MoCIT), and Al-Azhar University.

The active participation of civil society, NGOs, and community members is fundamental to the ability to reach target beneficiaries as ongoing projects with UNICEF and WFP demonstrate.

Right holders: Poor and vulnerable children and their communities in isolated / rural areas. National poverty rates, according to the CAPMAS 2016 Household Income and Expenditure Survey rose from 20 per cent in 2005 to almost 28 per cent in 2015. The EU intervention will reach out to those right holders by promoting inclusive education in Community Schools for poor and vulnerable children as well as further empowering their communities, socially and economically.

Teachers: According to the most recent statistics from CAPMAS, the number of pre-university teachers hit 1.162 million in 2016-2017. Despite some improvements in teachers' qualifications pedagogical practices continue to promote rote learning. Insufficient incentives exist to improve knowledge and teaching practices. The ambitious framework set by Education 2.0 necessitates extensive reform of teaching practices and career development including a wider range of training, access to teaching resources and peer to peer support systems.

The proposed EU intervention will reflect the gender equality principle of the EU and Egypt and pay special attention to actions in favour of poor and vulnerable girls. The programme will pursue equal access for children with special needs, learning impairment, and disabilities.

1.5 Problem analysis/priority areas for support

Education 2.0 recognises the challenges facing the education sector as a whole, and specifically with regard to the need to: i) modernise the system of continuous professional development for school leaders and teachers; ii) improve the quality and access to community schools for exceptionally vulnerable children and those who are hard to reach.

i) Modernising the system of Continuous Professional Development: High-quality professional development is essential to the improvement of teaching and learning. A 2015⁵, report of OECD on the education sector highlighted the need for MoETE to develop programmes which are more teacher focused in their content and delivery mode. Despite some progress further reform at both graduate training and in-service teacher level are still required.

At the Governorate level, in-service training is provided by the Professional Academy for Teachers (PAT) and has responsibility for: i) planning & reviewing standards of professional development and promotion; ii) issuing certification; iii) accreditation of professional development & all training services providers, iv) supporting educational and pedagogical research and ensuring its' application. Among the functions of the PAT is setting standards for pre-service teacher education including accreditation of teacher education programmes and

5. <http://www.oecd.org/education/school/Schools-for-skills-a-new-learning-agenda-for-Egypt.pdf>.

programme providers. The possibility to do this is complicated by a: i) lack of co-operation between faculties of education and PAT; ii) absence of a legal basis for PAT to work with university faculties of education; iii) the fact that PAT operates under the MoETE while the faculties of education come under the authority of the MoHE.

Current teacher trainings are not provided on a continual basis. Teachers in high population density urban areas and remote rural poor areas which already suffer from a lack of qualified teaching staff are in particular need of support with professional development

The Government of Egypt (GoE) is currently re-structuring the mandate of the Professional Academy for Teachers (PAT) to develop new professional standards in partnership with teachers and introduce a new teaching Licence to be awarded following assessment against the new professional standards.

The EU intervention will support the MoETE to create a single training strategy encompassing both pre-service and in-service and revamp the current teacher licensing system. It will draw on the extensive experience of EU Member States in this field.

ii) Improving quality of, and access to, the community schools:

The number of children enrolled in primary education has increased during the last five years (2008-2013) by 1.5% annually. The Net enrolment rate (NER) increased from 103.3% in 2008 to 104.8% in 2013⁶ capturing over 97% of the primary school age population. Nonetheless, approximately 1.4 million children age 6-17 have never enrolled or have dropped out of school at an early stage. Most of the out-of-school children come from poor families, are working children and live in remote rural communities or urban poor communities. This concerns both girls and boys.

The EU intervention will focus on the nexus between **equal and inclusive access to education and social inclusion** and make full use of the existing network of Community Schools (CSs) which are often the only gateway to primary education for marginalised and vulnerable children. The programme will adopt an innovative approach taking into account the wider multi-dimensional development context. Community schools will be upgraded to provide a wider range of services including income-generating activities for women, promote better farming practices, environmental protection and water conservation, improved nutrition and awareness raising on child labour. Increased links between community-based education and technical and vocational education and training will be pursued.

The high-level commitment to community-based education is evidenced by the recent establishment of a Community Schools reform committee by the Minister of MoETE with the involvement of NGOs, UN agencies and the private sector. The committee is to identify challenges and propose solutions to community-based education along three axes: access, quality, and sustainability. The programme will work closely with this Committee.

This EU action will facilitate policy dialogue with the MoETE and other relevant stakeholders on the implementation of Education 2.0.

6. http://allinschool.org/wp-content/uploads/2015/04/Egypt_Exec_Sum_En.pdf.

2 RISKS AND ASSUMPTIONS (MAX. 1 PAGE,)

Risks	Risk level (H/M/L)	Mitigating measures
Increased instability at country/ regional level affects the implementation of the programme.	M	Priority of EU and international aid is to assist GoE in its efforts to mitigate this (to be closely monitored).
Change in the political environment and/or the leadership of the MoETE	M	The programme will ensure the involvement of main stakeholders and key ministerial staff.
Weak co-ordination between stakeholders in the education sector, including involvement of the private sector	H	Capacity building will be provided to ensure better co-ordination at all levels. Effective co-ordination will be assured through the active role of the steering committee of the programme.
Insufficient ownership on side of MoETE	M	MoETE will be leading the reform of continuous professional development and will be fully involved in decision-making in relation to the second component
Lack of competent staff	M	Twinning and technical assistance to strengthen capacities in sector institutions is foreseen
Resistance of parents of mainstream children to include special needs students or students with learning difficulties in community schools.	M	Raise awareness of communities regarding inclusive education and tailored communication campaigns targeting the selected regions communities to promote the inclusion of special needs students and students with learning difficulties.
MoETE commitment to Education reform including community-based education	L	Policy dialogue at the central and local levels in order to ensure sustainability of the programme and continuous allocation of resources under State budget.

Assumptions
<p>Main assumptions for the successful implementation of the proposed intervention are:</p> <p>a) The Government of Egypt will remain committed to the implementation of Education Inclusiveness programmes and will keep them as a high priority on their agenda.</p> <p>b) Egypt's political situation and socio-economic environment remains stable enough to enable programme activities to be implemented.</p> <p>c) The Government of Egypt, line ministries and CSOs are willing to participate in the activities funded by the EU.</p> <p>d) The MoETE will ensure a high level of co-ordination with all partners so as to ensure complementarity and avoid duplications.</p>

- e) The MoETE continues to demonstrate ownership and commitment towards quality education and guarantees the necessary participation and co-ordination with key stakeholders (Directorates, Governorates, other Ministries, NSA and Private Sector).
- f) The MoETE will strive to ensure the smooth running of the programme (prevent and avoid delays in programme implementation).

3 LESSONS LEARNED AND COMPLEMENTARITY

3.1 Lessons learned

The EU has considerable experience and expertise in education in Egypt gained from the (i) "Enhancing Access of Children to Education and Fighting Child Labour" ongoing until June 2019 and aims to provide incentives for poor families in remote areas to put, and keep, their children, particularly girls, in community schools, (ii) "Expanding Access to Education and Protection for Children at Risk in Egypt" which runs until December 2020 and aims at improving access to community schools for vulnerable children and to primary schools for disabled children, as well as at strengthening child protection mechanisms, and support to (iii) "Technical and Vocational Education and Training". The programmes on access to education are implemented by WFP and UNICEF respectively and support the Government in meeting commitments entered into under UN conventions (Convention on the Rights of the Child and the Convention on Economic, Social and Cultural Rights) to make education available and accessible to all children and to respect, protect and fulfil the rights of the child .

Independent monitoring and evaluation of the projects show the programmes to be highly relevant to the needs of the end-beneficiaries especially in marginalised communities. The programmes have successfully integrated parents and local communities in the programmes' activities.

As a consequence of the positive experience of these programmes the MoETE has sought to focus this new intervention on community schools and expand the community hubs/smart schools model which initially commenced under the WFP programme.

3.2 Complementarity, synergy and donor co-ordination

The proposed intervention builds on the achievements of the ongoing EU programmes and will complement support provided by other donors in implementing Education 2.0 including the World Bank programme of support to public schools (*USD 500 million*) aimed at expanding early childhood development, strengthening early grade literacy and numeracy, promoting accountability, and boosting skills and values.

The main vehicle for donor co-ordination is the Development Partner Group on education and skills developments, currently co-chaired by USAID and UNICEF. In recent months, however with the launch of Education 2.0 there has been a growing demand for increased co-ordination. As a consequence the main donors such as the EU, World Bank, UNICEF, USAID, World Food Programme (WFP), United Kingdom, Germany and other members have organised specific meetings to brief development partners on progress in their support to the reform strategy and ensure better co-ordination and complementarity between our actions. The MoETE participates at senior

level in the Donor Partner meetings which are on occasion chaired by the Minister of Education.

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objectives, expected outputs and indicative activities

Overall Objectives: To support inclusive and equitable education

Specific objectives (expected outcomes):

SO1) To enhance the system of continuous professional development.

SO2) To improve the quality, and access of vulnerable children, to modernised community-based education.

To this end the proposed action will include two components

Component 1: Enhance the system of continuous professional development

Under this component, the action will support the government of Egypt to address shortcomings in the quality of continuous professional development for school leaders, supervisors and teachers in line with the ambition of Education 2.0. The activities will be carried out in co-ordination with the MoETE and relevant affiliated bodies such as the Centre of Curriculum and Instructional Materials Development (CCIMD), MoCIT, PAT, and MoHE.

Expected Results:

R 1.1: The institutional and conceptual framework for continuous professional development is revised in order to better implement Education 2.0 at central and local levels.

R 1.2: The quality of professional development for school leaders and teachers is improved.

	Indicative Activities
R 1.1 the institutional and conceptual framework for CPD	<p>A 1.1.1 Provide support for the review/update of the roles and responsibilities of the continuous professional development (CPD) structures (departments of the MoETE, MoHE, Faculty of Education, PAT);</p> <p>A 1.1.2 Provide strategic support to update the current teacher licensing system (TLS-KG1 – Grade 12);</p> <p>A 1.1.3 Provide strategic advice to enhance the teachers accreditation structure;</p> <p>A 1.1.4 Develop a roadmap and partnership programmes to improve pre- and in-service training (MoETE, Faculty of Education and EU universities).</p>

R1.2 capacity development and training	<p>A 1.2.1 Provide technical support to develop a National Accountability Framework and comprehensive training framework for school leaders and supervisors;</p> <p>A 1.2.2 Design and deliver a programme of institutional capacity building through a Training of Trainers approach (TOT);</p> <p>A 1.2.3 Provide technical support to the M&E system/mechanism of the MoETE to record and assess results relating to teacher's capacity development.</p>
-----------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Component 2: Improve the quality of, and access to vulnerable children to modernised Community-Based Education

This component will improve the functioning of the community school system and increase its' capacity to ensure equity in education, increase school enrolment and attainment, and tackle social inclusion in accordance with Education 2.0. The innovative approach undertaken by the programme will see the community schools developed as hubs so that, in addition to providing access to education, the schools will be upgraded to deliver a wider range of services to the community with close co-operation of different stakeholders including civil society and representatives of the local community. Support will be provided to the MoETE to improve the governance system for community schools with a view to improving the quality and access of vulnerable children to modernised Community-Based Education. Two ongoing initiatives of the MoETE, which will be incorporated into the design of this programme, are "The Knowledge Bank," an online digital portal that provides educational, research, and cultural resources, and "Teachers First," a national programme to change teachers' behaviour in the classroom. .

Activities will be implemented in co-operation with the MoETE and in particular the Centre of Curriculum and Instructional Materials Development (CCIMD), the IT Department, the Monitoring and Evaluation unit, the Teacher first programme, the Professional Academy for Teachers, and the Central Department for combating school dropout.

Expected Results:

R 2.1 The Community Education system is strengthened and capacities and skills of teachers increased (*in full co-ordination with component 1*).

R 2.2 Access to quality education is promoted by upgrading community schools across key vulnerable governorates of Egypt, and social and economic opportunities for families of students attending community schools are improved.

