

Terms of Reference

Project Title: Support to Public Finance Management and Institutional Development (SPFMID)

Post Title: Short term National Consultant for mid-term Project Evaluation

Implementing partner: Ministry of Finance

Contract duration: 20 working Days

I. BACKGROUND

In 2016, the Government of Egypt (GoE) has declared the Sustainable Development Strategy Egypt 2030 (SDS) as the base for setting the development objective for all Egyptians. Egypt is also committed to the achievement of the SDGs and has already submitted its first voluntary report to the High-level Political Forum (HLPF).

Two of the key cornerstones in mainstreaming Egypt's 2030 goals in the public sector practices under the economic dimension are:

a) the administrative reform programme and **b)** the economic reform programme, which was agreed upon with IMF.

As such, there is a growing need for the Ministry of Finance (MOF) to focus on its

a) Human resources: their capabilities, the work culture and the effectiveness of their productivity within the scope of the MOF's institutional development framework; as well as,

b) Public financial management core functions. Consequently, the overall objective of this program is to improve the effectiveness of MOF's performance by instigating a strong inclusiveness organizational culture and a result-focus capacity development of the staff while spearheading the institutionalization of strategic management and supporting the implementation of Egypt's roadmap for the enhancement of public finance management.

SPFMID Project is based on the groundwork of preceding assistance projects received mainly from IMF, WB, UNDP and British Embassy and will focus on the following four Components:

1. MOF Institutional development
2. MOF PFM reform initiatives
3. The effectiveness of MOF assistance programs
4. Provision of professional assistance to ministerial policy, technical and executive support teams

MOF needs to tackle several challenges such as;

a) critical skills shortages while striving to ensure the competency, efficiency and effectivity of MOF workforce, **b)** rigidity of the public expenditures structure, high budget deficit and gross domestic debt, **c)** guarding the emerging employee inclusiveness culture to improve internal coherence,

transparency and accountability, and **d)** reassessment of the government assistance programs in the agricultural commodity sector.¹

Project Indicative Output(s):

- Institutional development strengthened
- At least 2 key PFM reform initiatives launched
- The effectiveness of MOF assistance programs enhanced
- Expert assistance provided to ministerial support teams

Reference to Annex 5 for detailed information about the project, its complexity and its importance to GOE strategies and priorities.

Project/outcome title:	Support to Public Finance Management and Institutional Development (SPFMID)	
Atlas ID:	00106279	
Corporate outcome ((UNDAF/CPD, RPD or GPD):	UNPDF/ UNDP outcome 1: By 2022 Egypt has adopted equitable and sustainable development pathways and remains on track to achieve agreed targets for inclusive, sustainable, resilient and job creating economic development. (SDGs 1,3,8, 9,10,12,16 and 17) Indicative Output(s): <ul style="list-style-type: none"> - Institutional development strengthened - At least 2 key PFM reform initiatives launched - The effectiveness of MOF assistance programs enhanced - Expert assistance provided to ministerial support teams 	
Country:	Egypt	
Region:	Egypt	
Date project document signed:	April 2018	
Project dates	Start:	1/4/2018
	Planned end:	31/12/2022
Project budget:	USD 4,200,000	
Project expenditure at the time of evaluation:	USD 3,260,000	
Funding source:	UNDP: 200.000 USD	

	Government: 4,000,000 USD
Implementing party:	The Ministry of Finance (MOF)

II. OBJECTIVE

As an integral part of the project implementation cycle, UNDP will commission an independent mid-term project evaluation in preparation for the final evaluation. The midterm evaluation will analyze the achievements of the project against its original objectives to provide project partners with an independent review of project outputs and an outlook on opportunities for future cooperation. The evaluation will review technical and managerial aspects and consider issues of effectiveness, efficiency, relevance, impact and sustainability.

The overall objectives of the evaluation are the following:

- Provide an objective assessment of the progress towards the achievement of the project objectives and outcomes as specified in the Project Document and the impact produced so far under the area of intervention, especially under the challenges presented due to the COVID19 pandemic.
- Identify factors that have facilitated and/or impeded the achievement of objectives to generate lessons from experiences in the project respective interventions to inform current and future programming
- Collect and analyze all relevant data to produce quantitative measure relative to project output targets and contribution of the project activities to UNDP Egypt Country Project document (CPD).
- Provide clear and actionable recommendations to suggest effective and realistic future phase of cooperation for UNDP taking into account the challenges and opportunities ahead.
- Upon consultation with the partners, provide an outline for a new phase.

The evaluation time frame covers the duration of the current project starting from 2018 - 2021.

III. EVALUATION CRITERIA

The project should be evaluated against the following OECD-DAC evaluation criteria:

- **Relevance:** the degree to which the project was, and remained relevant in the context in which it is being implemented.
- **Efficiency/management:** assessing the outputs realized in relation to the inputs provided (project management structure...)
- **Effectiveness:** the extent to which the project objectives were achieved. Using evaluative evidence, the evaluation will analyze the contributing factors, unintended outcomes (positive or negative, direct or indirect)
- **Impact and sustainability:** the evaluation should assess the lasting change brought about by the project.
- **Gender and social inclusion sensitivity:** to what degree was the project sensitive to gender and social inclusion.

The evaluation must address how the project sought to strengthen the application of the rights-based approach and mainstream gender. ([Integrating Human Rights and Gender Equality in Evaluations](#))

IV. EVALUATION QUESTIONS

Evaluation Questions should include at least the following questions:

Relevance:

- To what extent was the project in line with the national development priorities, SDS, the UNDP country development programme for Egypt and the SDGs?
- To what extent does the project contribute to gender equality, the empowerment of women and the protection and/or promotion of human rights?
- To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?

Effectiveness:

- Were stated outputs achieved? If not, what progress toward the outputs has been made?
- What factors have contributed to achieving (or not achieving) intended results?
- Were the actions to achieve the outputs and outcomes effective and efficient?

- What factors contributed to effectiveness or ineffectiveness?
- What unintended change (positive/negative) has the project had on the targeted beneficiaries?
- To what extent MOF operational and institutional structures (project management unit and systems) is strengthened to effectively implement activities? To what extent has UNDP support achieved its target and objectives according to the project plan and stated objectives?
- Has the project partnership strategy been appropriate and effective? To what extent has the project been able to build and promote its partnership with other relevant stakeholders for greater results?
- What can be done for strengthening the impact/achievements of the project? What are the issues and challenges to be addressed?
- To what extent the project has been able to adopt or respond to the situation of COVID-19 pandemic effectively?

Efficiency:

- Did the project make the best use of its resources to achieve its results? Has the project been efficient in implementing its activities?
- To what extent have project funds and activities been delivered in a timely manner?

Sustainability:

- What good practices are emerging from the project? What are the likelihood for good practices to be replicated or scaled up for sustainability purposes?
- To what extent the current organizational set up is sustainable (financially and operationally)? What are the existing structures and functions that could ensure sustainability of project outcomes in the targeted areas?
- How can the project be improved for its next phase?
- How to maximize the cooperation in a future set up (format, design...)?

Evaluation questions must be agreed upon between UNDP and MOF and accepted or refined in consultation with the evaluator(s)

V. METHODOLOGY

Applicants should not have participated in the project preparation and/or implementation and do not have any conflict of interest with project related activities.

The evaluator is expected to use suitable methods to obtain data and information for

the analysis and draw up of findings, conclusions, lessons learned and recommendations, in consultation with UNDP and MOF.

Due to COVID-19 travel to the country has been restricted since March 2020 and travel in the country is also restricted. If it is not possible to travel to or within the country for the evaluation then the evaluator should develop a methodology that takes this into account the conduct of the evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and evaluation questionnaires. This should be detailed in the Inception report and agreed upon.

If all or part of the evaluation is to be carried out virtually then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/ computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation report.

If a data collection/field mission is not possible then remote interviews may be undertaken through telephone or online (skype, zoom etc.). The consultant can work remotely with support in the field if it is safe for them to operate and travel. No stakeholders, consultants or UNDP staff should be put in harm's way and safety is the key priority.

Given the strategic relevance of this project, the evaluation is expected to contribute to apply an analytical approach not only to assessing the extent to which objectives have been reached but also identifying the reasons and determining factors behind the observed successes and shortcomings. It is important to take into account the importance of context specific factors affecting project implementation.

