



**Executive Board  
of the United Nations  
Development Programme  
and of the United Nations  
Population Fund**

Distr.: General  
[...] 2006

DP/CP/ /1

Original: English

Second regular session 2006  
(Date of session), New York  
Item \_\_\_\_ of the provisional agenda

## UNDP Country Programme for Egypt (2007-2011)

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## Introduction

01. The UNDP country programme document for Egypt 2007-2011 is formulated in line with the United Nations Development Assistance Framework (UNDAF 2007-2011) and Egypt's national development priorities. Formulation deliberations were guided by analyses of the development situation in Egypt articulated in several key analytical and policy documents including: the UN Common Country Assessment (CCA); the current and previous Government programmes outlining Egypt's development priorities; the Egypt Human Development Report (EHDR) 2005 on Choosing our future: Towards a new social contract; and The Millennium Development Goals Second Country Report for Egypt (2004). Taking as the point of departure the corporate strategic goals of UNDP spelled out in the Multi Year Funding Framework (MYFF) 2004-2007 and the UNDAF, the planning process aimed through a series of consultations with key national development partners and stakeholders at developing a country programme proposal that enjoys full national ownership. The country programme intended outcomes and core results presented in Annex 01 were selected based on the strategic position of UNDP in development cooperation in Egypt, particularly as a result of its work in the last two Country Cooperation Frameworks 1997-2001 and 2002-2006, as well as the recognised global comparative strengths of UNDP providing technical assistance and expertise drawing on its global knowledge networks.

## I. Situation Analysis

02. EHDR 2005 contends that absence or shortfalls in delivery of social public goods lead to capability poverty which has prevalence in Egypt of 34%. Large sectors of the Egyptian society—particularly those living at or below the poverty line in rural areas and in informal economic sectors—have depended for the last 50 years on the State welfare system for delivery of basic public services. This system has become too costly and unsustainable that it is having increasing difficulty delivering quality essential public goods. Furthermore, the system has created dependency, masked unemployment and allowed room for corruption. EHDR 2005 argues that while ameliorating welfare delivery is a major development challenge for Egypt today, it presents an opportunity and a driving force for reform, at the heart of which the report calls for a radical redefinition of the relationship between the citizens and the state. This redefinition is presented as a new social contract, which EHDR 2005 articulates as an integrated rights-based welfare regime focused on the provision of quality public goods and targeted to poor citizens while providing choices and alternatives for other citizens with the ultimate goal of enabling all Egyptians to raise their capabilities to realize their full potentials. This vision requires a major shift in the role of the state from a welfare “provider” to an “enabler” providing the political, economic and administrative environments conducive of human development. The realisation of this vision is dependent on empowerment of disadvantaged and less privileged citizens, to become dynamic new entrants to the economic and political scenes as active stakeholders in shaping national life.

03. This EHDR 2005 vision of a dual intertwined track towards Egypt's future development linking the transformation and reinforcement in state capacity with the development and strengthening of the human capability of its citizens mirrors very closely the conclusions of the UN-CCA 2005. The CCA applied human rights-based analysis to examine the state's fulfilment of the objectives it accepted by signing the Millennium Declaration and embracing its associated Millennium Development goals. It identified capacity deficits on both sides of the obligation equation and demonstrated how improvements in state (*duty-bearers*) capacities and human (*claim holders*) capabilities can ensure equitable growth and development in Egypt. The CCA also highlighted three important elements linking both sides of the equation and which are of vital importance to furthering development. These “links of good governance” are: democratic participation, social contract and the rule of law.

04. Egypt's MDGR II (2004) revealed a significant level of variation with regard to capability privations as measured by the status in Egypt of the different MDGs, which represent global minimum standards of development. At the national level, progress toward achieving the goals is generally on track but particularly slow on the goals related to women empowerment and environmental sustainability. National average measures of progress towards the MDGs mask major regional disparities, along the urban-rural divide and particularly in Upper Egypt (36% of the total population with two-thirds of those who are poor). Situations of social exclusion, income disparities and the existence of absolute extreme poverty manifest in “pockets of urban poverty” in slum areas on the peripheries of large metropolitan regions. Development efforts and public investments need to be directed to the bottom half of the population, mainly in Upper Egypt and in urban slums. Pro-poor policies outlined by EHDR 2005 and endorsed by senior policy makers could do much to address poverty and give a substantial boost to human development in Egypt.

05. Economic growth as a major vehicle for development tops the concerns of the government. Bold economic reforms implemented since 2004 have given a boost to economic growth. The growth rate of 7.3% (currently above 5%) needed over the next 10 years to realise the EHDR 2005 vision is feasible if the scope of economic reform policies is sustained and further expanded. However, positive economic growth over the past ten years was coupled with uneven progress in human development. Despite a 17% increase in the Human Development Index (HDI) from 0.589 in 1994 to 0.689 in 2004, Egypt still ranked 119<sup>th</sup> out of 177 countries on the global HDI scale in 2005. Reducing income poverty (to 6% by 2022) is a main objective in the long-term development vision for the government. In 2004, income poverty incidence rose to 20.2% after a period of decline in the late nineties (Egypt Household Survey). This figure represents almost 14 million people who cannot obtain their basic food and non-food needs. This situation points to the need for a comprehensive strategy that includes but goes far beyond economic growth alone.

06. Chronic unemployment remains a national challenge facing the Egyptian economy today. The official unemployment rate in 2004 stood at 10% (24% among women). Job creation could be enhanced by faster and sustained economic growth and better education and training. Existing national employment strategies need to be operationalised to accelerate employment growth and provide poor citizens, especially women and young job seekers, with access to decent job opportunities. To target unemployment, EHDR 2005 makes the case for requisite change in macroeconomic policy where sectors, including services, tourism, manufactured exports, communications and information technology (ICT), and rural non-agricultural activities, can become engines of employment growth. It highlights formal and informal micro, small and medium sized enterprises (MSMEs)—which have been the major domestic employers since the 1980s—as a particularly attractive candidate for future employment growth if problems such as overly burdensome regulations and deficiencies in training, skills and access to financial and business support services are addressed. EHDR 2005 encourages well deliberated policies to formalise this sector for better protection of the rights of the employees in it and a greater contribution to state revenues.