	Indicative Activities
R 2.1	<p>A 2.1.1 Develop a unified community education system and teachers' competencies framework</p> <p>A 2.1.2 Develop a unified multi-grade curriculum for community schools, and associated guidebooks;</p> <p>A 2.1.3 Design and implement CPD training packages targeting all CSs teachers nation-wide (based on the framework for Continuous Professional Development under component 1); and ensure their integration into the Teachers First Programme;</p> <p>A 2.1.4 Enhance the Information Management System within the MoETE and at school level and enhance the capacities of CSs' teachers and MoETE supervisors on the use of technology and online learning tools;</p> <p>A 2.1.5 Provide targeted support to one-classroom school teachers and supervisors.</p>
R 2.2	<p>A 2.2.1 Upgrade of selected community schools to function as hubs.</p> <p>A 2.2.2 Physical upgrade of schools hosting children with disabilities.</p> <p>A 2.2.3 Support to families to encourage school attendance and participation in activities of community schools ;</p> <p>A 2.2.4 Support links to technical and vocational training opportunities including mentorship programmes for students from community schools ;</p> <p>A 2.2.5 Promote economic empowerment of women and youth through support for enterprise and skills development and facilitating links to financial service opportunities.</p>

4.2 Intervention Logic

The MoETE recognises through its Education 2.0 the challenges facing the education sector as a whole, and specifically the necessity to enhance the access to and the quality of the community education while modernising the continuous professional development system for school leaders and teachers including in the community schools.

The EU intervention will build on two components that will be mutually reinforcing:

- i) Assisting the MoETE in creating an appropriate system of continuous professional development for school leaders and teachers;
- ii) Improving the quality and access to community schools. This component will bring novelties compared to previous interventions with particular emphasis on socio and economic empowerment of communities in addition to access to quality education. The community schools that will be upgraded to serve as community hub/service providers will play an instrumental role in the delivery of this broader range of support.

The logic of the intervention will therefore build on three main concepts: 1) full adherence and consistency with GoE Education 2.0 priorities; 2) integrated approach (support to the governance of education as well as quality of and access to community

education); 3) expanding the interventions on the ground by supporting the socio-economic empowerment of the communities in addition to access to community education.

4.3 Mainstreaming

The project will provide an opportunity for poor and vulnerable children living in remote rural/urban poor communities to access education. The empowerment of girls and women will be at the heart of the project. Through the hubs they will benefit from a broader range of activities (information on issues such as health, nutrition, gender, family entitlements, income generating activities, vocational training, fighting child labour, etc.). Through these activities, the action will ensure a transformative impact on the lives of women, youth, boys and girls in the targeted communities. Principles of gender equality will be mainstreamed in all capacity building activities which will target government and non-government stakeholders.

Sex disaggregated data, will be systematically collected and used by the EU intervention.

4.4 Contribution to SDGs

This intervention is relevant for the 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of **SDG4** Ensure inclusive and equitable quality education and promotes lifelong learning opportunities for all.

Other significant SDG(s): **SDG5** Achieve gender equality and empower all women and girls. **SDG10** Reduced inequalities within and among countries,

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is **60** months from the date of entry into force of the financing agreement

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁷.

5.3.1 *Grants: (direct management) Component 1:*

(a) Purpose of the grant(s)

Twinning will be designed to support the achievement of the objectives and results described in section 4.1. The aim is to enhance the current efforts of the MoETE in creating a governance system for continuous professional development for school leaders and teachers including for community schools so as to reach the following results: R 1.1: The institutional and conceptual framework for the new CPD system are enhanced in order to better implement the Education 2.0 reform strategy at central and local levels; R 1.2: The professional development of school leaders and teachers is enhanced in order to better implement the Education 2.0 reform strategy at central and local levels.

(b) Type of applicants targeted

The applicants must be EU member state administrations or their mandated bodies.

5.3.2 *Procurement (direct management)*

The procurement will contribute to achieving objective 1, Result 1.2 on Capacity Development and Training for school leaders and teachers.

5.3.3 *Indirect management with an international organisation*

For Component 2: A part of this action may be implemented in indirect management with the **World Food Programme WFP**. This component aims to improve quality and access of vulnerable children to modernised community-based education nationwide in accordance with Education 2.0 as per the results indicated in section 4 component 2.

The envisaged entity has been selected using the following criteria: experience in the implementation of support to local communities in Egypt, experience in support to Community Schools.

The WFP has been working in close partnership with the MoETE and civil society to support education in Egypt, and since 2003 has focused on community education. WFP is the largest humanitarian agency and the logistical organisation of the United Nations. It has extensive expertise in reaching the most hard-to-reach communities

7. www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

with life-changing development assistance that breaks the intergenerational cycle of poverty.

If negotiations with the above-mentioned entity fail, part of this action may be implemented in indirect management with **United Nations International Children's Emergency Fund UNICEF**. The implementation by this alternative entity would be justified because UNICEF works closely with the MoETE at central and local levels, and has been instrumental in the creation of CSs. It is currently providing direct support to MoETE on the reform of the curricula for the primary stage (grades 1 – 6) under Education 2.0. The activities proposed under this project fall within the mandate of UNICEF and it has a close working relationship with all stakeholders (governmental or non-governmental). It has thus accumulated the necessary experience required to carry out the proposed intervention.

The envisaged entity would implement Component 2 as described above with close involvement of all relevant stakeholders. The envisaged entity will act as the contracting authority for the tendering and contracting of the expertise/supplies/works necessary to carry out all actions. A limited part of the budget will be used to finance the personnel working on the project.

In case the envisaged entity and the substitute entity mentioned above would need to be replaced, the Commission's services may select another replacement entity using the same criteria.

5.4 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 and set out in the relevant contractual documents shall apply subject to the following provision:

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1 composed of:	4,400,000	NA
- Grants (direct management - twinning) – cf. section 5.3.1	3,000,000	NA
- Procurement (direct management - TA) – cf. section 5.3.2	1,400,000	NA
Component 2 composed of:	20,000,000	NA
- Indirect management with international organisation - cf. section 5.3.3	20,000,000	NA
Evaluation (cf. section 5.8)	400,000	NA
Audit/ Expenditure verification (cf. section 5.9)		
Communication and Visibility (c.f. section 5.10)	200,000	NA
Total	25,000,000	NA

5.6 Organisational set-up and responsibilities

Component 1: The Commission, through the EU Delegation to Egypt, will be the contracting authority of the twinning and procurement (TA) contract. In line with the EU Twinning Manual, the twinning project will have its own Steering Committee.

Component 2: The Commission, through the EU Delegation to Egypt, will be the contracting authority of the Contribution Agreement with one of the UN agencies.

The programme as a whole will be governed by one Programme **Steering Committee (PSC)**, which will oversee and guide its overall direction and policy. It shall meet at least twice a year and can be convened whenever the action's implementation requires strategic Decisions, adaptations or changes. The steering committee shall be chaired by the Ministry of Investment and International Cooperation (MoIIC) and made up of representatives of the following entities:

- The Ministry of Education and technical Education and its relevant affiliated bodies;
- The Ministry of Higher Education, National Council for Motherhood and Childhood, Ministry of Social Solidarity, Ministry of Health, Ministry of Manpower and Migration, Ministry of Local Development;
- The EU Delegation (as observer).

The steering committee has the right to invite further members of any of the stakeholders of the action whenever deemed appropriate, including representatives of the national administrations and governorates benefitting from the project, the implementing bodies as well as civil society organisations.

At the beginning of the implementation, the Programme Steering Committee (PSC) will agree on the terms of reference to set-up a Technical Committee (TC). The technical committee will be mandated to ensure a well-coordinated and guided approach for implementation. The Committee will ensure that all relevant stakeholders and key actors will be involved in the implementation (public and private). It will monitor technical implementation aspects and will provide guidance with regards to synergies between the programme and other funded actions. The Committee will support technical preparation for the Programme Steering Committee. The Technical committee will meet at least on a quarterly basis.

5.7 Performance and Results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix (for project modality) or the partner's strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the nature of the action, a mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to formulate recommendations for adjusting the project activities towards achievement of the results and objectives in light of possibly developments in the sector addressed since the formulation and first phase of implementation. The final evaluation will be carried out for accountability and learning purposes.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project. Indicatively, two contracts for evaluation services shall be concluded under a framework contract in the third year of implementation and one at the end of all action.

Evaluation services may be contracted under a framework contract

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

5.10 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 at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Communication and Visibility services may be contracted under a framework contract.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall Objective (Impact)	<p>The overall objective of the intervention:</p> <p>To support the provision of inclusive and equitable education</p>	<p>1. New CPD system is in place</p> <p>2. # of CS aligned with the 2.0 Education programme (applying new CS FW, new curricula, CPD, etc.)</p> <p>3. % increase of out-of-school children attending community schools (aged 6-14) disaggregated by gender</p> <p>4. # of CS transferred into digital information and integrated service's delivery platforms and used as Hub</p> <p>5. % of improvement in students learning outcomes (teacher's surveys).</p>	<p>Tbd</p> <p>Tbd</p> <p>12 CS</p> <p>Tbd</p>	<p>Tbd</p> <p>More than 80%</p> <p>800 CS</p> <p>Tbd</p>	<p>Ministry of Education (MoE) records/- National Strategy</p> <p>Donors/Government joint reviews</p> <p>- WFP records</p> <p>- Project documents</p> <p>- Statistical reports of the MoETE, EMIS</p> <p>- CAPMAS statistics</p>	<p>GoE increase the budget allocated to education as per the 2014 Constitution</p> <p>GoE endorses the CPD strategy</p> <p>GoE increase the support to the CS and committed to provide school feeding</p>

Specific objective(s): Outcome (s)	SO1: To put in place a rational streamlined governance of the CPD system performing coherently through clear school leaderships, participation and transparency						
	1.1 The governance and the conceptual framework of the CPD system are enhanced coherently through clear leadership, participation, partnerships and transparency with a specific focus on CSs to be aligned with Education 2.0	CPD new system is established, and the new teacher licensing system is in place			New system is applied	Official reports on improving the administration and management of the education system related to CPD	Strong and positive involvement of the community members.
	1.2 The professional development of school leaders/teachers is enhanced to better implement the reform strategy at central and local level.	The new governance structure of the teacher accreditation body is in place				Stakeholders/donors reports	
	SO2: Improve quality and access of vulnerable children to modernised Community-Based Education nationwide (Community Schools) aligned with Education 2.0	% of TOT trained				Publications, press articles and social media communications showing the impact of the 2.0 reform especially for CPD and on the vulnerable children and poor community in deprived areas	
	2.1 Access to quality education is promoted through technological and physical upgrading of community schools across key vulnerable governorates of Egypt, enabling a digital environment for learning and teaching,	Number of community schools transformed to community smart schools/hubs.	12 CSs	800 CSs		List of new multi-grade curricula reviewed and approved by Centre for Curriculum and Instructional Materials Development CCIMD	
	2.2 The Community Education system is strengthened in line with the new national education programme 2.0, along with increased capacities and skills of teachers across all governorates of Egypt. <i>(Full co-ordination with component 1).</i>	Number of CS physical upgraded for easier access to the disable children needs		400 CS			
		Number of digitised modules and learning courses developed	3	7 modules		Evaluation reports of training sessions and number of teachers trained	
		Information management system (IMS) enhanced	N/A	Tbd (according to design with MoE)		Reports of expert missions and consultations during the project implementation	
		Number of multi-grade curricula upgraded to the Education 2.0.	N/A	Tbd		Statistical reports of the MoETE, (Education Management Information System EMIS)	
		Number and type of capacity building activities provided to teachers (trainings, workshops, online tools).	0	11,000 (nationwide)		Project progress reports Project monitoring and evaluation reports	
		Number of community school teachers trained	Tbd			Impact and satisfaction surveys at the level of beneficiary communities targeted by the project (including parents, teachers, children)	
		Average hours spent weekly on using technology (EKB, tablets...) as reported by teachers	N/A	Tbd			
		% of improvement in teacher's knowledge, capacities, skills and behaviours in class		70%			

		Number of CS that demonstrates quality child rights-based education for vulnerable and out of school children in deprived areas.		Tbd		
	2.3 Social and economic opportunities for families of the community schools are improved through the smart community schools.	<p>Number of CSs supported with education, nutrition, livelihoods activities</p> <p>Number of girls and boys protected from drop-out.</p> <p>Number and Type of activities provided to the community members in different sectors.</p> <p>Number of women and adolescents trained on TVET and enterprise</p> <p>Number of families of students provided with conditional compensation for participating in different livelihood activities and awareness sessions.</p> <p>% of families reporting on enhancement of economic and social status after participating in the community school's activities.</p>	<p>42,000</p> <p>Tbd</p> <p>0</p> <p>0</p>	<p>1,400 CSs</p> <p>42,000</p> <p>Tbd (field assessments and consultations)</p> <p>3,000 women + 3,000 adolescents</p> <p># families Tbd</p> <p>Tbd</p>	.	.