The evaluator is expected to suggest a methodology that demonstrates analytical rigor and data accuracy and validation, to support findings and recommendations. The suggested methodology for the evaluation could include:

Documentation review: To review documents such as the project document, project brief, progress reports, Annual Project Reports (APR), board meeting minutes , and minutes from relevant meetings (list of key documents is annexed)

Interviews with MOF Senior Management and staff. The Consultant will obtain initial briefings from UNDP and MOF project on the objectives, scope of evaluation, and clarify any issues as required prior to submitting the inception report. Consult relevant stakeholders/partners of the project.

Collecting relevant information through meetings, consultative sessions, field visits, etc. Obtain other contextual information also as required.

Data review and analysis: The mixed methods of data gathering will be matched with appropriate analytical approaches including qualitative and quantitative analysis and triangulation to ensure a comprehensive and coherent understanding of the data generated by the evaluation

Drafting the evaluation report and making a presentation of findings and recommendations to UNDP and MOF.

Finalizing the report with comments and inputs from various stakeholders and partners.

VI. DELIVERABLES

1. Inception Brief – The methodology that will be used by the evaluator should be presented in the inception brief and it must be agreed to by UNDP and MOF . The brief will include an outline of the main evaluation issues that will be addressed, relevant evaluation questions and the proposed and final methodology that has been agreed upon before the evaluation is set. Evaluation matrix is suggested as a deliverable to be included in the inception report. The evaluation matrix is a tool that evaluators create as map and reference in planning and conducting an evaluation. It also serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated. (the evaluator will need to follow the [UNDP standard template of the inception report](#))

Time frame: 4 days

Table 1. Sample evaluation matrix

<u>Relevant evaluation criteria</u>	<u>Key questions</u>	<u>Specific sub questions</u>	<u>Data sources</u>	<u>Data- collection methods/tools</u>	<u>Indicators/ success standard</u>	<u>Methods for data analysis</u>

2. Draft evaluation report and Power Point Presentation on findings and recommendations: These will be shared with both UNDP and MOF for review A meeting will be held to discuss the draft report to ensure that it meets UNDP quality criteria and expectations as stipulated in the Terms of Reference and the [UNDP evaluation guidelines](#). The comments will be provided

in [audit trail](#) to the evaluator with the needed changes. The evaluator needs to show how these comments are addressed.

Time frame: 8 days

3. Final evaluation report (See Evaluation Report Template in Annex 3): The report will be in English and no more than 30 pages in length. Annexes may be added.
4. The Final report will include the evaluation methodology, a brief executive summary, lessons learned from the project and actionable recommendations for the next phase.

Time frame: 8 days

VII. QUALIFICATIONS

- M.A. Degree in economics, development or related discipline.
- Demonstrated experience in leading evaluation studies in the above-mentioned field(s); Good command of standard evaluation methods and approach
- Expertise in independent policy advice
- Excellent English, both written and spoken
- Good analytical and writing skills
- Good communication skill
- Knowledge and understanding of UNDP activities is an asset
- Experience in designing institutional development and capacity development projects is an asset

VIII. EVALUATION ETHICS

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

IX. IMPLEMENTATION ARRANGEMENTS

The responsibility for managing this evaluation lies jointly between UNDP and MOF: The UNDP Egypt Country Office jointly with MOF are the operational points for the evaluation and will be responsible for liaising with the stakeholder interviews, arrange the meetings and co-ordinate with other counterparts. The report will be cleared by UNDP and MOF.

Resources and Logistical Support Required: It is expected that the Project Director will introduce the evaluator to stakeholders in order to facilitate the evaluator's mission. During the evaluation period, the Consultant will require office accommodation that will be provided by MOF as necessary.

Time-frame for the evaluation process: The evaluation will take place over a period of 20 days. The tentative schedule follows:

a. **Preparation Phase (4 working days)**

UNDP and MOF will provide the expert with a maximum number of relevant documents – such as project documents, quarter progress reports and annual reports. The expert will study the documents as a preparation for evaluation of the project. MOF will give briefing on the general background of the project such as: how the project was developed and how it was implemented.

b. **Assessment Phase (12 working days)**

The consultant will work at MOF's premises and will conduct interviews with stakeholders, counterparts and beneficiaries in order to learn about achievements and challenges and assess the impact of activities. The expert will draft a mid-term evaluation report.

c. **Reporting Phase (4 working days)**

The Consultant will provide an initial draft report to UNDP and MOF one week after finalizing assessment phase. Comments will be provided within 5 working days.

IX. EVALUATION OF APPLICANTS

Individual consultants will be evaluated based on the following methodology:

Technical Proposal (70%):

	Weight
Relevant experience	20
Proposed methodology, its appropriateness to the assignment, and timeliness of the implementation plan	60
Sample of previous relevant assignment	20
Total	100

Financial Proposal (30%)

To be computed as a ratio of the Proposal's offer to the lowest price among the proposals received by MOF.

Applicants receiving a score less than 70% will be technically, disqualified.

X. TERMS OF PAYMENT

- 30% upon submission of Inception Report
- 30% upon submission of Draft Evaluation Report
- 40% upon submission of Final Report, Executive Summary, and Presentation

XI. APPLICATION:

Interested applicants must submit the following:

1. CV and Personal History Form ([P11](#))
2. Proposed Methodology outlining how the Consultant will execute the assignment
3. Written sample of prior evaluation and/or assessment work
4. Detailed financial proposal

Applications should be submitted through an email titled "MOF Mid-term Project Evaluation" to the following e-mail address:

dina.gamal@mof.gov.eg

Miral.magdy@mof.gov.eg

reem.elsawy@undp.org

Deadline for applications
14th, October, 2021.

ANNEX I

All UNDP Programme and project evaluations are to be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and the UNEG Code of Conduct for Evaluation in the UN System. Both documents can be found at the following link:

<http://www.uneval.org/document/guidance-documents>

Evaluations of UNDP-supported activities need to be independent, impartial and rigorous. Each evaluation should clearly contribute to learning and accountability. Hence evaluators must have personal and professional integrity and be guided by propriety in the conduct of their business

Evaluators:

- Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
- Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
- Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
- Evaluations sometimes uncover evidence of wrongdoing. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
- Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
- Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
- Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

All staff engaged full or part time in evaluation must sign an Evaluation Staff Agreement Form at the start of their contract (see Annex 3).

ANNEX 2

Documents to be consulted— This is a list of important documents and Webpages that the evaluator should read at the outset of the evaluation and before finalizing the evaluation design and the inception report.

- Project Documents and any revisions
- United Nations Partnership Development Framework (UNPDF)
- UNDP Country Programme Document(CPD)
- Quarterly Progress Report and detailed activity progress reports
- Project Annual reports
- Minutes of Board meetings
- Presentations and other inputs to Board Meetings and project management meetings Previous

ANNEX 3

United Nations Evaluation Group – Code of Conduct for Evaluation in the UN System

Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant:

Name of Consultancy Organization (where relevant):

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at () on ()

Signature: _____

ANNEX 4

EVALUATION REPORT TEMPLATE AND QUALITY STANDARDS

[This evaluation report template](#) is intended to serve as a guide for preparing meaningful, useful and credible evaluation reports that meet quality standards. It does not prescribe a definitive section-by-section format that all evaluation reports should follow. Rather, it suggests the content that should be included in a quality evaluation report. The descriptions that follow are derived from the UNEG 'Standards for Evaluation in the UN System' and 'Ethical Standards for Evaluations'.

The evaluation report should be complete and logically organized. It should be written clearly and understandable to the intended audience. The report should also include the following:

Title and opening pages—Should provide the following basic information:

- Name of the evaluation intervention
- Time-frame of the evaluation and date of the report
- Countries of the evaluation intervention
- Names and organizations of evaluators
- Name of the organization commissioning the evaluation
- Acknowledgements

Table of contents—should always include boxes, figures, tables and annexes with page references.

List of acronyms and abbreviations

Executive summary—A stand-alone section of two to three pages that should:

- Briefly describe the intervention of the evaluation (the project(s), programme(s), policies or other intervention) that was evaluated.
- Explain the purpose and objectives of the evaluation, including the audience for the evaluation and the intended uses.
- Describe key aspect of the evaluation approach and methods.
- Summarize principle findings, conclusions, and recommendations.