07. Enabling women to fulfil their potential and affording them their full rights is essential for Egypt to be able to forge ahead in its development effort. Women are afforded absolute equal right in law. However, prevalence of stereotypical behaviours and socio-cultural attitudes of patriarchy hamper women from realising their full potential. Serious efforts are needed to induce cultural transformation in this respect. Creative ideas, such as certain measures of affirmative action and reserving a quota for women in representative/legislative bodies could be explored. In HDR 2005 Egypt ranked 77 out of 80 countries on the Gender Empowerment Measure with a GEM value of 0.274 where the percentage of women in decision-making was 9%; in technical and professional positions 31% and the ratio of estimated female to male earned income was 0.26. Women's economic participation is low, due to factors such as early marriage, high illiteracy and poor technical and vocational skills. Women's participation in politics is also very low. Only 1.9% of the seats in the People's Assembly are occupied by women (down from 4.3 % in 2000). Women's representation in local councils and in the Shura Council is equally low. Women participation in politics could be enhanced by the impending review of the election system, including the possible introduction of political party quotas and efforts to increase the presence of women in the power structures in political parties. Serious women rights challenges remain. For example, over 90% of married women have been subjected to female genital mutilation/cutting at early stages of their lives. Continuing government and UN efforts are contributing to a decreasing trend.

08. Population increase is presenting Egypt with major environmental dilemmas that are adding pressure on the country's natural carrying capacity and that if left unheeded can compromise future plans in economic growth, poverty reduction and social protection. Legal frameworks, institutional/human capacities and mechanisms for environmental management all need strengthening to stop the degradation of the country's natural resources and to mitigate possible damage. Large-scale urbanization eats into the limited fertile land and contributes to human congestion in the Nile Valley. Human encroachment and lack of public awareness regarding conservation erode Egypt's rich biological diversity. Furthermore, Egypt faces various forms of desertification and the degradation of both irrigated and rain-fed farmland. There is an ever-increasing gap between Egypt's limited water resources and escalating demand. The water quality of the Nile, irrigation canals and drains, particularly in Lower Egypt has deteriorated significantly. Proper means for management of solid wastes and wastewater for poor populations are seriously wanting. Published air quality data show that poor air quality prevails in major urban and industrial centres. The sustainability of energy sources from natural reserves and alternate sources is key to the realization of the country's socio-economic development program.

09. Decentralization features in the vision of EHDR 2005 as an essential means to provide the opportunity for increased people's participation and improve the effectiveness, efficiency and quality of delivery of social services, as well as encourage transparency and accountability. The EHDR 2004 helped put at the centre of the reform debate decentralisation as an element of good governance and public management of resources crucially linked with poverty reduction, and addressing geographic and social disparities in human development in Egypt. It highlighted how people-centred decentralisation employing participatory modes can be a tool for empowerment and inclusiveness of traditionally marginalised groups, especially women. The government has recognised decentralisation as a major policy tool for tackling poverty through improved service delivery –particularly in rural areas. Enhanced local capacities in planning and financial management and improved coordination of development assistance have been identified as important areas of decentralised reform.

10. Egypt is in a current state of political transition towards a more developed democratic system heralded by the introduction early in 2005 of a constitutional amendment allowing for direct multiple candidate presidential election. In alignment with the Millennium Declaration and the outcome document of the World Summit 2005, the new social contract of EHDR 2005 entails strengthening democratic processes and institutions to secure citizenship rights and to protect broader human rights. The government is currently considering constitutional reform that reinforces separation of powers, strengthens the oversight function of parliament, improves electoral accountability and secures human and social rights to all Egyptians. Additionally, institutional transformations are under debate to inject efficiency and accountability into political and social institutions and enhance the rule of law and access to justice. Two major challenges lead the debate: fighting corruption and modernising the judiciary. The new social contract also entails an active citizenry that has a culture of initiative, rights and freedom and that is enabled to participate more actively in public life and to organise in civil formations that can assume oversight roles to secure the outcomes of the contract. Currently a shortage of willingness to have full confidence in the political process and a general attitude of political apathy persist as evidenced by low voter turnout (around 24%) in the presidential and parliamentary elections of 2005.

## II. Past Cooperation and Lessons Learned

11. Through its work over the last two Country Cooperation Frameworks 1997-2001 and 2002-2006, UNDP Egypt made significant contributions to Egypt's development in the three core areas that are central to UNDP's mandate namely a) reducing human poverty; b) fostering democratic governance and c) managing energy and the environment for sustainable development. Work progressively grew towards focused and policy oriented cooperation enabling UNDP to consolidate its advocacy role to upstream policy advice in the current cycle. UNDP made the best use of its limited core resources in leveraging international experience in development drawing upon its global network through recruiting expertise and experience exchange as well as the use of national knowledge capacities for policy advice. The concomitant focus on setting up downstream pilot initiatives to concretely demonstrate potential results in specific policy areas successfully contributed to the development policy agenda in Egypt on such issues as decentralisation, microfinance, human rights, better representation of women in parliament, Female Genital Mutilation (FGM), child labour and girl's education. The effect has not been only on upstream policy but more importantly on the lives of people on the ground.

12. The Assessment of Development Results in 2003 highlighted three areas where UNDP Egypt has been especially effective. First, UNDP was able to propose innovative and seminal projects that respond to social needs not previously perceived fully. UNDP Egypt managed to "keep ahead of the development curve" and to induce demand for effective development solutions on such core issues as decentralisation in local development and developing a microfinance strategy. Secondly, UNDP played a pivotal convening role to mobilise partnership with donors, multilateral partners and other stakeholders around proposals to address such "sensitive" issues as human rights and FGM. Thirdly, UNDP maintained a special relationship and close partnership with government that allowed it to play a significant role in transforming and making several government institutions more effective as public agents of social change and human development. Examples include the Ministry of Communication and Information Technology (MCIT), and the National Councils for Childhood & Motherhood (NCCM), for Women (NCW) and for Human Rights (NCHR).