Outputs	<p>Output 1: -The CPD system is enhanced and the national /local capacities for CPD entity staff, school leaders and teachers are improved</p> <p>Output 2: - The CS system is unified and improved to be aligned with the 2.0 Education national programme. - Teachers' skills are strengthened. - CSs are used as community hub covering broader activities for the community benefits.</p>	<ul style="list-style-type: none"> - CPD new system approved and put in place - # of CS aligned with the 2.0 Education programme - % improvement in teacher's knowledge - Number of CSs transformed to community hub 				
----------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--	--	--	--



ANNEX 2

Commission Implementing Decision on the multiannual action programme in favour of Egypt
for 2019 and 2020 part I

Action Document for EU Support to Enhanced Administrative and Public Economic Governance in Egypt

MULTIANNUAL PROGRAMME

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

1. Title/basic act/ CRIS number	EU Support to Enhanced Administrative and Public Economic Governance in Egypt; CRIS number: ENI/2019/042-125 financed under the European Neighbourhood Instrument	
2. Zone benefiting from the action/location	Neighbourhood South, Egypt. The action shall be carried out at the following location: Cairo and targeted Governorates.	
3. Programming document	European Union (EU) Single Support Framework for Egypt 2017-2020	
4. Sustainable Development Goals (SDGs)	Main SDGs: SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels ; SDG 5: Achieve gender equality and empower all women and girls	
5. Sector of intervention/ thematic area	3) Governance, enhancing stability and promoting a modern democratic state	DEV. Assistance: YES
6. Amounts concerned	Total estimated cost: EUR 25,000,000 Total amount of European Union (EU) contribution EUR 25,000,000 The contribution is for an amount of EUR 8,000,000 from the general budget of the European Union for 2019 and for an amount of EUR 17,000,000 from the general budget of the European Union for 2020, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget or as provided for in the system of provisional twelfths.	
7. Aid modality and implementation	Project Modality: Direct management through procurement for specific objective 3; Indirect management with OECD for specific objective 1 and UNDP	

modalities	for specific objective 2.			
8 a) DAC code(s)	15-110	Public sector policy and administrative management		31%
	15-112	Decentralisation and support to sub-national government		37%
	15-111	Public finance management		32%
b) Main Delivery Channel	– 47080 - OECD for specific objective 1 – 41114 - UNDP for specific objective 2 – 60000 - Private sector institution for specific objective 3			
9. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women’s and Girl’s Empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Global Public Goods and Challenges (GPGC) thematic flagships	NA			

SUMMARY

Egypt's unsatisfactory performance in growth per capita, job-creation and poverty reduction over the past thirty years is largely rooted in weaknesses in public governance, making governance reform crucial to achieve sustainable levels of socioeconomic and inclusive development. In particular, unwise financial decisions, corruption, uneven implementation of regulations and limited levels of access to public services or participation in policy making call for a more **efficient, responsive and accountable management of the public sector in Egypt, both at national and local levels.**

With the adoption of a "Sustainable Development Strategy: Egypt Vision 2030" (SDS) in 2016, the Government of Egypt (GoE) has framed an ambitious set of reforms. This action is planning to contribute to the objectives of the fourth pillar of the SDS ("Transparency and Efficiency of Government Institutions") in order to effectively increase the efficiency of the

public sector and enhance institutions' accountability with the ultimate goal of responding to the population's needs.

The proposed action will in particular seek to achieve **three complementary and interlinked specific objectives**: (i) Strengthened government effectiveness and capacities for implementing and monitoring the SDS and the Administrative Reform Plan; (ii) Enhanced Ministry of Local Development (MoLD) and Governorates leadership to implement an improved local governance strategic framework; (iii) Enhanced PFM systems and Ministry of Finance (MoF) capacities enabling an efficient and fair public financial management.

All three specific objectives will place specific emphasis on a rights-based approach, thereby providing citizens and the private sector with an **increased sense of ownership and equity**. Gender-sensitive budgeting, planning and monitoring of public policies will be foreseen, as well as enhanced transparency, user-friendly citizen engagement. Efforts will also be undertaken to ensure the programme bears effective and sustained impact on citizens and the private sector in governorates, where the second specific objective will specifically aim towards enhancing public services' responsiveness and accessibility as well as promoting local economic development.

1 CONTEXT ANALYSIS

1.1 Context Description

Even though Egyptians have upgraded their human capital¹, poorly designed or implemented social policies and inadequacy of public services provision have failed to insulate them from negative shocks, with the youth and women being particularly affected. Economic growth began to pick up in 2017 and Gross Domestic Product (GDP) growth accelerated² but they have not been able to benefit the less well-off: 28% of Egyptians live below the poverty line³ with higher levels in rural Upper Egypt where poverty reaches 56%. The youth bulge is likely to pose further challenges as the addition of about 11 million people between 2011 and 2017 due to a fertility surge to 3.5 children per woman will weigh on public budgets and the economic performance.

In 2016, Egypt embarked on an ambitious and challenging economic reform programme supported by a three-year Extended Fund Facility from the International Monetary Fund (IMF) worth USD 12 billion meant to address key imbalances in the economy, primarily the external imbalances and the unsustainable fiscal deficit, while achieving macro-economic stability necessary for sustainable and inclusive economic growth. In the last two years, Egypt passed successive IMF checks and the government plans to eliminate fuel subsidies in 2019 and raise revenues, to create fiscal space for targeted social safety nets, health, education and infrastructure. Egypt achieved a primary budget surplus in fiscal year 2017/18 for the first time in 18 years and, according to the IMF, the programme's primary surplus target of 2% of GDP in FY2018/19 is within reach. However, in fiscal year 2017/18, interest payments alone represented 53.3% of all government revenues, and are expected to have risen to 54.7% according to the 2018/19 budget.

-
1. Between 1990 and 2017, Egypt's Human Development Index value increased by 27.4% which ranks the country 115 out of 189 and places it in the medium human development category (UNDP 2018).
 2. From 4.2% in fiscal year 2016-17 to 5.3% in fiscal year 2017-18.
 3. Central Agency for Public Mobilisation and Statistics - CAPMAS (2015).

The public sector in Egypt has remained institutionally complex, with centralised and bureaucratic public administrations or outdated mandates. During the fiscal year 2017/2018, 23.8% of revenues were spent on wages and salaries for a 6.5 million strong civil service, the breakdown of which lacks transparency. Of specific concern are the poor quality and limited access to public infrastructure and services, the general perception of high levels of corruption in the public sector⁴ as well as an arbitrary implementation of rules and regulations, making the environment unpredictable for citizens and the private sector⁵. In spite of a specific focus by the Constitution of 2014 on citizen engagement and transparency, participatory or responsive policy making remain close to inexistent with few mechanisms in place to address discontent with services provision or to hold civil servants accountable⁶.

In spite of an increase for "Control of corruption", indicators show a decline of Governance in Egypt over the last 10 years (Table 1), calling for a more efficient and accountable management of the public sector.

Table 1: World Bank's Governance Indicators for Egypt⁷

Indicator	Year	Number of sources	Governance score (-2.5 [weak] to +2.5[strong])	Percentile rank (0 [lowest] to 100 [highest])
Voice and accountability	2007	16	-1.17	14.90
	2012	19	-0.77	25.82
	2017	15	-1.25	13.30
Government effectiveness	2007	10	-0.39	43.20
	2012	11	-0.81	23.22
	2017	12	-0.62	29.33
Regulatory quality	2007	10	-0.29	43.20
	2012	12	-0.48	33.65
	2017	11	-0.86	17.31
Rule of law	2007	15	-0.23	48.33
	2012	18	-0.47	40.38
	2017	15	-0.53	32.69
Control of corruption	2007	12	-0.76	24.27
	2012	16	-0.60	33.18
	2017	15	-0.54	34.13

1.2 Policy Framework (Global, EU)

This action contributes to the EU policy priorities in Egypt and in the Region. With an ongoing portfolio of EUR 1.4 billion, the European Union has remained a key partner of Egypt. In the **Partnership Priorities** signed in 2017, the EU and Egypt committed to cooperating in advancing socio-economic goals set out in Egypt's **SDS**.

Under priority number 3) "Enhancing stability" of the Partnership Priorities and subsequent **Single Support Framework 2017-2020** signed in 2017, the partners acknowledged that establishing a modern, democratic state that delivers benefits equally to all people was

-
4. Transparency International's Corruption Perceptions Index 2018: Egypt ranked 105 out of the 180 countries assessed, with a score of 35 on a scale of 0 (highly corrupt) to 100 (highly clean).
 5. World Justice Project 2019.
 6. The 2018 Ibrahim Index of African Governance (IIAG) indicates that Egypt had a substantial drop in its score on civil society participation, with 11.6 point decline between 2008 and 2017 and a drop in Accountability of Government & Public Employees by 4.7 points for the same period of time.
 7. <http://info.worldbank.org/governance/wgi/>.

essential and the EU committed to supporting Egypt's efforts to enhance the capacity of institutions for effective public sector reform and to empower local authorities in planning and delivering public services, as well as in further ensuring equality in economic, social and political opportunities for all.

In line with the **New European Consensus on Development (ECD)**, and the **2015 European Neighbourhood Policy Review**, the proposed action will contribute to governance as one of the preconditions for sustainable development and stability and to effective governance institutions and systems that are responsive to public needs and which deliver essential services and promote inclusive growth. Local development through a participatory territorial approach is also a key feature of the EU policy framework. The proposed approach and key principles which will be proposed under this action will be in line with the '**Principles of Public Administration**', which were developed by the EU Support to Improvement in Governance and Management (SIGMA – EU/OECD)⁸.

1.3 Public Policy Analysis of the partner country

This action contributes to supporting specific objectives of Egypt's policy aligned with SDGs. **Egypt's Constitution of 2014** provides the legal basis for appropriating and spending public funds and foresees that "the State shall guarantee setting and implementing a plan for the comprehensive economic and urban development of border and underprivileged areas including Upper Egypt, Sinai, Matrouh and Nubia. This shall be made with the participation of the residents of these areas in the development projects"⁹. It is also foreseen that "the State shall ensure administrative, financial and economic decentralization. The law shall regulate the methods of empowering administrative units to provide, improve and well manage public facilities and shall define the timeline for transferring powers and budgets to the local administration units"¹⁰.

The "**Sustainable Development Strategy – Vision 2030**" (SDS), adopted in 2016 reflects Egypt's vision for inclusive, sustainable and participatory development, encompassing the three economic, social and environment dimensions. It reflects the new Constitution and provides the operational framework for the reform programme of the GoE, in alignment with the 17 SDGs as well as the African Agenda 2063. SDS has been prepared through a participatory approach. A Voluntary National Review (VNR) of SDS was presented by the Ministry of Planning and Administrative Reform (MoPMAR) to the United Nations in 2018. SDS is being currently updated in consultation with different actors, including representation from civil society. The updated SDS is expected to be officially released in October 2019. The 4th pillar of SDS ("transparency and efficiency of government institutions") reflects the governance component. To address key challenges, particularly quality of services and complexity of public administration, the GoE has developed a National Administrative Reform Plan. This Plan was developed in consultation with stakeholders and representatives of civil society. It was adopted by the Cabinet of Ministers in 2014. The Plan envisions that by 2030, the state administrative apparatus is efficient and effective. It includes six pillars of which the main ones are legal, institutional, human, and financial reforms as well as aspects of services delivery. Linked to the legislative reform pillar of the Administrative Reform Plan, **Law No. 81 on Civil Service of 2016** underlines the state commitment to accountability, transparency, quality of public services, as well as to fight corruption. It reflects a commitment to ensure merit-based and transparent recruitment processes as well as

8. <http://www.sigmaxweb.org/publications/principles-public-administration.htm>.