Introduction—Should:

- Explain why the evaluation was conducted (the purpose), why the intervention is being evaluated at this point in time, and why it addressed the questions it did.
- Identify the primary audience or users of the evaluation, what they wanted to learn from the evaluation and why, and how they are expected to use the evaluation results.
- Identify the intervention of the evaluation (the project(s) programme (s) policies, or other intervention—see upcoming section on intervention.)
- Acquaint the reader with the structure and contents of the report and how the information contained in the report will meet the purposes of the evaluation and satisfy the information needs of the report's intended users.

Description of the intervention—Provides the basis for report users to understand the logic and assess the merits of the evaluation methodology and understand the applicability of the evaluation results. The description needs to provide sufficient detail for the report user to derive meaning from the evaluation. The description may include:

- Describe what is being evaluated, who seeks to benefit, and the problem or issue it seeks to address.
- Explain the expected results map or results framework, implementation strategies, and the key assumptions underlying the strategy.
- Identify the phase in the implementation of the intervention and any significant changes (e.g., plans, strategies, logical frameworks) that have occurred over time, and explain the implications of those changes for the evaluation.
- Identify and describe the key partners involved in the implementation and their roles.
- Describe the scale of the intervention, such as the number of components (e.g., phases of a project) and the size of the target population for each component.

- Indicate the total resources, including human resources and budgets.
- Point out design weaknesses (e.g., intervention logic) or other implementation constraints (e.g., resource limitations).

Evaluation scope and objectives—The report should provide a clear explanation of the evaluation’s scope, primary objectives and main questions.

- **Evaluation scope**—The report should define the parameters of the evaluation, for example, the time period, the segments of the target population included, the geographic area included, and which components, outputs or outcomes were and were not assessed.
- **Evaluation objectives**—The report should spell out the types of decisions evaluation users will make, the issues they will need to consider in making those decisions, and what the evaluation will need to achieve to contribute to those decisions.
- **Evaluation criteria**—The report should define the evaluation criteria or performance standards used. The report should explain the rationale for selecting the particular criteria used in the evaluation.
- **Evaluation questions**—Evaluation questions define the information that the evaluation will generate. The report should detail the main evaluation questions addressed by the evaluation and explain how the answers to these questions address the information needs of users.

Evaluation approach and methods—The evaluation report should describe in detail the selected methodological approaches, methods and analysis; the rationale for their selection; and how, within the constraints of time and money, the approaches and methods employed yielded data that helped answer the evaluation questions and achieved the evaluation purposes. The description should help the report users judge the merits of the methods used in the evaluation and the credibility of the findings, conclusions and recommendations. The description on methodology should include discussion of each of the following:

- **Data sources**—The sources of information (documents reviewed and stakeholders), the rationale for their selection and how the information obtained addressed the evaluation questions.
- **Sample and sampling frame**—If a sample was used: the sample size and characteristics; the sample selection criteria (e.g., single women, under 45); the process for selecting the sample (e.g., random, purposive); if applicable, how comparison and treatment groups were assigned; and the extent to which the sample is representative of the entire target population, including discussion of the limitations of sample for generalizing results.
- **Data collection procedures and instruments**—Methods or procedures used to collect data, including discussion of data collection instruments (e.g., interview protocols), their appropriateness for the data source, and evidence of their reliability and validity.
- **Performance standards**—The standard or measure that will be used to evaluate performance relative to the evaluation questions (e.g., national or regional indicators, rating scales).

- Stakeholder participation—Stakeholders' participation in the evaluation and how the level of involvement contributed to the credibility of the evaluation and the results.
- Ethical considerations—The measures taken to protect the rights and confidentiality of informants (see UNEG 'Ethical Guidelines for Evaluators' for more information).
- Background information on evaluators—The composition of the evaluation team, the background and skills of team members, and the appropriateness of the technical skill mix, gender balance and geographical representation for the evaluation.
- Major limitations of the methodology—Major limitations of the methodology should be identified and openly discussed as to their implications for evaluation, as well as steps taken to mitigate those limitations.

Data analysis—the report should describe the procedures used to analyse the data collected to answer the evaluation questions. It should detail the various steps and stages of analysis that were carried out, including the steps to confirm the accuracy of data and the results. The report also should discuss the appropriateness of the analyses to the evaluation questions. Potential weaknesses in the data analysis and gaps or limitations of the data should be discussed, including their possible influence on the way findings may be interpreted and conclusions drawn.

Findings and conclusions—The report should present the evaluation findings based on the analysis and conclusions drawn from the findings.

- Findings—Should be presented as statements of fact that are based on analysis of the data. They should be structured around the evaluation questions so that report users can readily make the connection between what was asked and what was found. Variances between planned and actual results should be explained, as well as factors affecting the achievement of intended results. Assumptions or risks in the project or programme design that subsequently affected implementation should be discussed.
- Conclusions—Should be comprehensive and balanced, and highlight the strengths, weaknesses and outcomes of the intervention. They should be well substantiated by the evidence and logically connected to evaluation findings. They should respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to the decision-making of intended users.

PROJECT DOCUMENT
[Egypt]



*Empowered lives.
Resilient nations.*

Recommendations—The report should provide practical, feasible recommendations directed to the intended users of the report about what actions to take or decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation. They should address sustainability of the initiative and comment on the adequacy of the project exit strategy, if applicable. Recommendations should also provide specific advice for future or similar projects or programming.

Lessons learnt—As appropriate, the report should include discussion of lessons learned from the evaluation, that is, new knowledge gained from the particular circumstance (intervention, context outcomes, even about evaluation methods) that are applicable to a similar context. Lessons should be concise and based on specific evidence presented in the report.

Report annexes—Suggested annexes include the following to provide the report user with supplemental background and methodological details that enhance the credibility of the report:

- TOR for the evaluation
- Additional methodology-related documentation, such as the evaluation matrix and data collection instruments (questionnaires, interview guides, observation protocols, etc.) as appropriate
- List of individuals or groups interviewed or consulted and sites visited
- List of supporting documents reviewed
- Project or programme results map or results framework
- Summary tables of findings, such as tables displaying progress towards outputs, targets, and goals relative to established indicators
- Short biographies of the evaluators and justification of team composition
- Code of conduct signed by evaluators

Annex 5
Project Document

Project Title: Support to Public Finance Management and Institutional Development

Project Number:

Implementing Partner: Ministry of Finance

Start Date: 1 Jan 2018

End Date: 31 Dec 2022 **PAC Meeting date:**

Brief Description

In 2016, the Government of Egypt (GoE) has declared the Sustainable Development Strategy Egypt 2030 (SDS) as the base for setting the development objective for all Egyptians. Egypt is also committed to the achievement of the SDGs and has already submitted its first voluntary report to the High level Political Forum (HLPF). Two key cornerstones in mainstreaming Egypt's 2030 goals in the public sector practices under the economic dimension are **a)** the administrative reform programme and **b)** the economic reform programme, which was agreed upon with IMF.

As such, there is a growing need for the Ministry of Finance (MOF) to focus on a) its **human resources**: their capabilities, the work culture and the effectiveness of their productivity within the scope of the MOF's institutional development framework; as well as, b) its **public financial management** core functions. Consequently, the overall objective of this program is to improve the effectiveness of MOF's performance by instigating a strong inclusiveness organizational culture and a result-focus capacity development of the staff while spearheading the institutionalization of strategic management and supporting the implementation of Egypt's roadmap for the enhancement of public finance management.