13. UNDP Egypt has been particularly successful in marrying sound development information with advocacy for concrete development results. Its particular use of the Human Development Reports, the MDG Country Reports and other studies sets a good example of bridging the knowledge-action gap. UNDP Egypt deals with the HDRs not only as advocacy tools to highlight cutting-edge issues in human development, but more as tools for policy agenda-setting and for development action planning on the ground. UNDP Egypt has made good use of the Arab and Global HDRs to advocate for local development causes. Sub-national HDRs of which 19 were produced enjoy national ownership and are used as a planning tool to achieve decentralization and to advocate for equitable distribution of resources. UNDP was also successful in demonstrating the use of social advertising as tool for broader advocacy in public awareness campaigning on issues such as child labour and women's political participation.

14. The Assessment of Development Results and a number of outcome and project evaluations completed during the cycle point to lessons learned that need to be incorporated in the coming cycle. One such lesson points to the need of going beyond limited capacity building activities (for staff) within institutions to address larger questions of accountabilities, regulatory frameworks, and legal constraints that may impede institutions to fulfil their mandates implying a shift from capacity building to capabilities enabling. Another alludes to the need for projects to capitalise more effectively on UNDP's global and regional knowledge networks for experience exchange and problem solving. Projects need to strengthen internal monitoring and evaluation functions as well as follow-up on impact to better demonstrate results in ways that are substantiated and comprehensible. An associated need is for projects to build their capacity to use tools of media networking, public information and strategic communication more effectively to communicate results to internal and external key audiences. Another set of lessons learned concern the need for greater emphasis on empowerment calling for greater community participation in projects, the engagement of civil society and private sector partners as well as mainstreaming gender in all stages of project design, implementation and evaluation.

15. The past cycle witnessed the highest volume of programme delivery ever (US\$177 million) and the year 2005 was the highest in programme delivery (US\$39 million) for any single year during UNDP operations in Egypt. This was achieved despite the fact that core resource funds have decreased over the last two cycles. The percentage of core resources has decreased from 52% in the cycle 1992-1996, to 4% in 2002-2006. However, high impact policy and building strategic partnerships around converging results aimed at advancing human development and reducing poverty enabled UNDP Egypt to diversify its non-core funding sources between government cost sharing, bilateral and multi lateral funding, with the former representing 72% of all non-core funding, which attests to the relevance of UNDP's policy impact and strategic guidance. This line is to continue through 2007-2011 where total core funding is estimated at almost US\$ 10 million while the overall estimated resource framework for the cycle comes close to US\$200 million.

16. Overall, UNDP Egypt is well positioned to move into the coming cycle and achieve greater strategic results for development in Egypt. The government fully appreciates UNDP's mandate; HDRs have established credibility and are regularly endorsed by relevant policy makers; and the quality of its policy advice earned UNDP the trust of key stakeholders in government, and among donors and multilateral partners, which should encourage greater courage in addressing sensitive development issues and facilitate resource mobilisation. UNDP's work on Corporate Social Responsibility initiatives in the past cycle was pioneering in engaging the private sector as a serious development partner with great potential that need to be fully explored in the next cycle.

### III. Proposed Programme

17. In line with the UNDAF, UNDP will make its overarching objective in the programming cycle 2007-2011 the realisation of the MDG-based vision espoused in the EHDR 2005 and the implementation of the MDGs Integrated Package of Services (IPS) framework. The social contract concept dovetails very well with the human rights-based analyses of the CCA upon which the UNDAF was conceived. The UNDP CP will take the structure of the UNDAF as its guiding blueprint. The three areas of priority identified in the UNDAF namely, reinforcing state capacities, strengthening human capabilities and enabling links of good governance will be the organising guidelines for grouping CP outcomes. Despite complete conceptual consistency between the UNDAF and the UNDP proposed programme, CP outcomes could not readily be segregated along the state and human capabilities model since most outcomes have a state capacity as well as human capability element. Functional alignment proved challenging due to a lack of symmetry between the UNDAF outcomes and the groupings of UNDP core results under specified service lines and MYFF goals to which the CP must abide in reporting. In many instances the UNDP intended outcome contributed to more than one UNDAF outcome.

18. CP Outcomes are aligned with UNDP goals and service lines spelled out in the MYFF 2004-2007. The three core corporate goals pertaining to 1) achieving the MDGs and reducing human poverty, 2) fostering democratic governance and 3) managing energy and the environment for sustainable development remain at the centre of UNDP Egypt's work. The CP also addresses UNDP goals pertaining to supporting crisis prevention and recovery and responding to HIV/AIDS from an advocacy and intervention readiness perspective. The CP also demonstrates commitment to incorporating women empowerment, strengthening the use of ICT for development and stronger engagement of civil society as cross cutting themes in all other outcomes. Additionally, individual outcomes are devoted to women empowerment and ICTD with specific results and projects. UNDP will work on building partnership with civil society in line with recommendations of the Cardoso report endorsed by the UNSG and benefiting from best practices from other UNDP offices (e.g. Brazil) of establishing a CSO Advisory Board to allow CSOs greater roles in influencing development policies.