9. Article 236.

10. Article 176.

performance-based evaluation. The Law has introduced the principle for having Human Resources Management units in all ministries.

The **Ministerial Decree No. 121 of 2018** spells out that the MoLD in collaboration with the MoPMAR shall follow up on the administrative reform in co-ordination with governorates and local units and shall develop the system of local planning securing the vast participation of local communities to draft development plans based on citizens' priorities. A **new Law on local administration is still pending**. It would allow for local councils elections and the implementation of constitutional provisions for decentralisation.

A **strategy to reform public financial management** is currently underway. The government announced plans to review the current legal and regulatory framework ("**Organic Budget Law**"), which would revamp the entire budgetary process (planning, implementation, monitoring) and provide the Ministry of Finance with a clear mandate as the custodian of the state's financial resources and responsibility for co-ordinating the macroeconomic policy.

1.4 Stakeholder analysis

The Egyptian citizens are the final beneficiaries of the action. They will also be involved in the implementation as the action will promote participatory planning and increased transparency to allow for a better monitoring of public policy by the rights holders. Egypt's population is approximately 97 million people, 61% of whom are under 30 years old and may reach 128 million¹¹ by 2030. In 2017, the estimated youth unemployment rate in Egypt was at 34% as opposed to 26% in 2007¹², with women being the most affected. The Egyptian civil society has historically played a proactive role in addressing problems of poverty and access to services. However, the political environment in Egypt during the last decade (and in particular the 2017 "Law of associations and other foundations working in the field of civil work") has not been conducive to the development of an open society.

The four direct main public administration and public financial management reforms' stakeholders are the (MoPMAR) (central administration), the MoLD (local governance), the MoF (PFM), and the Central Agency for Organisation and Administration (CAOA) (civil service – central and local level).

MoPMAR is entrusted with developing strategic direction and supporting implementation and monitoring of SDS and administrative reform. It develops, co-ordinates and monitors GoE's Annual Development Plans (Investments-Based Plans) in close co-ordination with MoF and other line ministries. MoPMAR develops and monitors long term planning and Regional Plans. CAO A supports the development of human resources (HR) policy and implementation of the civil service law. Both MoPMAR and CAO A have vested political powers and transversal role. In order to better undertake their role, MoPMAR and CAO A are keen to develop their own capacities in line with international best practices, particularly with respect planning, co-ordinating, and monitoring of SDS and Administrative Reform. MoPMAR will act as the main national interlocutor for the first component (administrative governance at central level). CAO A will be the focal point and main beneficiary of activities which relate to HR policy and civil service reform. Line ministries which are involved in implementing SDS and the Administrative Reform Plan are beneficiaries of this project. The National Management Institute and the Governance Centre which operate under MoPMAR are entrusted with proposing governance reform and providing human capacity building to

11. United Nations World Population Prospects (2017).

12. ILO estimates (2018).

support implementation of SDS and the Administrative Plan. Their capacities will be supported and utilised in implementing the proposed action.

The **MoLD** is the lead ministry responsible for co-ordination of all the different institutions, ministries and organisations with regards to local governance. It is responsible for the development and upgrading of local administration units and the contribution to economic and social development in partnership with the governorates. In accordance to the Presidential Decree No. 1999/325 the MoLD is also responsible for raising awareness of local participatory development at local level, and participation in human development of leaders and human cadres at local units' level. The MoLD is empowered to lead local governance in Egypt as a key State reform. As reminded above this reform is a key pillar of the Egypt Vision 2030 and the Administrative Reform Plan which rightly identified the adverse effect of over-centralisation on decision making and ultimately on the country's development. Based on MoLD mandate and the national interest, MoLD needs to increase its power to transform these institutional and political assets into an actual reform. This action aims at bridging the political and strategic local governance framework with the key institutions (MoLD and governorates) through systems which should actualise the institutional and human capacities of MoLD both at central and local levels. The **local administration** is organised in five territorial units: 1) governorates 2) regions 3) urban districts or rural markaz (division of rural areas) and 4) cities 5) villages. At each level, there are government-appointed local executive councils headed by governors, district officers, and mayors. All local institutions are subject to central government supervision. Although, the governor has financial and administrative authority on the sectoral directorates with local functions and budgets, this authority does not allow for any change in these directorates' policies or expenditure and revenue assignments that are set by the line ministries at the central level. This project aims at structuring the MoLD-Governors dialogue in order to enable the governors to transform their authority into a reform-oriented power.

The **MoF** is in charge of the overall co-ordination of public financial management and has shown commitment to reform the institutional and legal framework. The Ministry plans, prepares and manages the state budget and public debt. It manages and supervises the budgetary spending process and prepares the framework for economic policy and development. MoF is pioneering some internal administrative reforms (such as the set-up of an Internal Audit Unit) which could be used as reference for other line Ministries, yet there is a need for enhanced skills in the human resources currently steering reforms. The MoF is working on a strategic human resources management plan to change the mindset and way of operating of the ministry. The plan will be institutionalised to make sure that every department will be aligned with MoF's main objectives and Egypt Strategy 2030. Fragmentation in the functions and roles between MoF and MoPMAR, especially in relation to Chapter 6 of the state budget (investment) and lack of an appropriate organisation (at MoF and in other budgetary entities) for programme performance budgeting are areas to improve.

1.5 Problem analysis/priority areas for support

The SDS and Voluntary National Review (VNR) provide valuable analysis with regard to identified challenges and priorities. 'Improved Governance' has been acknowledged as crucial to achieving commitments on SDS. More specifically, in the framework of an assessment made by OECD, in collaboration with GoE, a number of challenges were identified, including the need to build ongoing reform efforts on a 'whole of a government approach' which should be supported through evidenced based data, strengthened co-ordination and monitoring capacities.

Similarly, the Administrative Reform Plan identified important challenges and the way forward in administrative governance. These challenges were also identified in the SDS' 4th Pillar (Transparency and Efficiency of Government Institutions) and are listed as follows:

- [1]. Complex Organisational structure of the state.
- [2]. Large number of civil servants, high cost, and low productivity.
- [3]. Weaknesses in transparency and accountability measures and high level of corruption.
- [4]. Large number of laws, regulations, and amendments, with conflicting provisions,
- [5]. Over-centralisation of state administration and low quality of public services.
- [6]. Poor management of state-owned assets.

The four first challenges are cross cutting to the 1st component of the proposed action (administrative governance). The 5th one is the back bone of the 2nd component (local governance). All the above challenges slow down the advancement towards a more robust PFM system (3rd component). The PFM component will contribute to the transformation to a budget approach focused on policy outcomes and objectives, which will require significant organisational adjustments in MoF and many budget organisations and deep changes in administrative methods. The action would help to develop/implement new concepts and tools and contribute to a major re-skilling of staff adapted to the PFM modernisation that will have a larger effect on the administration. Development of systems aiming at rationalising the planning at national/sector and local levels are the key priority area for support under component 1 and 2 of this action.

The analysis of the main challenges mentioned above is summarised as follows:

a) Resistance to change and effectiveness of reforms: Success of reform will rely on change in the mind-set of the administration and on strengthening the role of 'change agent'. Adoption of reforms which are based on 'a whole government approach' and best practices in implementation and monitoring of reform are key success factors. The development of a result based oriented planning and monitoring is crucial. Focus on developing inter-institutional linkages needs to be emphasised (e.g. central-local administration, and collaborations of reform enablers (MoF, MoPMAR, and MoLD). Introduction of best practices for engaging citizens in reform planning and monitoring is crucial. Despite some previous and ongoing effort to adopt citizen consultation, there is a need to shift from ad hoc to structured consultation.

b) Weaknesses in co-ordination and monitoring capacities: The implementation of reforms requires a high level of co-ordination and monitoring among governmental entities. There is an important priority to strengthen governance aspects of strategic policies and action plans.

c) Human resource shortfalls and/or mismatches: Administrations are unable to employ new staff and 25% of their staff is expected to retire within years. Many departments are missing key skillsets. Department mandates and personnel job descriptions are outdated—most were developed in the 1960s and have not been changed since.

d) Weak local governance. Limited planning takes place at the governorate or lower levels of administration. The planning functions within the governorates are limited to aggregating and communicating investment wish lists from lower levels of administration. Limited investment planning and appraisal tools are used to prioritise investments. Feasibility studies and ex ante evaluations of projects to determine their potential impacts are not conducted and decisions on budget and time allocations for projects are done based on comparable completed projects.

e) Incomplete and fragmented public financial management. Initiatives undertaken so far remain stand-alone and in spite of progress towards a gradual transformation to performance-based budgeting, a coherent strategic approach is still missing. At the crossroads of public

financial management and local governance reform, a holistic approach is still lacking on fiscal decentralisation.

f) The culture of dialogue between authorities and citizens or civil society should be developed at local and national level in order to ensure democratic and relevant planning and monitoring of these plans.

The action seeks to address these public administrative and financial reforms challenges with specific emphasis on **three complementary and interlinked specific objectives for which the EU presents extensive expertise**, backed by a vast array of good practices in the sector, both within the European Institutions and the Member States:

- **SO 1:** Strengthened government effectiveness and capacities for implementing and monitoring the SDS and the Administrative Reform Plan.
- **SO 2:** Enhanced MoLD and Governorates leadership to implement an improved local governance strategic framework.
- **SO 3:** Enhanced PFM systems and MoF capacities enabling an efficient and fair public financial management.

Beyond financial and capacity development support, the action will also provide the opportunity to enhance EU-Egypt **policy dialogue** in these critical areas.

These three specific objectives are aligned with the Government of Egypt's problems analysis and suggested corrective actions, as outlined in the 4th Pillar of the SDS "Transparency and Efficiency of Government Institutions" where the "wide range of challenges" faced by the administrative system are identified as the complexity of organisational structure of the State, the flare in employment in the public sector and corresponding toll on the budget, the absence of accountability, transparency, the spread of fraud and predominance of bureaucracy due to centralisation inside Government bodies.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Difficulties to translate high political commitments into administration buy-in	M	The action has been designed to enhance the capacity of relevant administrations to advocate for and conduct reforms; the action supports policy dialogue.
Difficulties to conduct cross ministerial reform / distorted understanding of reform	M	The leadership of a cross- ministerial entity (e.g. Prime Minister) and a budgetary authority (House of Representative) will be sought.
Absorption capacity and staff turnover	M	Capacity building and trainings are embedded in all components.
Resistance to change among beneficiary institutions and concerned national staff	H	The action has been designed to support gradual reform approach emphasizing greater transparency and citizen engagement in order to secure public confidence.

Risks	Risk level (H/M/L)	Mitigating measures
Mismanagement of government's fiscal risk, worsening public accountability and transparency in the management of SOEs and public enterprises	H	Supporting the assessment and preparation of fiscal risk reports and of mitigation plans. This would also include the support to Corporate Governance Code for Public Enterprises.
The annual and/or multi-year budgets do not reflect the overall economic policy and medium term framework	H	The action has been designed to support the programme and performance based budgeting processes, linking them to improvements in budget planning, preparation and execution and to enhance systems in MoF and other entities.
Complex co-ordination of public financial reform activities	H	Policy dialogue to ensure a balanced path of reforms in all areas; a co-ordinated approach amongst donors.
<p>Assumptions to implement the intervention (from activities to impact) that are outside the project management control.</p> <ol style="list-style-type: none"> 1. The political and security situation remain stable allowing the action to be conducted. 2. The Government of Egypt provides political and financial support to the reforms. 3. The Government of Egypt further builds institutional and human resources capacity to ensure the sustainability of the action. 3. MoPMAR, MoLD and MoF remain committed at all levels. 		

