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“Enabling Livelihoods, Nutrition and Food Security”

Full Evaluation Report

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Evaluation Management

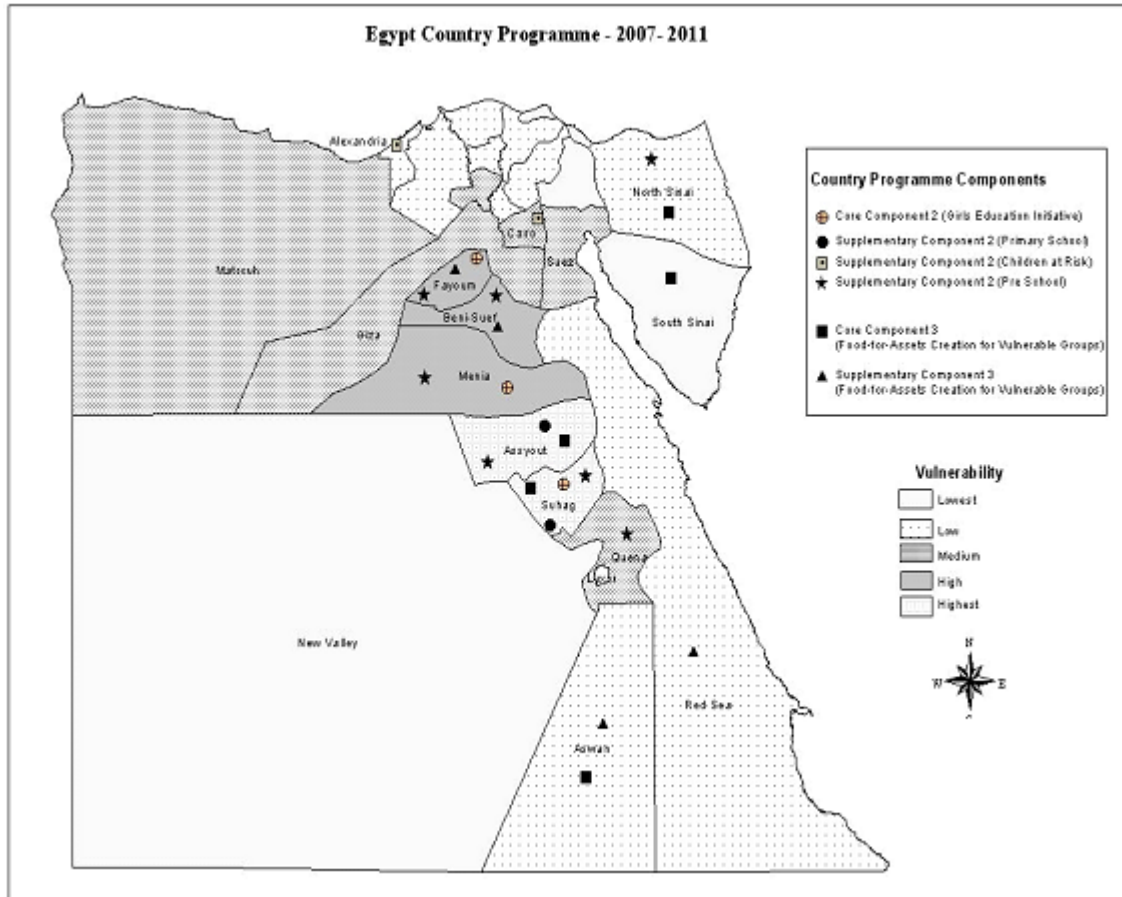
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Table of Contents

Executive Summary	i
Overall Assessment	ix
Key lessons for the future.....	x
Recommendations	xi
1. Background	1
A. Context	1
B. Description of the operation	2
C. Evaluation Features	6
2. Findings.....	8
A. Operation design: relevance and appropriateness	8
B. Outputs Implementation Processes Elements of Efficiency	16
C. Results	26
D. Cross-Cutting Issues.....	32
3. Conclusions and Recommendations.....	35
A. Overall Assessment.....	35
B. Key Issues for the Future	38
C. Recommendations	39
Annexes.....	41
Annex 1 TORs	41
Annex 2 Bibliography	57
Annex 3 List of persons met and places visited.....	61
Annex 3 Methodology/Evaluation Matrix	65
Acronyms	70

Map



Executive Summary

Background

1. Egypt ranks 123rd out of 182 countries in the Human Development Index. In terms of life expectancy, adult literacy, combined primary, secondary and tertiary gross enrolment and GDP per capita Egypt is ranked 94th, 100th, 69th and 111th, respectively. In terms of the United Nations Development Programme (UNDP) human poverty index for developing countries, Egypt is ranked 82nd out of 134 countries for which the index has been calculated. In Egypt 7.2 per cent of people are not expected to survive to age of 40, the adult illiteracy rate is 33.6 per cent, 2 per cent of people are without access to an improved water source and 6 per cent of children under age five are under weight for their age.

2. Egypt, a food deficit country, imports nearly fifty per cent of its grain requirements. This amounts to an annual import of approximately 12 million metric tons of wheat and coarse grains to help feed a population of more than 80 million people. The percentage of the population living below a poverty line of US\$2.00 per person per day is estimated at 18.4 per cent. On the basis of 2000 data, it is estimated that about 12 per cent of the population consumes less than the minimum daily requirement of calories.

3. To protect the food consumption of its citizens, Egypt has operated a large food subsidy programme since World War II. This programme is credited with providing the population with affordable food staples and helping to reduce malnutrition. However, in the past a number of studies have suggested that this programme is expensive to operate and poorly targeted to the poor.

4. As a major food importer, Egypt was adversely affected by the world food price crisis of 2007-08. To mitigate the impact of this crisis on consumers, the Government in 2008 expanded the food subsidy system by increasing the number of ration card holders and adding additional items to the ration system. The food subsidy system now includes subsidized baladi bread (82 per cent extraction), which is available to all Egyptians, and four subsidized food goods (rice, tea, sugar and oil) which are available to Egyptians through a ration card system. In 2008 the total cost of this food subsidy system was estimated at LE 21.4 billion. This represents more than a 500 per cent increase in the cost of Egyptian food subsidies since 1997.

5. In Egypt poverty and food insecurity vary substantially by geographic region. The governorates in Upper Egypt are the worse-off: rural Upper Egypt has the highest rate of poverty (34.2 per cent), the lowest rate of primary school enrolment (83 per cent), and the highest child mortality (46 per 1000 in 2001). Inadequate food consumption, compounded by poor hygiene, disease and poor dietary habits, has led to a high level of malnutrition among children in Upper Egypt.

6. The remote Bedouin communities in Sinai and the Southern part of the Red Sea are also among the poorest in Egypt. Traditionally, Bedouins have practiced very limited agriculture in combination with nomadic herding. However, both these livelihoods are now threatened by climatic changes, erratic weather patterns and new border restrictions. Bedouins living in these desert areas are therefore increasingly faced with scanty resources. Only 23.8 per cent of Bedouin school-aged children are enrolled in school, which is the lowest rate in Egypt.

7. Since Egypt has a large population living on a limited agricultural land base, land reclamation (reclaiming desert land) has long been a Government priority. By increasing the size of the cultivatable land base in Egypt, the Government hopes to create more jobs in agriculture, decrease rural-to-urban migration and (most importantly) reduce the country's large dependence on foreign food imports.

8. With respect to WFP, the current Egypt Country Programme (CP) 10450.0 is the only WFP operation ongoing in Egypt and it follows a number of earlier country programmes. WFP has had operations since 1963. According to the current CP project document, WFP foresees a smooth phase-out of WFP food-based activities by the end of the CP in 2011 and the accommodation of any further food assistance under the strengthened Government of Egypt food-based safety net programmes.

Findings

9. Egypt is a lower middle-income country with large numbers of poor and food insecure people. To meet the needs of these people, the WFP CP provided technical assistance to build government capacity in the areas of food subsidy and food security analysis. The CP also mounted several food assistance programmes to meet the needs of the population living in the poorest areas of the country (Upper Egypt). These food assistance programmes include Food for Education (FFE) and Food-for-Assets (FFA).

10. In the area of capacity building, the Government requested WFP assistance to review its food subsidy system. WFP work in this area, which has been done with assistance from the Dutch Trust Fund, has taken two directions. First, in October 2008 WFP produced the authoritative report, "Vulnerability Analysis and Review of the Food Subsidy System in Egypt". This report examined ways to reform the targeting and effectiveness of Egyptian food subsidies. Second, in July 2007 WFP began capacity-building assistance to the Ministry of Social Solidarity. Since 2007 WFP has established an advisory unit within that Ministry to identify ways to reform Egyptian food subsidies. Both of these activities are relevant to country needs.

11. The CP has several programmes designed to meet the needs of the poor and food insecure in Upper Egypt. The first, and largest, programme is the FFE programme, which provides in-school feeding (fortified date biscuits) and

take-home rations (mainly rice) to children in various primary level schools. These schools include Girls Education Initiative (GEI) schools run by the National Council for Childhood and Motherhood (NCCM) in Fayoum, Beni Suef, Minya and Asyut governorates and the United Nations International Children's Emergency Fund (UNICEF) supported one-room community schools in Asyut and Sohag governorates. Since all of these schools are located in poorer rural villages in Upper Egypt, the FFE programme seems to be appropriately targeted to the poor.

12. WFP assistance under the FFE programme is specifically designed to reduce gender disparity in education. The share of girls in total enrolment in the WFP-supported GEI schools is over 90 per cent, as one would expect in these 'girl-friendly' schools. The proportion of girls in the UNICEF-supported community schools is about 60 per cent.

13. WFP also participates in the Early Childhood Education Enhancement Project (ECEEP) which is a school feeding programme for pre-school children in Upper Egypt. While this programme currently includes schools in both urban and rural areas, feedback from teachers during the evaluation team's field visits indicated that perhaps this programme should just be focused on rural areas. In urban Upper Egypt many pre-school children come to school with sandwiches from home and this means that the WFP biscuits are not always fully appreciated.

14. In addition to FFE, WFP operates a Combating Child Labour Project (CCLP) in the Upper Egyptian governorates of Beni Suef, Asyut and Sohag. Funded by the US Department of Labour, this CCLP programme is designed to prevent child labour by providing in-school feeding (fortified date biscuits) and take-home rations (mainly rice) to schools and apprenticeship programmes for children ages 6-16.

15. Since it tries to tackle the national problem of child labour in Egypt, the CCLP project seems highly relevant to Government objectives, as stated in the *National Strategy for the Elimination of Child Labour*. Child labour is currently widespread in Egypt, with estimates suggesting that between 7 per cent and 21 per cent of children from ages 6 to 14 are engaged in child labour.

16. WFP also operates a FFA programme in Upper Egypt and in Sinai and the Red Sea. This programme, which provides food inputs (rice or wheat flour, plus dates) for a two-year period, targets landless farmers and smallholders in rural Upper Egypt (Asyut, Sohag, Minya and Aswan governorates), and poor Bedouin communities in the Sinai and Red Sea governorates. These food inputs seem relevant to meeting the needs of the poor, especially since they are complemented by a set of non-food inputs (housing, infrastructure, schools) from the Government.

17. In the High Dam Lake area in Aswan governorate, the FFA programme targets landless farmers who are in the process of reclaiming desert land. Since land reclamation is such an important Government priority in Egypt, these FFA activities seem needed. WFP efforts to provide food inputs to farmers reclaiming desert land also seem timely, as current climate change forecasts project continuing losses of fertile agricultural land in the northern delta areas of Egypt.

18. In the area of internal coherence, the CP includes several activities relating to nutrition and Food for Education (FFE). In nutrition, CP activities focus on flour fortification, nutrition analysis and capacity-building in the area of nutrition and micronutrient analysis. In FFE, CP activities focus on delivering food to school-age children in targeted schools in Upper Egypt. All of these activities are internally coherent and consistent with WFP strategic objectives

19. In nutrition, WFP support for flour fortification efforts in Egypt is particularly important. Anemia is a major public health problem in Egypt, and flour fortification – adding iron and folic acid to baladi wheat flour – is part of the national strategy to address this issue. During the time period of this CP WFP played a key role in implementing flour fortification in Egypt.

20. In the area of external coherence, WFP is well equipped to target food rations to school-age children in Upper Egypt. WFP also aims to “build” Egyptian national capacities in the area of nutrition. The team is concerned that efforts to “build capacity” in the National Nutrition Institute (NNI) might be inconsistent with the activities of other UN organizations. In the past, nutrition has traditionally been the domain of UNICEF, WHO and FAO. For this reason, the team believes that it is important for WHO – rather than WFP – to take the lead in building nutritional capacity in Egypt. In a Memorandum of Understanding negotiated between NNI, WHO, UNICEF and WFP in 2009 (adopted in December) the collaboration agreement clearly defines the roles of each agency, with that of WFP focusing on food fortification issues.

21. In the area of project design, the team found it difficult to evaluate the link between project design and project outputs because several of the outcome indicators were too vague and imprecise to offer much assistance. For example, according to the revised log frame, the CP aims at “the provision of capacity-building assistance to the NNI”. The output indicators for this capacity-building assistance are “the number of NNI staff trained” and “the number of reports produced” in line with WFP corporate indicators. However, these indicators in themselves are insufficient to demonstrate that capacities have been built.

22. The FFA activities in Upper Egypt, the Sinai and Red Sea as well as FFE activities were generally relevant, providing appropriate and needed food support to primary-age children, poor farmers and their families. However, some other aspects of the CP seem less appropriate, in particular the reform

of food subsidies, which requires political will more than technical advice, and the composition of flour fortification, where it is not clear if the appropriate micronutrient was used in fortification in addition to the iron fortification of bread.

23. In the past, there have been a number of efforts by various international organizations – such as the International Food Policy Research Institute (IFPRI) in the 1990s – to reform the Egyptian food subsidy system by providing technical support to the Ministry of Social Solidarity. Unfortunately, these efforts have resulted in few (if any) significant reforms in either the targeting or the administration of the food subsidy system. According to interviewed people from various institutions in Cairo, reforming the food subsidy system seems to be more of a political – than a technical - issue in Egypt, and it is not clear if WFP (or any other international institution, as WFP is not alone in these efforts) has anything new to add in this area.

24. With respect to flour fortification, it is not clear if the appropriate micronutrient was used in fortification in addition to the iron fortification of bread. While WHO recommends including both iron and folic acid in flour fortification, neither the CP nor the Global Alliance for Improved Nutrition (GAIN) project provide any justification for including folic acid in flour fortification. When the current flour fortification project was designed there was no national prevalence data in Egypt suggesting that folic acid deficiency was actually a problem. While folic acid is an important micronutrient, it is still not clear whether this is the most appropriate micronutrient to address in Egypt.

25. In the area of outputs, the evaluation team found that the level of published outputs in the CP was poor. For example, WFP assistance to the Ministries of Planning and Local Development and of Social Solidarity did not result in any published outputs. With respect to more traditional output measures, the team found it difficult to compare planned and actual food deliveries in the FFE programme. Also, within both the FFE and FFA programmes, delays and reduced funding have decreased the level of food inputs to beneficiaries.

26. In FFE, several issues make it difficult to quantitatively compare planned and actual food beneficiaries and deliveries. These issues include: (a) activities have varied according to the availability of funding, thereby making original plans and targets obsolete; (b) the deletion of milk from the in-school food ration in July 2008 created a discontinuity in tonnage figures; and (c) CCLP and ECEEP commodity and beneficiary figures were not included in the original CP document.

27. In FFE, the original RAM allocation only called for a planned total of 19,560 beneficiaries for 2007-08. However, the Country Office (CO) has been quite effective at raising funds from private sources to expand the number of FFE beneficiaries. Under the expanded programme mode using additional

funds, the number of planned beneficiaries reached 323,460 beneficiaries. Moreover, during this period of time the number of actual beneficiaries reached was 311,402, or about 96.3 per cent of the total planned.

28. However, food delivery amounts in FFE did not expand as quickly as the number of beneficiaries. Under the expanded programme mode, for the same 2007-08 total period food delivery was 8,104 metric tons, while the actual number of metric tons(mt) delivered was only 2,553 or about 31.5 per cent of total planned delivery. It is difficult to explain why actual food deliveries were only about one-third of those planned. One reason might be the discontinuities in data; another reason might be the deletion of milk from the school feeding ration in 2008. Delays in funding are another possible reason, which contributed to the gaps in food delivery.

29. Throughout the period of this evaluation, the implementation of FFE activities has been adversely affected by delays and reductions in funding. These funding problems have been caused by delays in the transfer of RAM allocations and in the finalization of the Italian Debt Swap Phase 2 funding. As a result of these delays, WFP was only able to provide in-school food rations for 100 out of 150 planned days to children in ECEEP pre-schools and CCLP schools.

30. In all FFA sites, delays and reductions in funding have also reduced the level of food inputs to beneficiaries. Monthly food rations have been reduced from five goods to rice or wheat flour, plus dates, and even these goods have not always been delivered on time. In the High Dam Lake area WFP provided only about 30 per cent of the food rations that were listed in the WFP agreement with the Ministry of Agriculture and Land Reclamation (MALR).

31. In the area of targeting efficiency, the evaluation team found that results have been mixed. On the one hand, there has been no improvement in the targeting of the food subsidy system. However, on the other hand, both the FFE and FFA programmes seem to have been efficient in reaching their intended beneficiaries. In FFE, the targeting of food inputs to the GEI schools is effective, with about 90 per cent of beneficiaries being girls. In FFA, field visits by the evaluation team suggest that most beneficiaries belong to the target groups of landless and rural poor.

32. Since the publication of the 2008 WFP Report "Vulnerability Analysis and Review of the Food Subsidy", the Government has made no substantive changes in the targeting of its food subsidy system. The vast majority of Egyptian households (83 per cent) still buy subsidized baladi bread and about 80 per cent of Egyptian households still have a ration card. These figures mean that food subsidies are still not targeted to the poor.

33. For FFA, field visits to the Sinai and the High Dam Lake Area suggest that most FFA beneficiaries belong to the target groups of landless and rural poor. In North Sinai communities were selected based on vulnerability assessment

mapping (VAM) data, while individuals were chosen by the Ministry of Housing in cooperation with community organizations and their leaders.

34. In the area of procurement, WFP's management of the purchasing and quality control of foodstuffs for its FFE and FFA programmes appears to be satisfactory. All foodstuffs are purchased in-country. All consumable items go through a number of WFP and Government of Egypt quality controls at the national and governorate levels.

35. The evaluation team did not examine logistics issues in detail, partly because no major issues were identified. Losses in the pipeline have been reported by the CO as below the acceptable level of 1 per cent.

36. In the area of Monitoring and Evaluation (M&E), WFP's FFE and FFA activities cover a wide range of different elements and the evaluation team found it difficult to establish a clear overview of the CO's M&E efforts. This appears to be partly caused by the way CO activities have expanded, making the original CP document largely historical in nature.

37. There also seems to have been something of a disjuncture in institutional memory during 2008, with changes in senior staff, including the FFE programme manager and the country Director. While staff rotation is an institutional feature in WFP, these changes in senior staff complicated efforts by the team to establish a clear overview of M&E activities over the period of this evaluation.