#### UNDAF Priority Area I: Reinforcing State Capacities

19. Under this priority area the UNDAF intends to improve the performance and accountability of the State in programming, implementing and coordinating actions that reduce exclusion, vulnerabilities and gender disparities. This outcome responds to national priorities to improve the standard of living for citizens and upgrading services, and achieving a major boost to the national economy as articulated in the government's programme (2006). Guided by the analyses and proposals of EHDR 2005, UNDP will work with government to meet the challenge of delivering on a "new social contract" that reinvigorates the legitimacy of the welfare state through the provision of quality public goods and services that are better targeted in favour of equity and efficiency; and fulfils the rights of its citizens while effectively promoting economic growth, reducing poverty and achieving the MDGs and social justice. UNDP will support the government reform policies and its efforts towards better performance and accountability, will assist with the modernization of state institutions and strengthening institutional performance through Civil Service reform.

#### **Outcome 01: Improved national capacity to design, apply and monitor pro-poor policies while addressing geographical disparities.**

20. UNDP will continue to support the government in monitoring poverty and progress towards the MDG, and to stimulate policy debate on human development through the publication of HDRs at national sub-national levels, and periodic MDG Country Reports. UNDP will strengthen the gender sensitive qualitative and quantitative analysis in these reports to promote gender mainstreaming and will help build national capacity to monitor progress on women empowerment. UNDP will also support the national employment strategies that address unemployment taking into account the needs of disadvantaged groups, such as those directly affected by privatization, the long-term unemployed and women. UNDP will assist the government in implementing pro-poor policies with emphasis on reinvigorating the labour force, and balancing increased returns to labour with increased productivity in line with the MDGs Integrated Package Services. This includes supporting programmes for basic skills development targeting groups, such as women, youth and the disabled to facilitate their entry into the labour market and strengthen their capacities to overcome poverty, and strengthening social institutions and safety nets such as the Social Fund for Development. UNDP will work on developing within the formal financial sector elements that are responsive to MSMEs in line with the National Microfinance Strategy. It will also continue to promote innovative approaches such as Business Incubators and Integrated Business Support Centres, to promote entrepreneurship. Additionally, UNDP will support the government's effort to re-evaluate its policy of addressing poverty differentials through subsidy programmes offering international expertise to adopt an empowerment approach in line with the EHDR 2005 vision. This includes support to the Ministry of Social Solidarity in testing "poverty targeting models" involving NGOs in mapping, delivery and monitoring of efficient and equitable distribution of subsidised goods and services. UNDP will continue to support the government to increase its technical capacity to implement the Paris Declaration and to closely monitor donor assisted projects and to evaluate their impact to ensure better matching of government and donor priorities.

#### **Outcome 02: National strategies formulated, tested and implemented to facilitate increased access to information and foster use of ICT to achieve development goals.**

21. UNDP will continue to support the integration of ICT into national development programmes and increasing citizen access to information and connectivity while safeguarding against the formation of a digital divide along socio-economic lines. UNDP's collaboration with the Ministry of Communication and Information Technology (MCIT) will work on scaling-up successful models for using ICT in education, school administration, illiteracy eradication, availing development information and providing increased access to IT in rural and disadvantaged communities as well as e-learning and

providing ICT services to the SME sector. UNDP will support the e-government initiative intended to modernise ICT-enabled administrative systems for greater efficiency and efficacy as well as provide citizens with access to online governmental information and services. This effort will include employing ICT tools to provide access to information and encourage citizen's participation in local development planning. It also includes studying the possibilities of the establishment of a digital voting system. UNDP will also continue to support the creation of legal and regulatory frameworks to remove impediments facing the expansion of e-business as well as providing policy options for enhancing ICT industries.

**Outcome 03: Conflict prevention and peace-building approaches informed/factored in national development frameworks, and integrated programmes designed and implemented at national and local levels**

22. UNDP will assist the government in building national expertise for conflict prevention analysis and planning including early warning systems and crisis management as well as programmes implementing human security framework to poverty reduction. This will also be broadened to include integrating disaster-risk reduction in development planning as well as mine action. The latter will include supporting the Technical Secretariat for Mine Action which is to be set up by the Ministry of International Co-operation to update, coordinate and monitor the implementation of the National Plan for the Development of the Northwest Coast and Inland Desert (an area heavily mined since WWII) which was developed by the Ministry of Planning with UNDP support.

**UNDAF Priority Area II: Strengthening Human Capabilities**

23. The UNDAF presents three outcomes under this theme. The first addresses the reduction of unemployment and the elimination of the worst forms of child labour. The second focuses on reducing regional disparity in human development, including the gender gap and environmental sustainability. The third outcome calls for increasing women's participation in the workforce, political sphere and public life, and for the progressive fulfilment of their human rights. Together the three UNDAF outcomes respond to five –out of seven— national priorities spelled out in the government's programme (2006). The EHDR 2005 echoes identically all these priorities as essential ingredients for the success of the new social contract. UNDP will promote the formulation and adoption of decentralisation as a policy package for service delivery, empowerment of the citizenry and building local institutional capabilities. Additionally UNDP will continue to advocate for the empowerment of women to enable them to contribute to political, economic, and social development and attain their rights, and for the incorporation of sustainable management of the environment and natural resource into poverty reduction strategies, as well as empowering local government and communities to better manage biodiversity.

**Outcome 04: Decentralization policies formulated/reformed, adopted & implemented with improved capacity of institutions at the local level in participatory planning, resource management & service delivery**

24. UNDP will assist the government in formulating and implementing a comprehensive decentralization strategy, with concrete legal and procedural measures to delegate powers to local governments, going far beyond tentative, sector-specific deconcentration initiatives. UNDP will continue to support government efforts to transfer the socio-economic and physical planning processes from central to regional levels and to set up appropriate forums for the participation of the private sector and other stakeholders, including civil society, in development planning at the local level. "MISR" will be the pilot programme working in 10 governorates and 58 municipalities for a decentralized governance strategy empowering local communities. The aim of this effort is to enhance the capacity of local administration to minimize rural-urban disparities, gender disparities and particularly address the predicament of Upper Egypt improving regional and local development planning and service delivery nationwide. Equally important, UNDP will continue working on improving conditions in slum areas through pilot initiatives in Minya, Luxor, Ismaileya and Shoubra district in Cairo among others to demonstrate the efficacy of integrated and participatory slum upgrading models, which can contribute to reforming slum upgrading policies and building the capacity of government and civil society alike in participatory slum upgrading.