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

The **2018 evaluation of the EU funded programme "Support Public Administration Reform and Local Development (PARLOD)" (2014 – 2018 – EUR 9 million)** has contributed to the design of this action, particularly with the aim of moving from pilot projects (which have been successful in modernising specific areas of the administrative reform) to more systems/methods to be used as regular practices in the ministries (e.g. generalisation of Integrated Local Development Plans experienced in three governorates should become widespread (24 governorates) and linked to budgets). The evaluation of the component of the PARLOD **"Support to PFM reform in Egypt"** recommended focusing on the need to keep the reform momentum and capitalise on key project outcomes such as the Internal Audit Unit and the launching of the PEFA self-assessment.

At local level, two EU bilateral programmes currently phasing out have demonstrated the possibility to work at Governorate level on local development, but have revealed that the local administrations do not have regulatory and institutional frameworks in place to effectively plan and implement efficient, integrated public policies that respond to the needs of the population. This offers the opportunity to exemplify with concrete actions, the need to develop systems in a participatory approach. The **"EU Joint Rural Development**

Programme" implemented by the Italian Cooperation (EUR 21.9 million – until November 2020) promotes the development of participatory planning systems in the rural areas of Matrouh, Minia and Fayoum Governorates whilst the **"Upgrading Informal Areas in the Greater Cairo Region"** implemented by GIZ (EUR 19.7 million – until end of 2019) aims at enhancing public service delivery in deprived informal urban areas using participatory methodologies for citizens' and private sector's engagement.

3.2 Complementarity, synergy and donor co-ordination

The "Donor Partners Group on macro-economic and public financial reforms" is co-chaired by the EU and USAID. The "Donor Partners Group on governance" is co-chaired by the EU and USAID. These co-ordination groups have been conducive to exchange with the Government of Egypt, update on respective actions and to identify synergies and gaps.

The EU proposed action will aim towards overarching outputs that will help the stakeholders to better steer the following programmes in a clearer policy framework with increased systemic and human capacities.

1) The EU Support to Improvement in Governance and Management (SIGMA – EU/OECD) has been active in Egypt since 2008 and it has provided support in administrative and civil service reform as well as in public financial management reform. The **"EU Support to Accountability and Democratic Governance"** (EUR 6 million, 2020-2023) will complement this action in the areas of fight against corruption and enhancement of the parliament role. The **"Complementary support for capacity development and civil society in Egypt"** (EUR 24 million, 2020-2023) will also support Egypt's public administration reform (e.g. EUR 2 million is foreseen for supporting the National Academy for Training with the French "Ecole Nationale d'Administration". **Two Twinning projects with the Egyptian Customs and Tax Authorities** are under preparation. SIGMA developed principles of public administration which will be one of the sources for best practices under this action.

2) GIZ is supporting (2016-2020) the MoPMAR and the CAO in introducing an **efficient human resources management system in the public administration**, and is also supporting the MoPMAR and the MoLD in **improving public services at local level** with a focus on improving, simplifying, and standardising work procedures for enhanced citizens' engagement.

3) The World Bank is providing TA to the MoF, MoPMAR and MoLD to support the detailed development of **formula-based allocation for capital investments** and an action plan for rolling out this reform nationwide starting from FY2020/21. In addition, TA is being provided to support piloting of the application of the formula-based capital allocation in two pilot governorates (Sohag and Qena) within the scope of the Upper Egypt Local Development Programme (2017-2021 – USD 500 million loan complemented by USD 477 million from the government).

4) In the area of public financial management, USAID (\$22.7m, 2018-2023) supports the MoPMAR in the improvement of public investment and the MoF through improved fiscal management. The World Bank is in preliminary discussions to support MoF on tax administration (automation and paying taxes online) and tax policy (tax expenditures analysis). The World Bank has prepared an analysis of government spending (a Public Expenditure Review (PER) on topics such as health, education, and public investment spending and public investment management, fiscal risks, and pensions). The **IMF** is supporting the MoF to deliver a Medium Term Revenue Strategy (MTRS) which should be completed in the first semester of 2019. IMF METAC is supporting the MoF on budget and

fiscal risks issues including the introduction of a programme based budgeting. The IMF is also planning a Public Investment Management Assessment (PIMA).

5) OECD-SIGMA will start a new work programme (July 2019-December 2020) to support public procurement (beneficiary: MoF) and Internal Audit (beneficiaries: MoF and MOPMAR).

6) METAC work-plan for 2020 will focus on strengthening the identification, monitoring and management of fiscal risks.

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objectives, expected outputs and indicative activities

Overall objective (expected impact): Contribute to improving the effectiveness and efficiency of the public administration sector with a view to responding to citizens' needs.

Specific objectives (expected outcomes):

- **SO 1:** Strengthened government effectiveness and capacities for implementing and monitoring the SDS and the Administrative Reform Plan.
- **SO 2:** Enhanced MoLD and Governorates leadership to implement an improved local governance strategic framework.
- **SO 3:** Enhanced PFM systems and MoF capacities enabling an efficient and fair public financial management.

Expected outputs and main activities:

SO1: Strengthened government effectiveness and capacities for implementing and monitoring the SDS and the Administrative Reform Plan.

- 1.1 Enhanced policy framework for implementing and monitoring the SDS and the public administration reform.
 - *Setting up a policy dialogue platform and conducting peer reviews with focus on strategic reform priorities for Egypt and experiences of other relevant countries.*
 - *Providing strategic and technical support and specific recommendations on reform options and trajectories in aspects of SDS' governance and the administrative reform plan.*
- 1.2 Strengthened institutional and human capacities of MoPMAR and CAO A to fulfil their mandates in supporting implementation and monitoring of SDS and administrative reforms.
 - *Provide technical support to enhance institutional capacities of MoPMAR and CAO A with a view to improve governance and implementation aspects of SDS and the administrative reform plan.*
 - *Design and implement human capacity building programmes to staff of MoPMAR and CAO A in support of their role in implementing and monitoring SDS and the administrative reform.*

1.3 Reinforced and streamlined capacities across line ministries and Cabinet to undertake their entrusted roles in the implementation and monitoring of the SDS and the administrative reform plan.

- *Provide strategic advice and hands-on technical support to develop streamlined institutional and human capacities with respect to monitoring and evaluation frameworks for SDS and its implementation programmes.*

- *Provide strategic advice and technical support to develop and pilot streamlined institutional and human capacities with respect to selected priorities of the administrative reform plan. For instance, with regard to newly standardised functions of strategy and policy, monitoring and evaluation, Human resources, and internal review (Decree ref. 1146, 2018). Other priorities may include support to improvement of public services and e-services.*

1.4 Enhanced transparency, communication, and accountability to citizens regarding

- *Support the government in developing a strategic framework for communication on reform and on engagement with citizens with respect to SDS and administrative reform.*

- *Provide technical support with a view to improve capacities in e-government and e-services platforms as means to improve transparency and communication with citizens.*

- *Design and implement a capacity-building programme to government staff and senior officials on transparency and open government, citizen engagement, public speech, etc.*

SO2: Enhanced MoLD and Governorates leadership to implement an improved local governance strategic framework.

2.1 A policy framework is in place.

- *Support to the preparation/finalisation of laws (e.g. local administration law, unified planning law (as far as MoLD is concerned), the drafting of a local governance strategy with a clear mandate of MoLD as well as a clear sharing of competences amongst central, local and sector levels.*

2.2 A system implementing this policy framework is in place.

- *Generalisation of Integrated Local Development Plans with a citizens' engagement mechanism. Support to planning, budgeting and implementation monitoring tools at Governorates and districts levels with respect to the local governance and fiscal policies.*

2.3 Institutional development actions allow relevant institutions to use systems dedicated to the policy framework.

- *Supporting an organisational assessment of MoLD to adapt its organisation to its mandate.*

- *Development of existing or nascent MoLD units responsible for local planning, women empowerment, child protection, human rights, inclusion of people with disabilities and population to reach out to governorate administration while reinforcing links with responsible line ministries or national councils (resp. MoPMAR/MoF, NCW, NCCM, NCHR, NCDA and NPC) according to their mandates.*

- *Supporting the activation of the Local Development Fund¹³ through the provision of financing mechanisms addressing local economic development.*
- *Supporting the development of information centers in the governorates as an essential enabler of the local governance processes for achieving communication and interaction with the local governance framework, the governors and local stakeholders.*

2.4 Capacity development actions allow all stakeholders of relevant institutions to deliver in an effective and efficient way according to the systems put in place.

- *Reinforcement of the Egyptian Academy for Local Development (Saqqarah training centre) through a clear mandate and appropriate means (career path and diploma frame, pedagogical equipment, IT plans, staff capacity building) and transfer to the Academy for local development with a regional mandate.*

SO3: Enhanced PFM systems and MoF capacities enabling an efficient and fair public financial management.

3.1. Strengthened institutional framework and human capacities of lead departments in the MoF allow for forward-looking budget planning, increased predictability and control in budget execution.

- *Expert advice and training to further strengthen the capacities of specialised units in budget planning, execution and control (Macro Fiscal Unit, Internal Audit Unit, etc.).*

3.2. Programme and Performance Budgeting (PPB) processes and functions are designed and institutionalised with a view to better respond to government policies, priorities and social objectives (including gender equality).

- *Expert advice, training, exchanges and advocacy in legal, methodological and governance questions to improve expenditure efficiency and to introduce a Program-Based Budget (including Performance Budget). Designing the sequencing of system/programmes/institutions for the transformation to the new budgeting method in selected budget authorities at central and local levels.*

3.3. Enhanced policy framework is in place to envisage the widening of the tax base and ensure justice among various income segments as part of the Medium Term Revenue Strategy (MTRS).

- *Expert advice and training to support the implementation of the Medium Term Revenue Strategy with a particular focus on aspects of progressive taxes.*

3.4. Enhanced human capacities are in place in the Ministry of Finance to develop fiscal risk mitigation plans linked to the national fiscal policy.

- *Exchanges and advocacy in legal, methodological and governance questions to streamline policies and procedures to tackle fiscal risks, and making them part of the budget process.*

3.5. Enhanced technical and human capacities in place in the Ministry of Finance to release public, reader-friendly and timely fiscal reports covering the whole budget cycle.

- *Capacity building activities to support methodologies and procedures to improve budget transparency.*

13. To date the LDF compensates at local level for insufficient funding from line ministries or governorates for urgent actions (e.g. water, electricity, etc.).

4.2 Intervention Logic

The intervention logic of this action assumes that successful mobilisation of the inputs and implementation of the activities will ultimately contribute to improving the effectiveness and efficiency of the public administration sector. Furthermore, the action is likely to generate a catalyst effect and enhance the effectiveness of national sectoral and local public policies, keeping them from being reversed or diluted.

The **inputs** of the action are: 1) the EU-Egypt Single support framework 2017-2020 and the Financing Agreement which will allow for financial resources to be mobilised; 2) the Government of Egypt's financial and human resources that will feed into activities.

The main **activities** will consist of technical support and capacity building to accompany ongoing reforms addressing policy frameworks and human capacities. These activities link up the inputs and outputs: based on the availability of inputs and the effective implementation of the activities, the three specific objectives will increase their level of achievement and the potential of the action to have a meaningful impact in the three focus areas of reform.

The logic of intervention foresees that with enhanced framework and human capacities of duty bearers in the administrations in charge of the monitoring of the SDS and the administrative reforms (**SO1**: MoPMAR and CAO), in the administrations in charge of local development (**SO2**: local administrations, MoLD and MoPMAR) and in the MoF (**SO3**), the action will contribute to increasing the framework and capacities to conduct reforms, the performance of the public administration and eventually, will serve the needs of the rights holders.

All three specific objectives will place specific emphasis on a **rights-based approach**, thereby providing citizens and the private sector with an increased sense of ownership and equity. Gender-sensitive budgeting, planning and monitoring of public policies will be foreseen, as well as enhanced transparency and user-friendly citizen engagement.

The effective **impact** of the action will depend on the political will and ownership of reforms by the targeted beneficiaries themselves. Capacity building and provision of technical support will have a limited impact if results obtained through the programme are not anchored in widely accepted reforms, or if there is a reversal of the ongoing reforms process.