The program is based on the groundwork of preceding assistance projects received mainly from IMF, WB, UNDP and British Embassy and will focus on the following four areas:

- MOF Institutional development
- MOF PFM reform initiatives
- The effectiveness of MOF assistance programs
- Provision of professional assistance to ministerial policy, technical and executive support teams

Contributing Outcome (UNDAF/CPD, RPD or GPD): <i>UNPDF/ UNDP outcome 1: By 2022 Egypt has adopted equitable and sustainable development pathways and remains on track to achieve agreed targets for inclusive, sustainable, resilient and job creating economic development. (SDGs 1,3,8, 9,10,12,16 and 17).</i> Indicative Output(s): - Institutional development strengthened - At least 2 key PFM reform initiatives launched - The effectiveness of MOF assistance programs	Total resources required:	USD 4,200,000	
	Total resources allocated:	UNDP TRAC:	200,000
		Donor:	
		Donor:	
		Government:	4,000,000
	In-Kind:		
Unfunded:			

Agreed by (signatures):

Government	UNDP	Implementing Partner
Print Name:	Print Name:	Print Name:
Date:	Date:	Date:

² Note: Adjust signatures as needed

I. Development Challenge (1/4 page – 2 pages recommended)

- The Sustainable Development Strategy: Egypt Vision 2030, colloquially known as simply Egypt 2030 or the Strategy, adopted in 2016, provide the basis for the government’s policy choices, and acts as its long term development strategy, with a set of strategic and secondary goals to be achieved. It encompasses 3 Main Dimensions: Economic, Social, and Environmental; each dimension is divided into several pillars. Egypt has also endorsed the Sustainable Development Goals and has already presented its first Voluntary Report which was presented to the High Level Political Forum (HLPF) in July 2016 in New York.
- UNDP’s 2018 - 2021 Strategic Plan, which has recently been adopted by the Executive Board, is to help countries eradicate poverty in all its forms, accelerate structural transformations for sustainable development, and build resilience to crises and shocks. The Plan proposes a series of signature solutions to respond to the different development settings and key among these signature solutions is the strengthening of effective, accountable and inclusive governance and strengthened institutions which is crucial to sustainable development.
- The **Economic Dimension** in the Egypt Strategy is divided into 4 pillars³ *Economic development, Energy, Innovation and scientific research, and Transparency and efficiency of government institutions*; it sets several strategic objectives that link to the Ministry’s core functions and reform targets⁴ such as: 1) Stability of the macroeconomic environment, 2) Achieve sustainable inclusive growth, 3) Increase competitiveness, diversification, and knowledge, 4) Maximize the value added, 5) develop an administrative apparatus characterized by competence, efficiency and transparency, in addition to other set of objectives.
- To accomplish its strategic objectives, MOF needs to tackle several challenges some of which this project addresses: **a)** critical skills shortages while striving to ensure the competency, efficiency and effectivity of MOF workforce, **b)** rigidity of the public expenditures structure, high budget deficit and gross domestic debt, **c)** guarding the emerging employee inclusiveness culture to improve internal coherence, transparency and accountability, and **d)** reassessment of the government assistance programs in the agricultural commodity sector.⁵
- On one hand, with the endorsement of decree 81, which regulates vocation in the civil service in Egypt, and the decree 1321 for the establishment of the *Higher Committee for Administrative Reform*, the GoE attaches utmost importance to the administrative reform programme and is undertaking solid measures to build a new organizational model for an efficient government, regarding it as the cornerstone for Egypt’s success in the economic dimension.
- The skill gaps within MOF are of particular concern as it can lead to costly, less-efficient government, by itself, the issue has been identified as a challenge. Despite the high skills level of our employees, *there is a gap between the skills of the current workforce and those needed to achieve MOF reform targets and strong growth*. There are essential new skills required for: **a)** the implementation of newly introduced business and support functions like Internal Audit, Strategic Monitoring and Program Based Budgeting; **b)** to efficiently manage and assess reform projects. MOF must address critical skills shortages across all its divisions to be able to face tomorrow’s challenges.
- Moreover, if not carefully managed, anticipated retirements could widen skills gaps or open new ones, adversely affecting our capabilities.⁶ The results of “the skill assessment” exercise conducted in 2015 in collaboration with the British Embassy highlighted a serious management gap that was also stressed in MOF Strategic Plan⁷. Mainly, the managers are nearing retirement⁸, and fewer young professionals are in line and prepared to fill their shoes. Meanwhile, few public managers consider that they are responsible for the critical job of developing young and mid-career talent.

³ Sustainable Development Strategy, Preface

⁴ Sustainable Development Strategy pp. 21, 75 and 101

⁵ The agricultural sustainable development strategy in 2030 (Agriculture Ministry) indicates that the agricultural losses constitutes 10-15% from agricultural income.

⁶ The Egyptian government has stopped hiring staff from 1984 to 1999 causing a gap across all ministries.

⁷ MOF Strategic Plan

⁸ Retirement of 60% of management workforce during 2016-2020

- The heart of MOF’s institutional development approach is targeted towards the realization of a culture of empowerment and inclusiveness, which would guarantee the implementation of a sustainable reform strategy.
- On the other hand, fiscal governance in public administration has become a crucial issue to adverse governance failures, inefficiency, corruption, and poor internal financial management. Furthermore, given the budgetary and long-term fiscal challenges facing the nation, MOF must identify options to efficiently meet its mission with fewer resources while realizing its strategic objectives⁹ and PFM reform, such as the establishment of new functions, initiation of more effective work processes, building a results-oriented work culture and creating more agile management to address inflexibilities in the current system. Extensive groundwork has been done in these areas in collaboration with IMF and WB during the last few years.

II. Strategy

- Based on the challenges identified above, it is evident that to realize its mandate within Egypt’s 2030 and to contribute to SDG Goal 16 to “Promote peace and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”, MOF’s development path is based on two key interlinked cornerstones, namely: institutional development and PFM reform. Within the aforementioned core areas, MOF will work towards the achievement of the following four outputs:
 - MOF Institutional development strengthened
 - At least 2 key PFM reform initiatives launched
 - Effectiveness of MOF assistance programs enhanced
 - Professional assistance provided to ministerial support teams
- **Output 1: Institutional Development Strengthened** (goal is directly linked to the goals of the *Transparency and efficiency of government institutions* pillar of the Economic dimension in Egypt 2030.)
- The MOF has shifted the focus of its approach to institutional development in favor of a more fundamental cultural change to improve its productivity and effectual performance, as distinct from embarking on deep structural change. In assuming this approach, MOF aspires to realize a culture of empowerment and inclusiveness based on a performance-based result-oriented management. Within this context, MOF has elected to apply strategic management to establish its vision, mission and strategy and to maintain the alignment of its activities and resources with its strategic goals to improve financial and operating performance. Furthermore, the MOF believes that employee engagement can translate into higher levels of organizational performance.
- Consequently during the former UNDP project, as an answer to the ministry’s new perception, MOF has developed an institutional development framework (IDF)¹⁰, where the focus was directed towards the ensuing details:
 - the recognition of its employees, as well as, internal e-governance as key for increased productivity, reachability and expansion of knowledge within its administration
 - the urgency of fortifying the public administration oversight,
 - institutionalization of sound management, standards and practices.
 - the need for a wide-ranging communications strategy for internal and external stakeholders
- In addition, as *a means to strengthen employee engagement levels and maintain the alignment of their work with the ministry’s strategic goals*, MOF, in partnership with UNDP, took the lead and conducted two “Strategic Planning Forums” attended by its executives and top management to set the ministry’s vision and its strategic goals and objectives for 2 years. They were followed by four forums attended by the middle management to determine the strategic action plans for each central directorate that would fulfill the agreed upon goals. The forums were the leading step to create a work environment of inclusiveness, clarity and alignment in the ministry. The SWOT analysis¹¹ conducted during the forums and the discussions have emphasized several issues, namely:
 - the predicament of middle and top management retirement in MOF ,