38. In the area of internal institutional arrangements, the CO appears to have limited in-house expertise in the areas of nutrition and poverty/vulnerability analysis. It is noted that the need for a fulltime nutritionist was recognized by the CO and corrective action was taken in recruiting a national expert in nutrition in March 2009. This is a problem when WFP attempts to "build capacity" at local Government institutions, like NNI or Ministry of Social Solidarity.

39. Since there has been limited nutrition expertise in the CO in the past, little effort has been made to upgrade the capacity of NNI. Similarly, without a poverty or vulnerability specialist on its full-time staff, the CO is forced to rely on a series of outside consultants in its work on food subsidy reform with the Ministry of Social Solidarity. This makes it difficult to ensure high quality work and a sustained focus on key policy issues.

40. In the area of partnerships, WFP has formed close and effective working partnerships with a wide range of internal and external partners. In the area of nutrition, WFP has worked closely with a number of institutions (NNI, the Ministry of Social Solidarity and GAIN) to achieve flour fortification in Egypt. In its FFE activities, WFP has formed an effective partnership with the Ministry of Education, in particular with the National School Feeding Programme (NSFP) and ECEEP units within this ministry. In its FFE work,

WFP has also worked closely with local Non-Governmental Organizations (NGOs) and Community Development Associations in each governorate. In its work on the CCLP, WFP has worked well with a number of UN agencies, including UNICEF and the International Labour Office (ILO).

41. In working to implement flour fortification, WFP formed especially effective partnerships with three key institutions: NNI, Ministry of Social Solidarity and GAIN. NNI helped to legitimize the flour fortification effort in the country, help to perfection and implement the Egyptian national programme, and GAIN provided crucial start-up funding.

42. The evaluation team also found that WFP's management of the CCLP project represented an especially effective example of partnership. This programme is a very collaborative one, requiring the working together of several UN agencies: WFP, UNICEF and ILO. For this reason, this project seems like a fine example of the UN Delivering as One.

43. On the issue of effectiveness, EFP efforts have been mixed. On the one hand, FFA food inputs seem to have been effective in improving livelihoods by encouraging poor farmers to learn new agricultural skills. Also, WFP efforts in the area of flour fortification played a leading role in helping to reduce micronutrient deficiencies in Egypt. However, on the other hand, efforts to strengthen Government capacity in the areas of nutrition analysis and food subsidy reform have yielded few, if any, concrete results.

44. In the FFA programme, WFP food inputs have provided an impetus for poor farmers to learn new skills and to improve their livelihoods. Specifically, FFA beneficiaries have received training in new agricultural techniques (drip and sprinkle irrigation, and organic farming supported by The Centre for Bio-Organic Agricultural Services [CBAS]) and income generation skills.

45. WFP played a key and leading role in implementing the flour fortification programme in Egypt. This was a considerable achievement, given the failure of earlier attempts in this area. At present, the flour fortification programme has been successfully implemented in 25 of the 29 governorates in Egypt; only the governorates around Cairo remain to be done.

46. The successful implementation of the flour fortification programme seems to have created a favourable momentum towards other Government efforts aimed at reducing malnutrition in Egypt. For example, the 2008 National Food and Nutrition Policy and Strategy document was recently endorsed by the Egyptian Cabinet. The favourable momentum towards nutrition is likely to benefit future WFP nutrition-related initiatives in the areas of oil and rice fortification, and school de-worming.

47. However, WFP efforts to build capacity in the areas of nutrition and food subsidy reform have not been effective. WFP technical assistance to the Ministry of Planning and Local Development ended without any published

outputs, and current WFP assistance to the Ministry of Social Solidarity has yet to yield any outputs. The only written and substantive WFP contribution to the effort to reform food subsidies – the WFP review of October 2008 – was written by consultants outside of the Government and so had no impact on efforts to build the capacity of Government institutions.

48. On the issue of impact, WFP activities in this CP have been largely effective, with one exception. The exception pertains to WFP efforts to reform Egyptian food subsidies, where little has been accomplished. However, WFP programmes in the areas of nutrition and education seem to have strengthened Government capacity to reduce food insecurity and malnutrition in Egypt. For example, the flour fortification programme has been a success and has increased the commitment of the Ministries of Social Solidarity and Education to undertake additional initiatives aimed at reducing malnutrition. Similarly, the FFA programme has increased the commitment of MALR and the Ministry of Housing to pursue programmes designed to reduce food insecurity in Upper Egypt and the Sinai.

49. The sustainability of WFP activities seems mixed. On the one hand, the sustainability of the food fortification and FFE activities is assured because the Government is committed to continuing both programmes. On the other hand, efforts to strengthen Government capacity in the areas of food subsidy reform and food security analysis are unlikely to be sustained.

50. With regards to the FFA activities, in the Sinai some members of the evaluation team are concerned that the creation of assets might not be sustainable in their own right. Also, in the High Dam Lake area, there is some concern because of the remoteness of projects and the small numbers of beneficiaries enrolled so far.

Overall Assessment

51. WFP activities in this CP are relevant and consistent with beneficiary and country needs and WFP priorities. Since the Government operates a large food subsidy programme, WFP efforts to build Government capacity to reform this programme are relevant. Since anemia is a major health problem in Egypt, WFP support for flour fortification efforts also seems appropriate. Since problems of poverty and food insecurity are concentrated in Upper Egypt, FFE and FFA support to school-aged children and poor and landless farmers are quite useful.

52. The efficiency of WFP efforts appear to be mixed. In its efforts to build capacity at Government institutions like the ministries of Planning and Local Development and Social Solidarity and NNI, WFP has accomplished little. At the same time, the implementation of FFE and FFA has been adversely affected by funding delays. However, WFP management of food purchasing, supply and quality control has been efficient, as has its management of the complex and multi-faceted CCLP programme.

53. The effectiveness of WFP activities in this CP has been mixed. In the area of food subsidy reform, WFP efforts have not been effective. For FFE, the evaluation team found data suggesting that this programme does reduce gender disparity in education. In FFA activities in the High Dam Lake area, the evaluation team is concerned about the cost-effectiveness of Government-supervised land reclamation activities.

54. The impact of WFP activities on Government capacity to reduce food insecurity and malnutrition has been positive, with only one exception. The exception pertains to WFP efforts to reform Egyptian food subsidies, where little has been accomplished. However, in the areas of nutrition and education, WFP programmes seem to have strengthened Government capacity to act. For example, the flour fortification programme has helped the Government to reduce micronutrient deficiencies and FFA has helped to reduce food insecurity in Upper Egypt and Sinai.

55. The sustainability of WFP activities in this CP seems to be quite mixed. On the one hand, efforts to strengthen Government capacity in the areas of food subsidy reform and food security analysis are unlikely to be sustained. On the other hand, the sustainability of the food fortification and FFE activities seems assured because the Government is committed to these programmes. However, there is some concern about the sustainability of FFA activities in the High Dam Lake area and, for some members of the evaluation team, in the Sinai as well.

Key lessons for the future

56. One of the key lessons for the future is that it is very difficult to build capacity in the Government in Egypt to reform safety nets and to improve nutritional analysis. The problem seems to be that either the Government lacks the political will to reform (food subsidies) or that WFP lacks the technical expertise to help improve the analytical capacity of key institutions (nutrition). One of the key questions is therefore: How might it be possible for WFP to really make progress in building Government capacity in Egypt?.

57. Closely related to the above is that fact that when WFP is able to get Government backing and support for its initiatives, then the likelihood of programme success is much higher. The best example of this is the flour fortification programme. Once WFP got this flour fortification effort approved by NNI, and accepted by the Ministry of Social Solidarity, then this was well on the road to successful implementation in the country at large.

58. Another key lesson concerns the way in which funding delays can adversely affect WFP programmes. In the case of this CP, one of the best-designed activities is the FFE programme, specifically, its support for GEI (girl-friendly) and UNICEF-supported community schools in Upper Egypt. These FFE projects attempt to reduce gender disparity and improve school

attendance in some of the poorest areas of Egypt. However, throughout this CP these FFE programmes have been undermined by funding delays which have delayed the provision of food inputs (fortified date biscuits and rice) to school children. In the future some means needs to be found to reduce or eliminate these delays.

59. The final lesson relates to the preceding. In the future what can, or should be, WFP's role in private sector fundraising in Egypt? In view of the diminishing resources for development work in middle-income countries, should other WFP COs be encouraged to follow the Egyptian example of mobilizing private sector funding for implementing CPs? In the case of Egypt, most FFE work has been implemented with the help of private sector funding. Does this represent the way of the future for WFP offices in middle-income countries?

Recommendations

60. The evaluation team recommends that the WFP CO maintain its new, full-time nutritionist position in order to strengthen its in-house technical expertise in nutrition. This is needed so that the CO can improve its effectiveness in building capacity in national institutions (like the NNI) as well as upgrade its ability to pursue future initiatives in the areas of nutrition.

61. The team recommends that the WFP CO hire a full-time expert or consultant in vulnerability, poverty or food security analysis in order to strengthen its ability to provide technical assistance to the Government in these areas. At present, the WFP CO has no in-house technical expertise in these fields.

62. If the WFP CO is unable to hire a full-time expert in vulnerability, poverty or food security analysis, the evaluation team recommends that the CO should reconsider its present involvement in the effort to reform Egyptian food subsidies. Without an in-house expert in these areas, it is unlikely that WFP will make any headway in its efforts to reform food subsidies, especially given the very "political" nature of this reform effort.

63. With respect to flour fortification, the team recommends that the effectiveness of ferro-sulphate as a compound for iron fortification should be evaluated. This assessment will show if the current fortification effort has significantly increased the iron status of baladi bread consumers. In addition, before the flour fortification programme is handed over to the Government, the team recommends that an assessment be made to determine whether there is a continued justification for the inclusion of folic acid as a fortificant. Folic acid may not have been the most urgent micronutrient deficiency to address.

64. In the FFE programme, the evaluation team recommends that WFP should find ways to minimize disruptions to the food supply pipeline in order

to ensure that children receive their full food rations (fortified date biscuits and rice) for the whole school year. This recommendation includes finding ways of building a stable stream of private sector donations.

65. In the ECEEP project, the team recommends that in- school feeding to pre-school classes in urban areas in Upper Egypt should be reviewed, particularly with respect to targeting.

66. The CCLP project appears to be making steady progress in reaching its target. However, given the scale of the problem being tackled, the team believes that there are strong reasons to consider extending this programme for four more years. In particular, effective strategies for tackling child labour in agriculture need more work by the Government, since child labour on small farms is not yet covered in the Egyptian Labour Code.

67. The evaluation team recommends that FFA support for land reclamation activities in the High Dam Lake area should be re-evaluated. Specifically, the team is concerned about the cost-effectiveness of Government-supervised land reclamation activities in the High Dam Lake area. A new, comprehensive national study is currently underway to compare Government vs. private-sector approaches in land reclamation. The results of this new study may suggest that it would be useful for WFP to re-orient its FFA support for land reclamation activities to those undertaken by the private sector. For example, it might be possible for WFP to extend FFA support to poor agricultural labourers working in private sector land reclamation projects.

1. Background

A. Context

1. Egypt ranks 123rd out of 182 countries in the Human Development Index. In terms of life expectancy, adult literacy, combined primary, secondary and tertiary gross enrolment and GDP per capita Egypt is ranked 94th, 100th, 69th and 111th, respectively. In terms of the United Nations Development Programme (UNDP) human poverty index for developing countries, Egypt is ranked 82nd out of 134 countries for which the index has been calculated. In Egypt 7.2 per cent of people are not expected to survive to age of 40, the adult illiteracy rate is 33.6 per cent, 2 per cent of people are without access to an improved water source and 6 per cent of children under age five are under weight for their age.

2. Egypt, a food deficit country, imports nearly fifty per cent of its grain requirements. This amounts to an annual import of approximately 12 million metric tons of wheat and coarse grains to help feed a population of more than 80 million people.¹ The percentage of the Egyptian population living below a poverty line of US\$2.00 per person per day is estimated at 18.4 per cent.² On the basis of 2000 data, it is estimated that about 12 per cent of the Egyptian population consumes less than the minimum daily requirement of calories.³

3. To protect the food consumption of its citizens, Egypt has operated a large food subsidy programme since World War II. This programme is credited with providing the population with affordable food staples and helping to reduce malnutrition.⁴ However, in the past a number of studies have suggested that this programme is expensive to operate and poorly targeted to the poor.⁵

4. As a major food importer, Egypt was adversely affected by the world food price crisis of 2007-08. To mitigate the impact of this crisis on consumers, the Government in 2008 expanded the food subsidy system by increasing the number of ration card holders and adding additional items to the ration system. The food subsidy system now includes subsidized baladi bread (82 per cent extraction), which is available to all, and four subsidized food (rice, tea, sugar and oil) which are available to Egyptians through a ration card system. In 2008 the total cost of this food subsidy system was estimated at LE 21.4 billion, of which the bread subsidy costs LE 16 billion (75 per cent) and the ration card system costs LE 5.4 billion (25 per cent).⁶ This represents

¹ FAO, Food Outlook No. 1, April 2005

² Ibid, Table I.

³ N. Edirisinghe and M. El-Ganainy, Estimation of Caloric Consumption Using the 1997 Egypt Integrated Household Survey (EIHHS), June 2000.

⁴ World Bank, Arab Republic of Egypt Social Welfare Study, 1995.

⁵ See, for example, the 2001 IFPRI study (Akhter, et al, 2001).

⁶ World Food Program, "Update on Food Subsidies," October 2009.

more than a 500 per cent increase in the costs of Egyptian food subsidies since 1997.

5. In Egypt poverty and food insecurity vary substantially by geographic region. The governorates in Upper Egypt are the worse-off: rural Upper Egypt has the highest rate of poverty (34.2 per cent), the lowest rate of primary school enrolment (83 per cent), and the highest child mortality (46 per 1000 in 2001).⁷ Inadequate food consumption, compounded by poor hygiene, disease and poor dietary habits, has led to high level of malnutrition among children in Upper Egypt.

6. The remote Bedouin communities in Sinai and the Southern part of the Red Sea are also among the poorest in Egypt. Traditionally, Bedouins have practiced very limited agriculture in combination with nomadic herding. However, both of these sources of livelihood are now threatened by climatic changes, erratic weather patterns and new border restrictions limiting the free movement of the Bedouin. Bedouins living in these desert areas are therefore increasingly faced with scanty resources. Only 23.8 per cent of Bedouin school-aged children are enrolled in school, which is the lowest rate of school enrolment in Egypt.

7. Since Egypt has a large population living on a limited agricultural land base,⁸ land reclamation (reclaiming desert land) has long been a Government priority in Egypt. By increasing the size of the cultivatable land base in Egypt, the Government hopes to create more jobs in agriculture, decrease rural-to-urban migration and (most importantly) reduce the country's large dependence on foreign food imports.

8. With respect to WFP, the current Egypt CP 1045.0 is the only WFP operation ongoing in Egypt and it follows a number of earlier CPs. WFP has had operations in Egypt since 1963. In the current CP project document, WFP foresees a smooth phase-out of WFP food-based activities by the end of the CP in 2011 and the accommodation of any further food assistance under the strengthened Government of Egypt food-based safety net programmes.

B. Description of the operation

9. The overall aim of the CP is to strengthen Government capacity to reduce poverty, food insecurity and malnutrition in Egypt. The stated planned outcomes of the CP are as follows:

- Improved livelihoods for vulnerable communities through empowerment and physical and human assets creation (WFP Strategic Objective 2)⁹;

⁷ Egypt Interim Demographic and Health Survey (EDHS), 2003.

⁸ In Egypt about 95 per cent of the population lives on less than 6 per cent of the total land base.

⁹ The strategic objectives articulated in the project document are linked to WFP Strategic Plan (2006-2009).

- Reduced levels of micronutrient deficiencies, especially of iron and folic acid, through food fortification (WFP Strategic Objective 3);
- Reduced gender disparity in access to education, and increased access to pre-school education (WFP Strategic Objective 4);
- Improved capacity of children to concentrate and assimilate information, through the short-term relief of hunger (WFP Strategic Objective 4);
- Strengthened Government capacity to reform safety net programmes, launch national nutrition strategies and prepare for and respond to emergencies, through updated food security and vulnerability information and training (WFP Strategic Objective 5).

10. The latest CP planned to assist 80,150 beneficiaries during the period January 2007 to January 2009 through the provision of 20,904 metric tons of food at a total WFP cost of US\$7.98 million. The Executive Board also approved WFP's strategy for an expanded CP for a total of US\$44.1 million, considering ongoing reform efforts by the Government of Egypt and the urgent need to improve Government food-assisted development activities. The budget plan for the CP indicates that Component 1 will not be funded through WFP multilateral funding. The additional funding up to US\$44.1 million would allow WFP to reach up to 396,000 beneficiaries with direct food support. As of 23 May 2009, the CP had total funding of US\$ 32.4 million.

11. Subsequent to the approval of the CP, there have been nine separate budget revisions.¹⁰ Most of these budget revisions were requested in order to accommodate new locally mobilized resources under the CP strategy of an expanded CP, as approved by the Executive Board subject to resource availability.

12. The CP comprises the following "core" activities or components:

- a. Supporting reform through capacity-building (component 1, WFP Strategic Objective 5)¹¹ in the following areas:
 - Food security analysis and monitoring;
 - Analysis, management and targeting of the food subsidy programme;
 - Support to the national school feeding programme;
 - Assessment, analysis and dissemination of nutrition data;
 - Upgrading of flour mills and comprehensive national micronutrient strategy.
- b. Food for education: supporting equitable access and quality learning (component 2, WFP Strategic Objective 4) through:
 - In-school feeding;
 - Take-home rations.

¹⁰ For details on these budget revisions, see the TOR in Annex A.

¹¹ Technically speaking, Component 1 cannot be considered a "core activity" as it is funded entirely from additional or supplementary funding beyond the US\$7.98 million total WFP cost approved by the EB.

- c. Support to vulnerable groups through assets creation (component 3, WFP Strategic Objective 2).

13. The results and resources matrix (logic model) presented as Annex II in the CP project document summarize the various outcomes and outputs expected together with the associated performance indicators and assumptions and risks.

14. The logic model includes four United Nations Development Programme (UNDAF)-level planned outcomes. Other planned outcomes are organized and presented according to the CP component to which they belong and also indicate the relevant WFP Strategic Objective. There are three planned outcomes under Component One, three planned outcomes under Component Two and one planned outcome under Component Three.

15. During the preparatory mission by the evaluation manager, it was agreed between the evaluation manager and the CO to revise the project logical framework in order to ensure that it would serve as a useful guidance tool to the evaluation team and still reflect the logic of the operation at the time of the CP approval.¹² The following changes were agreed:

- UNDAF-level outcomes will not be explicitly assessed under effectiveness;
- The planned outcome related to micronutrient deficiencies has been reformulated in terms of 'strengthening Government capacity to address micronutrient deficiency issues' under WFP Strategic Objective 5 and will not be considered as an activity under WFP Strategic Objective 3;
- The outcome indicator related to increased capacity of national school feeding has been reformulated to focus on the targeting of the Government of Egypt resources according to vulnerability criteria since the original indicator could not be measured;
- One of the output indicators related to the provision of capacity-building assistance to the Ministry of Education has been removed since it measures an outcome and has been included as an outcome indicator.