4.3 Mainstreaming

Gender/women empowerment: Egypt adopted the National Strategy for Women Empowerment in 2017. SDS refers to women's rights and the current national exercise for its review considers gender mainstreaming. The civil service law adopted in 2016 refers to equal opportunities and rights for civil servants and for strengthened rights for women civil servants. With respect to gender mainstreaming, activities will be implemented with a gender lens (aiming at gender responsive and transformative approaches). The action will focus on embedding gender in supported policy frameworks (e.g. SDS, Administrative Plan) and in introducing / advocating for gender mainstreaming principles and tools. Gender mainstreamed policies and government programmes may have transformative impact on the lives of women and girls in Egypt. The action will consider increased opportunities for women civil servants to benefit from capacity building activities.

Youth empowerment: In line with MoPMAR's priority, the action will pay attention to youth empowerment. The action will support the introduction of best practices and tools to mainstream youth in SDS and administrative reform, including improved responsiveness to young people's needs and better engagement through consultation and monitoring of SDS and administrative reform.

Resilience and conflict sensitivity: Egypt pays particular attention to its poorest regions with a view to developing national cohesion, resilience and preventing conflicts. Specific emphasis is placed in the SDS on pro-poor policies and leaving no one behind.

Environment and climate change: Over the past two decades, Egypt has continuously updated its environmental policy and regulatory framework with provisions to integrate environmental concerns with national development plans and ensure the protection of human health and the sustainability of natural resources. The most recent national sustainable development strategy is putting equal emphasis on its three pivotal dimensions: economic, social and environmental dimensions. The Law for Protection of the Environment includes obligations to prepare environmental impact assessments (EIAs) for all investment and development projects. Guidelines for preparing EIAs were issued by the Egyptian Environmental Affairs Agency (EEAA).

4.4 Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of:

SDG 16 - Peace, Justice and Strong Institutions, in particular the following targets: **16.6.** Develop effective, accountable and transparent institutions at all levels; **16.7.** Ensure responsive, inclusive, participatory and representative decision-making at all levels.

SDG 5 - Achieve gender equality and empower all women and girls, in particular the following targets: **5.5.** Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life ; **5.C.** Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 84 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁴.

5.3.1 Grants: (direct management)

(a) Purpose of the grant(s)

Twinning may be designed to support the achievement of the objectives and results described in section 4.1.

(b) Type of applicants targeted

The applicants must be EU member state administrations or their mandated bodies.

5.3.2 Procurement (direct management)

The procurement will contribute to achieving specific objective 3 on enhancing the Public Finance Management Systems and Ministry of Finance Capacities.

5.3.3 Indirect management with OECD

A part of this action may be implemented by indirect management with the Organisation for Economic Co-operation and Development (OECD). This concerns the implementation of the activities aiming to achieve **SO1**. The envisaged entity has been selected using the following criteria: high degree of specialisation in public policy design and implementation, including administrative reforms, sustainable development governance; strategic partnership between MoPMAR and OECD; Since 2005, MoPMAR has been representing Egypt as participant in the OECD's Public Governance Committee (Egypt has been a founding member, former chair and current national co-ordinator of the MENA-OECD Governance Programme). MoPMAR expressed strong interest in benefiting from OECD's experience representing 36 member States. MoPMAR has shown particular interest to benefit from the OECD's global hub for the SDGs and from its expertise in strengthening governance system. The experience of the MENA-OECD Governance Programme would be an added value especially with regard to providing Egypt with an exposure to reform experiences in MENA. Through the OECD MENA Programme, OECD has implemented several projects, combining elements of institutional assessments and capacity building on implementation of governance and public administration reform. OECD has an important experience in implementing projects in Egypt, including in areas of institutional development, gender mainstreaming, and rule of law, and therefore it has gained an important recognition by key national entities.

14. www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

If negotiations with the above-mentioned entity fail, then part of this action may be implemented in direct management through twinning, as described in paragraph 5.3.1. Implementation by this alternative would be justified as the nature of the activities would benefit greatly from the expertise of public bodies. EU Member states have longstanding experience in the governance aspects targeted under this action.

5.3.4 Indirect management with UNDP

A part of this action may be implemented by indirect management with the United Nations Programme for Development (UNDP). This concerns the implementation of the activities aiming to achieve **SO2**. The envisaged entity has been selected using the following criteria: high degree of specialisation in development, including local development; strategic partnership between MoLD and UNDP with the signature of a "framework agreement" in 2018. For aid co-ordination and alignment on national priorities MoLD expressed its' interest to benefit from the expertise of UNDP to implement its' mandate. It is also important to note that UNDP has engaged with the Government of Egypt at an early stage on an emerging file (North Sinai development) for which the MoLD is a key actor.

If negotiations with the above-mentioned entity fail, then part of this action may be implemented in direct management through twinning and procurement, as described in paragraph 5.3.5. Implementation by this alternative would be justified as many EU Member states have long experience in de-concentration/decentralisation processes and have a solid experience of all dimensions of local governance (de-concentration/decentralisation, political, administrative and fiscal decentralisation).

5.3.5 Changes from indirect to direct management mode due to exceptional circumstances

As fall-back implementation mode it is suggested to use direct management grants and/or procurement as described in the paragraphs 5.3.1 and 5.3.2.

5.4 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 and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution

	Budget 2019	Budget 2020	
SO1: Sustainable development strategy and public administrative reform composed of:	7,500,000	0	
Indirect management with OECD	7,500,000	0	0
SO2: Local development composed of:	0	9,000,000	
Indirect management with UNDP	0	9,000,000	0
SO3: Public financial management composed of:	0	7,500,000	N.A.
Procurement (direct management) – cf. section 5.4.3	0	0	N.A.
Grants – total envelope under section 5.4.1	0	0	N.A.
Procurement – total envelope under section 5.3.3		7,500,000	N.A.
Monitoring (cf. section 5.7) Evaluation (cf. section 5.9) Audit/ Expenditure verification (cf. section 5.10)	350,000	300,000	N.A.
Communication and visibility (cf. section 5.11)	150,000	200,000	N.A.
Contingencies	0	0	N.A.
Total	8,000,000	17,000,000	0

5.6 Organisational set-up and responsibilities

A specific Steering Committee (SC) will be set up to oversee the implementation and validate the overall direction and policy of the three components. It will meet at least once a year and will be chaired by the Ministry of Investment and International Co-operation (MIIC) on behalf of the Government of Egypt and will be composed of the MoPMAR, CAO, MoLD, MoF and the EU Delegation to Egypt.

The SC is entitled to invite representatives of any of the stakeholders whenever deemed appropriate. The MIIC will act as SC secretariat. The SC can be convened whenever the project requires strategic decisions or changes. The SC will receive, discuss and revise the periodical work plans, budgets, technical and financial reports of the programme.

A Technical Working Group will be set for each of the three components of the Action.

5.7 Performance and Results monitoring and reporting

An **inception phase** will be foreseen to establish an overarching monitoring frame for the action and conduct a baseline review of the indicators. This monitoring frame will be used throughout the implementation of the action and subsequent monitoring missions may be

foreseen to report on performance and results monitoring, besides the evaluations mentioned under 5.8.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log frame matrix (for project modality) or the partner's strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance the Joint Programming document should be taken into account.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the importance of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least 6 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

5.10 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 at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action¹⁵ (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

It is foreseen that a contract for communication and visibility may be contracted under a framework contract.

6 PRE-CONDITIONS

Not applicable.

15 https://ec.europa.eu/europeaid/sites/devco/files/communication-visibility-requirements-2018_en.pdf

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) ¹⁶

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources of data	Assumptions
Impact Overall Objective	Contribute to improving the effectiveness and efficiency of the public administration sector with a view to responding to citizens' needs. <i>As per section 4 of the Action Document</i>	1. Government effectiveness index* ; 2. Voice and accountability index**; 3. Open government index*; 4. Regulatory enforcement*; 5. Transparency in policy making*	(annually) 1.2. World Bank Governance Indicators) 3.4. World Justice Project 5. Global competitiveness index	Not applicable
Outcomes Specific Objectives	SO1: Strengthened government effectiveness and capacities for implementing and monitoring the SDS and the Administrative Reform Plan.	<i>Government effectiveness index.</i> <i>Baseline 2017: Egypt score 0.62 in 2017, Egypt rank 134 out of 193 countries.</i> <i>Indicator based on Revised SDS: tbd</i>	<i>World Bank Governance Indicators¹⁷</i> <i>Published Government report on achievements</i>	Full involvement and commitment of the national and local administrations to implement the public administrative and financial management reforms. For both indicators, at the end of the project period, as local governance aims at reducing wealth disparities, these 2 indicators should reflect progress in terms of level and disparities
	SO2: Enhanced MoLD and Governorates leadership to implement an improved local governance strategic framework.	<i>% of population below the lower middle income class poverty line in urban/rural areas, resp. 13% and 30% in 2015</i>	World Bank Poverty & Equity Data Portal, using CAPMAS HIECS ¹⁸	
	SO3: Enhanced PFM systems and MoF capacities enabling an efficient and fair public financial management	<i>Public Sector Performance [based on indicators 1.10, 1.11, 1.12 and 1.13 of Pillar 1 Institutions]</i>	<i>Global Competitiveness Index of the World Economic Forum</i>	

15. Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

16. The Worldwide Governance Indicators capture six key dimensions of governance (Voice & Accountability, Political Stability and Lack of Violence, Government Effectiveness, Regulatory Quality, Rule of Law, and Control of Corruption) between 1996 and present.

17. Household's income, expenditure and consumption survey (baseline 2015).

Outputs	<i>SO1: Strengthened government effectiveness and capacities for implementing and monitoring the SDS and the Administrative Reform Plan.</i>			
	1.1 Enhanced policy framework for implementing and monitoring the SDS and the public administration reform 1.2 Strengthened institutional and human capacities of MoPMAR and CAO A to fulfil their mandates in supporting implementation and monitoring of SDS and administrative reforms 1.3 Reinforced and streamlined capacities across line ministries and Cabinet to undertake their entrusted roles in the governance of SDS and the administrative reform plan 1.4 Enhanced transparency, communication, and accountability to citizens regarding	Number of trained civil servants disaggregated by sex and by training areas; Number of institutional structures / functions supported. Share of funds allocated to training as a percentage of wage bill; Number of reports published on SDS and Administrative Reform Progress ; Percentage of government services provided electronically from total government services*.	(annually) Action implementation reports ; Statistics and reports from MoPMAR, CAPMAS, MoF, MoLD.	No reversal of regulatory framework for public administrative reform; New public financial framework adopted; Full involvement and commitment of the civil servants; Funds available for local economic development.
	<i>SO2: Enhanced MoLD and Governorates leadership to implement an improved local governance strategic framework.</i>			
	2.1 A policy framework is in place. 2.2 A system implementing this policy framework is in place. 2.3 Institutional development actions allow relevant institutions to use systems dedicated to the policy framework. 2.4 Capacity development actions allow all stakeholders of relevant institutions to deliver in an effective and efficient way according to the systems put in place.	2.1 A local governance (or decentralisation) strategy is prepared in a way conducive to its implementation 2.2 Number of local development plans developed with participation of local communities 2.3 Number of governorates 2.4 The Saqqarah training center is transformed to the Academy for local development.	Project documents will be used	2.1 The production of a consensual Strategy will depend from the revision of the legal framework and the quality of the cross ministerial dialogue. 2.2 The expansion to the 27 governorates will depend on the political will and ability of MoLD/Governorates to replicate ILDPs practices with the help of the implementer.