**Outcome 05: Women empowered to contribute to political, economic, and social change/development**

25. UNDP will continue its strong advocacy for women's role as active agents of social, economic and political change anchoring it in a platform of human rights and capitalising on AHDR 2006 focusing on this particular issue. UNDP will extend its support of the National Council for Women (NCW) and other women activist groups (NGOs and NGO coalitions) to strengthen consultative processes for developing national policies and plans that are more responsive to fulfilling the right of women. UNDP will continue to help explore the benefits of affirmative action measures to increase representation of women in national and local legislative and representative bodies. UNDP will work with relevant stakeholders towards the alignment of national laws with the CEDAW and the Beijing Platform for Action. In terms of downstream initiatives, UNDP will work on improving women's technical and vocational skills in line with labour market needs and requirements; support improving women's access to education and literacy services; and focus on improving women's political participation through training women candidates on political participation, election campaigning and leadership skills and by raising women's awareness of their political and voting rights to increase female voter turnout in elections. UNDP will render more support to women's movements and to working with the media for awareness raising on the issues above

**Outcome 06: Sustainable management of environment and natural resource incorporated into poverty reduction strategies/ key national development frameworks and sector strategies**

26. UNDP will continue working at the upstream level by assisting in developing national environmental management policies and strategies, that should help in establishing new legislation and enforcement and monitoring mechanisms. Priority areas in this regard are, water and wastewater management, pollution reduction, and improved energy efficiency. UNDP will work on demonstrating and transferring environmentally sound technologies for sustainable development; on

assisting efforts to improve the institutional capacity to enforce environmental laws and to comply with international environmental agreements; and increasing citizens' awareness of those agreements including the United Nations Framework Convention on Climate Change, Conventions on Biodiversity and International Waters, Montreal Protocol and others. In the field of climate change, UNDP will promote renewable energy technologies, efficient lighting systems and energy conservation techniques as well as Clean Development Mechanism (CDM) activities. For International Waters, UNDP will support the protection of groundwater and international surface waters from pollution as well as demonstrate low cost techniques for wastewater treatment. In support of all of these initiatives for better environmental management, UNDP will continue to play a convening and coordinating role to foster partnerships among bilateral development assistance institutions, civil society organizations, private sector and research institutions in Egypt and to facilitate access to funding from international agencies and international funding mechanisms such as GEF and others.

**Outcome 07: Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides**

27. In Biodiversity, UNDP will promote the conservation and sustainable use of medicinal plants and implementation of management plans in protected areas. UNDP will also support the engagement of NGOs and local communities in small scale environmental projects to empower and give ownership to communities in the management of their own natural resources. UNDP will continue to manage implementation of the Egyptian-Italian Cooperation Programme (EIECP) which aims to strengthen government capacities for planning and implementation of appropriate measures for the conservation and rehabilitation of natural, cultural and man-made environments; enhancing current strategies and ways to protect and expand the natural resources base and reinforcing the role of the Egyptian Environmental Affairs Agency and its partner institutions for the protection and promotion of the environment

**UNDAF Priority Area III: Enabling links of democratic governance**

28. The UNDAF calls for strengthening democratic institutions and practices, and expanding a culture of human rights through active citizenship. The government's programme (2006) presents the development of the political and legislative environment as a major national priority. EHDR 2005 rests on political empowerment at its crux and envisions transforming the relationship between the state and its citizens whereby the state guarantees its citizens, as part of the new social contract, all their basic social, economic, political rights and freedoms. It also calls for a cultural and behavioural transformation through education such that the values of participation, entrepreneurship, innovation and transparency can prevail. Encouraged by the efforts for democratisation opened in 2005 with the amendment of the constitution, UNDP will work with government in implementing a human rights based approach to development policies and plans, impart human rights education to law enforcement personnel and the media; enhance access to justice and modernise the judicial system, develop parliamentary performance and protect the rights of special groups including girls facing FGM/C, people living with HIV/AIDS and children forced into the labour market by the adverse economic conditions of their families.

**Outcome 08: Human rights/security promoted and protected**

29. UNDP will continue to support government efforts as well as human rights organizations to enhance access to information, understanding and attitudinal change regarding human rights among government officials and society at large through incorporating human rights curricula in the training for judges, prosecutors, police, NGOs, and media personnel. UNDP will support government to achieve the effective implementation of the international instruments ratified by Egypt as well as harmonizing Egyptian legislation with international human rights standards through direct institutional support to the National Council for Human Rights and the Human Rights Office of the Public Prosecutor as well as civil society human rights organizations. UNDP will also work on supporting the modernization of judicial sector with a specific emphasis on improving the efficiency of court administration and case management procedures at the national level to enhance access to justice as well as supporting the efforts of CSOs involved in providing legal assistance to poor citizens. UNDP will also focus on two pilot courts in provinces where poverty has been analyzed as hindering the population's access to justice in order to achieve a more responsive and accessible legal system. UNDP will continue working towards reducing the practice Female Genital Mutilation/Cutting (FGM/C) in collaboration with other UN agencies, various donors and national stakeholders, and will expand the outreach and awareness programme to more villages in Egypt, and support the removal of the loophole in the Ministry of Health decree criminalizing FGM. In HIV/AIDS, UNDP will support awareness raising activities and outreach programs to support and reduce the stigma and discrimination against people living with HIV/AIDS and vulnerable groups by building the capacity of the civil society AIDS network, established in the last cycle. Moreover, to ensure that children from poor families are afforded their full rights—especially to development and education—UNDP will join other UN agencies in addressing the issue of child labour and ensuring that national child labour laws are in place and being enforced while providing poor families with income-generating alternatives.