16. The key internal and external stakeholders at the country level, presented according to their involvement with the three components of the CP, with key technical areas supported by WFP indicated in parentheses for Component 1, are as follows:

¹² It is understood and acknowledged that the Egypt CO has recently devoted considerable time and effort to re-align the original project logical framework to the new strategic results framework under the WFP Strategic Plan 2008-2011. To the extent necessary to assess the relevance or appropriateness of the ongoing CP, the evaluation team may examine the evolution of the priorities and objectives of the CP according to changes in the environment; however, the evaluation will not be concerned with assessing the success or appropriateness of the realignment exercise or the new logical framework per se.

Component 1

- Ministry of Planning and Local Development (food security analysis and monitoring unit)¹³;
- Ministry of Social Solidarity, World Bank, UNDP, FAO (food subsidy programme and flour fortification systems);
- Ministry of Education (national school feeding programme);
- National Nutrition Institute, Ministry of Health, UNICEF, WHO¹⁴ (national nutrition surveillance system);
- Ministry of Social Solidarity, National Nutrition Institute, Ministry of Health, UNICEF, WHO, Global Alliance for Improved Nutrition and Micronutrient Initiative (national micronutrient strategy).

Component 2

- National Council for Child and Motherhood (coordinating partner);
- UNICEF, ILO;
- Ministry of Education.
 - Early Childhood Education Enhancement Project (main implementing partner);
 - Basic Education Department;
 - School Feeding Service.
- Ministry of Agriculture and Land Reclamation
 - Upper Egypt School Feeding Project
- Local NGOs¹⁵
- Association for Community Development and Improving the Status of Women and Children (Sohag);
- Bena (Minya);
- Asyut Businesswomen Association and Terre des Hommes (Asyut); Muslim Youth Association (Fayoum);
- el Wafaa Wel Amal and The Coptic Evangelical Organization for Social Services (Beni Suef).
- World Bank and CIDA (Early Childhood Education Enhancement Project).

Component 3

- Ministry of Agriculture and Land Reclamation;
- Ministry of Housing and New Communities;

¹³ WFP technical assistance to this ministry – now called the Ministry of Economic Development – was completed in mid-2008.

¹⁴ WHO is taking the lead in nutritional surveillance rather than WFP.

¹⁵ It is only Component 2 that involves local NGO partners.

- German Agency for Technical Cooperation;
- UNDP, IFAD, ILO, FAO.

Non-Component Specific

- Ministry of International Cooperation (overall coordination and support);
- Ministry of Foreign Affairs (protocol and representational matters).

C Evaluation Features

17. The objective of the evaluation is two-fold:

- The first objective is to determine the degree to which stated project objectives are likely to be achieved and to assess the manner in which these objectives are being achieved, in order to be accountable for aid expenditures to stakeholders;
- The second objective is to draw lessons from the current operation in order to make recommendations, if and as necessary, that may increase the likelihood that objectives will be achieved; recommendations may contribute to a reorientation of the current CP and/or improved performance in the next phase of the Egypt CP.

18. The evaluation covers all three components of the CP, with a particular focus on component 1 (and capacity building).

19. Component one involves the provision of substantial technical support in five different areas, involving several different ministries and therefore capacity building is a key focus for this evaluation. Within component one, the reform of the Government of Egypt's food-based safety net programme is a natural focus of the evaluation, given the fact that if and when WFP eventually phases out its food-based activities in Egypt, any future need for food assistance will be accommodated under the Government's food-based safety net programmes.

20. In terms of temporal scope, the evaluation focuses on the 30-month period from January 2007 to June 2009.

21. In terms of geographic scope, the evaluation distinguishes between component one, which involves no field activities, and components two and three, which involve implementation of food-for-education (FFE) and food-for-assets creation (FFA) activities in different parts of the country. Activities under Component 2 (FFE) are concentrated in the following governorates: Fayoum, Beni Suef, Minya, Asyut and Sohag. Activities under Component 3 are being implemented in Upper Egypt (Fayoum, Asyut and Sohag governorates), the High Dam Lake area (Aswan governorate), North and South Sinai and the Red Sea (Bedouin) area.

22. Possible constraints facing the evaluation include the problem of accurately measuring the effectiveness of “capacity building” in Components 1 and 2. For example, as mentioned above, several of the outcome indicators for “capacity-building” under Components 1 and 2 are too vague to offer much assistance in evaluation. While Component 1 aims at “the provision of capacity-building assistance to the NNI”, the output indicators for this intervention only cite “the number of NNI staff trained” and “the number of reports produced”, and it is not clear if these outputs provide any real proof of “increased capacity”.

23. In accordance with international evaluation standards, including those of UNEG, the evaluation assesses WFP performance against stated project objectives in terms of the standard evaluation criteria of relevance/appropriateness, effectiveness, efficiency, impact and sustainability/connectedness.

24. In addition to the standard evaluation criteria, the evaluation team gave the following issues particular consideration as they relate to the Egypt CP:

- The role of WFP in “building capacity” in Government ministries and institutions (under WFP Strategic Objective 5);
- The role of WFP in supporting Government’s reform of its food subsidy programme;
- Targeting issues related to the Government’s food subsidy programme;
- Availability of WFP expertise to provide support in the various technical areas (especially nutrition) under Component 1 (capacity building);
- The role of WFP in supporting the Government flour fortification efforts;
- The role of WFP in designing and implementing school feeding programmes in Egypt;
- The role and relevance of WFP food-for-assets programmes in Egypt;
- The role of the Egypt CP as a possible model for school feeding and food-for-assets operations in the region, in terms of its approach and/or type of engagement in a middle-income country.

25. The overall approach for the evaluation is a mixed method approach. The evaluation used a range of data collection methods such as structured document review, key informant interviews and focus group discussions and a combination of qualitative and quantitative analysis, as appropriate.

26. For its field activities, the evaluation team visited a selection of sites connected with components two and three of the project. For Component 2 the evaluation team visited food-for-education and combating child labour sites in the governorates of Beni Suef, Minya and Asyut. In these areas the team interviewed a selection of Government officials, school teachers and beneficiaries. Focus group sessions were also held in these areas, with separate sessions for students in girl-friendly schools and for teachers in all schools. For Component 3 the evaluation team visited a selection of food-for-assets creation activities in the High Dam Lake area (Aswan governorate)

and North Sinai (Bedouin area). In these areas the team interviewed a selection of Government officials and beneficiaries. Focus group sessions were held with beneficiaries and non-beneficiaries.

27. The main sources of information for the evaluation include the written documents listed in the bibliography in Annex B.

28. Key internal stakeholders were consulted and interviewed at the country level, including the various Government ministries involved in the CP (Ministry of Agriculture and Land Reclamation, Ministry of Planning and Local Development, Ministry of Social Solidarity, Ministry of Education, Ministry of Social Security, Ministry of Health, Ministry of Housing and New Communities, National Nutrition Institute, National Council for Childhood and Motherhood). In each of these ministries key officials, analysts and programme coordinators were interviewed using a structured interview process. Responses from these interviews were triangulated and checked for consistency and accuracy.

29. Key external stakeholders were also consulted and interviewed at the country level, including World Bank, FAO, WHO, UNICEF, UNDP, ILO and IFAD. In each of these organizations key officials, analysts and programme coordinators were interviewed using a structured interview process. Responses from these interviews were triangulated and checked for consistency and accuracy.

30. During its evaluation the team systematically followed an Evaluation Quality Assurance System (EQAS). The EQAS system is based on the UNEG norms and standards and the good practice of the international evaluation community (ALNAP and OECD-DAC). This system sets out process maps with built-in steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the Terms of Reference (TOR).

31. The evaluation team took steps to ensure a systematic check on the accuracy, consistency and validity of collected data and information. The evaluation team was responsible for verifying the sources of information and for ensuring the internal consistency of data presented in the final evaluation report.

2. Findings

A. Operation design: relevance and appropriateness

(i) Needs and Targeting

32. Egypt is a lower middle-income country with large numbers of poor and food insecure people. To meet the needs of these people, the CP provided capacity-building assistance to Government institutions in the areas of food

security and food subsidy analysis. The CP also mounted several food assistance programmes to meet the needs of the population living in the poorest areas of the country (Upper Egypt). These food assistance programmes include food-for-education (FFE) and food-for-assets (FFA).

33. To improve food security analysis and monitoring, the CP provided (until mid-2008) capacity-building assistance to the Egyptian Ministry of Planning and Local Development (MOPLD).¹⁶ Specifically, the CP provided technical support to the Food Security Analysis and Monitoring Unit (FSAMU) in the Ministry. Until mid-2008, an expert was embedded within the FSAMU to improve the ability of this unit to collect, monitor and analyze primary and secondary data on food security issues.

34. Since the Egyptian food subsidy system is so expensive to operate,¹⁷ the Government requested WFP to initiate a review of this system. WFP work in this area, which has been done with assistance from the Dutch Trust Fund, has taken two directions. First, in October 2008 WFP produced the authoritative report, "Vulnerability Analysis and Review of the Food Subsidy System Egypt." This report examined ways to improve the targeting and effectiveness of Egyptian food subsidies and produced recommendations similar to the IFPRI study of 2001 (*Akhter et al, 2001*). Second, in July 2007 WFP began capacity- building assistance to the Ministry of Social Solidarity to identify ways to reform food subsidies. Since 2007 WFP has established an advisory unit within the Ministry to identify new ways to reform Egyptian food subsidies. Both of these activities are relevant to country needs.

35. The CP has several programmes designed to meet the needs of the poor and food insecure in Upper Egypt. The first, and largest, programme is the FFE programme, which provides in-school feeding (usually fortified date biscuits) and take-home rations (mainly rice) to children in various primary level schools. These schools include Girls Education Initiative (GEI) schools run by NCCM in Fayoum, Beni Suef, Minya and Asyut governorates and the UNICEF-supported one-room community schools in Asyut and Sohag governorates.¹⁸ Since all of these schools are located in poorer rural villages in Upper Egypt, the FFE programme seems to be appropriately targeted to the poor.

36. WFP assistance under the FFE programme is specifically designed to "reduce gender disparity" by encouraging girls to attend school. The share of girls in total enrolment in the WFP-supported GEI schools is over 90 per cent,

¹⁶ This ministry is now called the Ministry of Economic Development.

¹⁷ In 2008 the food subsidy system accounted for about 1.8 per cent of GDP in Egypt.

¹⁸ Created in 2002 the GEI has established more than 1076 girl-friendly schools in the remote areas of seven governorates, six of which are in Upper Egypt. The Community Schools initiative was launched by the Ministry of Education in partnership with UNICEF in 1992 in Upper Egypt (in the governorates of Asyut, Sohag and Qena) to provide access to education in sparsely populated, rural areas with small numbers of school age children. Community schools offer multi-grade classes to pupils of different ages and ability at the primary education level, with a special focus on girls. To date, 227 community schools have been established.

as one would expect in these 'girl-friendly' schools. The proportion of girls in the UNICEF-supported community schools is about 60 per cent.¹⁹

37. WFP also participates in the Early Childhood Education Enhancement Project (ECEEP), which is a school feeding programme for pre-school children in Upper Egypt.²⁰ While this programme currently includes schools in both urban and rural areas, feedback from teachers during the evaluation team's field visits indicated that perhaps this programme should just be focused on rural areas. In urban Upper Egypt many pre-school children come to school with sandwiches from home and this means that the WFP biscuits are not always fully appreciated or eaten. In this context, nutrition education appears to be the priority, given the evidence of 'junk' food consumption that the team witnessed around the schools. There is no special focus on girl enrolment in this ECEEP programme and the share of girls receiving WFP assistance is about 50 per cent.²¹

38. In addition to FFE, WFP operates a Combating Child Labour Project (CCLP) in the Upper Egyptian governorates of Beni Suef, Asyut and Sohag. Funded by the US Department of Labour,²² this CCLP programme is designed to prevent child labour by providing in-school feeding (fortified date biscuits) and take-home rations (mainly rice) to schools and apprenticeship programmes for children ages 6-16. The targeting of schools included in the CCLP programme is based on the 2007 Rapid Assessment and includes primary formal schools, GEI schools and apprenticeship schools.²³ Again based on the Rapid Assessment, the targeted ratio of boys to girls is 1:1.²⁴ The 2009 CCLP Mid-term Evaluation highlighted that the CCLP in-school distribution of biscuits can be problematic, since the rations only go to children enrolled in the programme and it can be invidious for those children not selected in the programme.

39. To meet the needs of the poor in Upper Egypt and the Bedouin in Sinai and the Red Sea, WFP operates a FFA programme. This programme, which provides food inputs (rice or wheat flour, plus dates) for selected beneficiaries for a two-year period, targets landless farmers and smallholders in rural Upper Egypt (Asyut, Sohag, Minya and Aswan governorates), and poor Bedouin communities in North and South Sinai and the Red Sea governorates. These food inputs seem relevant to meeting the needs of the poor, as they are complemented by a set of non-food inputs (housing, infrastructure, schools) from the Government. Considered as a whole, these

¹⁹ Country Office table – Egypt WFP School Feeding Program Data.

²⁰ The Early Childhood Education Enhancement Project (ECEEP) is a World Bank project done in cooperation with the Egyptian Ministry of Education.

²¹ *Ibid.*

²² The CCLP program is managed by WFP and implemented by a wide range of stakeholders, including the National Council for Childhood and Motherhood (NCCM), the Ministries of Manpower and Migration and Education, ILO, UNICEF and various NGOs in Beni Suef, Asyut and Sohag governorates.

²³ WFP, Rapid Assessment – Identification of Worst Forms of Child Labour in Beni Sweif, Assiut, Sohag and Red Sea Governorates, 2007.

²⁴ CCLP Project Document.

food and non-food inputs seem useful for building the human and physical assets of poor households in the poorest areas of Egypt.

40. In the High Dam Lake area in Aswan governorate, the FFA programme targets landless farmers who are in the process of reclaiming desert land. Since 95 per cent of the Egyptian population lives on less than 6 per cent of the land, in Egypt, FFA activities to support efforts to expand the cultivated land base seem needed. WFP efforts to provide food inputs to farmers seeking to reclaim desert land also seem to be timely, as current climate change forecasts project continuing losses of fertile agricultural land in the northern delta areas of Egypt.

(ii) Internal coherence

41. To address the needs of the food insecure population in Egypt, the CP includes several activities in the areas of nutrition and FFE. In nutrition, CP activities focus on flour fortification, nutrition analysis and capacity-building in the area of nutrition and micronutrient analysis. In FFE, CP activities focus on delivering food to school-age children in targeted schools in Upper Egypt. All of these activities seem internally coherent and consistent with WFP strategic objectives as set forth in its 2006-09 and its 2008-11 Strategic Plans.

42. In particular, WFP support for flour fortification efforts in Egypt is consistent with WFP strategic needs and objectives. Anemia is a major public health problem in Egypt, and flour fortification – adding iron and folic acid to baladi wheat flour – is part of the national strategy to address this issue. During the time period of this CP WFP played a key role in implementing flour fortification in Egypt.

43. FFE efforts to deliver food to school-age children in targeted schools in Upper Egypt are also coherent with WFP strategic objectives. Specifically, these efforts seem consistent with the following objectives in the WFP 2006-09 and 2008-11 Strategic Plans:

SP 2006 – 2009 Strategic Objective 4: Support access to education and reduce gender disparity in access to education and skills training;

SP 2008 – 2011 Strategic Objective 4: Reduce Chronic Hunger and Under-nutrition. (School feeding programmes are one of the main tools for this objective).

44. In the FFE programme, WFP's work with the Ministry of Education and other partners on targeting, introducing nutrition education into pre-schools and other capacity building work are also highly relevant to WFP's strategic objectives:

SP 2006 – 2009 Strategic Objective 5: Strengthen countries and regions capacities to establish and manage food-assistance and hunger-reduction programmes;

SP 2008 – 2011 Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase. This objective includes elements of policy and programmatic advice and advocacy.

(iii) External coherence

45. In the area of food insecurity, WFP is well equipped to target food rations to school-age children in Upper Egypt. In the present CP WFP also aims to “build” Egyptian national capacities in the area of nutrition. The evaluation team is concerned that this effort to “build capacity” in NNI might be inconsistent with the activities of other external partners, such as other UN organizations. For example, WFP is supposed to “build capacity” in the NNI, which is a technical institute that advises the Ministry of Health. However, WFP has only recently become more involved in nutrition in Egypt, which has traditionally been the domain of UNICEF, WHO and FAO. For this reason, the team believes that it is important for WHO – rather than WFP – to take the lead in building nutritional capacity in Egypt. Since December 2009, there is a MOU between NNI, WHO, UNICEF and WFP, for setting up a national nutritional surveillance system in support of NNI. The collaboration agreement clearly defines the roles of each agency, with that of WFP focusing on food fortification issues.

46. In the area of FFE, WFP’s activities seem quite consistent with Government policies. WFP support to the Ministry of Education’s National School Feeding Programme (NSFP) is consistent with the Ministry of Education’s Five Year National Strategic Plan for Education Reform (2007/8 – 2011/12). The Government’s commitment to the NSFP was demonstrated by a budget increase in 2007/08 from US\$67 million to US\$85.8 million covering approximately 12 million children.²⁵ In addition, the ECEEP is the key project by which it plans to expand pre-school enrolment to 60 per cent by 2010.

47. Since it tries to tackle the national problem of child labour in Egypt, the CCLP project also seems highly relevant to Government objectives, as stated in the *National Strategy for the Elimination of Child Labour*. Child labour is currently widespread in Egypt. Estimates of the prevalence vary widely between 7 per cent and 21 per cent of children between ages 6 and 14 being engaged in child labour.²⁶ The Child Law bans child labour for children under age 15, with some exceptions. The Government’s commitment to this issue was recently underscored by the creation of the Ministry of Family and

²⁵ The additional US\$ 18.9 million is reported to be phased in over five years to six vulnerable governorates of Upper Egypt and also North Sinai. Information from WFP, Briefing Note on Egypt’s National School Feeding Program (undated).

²⁶ CCLP Project Document.

Population and local Child Protection Committees to protect the welfare of children.²⁷

(iv) Project Design

48. In the area of project design, the team found it difficult to evaluate the link between project design and project goals and outputs because several of the outcome indicators under Components 1 and 2 are too vague and imprecise to offer much assistance in the evaluation process. These outcome indicators are from the corporate WFP indicators and therefore not unique to the CP in Egypt. For example, according to the revised log frame, Component 1 aims at “the provision of capacity-building assistance to NNI”. While the output indicators for this capacity-building assistance cite “the number of NNI staff trained” and “the number of reports produced” it is not clear that such outputs provide any real proof of “increased capacity”.

49. In the flour fortification effort, the CP logical framework is also not very helpful because it fails to specify outputs and to identify indicators for capacity building. Therefore, the evaluation team refers to the narrative for Component 1 in the Activity Summary in order to evaluate planned outcomes and outputs. According to the Activity Summary, the following nutrition-related activities were planned in the CP:

50. Strengthen the capacity of NNI to undertake and document positive nutritional outcomes, through training Government staff in nutritional assessments

Support the establishment of a nutrition surveillance system by NNI.