<i>SO 3: Enhanced PFM systems and MoF capacities enabling an efficient and fair public financial management</i>				
Outputs	<p>3.1. Strengthened institutional framework and human capacities of lead departments in the Ministry of Finance allow for forward-looking budget planning, increased predictability and control in budget execution.</p> <p>3.2. Programme and Performance Budgeting (PPB) processes and functions are designed and institutionalised with a view to better respond to government policies, priorities and social objectives (including gender equality).</p> <p>3.3. Enhanced policy framework is in place to envisage the widening of the tax base and ensure justice among various income segments as part of the Medium Term Revenue Strategy (MTRS).</p> <p>3.4. Enhanced human capacities are in place in the Ministry of Finance to develop fiscal risk mitigation plans linked to the national fiscal policy.</p> <p>3.5. Enhanced technical and human capacities in place in the Ministry of Finance to release public, reader-friendly and timely fiscal reports covering the whole budget cycle.</p>	<p>Increased public spending effectiveness</p> <p>Reduced percentage of deviations in budget execution</p> <p>Increased share of education and health in total budget spending, disaggregated by sex.</p> <p>Percentage of fiscal reports published in due time.</p>	<p>MoF statistical reports</p> <p>MoF HR Strategic Plan</p> <p>MoF Monitoring and Evaluation reports</p> <p>State Budget</p> <p>IMF, WB reports</p> <p>Project documents will be used</p>	<p>Strategic plans and amended legislation is aligned with the proposed action.</p> <p>Full involvement and commitment of civil servants (MoF and other budget organisations).</p> <p>MoF/line ministries/affiliated bodies absorption capacities are adequate.</p> <p>MoF staff trained is retained.</p>



ANNEX 3

Commission Implementing Decision on the multiannual action programme in favour of Egypt for 2019 and 2020 part I

Action Document for EU Support to Ending Female Genital Mutilation in Egypt

<u>ANNUAL PROGRAMME</u>				
This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.				
1. Title/basic act/ CRIS number	EU Support to Ending Female Genital Mutilation in Egypt; CRIS number: ENI/2019/042-130; financed under the European Neighbourhood Instrument			
2. Zone benefiting from the action/location	Neighbouring South, Egypt			
3. Programming document	European Union (EU) Single Support Framework (SSF) for Egypt 2017-2020.			
4. Sustainable Development Goals (SDGs)	Main SDG(s): SDG 5: Achieve gender equality and empower all women and girls ; Other significant SDG(s): SDG 1, SDG 3, SDG 8, SDG 16			
5. Sector of intervention/ thematic area	3) Governance, enhancing stability and promoting a modern democratic state	DEV. Assistance: Yes		
6. Amounts concerned	Total estimated cost: EUR 7,000,000			
7. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with United Nations Development Programme (UNDP)			
8 a) DAC code(s)	15160; 15170; 15130			
b) Main Delivery Channel	UNDP – 41114			
9. Markers	General policy objective	Not	Significant	Principal

(from CRIS DAC form)		targeted	objective	objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Global Public Goods and Challenges (GPGC) thematic flags				

SUMMARY: The Egyptian Constitution stipulates for the respect of human rights, social justice and gender equality. In this framework, the **Overall Objective** of the proposed project is to contribute to the accelerated reduction in prevalence rates of Female Genital Mutilation (FGM), in particular among the new generation. The **Specific Objective** is to support the efforts of the Government of Egypt (GOE) in addressing deeply rooted social norms through the implementation of all-inclusive and institutionalised measures which contribute to ending FGM. The action is articulated around three main components: 1) Reinforced national system and strengthened sustainable and institutionalised capacities for ending FGM, in line with predefined national targets and with effective engagement of civil society; 2) Enhanced women and girls' capacities to claim their human and constitutional rights, particularly the right to protection from FGM and harmful practices; and 3) Improved awareness and fostered positive behaviour toward women and girls' rights, particularly their right to physical and psychological integrity and protection from FGM. The project is premised upon a human rights based approach. It will focus on developing and implementing a National Action Plan for Ending FGM. Implementation will be based on a participatory approach by all relevant stakeholders. It will contribute to strengthening capacities of duty bearers to improve their accountability and effectiveness in addressing FGM and providing needed support to Egyptian girls and women. Equally important, it will support the rights holders, mainly girls and young women, to claim their rights against FGM. It will engage and raise awareness of the society, including boys and men, media, civil society, community and religious leaders. The wide and inclusive engagement is aimed to achieve noticeable change in social and cultural norms which regrettably still encourage FGM. Articulation of the intervention areas is based upon consultation with national and development partners. It is also based upon lessons learnt from previous EU funded support. The project is in line with the EU Egypt's Partnership Priorities (2017-20) and with other EU commitments on gender equality and women empowerment. It responds to the third priority of the Single Support Framework (SSF) 2017-20, which covers support to human rights, fundamental freedoms and gender equality (Gender equality and women empowerment are fostered).

1 CONTEXT ANALYSIS

1.1 Country Context

Egypt's Human Development Index's value for 2017 is 0.696, which puts the country in the medium human development category, positioning it at 115 out of 189 countries and territories. Population growth constitutes significant challenges, with a total population of 97.6 million¹. The national poverty line is 27.8% according to World Bank's estimates in 2018. According to the 2017's Population Census, illiteracy rate is around 25%. Illiteracy is still much higher among women, 31% of females aged over 10 are illiterate compared to 21% males².

Female Genital Mutilation (FGM) is a violation of the physical and psychological integrity of girls and women and a grave violation to their human rights. These principles are reflected in the Universal Declaration for Human Rights (Articles, 3, 5 and 25), the Convention of the Rights of the Child (CRC/C/15/Add.145, para. 45), and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). In Egypt, the culture of impunity and pervasiveness of gender-based violence is manifested through the widespread practice of FGM. Egypt embarked upon combating FGM since the late 1990s. In 2008, FGM's Criminalisation Law was issued. The Law considers any FGM procedure conducted by healthcare providers as a crime. In 2016, the Egyptian Parliament voted for strengthening the sentence against the performer of FGM to become five to seven years of imprisonment, instead of three months to two years. A number of initiatives have been put in place and condemnation statements were issued by the church and Azhar. These efforts yielded some positive results are evident in the reduction of the proportion of girls aged 0-17 who have undergone FGM, from 28 per cent in 2005 to 18 per cent in 2014³. Data from 2014's Egypt Demographic Health Survey (EDHS) revealed that 92% of women aged 15 to 49 were subject to FGM. A positive trend seems to be (slowly) emerging, as the prevalence of FGM among the younger cohort is smaller than among older generations (70% among the 15-19 years old, and 82% among the 20-24 years old). The rate also tends to change according to wealth quintile, with the prevalence at 70% among women belonging to the highest quintile compared to 94% among women belonging to the lowest quintile.

With regard to attitudes toward the continuation of the practice, data analysis performed by The United Nations Children's Fund (UNICEF) revealed that 53.9% of women and 58.5% of men feel that FGM should be continued, while 37.5% of women and 27.9% of men feel that it should be stopped, and the remainder are unsure. The EDHS showed that a majority of rural women were in favour of continuing the practice (65%), while 44% of urban women approve the continuation of the practice. There is a wide gap in the country between the provisions of the law and its enforcement. Medicalisation remains a significant challenge. Medicalisation is as high as 80% according to latest national data on cut girls aged 1-14.

1.2 Policy Framework (Global, EU and National)

The project is in line with the EU Action Plan on Human Rights and Democracy (2015-19), more specifically with regard to EU policy and commitment to protect women's human rights

-
1. UNDP, 2018 and 2017's census.
 2. Gender Analysis by UN Women (2019), based on official statistics.
 3. Egypt's Demographic Health Survey (EDHS) 2008 and 2014 respectively.

with special attention to ending Female Genital Mutilation (FGM). It is aligned with the New European Consensus on Development that commits the EU and EU Member States to pursue the fulfilment of obligations under the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), as well as to pursue EU commitments toward Agenda 2030 for Sustainable Development. It is in line with commitments toward the Convention on the Rights of the Child (CRC) and other pertinent international commitments to protect women and girls' rights. The action is in conformity with the Review of European Neighbourhood Policy of November 2015 and with the EU Egypt Partnership Priorities (2017), with respect to the promotion of gender equality and women empowerment. It also responds to the European Parliament Resolution on ending FGM (2012) and to the European Commission's Communication 'Towards the elimination of female genital mutilation' (2013) (2014/2511)⁴.

Selected areas of intervention and expected outcomes contribute to achieving the three thematic objectives of the EU Gender Action Plan 2016-20, in particular with regard to "Ensuring girls' and women's physical and psychological integrity" and to 'Strengthening girls and women's voice and participation', all of which are core values of the EU. By targeting right holders (girls most at risk and their families) and the duty bearers (concerned national and local government entities and relevant stakeholders), and working with civil society especially women groups, religious and community leaders, the project is in full conformity with the 'Leave no one Behind' principle and is grounded on a human rights-based approach.

1.3 Public Policy Analysis of the partner country

The project will contribute to supporting several of the commitments made by the GoE with regard to women and girls' rights. It is aligned with the GoE's constitutional commitment to protect women and children against all forms of violence (2014 Constitution, Articles 11 and 80), as well as Articles 242 (bis) and 242 (a) of the Penal Code on the criminalisation of FGM, and with Goal 5C of Egypt's Sustainable Development Strategy SDS (2030) which states that "Egypt will adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels"⁵.

Implementation will be aligned with Child Law (156, 2008)⁶ and the National Strategy for Women's Empowerment (2030) that was endorsed by the President of the Republic in 2017, particularly with protection and social empowerment pillars, and with national targets on FGM. It will support the implementation of the National Strategy for Childhood and Motherhood 2018-2030, and the National Action Framework for Ending Violence against Children (EVAC). Other pertinent strategies are the National Population Strategy which targets aspects of Sexual and Productive Health. In line with these commitments, a National Committee for Ending FGM was set up and was endorsed by Egypt's Prime Minister. The Committee is chaired by the National Council for Childhood and Motherhood (NCCM) and the National Council for Women (NCW), with membership of national stakeholders, civil

4. <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2014-0105+0+DOC+XML+V0//EN>.

5. Sustainable Development Strategy: Egypt's vision 2030 And Planning Reform <http://docplayer.net/44454153-Sustainable-development-strategy-egypt-s-vision-2030-and-planning-reform.html>.

6. http://www.nccm-egypt.org/e7/e2498/e2691/infoboxContent2692/ChildLawno126english_eng.pdf.

society and United Nations entities. The National Committee is mandated to develop a National Action Plan for Ending FGM. The Plan will be aligned with the abovementioned overarching strategies.

1.4 Problem analysis/priority areas for support

Despite the decline in the FGM's prevalence, it remains alarmingly widespread. Persistent prevalence rates do not only impact the lives of girls and women but also they could negatively impact the country's human development indicators and its overall socioeconomic development. Egypt is classified by UNICEF as a 'very high prevalence country'⁷. The DHS of 2014 notes that 9 out of 10 girls and women aged 15 to 49 have already been circumcised and more than half of girls age 1-14 are expected to undergo circumcision in the future⁸. Commitment to eradicate FGM has been reflected in a number of measures, including amendment to the penal code imposing harsher penalties on perpetrators and accomplices (2016). The persistence of FGM is due to a number of challenges which will be addressed under this project, including weakness of law enforcement, medicalisation, the disempowerment of women and girls especially in poor and rural communities, and discriminatory social norms which promote this harmful practice.

GoE has shown commitment to develop and implement a Nation Plan for Ending FGM. The success of its implementation will rely on addressing certain weaknesses which precluded past efforts. There is an important need for developing a mainstreamed and institutionalised system for the prevention, referral and monitoring of FGM. Strengthening the implementation and monitoring capacities of GoE and deepening its engagement with civil society, especially at grass root level, is critical to ensuring that there are sustainable capacities and know how to achieve accelerated decline in FGM's prevalence rates. Despite criminalisation of FGM, the wide practise of medicalisation remains a subject of grave concern, leading to the myth of 'safe practice of FGM'. According to DHS (2014), doctors and nurses perform about 80% of FGM cases.

The project will address improving access to FGM prevention, protection and support services. Through the implementation of the National Action Plan for Ending FGM, the project will provide support in defining a country model for addressing FGM. It will focus on strengthening national sustainable capacities. Possible measures include using all existing relevant capacities through standardised processes and coherent mechanism, including the child helpline (16000), the social workforce of MoSS CPCs, outreach capacity of NCW's complaint office, with engagement of Civil Society. This approach was not fully reflected in previous efforts. Support to implementation of this model will be piloted in a number of governorates where FGM is mostly prevalent. The project will support capacity building of the government and civil society actors to provide support to girls who are at risk or have undergone FGM. Contrary to past efforts which focused on extending direct support to victims of FGM on an ad hoc basis, the project will define and support implementation of standard procedures for direct support services to FGM's victims and to those at its risk.