**Outcome 09: Democratic institutions and practices are strengthened and a culture of rights through active citizenship is promoted.**

30. UNDP will support national initiatives that involve strengthening legal and institutional frameworks for democracy involving strengthening the capacity of the Egyptian Parliament; enhancing the effectiveness of the legislative procedures; training new MPs in their roles as legislators; strengthening parliamentary policy dialogue and knowledge management; strengthening relations between members of national and local assemblies and their constituencies; promoting opinion survey mechanisms and supporting the study of viability and possibility of introducing "digital elections" in 2010 as well as the introducing innovative mechanisms to solve continuous defects in current voter registration systems and to increase public participation of the citizens. Furthermore, UNDP will work on supporting the Government in implementing the UN

Convention against Corruption to which Egypt is signatory and will work with the Government and Parliament in their anti-corruption joint activities, action plan and strategy, as well as reforming the procedures and regulations to guarantee transparency and access to information. A special emphasis will be put on developing the capacity of the governmental authorities concerned with the fight against corruption. The above initiatives will concomitantly be supported through working with democratic focussed NGOs in assisting, monitoring and spreading a culture of democracy within Egypt. Additionally, UNDP will support the three national coordinating councils addressing issues of women (NCW), children (NCCM) and human rights (NCHR) to strengthen their capacity to effectively fulfil their mandates. UNDP will particularly support NCCM in developing an integrated action plan on childhood and motherhood to be incorporated into the National Development Plan. In terms of civil society empowerment, UNDP will support key coordinating institutions of civil society (networks, coalitions and federations) to make them more representative and effective in supporting NGOs and advocating NGO rights in Egypt.

#### **IV. Programme Management, Monitoring and Evaluation**

31. UNDP will support efforts of capacity building in national institutions towards implementation of the Harmonization and Simplification guidelines of the Paris Declaration and will encourage programme and basket funding approach. The national ownership of the CP priorities and the coincidence of targets—including the MDGs—augur very well for great synergy of work with national authorities and increase the possibilities of co-financing. UNDP will deliver its programme for the 2007-2011 cycle in partnership with the government of Egypt, the UN Country Team, the donor community, national institutions, civil society organizations including academic institutions, think tanks and research centres, women's organizations, youth organizations and the media. The CO will capitalise on opportunities for collaboration with regional programmes to support the CP outcomes, particularly with POGAR, ICTDAR, HARPAS, Capacity 2015 and the new programme on trade as well as the SURF-AS.

32. UNDP will continue to use NEX as its main modality for programme implementation. Selecting the Egypt Country Office as a pilot for applying the newly introduced ERP system ATLAS, did not spare the office from initial growing pains. As a result, several streamlining and restructuring exercises have been undertaken aiming at better reaping the benefits of ATLAS. A revised work process structure enhanced the capacity of the office to perform at high levels of management effectiveness and enabled it to manage such a high level delivery volume. Further adjustments are on-going to ensure efficiency and simplification of project delivery and reporting during the next cycle

33. UNDP will apply the harmonized programming approach of the Results Management Guidelines (RMG) to plan, execute and monitor projects in order to improve accountability, consistency & effectiveness in the managing UNDP projects. Application will focus on better definitions of roles & responsibilities and the introduction of improved monitoring tools to support quality management, regular reviews of progress against plans, and improved reporting mechanisms. Two main changes are envisaged. First, Annual Work Plans will be used as the main tool for project management. The AWP will be attached by reference to the CPAP and signed by UNDP and the implementing partners, as minimum requirements for a project document. Secondly, an "Outcome Board" comprising representatives from UNDP, government, implementing partner, and beneficiaries will be created for each outcome to oversee the realization of expected results, provide advice/decisions regarding coordination of the portfolio of projects under that outcome, and document lessons learned. This board will, similar to the LPAC, serve to appraise projects and make recommendation for approval of the AWP within the programme component. To support implementation of the RMG, the CO will formulate a project for one year to conduct a series of training events to equip staff with the proper knowledge and capacity to follow the RMG. This will be monitored through the individual learning plans in the learning management systems.

34. Work done by the UN Coordination Unit belonging to the Resident Coordinator's office is considered a best practice, not only owing to the efforts of its capable staff but also because of its valid functional set up. The CCA and UNDAF processes were most effective in fostering joint planning and harmonisation. Current joint programming experiences in girl's education, FGM/C and HIV/AIDS show positive results. In the spirit of UN harmonisation, the RC and UNDP will continue to mobilise resources for joint programmes irrespective of which agency will be lead implementation as in the case of child labour. Moreover, the on-going coordination mechanism established among major members of the Development Assistance Group in Egypt will further be enhanced. Through this mechanism UNDP will continue to play its convening role, bringing the group together to discuss issues of common concern.

35. The CO has worked very deliberately over the past few years to enhance the understanding of and compliance with the requirements of programme planning, monitoring and evaluation within the Results Based Management (RBM) framework stipulated by UNDP. Adopting and operating within an RBM culture in the office has been a steady process. The framework has also successfully been used to train national counterparts. In fact, the strategy the CO adopted in 2005 to build the capacity of project staff in government implementing agencies has proved successful and has improved the quality of programme management within an RBM framework. This approach will continue throughout the next cycle particularly with the plans to introduce the changed implied in the new result management tool kit and its stipulated project management certification and with emphasis on monitoring and evaluating impact achieved at the outcome level rather than at the project level. UNDP will partner with Project Evaluation & Macro economic Analysis unit (PEMA) in the Ministry of International Cooperation to monitor and evaluate the impact of this CP throughout the cycle.