- Work closely with the Ministry of Health to ensure that the focus on capacity building nutrition activities is used to support the national health strategy;
- Undertake baseline assessments of capacities of relevant Government staff (in a participatory manner);
- Facilitate and support the fortification of baladi wheat flour (by adding iron and folic acid) to address micronutrient deficiencies in Egypt;
- Support the flour fortification activity through a national advocacy and social marketing campaign;
- Develop a results-based monitoring and evaluation system that will enable the CO to fulfil its mandate and commitment regarding management, performance measurement, accountability, learning and advocacy;
- Train relevant Government staff in the concepts of Results-based Monitoring and M&E.

²⁷ Included in 2008 amendments to the 1996 Child Law.

51. Paragraph 32 of the Activity Summary states that “WFP **assisted** NNI to develop a National Nutrition Strategy; and will facilitate and support the food fortification of (baladi) wheat flour by iron and folic acid to address micronutrients deficiency in Egypt”. This paragraph contains several errors. The paragraph probably refers to the National **Micronutrient** Strategy, because the CP refers to: “**coordinating and launching** a comprehensive National Micronutrient Strategy”. According to the activity profile, this micronutrient strategy had already been developed before the present CP started. The word “coordinating” in the CP document should therefore refer to “coordination of implementation” of the strategy, as opposed to coordination of its development. Moreover, since the UN system should guide and support national Governments, it is not altogether correct to expect WFP, or any another UN body, to launch a micronutrient strategy by itself. Therefore, this output should have been worded: “strengthen the national capacity to launch and coordinate the national micronutrient strategy”.

52. In its FFE activities in Upper Egypt, WFP’s choice of an action-oriented, practical model makes sense in terms of project design. The FFE programme is delivering food rations to school children with a particular focus in the GEI project on girls. However, given CP budget limitations and the targeting issues discussed above with respect to the ECEEP programme for pre-school children, it might make sense for WFP to discuss with the Ministry of Education and donor partners a reduction in its feeding component for this particular project.

53. FFA activities in Upper Egypt and the Sinai and Red Sea also seem to be designed in a sensible and appropriate manner. By providing food inputs to poor and landless farmers in the High Dam Lake area, FFA is helping to build human capital and to support Government efforts to reclaim desert land. By providing food inputs to Bedouin communities in the Sinai and Red Sea, FFA is encouraging the settlement of some of the most disadvantaged groups in their traditional areas on the condition that there is a source of water and potential for agricultural production.

(v) Appropriateness

54. Several aspects of the CP do not seem entirely appropriate. For example, it is doubtful if WFP’s efforts to build capacity on food security issues within the Ministry of Planning and Development were appropriate. Similarly, it is not clear to the evaluation team if WFP efforts to reform food subsidies in Egypt were entirely appropriate. In the area of flour fortification, it is not clear to the team if the appropriate micronutrient was used in fortification. However, in the FFE and FFA programmes, WFP food inputs seem to have provided appropriate and needed food support to primary-age children, poor farmers and their families.

55. While WFP’s efforts from 2006-08 to improve the technical ability of the FSAMU to analyze food security issues seem relevant, it is doubtful if WFP’s

efforts to build capacity on food security issues within the Ministry of Planning and Local Development were appropriate. This is largely focused on macro-economic issues and does little (if any work) on food security. It is therefore difficult to understand why WFP decided to focus on building food security expertise within the Ministry. Instead, WFP efforts to build capacity on food security issues should have been focused on the Ministry of Agriculture, which traditionally does most of the work on food and agricultural issues in Egypt.

56. With respect to WFP efforts to reform food subsidies in Egypt, the evaluation team is concerned about the appropriateness of such efforts. In the past, there have been a number of efforts by various international organizations – such as IFPRI in the 1990s – to reform the Egyptian food subsidy system by providing technical support to the Ministry of Social Solidarity.²⁸ Unfortunately, these efforts have resulted in few (if any) significant reforms in either the targeting or the administration of the food subsidy system. Reforming the food subsidy system seems to be more of a political – than a technical - issue in Egypt, and it is not clear if WFP (or any other international institution) has anything new to add in this area.

57. On the issue of flour fortification, it is not clear to the evaluation team if folic acid was the appropriate micronutrient used in addition to the iron fortification of baladi bread. While WHO recommends including both iron and folic acid in flour fortification, neither the CP nor the Global Alliance for Improved Nutrition (GAIN) project provides any justification for including folic acid in flour fortification. The CP links flour fortification to reducing anemia, however more recent documents suggest that folic acid was included to reduce Neural Tube Defects. When the flour fortification project was designed there was no national prevalence data in Egypt suggesting that folic acid deficiency was actually a problem. While folic acid is an important micronutrient, it is still not clear whether this is the most appropriate micronutrient to address in Egypt.

58. Similarly, with regards to future plans to fortify subsidized cooking oil with vitamins A and D, there is only limited national evidence data to suggest that vitamin D deficiency is a problem in Egypt.²⁹ Neither the National Micronutrient Strategy developed by WFP nor the National Food and Nutrition Policy and Strategy 2007 – 2017 mention the need for vitamin D fortification in Egypt. The GAIN proposal bases its recommendation for vitamin D fortification on only one study that assesses the prevalence of osteoporosis. Although Vitamin D fortification is useful, the question again becomes: is this the most appropriate micronutrient to address in Egypt?.

59. In the FFE programme, WFP's inputs of fortified date biscuits and take-home rice rations seem to provide appropriate support to both primary-age

²⁸ In the 1990s MOSS was called the Ministry of Trade and Supply.

²⁹While vitamin D deficiency might not be a problem in Egypt, national prevalence data do suggest that vitamin A deficiency is a problem.

children and their families to encourage school attendance. The evaluation team found that most school children liked the biscuits. Also, the take-home rice ration represents an appropriate food transfer for poor families.

60. The FFE programme does not have a specific nutritional objective. In line with WFP policy on FFE, the CO introduced a nutritional outcome indicator for school feeding activities in 2009 and plans to undertake a baseline survey in 2009. In terms of nutritional needs, the WFP-supplied biscuits are intended to supply up to 25 per cent of a child's calorie and micronutrient needs.³⁰ Unfortunately this provision is undermined if WFP is unable to provide biscuits for the full 150 days of the school year.³¹ In recent years WFP has been unable to meet this 150 day target figure.

61. WFP dropped milk from its FFE programme in July 2008 because of high costs and concerns about storage. While this was probably an appropriate move, the main comment received by the evaluation team on the in-school food ration concerned the absence of milk.

62. In the FFA programme, WFP food inputs (rice or wheat flour, plus dates) seem to have provided appropriate support to poor and landless farmers in Upper Egypt and Bedouin in the Sinai and Red Sea. The appropriateness of these WFP food inputs is strengthened by the fact that the Government of Egypt also provides a set of non-food inputs (housing, infrastructure, schools) to beneficiaries enrolled in the FFA programme.

B. Outputs and Implementation Processes Elements of Efficiency

(i) Level of outputs

63. In the area of capacity-building, the evaluation team found that the level of published outputs in the CP was poor. For example, WFP assistance to the FSAMU and the Ministry of Social Solidarity did not result in any published outputs. With respect to more traditional output measures, the team found it very difficult to compare planned and actual food deliveries in the FFE programme. Also, within both the FFE and FFA programmes, delays and reductions in funding have reduced the level of food inputs to beneficiaries.

64. In capacity-building for food security analysis, WFP began technical assistance in 2006 to the FSAMU at the Ministry of Planning and Local Development.³² However, technical assistance to this unit ran into difficulties, with the FSAMU complaining that WFP would not allow them to undertake any research activities.³³ WFP assistance to the FSAMU ended in mid-2008. The two years (2006-2008) of WFP assistance to FSAMU resulted in only one

³⁰ This is generally regarded as the minimum level of provision at which in-school feeding becomes nutritionally effective (WFP, 2006 School Feeding Review, 2006).

³¹ Or 180 days in the case of GEI schools that have activities during the summer holidays. The NSFP provides up to 120 days in Government schools.

³² This Ministry is now called the Ministry of Economic Development.

³³ FSAMU, "Report on the Food Security Analysis and Monitoring Unit," October 2009.

written output: the "Food Security and Vulnerability Atlas of Egypt" (2008). This atlas mapped the food insecurity/vulnerability situation of the 29 governorates in Egypt according to 6 vulnerability indicators.³⁴ However, because of continuing problems between WFP and FSAMU, this atlas was never published.

65. In capacity-building for food subsidy reform, in July 2007 WFP established an advisory unit within the Ministry of Social Solidarity to identify ways to reform food subsidies. This unit includes a number of outside technical consultants and a GIS specialist. However, since there is no one within WFP to provide technical leadership for this unit, it remains overly dependent on outside consultants (Egyptian and international). As a result, the first written outputs of this WFP advisory unit within Ministry of Social Solidarity are not scheduled until December 2009.³⁵

68. The first output indicator of component one of the CP is "the number of studies/surveys undertaken to inform Government policy." If the efficiency of WFP efforts to build capacity at the FSAMU and the Ministry of Social Solidarity is to be judged on the basis of number of published studies, then WFP efforts would seem to be a failure. During its two years of existence, the FSAMU never published a single study and the unit at the Ministry of Social Solidarity still has no written output.

69. In the area of FFE, a number of issues make it difficult to quantitatively compare planned and actual food beneficiaries and deliveries. These issues include the following:

- Activities have varied according to the availability of funding, thereby making original plans and targets obsolete. The planning figures in the CP document are for RAM allocations only, whereas in the expanded programme mode, other sources of funding have significantly expanded the outputs;
- The deletion of milk from the in-school food ration in July 2008 created a discontinuity in tonnage figures over the period. (As a result of this decision, the size of the fortified date biscuit was increased from 50gm to 80gm);
- The CCLP and ECEEP commodity and beneficiary figures were not included in the original CP document.

70. In the FFE programme, Table 1 shows that the original RAM allocation only called for a planned total of 19,560 beneficiaries for the period 2007-08.

³⁶ However, the CO has been quite effective at raising funds from private

³⁴ The 6 vulnerability indicators included: income deprivation level, unemployment rate, infant mortality rate, percentage of persons without sanitation, illiteracy rate and percentage of persons not enrolled in school.

³⁵ In December 2009 the WFP unit within MOSS plans to publish the following 3 studies: (1) Supply chain study of subsidized baladi bread; (2) Consumer profiles of food subsidy recipients; and (3) Social communication strategy.

³⁶ The latter figure based on a pro-rata calculation from the 5 year CP figures.

sources to expand the number of FFE beneficiaries. Under the expanded programme mode using additional sources of funding, the number of planned beneficiaries reached a total of 323,460 beneficiaries. Moreover, during this same period of time the number of actual beneficiaries reached was 311,402 or about 96.3 per cent of the total planned.

Table 1. FFE – Number of Beneficiaries, 2007-08

	2007			2008			Overall (2007 – 2008)		
	Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
CP (1)	9,780			9,780			19,560		
Expanded Programme (2)	149,474	137,831	92.2	173,986	173,571	99.8	323,460	311,402	96.3

(1) Source: CP document. Pro-rata from 5 year total in CP document.

(2) Source: SPRs 2007 and 2008

71. However, Table 2 shows that food delivery amounts in FFE did not expand as quickly as the number of beneficiaries. Under the expanded programme mode, for the same 2007-08 period of time while the planned total food delivery was 8,104 metric tons, the actual number of delivered metric tons was only 2,553 or about 31.5 per cent of total planned food delivery. It is difficult to explain why actual food deliveries were only about one-third of planned food deliveries. One reason might be the discontinuities in data noted above; another reason might be the deletion of milk from the school feeding ration in 2008. Delays in funding represent another possible reason, which contributed to the gaps in food delivery.

Table 2. FFE – Food Delivery (metric tons), 2007-08

	2007			2008			Overall (2007 – 2008)		
	Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
CP (3)	1,648.6			1,648.6			3,297.2		
Expanded programme (2)	2,106	806	38.3	5,998	1,747	29.1	8,104	2,553	31.5

(2) Source: SPRs 2007 and 2008

(3) Source: CP document. Pro-rata from 5 year total in CP document (Discontinuation of milk supplies in 2008 means that pro-rata comparisons between the CP planned amounts and actual amounts cannot be made)

72. Throughout the period of this evaluation, the implementation of FFE activities has been adversely affected by delays in funding. These delays were caused by delays in the transfer of RAM allocations and in the finalization of the Italian Debt Swap Phase 2 funding. Delays in receiving RAM funds were noted in the 2007 Standard Progress Report and also in the Executive Board monthly reports between September 2008 and April 2009. Debt Swap Phase 2 funding was agreed to in April 2009. Delays in the provision of FFE food inputs have also occurred further down the pipeline, for example, at the start of the 2009 – 10 school year because of delays in quality control checks at the governorate level. The 2008 Standard Project Report (SPR) shows that WFP was only able to provide in-school food rations for 100 out of 150 planned days to children in ECEEP and CCLP schools.³⁷

73. To some extent, the impact of these delays was offset by a carryover of date 'pies' from Debt Swap phase 1, donations from the Government of Egypt of US\$ 200,000 per year for the purchase of local rice and, in the case of the ECEEP, temporary coverage of biscuits from the National School Feeding Programme.

74. As noted above, fund-raising by the CO has been very important for extending the coverage of FFE activities beyond those supported by the original RAM allocation. The limited RAM funding has been used to support the GEI schools. The CO has put considerable effort into raising funds (for FFE and other activities) from international private sector companies working in Egypt. Between September 2007 and August 2009 seven contributions were raised from 6 private companies for a total of US\$ 1,540,563.³⁸ This enabled WFP to provide biscuits to an additional 34,000 children within the context of the expanded CP.

75. Private sector donations have mainly been of one year duration with the exception of CEMEX, which has agreed to a 2 1/2 year commitment, and Pepsi Tomooh, which recently renewed its contribution for a second year. These companies usually specify the districts in which they want to support WFP school feeding.³⁹

76. The CO views the involvement of the private sector in FFE activities as more than just fundraising. Instead, the CO sees this work as encouraging corporate responsibility for key social programmes that benefit the poor in Egypt. Against this should be set the transaction costs for building and sustaining a portfolio of private sector donors. There is also the question as to whether such private sector donations can be managed to create a stable planning environment for FFE activities.

³⁷ An equivalent figure for feeding in community schools is not available in the Standard Progress Report.

³⁸ Information supplied by the Country Office.

³⁹ The exceptions have been Suez Cement which required an area near its factory (support now ended) and a general donation by YUM brands which was not tied to a specific geographical area.

77. Provision of capacity building assistance to the Ministry of Education has been significantly affected by the decentralization of the National School Feeding Programme in 2008 to the governorates and the delay in financing activity from the Debt Swap 2 fund. A number of planned activities including rice fortification, a de-worming project and a study into the efficiencies of the NFSP food pipeline have all been delayed.

78. With respect to the FFA programme, Table 3 shows that the number of beneficiaries reached is almost on track. In the Sinai and Middle/Upper Egypt more beneficiaries have received WFP support than planned; in the Sinai this was achieved through the use of funds remaining over from the previous CP. However, in the High Dam Lake area, the number of beneficiaries currently enrolled (1750) falls far short of the number of beneficiaries planned (3125). The Ministry of Agriculture and Land Reclamation (MALR) is responsible for enrolling more beneficiaries in the High Dam Lake area, but faces financial constraints for work in this area.

79. In all FFA sites, delays and reductions in funding have reduced the level of food inputs to beneficiaries. Monthly food rations have been reduced from five goods to rice or wheat flour, plus dates, and even these goods have not always been delivered on time. In the High Dam Lake area WFP provided only about 30 per cent of the food rations that were listed in the WFP agreement with MALR.⁴⁰ Despite these delays and reductions, MALR still regards WFP's FFA programme in the High Dam Lake area as being "very important" in providing a catalyst for land reclamation activities in this area.

⁴⁰ This estimate was made by the MALR implementing unit, and confirmed by the responsible WFP program officer.

Table 3. FFW and FFT: Number of Beneficiaries, 2007-2011

	FFW		Sub total FFW ³	FFT ⁴		Sub total FFT ⁴	Grand total HHs ⁵ Actual	Grand total HHs ⁵ Planned	Grand total Beneficiaries Actual	Grand total Beneficiaries Planned
	MHH ¹	FHH ²		MHH ¹	FHH ²					
Sinai	66	6	72	318	1201	1519	1591	1500	7955	7500
Red Sea			36		395	395	431	500	2155	2500
Middle and Upper Egypt⁶					1236	1236	1236	1000	6180	5000
High Dam Lake			350			0	350	625	1750	3125
Total	66	6	458	318	2832	3150	3608	3625	18040	18125

- 1 Male Headed Households
- 2 Female Headed Households
- 3 Food for Work
- 4 Food For Training
- 5 Households
- 6 Middle and Upper Egypt (Sohag and Asyut based activities)

(ii) Targeting Efficiency

80. In the area of targeting efficiency, the evaluation team found that results have been mixed. On the one hand, there has been no improvement in the targeting of the food subsidy system. However, on the other hand, both the FFE and FFA programmes seem to have been efficient in reaching their intended beneficiaries. In FFE, the targeting of food inputs to the GEI schools is effective, with about 90 per cent of beneficiaries being girls. In FFA, field visits by the evaluation team suggest that most beneficiaries belong to the target groups of landless and rural poor.

81. Since the publication of the 2008 WFP "Vulnerability Analysis" report, the Government has made no substantive changes in the targeting of its food subsidy system. The vast majority of Egyptian households (83 per cent) still buy subsidized baladi bread and about 80 per cent of Egyptian households still have a ration card.⁴¹ These figures mean that food subsidies are still not targeted to the poor. Food subsidy reform in Egypt seems to be more of a political than a technical issue, with institutions like WFP unable to make much headway until sensitive political decisions at the highest levels of decision-making are made.

82. With respect to FFE, Table 4 below confirms that the targeting of the GEI schools towards girl students is effective, with about 90 per cent of beneficiaries being girls. As would be expected, the proportion is lower in the UNICEF-supported community schools at about 60 per cent. The Government-run ECEEP pre-schools do not have a mechanism for specifically targeting girls.

Table 4: 2008 FFE Girl beneficiaries as a percentage of the total

	CP document (planned)	Information provided by CO	
		2008 – 09 school year (3)	Response to PMR (4)
GEI schools	80	94	90
Community schools	48	63	60
ECEEP	- (1)	49	-

(1) Not included.

(2) No differentiation between types of school or for ECEEP

(3) Table Egypt WFP School Feeding Programme Data provided to the Evaluation Team 25 October 2009.

(4) Table supplied to Evaluation Team in response to the Pre-Mission Report paragraph 5.B.6.e.

83. For FFA, field visits to the Sinai and the High Dam Lake Area suggest that most FFA beneficiaries belong to the target groups of landless and rural poor. In North Sinai communities were selected based on vulnerability assessment mapping (VAM) data, while individuals were chosen by the Ministry of Housing in cooperation with community organizations and their leaders. In

⁴¹ WFP, Vulnerability Analysis and Review of the Food Subsidy Program in Egypt, October 2008, pages 74, 63.

South Sinai poor communities were identified by the governorate, and individual beneficiaries were selected as in North Sinai.