The abovementioned approach will be matched by increasing capacities of girls and women to access information and support services. It is important to address the inherent powers of girls and women to speak out for their rights. Empowerment initiatives will be targeted at girls and young women for supporting them to become the first defence line against FGM.

7. https://www.unicef.org/spanish/protection/files/00-FMGC_infographiclow-res.pdf.

8. Ibid.

Progress in preventing harmful practices against women and girls will not be achieved without the engagement of members of the society; men and boys, as well as religious and community leaders to promote social and behavioural change. With the involvement of civil society and other actors at grass roots, the project will address the social drivers and root causes of FGM which are culturally related. It will support the implementation of a communication strategy which will engage duty bearers and which will target rights' holders and the society at large, including men and boys.

1.5 Stakeholder Analysis

The right holders of the project are girls who account for 19 million according to national statistics⁹, as well as women at large, particularly young women. It should be noted that girls who are mostly at risk of FGM fall between the ages of 10-15 years old. Special attention will be made to the protection and empowerment of these girls, and to influencing attitudes of parents and elderly who believe in the merit of FGM.¹⁰ The target groups that the project will address include the mothers and fathers of girls at risk, health professionals, teachers, religious leaders, and communities where FGM is most prevalent. There is absence of a standard mechanism for accessing information and support services by the right holders, including legal services, physical and psychical support to victims of FGM.

For several years, there have been key Government stakeholders/duty bearers which bear accountability for addressing FGM, each in its respective domain. An important step which took place to unify efforts has been setting up of the 1st National Committee for Ending FGM. Formed in 2019 and acknowledged by Egypt's Cabinet of Ministers, the Committee is chaired by NCCM and NCW, with membership of national stakeholders, civil society, UN entities and other actors. The Committee is entrusted with developing, co-ordinating, and monitoring an Action Plan for Ending FGM. Key responsibilities of the Committee include ensuring the adoption of a nationally owned approach, a clear division of labour, and the development of sustainable monitoring and evaluation mechanism. NCW and NCCM are legally mandated through the Egyptian Constitution and the Egyptian law to develop and monitor policies, strategies and action plans whose central focus is women and girls' rights, including commitments toward combating FGM. NCCM and NCW have complementary institutional capacities at central and local level which will be capitalised for implementing the National Action Plan. NCCM encompasses the National Child Helpline and it is the national focal point for the Child Protection Committees (CPCs) which are placed under governorates. NCCM partners with government and non-government entities to implement initiatives which focus on girls' rights and empowerment. Through the Child helpline and CPCs, NCCM relays child protection cases to competent authorities and follows up on respective measures. Through its legal services unit, NCCM provides legal support on child protection cases. NCCM has an experience in supporting implementation of important initiatives such as the 'Anti Bullying Campaign' which reached out to hundred million citizens. The National Council for Women (NCW) is Egypt's women rights machinery which leads implementation of the National Strategy for Women Empowerment (2030). The NCW's Women Complaint Office and its branches in 27 governorates, receives complaints on women's rights issues and provides legal and other support services to women. NCW engages

9. Egypt in Figures – 2017 http://www.capmas.gov.eg/Pages/StaticPages.aspx?page_id=5035.

10. The median age at which girls are circumcised is 10.4 according to the 2014 DHS.

with a wide network of grass root civil society organisations and has well-established linkages with all relevant national stakeholders. NCW implemented a number of large-scale women empowerment initiatives which achieved high level of outreach, for instance 'the Citizenship (ID card) and Secret of Your Power' initiatives.

The Ministry of Health and Population (MoHP) provides health services to women and girls, including on sexual and reproductive health. It is well positioned to address FGM's medicalisation as it certifies and supervises public health establishments. It is responsible for setting curricula and training of medical staff on FGM. It has also the authority to shut down medical clinics in case of law violation. The National Population Council (NPC) is mandated to co-ordinate the implementation of the National Population Strategy, which includes aspects on sexual and reproductive health. The doctors' syndicate is mandated with the issuance and revoking of Doctors' licenses, and therefore, it should play a role with respect to medicalisation. Important other stakeholders include the Ministry of Justice (MoJ) which reviews legislation and which encompasses the Family and Child Courts. The Public Prosecutor Office is a key stakeholder with regard to law enforcement. Support to the implementation of the National Action Plan will include capacity building to the abovementioned stakeholders, awareness building, and all other relevant measures for addressing medicalisation and law enforcement.

The Ministry of Social Solidarity (MoSS) develops and implements social protection schemes, including those targeting vulnerable women and children. It has an outreach capacity of approximately 2,000 social workers as well as a network of non-government partners. Other key stakeholder are the Ministry of Endowment, Al Azhar and the Coptic Patriarchy, which previously issued declarations condemning FGM and which will continue to play a significant role. Ministries of Education and of Youth and Sports are significant actors through which more focus should be made on younger generations. Civil Society Organisations, community based associations, and women's rights activist groups are important stakeholders. Media is a key actor as it remains a main channel through which public opinion toward condemning FGM can be mobilised.

Despite the fact that stakeholders' individual roles are well defined, there is a need for a clearer division of labour which would define how their roles would fit within a nationally owned mechanism. The National Action Plan for Ending FGM should better define inter-institutional aspects.

2 RISKS AND ASSUMPTIONS

Risk	Risk Level (H/M/L)	Assumptions and Mitigations
Discontinuation of political and government support to end FGM.	Low/Medium	The project is designed under the assumption that the state will maintain its commitment to combat FGM. Egypt took further steps in strengthening legal measures against FGM and Violence Against women (2016). The national committee for ending FGM has been

basis, each on an annual basis. The EU Delegation to Egypt will be a member of this Committee.

The Technical committee shall meet at least once on a quarterly basis. Further details about its membership and its responsibilities will be specified in its Terms of Reference.

5.7 Performance and Results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Log frame matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the importance of the action, a mid-term and final evaluation will be carried out for this action via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least 6 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

5.10 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 at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action¹¹ (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations. It is foreseen that a contract for communication and visibility may be contracted under a framework contract.

11 https://ec.europa.eu/europeaid/sites/devco/files/communication-visibility-requirements-2018_en.pdf

[APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)]

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources of data	Assumptions
Impact (Overall Objective)	To contribute to the accelerated reduction of FGM prevalence rates in Egypt, in particular among girls and the new generation of young women.	<ul style="list-style-type: none"> - Percentage decrease of FGM in governorates with highest prevalence rates, in the age group (0-19). Baseline: 56% (EDHS, 2014). Target: 10% by the year 2030 (National Strategy for the Empowerment of Egyptian Women [NSEW] 2030). 	<ul style="list-style-type: none"> - Egypt Demographic and Health Survey [EDHS] - Other national data collected throughout the lifetime of the Action [TBC] 	<i>Not applicable</i>
Outcome(s) (Specific Objective(s))	To support the efforts of the Government of Egypt (GOE) in addressing deeply rooted social norms through the implementation of all-inclusive and institutionalised measures that contribute to ending FGM in Egypt.	<ul style="list-style-type: none"> - Number of institutional measures adopted to end FGM in Egypt (i.e. Laws, policies, decrees, costed national action plans, etc.). Baseline: 3 (Child Law, NSEW 2030, National Taskforce on Ending FGM). Target: TBD - Number of women and girls who have abandoned the practice of FGM as a result of the Action (by age, geographic location). Baseline: TBD Target: TBD 	<ul style="list-style-type: none"> - Egypt Demographic and Health Survey [EDHS] - Official government statements & reports. - Civil society reports. - Monitoring reports from the field. 	<ul style="list-style-type: none"> - National stakeholders allocate resources to deliver on the FGM national agenda. - Strong co-ordination mechanism is established and institutionalised to ensure effective delivery on the FGM agenda.
Outputs	1. Reinforced national system and strengthened sustainable and institutionalised capacities for ending FGM in Egypt, in-line with pre-defined national targets and with the effective	<ul style="list-style-type: none"> - An institutionalised national co-ordination mechanism for FGM efforts is in place. Baseline: National Taskforce on Ending FGM Target: TBD 	<ul style="list-style-type: none"> - Official government statements & reports. 	<ul style="list-style-type: none"> - The GOE is committed to strengthen institutional capacities for

	engagement of civil society.	<ul style="list-style-type: none"> - A costed National Action Plan (NAP) for the abandonment of FGM is developed and endorsed. Baseline: 0 Target: 1 - Standard Operating Procedures (SOPs) for the operationalisation of the NAP developed and rolled-out by the government and other relevant entities. Baseline: 0 Target: 1 - Number of human capacity development packages designed and implemented for duty bearers. Baseline: 0 Target: TBD - Number of service providers entities with strengthened capacities on FGM case-management/response. Baseline: 0 Target: TBD - Timely and comprehensive reports are developed by the government entities on progress or lack thereof in implementation of their responsibilities as defined in the NAP. Baseline: 0 Target: quality quarterly reports developed. 	<ul style="list-style-type: none"> - Civil society reports. - Monitoring reports from the field. - Copies of capacity development packages (soft or hard copies). 	<ul style="list-style-type: none"> - ending FGM in Egypt. - The GOE adopts a rigorous monitoring and evaluation in-house to ensure progress is being made with respect to reinforcing national systems, building and institutionalising institutional capacities.
	2. Enhanced women and girl's capacities to claim their human and constitutional	<ul style="list-style-type: none"> - Number of community-based initiatives that focus on claiming rights in FGM high- 	<ul style="list-style-type: none"> - Official government 	<ul style="list-style-type: none"> -

	rights, particularly the right to protection from FGM and harmful practices.	<p>prevalence governorates. Baseline: 0 Target: TBD</p> <ul style="list-style-type: none"> - Number of institutions that implemented initiatives that aimed at enhancing the abilities of women and girls to better claim and voice their rights. - The number/proportion of women who seek legal support from the Ombudsperson offices of the NCW to report incidents of FGM. Baseline: 0 Target: TBD - The number of reports of actual or potential incidents of FGM reported through the Child Hotline. Baseline: TBD Target: TBD - The number of reports referring to FGM incidents from Child Protection Committees (CPCs). Baseline: TBD Target: TBD - Evidence of empowered local communities that can engage in dialogues that address the core issues pertaining to FGM. Baseline: TBD Target: TBD 	<p>statements & reports.</p> <ul style="list-style-type: none"> - Civil society reports. - Monitoring reports from the field. - NCW Ombudsperson offices reports. - NCCM Child Hotline reports. - CPCs reports. 	
--	------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--

	<p>3. Improved awareness and fostered positive behaviour towards the rights of women and girls, particularly their right to physical and psychological integrity and protection from FGM.</p>	<ul style="list-style-type: none"> - National Communications and Engagement Strategy developed and implemented. Baseline: 0 Target: 1 - Number of families of girls at risk (fathers, mother, girls and boys) who say they will not cut their daughters. Baseline: TBD Target: TBD - Number of adolescent/youth networks that actively advocate for ending FGM. Baseline: 0 Target: TBD - Percentage of girls in the age (10-19) who developed positive views about their physical and psychological integrity. Baseline: 0 Target: TBD - Percentage of girls in the age (10-19) who developed positive views about their right to protection from FGM. Baseline: 0 Target: TBD - Number of community-based initiatives led by religious leaders to discourage the practice of FGM. Baseline: TBD Target: TBD 	<ul style="list-style-type: none"> - National Communications and Engagement Strategy is available (soft and/or hard copies). - Official government statements & reports. - Civil society reports. - Monitoring reports from the field. 	<ul style="list-style-type: none"> - Families are willing to talk about FGM. - Religious institutions and leaders are supporting ending FGM. - There is a number of active youth networks in the intervention areas that the Action can mobilise to achieve intended objectives. - Partner institutions (government & civil society) have an adequate outreach capacity and the expertise to implement the National Communications and Engagement Strategy.
--	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------