Annex: Results and Resources Framework for UNDP Egypt (2007-2011)

MYFF Goal & SL	UNDP Outcomes & Indicators	UNDP Outputs	Key output indicators	Resources by type of Fund (\$)
<b>UNDAF Outcome 1: By 2011 State's performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities are improved.</b>				
<b>UNDAF Outcome 2: By 2011 Unemployment and Underemployment are reduced and worst forms of child labour are eliminated</b>				
<i>Goal 1: Achieving the MDGs and reducing Human Poverty</i>	1) Improved national capacity to design, apply and monitor pro-poor policies with addressing geographical disparities. <i>Outcome Indicators:</i> a- Annual National Development Plans inc. detailed budgets for HD; b- # of gov. implementing 5 years development plans inc. specific budgets for vulnerable groups; c- MDG 3 <sup>RD</sup> Country Report adequately reflects progress against targets (national and sub-national).	1- National capacity to monitor poverty and status of vulnerable groups improved (including from a gender perspective) and an integrated monitoring and mapping system for MDGs developed and institutionalized 2- National ownership of MDGs plan as presented in the 2005 EHDR ensured and reflected in the National Development Plan 2007-2011, and the vision programmes for Egypt's future presented in the EHDR gradually implemented 3- Government capacity to coordinate donor support, including between Ministries and national councils, strengthened 4- Integrated M/SMEs Financial and non financial services developed in a sustainable manner 5- Regulatory environment including policy mechanisms facilitating the development of M/SMEs and addressing employment improved 6- Poor and marginalized groups' access to finance and assets facilitated to enable them to start up income-generating activities 7- Poverty reduction strategies and programming implemented and targeting and distribution of social services improved and new financial products developed 8- Technical capacity of government in delivering social contract enhanced	A) # of NHDRs and GHDRs produced (Baseline: 19 reports) <i>Target:</i> 8 reports B) NGOs development programmes/projects are aligned with MDGs. C) Updated and detailed lists of donor activity in Egypt available to government D) % of sustainability of IBSCs achieved E) # of new IBSCs established. F) # of borrowers, G) # of financial products MFS percentage of growth in outstanding portfolio G) Social Contract unit set up in PM office	<b>Regular:</b> US\$2,713,000 <b>Other:</b> US\$ 31,718,000 <b>Total:</b> US\$34,431,000
<b>UNDAF Outcome 1: By 2011 State's performance and accountability in programming, implementing and coordinating actions, especially those that reduce exclusion, vulnerabilities and gender disparities are improved.</b>				
<i>Goal 2: Achieving the MDGs and reducing Human Poverty</i>	2) National strategies formulated, tested and implemented to facilitate increased access and foster use of ICT to achieve development goals. <i>Outcome Indicators:</i> a- # of new strategies developed; b- # pilot ICT projects/initiatives implemented	1- The organization and the procedures of the Egyptian Post enhanced providing efficient financial and postal services to the public 2- Governmental and non-governmental organizations increasingly using ICT for development 3- Electoral laws and mechanisms that enable free, fair and transparent elections at all levels, including a digital voting system, are in place 4- Access to electronic services and e-governance achieved	A) # of new services introduced by Egypt POST B) # & type of ICT 4 development tools used by the government and civil society. C) E-voting system established and operational Updated and computerized voter registration lists D) # of e-services available to citizens E) # of users of government e-services	<b>Regular:</b> US\$1,050,000 <b>Other:</b> US\$29,000,000 <b>Total:</b> US\$ 30,050,000
<i>Goal 4: Crisis prevention and recovery</i>	3) Conflict prevention and peace-building approaches factored into national development frameworks. <i>Outcome Indicators:</i> a- Conflict prevention is placed on the government's national agenda; b- National mine action manag't and technical expertise in place and address mine social/economic threats	1- Mine action programming addressed as an integral component of development plans in the North West Coastal Zone 2- Providing technical assistance to government in the fields of conflict assessment, peace and conflict impact assessment and early warning etc;	A) The North West Coastal Zone Action Plan is updated and implementation of first phase is in progress B) Conflict prevention is a national priority on the government's agenda	<b>Regular:</b> US\$200,000 <b>Other:</b> US\$5,000,000 <b>Total:</b> US\$5,200,000
<b>UNDAF Outcome 3: Regional Human Development Disparities are reduced, Including Reducing the Gender Gap, and Environmental Sustainability Improved</b>				
<i>Goal 2: Fostering Democratic Governance</i>	4) Decentralization policies formulated/reformed, adopted and implemented with improved capacity of institutions at the local level in participatory planning, resource management and service delivery. <i>Outcome Indicators:</i> a- No. of cities/villages with regulated participatory urban/rural plans; b- No. of slums and their inhabitants; c- Upgrade in provision of basic services delivered at village and Markaz level; d- Policies formulated supporting transfer of powers and decision making to lower levels	1- Local and national capacity strengthened to regulate integrated and participatory city and village strategic plans 2- Capacity of sub-national institutions for strategic planning, service delivery, budgeting, implementation, monitoring and evaluation improved in line with the decentralization process 3- Support to policy development for decentralization and strategies tested in relevant communities in Upper Egypt 4- Integrated and inclusive national slum upgrading policy and strategy developed, including tenure security 5- Integrated and participatory slum upgrading pilot projects implemented in Upper Egypt	A) # of Development Plans developed at the Markaz and village level, lead by the local popular councils, applying community participation and reflecting a better match of community needs. B) Decentralized financial and procurement system identified and relevant staff at governorate, Markaz and village level trained on its application. C) Network of 7 regional physical planning centers is operational D) % of urban population living in urban areas is decreased	<b>Regular:</b> US\$2,809,000 <b>Other :</b> US\$23,408,000 <b>Total:</b> US\$26,217,000
<i>Goal 3: Energy and Environment for Sustainable Development</i>	5) Sustainable Management of environment and natural resource incorporated into poverty reduction strategies/key national development frameworks and sector strategies. <i>Outcome Indicators:</i> a- CO2 emissions per capita; b- GDP per unit of energy use; c- Consumption of ozone-depleting chlorofluorocarbons; d-	1- National capacity to enforce environmental laws improved 2- NGOs and local communities' engagement in small scale environmental projects supported 3- Capacity to comply with international environmental agreements is built and awareness increased 4- Access to cleaner energy services and low - emissions technology including	A) Environment Law modified, B) No. of NGOs supported by UNDP , C) Submit National Communication Reports to UNFCCC D) Spread of Bio-energy technology in Egypt. E) # of energy efficiency project implemented,	<b>Regular :</b> US\$ 71,000 <b>Other :</b> US\$ 52,700,000 <b>Total :</b> US\$ 52,771,000