84. In the Sinai, tribal and gender issues complicate the targeting effectiveness of FFA work. While both men and women are eligible for FFA support, only male heads of households can benefit from support to build a house. In the one year period it takes to build a house the wife cannot participate in food-for-training (FFT) activities, since the household is already receiving food. Second and third wives (which are still common in the Sinai), can participate in the FFA programme, but their food rations are subtracted from their husband's ration. This reduces the incentive for second and third wives to participate in the programme.

(iii) Procurement

85. WFP's management of the purchasing and quality control of foodstuffs for its FFE and FFA programmes appears to be satisfactory. All foodstuffs are purchased in-country.⁴² All consumable items go through a number of WFP and Government of Egypt quality controls at the national and governorate levels. The 2008 Standard Progress Report noted that one consignment of rice had been of poor quality and was replaced 150 per cent by the supplier without charge.

86. As noted above, milk had to be removed from the FFE programme in July 2008 following feedback from the schools and concerns about storage and costs. Funds released from this move were used to increase the size of the fortified biscuit and to increase the number of beneficiaries. A number of informants, both in Cairo and at Governorate level, suggested that WFP should resume the supply of milk. However, given past experience, this does not seem to be a viable option.

(iv) Logistics

87. The evaluation team did not examine logistics issues in detail, partly because no major issues were identified. Losses in the pipeline have been reported by the CO as below the acceptable level of 1 per cent

88. In the field visits by the team, some teachers and NGOs observed that in the FFE programme there could be better synchronization of food deliveries with school terms. It was also observed that sometimes food delivery amounts exceeded storage capacity. The lack of storage facilities focuses concerns on biscuit expiry dates. In the past, there have been some limited problems with storage, particularly towards the end of the food pipeline and to the now-discontinued milk distribution. These relatively minor problems

⁴² The only imported foodstuff handled by WFP has been the donations of dates from Saudi Arabia which are part of a global contribution to WFP.

can probably be dealt with by further training of NGO and Community Development Association staff.

(v) Monitoring and Evaluation (M&E)

WFP's FFE and FFA activities in Egypt cover a wide range of different elements and the evaluation team found it difficult to establish a clear overview of the CO's M&E activities. This difficulty is partly a function of the team's lack of access to CO monitoring records. It is also partly a function of the manner in which CO activities have expanded, making the original CP document largely historical in nature.

89. There also appears to have been something of a disjuncture in institutional memory during 2008 with changes in senior staff, including the FFE programme manager and the Country Director. While staff rotation is an institutional feature in WFP, these changes in senior staff complicated efforts by the team to establish a clear overview of M&E activities over the period of this evaluation.

(vi) Internal Institutional Arrangements

90. With respect to staffing, the CO appears to have limited in-house expertise in the areas of nutrition and poverty/vulnerability analysis.⁴³ It is noted that the need for a fulltime nutritionist was recognized by the CO and corrective action was taken in recruiting a national expert in nutrition in March 2009. This is a problem when WFP attempts to "build capacity" at local Government institutions, like NNI or the Ministry of Social Solidarity.

91. Since there has been limited nutrition expertise in the CO, to date little effort has been made to upgrade the analytical capacity of NNI. No needs assessment was ever done for NNI, no plan was ever made for capacity-building at this institute, and there never was a budget line for this activity. In the opinion of the evaluation team, this raises real concerns about the efficiency of WFP efforts to strengthen the capacity of the NNI to undertake positive nutritional initiatives. It also shows the need to distinguish between capacity-building and providing technical assistance for implementing WFP activities.

92. Also in the area of staffing, the CO has limited in-house expertise in the area of poverty and vulnerability analysis. This is a problem when WFP is asked to initiate work in fields like food subsidy reform with the Ministry of Social Solidarity. Without a poverty or vulnerability specialist on board, the CO is forced to rely on a series of outside consultants in these fields. This

⁴³ From January 2006 to March 2009 there was no full-time nutritionist on the CO staff. During that period of time the CO did employ several nutritionists, but most of them were involved in management and did not have much time to devote to nutrition issues.

makes it difficult to ensure high quality work and a sustained focus on key policy issues.⁴⁴

(vii) Partnerships.

93. In its work in Egypt, WFP has formed close and effective partnerships with a broad range of internal and external partners. In the area of nutrition, WFP has worked closely with a number of institutions (NNI, Ministry of Social Solidarity and GAIN) to achieve flour fortification in the country. In its FFE activities, WFP has formed an effective partnership with the Ministry of Education, in particular with the NSFP and ECEEP units within this ministry. In its FFE work, WFP has also worked closely with local NGOs and Community Development Associations in each governorate. In its work on the CCLP project, WFP has worked well with a number of UN agencies, including UNICEF and ILO.

94. In working to implement flour fortification in Egypt, WFP formed especially effective partnerships with three key institutions: NNI, Ministry of Social Solidarity and GAIN. NNI helped to legitimize the flour fortification effort, the Ministry of Social Solidarity helped to champion and to implement the national programme, and Global Alliance for Improved Nutrition (GAIN) provided crucial start up funding. WFP partnerships with these three institutions helped to ensure the success of flour fortification.

95. Building on the achievements of the flour fortification programme, WFP has developed and submitted a proposal for fortifying subsidized cooking oil with vitamins A and D. This proposal has just been accepted for funding by GAIN at the level of US\$1.8 million. In addition, other fortification efforts are currently underway.⁴⁵ As a result of its effective partnerships with NNI and GAIN, WFP has developed a distinct comparative advantage in Egypt in the area of micronutrient fortification.

96. The Flour Fortification Alliance is an important forum where relevant stakeholders can interact to plan for more effective work in the area of micronutrient fortification. The alliance represents one example of a situation where WFP could meaningfully benefit from the experience and expertise of other UN organizations.

97. WFP activities in FFE also involve a wide range of partners. At the national level, WFP's core partner is the Ministry of Education, in particular the NSFP and the ECEEP units. The NCCM, now part of the newly created Ministry of Family and Population, is also a key partner, as is the Ministry of Social Solidarity in the CCLP. On the whole, WFP's coordination and

⁴⁴ In its interviews in Cairo, the evaluation team was informed that WFP brought "no value added" to the work on food subsidy reform with MOSS because WFP "lacked technical expertise" in this area.

⁴⁵ For example, plans to fortify rice with zinc, vitamin A, thiamine and niacin are now being negotiated in the context of the Italian debt swap food-for-education program. Also, NNI has recently requested WFP to assist in the development of a fortified complementary food for infants and young children.

communication with Government partners at the national and governorate levels appears to be good. WFP has recognized that decentralization of the NSFP to the governorate level requires a re-focusing of capacity building effort. Part of that effort should include training and capacity building to ensure that information flows freely throughout the system. For example, several teachers told the evaluation team that they were sometimes not warned about food deliveries and did not know about delays in the food pipeline.

98. With respect to the complex and multi-faceted CCLP programme, the evaluation team found that WFP's management of this programme was seen by stakeholders as being particularly effective. This programme is a very collaborative one, requiring the working together of several UN agencies: WFP, UNICEF and ILO. For this reason, this project seems like a fine example of the UN Delivering as One.

C. Results

(i) Effectiveness

99. Effectiveness focuses on the extent to which the planned objectives of the CP have been achieved. As noted above, the objectives of the Egypt CP are: (a) improved livelihoods for vulnerable communities through physical and human asset creation; (b) reduced levels of micronutrient deficiencies through food fortification; (c) reduced gender disparity in education; (d) improved capacity of children to concentrate and assimilate information; and (e) strengthened Government capacity to reform safety net programmes and launch nutrition strategies.

100. In general, the effectiveness of WFP in realizing these objectives has been mixed. On the one hand, FFA food inputs seem to have been effective in improving livelihoods by encouraging poor farmers to learn new agricultural skills. Also, WFP efforts in the area of flour fortification played a leading role in helping to reduce micronutrient deficiencies in Egypt. However, on the other hand, the effectiveness of FFE as a model of good practice in school feeding has been undermined by delays in the supply of food inputs. At the same time, efforts to strengthen Government capacity in the areas of nutrition analysis and food subsidy reform have yielded few, if any, concrete results.

101. In the FFA programme, WFP food inputs have provided an impetus for poor farmers to learn new skills and to improve their livelihoods. Specifically, FFA beneficiaries have received training in new agricultural techniques (drip and sprinkle irrigation, and organic farming supported by CBAS⁴⁶) and

⁴⁶ The Centre for Bio-organic Agricultural Services (CBAS) provides technical advice to farmers on soil composition and fertilizers. In the High Dam Lake area the use of chemical fertilizers is restricted in order to avoid contaminating Lake Nasser. CBAS provides bio-fertilizers at subsidized costs to the project, while

income generation skills. Community organizations and agricultural cooperatives have also been established to assist beneficiaries. These activities seem useful because they help improve family incomes through human asset creation.

102. However, it is not clear to the evaluation team if FFA support for land reclamation activities in the High Dam Lake Area is entirely effective. Specifically, the team is concerned about the cost-effectiveness of Government-supervised land reclamation activities in the High Dam Lake area, especially when such land reclamation activities are compared to those of the private sector in areas like Toshka.⁴⁷ During its mission the team learned that a new, comprehensive national study is currently underway to compare different approaches in land reclamation in terms of cost-effectiveness, poverty alleviation and food security. The results of this new study may suggest that it would be useful for WFP to re-orient its FFA support for land reclamation activities to those undertaken by the private sector.⁴⁸ For example, it might be possible to extend FFA support to poor agricultural labourers working in private sector land reclamation projects.

103. WFP played a key role in implementing the flour fortification programme and thus helping to reduce iron and folic acid deficiencies in Egypt. This was a considerable achievement, given the failure of earlier attempts in this area. At present, the flour fortification programme has been effectively implemented in 25 of the 29 governorates in Egypt; only the governorates around Cairo remain to be done and these will be added to the programme by the end of 2009.

104. With respect to future fortification efforts, WFP has developed and submitted a proposal for fortifying subsidized cooking oil with vitamins A and D. This proposal is important because national prevalence data suggest that vitamin A deficiency is a major micronutrient problem in Egypt. This proposal for fortifying cooking oil has just been accepted for funding by GAIN at the level of US\$1.8 million. According to the Ministry of Social Solidarity, it is expected that efforts to fortify subsidized cooking oil will begin in Egypt in January 2010.

105. Two other nutrition/fortification efforts are also under preparation by WFP in partnership with WHO and the Ministry of Education: school de-worming and rice fortification. Both of these efforts will contribute to the

biological pest control measures are provided free of charge. CBAS was established with WFP support under the previous country program and is now self-supporting for 60% of its operational costs.

⁴⁷ Toshka is a large land reclamation project in the Western Desert in Egypt. Undertaken largely by private investors, this project is designed to reclaim more than 1.4 million acres of desert land using water from Lake Nasser. While Toshka is not without its critics, it is possible that private sector land reclamation projects like Toshka may be more cost-effective than government-supervised projects like the High Dam Lake area. Cost-effectiveness here refers to the cost of reclaiming one unit (acre) of land.

⁴⁸ For example, it has been estimated that private sector land reclamation projects like Toshka employ one agricultural labourer for each feddan of reclaimed land.

effective implementation of the micronutrient strategy in Egypt, as set forth in the National Food and Nutrition Policy and Strategy.

106. With respect to gender disparity in education, WFP food inputs under the FFE programme seem to have played an effective role in improving female access to education in Egypt. In the WFP-supported GEI schools the share of girls to total enrolment is over 90 per cent , and in the UNICEF-supported community schools the share of girls is about 60 per cent. These figures are impressive because they have been achieved in the conservative rural areas of Upper Egypt, where boys have long been favoured in education.

107. While the FFE programme in Egypt is intended to be a model of good practice, the effectiveness of this programme has been somewhat undermined by breaks and delays in the supply of food inputs. As noted above, WFP was only able to provide food rations (in-school date biscuits and take-home rice) for 100 out of 150 planned days for children in ECEEP and CCLP schools.

108. While it is difficult to assess the effectiveness of FFE food rations on improving the capacity of children to absorb information, the evaluation team did find some qualitative evidence that FFE inputs have helped encourage school attendance. From the field visits, it also seems that the take-home rice rations have played a role in encouraging poor families to send their children to school. However, the team gained only limited anecdotal evidence that FFE in-school feeding (fortified date biscuits) has helped to improve children's concentration in class.

109. The CCLP, which was not covered in the CP plan, has its own well-developed planning, monitoring and evaluation system as part of the US\$-funded project which WFP is responsible for managing. A rapid assessment exercise in 2007 established something of a baseline for the project. The CCLP appears to be making steady progress in reaching its target by the end of the current funded programmes in March 2011. The take-home rice rations provided by WFP are reported to be important as part of the incentives to encourage children and their families to find alternatives to child labour.

110. Given the scale of the child labour problem in Egypt, and the initial effectiveness of the CCLP programme in keeping children in school, there appear to be strong reasons for extending this programme for an additional four years. In particular, since child labour in agriculture is not yet covered in the Egyptian Labour Code, more time is needed to develop effective policies and strategies for tackling the huge problem of child labour in agriculture.

111. With respect to strengthening Government capacity to reform safety nets and nutrition strategies, the WFP programme in Egypt could have been more effective. No needs assessment was done for NNI and no plan was

elaborated for building capacity at this institute. This is partly the fault of the CO in Egypt, which until recently has had only limited in-house capacities in the area of nutrition. Although capacity building in NNI was not very effective, analytical capacities were strengthened so that NNI could carry out the Vulnerability Assessment.

112. Similarly, WFP efforts to build educational capacity in the NSFP have been delayed and are not yet fully implemented. Some work was done in 2007 to help the Ministry of Education improve its monitoring and evaluation system, by working with computers supplied in the previous CP.⁴⁹ With respect to the ECEEP, work has started on developing pre-school nutrition education materials and training. However, because of the above-mentioned delays, it is not possible to say whether efforts to build the capacity of these institutions will be completed by the end of the current CP in 2011.

113. Finally, WFP efforts to build Government capacity at the Ministries of Planning and Local Development and Social Solidarity reform safety nets and to identify food security problems have yielded few concrete results. As noted above, WFP technical assistance to the Ministry of Planning and Local Development ended without any published outputs, and current WFP assistance to the Ministry of Social Solidarity has yet to yield any outputs. The only written and substantive WFP contribution to the effort to reform food subsidies – the WFP review of October 2008 – was written by consultants outside of the Government and so had no impact on efforts to build the capacity of Government institutions in Egypt.⁵⁰

(ii) Impact

114. Impact focuses on the extent to which WFP activities have helped strengthen Government capacity to reduce poverty, food insecurity and malnutrition in Egypt. Using these criteria, it appears that the impact of WFP activities in this CP has been largely effective, with only one exception. The exception pertains to WFP efforts to reform food subsidies; unfortunately, little has been accomplished here. However, while there are no data available to evaluate the impact of WFP activities on poverty, WFP programmes in the areas of nutrition and education seem to have strengthened Government capacity to reduce food insecurity and malnutrition in Egypt. For example, the flour fortification programme has been a success and has increased the commitment of the Ministries of Social Solidarity and Education to undertake additional initiatives aimed at reducing malnutrition in the country. Similarly, the FFA programme has increased the commitment of MALR and the Ministry of Housing and New Communities (MHNC) to pursue programmes designed to reduce food insecurity in Upper Egypt and the Sinai.

⁴⁹ WFP, Standard Project Report, 2007.

⁵⁰ The WFP paper of October 2008, entitled "Vulnerability Analysis and Review of the Food Subsidy Program in Egypt," was written by staff at the Cairo Demographic Center and Cairo University (Faculty of Economics and Political Science).

115. As noted above, WFP efforts to strengthen Government capacity to reform food subsidies have had little or no impact. The new WFP advisory unit established within the Ministry of Social Solidarity to help strengthen Government efforts to change food subsidies lacks technical expertise and is overly dependent on consultants. As a result, the first written outputs of this WFP advisory unit within the Ministry are not scheduled until December 2009.

116. Based on the 2008 National Food and Nutrition Policy and Strategy and the current implementation status of the flour fortification programme, it can be concluded that the CP outcome – “strengthening Government capacity to address micronutrient deficiency issues, especially iron and folic acid among women and children” - has been achieved in Egypt. The CO needs to be commended for working with NNI to shepherd this programme to fruition and for encouraging the Ministry of Social Solidarity to adopt this programme as its own.

117. While the flour fortification programme has helped improve the capacity of the Ministry of Social Solidarity to reduce malnutrition, it is important to point out that the baseline data relating to this flour fortification programme still need to be analyzed and published. This is important because it is possible that the impact of this programme may be limited by the use of ferrous sulfate as a fortificant. Ferrous sulfate is soluble and therefore naturally 100 per cent absorbable. However, due to inhibitors like tannin in tea (which is commonly drunk by Egyptians after meals) and phytates in wheat, the absorption of iron by the body may be more limited.⁵¹ This emphasizes the importance of raising national awareness in Egypt on the possible problems of tea drinking and the importance of consuming vitamin C-rich foods with iron-rich foods.

118. The successful implementation of the flour fortification programme seems to have created a favourable momentum towards other Government efforts aimed at reducing malnutrition in Egypt. For example, the 2008 National Food and Nutrition Policy and Strategy document was recently endorsed by the Egyptian Cabinet, and a high level working group was created to supervise its implementation. In the coming years, the favourable momentum towards nutrition is likely to benefit the NNI- the Ministry of Social Solidarity - WFP partnership as it pursues other efforts to reduce malnutrition, such as oil and rice fortification. The favourable momentum towards nutrition is also likely to benefit WFP efforts to strengthen the capacity of the Ministry of Education to pursue such nutrition-related initiatives as: school de-worming, expanded fortification of WFP and NSFP school feeding rations, and the development of a ready-made complementary food for infants and young children.

⁵¹ According to NNI, the average dietary intake of iron is sufficient in Egypt, but the absorption of iron is insufficient to meet nutrient requirements. See FAO, *The Double Burden of Malnutrition*, 2006.

119. In its FFA programme, WFP-supplied food inputs (rice or wheat flour) have helped to strengthen the capacity of the Government to reduce food insecurity in Upper Egypt, Sinai and the Red Sea. Working with MALR in the High Dam Lake Area, WFP has helped improve the ability of Government institutions to create physical and human assets for poor and landless farmers in land reclamation areas. Working with MHNC in the Sinai and Red Sea, WFP has improved the ability of Government institutions to improve the lives of poor Bedouin through various settlement and employment-creation activities.

120. In addition to improving livelihoods, FFA activities in the High Dam Lake area have helped Government institutions to plan better for the environment. Working in concert with MALR, WFP has helped introduce modern techniques for water saving and organic agriculture in the High Dam Lake area. In addition, CBAS has carried out detailed soil analysis in the area, and this has helped to teach farmers how to use bio-organic fertilizers and pest control products.

(iii) Sustainability

121. The sustainability of WFP activities in this CP seems to be mixed. On the one hand, efforts to strengthen Government capacity in the areas of food subsidy reform and food security analysis are unlikely to be sustained. On the other hand, the sustainability of the food fortification and FFE activities seems assured because the Government is committed to continuing both programmes. For example, the Government is now bearing most of the costs for flour fortification. However, the evaluation team is concerned about the sustainability of FFA activities in the High Dam Lake area. WFP support for FFA beneficiaries in this area only lasts two years, and the team is worried whether the new villages are sustainable, will they be able to maintain their electricity, health and education services after the WFP and MALR support ends. Some members of the team are also concerned about the sustainability of FFA activity in the Sinai area (Bedouin settlements) for the creation of assets that are sustainable in their own right.