⁹ MOF Strategic Plan

¹⁰ MOF institutional development framework

¹¹ MOF Strategic Plan

- the need for a comprehensive approach to the capacity building of the staff in accordance with key priorities,
 - the imperativeness of building the capabilities of the young staff to ensure the availability of an adequate and qualified workforce to face the new work challenges, and
 - the impeding effect of the quality of non-core functions (technology, infrastructure,...) on their work
- This output will be accomplished via the following two activities:
 - The completion of the introduction of entire strategic management cycle in MOF
 - The development of MOF next generation leaders and a staff competency framework.
 - **Output 1 - Activity A1: Establish strategic management** (*Objective*: founding an employee inclusiveness culture to improve internal transparency and accountability as a means to increase MOF efficiency; *Duration*: 3 years; *Resources*: special experts and a management consultancy firm specialized in facilitation, monitoring and evaluation techniques, capacity building and HR; *Outcome*: continuance of the strategy planning process in MOF and design the monitoring and evaluation practice.)
 - By the end of the “Together We Plan” series of forums, MOF came to be the first ministry to develop its strategic goals and strategic plan by its staff⁵. By the end of 2017, the forums were followed by a series of review workshops with MOF middle management followed by a forum for top management to assess the entire practice. With the success of the strategic planning forums, MOF foresees strategic management as a comprehensive and systematic management tool to maintain the alignment of its activities and resources with its vision, mission and strategy to improve financial and operating performance. Thus, its main focus is on effectively institutionalizing strategic management as part of the broader civil service reform.
 - This activity is a direct continuation of the efforts exerted during the last project to introduce strategy management to MOF and recognition for the need to establish an efficient monitoring and follow-up mechanism. It will be accomplished into two segments.
 - The first segment is dedicated to completing the strategic planning cycle in MOF. Several follow-up forums will be conducted to observe the implementation status and appraise the performance of the action plans while reassessing the high level strategy to reflect any changes due to external events/factors that may have long-range impacts. Main deliverable:
 - The strategic planning forums series in 2018-2019.
 - MOF strategic plan document updated for the following 3 years.
 - The development of a roadmap document to integrate the strategic planning exercise within the MOF operating environment.
 - Building a core structure in MOF to support and manage the continuance of strategic planning in MOF including staff selection, skill analysis and training.
 - Upon the successful completion of the first segment, the second segment will contend with effecting the strategy management cycle in MOF. This will require the design of the best structure to monitor, track and report on the execution of the MOF short-term and long-term goals. Hence, the management can take corrective actions along the way, if necessary and will provide MOF top management with a long-term perspective for service delivery and budgeting. Main deliverable:
 - Design a monitoring and evaluation (M&E) system and its structural requirements.
 - Create a pilot structure to support and manage the designed M&E system in MOF.
 - Prepare the M&E policy framework document that addresses issues including but not limited to: purpose, principles, scope, culture and policies.
 - **Output 1 - Activity 2: Launch next generation leaders’ programme and competency framework** (*Objective*: increase MOF efficiency and effectivity; *Duration*: 3 years; *Resources*: special experts and a management consultancy firm specialized in facilitation, mentoring and coaching, HR especially workforce succession management, staff identification techniques, and capacity building; *Outcome*: development of MOF imminent leaders’ programme and staff competency framework.)
 - Two of the concerns mentioned during the strategic forums were also emphasized in the results of “the skill assessment” exercise conducted in 2015 in collaboration with the British Embassy. The exercise that covered 1250 employees has highlighted a serious management gap. Mainly, our managers are nearing retirement, and fewer young professionals are in line and prepared to fill their

shoes. At the same time, few public managers consider that they are responsible for the critical job of developing young and mid-career talent.

- Another major concern is that despite the high skills level of our employees, there is a gap between the skills of the current workforce and those needed to achieve MOF technical reform plans and growth; whether to implement newly introduced business functions or to manage reform projects. Furthermore, even though MOF has many talented young staff, there are significant gaps in creative capabilities and soft skills that need to be addressed for MOF to be able to face tomorrow’s challenges.
- MOF is committed to build a capable performance-based result-oriented workforce. Accordingly, a main initiative in MOF’s IDF is the preparation of our forthcoming leaders and the design of a comprehensive competency framework for the required professional competencies and skills.
- In essence, the main aspiration of this initiative is to develop the skills and capabilities of the employees as per the reform strategy requirements while ensuring the continuity of successfully prepared future leaders in the ministry. This would guarantee that MOF have the right people with the right skills at the right time. The activity will accomplish the following extensive deliverables:
 - a) Design MOF imminent leaders’ programme and conduct an entire pilot including screening and fast track development of our imminent leaders.
 - b) Development of a comprehensive competency framework.
 - c) Realize an entire pilot to raise the competency for 2 business areas in MOF while assessing the developed procedures and its progression; review all related documents for its future institutionalization.
- **Output 2: At least 2 key PFM Reform Initiatives launched:** (Output goals are directly linked to the goals of both the *Economic development* and the *Transparency and efficiency of government institutions* pillars of the Economic dimension in Egypt 2030.)
- As MOF is the focal point of PFM, the ministry has previously initiated several technical reform activities targeting enhancement of specific technical areas like GFMS, electronic payment and collection, and treasury single account. Reform activities were disrupted due to the prevailing political instability 2011-2014; however, the PFM reform is being reinitiated within the scope of comprehensive fiscal reform. Consequently, MOF, in collaboration with IMF and WB, took the lead in developing a roadmap for the enhancement of public finance management and monitoring its execution. This output will focus on two main activities:
 - Establishment of modern internal audit functions
 - Strengthening fiscal risk management and oversight of economic authorities and public enterprises
- **Output 2 - Activity 1: Establish Internal Audit Function** (Objective: founding a working internal audit function in MOF to improve internal accountability as a means to increase MOF efficiency and raise Egypt’s score in PEFA report. Duration: 3 years Resources: subject matter experts, frequent exchange of experiences and knowledge with other countries, computers and software, and specialized training programs in internal auditing at public sector. Outcome: establishment of internal audit function with well-trained auditors that provides risk-based assurance and promotes organizational improvement.)
- Within GoE mandate to establish IA functions across all governmental entities, MOF intends to first establish an internal audit function, on a pilot basis, with well-trained staff. With the aid of WB, MOF is currently in the process introducing IA concepts and conducting initial training of nominated employees and screening them. It is worth mentioning that according to the law number 127 for the year 1981, MOF is currently carrying out Ex-ante control through financial controller and ex-post control through Inspectors, but both functions are only aiming at compliance auditing and there is no focus on performance auditing, which demonstrates the need for internal audit to ensure effective performance.
- The second phase contemplates the gradual establishment of the internal audit function in other entities within the budget sector. Internal Audit is expected to add value in terms of decreasing inefficiencies, safeguarding assets and streamlining operations. Meanwhile, Egypt is expected to score higher on the relevant Public Expenditure and Financial Accountability (PEFA) indicator in the future.
- **Phase 1:** The establishment of the internal audit unit at the MOF. Main deliverable:

- Develop operational document comprising job description, selection criteria, code of conduct, audit manuals, methodologies and training kits;
- Staff selection and skill analysis.
- Train and professionalize selected internal auditors in three phases:
 - a) Initial specific training of approximately 75 employees on internal audit adapted to the first pilot internal audit exercise;
 - b) Train / upgrade the technical skills of selected auditors (~15 of trained staff) on all phases of the audit and interpersonal skills and attitude;
 - c) Introduce new approaches like audit in an IT environment and tackling fraud and corruption;
- Benchmarking and exchange of experience with countries with similar circumstances to Egypt.
- **Phase 2:** Launching an internal audit function in another entity of the budget sector that has progressed in the adoption of the program based budgeting process. Main deliverable is to train / upgrade the technical skills of the selected staff on internal auditing.
- **Output 2 - Activity 2: Fiscal Risk Management Instigation** (Objective: designing an incubation unit for raising the financial efficiency of SOE/ EA performance and minimize reliance on sovereign guarantees Duration: 3 years Resources: subject matter experts, legal expertise, and specialized financial training firm Outcome: organizational structure document for institutionalization of the unit and development of financial assessment and risk analysis skills within MOF.)
- MOF plans to put in place certain measures to get more accurate and up-to-date financial information to better manage fiscal risks arising from some state owned economic authorities and enterprises that suffer from liquidity problems and financial difficulties, which may have a negative impact on the state budget deficit.
- This will require increased fiscal risk and financial analysis skills in the MOF to conduct diagnostic studies, analyze financial statements in order to forecast performance over the medium term. Main deliverables:
 - A comprehensive analysis study to streamline the guarantee process to economic authorities and public enterprises including the introduction of new guarantee approval regulations.
 - An impact assessment and roadmap to the gradual implementation of alternatives to guarantees.
 - Conducting awareness workshops to senior management and line managers in SOEs/EAs regarding the impact of gradually eliminating sovereign guarantees
 - A technical capacity development plan to bridge the knowledge gap in the modern analysis of contingent obligations and the techniques to identify the relevant risk of SOEs/authorities
 - Building on the current financial oversight procedures, proposal of new and/ or amended processes to improve financial assessment and status forecast of SOEs/EAs.
- **Output 3: Effectiveness of MOF Assistance Programs enhanced** (Output goals are directly linked to the goals of the Economic development pillar of the Economic dimension in Egypt 2030.)
- There are currently some significant distortions on the regulatory and commercial levels that have a significant negative impact on the budget deficit (e.g. dual pricing of fertilizers, multiple pricing of natural gas to some producers, subsidies on farm gate prices of wheat and flour, the current system of bread subsidies). These distortions could be found in many of the sectors of the economy, including, but not limited to, agriculture, fuel, food and production inputs.
- In additions to the distortions available, there is also some government owned commercial entities that are supposed to be contributing positively to the economy yet due to several reasons they are negatively contributing to the economy and is a burden on the government budget as the MOF is bearing the cost of all these distortions and negative investments. In that affect the MOF decided to investigate and address some of these distortions in an attempt to amend them and reduce the budget deficit. *This output is directed toward strengthening the efficiency and effectiveness of specific government's assistance programs via defined financial and regulatory reforms to promote economic growth.*
- **Output 3 - Activity 1:** Design reforms for financial distortions in agricultural and commodity sector (Objective: a comprehensive examination of the financial distortions in the agricultural assistance programs to improve the efficiency and effectivity of the agricultural and commodity sector subsidy

system. Duration: 3 years Resources: subject matter experts. Outcome: a thorough study of every value chain of the chosen commodities including its reform roadmap.)