	Cultivated land (% of land area); e- Total electricity consumption (billions of kw /hour); f- Per capita share of fresh water	renewable energy, energy efficiency and/or advance fossil fuel technologies promoted 5- Local Governments empowered to advance conservation and sustainable use of natural resources and pollution reduction 6- Enhanced capacity of government to integrate sustainable development and environmental and natural resources management into national development frameworks and sector strategies	F) No. of Engineered Wetlands in Egypt, G) No of high quality bus operators in Cairo	
<i>Goal 3: Energy and Environment for Sustainable Development</i>	6) Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides; <i>Outcome Indicators:</i> a-No. of NGOs operating in environmental issues Land area protected to maintain biological diversity; b- A Nature Conservation Authority is established.	1- Nature conservation sector supported to manage and develop wild resources enhanced. 2- NGOs and local communities' engagement in small scale environmental projects supported	A) Nature Conservation and environmental policies/strategies integrated within national development planning B) No of NGOs supported by UNDP	<b>Regular:</b> <b>US\$71,000</b> <b>Other:</b> <b>US\$16,450,000</b> <b>Total:</b> <b>US\$16,521,000</b>
<b>Intended UNDAF Outcome 4: By 2011, women's participation in the workforce, political sphere and in public life is increased and all their human rights are increasingly fulfilled</b>				
<i>Goal 2: Fostering Democratic Governance</i>	7) Women empowered to contribute to political, economic, and social change/development. <i>Outcome Indicators:</i> a- The Constitution includes paragraph ensuring the reservation of seats to women in Parliament; b- Seats in Parliament/shura council held by women c- # of laws initiated by women parliamentarians d- % of women that present as candidates for national elections; e- Female/male gaps in the literacy rate (15+):	1- Pilot demonstration of technical and vocational facilities that are responsive to market needs 2- Girls' and women's access to education and literacy services improved Women's participation in elections as voters and nominees is increased	A)Vocational training centers are responsive to the local labour market skill requirements B) Literacy CD is widely disseminated C) Women participation as nominees increased by 100% in parliamentary elections D) Contribution of women MPs in parliamentary sessions and in specialized committees	<b>Regular:</b> <b>US\$ 445,000</b> <b>Other:</b> <b>US\$ 5,050,000</b> <b>Total:</b> <b>US\$ 5,495,000</b>
<b>UNDAF Outcome 5: By 2011, democratic institutions and practices are firmly established and a culture of human rights through active citizenship is prevalent</b>				
<i>Goal 2: Fostering Democratic Governance</i>	8) Human rights/security promoted and protected <i>Outcome Indicators:</i> a- The loophole in the MoHP decree 261/1996 criminalizing FGM removed; b- Individual observers and civil society organizations are legally permitted to observe elections; c- National elections are reported as transparent and free by local independent observers; d- Number of ENNAA member NGOs carrying out HIV/AIDS awareness raising activities and/or outreach programs with selected vulnerable group(s) for a duration of a year or more	1- The capacity of human rights practitioners strengthened including support to the National Council of Human Rights and the Public Prosecution 2- FGM practice is increasingly reduced 3- Capacity of civil society to plan, implement and monitor HIV/AIDS programmes and address HIV/AIDS issues through media and other public fora strengthened 4- National child labour laws and strategies in place and adopted providing poor families with income-generating alternatives 5- Institutional and human resources capacity of the judicial sector increased and court operations enhanced targeting the poor and involving civil society 6- Government and NGOs supported to provide quality youth- friendly services and accurate information on youth within a human rights context	A)# of human rights trainings to civil society/ media B)# of state/independent newspapers/news agencies reporting independently on elections C)# of cases prosecuted by Human Rights Office of the Public Prosecutor D)# of villages declaring themselves FGM free E)# of AIDS NGO members that actively coordinate activities, # of events addressing HIV/AIDS F)# child labor free town per year G)# of modern case management tools introduced in courts H)# of effective campaigns conducted per year	<b>Regular:</b> <b>US\$ 600,000</b> <b>Other:</b> <b>US\$ 13,230,000</b> <b>Total:</b> <b>US\$ 13,830,000</b>
<i>Goal 2: Fostering Democratic Governance</i>	9) Democratic institutions and practices are strengthened and a culture of human rights through active citizenship is promoted. <i>Outcome Indicators:</i> a- Number of pro-improvement and updating changes in laws made by government based on parliamentary debates; b- No. of public hearings related to laws; c- Coordinated anti-corruption strategy adopted by all anti-corruption bodies	1- Strengthened policy dialogue and knowledge management in parliament 2- Anti-corruption action plan and institution in place and enhanced including supporting the Government and implementing the convention against corruption 3- Institutional capacity of the national councils in planning, coordinating and monitoring strengthened 4- Institutional capacity of the NGOs strengthened through working with NGO networks	A) Specialized committees portal is operational B) # of MPs participating in retreats and addresses by prominent international figures C) Anti-Corruption strategy and action plan developed. D) Integrated Action Plan related with childhood and motherhood issues developed and reflected in the 5 year National Development Plan 2007-2011 E) Resource mobilized amongst donors to support the implementation of the 5 year NPA that will integrate the partnership fund established by the government	<b>Regular:</b> <b>US\$930,000</b> <b>Other:</b> <b>US\$4,680,000</b> <b>Total:</b> <b>US\$5,610,000</b>
Budget Totals				<b>Total Regular:</b> <b>US\$8,889,000</b> <b>Total Other:</b> <b>US\$181,236,000</b> <b>Grand Total:</b> <b>US\$190,125,000</b>