122. WFP efforts to build Government capacity in the areas of food subsidy reform and food security analysis are unlikely to be sustained. In the past efforts to build capacity at the Ministries of Planning and Local Development and Social Solidarity have yielded few results, and without more Government commitment in the future, these efforts are unlikely to yield much in coming years.

123. Sustainability of the flour fortification programme is well-established. The Government is currently paying about 80 per cent of the costs of this programme, and the programme itself is now being implemented by MOSS. MOSS is committed to continuing the programme, which has the support of the Ministry of Health and in Parliament.

124. Sustainability of the FFE programme in the various categories of community schools also seems ensured. When WFP phases out its FFE support to community schools, the Ministry of Education is likely to absorb these schools into the NSFP, since WFP's contribution currently represents only a small percentage of the total programme.

125. Take-home rice rations are an important part of the incentives schemes in both the FFE programme and the CCLP. With respect to FFE, it seems unlikely that the Government will have the resources to continue these take-home rations, given that its budget does not fully cover the present in-school snack.

126. The CCLP partners are supporting work on the National Action Plan for Child Labour which is intended to define binding commitments for Government ministries led by the Ministry of Manpower and Migration. Given the close collaboration in the CCLP between key ministries and UN agencies, it seems likely that this programme will have a sustainable impact in piloting new ways for dealing with the massive problem of child labour in Egypt.

127. While all FFA activities aim to have sustainable effects, the team has some concern about the sustainability of FFA-supported activities in the High Dam Lake (HLD) area (land reclamation). In HLD area WFP food support for FFA beneficiaries only lasts for two to four years. Because of the remoteness and the small numbers of beneficiaries enrolled so far, the team is worried whether the new villages are sustainable – will they be able to maintain their electricity, health and education services after the WFP and MALR support ends? Some members of the team are also concerned about the sustainability of FFA activities in Sinai (Bedouin settlements) for the creation of assets that are sustainable in their own right.

D. Cross-Cutting Issues

(i) Gender

128. Gender issues are very important in the FFE activities of this CP. In the GEI schools FFE activities are designed to reduce gender disparity by encouraging girls to attend school. As shown in Table 4, the share of girls in total enrolment in the GEI schools is over 90 per cent. This figure suggests that WFP has been able to meet or exceed its gender-based objectives in the GEI programme. In the UNICEF-supported community schools the proportion of girls in total enrolment is less, about 60 per cent. In the ECEEP pre-school programme there is no particular focus on girl enrolment and so the share of girls-to-boys in this programme is about equal.

129. Gender issues are also important in FFA activities. One of the goals of FFA is to empower women, by offering targeted support to female-headed households. Such support includes extending micro-credit to women, and providing them with literacy training and information on income-generating

activities. Empowerment of women is not easy to achieve in Egypt because of various cultural and religious traditions. According to the Activity Summary, 40 WFP counterparts were trained on participatory assessment of gender issues, beneficiary conditions and support to female-headed households.

(ii) Nutrition

130. Malnutrition continues to be a major public health problem in Egypt. According to the latest Demographic Health Survey in Egypt (EDHS, 2008) the rate of stunting among children less than five years of age increased from 23 per cent in 2000 to 29 per cent in 2008. Although the report states that the quality of the collected data may partly explain this increase, the increase is probably also caused by the outbreak of avian influenza in 2006. In that year millions of chicken and other poultry were culled in Egypt leading to a significant reduction in egg and poultry supplies around the country. This not only had an adverse impact on family diets, but also reduced the incomes of small-scale poultry producers. Since poultry production represents an important source of income for poor families, the culling of chicken and bird flocks in Egypt probably had a disproportionately negative impact on the poor.

131. More recently, Egypt – as a major food importer⁵² – was adversely affected by the world food price crisis of 2007-08. In an attempt to mitigate the impact of this crisis, the Government opened the registration for ration cards in the food subsidy system in order to provide access to subsidized food goods for 3 million new families. However, many of these newly registered families have still not received their ration cards and thus cannot access subsidized food.⁵³ The world food crisis also increased the price of animal feed, forcing poor families to sell their livestock and small animals. This in turn had an adverse nutritional impact on the poor because they could no longer consume the products – milk, eggs and meat produced by their animals. These developments suggest that rates of stunting and malnutrition have probably increased in Egypt since 2007-08.

132. On a more positive note, as a result of the flour fortification programme, the nutritional value of food subsidies in Egypt has increased in recent years. Subsidized baladi wheat bread (82 per cent extraction) is now fortified with iron and folic acid in 25 of the 29 governorates in Egypt. However, the composition of foods included in the subsidized ration card system – rice, tea, sugar and oil – is more controversial. Specifically, the ration cards provide subsidized sugar and oil to about 80 per cent of the population, while 40 per cent of Egyptian women and 18 per cent of Egyptian men are already obese (EDHS 2008). Since sugar and oil provide no additional nutritional value, and the consumption of protein and micronutrients is already insufficient in the average Egyptian diet, one wonders about the nutritional

⁵² Each year Egypt imports about one-half of its total grain requirements.

⁵³ For more on this point, see World Bank (forthcoming). A Cost Effectiveness Assessment. Washington, DC.

impact of Egyptian food subsidies. Hopefully, the future fortification of subsidized oil with vitamins A and D will bring an additional improvement to the nutritional value of Egyptian food subsidies.

(iii) Participation of primary stakeholders

133. The participation of primary stakeholders refers to the involvement of the various beneficiaries and recipients of WFP food assistance in the CP. On the whole, the evaluation team found that these primary stakeholders had a good level of participation in FFE and FFA activities.

134. In its FFE activities, WFP selected its targeted schools in Upper Egypt by consulting with a wide range of local Government officials from the Ministry of Education as well as appointed officials at the district and village levels. In each governorate WFP worked with a local NGO and Community Development Association, including: Muslim Youth Association (Fayoum Governorate); el Wafaa Wel Amal and The Coptic Evangelical Organization for Social Services (Beni Suef Governorate); Bena (Minya Governorate); Asyut Businesswomen Association and Terre des Hommes (Asyut Governorate); Association for Community Development and Improving the Status of Women and Children (Sohag Governorate).

135. Each of the previously-mentioned NGOs is responsible for storing FFE food inputs (fortified date biscuits and rice) and for delivering these inputs to the targeted GEI, pre-schools and community schools in their respective governorates. The evaluation team found that the involvement of these NGOs and Community Development Associations is very much welcomed by the participating schools, because members of these organizations know the local areas and schools.

136. In its FFA activities, WFP food-assistance is part of a larger programme which is designed to build and strengthen local development associations. In FFA activities in the Sinai, beneficiaries are encouraged to establish Community Development Associations which help plan the future establishment of housing and infrastructure (schools, electricity) in their villages. In FFA activities in the High Dam Lake area, beneficiaries are encouraged to establish Community Development Associations and agricultural cooperatives which help to raise their vocational and agricultural skills. For example, the agricultural cooperatives in the High Dam Lake area work with beneficiaries to teach them new techniques for organic agricultural production and new water saving methods in irrigation. By participating in such organizations, FFA beneficiaries learn new skills and acquire new contacts for dealing with the food industry that are critical for ensuring the future sustainability of their communities.

Conclusions and Recommendations

A. Overall Assessment

(i) Relevance

137. WFP activities in this CP are relevant and consistent with beneficiary and country needs and WFP priorities. Since the Government operates a large food subsidy programme, WFP efforts to build Government capacity to reform this programme are relevant. Since anemia is a major health problem in Egypt, WFP support for flour fortification efforts also seem appropriate. Since problems of poverty and food insecurity are concentrated in Upper Egypt, FFE and FFA support to school-aged children and poor and landless farmers are quite useful.

138. Since the Government operates a large food subsidy programme, accounting for 1.8 per cent of GDP in 2008, WFP efforts to build Government capacity for food subsidy reform are relevant. Past studies have suggested that this food subsidy system is costly and poorly targeted to the poor. In the area of nutrition, WFP efforts to build Government capacity for flour fortification are also appropriate. Anemia is a major public health problem in Egypt and flour fortification is an important element in addressing this issue.

139. Problems of poverty, malnutrition and low levels of education in Egypt are concentrated in Upper Egypt, and for this reason FFE support to GEI and community schools and to the CCLP project in Upper Egypt are very relevant. The GEI schools seek to reduce gender disparity in education and the CCLP project aims to tackle the widespread problem of child labour in Upper Egypt.

140. Since Egypt has a large population (over 80 million) living on a limited agricultural land base, FFA activities to support land reclamation projects and the creation of new villages are appropriate. Projects to extend the cultivated land base in Egypt are a high priority for the Government.

(ii) Efficiency

141. The efficiency of WFP efforts in this CP appear to be mixed. In its efforts to build capacity at Government institutions like the Ministry of Planning and Local Development and NNI, WFP has accomplished little. At the same time, the implementation of FFE and FFA has been adversely affected by funding delays.

142. From 2006 to 2008 WFP began technical assistance to the FSAMU at MOPLD (now Ministry of Economic Development). However, the FSAMU never published anything and this raises concerns about the efficiency of this assistance. Similarly, WFP made little effort to upgrade the analytical capacity of the NNI. No needs assessment was ever done for NNI, no plan was ever made for capacity-building at this institute, and there never was a

budget line for this activity. In the opinion of the evaluation team, this raises real concerns about the efficiency of WFP efforts to strengthen the capacity of Government institutions in the area of nutrition.

143. With respect to FFE, the efficiency of this programme has been adversely affected by funding delays. These delays have caused some breaks in supply and delays in the provision of food inputs (fortified date biscuits and take-home rice rations) to children during the school year. In some FFE programmes WFP was only able to provide food inputs for 100 out of 150 planned school days.

144. Delays and reductions in funding have also reduced the efficiency of FFA activities. Monthly FFA food rations have been reduced from six goods to rice or wheat flour, plus dates, and even these goods have not always been delivered on time. In the High Dam Lake area WFP provided only about 30 per cent of the food rations that were listed in the WFP agreement with MALR.⁵⁴

(iii) Effectiveness

145. The effectiveness of WFP activities in this CP has been mixed. In the area of food subsidy reform, WFP efforts have not been effective. For FFE, the evaluation team found data suggesting that this programme reduces gender disparity in education. In FFA activities in the High Dam Lake area, the evaluation team is concerned about the cost-effectiveness of Government-supervised land reclamation activities.

146. Regarding the food subsidy reform in July 2007 WFP began capacity-building assistance to the Ministry of Social Solidarity to identify ways to reform food subsidies. This unit seems to have problems due to the lack of technical expertise and the first outputs of this unit are not scheduled until December 2009.

147. With respect to gender disparity in education, WFP food inputs under the FFE programme seem to have played an effective role in improving female access to education in Egypt. In the WFP-supported GEI schools the share of girls in total enrolment is over 90 per cent, and in the UNICEF supported community schools the proportion of girls is about 60 per cent. These figures are impressive because they have been achieved in the conservative rural areas of Upper Egypt, where boys have long been favoured in education.

148. In its FFA programme, WFP has provided food inputs to support Government efforts to help beneficiaries reclaim desert land in the High Dam Lake area. However, the evaluation team is concerned about the cost-

⁵⁴ This estimate was made by the MALR implementing unit, and confirmed by the responsible WFP program officer.

effectiveness of these Government land reclamation activities, especially when these activities are compared to land reclamation efforts undertaken by the private sector in areas like Toshka. During its field visits the team learned that a new, comprehensive national study is currently underway to compare different approaches in land reclamation. The results of his new study may suggest that it would be useful for WFP to re-orient its FFA support for land reclamation activities to those undertaken by the private sector.

(iv) Impact

149. WFP activities in this CP have had a positive impact on Government capacity to reduce food insecurity and malnutrition, with only one exception. The exception pertains to WFP efforts to reform Egyptian food subsidies, where little has been accomplished. However, in the areas of nutrition and education, WFP programmes seem to have strengthened Government capacity to act. For example, the flour fortification programme has helped to reduce micronutrient deficiencies and FFA has helped to reduce food insecurity in Upper Egypt and Sinai.

150. In the area of food subsidy reform, in October 2008 WFP produced the authoritative report, "Vulnerability Analysis and Review of the Food Subsidy Programme in Egypt". While this report represents a solid technical report, its impact to date on food subsidy reform has been very limited. Since the publication of the report the Government has made no substantive changes in the food subsidy programme. In the area of nutrition, the flour fortification programme has been successful, having been implemented in 25 of 29 governorates. The implementation of this programme has strengthened the capacity of MOSS to reduce malnutrition.

151. Through its FFE activities, WFP has targeted food inputs to the poorest children in Egypt. It has also developed good, collaborative working relations with the Ministry of Education and other key institutions, such as the NCCM. The evaluation team found that WFP's involvement is very much welcomed by the Government, not only for its practical assistance to children but also for strengthening the national school feeding programme.

152. In its FFA programme, WFP-supplied food inputs (rice or wheat flour, plus dates) have helped to strengthen the capacity of the Government to reduce food insecurity in Upper Egypt, Sinai and the Red Sea. However, in the FFA programme in the High Dam area, the total number of beneficiaries targeted does not reach the intended 3,125 beneficiaries (625 households x 5), but will at most reach 1,750 beneficiaries (350 households x 5). The Ministry of Agriculture is responsible for enrolling more beneficiaries in the new villages, but implementation is being held up because of budgetary limitations on the side of the Government.

(v) *Sustainability*

153. The sustainability of WFP activities in this CP seem to be quite mixed. On the one hand, efforts to strengthen Government capacity in the areas of food subsidy reform and food security analysis are unlikely to be sustained. On the other hand, the sustainability of the food fortification and FFE activities seems assured because the Government is committed to these programmes. However, some members of the evaluation team is concerned about the sustainability of FFA activities in both the High Dam Lake area and the Sinai.

154. WFP efforts to build Government capacity in the areas of food subsidy reform and food security analysis are unlikely to be sustained. In the past efforts to build capacity within both the Ministries of Planning and Local Development and Social Solidarity have yielded few results, and without more Government commitment in the future, these efforts are unlikely to yield much in coming years.

155. Sustainability of the flour fortification programme is well established. The Government is currently paying most of the costs of this programme and is in charge of programme implementation. Similarly, when WFP phases out its FFE programme, it is likely that the Government will absorb the various categories of community schools and that in-school feeding will be continued by NSFP. However, the future continuation of the take-home rice ration is more uncertain.

156. Some members of the evaluation team are concerned about the sustainability of FFA-supported activities in both the High Dam Lake area (land reclamation) and the Sinai (Bedouin settlement). In these areas WFP food support for FFA beneficiaries only lasts for two to four years. For land reclamation beneficiaries in the High Dam area, the team is worried whether this is enough time for beneficiaries to reclaim desert land. For Bedouins in North and South Sinai, some team members are concerned about what will happen when their FFA rations come to an end.

B. Key Issues for the Future

157. One of the key lessons for the future is that it is very difficult to build capacity in the Government in Egypt to reform safety nets and to improve nutritional analysis. The problem seems to be that either the Government lacks the political will to reform (food subsidies) or that WFP lacks the technical expertise to help improve the analytical capacity of key institutions (nutrition). One of the key questions for the future is therefore: How might it be possible for WFP to really make progress in building Government capacity in Egypt?.

158. Closely related to the above is that fact that when WFP is able to get Government backing and support for its initiatives, then the likelihood of

programme success is much higher. The best example of this is the flour fortification programme. Once WFP got this flour fortification effort approved by NNI, and accepted by the Ministry of Social Solidarity, then this programme was well on its road to successful programme implementation in the country at large.

159. Another key lesson for the future concerns the way in which funding delays can adversely affect WFP programmes. In the case of this CP, one of the best-designed activities is its FFE programme, specifically, its support for GEI (girl-friendly) and UNICEF-supported community schools in Upper Egypt. These FFE projects attempt to reduce gender disparity and improve school attendance in some of the poorest areas of Egypt. However, throughout this CP these FFE programmes have been undermined by funding delays which have delayed the provision of food inputs (fortified date biscuits and rice) to school children. In the future means needs to be found to reduce or eliminate these delays.

160. The final lesson relates to the preceding. In the future what can, or should be, WFP's role in private sector fundraising in Egypt? In view of the diminishing resources for development work in middle-income countries, should other WFP COs be encouraged to follow the Egyptian example of mobilizing private sector funding for implementing CPs? In the case of Egypt, most of the FFE work has been implemented with the help of private sector funding. Does this represent the way of the future for WFP offices in middle-income countries?.

C. Recommendations

161. The evaluation team recommends that the WFP CO maintain its new, full-time nutritionist position in order to strengthen its in-house technical expertise in nutrition. This is necessary so that the CO can improve its effectiveness in building capacity in national institutions (i.e. the NNI) and upgrade its ability to pursue future initiatives in the area of nutrition.

162. The team recommends that the WFP CO hire a full-time expert or consultant in vulnerability, poverty or food security analysis in order to strengthen its ability to provide technical assistance to the Government in these areas. At present, the WFP CO has no in-house technical expertise in these fields.

163. If the WFP CO is unable to recruit a full-time expert in vulnerability, poverty or food security analysis, the evaluation team recommends that the CO should reconsider its present involvement in the effort to reform Egyptian food subsidies. Without in-house expertise in these areas, it is unlikely that WFP will make any headway in its efforts to reform food subsidies, especially given the very "political" nature of this reform effort.

164. With respect to flour fortification, the team recommends that the effectiveness of ferro-sulphate as a compound for iron fortification should be evaluated. This assessment will show whether the current fortification effort has significantly increased the iron status of baladi bread consumers. In addition, before the flour fortification programme is handed over to the Government, the team recommends that an assessment be made to determine whether there is a continued justification for the inclusion of folic acid as a fortificant. Folic acid may not have been the most urgent micronutrient deficiency to address.

165. In the FFE programme, the evaluation team recommends that WFP should find ways to minimize disruptions to the food supply pipeline in order to ensure that children receive their full food rations (fortified date biscuits and rice) for the whole school year. This recommendation includes finding ways of building a stable stream of private sector donations.

166. In the ECEEP project, the team recommends that in-school feeding to pre-school classes in urban areas in Upper Egypt should be reviewed, particularly with respect to targeting.

167. The CCLP project appears to be making steady progress in reaching its target. However, given the scale of the problem being tackled, the team believes that there are strong reasons to consider extending this programme for four more years. In particular, effective strategies for tackling child labour in agriculture need more work by the Government, since child labour on small farms is not yet covered in the Egyptian Labour Code.

168. The evaluation team recommends that FFA support for land reclamation activities in the High Dam Lake area should be re-evaluated. Specifically, the team is concerned about the cost-effectiveness of Government-supervised land reclamation activities in the High Dam Lake area. A new, comprehensive national study is currently underway to compare Government vs. private-sector approaches in land reclamation. The results of this new study may suggest that it would be useful for WFP to re-orient its FFA support for land reclamation activities to those undertaken by the private sector. For example, it might be possible for WFP to extend FFA support to poor agricultural labourers working in private sector land reclamation projects.