- At the outset, the mission of the activity will be the identification and valuation of the target commodity sector. The commodity sectors targeted for study in the first stage would include agricultural commodities like grains (wheat, rice and corn), sugar crops (sugarcane and sugar beets), sugar mills and food oils. The scope of study is expected to also cover agricultural inputs like fertilizers. In every value chain of the aforementioned commodities, a detailed analysis of the current distortionary policies will be assessed and identified; taking account of available financial or regulatory distortions.
- The analysis will be followed by an impact assessment of the distortions on the country's economy. The report will also assess the social and financial impact on the target stakeholders; in addition to the economic effects of these distortions on the government budget. Consequently, a proposal for suggested reform measures will be devised, on the regulatory of economic level, in order to negate some of the current distortion in the system. The suggested reform must have a positive effect on the financial or social status of the stakeholders.
- In conjunction with the proposed reform measures, mechanisms for the absorption of the temporary negative effects of reforms will be devised. During the transitional phase, some of the suggested solutions might have a temporary negative effect on the stakeholders; these effects will be identified clearly and the proper tools to negate these effects on the short term will be developed. As such, an appropriate communication strategy will be conducted. The main deliverables are:
 - Analysis study and impact assessment identifying major distortions in the key strategic commodity sectors
 - A reform proposal including a detailed plan to overcome these distortions, commercially and financially and suggesting regulatory reforms needed for implementation.
 - A communication strategy and stakeholder engagement plan during the execution of the reforms.
- **Output 3 - Activity 2:** MOF Investment Opportunities studied (Objective: A comprehensive examination of the investment opportunities in the strategic commodity sector, whether new investments needed or updating current non properly manages assets. Duration: 3 years Resources: subject matter experts. Outcome: Identification of investment opportunity per sector, suggested value and returns expected per investment opportunity, identifying authorities, individuals, institutions or funds managers willing to make the investments suggested).
- In collaboration with the current stakeholders and industry experts, a comprehensive investigation will be launched on suggested investment opportunities within some of the value chains in the Egyptian market. These suggested investment opportunities would improve efficiency of production, or provide more jobs, increase exports or reduce waste. The investigation will cover the ensuing areas:
 - Identifying opportunities for needed investments
 - Evaluating its economical feasibility
 - Assessing its impact on the economy
 - Financing mechanisms for the suggested investment
- The main deliverables are:
 - A study identifying essential investment opportunities in the sector (Grain, Fertilizers, Sugar and Oils) and suggesting any major institutional changes needed
 - Detailing the impact of the new investment on the market as well as its impact on the fiscal budget
- **Output 3 - Activity 3:** Egypt's Export and Local Subsidy System Reviewed (Objective: Propose a more effective and inclusive subsidy/incentive/assistance system to promote more exports and increase inflow of foreign currency Duration: 3 years Resources: subject matter experts. Outcome: A detailed proposal on the proposed tools to be used to promote exports.)
- The efficiency and effectiveness of the present export and local subsidy system is currently under great scrutiny by all associated stakeholders. MOF is determined to initiate a detailed analysis of the existing subsidy systems on the export and local levels in order to determine its efficacy and efficiency and whether it delivers the proper results or if the system need to be fine-tuned or changed in order to be more efficient. Main deliverables:

- Assessment of the efficacy of the export subsidy system in promoting exports of agriculture and Agrifood sectors.
- Designing an improved system for export promotion (together with current exporters and through the export councils).
- **Output 4: Professional assistance provided to ministerial support teams** (goals are directly linked to the goals of both the *Economic development* and the *Transparency and efficiency of government institutions* pillars of the Economic dimension in Egypt 2030)
- The MOF is responsible both for policy development and for devising plans on how to get to those policy goals and that involves considerable negotiation with other ministries and with international bodies.
- As effective ministers rely on effective teams, this component is directed toward strengthening the efficiency and effectiveness of all the ministerial support functions accountable to the minister, namely: policy, technical, legal and executive assistance, while focusing on effectively aligning organizational resources to bridge the gap between the envisioned future and the present conditions and inherent limitations. Policy support to the Minister’s office is provided under this heading via long-term consultants (advisors). This output will focus on the following main activities:
 - Support to Macro-Fiscal policy unit
 - Improve ministerial executive support
 - Technical and legal consultancy support pool
- **Output 4 - Activity 1:** Support to Macro-Fiscal Policy Unit (*Objective:* support to Minister of Finance in macroeconomic and fiscal policies *Duration:* 3 years *Resources:* special experts. *Outcome:* expert support to MOF macro fiscal unit.)
- The Macro-Fiscal policy unit supports the Minister of Finance in his endeavor to make economically sound and socially beneficial decisions on matters falling within his mandate. The unit's functions cover a wide-range of technical aspects, including: supporting fiscal policy formulation; monitoring and advising on the fiscal status; participating in the production of budget and MTB projection scenarios; monitoring international economic developments to determine their impact on the economy of Egypt; producing financial monthly reports, analytical fiscal and economic internal reports; and developing fiscal targets and other key aggregates of the budget to lead the budget formulation process
- The unit serves as a focal point for coordination of activities of the MOF with the IFIs on the macroeconomic and fiscal policies. It represents MOF in bilateral and multilateral donors’ negotiations to explain the government’s fiscal and macroeconomic policies. It has a central role in ensuring that international organizations and sovereign evaluation bodies are mindful of the economic welfare of the entire nation.
- The unit’s support for international and regional events is on needs basis. The Ministry has a very strong global presence and participates regularly in WB, IMF, Euro-money, Arabic Monetary Fund and EU discussions. The preparation of studies, speeches and papers for these activities is done by in house and external consultants.
- Below are the deliverables:
 - Number of representations in bilateral and multilateral donors’ negotiations to explain the government’s fiscal and macroeconomic policies. scenarios
 - Number of representations with IFIs on the macroeconomic and fiscal policies.
 - Groundwork for preparation of yearly budget and MTB projection scenarios
 - Reports on impact of international economic developments on the economy of Egypt.
 - GoE financial status monthly report
- **Output 4 - Activity 2:** Improve Ministerial Executive Support Pool: (*Objective:* establishment of a ministerial executive support entity in MOF; *Duration:* 3 years; *Resources:* special experts and a management consultancy firm specialized in mentoring and coaching, HR especially organizational management, staff identification techniques, capacity building and national government ceremonial protocol and etiquette; *Outcome:* founding ministerial executive support team)
- There is a need to establish a new high performing flexible executive support machinery (structure) to provide a strong diverse range of executive support services to enable the politically nominated top executives, *the Minister and the deputies*, to carry out their roles effectively and to achieve their objectives.

- This executive support system will provide for institutional stability and continuity across administrations beside delivering corporate and business services. Together with the new role of Ministry Chief Staff stated in the decree 81, they serve as a vital link between political appointees and frontline managers in the ministry. The envisioned system would assist the minister and the deputies to effectively manage the full range of their political mandates alongside the issues of the day while also making good and considered decisions about the general direction of the ministry. The main deliverables:
 - The design of the executive support machinery for Minister, the deputies and ministry chief staff.
 - Preliminary groundwork for the launching of the unit including initial assessment of nominated employees and screening, development of a fast stream development program for them and assessment of other required resource.
 - The implementation of the first phase of the focused capacity building program for selected staff.
- **Output 4 - Activity 3:** Support to Technical and Legal Consultancy Pool: (Objective: support to Minister of Finance; Duration: 3 years; Resources: special experts; Outcome: support to MOF.)
- In consequence of the core changes in the economical mandates, MOF will be in need of specialized expertise in different fields like debt management, taxation, investment ...etc to review the impact of the speedy transformations and needed policy modifications, making recommendations for adjustments and further actions. Consultancy pool activities will continue on needs basis. In addition all necessary laws for the suggested reforms are spearheaded by the MOF. Technical legal advice is provided through this activity. The main deliverable is availing expert support to the ministry as per needed.