Annexes

Annex 1 TORs

Terms of Reference

Evaluation of Egypt CP 10450.0 (2007-2011)

“Enabling livelihoods, nutrition and food security”

Background

A. Context of the evaluation

1. Egypt ranks 123rd out of 182 countries in the Human Development Index. In terms of life expectancy, adult literacy, combined primary, secondary and tertiary gross enrolment and GDP per capita Egypt is ranked 94th, 100th, 69th and 111th, respectively. In terms of the United Nations Development Programme (UNDP) human poverty index for developing countries, Egypt is ranked 82nd out of 134 countries for which the index has been calculated. In Egypt 7.2 per cent of people are not expected to survive to age of 40, the adult illiteracy rate is 33.6 per cent, 2 per cent of people are without access to an improved water source and 6 per cent of children under age five are under weight for their age. According to the IFPRI global hunger index, Egypt has a value of less than five and an overall low ranking. The total population of Egypt is estimated at 77 million.⁵⁵

2. The Egypt CP (CP) 10450.0 is the only WFP operation ongoing in Egypt and it follows a number of earlier CPs. WFP has had operations in Egypt since 1963. As per the current CP project document, WFP foresaw a smooth phase-out of WFP food-based activities by the end of the CP in 2011 and the accommodation of any further food assistance under the strengthened Government of Egypt food-based safety net programmes. The CP project document envisaged that the current CP would be the final WFP development operation in Egypt.

3. The overall aim of the CP is to strengthen Government capacity to reduce poverty, food insecurity and malnutrition in Egypt. The stated planned outcomes of the CP are as follows:

- Improved livelihoods for vulnerable communities through empowerment and physical and human assets creation (WFP Strategic Objective 2⁵⁶);
- Reduced levels of micronutrient deficiencies, especially of iron and folic acid, through food fortification (WFP Strategic Objective 3);

⁵⁵ The Economist.

⁵⁶ The strategic objectives articulated in the project document are linked to WFP Strategic Plan (2006-2009).

- Reduced gender disparity in access to education, and increased access to pre-school education (WFP Strategic Objective 4);
- Improved capacity of children to concentrate and assimilate information, through the relief of short-term hunger (WFP Strategic Objective 4);
- Strengthened Government capacity to reform safety net programmes, launch national nutrition strategies and prepare for and respond to emergencies, through updated food security and vulnerability information and training (WFP Strategic Objective 5).

4. The Egypt CP planned to assist 80,150 beneficiaries during the period January 2007 to 31 December 2011 through the provision of 20,904 mt of food at a total WFP cost of US\$ 7.98 million. The Executive Board also approved WFP's strategy for an expanded CP for a total of US\$ 44.1 million, considering ongoing reform efforts by the Government of Egypt and the urgent need to improve Government food-assisted development activities. The budget plan for the CP indicates that Component 1 will not be funded through WFP multilateral funding. The additional funding up to US\$44.1 million would allow WFP to reach up to 396,000 beneficiaries with direct food support. As of 23 May 2009, the CP had total funding of US\$ 32.4 million.

5. Subsequent to the approval of the CP, there have been nine separate budget revisions. Most of these budget revisions were requested in order to accommodate new locally mobilized resources under the CP strategy of an expanded CP, as approved by the Executive Board subject to resource availability, in order to support the various activities of the CP. Budget revision 5 was a realignment of the CP budget to incorporate the impact of increased commodity and transport costs and reflect updated staff costs and US\$ exchange rate fluctuations. Budget revision 9 increased DSC funding in order to strengthen the technical support to the Government in the areas of safety-net and nutrition-based programmes in line with the transition to address the new Strategic Objectives 4 and 5 under the WFP Strategic Plan 2008-2011. As per Budget Revision 9, the food cost stands at US\$15.6 million (compared to US\$6.4 million in the original budget) and the total WFP cost stands at US\$32.4 million (compared to US\$7.98 million in the original budget).

6. The CP comprises the following "core" activities or components:

- Supporting reform through capacity-building (component 1, WFP Strategic Objective 5)⁵⁷ in the following 5 areas;
- Food security analysis and monitoring;
- Analysis, management and targeting of the food subsidy programme;
- Support to the national school feeding programme;
- Assessment, analysis and dissemination of nutrition data

⁵⁷ Technically speaking, Component 1 cannot be considered a "core activity" given that it is funded entirely from additional or supplementary funds beyond the US\$ 7.98 million total WFP cost approved by the EB.

- Upgrading of flour mills and comprehensive national micronutrient strategy;
- Improved livelihoods for vulnerable communities through empowerment and physical and human assets creation (WFP Strategic Objective 2⁵⁸);
- Reduced levels of micronutrient deficiencies, especially of iron and folic acid, through food fortification (WFP Strategic Objective 3);
- Reduced gender disparity in access to education, and increased access to pre-school education (WFP Strategic Objective 4);
- Improved capacity of children to concentrate and assimilate information, through the relief of short-term hunger (WFP Strategic Objective 4);
- Strengthened Government capacity to reform safety net programmes, launch national nutrition strategies and prepare for and respond to emergencies, through updated food security and vulnerability information and training (WFP Strategic Objective 5).

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- Analysis, management and targeting of the food subsidy programme;
- Support to the national school feeding programme;
- Assessment, analysis and dissemination of nutrition data;
- Upgrading of flour mills and comprehensive national micronutrient strategy.

10. In terms of overall operation design, the overall allocation of total food requirements was as follows:

- 39 per cent for food for education (4 per cent for in-school feeding, 35 per cent for take-home rations);
- 61 per cent for food for assets creation for vulnerable groups (31 per cent for Assiut, Sohag and Aswan and 29 per cent for Sinai).

Component one, the capacity-building component, does not have a food component.

11. In terms of overall budget allocation, and subsequent to Budget Revision 9, approximately US\$ 8.4 million has been allocated to technical support and capacity building activities under component one. This represents 26 per cent of the revised total WFP costs subsequent to Budget Revision 9.

12. Some of the main discussions revolving around the operation include the following:

- Role of WFP in supporting Government reform of its food-based safety net programmes;
- Role of WFP in supporting Government flour fortification efforts;
- Role of WFP food-based assistance versus capacity building assistance;
- The role of the Egypt CP as a possible model for other WFP operations in the region, in terms of its funding model and its approach or type of engagement in a middle-income country.

B. Stakeholders

13. Key internal and external stakeholders for this evaluation are detailed in Table 1 below.

14. The key external stakeholders at the country level, presented according to their involvement with the three components of the CP, with key technical

⁵⁹ Technically speaking, Component 1 cannot be considered a “core activity” given that it is funded entirely from additional or supplementary funds beyond the US\$ 7.98 million total WFP cost approved by the EB.

areas supported by WFP indicated in parentheses for Component 1 are as follows:

Component 1:

- Ministry of Planning and Local Development (food security analysis and monitoring unit)⁶⁰;
- Ministry of Social Solidarity, World Bank, UNDP, FAO (food subsidy programme and flour fortification systems);
- Ministry of Education (national school feeding programme);
- National Nutrition Institute, Ministry of Health, UNICEF, WHO⁶¹ (national nutrition surveillance system);
- Ministry of Social Security, National Nutrition Institute, Ministry of Health, UNICEF, WHO, Global Alliance for Improved Nutrition and Micronutrient Initiative (national micronutrient strategy).

Component 2:

- National Council for Child and Motherhood (coordinating partner);
- UNICEF, ILO;
- Ministry of Education;
 - Early Childhood Education Enhancement Project unit (main implementing partner);
 - Basic Education Department;
 - School Feeding Service.
- Ministry of Agriculture and Land Reclamation;
 - School Nutrition Unit
 - Upper Egypt School Feeding Project
- Local NGOs⁶² ;
 - Association for Community Development and Improving the Status of Women and Children (Sohag); Bena'a (Menya); Assiut Businesswomen Association and Terre des Hommes (Assiut); Muslim Youth Association (Fayoum) El Wafaa Wel Amal and The Coptic Organization for Social Services (Beni Sweif).
- World Bank;

Component 3:

- Ministry of Agriculture and Land Reclamation;

⁶⁰ WFP technical assistance to this ministry has already been completed.

⁶¹ WHO is taking the lead in nutritional surveillance rather than WFP

⁶² It is only Component 2 that involves local NGO partners.

- Ministry of Housing and New Communities;
- German Agency for Technical Cooperation;
- UNDP, IFAD, ILO, FAO;

Non-Component Specific:

- Ministry of International Cooperation (overall coordination and support);
- Ministry of Foreign Affairs (protocol and representational matters).

Table 1. Stakeholder Matrix

Key stakeholder group	Interest in the subject of the evaluation	Interest in the evaluation	Implications for the evaluation
WFP Egypt CO staff	*Responsible for management and coordination of WFP assistance and resources	*Evaluation may identify strengths and weaknesses of the operation *Evaluation findings may inform design and implementation of subsequent operations and fine-tuning of ongoing operation *Involved in the management response to the evaluation	*Main source of data *Main contact for the evaluation
OMC Regional Bureau	*Responsible for operations in the region	*Evaluation findings may inform design and implementation of subsequent operations, both in Egypt and other operations in the region. *Involved in the management response to the evaluation	*Source of information on support provided to the CO
WFP HQ staff (OMX, OEDAM, OEDP, REG)	*No specific role in the operation	*Evaluation may identify design issues that will inform future operations and policy directions *Involved in management response to the evaluation	*Will be kept informed on the results of the evaluation
Government of Egypt	*Involved as a partner of WFP through various ministries and Government entities	*Evaluation may affect the design and implementation of future WFP assistance in Egypt	*Key informant for the evaluation *Will be consulted through formal meetings at national and sub-national levels
Ministry of Social Solidarity, Ministry of Education, Ministry of Health, National Nutrition Institute	*Involved as a recipient of WFP technical support under Component 1 (capacity building)	*Specific interest in how WFP can provide technical support	*Key informant for the evaluation
National Council for Child and Motherhood	*Involved as WFP partner under Component 2 (girl friendly schools)	*Specific interest in FFE activities in girl friendly schools	*Key informant for the evaluation
Ministry of Education	*Involved as a WFP partner under Component 2 (early childhood education)	*Specific interest in WFP financial and technical support for FFE activities for pre-schools	*Key informant for the evaluation
Ministry of Education	*Involved as a WFP partner under Component 2 (early childhood education)	*Specific interest in WFP financial and technical support for FFE activities for pre-schools	*Key informant for the evaluation
Ministry of	*Involved as a WFP	*Specific interest in how WFP	*Key informant for

Key stakeholder group	Interest in the subject of the evaluation	Interest in the evaluation	Implications for the evaluation
Agriculture and Land Reclamation, Ministry of Housing and New Communities	under Component 3 (FFA)	can support improved livelihoods in Egypt	the evaluation
Local NGO Partners	*Play a key role in the overall implementation of Component 2 (FFE)	* Evaluation may affect the design and implementation of future FFE activities in Egypt	*Key informant for the evaluation
UN Partners (FAO, UNICEF, WHO, ILO, World Bank, UNDP, IFAD)	*Involved in various aspects of WFP programme strategy and implementation	*Evaluation may affect the design and implementation of future WFP activities in Egypt	*Key informants for the evaluation
Communities/Beneficiaries	*Direct interest in the success of the operation as vulnerable beneficiaries	*Evaluation findings may influence future operations improve service to beneficiaries	*Key informants on issues regarding relevance and effectiveness
Donors ⁶³	*Provide substantial financial and in-kind resources to the operation	*Evaluation findings may influence donor attitudes regarding funding of WFP operations in Egypt	*Source of information *Will be consulted through formal meetings at national level
Donors ⁶⁴	*Provide substantial financial and in-kind resources to the operation	*Evaluation findings may influence donor attitudes regarding funding of WFP operations in Egypt	*Source of information *Will be consulted through formal meetings at national level
WFP Executive Board	*No specific role in the operation	*Interested in the evaluation as part of WFP's commitment to learning and accountability	*Will be kept informed on the results of the eval.

⁶³ Apart from traditional multilateral funding allocated to the CP through the WFP resource allocation model (RAM) for development projects, there are locally-raised funds from donors, both public and private, that have provided substantial supplementary financial support to specific Country Programme activities as a result of Country Office local resource mobilization efforts. The four main sources of locally mobilized resources are the Global Alliance for Improved Nutrition and Micronutrient Initiative (GAIN), the Royal Netherlands Embassy, the European Commission and the US Department of Labour (US\$OL). GAIN is funding WFP activities related to food fortification under Component 1. The Dutch are funding WFP efforts to support the reform of the food subsidy system in Egypt under Component 1. The EC is funding WFP activities in South Sinai under Component 3 as part of the EC-funded South Sinai Regional Development Programme (SSRDP); specifically, WFP won the tender to implement the EC grant to South Sinai governate and WFP reports to SSRDP government entity. The US\$OL is funding WFP activities related to its Combating Child Labour Project (CCLP) which includes a FFE component; WFP won the US\$OL tender to carry out these activities. Private donors include Pepsi, EFG Hemes and Suez Cement. As per the WFP Resourcing update dated 23 May, donors to the Egypt CP are as follows: Cyprus, Egypt, EC, Netherlands, Multilateral, Private donors, Saudi Arabia and USA.

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Reason for the evaluation

Rationale

15. A mid-term evaluation for the CP was foreseen in the CP project document. This evaluation was therefore included as part of the OEDE biennium work plan for 2008-2009. It is intended that the lessons learned from this evaluation will allow adjustment or reorientation of the current CP and/or inform the next phase of the CP operation. The intended users of this evaluation will therefore include regional, CO and HQ staff involved in programme design and implementation.

Objective

16. The objective of this evaluation is two-fold:

- The first objective is to determine the degree to which stated project objectives are likely to be achieved and to assess the manner in which these are being achieved, in order to be accountable for aid expenditures to stakeholders.
- The second objective is to draw lessons from the current operation in order to make recommendations, if and as necessary, that may increase the likelihood that objectives will be achieved; recommendations may contribute to a reorientation of the current CP and/or improved performance in the next phase of this CP.

III. Scope of the evaluation

A. Scope

17. The evaluation will cover all three components of the CP, with a particular focus on component one (and capacity building).

18. Component one involves the provision of substantial technical support in five different areas, involving several different ministries, and therefore capacity building is a key focus for this evaluation. Within component one, the reform of the Government of Egypt's food-based safety net programmes is a natural focus for the evaluation, given the fact that if and when WFP eventually phases out its food-based activities in Egypt, any future need for food assistance will be accommodated under the Government's food-based safety net programmes.

19. In terms of temporal scope, the evaluation will focus on the 30-month period from January 2007 to June 2009.

20. In terms of geographic scope, the evaluation will distinguish between component one, which involves no field activities, and components two and three, which involve implementation of FFE and FFA activities in different

parts of the country. Activities under Component 2 (FFE) are concentrated in the following governates: Sohag, Menya, Assiut, Fayoum and Beni Sweif. Activities under Component 3 are being implemented in Upper Egypt (Assiut and Sohag with core funding and Fayoum and Menya with supplementary funding only), the Aswan/Lake Nasser area (with core funding) and the Red Sea (Bedouin) area (with only supplementary funding). *In the pre-mission report, the evaluation team will define selection criteria in order to determine a representative sampling of areas and activities to visit during the main field work.*

Map 1: Reference map of Egypt



Map No. 3795 Rev. 2 UNITED NATIONS January 2004 Department of Peacekeeping Operations Cartographic Section

Evaluability assessment

21. The results and resources matrix (logic model) presented as Annex II to the project document summarized the various outcomes and outputs expected together with the associated performance indicators and assumptions and risks.

22. The logic model includes four UNDAF-level planned outcomes. Other planned outcomes are organized and presented according to the CP component to which they belong and also indicate the relevant WFP Strategic Objective. There are three planned outcomes under Component One, three planned outcomes under Component Two and one planned outcome under Component 3.

23. During the preparatory mission, it was agreed between the evaluation manager and the CO to revise the project logical framework (see Annex 2) in order to ensure that it would serve as a useful guidance tool to the evaluation team and still reflect the logic of the operation at the time of CP approval⁶⁵. The following changes were agreed:

- UNDAF-level outcomes will not be explicitly assessed under effectiveness;
- The planned outcome related to micronutrient deficiencies has been re-formulated in terms of 'strengthening Government capacity to address micronutrient deficiency issues' under WFP Strategic Objective 5 and will not be considered as an activity under WFP Strategic Objective 3;
- The outcome indicator related to increased capacity of national school feeding has been reformulated to focus on the targeting of Government resources according to vulnerability criteria since the original indicator could not be measured;
- One of the output indicators related to the provision of capacity-building assistance to the Ministry of Education has been removed since it measures an outcome and has been included as an outcome indicator.

24. The formulation of the CP was guided by a number of studies, surveys and assessments, including the following: i) Vulnerability Analysis and Review of Food Subsidy in Egypt (October 2005); ii) Nutritional Assessment of WFP Beneficiaries in Noubarea and Matrouh Areas (June 2005) and iii) Assessment of the Nutritional Status of Bedouins in Non-Urban Areas in Sinai (June 2005). During the pre-mission phase, the evaluation team will examine these various reports to understand how and to what extent they actually informed the design of the CP.

25. As per the CP project document, a results-based monitoring and evaluation system was developed to enable the CO to fulfil its mandate and commitments regarding management, performance measurement, accountability, learning and advocacy. During the preparatory mission the evaluation manager confirmed the general availability of various partner reports and WFP reports, including SPRs and specific narrative and financial reports to local donors on its various activities. Information related to monthly or quarterly FFE activities (beneficiaries and tonnage and figures related to boy/girl ratios and enrolment) needs to be compiled and provided to the evaluation team before the start of the pre-mission phase. Other issues related to specific information requirements will be explored further, as necessary, during the pre-mission phase by the evaluation team in consultation with the CO.

⁶⁵ It is understood and acknowledged that the Egypt CO has recently devoted considerable time and effort to re-align the original project logical framework to the new strategic results framework under the WFP Strategic Plan 2008-2011. To the extent necessary to assess the relevance or appropriateness of the ongoing CP, the evaluation team may examine the evolution of the priorities and objectives of the CP according to changes in the environment; however, the evaluation will not be concerned with assessing the success or appropriateness of the realignment exercise or the new logical framework per se.

IV. Key issues and evaluation questions

26. In accordance with international evaluation standards, including those of UNEG, the evaluation will assess WFP performance against stated project objectives in terms of the standard evaluation criteria of relevance/appropriateness, effectiveness, efficiency, impact and sustainability/connectedness. In addition to the standard evaluation criteria, the following issues will receive particular consideration as they relate to the Egypt CP:

- The role of WFP in a middle-income country such as Egypt;
- The role of WFP food-based assistance versus non-food capacity building assistance (under WFP Strategic Objective 5);
- Targeting issues related to the Government's existing food-based safety net programme;
- Availability of WFP expertise to provide support in the various technical areas under Component 1 (capacity building).

V. Evaluation design

A. Methodology

27. The overall approach for the evaluation will be a mixed method approach. The evaluation will use a range of data collection methods such as structured document review, key informant interviews and focus group discussions and a combination of qualitative and quantitative analysis, as appropriate. During the pre-mission phase, the evaluation team will consider how to ensure appropriate and, to the extent possible, representative sampling in terms of the selection of sites to be visited and stakeholders to be interviewed during the field work. Proposed meeting schedules and field trip itineraries will be included as an annex to the pre-mission report.