III. Results and Partnerships (1.5 - 5 pages recommended)

– ***Expected Results***

See Above

– ***Resources Required to Achieve the Expected Results***

- Subject matter experts, specialized project managers and event managers
- Continuing exchange of experiences and knowledge with other countries,
- Management consultancy firm highly specialized in: facilitation; mentoring and coaching; strategy management; monitoring and evaluation techniques; capacity building and HR
- Management consultancy firm specialized in: facilitation; mentoring and coaching; HR especially organizational development, workforce succession management, staff identification techniques and capacity building; and national government ceremonial protocol and etiquette.
- Consultancy firm specialized in the development of detailed business requirements documents, IT stakeholder analysis specification, functional requirements specifications and development of request for procurement documents.
- Technological equipments and software, and
- Specialized training programs.

– ***Partnerships***

- a) The UNDP has been successfully supporting the MOF since 2000, initially with a preparatory assistance then the fiscal policy for decision support unit project to be followed in 2009 with the support pension fund and fiscal policy reform project that ended in 2017.
- b) During this long partnership, the achievements of this collaborative work extended to cover various sectors, following is some of the key results in three main sectors:
 - in the social insurance sector: establishing National Organization of Social Insurance (NOSI) call center, realization of e-payment option to pensioners and development of NOSI dynamic web site;
 - in the public financial management sector: the establishment and support of the Macro-Fiscal unit responsible for macroeconomic and fiscal policy advice to the government; the restructuring of

Customs tariff system to be consistent with GATT agreement; the corporatization of several public economic authorities (e.g.: the water and sanitation in 12 governorates; the activity moved to Ministry of Investment early 2006); the development of the complete legislative framework for implementing Private Public Partnership (PPP) in Egypt followed by the establishment and support of the PPP central unit; realization of e-payment of employees' wages; the development and implementation of the nation-wide deployment of phase one of Government Financial Management Information System (GFMIS) encompassing 300 accounting units; the realization of e-collection of taxes and customs; the finalization of the legislative amendments to the public procurement law 89; and

- in the *institutional development sector*: aside from the numerous technical capacity building work realized in each of the aforementioned major results, the principal achievements are the development of MOF institutional development framework; the organization of a series of “Strategic Planning” forums to introduce MOF to strategic management and the development of MOF strategic plan in line with the vision of Egypt 2030.
- c) The new program is dedicated to the implementation of several activities addressing the aforementioned key challenges. It is based on the results of preceding assistance projects, namely:
- The various outcomes of the former UNDP project “Support Pension Fund and Fiscal Policy Reform” specifically in the domains of strategic management and macro fiscal policy;
 - The different financial and technical reports of several specialized assistances from IMF and WB.
 - The three year on-going technical assistance from WB seconding staff to support PFM reform and set up the foundation for new concepts and functions.
 - The results of the “skill assessment” exercise of 1250 employees conducted in 2015 in collaboration with the British Embassy and
 - The capacity building workshops and training courses related to internal auditing funded by the EU during the last year.
- d) Hence, the cooperation between the MOF and the UNDP takes a new direction with this program to further aid MOF in its mission to achieve prosperity and a sustainably developed economy. Accordingly, the UNDP will be supporting MOF as the principal actor in GoE’s institutional reform and economic growth together with the IMF, WB and EU.

– **Risks and Assumptions**

- Initiation of new concepts and work processes may cause a no-willingness to collaborate status from key partners due to not aligning on the target objective.

– **Stakeholder Engagement**

Target Groups

- Top management in MOF and at different authorities in addition to the Minister of Finance and Deputy Ministers will be first beneficiary from the results of created functions
- Different divisions will have performance improvement and risk identification and assessment skills.
- MOF staff will experience a cultural change whether in engaging in MOF strategy action plans or in building their competencies.
- The Higher Committee for Administrative Reform in GoE is main affiliate in any reform activity.
- Key partners for reforms in the strategic agriculture and commodity sector would be Ministry of Internal Trade, Ministry of Trade and Industry, Ministry of Agriculture, Administrative Control Authority, Ministry of Investment, Export Promotion Agency, and Export Councils.
- Line ministries and SOEs/ EAs management.

– **South-South and Triangular Cooperation (SSC/TrC)**

Exchange experiences and knowledge and benefit from other countries that introduced similar functions.

– **Knowledge**

- MOF updated strategic plan document for the following 3 years
- Roadmap for integrating the strategic planning exercise within the MOF operating environment.
- Blueprint for the M&E system in MOF
- MOF M&E policy framework
- A comprehensive competency framework for three disciplines in MOF
- MOF internal audit unit charter, guidelines and manuals
- Analysis study and impact assessment identifying major distortions in the key strategic commodity sectors including a reform proposal to overcome these distortions: commercially, financially and legally.
- Manual of SOE assessment and sovereign guarantees policy guide.

IV. Project Management (1/2 pages - 2 pages recommended)

- UNDP shall receive and administer the payment in accordance with the regulations, rules and directives of UNDP. All financial accounts and statements shall be expressed in United States dollars. In accordance with the decisions and directives of UNDP's Executive Board, the government of Egypt's contribution shall be charged:
 - 3% cost recovery for the provision of general management support (GMS) by UNDP headquarters and country offices
 - An amount of \$83,495 will be charged as direct costing in support project Implementation, communication, M&E and quality assurance (\$27,831.67 per year)
- Ownership of equipment, supplies and other properties financed from the contribution shall vest in UNDP. Matters relating to the transfer of ownership by UNDP shall be determined in accordance with the relevant policies and procedures of UNDP.
- The contribution shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP and audit fees shall be charged to the project budget.
- The Operational Unit for Development Assistance (OUDA) of the Ministry of International Cooperation: Upon the official request from the MOF, and in accordance with UNDP rules and regulations in that matter, OUDA may provide administrative support to the project such as the recruitment of staff and consultants and procurement of equipment upon request from MOF. Any OUDA fees will be charged to the respective budget lines

V. Results Framework¹²

Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:

Applicable Output(s) from the UNDP Strategic Plan:

Project title and Atlas Project Number:

EXPECTED OUTPUTS	OUTPUT INDICATORS ¹³	DATA SOURCE	BASELINE		A. TARGETS (by frequency of data collection)						B. DATA COLLECTION METHODS and RISKS
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year ...	C. FINAL	
Output 1 <i>Institutional Development Strengthened</i>	1.1 <i>The execution of a yearly series of strategic planning forums in 2018-2019 delivering updated MOF strategic plan document for the following 3 years</i>	MOF			✓	✓	✓				
	1.2 <i>Establish a core structure in MOF to support and manage the continuance of strategic planning in MOF</i>					✓					
	1.3 <i>The creation of a pilot structure to support and manage the approved M&E</i>							✓			
	1.4 <i>Imminent leadership development program including candidates' assessment and training.</i>							✓			
	1.5 <i>Development of a comprehensive competency framework for two sections.</i>						✓				
Output 2 <i>At least 2 PFM Reform initiatives launched</i>	2.1 <i>number of trained internal auditors at MOF</i>				✓						
	2.2 <i>code of conduct and manuals</i>				✓						

	2.3 pilot audit engagement				✓						
	2.4 number of line ministries which introduced internal audit					✓	✓				
	2.5 number of trained internal auditors					✓	✓				
	2.6A comprehensive policy guide to streamline the guarantee process and implement alternatives				✓	✓					
	2.7 Establishment of an incubation unit for fiscal risk management				✓	✓	✓				
Output 3 Enhancing Effectiveness of MOF Assistance Programs	3.1 Priority Sector identification				✓						
	3.2 Value chain analysis of the sector					✓					
	3.3 Gap identification for the sector					✓					
	3.4 Suggested mechanisms for gap closures and reporting them to the ministries in charge					✓	✓				
Output 4 Professional assistance provided to ministerial support teams	4.1 Groundwork for preparation of yearly budget and MTB projection scenarios				✓	✓	✓				
	4.2 Reports on impact of international economic developments on the economy				✓	✓	✓				
	4.3 GoE financial status monthly report				✓	✓	✓				
	4.4 Representations in bilateral and multilateral donors' negotiations and with IFIs on the macroeconomic and fiscal policies.				✓	✓	✓				
	4.6 Design a flexible ministerial executive support machinery and development program				✓	✓	✓				
	4.7 Capacity development to executive support team				✓	✓	✓				