28. The main sources of information include the following:

- internal and external documents such as project documents, needs assessment reports, monitoring reports, evaluation reports, Government of Egypt poverty reduction strategy papers and the United Nations Development Assistance Framework for Egypt and;
- key stakeholders (see Table 1) who will be consulted widely to ensure that the findings and recommendations of the evaluation are based on a full and comprehensive understanding of diverse perspectives.

Evaluation Quality Assurance System

29. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and OECD-DAC). It sets out process maps with in-built steps for quality assurance and templates for

evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. All these tools are available with OEDE. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team.

30. The evaluation team will ensure a systematic check on the accuracy, consistency and validity of collected data and information. The evaluation team will be responsible to verify the sources of information and ensure the internal consistency of data presented in the final evaluation report.

B. Phases and deliverables

31. The evaluation phases and corresponding outputs are detailed in Diagramme 2 below.

Diagramme 2: Evaluation phases and outputs

Description	Output	Indicative Days			Jul-09	Aug-09	Sep-09	Oct-09	Nov-09	Dec-09	Jan-10
		TL	TM 1	TM3	27	3 10 17 24 31	7 14 21 28	5 12 19 26	2 9 16 23 30	7 14 21 28	4 11 18 25
Initial Phase											
0	Preparatory mission (Travel week of 25 May 2009 - EM only)	0	0	0							
Pre-mission phase											
1	Pre-mission report										
	Team Briefing in Rome	4	4	4							
	Prepare draft Pre-mission report	10	7	3							
	Revise pre-mission report	1	0	0							
Evaluation Phase											
2	Evaluation Mission										
	Prepare field mission	1	0	0							
	Field mission	19	19	19							
	Field mission de-briefing	1	1	1							
Reporting Phase											
3	Evaluation report & Summary										
	Prepare evaluation report	15	10	5							
	Revise evaluation report	2	0	0							
	Prepare summary report	3	0	0							
	Respond to stakeholder comments	1	0	0							
	Revise evaluation & summary report	3	0	0							
	Total Days	60	41	32							

32. **Initial phase.** At the request of the CO, the evaluation manager undertook a preparatory mission to Egypt during the last week of May 2009. The objectives of this preparatory mission were as follows:

- to clarify any issues outstanding in the terms of reference, in particular, the main discussions revolving around the operation and key issues of interest to the CO to be included within the scope of the evaluation;
- to clarify the logic model of the operation and its suitability to guide the evaluation and to propose a revised logic model, as necessary;
- to determine the availability of key baseline data and output and outcome level data that will be required by the evaluation team.

33. **Pre-mission phase.** The purpose of the pre-mission report (PMR) is twofold:

- to review and clarify the TOR and present the detailed methodology to be used to undertake the evaluation; and;

- to present the preliminary findings of the desk review (including working hypotheses) and identify information gaps to be filled with data collected during the evaluation mission.

34. The pre-mission report is prepared by the evaluation team under the responsibility of the team leader, on the basis of a desk review of all available documents and as per the EQAS report template. It assures the evaluation manager that the team has a good grasp of what is expected from the evaluation and goes on mission fully prepared. Section 5 of the PMR is absolutely key and must reflect a full analysis of the available documentation and clearly identify information gaps to be filled with data collected during the mission.

35. The evaluation team will meet for an initial team briefing in Rome and this will mark the start of the pre-mission phase. The purpose of the initial team briefing will be for the evaluation manager to:

- Present the whole evaluation process and the specific expectations from the pre-mission phase and report;
- Clarify the TOR (evaluation purpose, issues and approach);
- Discuss general rules and standards (code of conduct, travel arrangements and other administrative issues applying to all team members etc);
- Discuss the role of each team member in the evaluation and with regard to drafting the PMR, explaining individual job descriptions;
- Adjust timetable and practical next steps (e.g. collection of background material);
- Share a complete set of documents relevant to the evaluation, including EQAS documents.

36. The evaluation team will determine the visit itinerary during the pre-mission phase based on agreed selection criteria; the visit itinerary will detail planned meetings with key stakeholders in the capital and during field visits and identify the operational areas are to be visited. The CO will advise the evaluation team on any issues related to security and accessibility. The evaluation team will submit the planned visit itinerary to the CO so that they can prepare logistics and meeting arrangements.

37. The pre-mission report will reflect a full analysis of the available documentation and include the following annexes: schedule of planned field meetings, schedule of planned project site visits, questionnaire guidelines and data collection formats and formats for the presentation of quantitative data.

38. **Evaluation phase.** Fieldwork will be undertaken in Cairo and areas of WFP operations in other parts of Egypt. Fieldwork will be carried out as follows:

- initial briefing with CO stakeholders to discuss or clarify any issues arising from the PMR;
- interviews with internal and external stakeholders in Cairo;
- field visits in order to collect primary data and meet with internal and external stakeholders, including beneficiaries, at the field level; and;
- de-briefing(s) with key stakeholders in Cairo to present the preliminary findings of the evaluation team (WFP HQ stakeholders will have the opportunity to participate in the de-briefing via teleconference).

39. **Report writing phase.** The evaluation report will bring together the findings of the evaluation team in a concise and analytical report as per the EQAS report template. The draft report will be shared with stakeholders and the response of the evaluation team to these comments will be documented in the evaluation report.

VI. Organization of the evaluation

A. Expertise of the evaluation team

40. Based on a preliminary review of background documents, it is determined that the evaluation will need to have experience and/or expertise in the following areas:

- **Egyptian food subsidy system.** The evaluation team leader will have significant knowledge and expertise on the issue of Egyptian food subsidies and capacity building issues. The team leader will also have in-depth knowledge and experience of the Egypt development context.
- **Food Security and nutrition and evaluation.** One team member will have expertise in nutrition (especially issues related to micronutrient deficiencies) and knowledge of food security issues, preferably in the context of Egypt, and experience in the evaluation of humanitarian action.
- **Education, food security and evaluation.** One team member will have experience in the evaluation of humanitarian action, together with knowledge of food security issues and some experience or familiarity with education and/or food for work programmes, preferably in the context of Egypt.

41. The evaluation team will be made aware of the code of conduct for evaluators in the UN system and provided with relevant documents related to the UNEG norms and standards of evaluation.

B. WFP Stakeholders' roles and responsibilities

42. This evaluation is managed by the WFP Office of Evaluation and the evaluation manager (Maureen Forsythe) is responsible to:

- Prepare the terms of reference of the evaluation;

- Select and recruit the evaluation team;
- Prepare and manage the evaluation budget;
- Organize an initial evaluation team briefing;
- Organize the field mission in coordination with the Egypt CO;
- Provide a first level of quality feedback and assurance for the evaluation products;
- Disseminate reports to the various stakeholders and
- Act as the principal interlocutor between the evaluation team, represented by the team leader, and WFP.

43. The WFP Egypt CO, which will host the evaluation mission for the field work, is responsible to:

- Provide data and information requested by the evaluation team;
- Provide logistics support for the evaluation team in terms of lodging and transport to and from the airport and to and from project areas;
- Arrange meetings with cooperating partners and Government officials, as requested by the evaluation team and detailed in the visit itinerary;
- Participate as key informants by allocating sufficient time for requested meetings;
- Accompany the evaluation team to various meetings with cooperating partners and Government officials, if requested by the team leader;
- Assist with local recruitment of external interpreters, as necessary, to support the evaluation team in terms of Arabic/English interpreting during key meetings and site visits during the field work;
- Provide management responses to evaluation recommendations, as appropriate.

44. The main responsibility of the WFP Regional Bureau and WFP HQ staff is to:

- Meet with the evaluation team during the evaluation process, as necessary
- Participate in the evaluation team de-briefing(s), if possible
- Provide management responses to evaluation recommendations, as appropriate

C. Communication

45. The dissemination strategy for the evaluation includes the following: an in-country de-briefing and presentation of preliminary findings, presentation to the WFP Executive Board in June 2011 (together with the new CP document) and the posting of the final evaluation report and summary evaluation report on the WFP external website. All reports will be prepared and presented in English.

D. Budget

46. The overall budget for the evaluation is US\$115,000 to be covered from OEDE PSA funds.

Annexes

Annex 1: Bibliography

Annex 2: Revised logical framework

Annex 3: Background evaluation documents

Annex 4: EQAS report templates

Annex 5: UNEG Norms and Standards

Annex 6: EQAS Technical Note: Logical Framework

Annex 7: EQAS Technical Note: Evaluation Criteria

Annex 8: EQAS Technical Note: Evaluation Matrix

Annex 9: EQAS Technical Note: Stakeholders

Annex 10: Evaluation team (job descriptions and CVs)

Annex 2 Bibliography

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Annex 3 List of persons met and places visited

Persons Met

Aal, Abdelsalam, Field Supervisor, National Council for Childhood and Motherhood, Beni Suef, Egypt
Adel, Mohamed, Executive Manager, Food Security Information Center, Cairo, Egypt
Ads, Radwa, Economic Researcher, Ministry of International Cooperation, Cairo, Egypt
Ahmed, Abdel Salam, Representative, Food and Agriculture Organization, Cairo, Egypt
Aideen, Mohamed, Field Supervisor, National Council for Childhood and Motherhood, Cairo, Egypt
Al Alawi, Magdi, Education Advisor, National Council for Childhood and Motherhood, Cairo, Egypt
Ali, Wael Kamel, VAM Assistant, World Food Program, Cairo, Egypt
Aljawalkeh, Ayoub, Regional Advisor, Nutrition, World Health Organization, Cairo, Egypt
Alwardat, Abdallah, Safety Net Advisor, World Food Programme, Cairo, Egypt
Arellano, Hilda, Director, US Agency for International Development, Cairo, Egypt
Azzoni, Luca, Senior Skills Specialist, International Labour Office, Cairo, Egypt
Badr, Mohamed, Head, Sinai Development Project, Cairo, Egypt
Belgasmi, Daly, Regional Director, World Food Program, Cairo, Egypt
Bordignon, Gianpietro, Egypt Country Director, World Food Program, Cairo, Egypt
Chatila, Khaled, Program Officer, Assets Creation, World Food Program, Cairo, Egypt
Cortezon, Alberto, Project Manager, Social Affairs, European Union, Cairo, Egypt
El-Anaouti, Ashraf, Head of Pest Control, Center for Bio-organic Agricultural Services, Aswan, Egypt
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Taha, Hamdan, First Under-Secretary to Minister, Ministry of Social Solidarity, Cairo, Egypt
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Places Visited

Beni Suef, Minya and Asyut Governorates, October 16-20, 2009

North Sinai Governorate, October 16-18, 2009

Aswan Governornate (High Dam Lake area), October 18-20, 2009

Annex 3 Methodology/Evaluation Matrix

Issue / Question Component 1	Indicators	Main sources of information
I. Relevance: Component 1		
1. Was the FSAMU unit of the Ministry of Planning the correct unit in the Government to target for "capacity building"?	What is the technical capacity of the FSAMU?	WFP, interviews in Egypt
2. Why did WFP try to provide technical support to the Ministry of Social Solidarity for food subsidy reform when so many past efforts at food subsidy reform have failed?	Number of policy recommendations for reform implemented by Government	WFP, interviews in Egypt
3. What was the justification for including folic acid in the fortification of wheat? (Only to prevent NTD?)	What is the incidence of NTD in Egypt?	Micronutrient study report
4. Why was baladi bread not fortified with iodine (using extra iodized salt as in many European countries)?	What is the benefit of folic acid for reduction of anemia	National Micronutrient Strategy
5. Does WFP have sufficient expertise to build NNI capacity in nutrition surveys / surveillance, and the development of a national nutrition strategy? Who builds the capacity of who here?	Quality of work on both sides. Are studies implemented by CO, or their partners, or external consultants?!	NNI Reports, WFP Reports, NNI/WFP reports
6. Does financially supporting a study represent capacity building for NNI, or does it just contribute to the knowledge base?	Opinions / discussion in CO	WFP NNI focal point

I. Relevance: Component 2	Indicators	Main sources of information
1. Were WFP school feeding programs designed in lieu of Government programs OR were they designed to secure WFP access to "higher levels" of the Government?	Government ability to implement its own school feeding programs	WFP, interviews in Egypt
2. How was WFP "best practice" worked into the design and implementation of school feeding programs?	Design and implementation of school feeding programs in Egypt	WFP Reports, interviews in Egypt
3. Why was milk included as a ration in the school feeding programs?	Design and implementation of school feeding programs	WFP Reports
I. Relevance: Component 3	Indicators	Main sources of information
1. How relevant are food-for-asset projects in land reclamation areas if they only last for two years?	Design and implementation of FFA projects	WFP reports
2. Is there capacity building (planned) to scale up these food-for-assets models?	Documentation of model approach. Training of Government local staff	WFP reports, M&E
3. Is the current CP promoting rainfed agriculture in Sinai a viable strategy of poverty alleviation?	Type of training(M&E)	WFP, beneficiaries.
4. Is the settlement strategy sustainable for improving Bedouin livelihoods, or will they continue their semi-nomadic lifestyle?	Bedouins still living in the newly created communities 2-4 years after (earlier) WFP project ended	

II. Efficiency: Component 1	
1. How many studies/surveys have been undertaken by FSAMU during the period of evaluation? How has this led to capacity building?	Number of studies done by FSAMU, interviews in Egypt
2. How many training sessions have been conducted by FSAMU for Ministry of Planning staff during the period of evaluation? How has this led to capacity building?	Number of training sessions done by FSAMU,
3. What specific reforms have been made to the subsidy on baladi bread, which accounts for about 75 per cent of the cost of food subsidies?	Reforms made in baladi bread subsidy, especially efforts to limit access to this subsidy
4. Is the Government on track with its efforts to mainstream flour fortification ?	Budget spent, and (budget) commitments
5. Has the upgrading of flour mills been initiated? How many mills have been upgraded?	Assessment reports, Action taken, fortification started
6. How have efforts at capacity building for the National Nutrition Surveillance proceeded?	Monthly NNI progress reports Regular National Nutrition Surveillance system outputs and reports?
7. Who builds capacity of NNI in nutrition assessments/analysis? Does WFP have the expertise to build such capacity in nutrition?	Progress reports NNI Quality of reports

II. Efficiency: Component 2	
1. How much has been spent on the school feeding program and where have the funds come from?	Reports, budgets, invoices
2. Why were original WFP plans for school feeding downsized? Did WFP decide it did not have enough expertise/capacity in this area?	Reports, budgets
3. How were decisions made about which schools to target if there were more schools and beneficiaries than resources available?	Implementation of school feeding programs
4. Why were quality based performance indicators not developed as part of the original project design for school feeding programs?	Reports, budgets, interviews in Egypt

II. Efficiency: Component 3	
1. What lessons were learned from the self evaluation in 2004, such as: were beneficiaries negatively affected by food shortages and unmet distribution targets, and how did this affect new beneficiaries?	Secured food availability before enrolling new beneficiaries? Prioritisation of completing activities with existing beneficiaries?
2. To what extent did WFP collaboration in food-for-assets activities develop with other national and international partners?	Did collaboration with GTZ materialise? Are CDAs empowered and involved in planning and implementation?
3. Is there sufficient monitoring of food-for-asset project activities in remote project sites?	Frequency of supervisory visits made by CO staff. No. of local WFP staff
4. With respect to fortification, are quality control measures in place and have assessments been carried out?	Established quality control procedures Which micronutrients are used for fortification?

III Results: Component 1		
1. What did the embedded expert in the FSAMU unit of the Ministry of Planning really do?	Output of the FSAMU	WFP, interviews in Egypt
2. Why have attempts to reform Egyptian food subsidies and make them more targeted to the poor stalled? (80% of Egyptians still consume subsidized baladi bread, and 80% of households still have a ration card)	Per cent of households consuming subsidized bread per cent of households having a ration card	WFP, interviews in Egypt
3. To what extent have the capacities of NNI in the area of nutrition analysis been improved, and how many NNI staff have been trained?	Assess quality of NNI outputs Number of NNI staff trained	Interviews in Egypt
4. Was the National Nutrition Surveillance system ever established and used?	Functioning and used system. Assess quantity, quality of outputs	NNI, WFP
5. How effective was WFP support for flour fortification (or has implementation for this activity been taken over by GAIN?)	M&E reports	WFP +Institute responsible for monitoring level of fortification
6. What fortificant has been used for iron in wheat for baladi	Reports, budgets, invoices	WFP, Flour mills management, Flour

bread: ADTA iron or elemental iron? (See FAO/WHO 2006 manual)		Fortification Alliance
7. What percentage of the Egyptian population currently consumes fortified bread? Which governorates are WFP-supported and which are Government supported?	Numbers and percentages of people purchasing fortified bread	WFP, MOSS

III Results: Component 2		
1. What is the unique contribution of WFP to the school feeding program in Egypt? What did WFP bring to this program that the Government could/would not?	Reports, budgets, invoices	Reports, interviews in Egypt
2. What is WFPs exit strategy in this area? If the Government is committed to expanding school feeding, how/when will WFP exit?	Reports, budgets, invoices	Reports, interviews in Egypt
3. What is the micro nutrient content of food-for-education rations? Mixed results and coverage are reported: date bars, take home rice, take home snacks (which ones?)	Proof of micronutrient fortification. Percentage of fortified bars in total FFE Overview of FFE rations	Analysis reports of samples by Government/NNI or WFP Reports on production volume, achieved targets
III Results: Component 3		
1. What has been the real impact of food-for-assets on beneficiaries, especially given the reduction in food commodities from six to one?	Percentages of malnourished people in FFA projects, Reports, budgets	Reports, interviews in Egypt
2. What is the sustainability of FFA projects, if these projects only last two years?	Design and implementation records of FFA projects	Reports, interviews in Egypt

Acronyms

CBAS	Centre for Bio-Organic Agricultural Services
CCLP	Combating Child Labour Project
CDA	Community Development Association
CO	Country Office
CP	Country Program
ECEEP	Early Childhood Education Enhancement Project
EDHS	Egypt Demographic and Health Survey
EQAS	Evaluation Quality Assurance System
FAO	Food and Agriculture Organization
FFA	Food for Assets
FFE	Food for Education
FFT	Food for Training
FFW	Food for Work
FSAMU	Food Security Analysis and Monitoring Unit
GAIN	Global Alliance for Improved Nutrition
GEI	Girls Education Initiative
GDP	Gross Domestic Product
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
ILO	International Labour Office
M&E	Monitoring and Evaluation
MALR	Ministry of Agriculture and Land Reclamation
MHNC	Ministry of Housing and New Communities
MOPLD	Ministry of Planning and Local Development
MOSS	Ministry of Social Solidarity
MT	Metric tons
NCCM	National Council for Childhood and Motherhood
NGO	Non-Governmental Organization
NSFP	National School Feeding Programme
NNI	National Nutrition Institute
PMR	Pre-Mission Report
SPR	Standard Project Report
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNICEF	United Nations International Children's Emergency Fund
VAM	Vulnerability Assessment Mapping
WFP	World Food Programme
WHO	World Health Organization



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