VI. Monitoring And Evaluation

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: *[Note: monitoring and evaluation plans should be adapted to project context, as needed]*

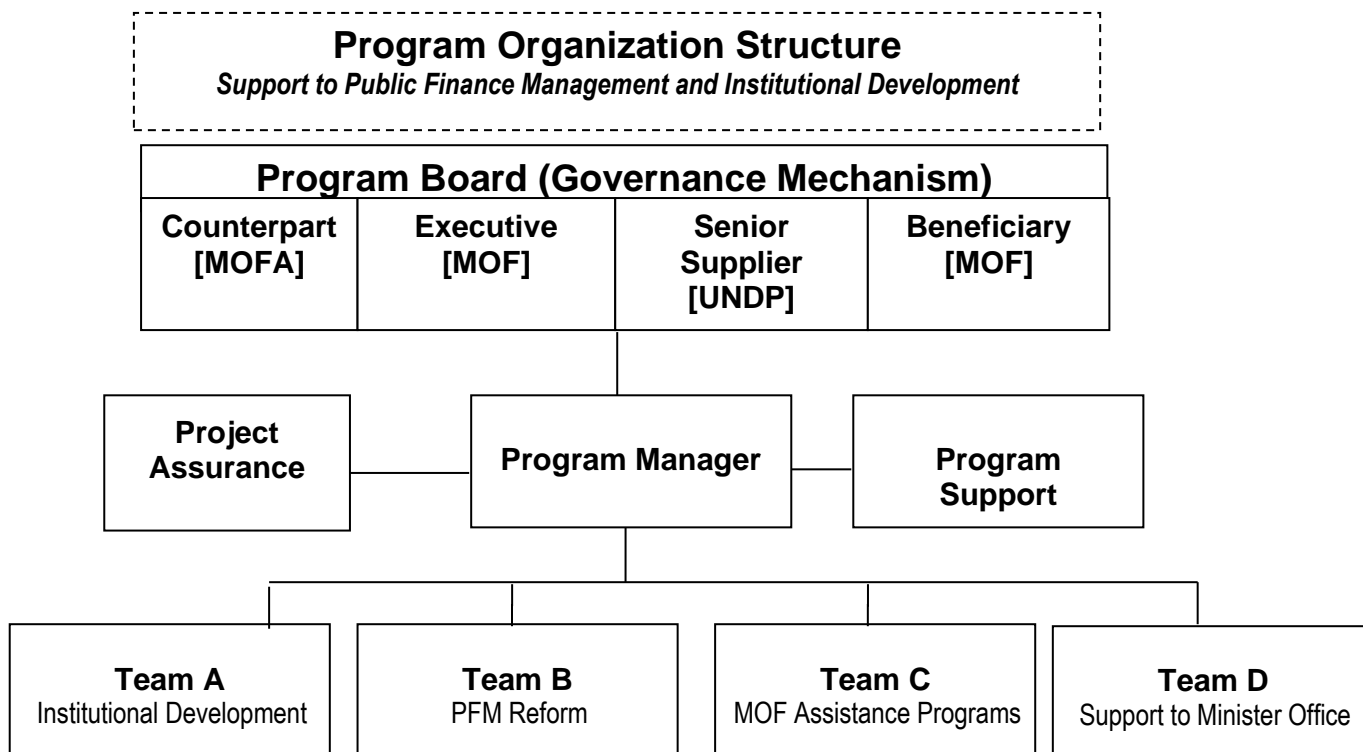
Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analyzed to assess the progress of the project in achieving the agreed outputs.	Quarterly	Slower than expected progress will be addressed by project management.	EU and WB	
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Annually	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	Mid project and at end of project	Relevant lessons are captured by the project team and used to inform management decisions.		
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Mid project and at end of project	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
Review and	Internal review of	Annually	Performance		

Make Course Corrections	data and evidence from all monitoring actions to inform decision making.		data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk log with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Annually	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

VII. Governance and Management Arrangements

- The program will be nationally executed by the Ministry of Finance, in accordance with the UNDP National Implementation (NIM) guidelines. The Minister will appoint the Program Manager, who will be responsible for coordinating the implementation of all project activities. He/she will be the sole liaison between MOF units, UNDP and all other stakeholder who is responsible for coordinating, networking and soliciting the participation of all concerned partners.
- UNDP rules and regulations for recruitment, procurement, and award criteria will be followed for all project activities related to the contracting of services, supplies and grants.
- The management arrangements for this program are in line with the UNDP requirements as reflected in the UNDP User Guide and are follows:



- ***The Program Board*** will be established to take executive management decisions and provide guidance to the Program Manager (PM). The Board assumes the responsibility to review and approve the program details (schedule, deliverables, budget) and change requests, including program revisions and issues raised by the PM. The Board reviews will be made at designated decision points during the course of the project, or as necessary when raised by the PM.
- The PM will act as secretariat for the board, being responsible for convening the meetings, preparing the agenda, overseeing preparation of materials for presentation to the meeting and for preparing and distributing minutes of the meetings.
- ***Program Manager*** (PM) will be responsible for overall management of the program to ensure its timely delivery and achievement, which includes: overseeing program activities’ implementation, reviewing/revising work plan, overseeing M&E and reporting; monitoring and controlling program budget; and identifying bottlenecks and suggesting corrective measures when necessary. The PM will also be responsible for the project’s networking and outreach with potential implementing partners and beneficiary organizations. The PM will manage the PMU.
- ***Project Support Unit:*** (PMU) will be responsible for implementation, coordination and overall management of the project, including maintaining budgets as well as ensuring compliance with financial and reporting requirements as per the UNDP NIM guidelines. In essence, the oversight of the UNDP program falls under its control.
- In conjunction with conducting all the necessary personnel management activities, the unit is also responsible for the solicitation, contracting and managing the technical staff who will be recruited

under each output for relevant needs of activities. The unit oversees the management of all the procedures, contracts and arrangements for all the events funded via the program.

- ***Project Assurance:*** The role is held by UNDP and supports the Project Board by carrying out objective and independent project oversight and monitoring functions. This role ensures that the project is implemented to achieve results as planned in a timely and efficient manner. UNDP is responsible for designating a person to provide this oversight, which is mandatory for all projects.

VIII. Legal Context and Risk Management

LEGAL CONTEXT STANDARD CLAUSES

Option a. Where the country has signed the Standard Basic Assistance Agreement (SBAA)

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Egypt and UNDP. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

RISK MANAGEMENT STANDARD CLAUSES

- The responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP’s property in the Implementing Partner’s custody, rests with the Implementing Partner. The Implementing Partner shall:
 - put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - assume all risks and liabilities related to the Implementing Partner’s security, and the full implementation of the security plan.
- UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.
- The Implementing Partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).
- The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.



*Empowered lives.
Resilient nations.*

1. Acronyms

GoE	Government of Egypt
MOF	Ministry of Finance
MOFA	Ministry of Foreign Affairs
UNDP	United Nations Development Programme
IMF	International Monetary Fund
WB	World Bank
EU	European Union
PFM	Public Fiscal Management
IA	Internal Audit
SOE	State Owned Enterprises
EA	Economic Authorities
GFMIS	Government Financial Management Information System
IDF	Institutional Development Framework
SWOT	Strengths, Weaknesses, Opportunities, and Threats
M&E	Monitoring and Evaluation
PEFA	Public Expenditure and Financial Accountability

2. Project Quality Assurance Report

3. Project Board Terms of Reference and TORs of key management positions

4. Risk Analysis.

OFFLINE RISK LOG

Project Title: Support to Public Finance Management and Institutional Development	Award ID:	Date:
--	------------------	--------------

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	A no-willingness to collaborate status from key partners	inception	Organizational	Outcomes will be delayed P = 2 I = 2	Activity scope will be reviewed and amended	Program Manager	Program Manager		no change